TEN INSIGHTS to Strengthen Responses for Women Human Rights Defenders at Risk

By Inmaculada Barcia and Analía Penchaszadeh, AWID

Women Human Rights Defenders International Coalition
Ten Insights to Strengthen Responses for Women Human Rights Defenders at Risk was developed by Inmaculada Barcia and Analía Penchasazzadeh on behalf of the Association for Women’s Rights in Development (AWID) as part of its work as Chair of the Working Group on Urgent Responses for WHRDs at Risk of the Women Human Rights Defenders International Coalition.

The members of the working group on urgent responses are:

Association for Women’s Rights in Development
Women Living Under Muslim Laws
Amnesty International
MADRE
International Federation of Human Rights
World Organisation Against Torture
Front Line Defenders
Asian Forum for Human Rights and Development
Baobab for Women’s Human Rights
Asia Pacific Forum on Women, Law and Development

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Urgent Responses for Women Human Rights Defenders at Risk: Mapping and Preliminary Assessment

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AWID is an international feminist, membership organization committed to achieving gender equality, sustainable development and women’s human rights. AWID’s mission is to strengthen the voice, impact and influence of women’s rights advocates, organizations and movements internationally to effectively advance the rights of women.

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INTRODUCTION

On December 16, 2010, a group of men arrived in the main square of the City of Chihuahua, Mexico and approached Marisela Escobedo Ortiz. Mrs. Escobedo had been peacefully demonstrating for eight days to demand that authorities take action to arrest her daughter’s assassin. As the group approached, Mrs. Escobedo ran to seek refuge in the state capital building where one of the men shot her in the head and killed her on its threshold.

Marisela Escobedo Ortiz was a woman human rights defender (WHRD) who, after the killing of her daughter Rubí Marisol, mobilized people, organizations, institutions, and authorities to stop the killing of women in Mexico and to address the impunity so common in cases of feminicide. Her assassination reveals the lack of state protection of WHRDs and the lack of effective political will to guarantee women a life free of violence.

The assassination of Marisela Escobedo Ortiz is not an isolated case. According to the UN Special Rapporteur on the Situation of Human Rights Defenders (UN Special Rapporteur), of all the communications sent to governments addressing alleged violations against human rights defenders (HRDs) between 2004 and 2009, one third concerned WHRDs (Sekaggya 8). As stated by the UN Special Rapporteur, “women defenders are more at risk of suffering certain forms of violence and other violations, prejudice, exclusion, and repudiation than their male counterparts” (Sekaggya 6).

The Women Human Rights Defenders International Coalition (WHRD IC) was born in 2005 from the necessity to understand and respond to the gendered dimensions of violence against WHRDs, as well as their needs for support both in urgent responses and long-term security. In order to improve protection of WHRDs and responses—including funding—to violence against them, the WHRD IC created an Urgent Responses Working Group, chaired by AWID. This publication was developed by the working group as a result of the WHRD IC’s collaborative efforts, its analysis of the needs of WHRDs, and a review of existing resources and responses. Effective gender-sensitive responses to WHRDs must go beyond ensuring they have access to existing resources; the specific risks that they face and their circumstances in their families and communities demand an approach that is attentive to the realities of WHRDs, which often differ from their male counterparts.

Seeking an end to violence against WHRDs entails understanding the contexts that foster this violence and supporting WHRDs in their work building a more just world, where violence against WHRDs is no longer a reality. A movement-building approach to effective responses for WHRDs includes making alliances across sectors and organizations, as well as international solidarity and advocacy efforts.

These 10 insights present considerations for strengthening responses for WHRDs at risk, by ensuring that they are strategic and properly resourced.

1. **Recognize women** who work to uphold the rights of people, communities and the environment as WHRDs
2. Protect WHRDs at risk of violence **using the Human Rights Defenders framework**
3. Urgent Responses must acknowledge that WHRDs face violence from a variety of actors
4. Improve documentation to reflect the different dimensions of violence against WHRDs
5. A multi-layered approach to providing responses is most **effective** for protecting WHRDs at risk
6. Holistic support for WHRDs must include **self-care in order to sustain individuals, organizations and movements**
7. **Integrated security** engages WHRDs on their own terms
8. **Strong coordination** among organizations and networks increases effectiveness of responses
9. **Local support systems** are key for helping WHRDs and their organizations deal with violence
10. Effective responses require **long-term and flexible support**
BACKGROUND

The Declaration on Human Rights Defenders adopted by the UN General Assembly in 1998, for the first time recognized the role of individuals and organizations in defending human rights and outlined states’ responsibilities to protect HRDs. The Declaration refers to “individuals, groups and associations ... contributing to ... the effective elimination of all violations of human rights and fundamental freedoms of peoples and individuals” (United Nations 2, 1998). In explaining the terminology of “defenders”, the UN Office of the High Commissioner for Human Rights states that “what is most important in characterizing a person as a human rights defender is not the person’s title or the name of the organization he or she works for, but rather the human rights character of the work undertaken” (United Nations, 2011).

In 2005, the International Campaign for Women Human Rights Defenders (which later became the WHRD IC), articulated the need to recognize WHRDs:

“The term ‘women human rights defenders’ encompasses both women active in human rights defense who are targeted for who they are as well as all those active in the defense of women’s rights who are targeted for what they do. Lesbian, gay, bisexual and transgender activists participate in many human rights struggles, including the advocacy for sexual rights. They become vulnerable to violence because of who they are and the work they do, especially when that work is directly related to sexuality. We refer to them as women human rights defenders, too” (APWLD 15).

The UN Special Rapporteur focused her 2010 Annual Report on the particular risks faced by WHRDs. It is a landmark report in characterizing violence against WHRDs, quantifying and specifying the types of risks that WHRDs face when conducting their work:

“… women defenders and those working on women’s rights or gender issues seem to be more at risk of being threatened, including death threats, and being killed in the Americas region than in other parts of the world. Arrest and further judicial harassment and criminalization of the work of have been more commonly reported in Asia, sub-Saharan Africa, Europe and Central Asia” (Sekaggya 20).

The gender-specific nature of violence against WHRDs includes greater risk of being subject to sexual harassment, sexual violence and rape (Sekaggya 20). WHRDs have shared that attacks and recriminations from their own families and communities—that come from stereotypes of gender roles—often lead to self-censorship. The internalization of fear becomes so ingrained that breaking the barriers of silence is an important challenge to overcome (Collis 12).

Given the risks that WHRDs face, mobilizing resources for their work and their safety is critical, yet it is a difficult task. The complexity of their identities, strategies and the issues they address, not to mention the fast-paced and crisis nature of their work, all affect WHRDs’ ability to obtain funding. This is particularly problematic for WHRDs working in the grassroots, who often do not have access to information about funding opportunities nor capacity to put together complicated applications. Funding for WHRDs is also affected by broader funding trends for women’s rights and gender equality work: as AWID’s research has shown, funding is scarce generally for women’s rights organizations around the world. For example, the total income of more than seven hundred women’s rights organizations that reported receiving funds in 2007 was little more than 114 million US dollars—or roughly 5% of the income of the relief and development organization World Vision International in 2005 (AWID 19).
INSIGHT 1

Recognize women who work to uphold the rights of people, communities, and the environment as WHRDs.

It was not until the 1993 World Conference on Human Rights in Vienna that women’s rights were formally considered human rights by the UN system (United Nations, 1993). In a similar way, women activists who work to defend women’s rights, as well as other types of rights, have not always been recognized as HRDs. While progress has been made to recognize women activists as WHRDs, there is still work to be done to legitimize their work and to acknowledge the risks they face. This is especially true for WHRDs working on reproductive rights, sexual rights, and sexual and gender-based violence. Women activists themselves may not identify as WHRDs because they are not familiar with human rights language or do not feel comfortable using it. WHRDs may not use the term to describe themselves out of a sense of humility or respect for the women-at-risk they are seeking to defend, who may be more marginalized than themselves. As a result, WHRDs rarely access the protection measures that exist for HRDs—nor always recognize the kind of support and protection they could receive—and thus reports on the situation of HRDs are often incomplete and lack gender analysis.

Whether they work within formal organizations, in loose networks, or as community leaders, women activists who work to uphold rights are Human Rights Defenders and must be recognized as such. It is hoped that greater recognition for WHRDs will also encourage more reporting of incidents of aggressions and violations, and in so doing provide more accurate data about the dimensions of the violence they face (see insight 4).

INSIGHT 2

Protect WHRDs at risk of violence using the Human Rights Defenders framework.

Recognition of WHRDs is not simply a matter of terminology. The HRD framework is useful because it validates WHRDs’ work, recognizes the violence they face because of who they are and what they do, and provides mechanisms for protection and redress.

The Declaration on Human Rights Defenders is the cornerstone of the HRD framework, naming HRDs—including WHRDs—as rights-holders and identifying states’ obligations in protecting them and preventing violations of their rights. The UN Special Rapporteur plays a crucial role in increasing visibility of violence against WHRDs and putting pressure on states to protect and guarantee their rights. The HRD framework incorporates protection mechanisms under various human rights systems including regional bodies like the EU (and its guidelines on HRDs), the Inter-American Commission on Human Rights (and its new Rapporteur on HRDs), and the African Commission for Human and People’s Rights (and its Special Rapporteur on HRDs).

These mechanisms have intervened on numerous occasions to denounce and prevent gross violations of the human rights of ordinary people and HRDs alike. Particularly when used in combination with other response strategies, the HRD framework is an important, yet underutilized, tool for protecting WHRDs.
INSIGHT 3

Urgent Responses must acknowledge that WHRDs face violence from a variety of actors.

A major challenge for WHRDs is that they face violations committed by both state and non-state actors. The role of the state in violating the rights of WHRDs has been well documented, and human rights organizations and mechanisms historically have focused on state-sponsored violations. State-sponsored violence against WHRDs can range from restriction or denial of rights; to making the work of WHRDs difficult or impossible; to direct violence committed by police forces, members of the military, or other state agents. Yet WHRDs are also subject to violations committed by non-state actors, including fundamentalist groups, criminal enterprises, paramilitaries, as well as community and family members.

Fundamentalist groups organized around religious, ethnic, or cultural identities are a growing problem for WHRDs in many parts of the world (Balchin 3). According to AWID’s research on the impact of religious fundamentalisms on women’s lives, nearly 10% of women’s rights activists have had their workplaces destroyed or equipment stolen by religious fundamentalists. Another strategy used by religious fundamentalist groups is to discredit or delegitimize WHRDs using verbal attacks and insults, labelling them as unbelievers, as bad women, wives, or daughters, or as lesbian/gay (Balchin 13).

Other non-state actors that can pose threats to WHRDs include criminal networks, drug cartels, paramilitary, and guerrilla groups. States are often unable to effectively protect WHRDs given the increasing power that criminal networks have over large territories. Additionally, in many cases these non-state actors collude with government authorities as is the case of paramilitary groups in countries such as Colombia.

In Meso-America, as well as in other regions, “families and communities may themselves be the perpetrators of abuse in situations where activism is seen as unacceptable, inappropriate, or un-feminine” (Collis 12, see also MI WHRD). In these cases—which are not infrequent—abuses against WHRDs are often considered to belong to the private or domestic sphere, with the result that these violations are frequently given lower priority by legal institutions and the human rights community itself.

The diversity of state and non-state actors that may target WHRDs—who are already faced with gender inequalities and discrimination—increases their risks, and makes accessing appropriate responses and support more difficult. In Afghanistan for example, women need permission from their husbands to obtain a passport for themselves, or a birth certificate for their children. This poses additional challenges for WHRDs trying to escape violence by relocating to another country. Accessing urgent support becomes more difficult when families and communities are involved in violations. Similarly, many urgent responses fail to address violence committed against WHRDs by colleagues. This is particularly worrisome as it has been documented that WHRDs are “vulnerable to suffering discrimination and attacks from within their own organizations, given the prevalence of cultures of violence and exclusion of women” (MI WHRD 25).
INSIGHT 4

Improve documentation to reflect the different dimensions of violence against WHRDs.

While recognition of WHRDs and the violations that they face has increased in recent years, understanding the trends and specificities of this violence remains challenging. The absence of systematic documentation of the gender-specific nature of the violence against WHRDs, and the gendered manifestations of this violence, result in the denial of the specific concerns of WHRDs and in the persistent gap in legal frameworks and structures that can ensure them appropriate protection.

AWID and the WHRD IC conducted a mapping of urgent responses for WHRDs at risk, gathering information from organizations operating at international, regional, and national levels, as well as from groups with differing thematic priorities (including those working on women’s rights, human rights, and sexual orientation). Although most organizations interviewed in the Urgent Responses mapping have established mechanisms for keeping track of their cases (ranging from simple spreadsheets to more developed databases), the majority of the interviewees stated that they have yet to systematically track WHRD cases or trends (Barcia 3).

Tracking violence against WHRDs is key to developing effective strategies, conducting compelling advocacy, and following up on individual cases. For this reason the UN Special Rapporteur’s 2010 report recommends improving the documentation of violations against WHRDs (Sekagya 21). More systematic and sophisticated documentation would mean better analysis of trends and patterns of violations, taking into account the multiple types of violence that WHRDs face in both the public and private sphere, and perpetrated by multiple actors.

Improved documentation can also help organizations follow up on individual cases of violence against WHRDs, helping determine whether urgent responses or longer-term interventions are needed. This can help assess the impact of protection measures and ensure the safety and well-being of the WHRD. When WHRDs are involved in the documentation, they can better engage with the protection process and learn valuable lessons about protection work.

INSIGHT 5

A multi-layered approach to providing responses is most effective for protecting WHRDs at risk.

Organizations have developed a variety of responses to assist WHRDs at risk, including legal assistance, temporary relocation, action alerts, and emergency grants (Barcia iii). These tools are most effective when they are part of a broader strategy to protect WHRDs, one that includes preventative measures, urgent responses, and long-term support.

The strength of any given response to a WHRD at risk lies in its ability to be tailored to a specific situation, rather than a one-size-fits-all measure. In some cases, protection may work best if WHRDs keep a low profile and there is little or no publicity; in other cases, it may be best to ensure wide public awareness of the case. Organizations may issue an urgent appeal, do media work to raise visibility for the case and conduct advocacy efforts to get international mechanisms (such as the UN Special Rapporteur) to intervene, or provide a grant for temporary relocation or security measures. Deciding which approach is best requires close consultation with the WHRD at risk and analyzing the specific circumstances in each case. This includes whether the WHRD lives alone or with her family; whether she lives in a conflict zone, capital city or rural area; and the nature of the threat (individualized or directed towards her organization). In addition to analyzing the specific situation, urgent responses must account for other factors that can influence the vulnerability of WHRDs—including age, ability, race, ethnicity, and sexual orientation among others.

The Urgent Responses mapping pointed to the importance of long-term support for WHRDs at risk and follow-up to rapid actions. After initial media attention to an urgent situation, it can be more difficult to sustain interest in cases and to provide other forms of necessary (financial, psychosocial etc.) support for WHRDs. Long-term solutions require sustained relationships and support for WHRDs who continue to face violence and threats after the immediate risk is reduced.
Holistic support for WHRDs must include self-care in order to sustain individuals, organizations, and movements.

Many WHRDs experience violence directly or work with women who experience violence, and they often face health problems derived from the stress and exhaustion of their daily work. Activists who experience physical or psychological violence sometimes suffer the trauma in silence, without receiving psychological or physical health care. According to a study carried out by the Urgent Action Fund (UAF) based on interviews with more than one hundred WHRDs, many disregard their personal well-being because taking care of one’s own needs is perceived as unimportant in the face of others’ suffering. Moreover, the study refers to a culture of activism that often leads to WHRDs maintaining unsustainable work habits, including working long hours without breaks (UAF 2).

It is important to strengthen programs and organizations that address the psychological and physical well-being of WHRDs. As UAF’s research underscores, it is necessary “to start framing the idea of work in a healthy, balanced, safe, and sustainable way as a right. Not a favour” (Barry and Dordevic 117). Self-care is not a luxury for peaceful times but a security strategy: WHRDs who continue to work in spite of stress and exhaustion may be less alert to risks, or less able to deal with them. Not only is self-care critical to the well-being of individual WHRDs but it is crucial for the survival of movements and organizations. Self-care is a political strategy of resilience and resistance in the face of aggressions aimed at weakening organizations and movements dedicated to seeking justice and defending human rights.

Integrated security engages WHRDs on their own terms.

The organizations that participated in the WHRD IC’s Urgent Responses mapping emphasized the importance of designing responses around a concept of security defined by WHRDs themselves. Security for many WHRDs does not mean police or armed presence at their home or place of work, but that the environment in which they live and carry out their work is one that does not generate fear for their own safety and well-being or for that of their children and family members.

The concept of integrated security incorporates concern for the well-being of the WHRD and her family, and recognizes the gender-specific nature of violence. Integrated security measures thus offer a range of support, including things like childcare and healthcare, not traditionally considered in security measures. Integrated security also entails addressing the contexts that enable violations of human rights to take place in the first place, and promotes the full realization of women’s rights as a strategy to sustain WHRDs, their organizations and movements. The aim is not just to keep WHRDs safe, but ultimately to support social movements in changing the situation that put them at risk (Real 5).

For donors and organizations providing support to WHRDs, this means: developing flexible, timely and strategic funding that can adapt as situations change; investing in institutional capacity for their organizations; reducing the burden of application requirements so that WHRDs can access support quickly; and ensuring that WHRDs can tailor financial assistance to meet their needs.
INSIGHT 8

Strong coordination among organizations and networks increases effectiveness of responses.

Strengthening coordination between organizations providing urgent responses is important to avoid duplication and increase the spectrum of responses available to WHRDs at risk. Cooperation and networking can also enhance the ability of organizations to garner public attention and awareness, mobilize people, and generate support. Some organizations have well-established networks with thousands of subscribers who are able to quickly send letters or sign petitions aimed at putting pressure on authorities. Some organizations also draw on their media contacts and may decide to issue a press release in connection with urgent appeals. For the multi-layered approach to be successful, organizations must be able to work collaboratively, drawing upon their individual strengths in order to mobilize the most effective response.

The experience of the WHRD IC in joint advocacy and responses to urgent situations demonstrates the potential for coordinated action and the UN Special Rapporteur’s 2010 report is a result of such coordinated efforts. However, the Urgent Responses mapping revealed that organizations often lack resources to devote toward sharing information and best practices, or for joint strategizing regarding cases of violations against WHRDs. Participants in this research suggested the need to strengthen coordination on financial assistance programs, such as those covering relocation, or medical, or legal assistance. Funding for collaborative efforts can help build a stronger community of organizations working with WHRDs and lead to more effective and comprehensive responses.

INSIGHT 9

Local support systems are key for helping WHRDs and their organizations deal with violence.

Responses provided by international and regional organizations are not sufficient to address the violence that WHRDs face on the ground. Local networking among WHRDs is crucial for accompanying WHRDs at risk where they live and work, build their own capacity to respond at the local level and for responding quickly to urgent situations. These networks can also connect WHRDs from diverse social movements and initiatives to resources (financial as well as political, technical, and cultural resources). WHRDs working in remote areas—or in organizations and sectors not traditionally recognized as part of human rights work—may not otherwise be aware of these resources, as they often have limited information about how to access programs and support measures provided by regional and international organizations. Local networks not only have closer contact with WHRDs at risk, but are often more familiar with the dynamics of the particular political and security context, leading to more appropriate and situation-specific responses. WHRD IC members and others have been successfully building these networks in Meso-America, Nepal, Papua New Guinea, among many other countries and regions.

The UN Special Rapporteur’s 2010 report recommends that organizations “strengthen informal and formal networks to support WHRDs and those working on women’s rights or gender issues in case of attacks since they can be instrumental in ensuring their immediate safety when needed” (Sebayangya 21). Building the collective capacity of WHRDs and their organizations to respond to, and deal with situations of violence on the ground is a critical component of an effective urgent response mechanism.
INSIGHT 10

Effective responses require long-term and flexible support.

Human rights organizations in general, and women’s rights organizations in particular, face many challenges in mobilizing resources to develop security plans and strategies to protect WHRDs. Many organizations operate in political and social environments that undermine their access to funding through discrimination or authoritarian government policies (AWID 17).

At present, many organizations operate with limited human, organizational, and financial resources. According to a survey of over one thousand women’s rights organizations worldwide carried out by AWID, “in general terms, [women’s] organizations are small, both in budget size (50% with annual incomes of less than 50,000 USD) and in human resources (25% working without any full time staff)” (AWID 11). Additionally, many of these organizations do not have access to general support or unrestricted funding that can be used for the overall functioning of the organization (GFW 1). Project-specific funds do not allow organizations to set their own priorities or invest in long-term planning (AWID 11). Among other consequences, operating on this survival logic limits the capacity of organizations to invest in the development of longer-term security plans and protection strategies for WHRDs (MI WHRD). Restrictions on the use of project funds also create challenges for organizations that find themselves with funds to run workshops, for example, but not to install an alarm system that can ensure the safety of the building where these activities take place.

Donors and organizations have improved rapid responses to urgent situations, creating emergency funds among other strategies. These welcome advances should also be accompanied by support for the development of long-term security plans and strategies that include measures for self-care as part of organizations’ general operating procedures. By making general multi-year support available, donors can help foster sustainable, well-resourced, and healthy organizations and movements with leaders who are able to work free from threats of violence.

WHY DOES THIS MATTER FOR DONORS?

Donors are important stakeholders in efforts to keep WHRDs safe and to ensure the long-term sustainability of the work of WHRDs and their organizations. Resource mobilization is critical for strengthening urgent and long-term responses for WHRDs that include emergency funds as well as flexible multi-year support that can be used for security measures and building institutional capacity, networking and outreach, and for the work of WHRDs and their organizations.

Funding to support WHRDs should be:

» Influenced directly by the needs identified by WHRDs themselves.
» Strategic and timely enough to meet urgent needs.
» Flexible and responsive to changing circumstances.
» Unrestricted and able to cover security needs.
» Broad and inclusive enough to cover the different levels of responses needed and to reach the multiple movements and organizations in which WHRDs conduct their work.
» Long-term to ensure impact and demonstrate commitment to WHRDs and the work of their organizations.
» Collaborative with other donors and movements themselves.
### TABLE OF EXISTING RESPONSES

This table was taken from *Urgent Responses for Women Human Rights Defenders at Risk* (Barcia 20). This grid provides an overview of the responses offered to Women Human Rights Defenders by the organizations interviewed in the Urgent Responses mapping conducted in 2010-2011. The response offered by each organization is indicated by the red boxes. A detailed description of each organization and the responses it offers is available at [www.awid.org](http://www.awid.org).

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## Ten Insights to Strengthen Responses for Women Human Rights Defenders at Risk, January, 2012

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REFERENCES


Urgent Action Fund for Women’s Human Rights (UAF). “Sustaining Activism.” USA: UAF.
The 10 insights presented provide the key considerations for strengthening responses for WHRDs at risk by ensuring that they are strategic and properly resourced.

Effective gender-sensitive responses to WHRDs must go beyond ensuring they have access to existing resources. Protecting WHRDs entails understanding their contexts and supporting them in their work toward building a more just world, where violence against WHRDs is no longer a reality. A movement-building approach to effective responses for WHRDs includes making alliances across sectors and organizations, as well as international solidarity and advocacy efforts.

This publication was developed by Inmaculada Barcia and Analía Penchaszadeh on behalf of AWID as part of its work as Chair of the Working Group on Urgent Responses for WHRDs at Risk of the Women Human Rights Defenders International Coalition.

The members of the working group on urgent responses are:

Association for Women’s Rights in Development
Women Living Under Muslim Laws
Amnesty International
MADRE
International Federation of Human Rights
World Organisation Against Torture
Front Line Defenders
Asian Forum for Human Rights and Development
Baobab for Women’s Human Rights
Asia Pacific Forum on Women, Law and Development

AWID and the authors would like to thank all members of the Women Human Rights Defenders International Coalition who provided valuable input for this publication.

More information on the International Coalition is available at www.defendingwomen-defendingrights.org

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