



Breakthrough's ***Bell Bajao!***

A Campaign to
Bring Domestic
Violence to a Halt

Acknowledgments

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The purpose of this report is to share learnings from the development and implementation of Breakthrough's *Bell Bajao!* campaign to engage men and boys and the broader community in bringing domestic violence to a halt. Using *Bell Bajao!* as a case study, this report examines how Breakthrough uses media, pop culture, partnerships and community mobilization to inspire and engage people to take action for dignity, equality and justice.

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Summary

Bell Bajao! highlights the principles and processes through which Breakthrough works at the individual and community level to transform hearts and minds to build a culture of human rights.

This paper is a comprehensive documentation of Breakthrough's methodology for advancing human rights, using the *Bell Bajao! (Ring the Bell!)* campaign as a case study.

Breakthrough is a global human rights organization that uses the power of media, pop culture and community mobilization to inspire people to take action for dignity, equality and justice.

Based in India and the United States, Breakthrough addresses critical global issues including violence against women, sexuality and HIV/AIDS, and immigrant rights and racial justice. Combining sophisticated strategies with grassroots community mobilization, Breakthrough's unique approach has succeeded in bringing human rights issues to mainstream audiences.

Bell Bajao!, launched in India in 2008, is a cultural, organizing and media strategy that calls on men and boys to take a stand against domestic violence (DV). The campaign, which has won several awards, seeks to reduce domestic violence and the stigma and discrimination faced by women living with HIV/AIDS, and to highlight the role that men and boys can play in reducing violence.

Extensive evaluations of the campaign to date show that *Bell Bajao!* has:

- Reached more than 130 million people and become part of mainstream conversation and the public lexicon in India.
- Increased knowledge and changed individual and community attitudes towards domestic violence.

- Changed individual behavior and made significant headway in reducing stigma and discrimination against HIV-positive women.

At the 2010 Clinton Global Initiative, former President Clinton joined Breakthrough in announcing that *Bell Bajao!* would expand to a global campaign beginning in 2011. United Nations Secretary General Ban Ki-moon joined the campaign as its first Global Champion.

Bell Bajao! highlights the principles and processes through which Breakthrough works at the individual and community level to transform hearts and minds to build a culture of human rights. This paper documents lessons learned from *Bell Bajao!* so that it, and Breakthrough's unique approach, may be utilized by a variety of audiences.

Primary Audiences for This Report

This report is geared toward partners who wish to consider adopting, adapting or implementing a *Bell Bajao!* campaign, or parts of it, in their communities. It may also be of interest to any individual or group interested in exploring new techniques to attain human rights objectives for mainstream audiences.

Other audiences of this report include:

- Human rights advocates/activists who seek to learn from Breakthrough's methodology and strategy to apply in their own domains.
- Social entrepreneurs interested in the ways Breakthrough leverages mainstream and pro-bono partnerships with media and advertising agencies to achieve social justice outcomes.
- Funders and donors seeking to learn more about effective strategies to achieve social change, and how to partner effectively with their grantees to attain mutual objectives.
- Governments interested in partnering with NGOs that share their objectives.
- Breakthrough staff and partners seeking to strengthen Breakthrough programs.

Chapter 1

Introducing Breakthrough

Because of its innovation in using cultural tools and popular multimedia platforms to transform culture, Breakthrough is unique in the human rights field.

Breakthrough was introduced to the public in 2000 when it released *Mann ke Manjeere — An Album of Women's Dreams*. The album, and its music videos, highlighted women's rights and aspirations and became one of India's top 10 albums for six months. The album generated a great deal of public attention and won numerous awards.

Most significantly, *Mann ke Manjeere* demonstrated that a mass audience could — and would — embrace an album with a social change, human rights message.

What began as an experiment to explore the use of popular culture to create a public dialogue about violence against women (VAW) evolved to become the organization Breakthrough. Breakthrough is now widely known in India, and increasingly in the United States, as an effective and cutting-edge transnational human rights organization that deploys popular culture, leadership development and community mobilization strategies to promote values of equality, dignity and justice.

Through its media strategies, Breakthrough challenges individuals to change social attitudes and political and economic structures. Because of its innovation in using cultural tools and popular multimedia platforms to transform culture, Breakthrough is unique in the human rights field.

Following the success of *Mann ke Manjeere*, Breakthrough launched two campaigns — *What Kind of Man Are You?* (2005) and *Is This Justice?* (2007) — on domestic violence and HIV/AIDS respectively. These campaigns deepened the organization's evolution by bringing complex issues into mainstream popular culture in India. The campaigns

promoted male responsibility and condom use to prevent the spread of HIV, and focused public attention on the stigma and discrimination faced by women living with HIV.

In the United States, Breakthrough has used its cultural and organizing strategies to focus attention on issues of immigrant rights and racial justice, particularly in the aftermath of the attacks of September 11, 2001. Breakthrough created and disseminated the online game *ICED — I Can End Deportation*, the first 3-D video game to educate young people on immigrant rights. Breakthrough also created *End Homeland Guantamos*, an online game experience, to raise awareness about the 400,000 people in U.S. immigrant detention centers. In 2009, Breakthrough released *Restore Fairness*, a multimedia and advocacy campaign on racial justice that uses video testimony to tell the stories of individuals and families affected by unfair immigration and detention policies.

Each of these campaigns has brought to wider attention issues of due process, detention and deportation in response to the erosion of the rights of non-citizens, including legal permanent residents, under the pretext of promoting a national security agenda.

With a decade of experience, Breakthrough now seeks to be a global game changer in the way violence against women is addressed. To this end, this paper documents and analyzes Breakthrough's most recent and successful campaign in India, *Bell Bajao!*.

Chapter 2

Bell Bajao! as a Case Study

Overview

The purpose of this report is to articulate how Breakthrough implements its mission to mobilize communities to value and uphold human rights, and to transform individual attitudes and behaviors using the *Bell Bajao!* campaign as a case study.

Bell Bajao! is a cultural, organizing and media campaign strategy that calls on men and boys to join efforts to end violence against women. As such, it provides an object lesson in the principles, procedures and processes Breakthrough uses to achieve its objectives. Breakthrough has been conducting *Bell Bajao!* in India since 2008, and announced in late 2010 that the campaign would become global in scope starting in 2011.

The campaign's media component was its most prominent and visible feature — a series of television, radio, and print ads created pro bono by Ogilvy & Mather, which were disseminated widely through a partnership with the Indian Ministry of Women and Child Development. Bollywood actor Boman Irani was the campaign's first male ambassador.

The powerful ads show a man or a boy who hears a woman being beaten behind the closed door of her home. After a moment of deliberation, the man or boy then rings the doorbell of the woman's home. When the abuser comes to the door, the man or boy asks to borrow a cup of milk (in one ad) or use the phone or to retrieve a lost cricket ball (in others). From the ads, it is clear that the bell ringer is making the request as a pretext: he heard violence committed against the woman, and is putting the abuser on notice that the violence will not be tolerated.

The media campaign was accompanied by a strong community mobilization initiative in the Indian states of Karnataka and Uttar Pradesh, led by Breakthrough's Rights Advocates Program (RAP). (Breakthrough's Rights Advocates Program is described later in this section). The mobilization initiative involved extensive leadership trainings, mass outreach, and face-to-face educational events.

In 2010, Breakthrough released a series of three new TV ads asking if people had “rung the bell” and taken action against domestic violence. To date, the campaign has reached more than 130 million people in India and has won multiple awards, including the prestigious Silver Lion at the 2010 Cannes International Advertising Festival.

The *Bell Bajao!* campaign provides an excellent explication of the Breakthrough methodology because:

- *Bell Bajao!* is Breakthrough’s most evolved and sustained campaign to date; it has had the greatest impact, scale, and the most comprehensive set of partners.
- *Bell Bajao!* integrates mass media with community mobilization tools and leadership development training.
- *Bell Bajao!* incorporates lessons from Breakthrough’s preceding campaigns, *What Kind of Man Are You?* and *Is This Justice?*, as well as learning about the use of new social media tools like Facebook, Twitter, YouTube and blogging from its U.S. programs.
- *Bell Bajao!* has been thoroughly evaluated and monitored using state-of-the-art tools and techniques.
- *Bell Bajao!* has demonstrated its efficacy in furthering knowledge about domestic violence, changing attitudes and perceptions towards such violence at the individual and community levels, and realizing behavior change that challenges violence against women and reduces stigma and discrimination towards women living with HIV/AIDS.

As *Bell Bajao!* goes global, this report provides potential partners with insight into how the campaign was conceived and rolled out, as well as the scale and impact of this intervention.

A. Message Development

Conceptualizing and Framing the Message

The first task for *Bell Bajao!* was to create a message, which is a rigorous and critical process. The goal of the campaign was to advance current discussion and knowledge about violence against women, while remaining consistent with Breakthrough's philosophy and mission. The message also needed to respond to current political realities and opportunities, build on past learning, and draw from current violence against women research findings in India and globally.

Grounding in Human Rights

The empowerment of women is essential to advancing human rights. It was only in 1993, at the UN Conference on Human Rights in Vienna, that women's rights were articulated as human rights. This essential component of the human rights agenda is still weak. Breakthrough plays a key role in making women's rights more central to human rights agendas, and furthering the understanding of human rights among women's rights advocates.

Breakthrough has identified ending gender-based discrimination and violence as one of the key building blocks for building a culture of human rights. In India, which has one of the worst male-to-female sex ratios in the world, Breakthrough promotes the rights of women by spotlighting gender-based violence and discrimination, and the relationship of these two issues to sexuality and HIV/AIDS.

Through its intersectional approach to human rights,¹ Breakthrough understands that the ways in which women experience violence is affected by a range of factors — such as caste, class, sexuality, religion, and social and geographical location in society. Breakthrough works with men and women to empower them to challenge violence, and seeks to locate and unlock the potential within individuals and communities to challenge violence and discrimination.

The ways in which Breakthrough's media and community mobilization efforts are developed take differences among women into account, making Breakthrough materials and training relevant to a wide cross-section of women.

Foregrounding Men and Boys as Critical Partners, Actors and Leaders in Ending Violence Against Women

From the outset, Breakthrough heard from its female constituents — both women's organizations and individual women — that it was essential to involve men in initiatives to end violence against women. As a result, Breakthrough has always conducted direct outreach to men and boys in its community training and mobilization efforts. Breakthrough has consistently approached men as thought leaders and featured men as partners who can call on other men and women to end violence. Men and boys constitute 50 percent of those engaged by Breakthrough through grassroots training and mobilization activities, and the audience for Breakthrough messages is also 50 percent male. Thus, men are not token representatives, but rather an essential part of Breakthrough's strategy.

¹ Intersectionality is an analytical framework first coined by Kimberle Crenshaw in the United States. Intersectionality offers a more holistic understanding of the multiple identities that shape women's lives. For example, in the case of a woman experiencing domestic violence (DV), an intersectional approach uncovers various dimensions of women's lack of power in her experience of domestic violence (e.g., a woman's HIV status, economic status, racial identity or her experience of disability would shape her experience and response to DV). Employing an intersectional approach at the program and service levels results in more holistic responses to women confronting DV. Breakthrough has contributed a new dimension to intersectional analysis by recognizing that while individuals may be disempowered at several levels, the same individuals could have access to power over others. For example, an immigrant man might experience lack of power because of class, color or immigrant status but could be abusive to his wife. Breakthrough therefore believes that all of us need to be human rights advocates for ourselves and for others. Our tagline, "it starts with you" exemplifies this core value.

Men were featured as perpetrators of violence in *What Kind of Man Are You?* and *Is This Justice?*, but were also recognized as an integral part of the solution to problems of gender inequality and violence in both of these campaigns.

Building on Past Learning

Breakthrough's work to reduce stigma and violence against HIV-affected people distilled two key lessons that informed the *Bell Bajao!* development exercises. The first was that HIV-positive women were often thrown out of their homes, compounding their vulnerability with social prejudice. Second, most women were not in a position to negotiate safe sex. Thus, Breakthrough planned to develop its next campaign to highlight the need for HIV-positive women to get access to better care.

Evaluations of the campaigns *What Kind of Man Are You?* and *Is This Justice?* found that Breakthrough's more nuanced message, combining HIV and violence against women, was too complex to be absorbed by audiences. Through the evaluation it was determined that audiences typically took away only one message rather than messaging that embraced the intersection of HIV/AIDS and violence against women. Based on these findings, Breakthrough resolved to feature only one broad media message — about domestic violence. Breakthrough determined that the intersectional messages would be secondary, and featured in other Breakthrough platforms that lent themselves to more nuanced messaging, such as in-depth community trainings.

Responding to Political Opportunities

While the ideas for *Bell Bajao!* were being formulated, the Government of India adopted the Prevention of Domestic Violence Against Women Act (PDVWA 2005). Breakthrough sought to use the political momentum generated by passage of the Act to advance its agenda for reducing violence against women. Breakthrough determined that it could capitalize on the government's formal commitment to reduce violence against women and the new public interest in domestic violence issues.

Employing a Variety of Research Instruments and Findings to Direct Its Message

Breakthrough retained the Centre for Media Studies (CMS), a media research organization, to conduct a baseline survey to determine the extent of the public's knowledge about the

PDVWA 2005. It also asked CMS to research attitudes toward, and responses to, domestic violence among a cross-section of the public. Their findings showed that very few people take any action when they are aware of domestic violence occurring around them. The findings also showed that men and women were equally likely to take some action to stop domestic violence, and that men typically take the lead to intervene in such situations.

Breakthrough also studied the literature in the field of domestic violence and violence against women that focused on the attitudes that deter people from acting to stop domestic violence. The research pointed to several prevailing social norms: domestic violence is viewed as a private matter, people resist intervening due to a fear of retaliation, and people are unwilling to get involved in protracted family issues.

The prominent finding that men play a central role intervening in situations of domestic violence led Breakthrough to undertake secondary research on programs that engaged men and boys in various parts of the world to stop violence. This data set provided additional background information that informed the message development process.

After this research process, Breakthrough concluded that a single, direct media message to stop domestic violence was required for the *Bell Bajao!* campaign. The message was to be grounded in women's rights, guided by research on the topic, and reinforcing of the political moment occasioned by the Indian government's commitment to end domestic violence. Men and boys were identified as the critical targets for this campaign.

B. Developing Media Components and Messages for *Bell Bajao!*

Once the leadership team agreed upon the message framework, Breakthrough sought an appropriate partner to deliver the message using multiple media techniques and instruments.

Selection of a Media Partner for the Campaign

Selecting the appropriate media partner — in this case an advertising agency — was critical to developing a successful campaign. Breakthrough obtained pro bono services for this effort from Ogilvy & Mather (O&M) — a leading agency with global reach. O&M was enthusiastic about working with Breakthrough, as a previous collaboration had been

successful, earning the agency multiple awards. Partnering with Breakthrough also allowed O&M to meet its corporate social responsibility mandate. In addition, Breakthrough spent a great deal of time sensitizing O&M personnel to issues of gender equality and empowerment during previous collaborations.

Clear Delineation of Roles

There was clarity on partner roles and responsibilities from the outset of the Breakthrough collaboration with O&M. O&M was responsible for all the creative work of the campaign: developing the creative treatment, supervising the production of the media messages, and briefing the production house that would produce the creative products for various media formats. Breakthrough was responsible for providing the message frame to ensure messaging was consistent with human rights principles, paying production costs, and campaign dissemination.

Communicating: Clarifying the Issue With the Media Partners

Breakthrough provided O&M with a background brief, including the most current research on the topic of violence against women. In addition, Breakthrough conducted an orientation session about domestic violence for the O&M creative director, copy editor and art director. The ad agency team spent a month in creative development before returning to Breakthrough with ad concepts. The first set of ads O&M developed showed men as perpetrators of violence and women as victims, which the Breakthrough staff did not feel would propel the conversation on domestic violence.

Global research on men and boys and their role in ending violence helped to clarify the campaign focus. Research indicated that men fall into three broad categories: (1) the few who act, (2) those who are violent and (3) bystanders.

Breakthrough decided to address bystanders, reasoning that the campaign could engage bystanders to stop violence by appealing to their positive emotions of respect and love for women — as opposed to approaching them from the perspective of guilt or negative emotions stemming from inaction.

Breakthrough brainstormed actions men could take to end violence, considered gender roles and the ways in which masculinity works in society, and explored the idea of viewing

men as role models. These ideas became the basis from which O&M's creative team reworked the ad campaign.

Determining the Media Message

O&M's creative team suggested two campaign directions based on Breakthrough's feedback: (1) direct action — *Bell Bajao!*, and (2) unpacking masculinity. Breakthrough chose to move forward with the direct action concept. The message that O&M developed was "*Ring the Bell: Can I Have Some Milk?*" After considerable discussion, the team decided that implicit in the ads was the idea that the ringing of the bell was an "excuse" to intervene when domestic violence occurs. The bell ringer, the domestic violence perpetrator, the woman and the audience would all be "in the know" about the bell-ringing being a pretext to stop violence. From this concept, a tagline emerged: "*Bring domestic violence to a halt. Ring the bell.*"

Message Testing

The refined *Bell Bajao!* message was tested among three different socio-economic categories of people in Delhi, based on occupation status and education: upper-middle income, middle-income, and low-income groups were tested.

Breakthrough received positive feedback regarding the efficacy of the "ring the bell" message, especially from low- and middle-income viewers. Both these groups said they would be more open to intervening in cases of domestic violence. However, the test showed that those in the upper-middle-income group were wary of intervening in other people's problems for fear of being considered intrusive. Given this mostly positive feedback, and taking note of the reluctance of upper and middle class people to "ring the bell," Breakthrough moved ahead with the *Bell Bajao!* ad concept for the campaign.

C. Dissemination Strategy

The dissemination strategy for *Bell Bajao!* was determined after examining media viewership as documented by Mindshare, a media-planning agency, and a base line survey carried out by CMS. Using the opinion-research data sets, Breakthrough determined the platforms and channels for the campaign. Breakthrough determined that *Bell Bajao!*

should be broadcast on news channels, sports channels, general entertainment channels as well as Doordarshan, the government-owned national television network.

Selection of Media Formats for Campaign

In keeping with commercial best practices, Breakthrough utilized a range of media platforms to disseminate its message. This is based on the widely accepted understanding that audiences are heterogeneous and access information from multiple platforms. Repetition through multiple channels reaffirms messages and places them firmly in the minds of viewers.

For *Bell Bajao!*, Breakthrough decided to use a mix of traditional and new media tools for dissemination: television spots, radio and print ads, a robust online presence (including campaign website and social media tools like Facebook, Twitter and blogs), as well as a retail strategy of mobile video vans to ensure face-to-face communication.

Television proved, by far, to be the most effective and far-reaching dissemination tool for the campaign, reaching more than 130 million viewers through multiple channels during the first and second phases of the campaign. Radio and print advertising were most effective in certain areas, such as the city of Lucknow in Uttar Pradesh, but did not achieve the wide reach and recall of television.

The *Bell Bajao!* microsite engaged public audiences through the blog and social media tools.²

Dissemination via video vans proved to be extremely effective. Vans carrying the campaign message were accompanied by staff and youth advocates who engaged directly with individuals, enabling the public to ask questions about domestic violence and women's rights. This strategy was especially effective in sustaining community engagement over a two-year period.

² The *Bell Bajao!* microsite received praise from media leaders such as IndiaSocial's Casebook. Breakthrough is now exploring the expansion of the campaign into mobile platforms and user-generated materials. Since there are few precedents for these kinds of programs, Breakthrough is experimenting with an Internet and mobile solution that was piloted in Lucknow, Uttar Pradesh, in November 2010.

Financial/In-Kind and Human Resources

The resource-intensive nature of launching a comprehensive media campaign required Breakthrough to leverage a great deal of in-kind and donor resources.

A dual approach – media messaging along with community mobilization – is what made “Bell Bajao!” an effective media and grassroots campaign to end domestic violence.

The Government of India and O&M underwrote major costs for the campaign. O&M designed the ad campaign as a pro bono contribution, and the Ministry of Women and Child Development (MWCD) and the Government of India made investments allowing *Bell Bajao!* ads to broadcast widely on prime time national channels. The government invested approximately \$5 million USD.³ Internet partners included: Blog Works, View Speak, and Zapak.com, with whom Breakthrough worked to conceptualize the online platform. Zapak created a game, which they put on their own site, and View Speak provided articles for the blog and helped bring traffic to the *Bell Bajao!* microsite.

Challenges Faced in Developing the Media Campaign

A key challenge in developing a media campaign is raising resources; both the creative and dissemination processes are resource intensive. In times of economic downturn, as was the case in 2009, it proved difficult to raise resources (for example, television channels were reluctant to give discounts and free airtime was hard to secure).

The proliferation of channels and information networks in India made it essential that *Bell Bajao!* cut through the clutter of media saturation as a quality product. In addition, the many languages spoken in India required Breakthrough to design *Bell Bajao!* ads in multiple languages, which increased the production and dissemination costs.

³ Since the Ministry paid the stations directly, Breakthrough has estimated the costs.

Interactive platforms also require intensive human resources. The roaming video van required a great deal of Breakthrough's staff time to ensure the video van met its objectives. Breakthrough outsourced the van fabrication and part of its travel management, but Breakthrough staff had to oversee quality control, build and maintain partnerships, create information handouts, and build the knowledge of the team that traveled with the vans.

Bell Bajao! has been more ambitious than previous Breakthrough campaigns in using the blogosphere. To raise awareness and stimulate discussion, Breakthrough developed a domestic violence-themed blog on its website. The blog is an interactive and dynamic space, where users comment and share their experiences. *Bell Bajao!* expanded its online presence in key social networking sites like Facebook and Twitter, where news and views of domestic violence and other women's issues and causes are regularly posted. These social networking sites operated as discussion forums and also as traffic generators for the campaign site and blog.

Though a great deal of staff time was invested to find ways to get viewers to contribute content, it was much more difficult — and labor intensive — than anticipated.

D. Community Mobilization

Rights Advocate Program

While the media campaign and dissemination strategy were being formulated, Breakthrough's training arm was developing education and training tools, and community activities to echo Breakthrough's messages and support the media campaign rollout. A key part of the rollout for *Bell Bajao!* was Breakthrough's Rights Advocates Program (RAP), an intensive leadership development and capacity building initiative that builds leadership talent to address the complex nature of oppression and discrimination. RAP training courses are eight days long and run over a three-to-four month period.

Breakthrough launched RAP in seven districts of Uttar Pradesh and seven districts in Karnataka. In these 14 districts, there were ongoing training and community education activities on women's rights run by Breakthrough and its partners. Breakthrough

conducted several activities, outlined below, to mobilize the communities where it works to extend and deepen the messaging program.

This dual approach — media messaging along with community mobilization — is what made *Bell Bajao!* an effective media and grassroots campaign to end domestic violence.

Social Mapping

Breakthrough undertook a formal mapping process of the potential community partners who would perform outreach and community mobilization activities to strengthen and give depth to the *Bell Bajao!* campaign. Social mapping for RAP as well as for *Bell Bajao!* has ensured the relevance of Breakthrough training and campaign outreach for Breakthrough partners.⁴

Partners for community mobilization were considered for engagement when they had:

- Worked on the issues of gender, HIV, youth or livelihood from a rights-based perspective.
- A staff of 12 or more people, been in operation for at least five years, and a credible work profile.
- A willingness to support the campaign and partner with Breakthrough.

The mapping process also clarified the roles and expectations of the partnership, encouraged buy-in at an early stage of the campaign, and built ownership for the implementation stage.

In addition to the recommendations from the social mapping project, Breakthrough drew upon its own knowledge of the organizations in the 14 districts to shortlist potential partners suited to do community outreach efforts for *Bell Bajao!*.

⁴ This mapping was conducted by Sambodhi, a research agency. Sambodhi undertook a study to identify potential partners for Breakthrough. Clear parameters were set to identify NGO partners, media and community influencers. Sambodhi conducted a social mapping of key stakeholders who could promote and expand community awareness on violence against women or strengthen community-level action on violence against women (domestic violence, HIV/AIDS and their intersection) in the selected districts in the states of Uttar Pradesh and Karnataka.

Networking/Training to Ascertain Interest and Abilities of Partner

After identifying potential partners, Breakthrough held a set of networking meetings with each group to gauge its ability and interest in engaging with *Bell Bajao!*

When an organization was not well known to Breakthrough, the group had to commit to participate in a six-day training module for their staff and primary constituency. Through those trainings, Breakthrough was able to ascertain the organization's capacity to conduct community mobilization efforts. After two days of training, the organization would inform Breakthrough if it would like to be a partner. If so, a memorandum of understanding (MOU) was signed and four more days of training ensued. For organizations known to Breakthrough, a trial run was not necessary, but groups still received the six days of training.

Breakthrough undertakes an audience analysis to tailor trainings to a partner's profile. This includes an examination of the backgrounds, socio-economic condition, competency, language skills, and understanding of the issue by the partner organization so that Breakthrough's training module can be customized to meet the group's needs.

Memorandums of Understanding

The Breakthrough MOU is a long-term contract specifying the roles and responsibilities of Breakthrough and a partner organization. The MOU specifically states the training components that Breakthrough will provide — the type of capacity building sessions that take into account a staff's awareness and knowledge of domestic violence and gender issues, as well as the skill of the organization to conduct community outreach activities.

For the most part, potential partners recognized that Breakthrough would add value to their work, and found the trainings useful. Breakthrough's use of media to frame an issue, and the interactive nature of the sessions (they are fun and youth based), were especially attractive to Breakthrough partners.

Resistance to partnering with Breakthrough typically came from organizations that lacked resources, and expected Breakthrough to fund the entire effort rather than committing

their own resources for community training and mobilization around issues of domestic violence.

In the MOU, the type of visibility and exposure the partner would receive in the roll out of the campaign was articulated. For example, in the video van intervention, the logo of a partner was visible on the video van and its materials were included in the van handouts. If a partner was a service provider, the services it provides were publicized. This exposure resulted in a 10 percent to 15 percent increase in use of partner services by the larger community in the states of Karnataka and Uttar Pradesh.⁵ The partners already working on domestic violence issues were supported to use a rights-based approach and Breakthrough made recommendations on how to improve their service delivery.

Breakthrough Implementation Commitments: Capacity Building Through Training

An essential goal of RAP is to enable individuals, especially those who are excluded or marginalized, to believe in their own fundamental rights, claim them in their families and communities, and become advocates for change. RAP also reaches out to “influencers” — those who have the resources to bring about changes that advance human rights. Influencers include members of government bodies, corporations, media professions, non-governmental organizations (NGOs) and community-based organizations (CBOs), as well as decision makers and authority figures. This ensures that targets of outreach understand fundamental human rights issues.

Typically, a partner CBO helps Breakthrough recruit 25 young people from marginalized communities to participate in each RAP training, which are tailored to develop young people’s understanding of gender and violence against women.⁶ As a result of the course, Breakthrough expects participants to become mindful of violence around them, change

⁵ This increase was reported by partner organizations such as: Development Education Service, a legal aid and awareness organization; The Hongiranna Network of Positive People, which provides counseling, medical and other services in the city of Mangalore in Karnataka; and The Humsafar Trust, in the city of Lucknow in Uttar Pradesh, which has a helpline number for women in distress. The Humsafar Trust reported the increase in services to Breakthrough as well as to International Center for Research on Women during the Direct Impact Study.

⁶ A specific effort is made to include marginalized youth in the program, including Dalits, minorities, street and working children, migrants and HIV-positive youth.

their own behavior to stop violence when they see it, prevent their own gender-biased behavior, and stop violence in their homes and communities.

A separate RAP is geared to 25–30 university students. Breakthrough recruits students from local universities through their contacts with faculty in social work, communications, and education departments and through prior RAP trainees. These young men and women are trained by Breakthrough staff at a university in a certified program that is part of the curriculum. The training is conducted in four intensive one-day sessions, and enables the participants to be aware of violence and to mobilize the public to end violence against women.⁷

RAP increases students' knowledge and awareness of the issue, changes their attitude about domestic violence, and builds their skills in mobilizing communities to address this problem.

RAP has increased knowledge and awareness about gender-based violence, HIV, women's vulnerability to HIV, and sexuality among all the trainees. RAP has also built the capacity of young people to be educators and agents of positive change in their colleges, families, and communities. As part of the program, all the students conduct outreach activities in their colleges and communities using workshops, stalls, and campaigns. After completing their studies, 10 percent to 12 percent of the students continue their association with Breakthrough and engage in Breakthrough campaigns — some students have continued to work with Breakthrough for up to three years after completing their degree courses.

Breakthrough's support for its training partners varies considerably depending on a partner's resources. Large organizations with adequate resources receive technical expertise and publications from Breakthrough for training, but cover all other costs associated with conducting RAP. For less-resourced organizations, Breakthrough sponsors RAP entirely.

After the first round of trainings, participants are required to implement what they have learned in their schools or communities in a "test run." Following the test run, Breakthrough identifies gaps in knowledge and skills or any challenges the advocates face

⁷ Since students are less likely to come from high-risk groups, the training is less focused on personal action and more on outreach efforts.

in their outreach efforts. In follow-up trainings, Breakthrough focuses on providing advocates with the skills they need to be more effective leaders.

Partner Commitments: Community Outreach

Partners must commit to providing their staff with the requisite time to attend Breakthrough training and campaign events. In addition, after being trained, partners are expected to conduct outreach activities to extend the message of *Bell Bajao!* in their respective communities. Each staff person trained is expected to reach out to an additional 20 members of their community on issues related to gender-based violence. The outreach activities are primarily sponsored by partner organizations. These activities focus on incorporating gender-based modules/messages as part of their regular outreach efforts. The partners are also expected to provide local resources — such as office space — and share the cost of renting community space for events.⁸

Sustaining Breakthrough Interventions

The partners selected for *Bell Bajao!* in 2006–2007 have continued their partnerships with Breakthrough in the ongoing *Bell Bajao!* campaign. They have incorporated elements of *Bell Bajao!* in their own work and organizational structures. For instance, the Citizens Alliance for Rural Development and Training Society (CARDTS) created a gender policy after Breakthrough provided training for their 60-member staff, working in three districts of Karnataka. Delhi University incorporated the Breakthrough curriculum as part of its Women's Development Cell Orientation program, which is currently running in nine colleges in Delhi. The training wing of MWCD and the National Institute of Public Cooperation and Child Development (NIPCCD) has incorporated Breakthrough's gender training for all government officials and civil society organizations from the 28 states of India.

⁸ DEEDS, a legal aid organization in Karnataka, conducted joint training sessions with Breakthrough in the communities where they work. DEEDS conducted legal training and shared the costs of Breakthrough's RAP. Breakthrough conducted gender training for DEEDS staff, which used these gender concepts in their regular training sessions.

Challenges for Community Mobilization

The key challenges Breakthrough faces in its community mobilization efforts are:

- Finding credible, committed partners.
- Sustaining an intervention over a considerable enough period of time to show results at the community level. While knowledge and skills are built more quickly, behavioral change based on attitudinal shifts within organizations and communities require at least two to three years of sustained effort.
- Raising and sustaining funds for community education and mobilization. For example, in Karnataka — where Breakthrough's work is showing positive results — the improved socio-economic indicators within the region have made it difficult to raise money for the program.
- Promoting the concept of volunteerism and building ownership in the process without providing any monetary support to local organizations or community members. Local organizations and people were apprehensive in the beginning because they viewed Breakthrough as an outsider that was well resourced.
- Sustaining staff capacity to take the Breakthrough strategy to scale. The intensive human resource deployment by Breakthrough in Uttar Pradesh and Karnataka takes a toll on Breakthrough staff, who must travel extensively for community mobilization work.

E. Integrating Media and Community Mobilization to Roll Out *Bell Bajao!*

The two strategic approaches of Breakthrough's work — (1) media and edutainment (entertainment designed to educate) development and (2) training activities for the community mobilization — occur in tandem and often overlap with one another. This way, partner organizations are trained and ready to conduct community mobilization efforts to deepen the media message. At the same time, media products are finalized for roll out.

With these two pieces in place, Breakthrough was poised to initiate the next set of activities: At the local level, in four districts in both Karnataka and Uttar Pradesh, a “360-degree” comprehensive multimedia campaign was initiated. At the national level, Breakthrough conducted a media launch, and deployed video vans in the cities of Mumbai and Delhi. This combination of national and local initiatives is a critical component of the *Bell Bajao!* campaign.

Activities at the District Level: Building a Sense of Ownership Among Partners

Prior to the *Bell Bajao!* campaign launch, partners must develop a sense of ownership of the campaign. Breakthrough builds campaign ownership by collaborating on launch activities. This includes Breakthrough providing its partners with a road map of the intervention strategies that they will jointly undertake. Campaign publications designed by Breakthrough — brochures, pamphlets, information booklets, and posters — are shared with partners for review. Partner logos are incorporated in all publication materials, enhancing their sense of ownership and giving them greater visibility in the campaign. For example, Breakthrough developed a CD with footage and voice-to-camera interviews with local opinion leaders, heads of partnering organizations, artists and local government officials for screening in the larger community during the campaign. This CD provided local specificity, as well as partner buy-in.

Training of Rights Advocates on Campaign-Specific Activities

Approximately 100 participants from each RAP in four districts of Uttar Pradesh and Karnataka were selected to participate in campaign rollout activities. They were given additional training over 15 days so that they would be able to perform street theater, hold public discussions of violence against women, and lead other activities to draw in crowds. The participants also learned about local service providers in order to share this information with community members seeking services.

Working With Government at National and District Levels for Campaign Rollout

The two strategic approaches of Breakthrough's work – (1) media and edutainment development; and (2) training activities for community mobilization – occur in tandem and often overlap with one another.

The MWCD released the first phase of *Bell Bajao!* in 2008–2009 at the national level on all prime time channels, including entertainment, news and sports channels. Breakthrough optimized the national commitment of MWCD, and collaborated with their district- and state-level officials to demonstrate local government support to end violence and empower women. Breakthrough also networked with government officials to involve them in campaign activities. Protection officers lent legitimacy to Breakthrough's human rights messaging through their participation in trainings. Public and government officials inaugurated Breakthrough events and spoke in public venues. Government officials that took a public stand on violence against women during the campaign gave legitimacy to PDVWA 2005, and signified their willingness to implement it.

Gearing Up the Video Van

The video van is a mobile unit with audiovisual screenings on violence against women issues that was developed by the Breakthrough media team. Managed by selected Rights Advocates, the van carries video endorsements featuring local opinion leaders on campaign issues and interactive games and theater on the topic. The Rights Advocates, who accompany the van and lead most of the interactive sessions with the public, receive a small stipend and certificate for their participation. Handouts and other publicity materials — items such as T-shirts, caps and flashlights — are dispensed from the van.

Trained youth advocates accompany the video van and perform activities such as street theater, interactive games, and puppet theater to amplify campaign messages. Rights Advocates conduct games to draw in crowds, serving as a prelude to engagement on

issues of violence against women. Once a critical mass gathers, street theater is performed, *Bell Bajao!* videos are screened,⁹ and questions are fielded on violence against women. The van is stationed at each site for approximately one hour, which includes setting up and winding down time, allowing at least 35 minutes of substantive engagement on the campaign themes.

Audience Reach of Video Van

The van travels in each of the eight campaign districts of Uttar Pradesh and Karnataka from 10 a.m. to 5 p.m. for 25 days. It is estimated that in 2009 the video van reached 2.5 million people with the *Bell Bajao!* message, and the intended outreach by 2011 is 6 million people. The van will revisit the eight districts of Karnataka and Uttar Pradesh to reinforce *Bell Bajao!* messages with additional materials and new public service announcements (PSAs). In addition, the van will circulate for 15 days each in the two cities of Delhi and Mumbai.

Challenges Relating to Campaign Rollout at the Local Level

The human resource-intensive nature of the project is a great challenge because the success of the campaign hinges on Breakthrough partners and the communities where they work feeling a sense of campaign ownership. Giving the campaign a local face and building this sense of ownership requires intensive work on Breakthrough's part. The number of campaign stakeholders — celebrities, police, press (television, video, radio websites and print), vendors, service providers and civil society organizations — are challenging to coordinate. Breakthrough is a national organization, and work at the local level requires planning and logistics for smooth rollout. This time- and resource-intensive investment remains a campaign challenge.

National Level Activities for Roll Out of *Bell Bajao!*

Campaign rollout at the national level is focused on getting optimum exposure for the campaign. Media planning — when to start the campaign and how to mix the media

⁹ In Karnataka the video ads were transferred by Bluetooth technology to viewers' mobile phones so that they could be watched and shared at viewer convenience.

platforms — is determined with the help of a professional agency. Breakthrough launched *Bell Bajao!* with its television campaign because television has the widest coverage. All other platforms — radio, print, advertising, and the video van — followed the television broadcasts in a staggered roll out.

Media Rollout for National TV

The decisions about the roll out of *Bell Bajao!* on national television were made by evaluating the efficacy and popularity of different platforms. Mindshare provided Breakthrough with state- and district-level data on the efficacy and popularity of different platforms.

In 2008–2009, an investment from MWCD enabled *Bell Bajao!* PSAs to air during prime time on all TV channels. Additionally, Breakthrough made direct media buys for print and radio dissemination.

In 2010, Breakthrough commissioned Doordarshan, IBN7, Zee News, TV Today, Suvarana News, Zee Kannada, ETV Kannada, and Asia Net to broadcast the *Bell Bajao!* PSAs. Radio partners for the PSAs included AIR, Big FM, and Red FM. Breakthrough's print partners for the campaign rollout included Vijay Karnataka, Praja Vani and Dainik Jagran. As an NGO, Breakthrough was able to leverage good rates for media buys, and often had additional value-added features such as viewing in other television programs.

Utilizing Publicity and Public Relations to Enhance Campaign Visibility

Breakthrough has consciously added earned media as a key strategy to generate greater exposure and impact for *Bell Bajao!*, actively soliciting media outlets to cover campaign-related events, and to write editorials about violence against women and *Bell Bajao!*. Breakthrough has found it prudent to outsource this task to a public relations agency due to staff capacity and the specialized nature of public relations work.¹⁰

¹⁰ Breakthrough's experience in working with individuals; small and medium PR firms; and large, national companies has led the organization to the conclusion that it is more productive and effective to work with smaller firms that may only have city-level presence. Breakthrough has developed a list of firms and individuals across Breakthrough coverage areas to do PR for the campaign.

Engaging Media Figures and “Influentials”

To generate publicity for *Bell Bajao!*, Breakthrough strategically engaged high-profile artists, such as Boman Irani (actor), Javed Akhtar (lyricist), as well as fashion industry leaders including designers Akki Narula, Laconet Hemant and Narendra Kumar.

Connecting Users to Services

Breakthrough launched an interactive Google map feature on the *Bell Bajao!* website (www.bellbajao.org), which provides users with information about national, regional, and local service providers in the states in India where Breakthrough has a presence. Breakthrough is currently in the process of developing an interactive mobile-messaging platform to connect Rights Advocates.

Challenges Relating to the National Launch

Rolling out a national campaign, especially on several interactive platforms, is staff intensive and costly. Breakthrough's next challenge is to have users generate information and create media products that can further disseminate the message, and is exploring the use of mobile technology as part of its media dissemination strategy. Breakthrough is also seeking to partner with other NGOs and media organizations that work with communities to create and use media for social change.

Chapter 3: **Breakthrough's Approach and** **Theory of Change**

The *Bell Bajao!* campaign is very much rooted in Breakthrough's unique approach to human rights, and its theory of change. The following chapter outlines Breakthrough's approach as a way to provide context for the campaign's purpose and goals.

Breakthrough believes social structures that promote values of dignity, equality and justice emerge from human rights values. Social structures are a product of culture — they affect, and are affected by, culture. As a result, Breakthrough works to integrate human rights into the cultural fabric of societies. Because Breakthrough sees human rights, culture, and cultural values as intertwined and continually evolving, the organization also works to shape and direct cultural attitudes by challenging norms and practices that are antithetical to human rights.

Because media today has extensive power and reach, multimedia communication strategies are a critical vehicle for reaching mainstream audiences. By using tools to reach people in environments that are familiar to them, Breakthrough has been able to interact with new and younger audiences, and increase support for public policies and community practices that respect human rights.

Breakthrough's selection of culture as a space for intervention makes it unique in the human rights field. Breakthrough employs traditional media, new media, popular culture and other forms of cultural expression to connect human rights to everyday realities, and therefore moves beyond outreach to social activists who are already committed to the cause.

The following are the key features of Breakthrough's approach to bring human rights issues to broader audiences:

- 1) **Breakthrough frames critical human rights issues through an intersectional analysis.** An intersectional analysis examines how marginalized

individuals and communities experience a given issue. In the case of domestic violence, an intersectional approach uncovers the various dimensions of a woman's experience that shapes her response to domestic violence — for instance, her HIV status, economic status, racial identity or her experience of disability. Not only are intersectional approaches effective for service delivery, they are also strategic because they build bridges across issues and identities. Breakthrough uses an intersectional approach not only to identify and challenge individual and community disempowerment, but also to identify individual and community experiences that can be leveraged to create social change.

- 2) **Breakthrough works from the premise that human rights start with the individual and at the level of the home and community.** By starting with the local, personal and familiar, Breakthrough is able to empower individuals and communities to be advocates, witness bearers and defenders in their immediate environment. This often leads individuals to feeling the confidence needed to affect wider social and cultural change.
- 3) **Breakthrough builds bridges across multiple issues and identities to connect social change movements and better protect the rights of vulnerable communities.**¹¹ By making connections and partnerships with community-based and social-justice groups focusing on HIV/AIDS, Dalit rights, youth empowerment, sexual rights, and social and economic rights, Breakthrough is able to make connections across issues and constituencies. For instance, by working with a range of CBOs, Breakthrough engages new partners in efforts to end violence against women and develops the capacities of key allies to reframe the social and economic justice issues at the heart of their agendas.

¹¹ In its work on domestic violence, Breakthrough is able to highlight the specific concerns of HIV-positive women, and in so doing build bridges between the VAW and HIV/AIDS issues. Women are more vulnerable to HIV when they are unable to negotiate safer sex due to the violence they face. HIV-positive women face violence in the form of stigma and discrimination. In addition, working with HIV-positive women on domestic violence issues, Breakthrough has been able to connect domestic violence to the particular experiences of other vulnerable groups such as Muslim women and Dalit communities. In doing this, Breakthrough has built bridges between and among diverse communities. In the area of social and economic rights, Breakthrough has worked with vulnerable communities around livelihood issues and access to government benefits.

- 4) **Breakthrough develops training materials with interactive features.** Breakthrough has found that creating interactive materials is especially effective for engaging and mobilizing young audiences. The material is used to build the capacity and leadership of the staff of CBOs and government officials.
- 5) **Breakthrough works with media partners in the development of high-quality and innovative “edutainment” products.** Breakthrough uses culture, cultural spaces, icons, and cultural products (i.e., songs, videos, games) to build a culture supportive of human rights. By working with mainstream media producers, Breakthrough is able to sensitize these professionals so they not only produce messages as organizational partners, but also so the lessons they learn through Breakthrough can shape future work.
- 6) **Breakthrough utilizes diverse voices and partners to appeal to a cross-section of mainstream audiences.** Representing a diverse array of voices is critical to attracting broad audiences. This approach also ensures that Breakthrough’s interventions spotlight the voices and perspectives of marginalized individuals and communities, and addresses the ways in which gender, race, sexuality, religion, caste and class, and other factors affect those individuals and communities. By investing in the power of individuals and communities to advance and realize human rights, Breakthrough taps the potential for individuals to assert human rights.
- 7) **Breakthrough influences media platforms.** Breakthrough not only creates its own cultural products in a variety of media platforms, but it also seeks to influence public debate by making sure human rights issues are covered in the mainstream media, and presented fairly and accurately. Breakthrough has also recruited “influentials,” especially celebrities, to popularize and mainstream human rights messages.
- 8) **Breakthrough uses rigorous, evidence-based monitoring and evaluation techniques.** Breakthrough’s use of research data ensures that its interventions lead to quantitative and qualitative changes in knowledge and perceptions about human rights issues, as well as changes in attitudes, behaviors and community responses to human rights violations.

A. Primary Constituencies

Youth

Breakthrough has targeted youth as a major constituency in its efforts to build a culture of human rights. Breakthrough has coupled its mainstream communication and messaging strategy with RAP.

RAP offers intensive leadership training at the grassroots level and mobilizes new audiences at the community level to give depth to Breakthrough's media messages. Through RAP, Breakthrough enables youth, community leaders, and non-profit groups to become effective change agents in their own domains, and to be effective human rights promoters and defenders in their broader community. Through rights-based training, Breakthrough changes the attitudes and behavior of the trainee and equips them to mobilize their communities to respect and promote human rights values.

Rights Advocates are able to put their learning into practice in community mobilization efforts. Breakthrough's media communications effort and RAP complement and synergistically build upon each other's work.

Diverse Community Outreach

Beyond the intensive focus on youth, Breakthrough reaches out to a diverse range of communities (including local leaders and opinion makers, service providers, staff of government agencies, university teachers, health workers, police, and protection officers) to convey knowledge, share ideas about human rights, and reshape individual and community attitudes about human rights.

Sustaining Change Through Partnerships

To transform the underlying attitudes and norms that lead to the violation of human rights, engagement with, and the leadership of, large numbers of people is essential. As a result, Breakthrough has conducted its work in partnership with a wide variety of actors who in turn work with multiple constituencies in communities. Through these expansive partnerships, the scope, scale, and impact of Breakthrough's work are multiplied;

partnerships are, in fact, Breakthrough's key strategy for achieving objectives and taking work to scale.

Breakthrough works with partners from a wide array of sectors: NGOs and CBOs; the corporate sector; the entertainment industry; donor communities; and national, state and local government machineries.

In the partnering process, stakeholders become vested in Breakthrough's program and issue areas. The partnership strategy not only takes the work to scale by reaching wider audiences, it also becomes a force multiplier for Breakthrough's goals: topics that Breakthrough raises during collaborations often become an integral part of partners' future work. In addition, through the Breakthrough trainings, partners internalize human rights values and become more familiar with the practice of human rights.

Breakthrough has also relied on the media/advertising industry, government, local and national NGOs and CBOs, donors, and thought leaders/opinion shapers as partners in the campaign.

CBO Partnerships

Learning from its 10-year history of building partnerships to implement its vision, Breakthrough is evolving a set of guiding principles to make its on-the-ground partnerships with CBOs stronger. Going forward, partner selection will be based on a formal set of criteria, and Breakthrough will release a formal MOU for partnerships in 2011. The MOU will also include a clear articulation of the possible benefits that flow from partnering with Breakthrough.

In general, future Breakthrough partners will:

- Work across multiple districts or across the state.
- Have a presence in marginalized communities.
- Demonstrate staying power and stability. As a general rule, Breakthrough will require that partners have a track record of five years or more of work. This will help ensure that the training investment made by Breakthrough is sustained when the partnership ends. This rule does not preclude Breakthrough from

working with a new or marginalized group, although Breakthrough would assess the risk of doing so before forging the partnership.

- Bring reach, resources or new audiences to Breakthrough's message.¹²
- Commit resources to the campaign up front. When partners have invested their own resources in a project, the relationship has been better sustained.¹³ Resources can vary according to capacity of the partner and would include in-kind resources such as staff time, access to networks, material resources, and technical skills.¹⁴

B. Breakthrough Partnering Modes

As a partner, Breakthrough works in several clearly defined roles. Breakthrough acts as a *facilitator, implementer, collaborator*, and as an entity that helps *leverage resources* (e.g. financial, pro bono, networks, and prestige) to further its own mission and to further the objectives of its partners. Breakthrough works simultaneously in several of these roles depending on the relationship that it has structured with its partner. The features of each of these roles are articulated below.

Breakthrough as Facilitator/Trainer

In its role as facilitator, Breakthrough empowers NGOs, CBOs, youth and community leaders with information and training on human rights, gender and sexuality so that they can become strong advocates and develop larger audiences. Partners are responsible,

¹² For example, online partners take the Breakthrough message to new audiences through their own platforms.

¹³ Breakthrough strengthened the capabilities of more than 65 staff members of Citizens Alliance for Research Development Training in Karnataka across four districts to mainstream gender and HIV/AIDS issues within their organization. Today, the organization has one full-time and two part-time staff dedicated to implementing the Breakthrough program on gender, sexuality and domestic violence in these districts and they have incorporated a functional gender policy within their organization, giving equal opportunities to HIV-positive people and women members within their organization. Both Breakthrough and its partner have derived a clear benefit from working together. Breakthrough can rely on Citizens Alliance to provide training on gender, sexuality and DV at the local level, and Citizens Alliance has incorporated gender principles in its work, making them a stronger organization.

¹⁴ Even a small partner contribution results in creating ownership over the process. Breakthrough has found that when it provides training and technical skills, many groups are interested in a partnership. When partners are asked to commit resources, however, only genuine partners seek Breakthrough intervention.

once appropriately equipped and trained by Breakthrough, to broaden the dialogue on human rights in their respective communities.

Implementation is labor intensive, and needs extensive resources — in particular skilled staff and staff time — to carry out and sustain. Where Breakthrough has worked with partners who lacked the capacity to create a public conversation on human rights, Breakthrough has unwittingly slipped from a facilitation role to an implementing role, and directly interacted with the constituencies of partners. As a result, Breakthrough has recognized the need to be very deliberate about if, and when, it will play an implementing role. As a result, Breakthrough is being more careful in ensuring that the grassroots partners have the skills and commitment to take on the activities expected by Breakthrough at the community level after the training.

The MOU being devised by Breakthrough makes a clear distinction between facilitation and implementation, and in doing so, clarifies the roles and responsibilities of both Breakthrough and partners.

Breakthrough as Implementer

When Breakthrough determines it will play an implementation role, it does so in partnership. For example, Breakthrough played an implementing role when it deployed video vans as part of the roll out of *Bell Bajao!*. Breakthrough implemented the video van activities in conjunction with on-the-ground partners. When vans traveled through interior districts for more than 200 days, Breakthrough's community partners mapped the travel routes. The van covered areas where partners were active, and was accompanied by staff of the partner organizations, which ensured that partners' communities were informed of the activity.

Breakthrough acts in the implementer/lead role when it conducts a RAP with college and university students and in the community. Universities act as hosts for Breakthrough, where students are trained to become human rights advocates among their peers and in their communities. These advocates serve as a strong volunteer base for taking

Breakthrough messages forward.¹⁵ Breakthrough works in a similar fashion with CBOs to run RAP at the community level.

Breakthrough as Collaborator

Developing media messages, tools and campaigns are highly skilled exercises. Breakthrough has successfully partnered with the media/advertising industry, including renowned media corporations, to create top-line messaging and multimedia campaigns.

For *Bell Bajao!*, Breakthrough worked closely with the creative team at O&M. Breakthrough approached O&M with a clear campaign brief and defined the message content. Breakthrough also collaborated with a range of partners including television, print, radio and online media to disseminate the *Bell Bajao!* message, which was adapted to each media platform.

Collaborating with media partners often calls for orientation work to make sure that the partner understands human rights issues and is gender sensitive in their approach and messaging. Without this type of engagement it is possible for partners to reproduce the stereotypical social attitudes and behaviors that Breakthrough works to change.

Breakthrough as “Leverager” of Resources

Breakthrough leverages its social, professional, and movement networks as well as its financial resources to enhance the scope, scale, and impact of its media messages. For example, Breakthrough used its social networks to obtain the pro bono services of O&M to develop a high-quality media campaign, at an estimated value of more than 50 Lakh rupees.

Breakthrough also leveraged its donor network to advance *Bell Bajao!*, collaborating with UNIFEM (now UN Women) to approach MWCD and the Government of India to support *Bell Bajao!*. The Government of India's commitment to take forward PDVWA 2005 coincided with Breakthrough's campaign to end violence against women. Breakthrough was able to leverage the financial resources of MWCD as a sponsor of *Bell Bajao!* ads on national

¹⁵ In Lucknow, Uttar Pradesh, Breakthrough has trained more than 550 youth from varied backgrounds who take on current and relevant human rights concerns and more specifically, women's rights issues, within their communities.

channels. The MWCD invested more than an estimated \$5 million USD in national media outlets to feature the *Bell Bajao!* message. The MWCD also invested in video vans to disseminate the message in four districts of Karnataka. The *Bell Bajao!* ads reached more than 130 million viewers as a result of this partnership.

C. Evaluation of Partner Strategy

An external evaluator collected input and feedback from Breakthrough's partners regarding their experience of working with Breakthrough.¹⁶ The evaluation noted that Breakthrough engages with a broad number of partners, and is "proactive, collaborative and democratic in these relationships." It found partners for the *Bell Bajao!* campaign appreciated the clear focus on domestic violence. The partners valued the fact that Breakthrough did not spread itself too thin, and commended Breakthrough for working in-depth in the areas where they had chosen to work. They noted the "passion Breakthrough has for its work on violence against women," and said that Breakthrough is "able to motivate its partners." Breakthrough made its partners feel that the work they were undertaking was of importance. They stated that Breakthrough brings "partners with high credibility, finds the right partners and lets them chart their own path. They are creative and work on an equal basis." The report found the partners to be "extremely satisfied with their collaborations."

Breakthrough's media partners underlined the "tenacity and doggedness of Breakthrough to make things happen," and noted that Breakthrough is unique in using edutainment tools to advance human rights.

CMS is conducting a more systematic evaluation of Breakthrough's partnership strategy, and is in the process of interviewing heads of organizations with whom Breakthrough has partnered for *Bell Bajao!*. Early reports indicate that the skill of CBO partners has increased to address issues related to violence against women. Staff from Canara Organization for Development and Peace (CODP) — based in the city of Mangalore, Karnataka — informed

¹⁶ Spring Strategies, Breakthrough Strategic Planning: External Review Report, October 2009.

evaluators that as a result of the association with Breakthrough, staff members have started taking more initiative in organizing meetings and trainings on their own. Earlier the organization would recruit lawyers to conduct information sessions on the issue of domestic violence, but because of Breakthrough trainings, CODP staff now conduct the sessions on their own.

Many partners have increased their scale as a result of working with Breakthrough. Tirikita Kala Kamata was a small group performing folk dance and drama in some villages of Dakshin Kannada, Karnataka. After working in collaboration with Breakthrough, the group has been performing all over the state and has experimented with various innovative folk forms.

Organizations have also started mainstreaming issues like human rights and domestic violence into their agenda. The Family Planning Association of India in Lucknow, Uttar Pradesh, never previously focused on domestic violence and the rights of HIV-positive people in any of their trainings. After their partnership with Breakthrough on *Bell Bajao!*, “people have started questioning, and it has triggered a thought process where men and women are no longer willing to remain silent,” reported a staff member from the Association. Similarly, another staff member added that after the Breakthrough intervention, others in his office started talking about the new Indian legislation on violence against women and the rights of women. He added that the people in the outreach service now discuss these issues with the community, which otherwise is not a part of their mandate.

Partnership Challenges

Establishing strong partnerships that deliver results is always a challenge. The development of mutually beneficial partnerships involves considerable time investment, which includes getting to know the strengths of one another’s work, as well as building a relationship of trust. The capacity of a partner to sustain the work Breakthrough has initiated is an ongoing challenge. This is exacerbated among partners who have limited resources and lack expertise, which is often the case when Breakthrough works with groups from marginalized communities. Since Breakthrough brings funds as well as expertise, the question of how the groups will sustain the educational outreach and community awareness once Breakthrough leaves is a persistent concern.

Partners are also subject to internal and external pressures that lead to shifts in priorities or program activities. This inevitably affects the partner's focus on Breakthrough's goals.

Changes in the priorities of funding partners also present challenges. Corporations and governments, which have provided funds or their equivalent in pro-bono services, are not able to do so when the financial picture changes, as was the case in the 2009 economic downturn.

Political changes (i.e., changes in government and shifts in government policies and personnel) have also made it a challenge to maintain the scale of the *Bell Bajao!* campaign. For example, MWCD made sizable investments to broadcast *Bell Bajao!* ads nationally. However, financial constraints faced by the Government of India, as well as changes in government leadership, have meant that Breakthrough has less support for national broadcasting.

Chapter 4: Monitoring and Evaluation of Bell Bajao!

The evaluation of Bell Bajao! captures how a multimedia campaign, supported by in-depth community mobilization activities, can increase knowledge, change perceptions and attitudes, and mobilize action to reduce domestic violence.

A range of monitoring and evaluation techniques have been used in the *Bell Bajao!* campaign to assess the extent to which the campaign has met its goals of (1) actualizing changes in individual “hearts and minds;” and (2) reaching wide audiences with the *Bell Bajao!* message to initiate public conversations on issues of domestic violence, and to change the ways in which the issue is framed in the broader culture.

The extensive monitoring and evaluation techniques that were used for *Bell Bajao!* are instructive for organizational learning. The feedback from monitoring and evaluation activities has enabled Breakthrough to refine and revise *Bell Bajao!* to be more effective — and to give it greater potency as the campaign takes on a global scope.

Breakthrough drew on both in-house and external evaluators to monitor and evaluate *Bell Bajao!*. State-of-the-art quantitative and qualitative monitoring and evaluation techniques and tools were deployed. The quantitative tools best captured the media impact of *Bell Bajao!* — for example, numbers of audience reached, which type of media message and platform were most effective, what shifts in knowledge happened as a result of the campaign. Qualitative techniques were devised to capture deeper knowledge about attitude and behavior change.

The various methodologies that Breakthrough used to measure the effectiveness of *Bell Bajao!*, as well as the findings regarding the efficacy of the campaign, are discussed and highlighted in this section. Finally, this section discusses the human and financial investment required for the implementation of a thorough evaluation and monitoring process, along with some of its challenges.

A. Data Collection

Primary Data Collected

Breakthrough undertook primary research to obtain detailed, state-specific information related to domestic violence and HIV/AIDS. This research provided more information on forms of domestic violence, level of information on PDVWA 2005, and the actions that are taken in cases of violence. Such granular information is generally not available in larger studies.

Breakthrough hired CMS to conduct this primary research. CMS conducted a baseline study in the intervention areas, performing “rapid assessment” surveys in the mid period of the campaign and did an end line survey to see what change occurred as a result of Breakthrough intervention.

Secondary Data Sources

Secondary data sets were used to establish the prevalence of domestic violence and violence toward women with HIV/AIDS. This included data culled from the National Family Health Survey (NFHS) in India and the World Health Organization (WHO). This data provided a global understanding of violence and its intersection with HIV.¹⁷ It was apparent that physical and sexual violence are not adequately addressed in India. Breakthrough used state-level data from the NFHS regarding the level of violence against women in the domestic sphere pertaining to Uttar Pradesh and Karnataka. This enabled Breakthrough to establish state-level benchmarks and parameters on violence against women.

¹⁷ WHO Multi-Country Study on Women’s Health and Domestic Violence Against Women, 2005; NFHS, 2005-2006

Qualitative Tools Applied

Breakthrough used state-of-the-art evaluation techniques for assessing *Bell Bajao!*. CMS recommended the use of the “Most Significant Change Technique” (MSCT), a technique to collect stories that indicate behavior change that occurs as a result of a particular intervention. MSCT is used to ascertain changes in practice and also obtains more nuanced outcomes of community education and leadership development programs. MSCT allows beneficiaries and stakeholders to participate in a dynamic and integrated way in defining what constitutes success.

The staff member at Breakthrough in charge of monitoring and evaluation received a day and a half long training on how to use MSCT.

CMS and Breakthrough provided MSCT training to 15 people from different organizations that had received Breakthrough training on issues of domestic violence and HIV/AIDS so they could monitor and evaluate their work in the community. Story collectors gathered stories emanating from their fields, and story selectors validated and selected the best stories, which showed significant change. To date, more than 100 stories have been collected. These stories track changes experienced by those who have received RAP training and reported changes by community members who were affected by Breakthrough interventions.

MSCT also serves as an in-house monitoring tool. Every six months, stories are selected and used by Breakthrough staff and trainers to gauge if the people they are training are continuing to progress in terms of their knowledge and attitudes towards domestic violence.

In-Depth Interviews

CMS has conducted in depth interviews with different Breakthrough partners — organizational heads, cultural groups, people who travel with the video van — to ascertain the extent to which Breakthrough partners have taken ownership of the campaign and the issue of domestic violence.

The key findings of this study are:

- There has been an increase in knowledge and a shift in attitude and behavior among Breakthrough partners around domestic violence and HIV/AIDS issues.
- Partners have started disseminating information about domestic violence and HIV/AIDS in their own spheres of work through one-on-one interactions, group meetings, theater, folk art, etc.
- Many of the partner organizations have incorporated Breakthrough's campaign issues as a part of their work mandate. For instance, CARDTS adapted issues of HIV/AIDS and violence against women, in particular domestic violence, as a priority in their policy and planning.

Longitudinal Panel Study

A Longitudinal Panel Study is currently being conducted by the International Center for Research on Women (ICRW) to track long-term attitude change that has occurred among the 60 advocates who received a comprehensive RAP training. The participants have been selected to represent the different target audiences of Breakthrough: youth from college, youth from marginalized communities, members of NGOs, and people living with HIV/AIDS. Representatives from each of these groups will participate in an in-depth, two-hour interview to ascertain whether the training they received led to shifts in attitudes and behavior. Two follow-up interviews, six months apart, will examine whether changes that resulted from the training have been sustained.

ICRW will produce a report that is expected to provide insights on how the Breakthrough training has affected trainees and if it has led to changes in their interactions with peers. Insights from this study will be used to improve training modules.

Quantitative Tools Applied

CMS designed and conducted baseline, midline and end line studies in the states of Maharashtra, Uttar Pradesh and Karnataka to statistically record the changes in knowledge, attitudes and behavior as they relate to domestic violence, PDVWA 2005, and HIV/AIDS as a result of the *Bell Bajao!* campaign. The baseline survey explored attitudes

and practices towards issues of gender, condom use and negotiation, inter-spousal communication, HIV/AIDS and domestic violence. The mid- and end line surveys enabled them to compare shifts that occurred at both time frames as a way to capture campaign impact. The survey also sought to capture where people obtained information on these issues.

In order to assess the differential impact of Breakthrough's education and media interventions, a control group technique was employed. Two districts were selected for research assuming that when both media messaging as well as educational and training outreach activities were undertaken, the effect of the campaign was greater. One district that used education and media components and one district that used only mass media were chosen for study — and comparison — so Breakthrough could see if there were differences in impact.

B. Key Findings of the End Line Surveys

The key findings from the end line survey indicated significant changes in knowledge, attitudes, and behavior at both the individual and community levels with regard to domestic violence, HIV/AIDS and safe sex. Important outcomes include:

- **Increased knowledge and awareness of what constitutes domestic violence.** The end line survey showed that as a result of the *Bell Bajao!* campaign there was greater knowledge and community awareness about the various forms of domestic violence. For example, a significantly higher proportion of respondents expanded the definition of domestic violence beyond physical abuse to include emotional abuse, threats, economic deprivation and sexual abuse.
- **Increased knowledge and understanding regarding PDVWA 2005.** Respondents had a better grasp of PDVWA 2005 and the protections it offered victims of domestic violence. There was a significant increase in the proportion of respondents who knew that a woman had the right to stay in her house even after filing a complaint against her husband. There was significantly more knowledge among the public regarding the other benefits to which survivors of

violence are entitled, including monetary compensation, right to residence, and custody rights.

- **Changes in attitudes towards domestic violence.** Public attitudes showed less acceptance and justification for domestic violence as a result of the campaign. For example, fewer people justified wife beating, even when a husband suspected infidelity. The majority of respondents listed many justifiable reasons for a woman refusing to have sex with her spouse: 93 percent of respondents thought it was justifiable to refuse sex when a husband had a sexually transmitted disease, 90 percent thought it was justifiable to refuse sex when a woman was not in the mood for sex, 87 percent felt a woman feeling tired was a justifiable reason, and 86 percent thought that the man having sex with other women was a justifiable reason. Fewer respondents felt that it was justifiable for a man to have sex with other women, to have sex forcefully, or to stop providing financial support if a wife refused sex.
- **More women took action against perpetrators of violence.** Women are increasingly taking proactive stands against domestic violence as a result of Breakthrough's campaign. A majority of respondents favored taking legal action (90 percent) in cases of domestic violence. There was a significant decrease among respondents who felt that taking legal action would bring shame to the family.
- **Rising concern and greater intervention by community members in cases of domestic violence.** There was a significant increase in the proportion of respondents reporting that community intervention had taken place in cases of domestic violence. Only 9 percent of respondents thought that domestic violence is a private matter in which nobody should intervene. Nearly 61 percent of respondents (as compared to 53 percent at baseline) of those who came across incidents of domestic violence reported that the community had taken action to stop it.

The end line study indicated that community support for legal action against domestic violence is of utmost importance. There was a significant increase in

the proportion of respondents reporting that both men and women were taking action against domestic violence, but that men continued to be the majority.

- **A decline in ignorance and reduced stigmatization of people with HIV/AIDS.** There was significant decrease in ignorance and attitudes of shame and blame towards people with HIV/AIDS among respondents. For example, the percentage of respondents who felt that a woman should be ashamed of her HIV status dropped from 25 percent to 8 percent. The end line study indicated less fear associated with the spread of HIV/AIDS. A significantly lower number of respondents said that an HIV-positive woman should be kept away from her children and that her belongings should be segregated.

Stigma and discrimination against women living with HIV/AIDS also showed a significant decrease: 86.2 percent of respondents at the end line responded that a positive woman should not be ostracized from society. The reduction in stigma was also apparent by the significant decrease in respondents wanting to keep family members' HIV status secret. The percentage dropped from 45.3 percent at baseline to 6.3 percent at end line.

- **Increased knowledge and responsibility regarding the practice of safe sex.** In the end line report there was a significant increase in knowledge about safe sex among respondents. Roughly 81 percent promptly referred to "condom use" while nearly 31 percent could correctly identify safe sex as "consistency in the use of condoms for safe sex." More than two-thirds of respondents reported that being monogamous is a safe sex practice. Both base- and end line data revealed that men are comparatively more aware than women about safe-sex issues.
- **Increased joint decision making between spouses.** Breakthrough's campaign led to greater respect for women's role in decision-making within the family. A majority of the respondents indicated that decisions relating to children's education, children's marriage, purchase of major household items, and visits to a wife's relatives were being made by both the husband and wife. A significantly higher proportion of respondents reported joint decision making on family planning matters, including whether to have sex.

- **Continued unwillingness among unmarried men to discuss sexual partners.** The end line data underscored the continuing unwillingness of men and women to disclose sexual relationships outside of marriage. Only 6 percent of unmarried, widower and separated men reported having a sexual partner, and none of their partners asked them to use condoms. None of the unmarried women reported having a sexual partner.

The end line study also revealed a greater openness to express one's sexual inclinations and disinclinations. Both male and female respondents indicated a greater willingness to say whether or not they wished to engage in sexual activity with their spouse.

C. Key Results Regarding Numbers Reached by *Bell Bajao!*

Audience reach measurement tools show the extent and scale of the *Bell Bajao!* campaign and identified the numbers and demographic information of people reached. Television, radio, print and online audience measurement tools estimate:

- When and how often *Bell Bajao!* ads, music or music videos are played on television, radio or print outlets — data provided by Television Audience Measurement (TAM), National Readership Survey (NRS), Nielsen ratings, and similar industry standards.
- Website viewership and participation through the use of Google Adwords, Google Analytics and online commentary on the Breakthrough website as well as online platforms like Facebook, YouTube, The Hub and MySpace that feature *Bell Bajao!*.
- Audience reach through *Bell Bajao!* press coverage including blogs and online coverage.
- Video, photographic and written documentation of *Bell Bajao!* presentations at workshops, trainings, conferences, forums and film festivals.

- Use of *Bell Bajao!* materials by other groups including civil society actors, educational institutions, United Nations and government agencies.
- Number of *Bell Bajao!* media products and curriculum materials disseminated online, downloaded, or in hard or soft copy.

These various measurements indicate that the *Bell Bajao!* campaign has had extraordinary reach and impact. According to TAM: In 2008–2009, *Bell Bajao!* reached 130 million people (via television, radio, print) and the video van reached 2.5 million people. In the year 2010, *Bell Bajao!* reached 115 million people through television ads. In 2010, the video van reached 2.4 million people. In addition, since 2008, Breakthrough built capacities of more than 75,000 people through RAP to take the *Bell Bajao!* message forward. The website (www.bellbajao.org) has additionally reached millions of people; the website had a ranking of 18,416 out of the 2,379,787 websites evaluated.

It is important that *Bell Bajao!* reach scale because Breakthrough seeks to change public conversations and change the dialogue around issues of domestic violence, which can be achieved only when significant numbers of people are reached by the campaign, and issues of women's rights and ending domestic violence enter the public imagination and lexicon. *Bell Bajao!* continues to resonate in varied mainstream popular culture spaces. For example, Breakthrough's reach expanded exponentially when *Bell Bajao!* was featured on the popular television soap opera series *Is Desh Na Aana Laddo*, and as a question and correct response on *Kuan Banega Crorepati (Who Wants to Be a Millionaire?)*.

Resources for Evaluation

In order to leverage its resources and meet the high cost of monitoring and evaluation, Breakthrough pooled donor resources to determine the efficacy of the *Bell Bajao!* campaign. Breakthrough hired CMS to conduct a comprehensive evaluation to address donor questions as well as Breakthrough's strategic learning.¹⁸

¹⁸ The baseline end line data cost Rs. 40 lakhs (\$90,000) over three years.

Challenges in Evaluation

Monitoring and evaluating social change is not an exact science, but rather a challenging and constantly evolving field of social science. There are always new methodologies and new techniques to capture the complex change process. To conduct comprehensive evaluation and monitoring requires a great deal of capacity building so that they may represent the data they are receiving from analysts in an accurate and meaningful way, as well as to use it internally to improve performance and outcomes.

In addition, social scientists that design and carry out the research face communicating with non-profits that seek to translate the research findings to make them accessible. Too often, the social scientists' reports are technical and hard to adapt for reporting purposes, making the results difficult to communicate to a larger public.

Despite these difficulties, the evaluation of *Bell Bajao!* captures how a multimedia campaign, supported by in-depth community mobilization activities, can increase knowledge, change perceptions and attitudes, and mobilize action to reduce domestic violence.

Rights Advocates Program Evaluation

RAP, because it is tailored for a targeted audience, has presented unique evaluation challenges. While individual tailoring makes the program relevant and effective for the communities being trained, the lack of standardization in the evaluation makes it difficult to measure and compare knowledge and attitudinal change.

Breakthrough is in the process of developing standardized training/community mobilization modules, which will have some key messages for dissemination that will be consistent across socio-economic backgrounds, making it easier to monitor and evaluate the efficacy of RAP in the future.

Chapter 5: **Taking Bell Bajao! Global**

The *Bell Bajao!* campaign has been pathbreaking at many levels. With more than 130 million people reached within India through various *Bell Bajao!* media platforms, Breakthrough has demonstrated how to take an effective campaign to scale.

The campaign has led to documented changes in knowledge, attitudes and response to domestic violence and HIV/AIDS among individuals and communities in the districts of Uttar Pradesh and Karnataka where Breakthrough worked intensively with local communities. *Bell Bajao!* has brought a wide array of partners together, which enabled Breakthrough to take the campaign to scale. Breakthrough employed cutting-edge monitoring and evaluation tools to demonstrate the effects of *Bell Bajao!*.

Bell Bajao! has captured the imagination, hearts and minds of many, as well as numerous national and international media awards and accolades.

Beyond India there has been a global following and interest in *Bell Bajao!*. This is proven by the online interest in the campaign, as well as through the numerous requests for presentations about *Bell Bajao!*. Requests to conduct similar campaigns have come to Breakthrough from countries in Asia, Africa, and Latin America. Based on the success of *Bell Bajao!*, and the demands for such a campaign to be implemented in other countries, Breakthrough has decided to take *Bell Bajao!* global. This paper is part of the effort to develop a global learning platform to advance Breakthrough's work.

The Bell Bajao! Global Campaign was launched at the 2010 Clinton Global Initiative in New York City. In the opening plenary, Mallika Dutt, the President and CEO of Breakthrough, spoke about the next steps that Breakthrough is taking to bring an end to domestic violence. This high-profile, international platform placed Breakthrough's campaign before 1,500 global leaders, dignitaries, heads of corporations, and non-profit leaders, and received coverage from more than 80 mainstream and regional news platforms. Breakthrough has already created an online platform featuring the voices of male champions who are seeking to end violence against women. Ban Ki-moon, Secretary

General of the United Nations, is the first champion to sign on for the *Bell Bajao! Global Campaign*.

Breakthrough expects to document this next phase. Information on how to follow its progress will be available on Breakthrough's website and global learning platform.

Bell Bajao! Campaign Photos



A video still from "Bus Driver Rings the Bell."



A video still from "Knock, Knock. Who's There?"



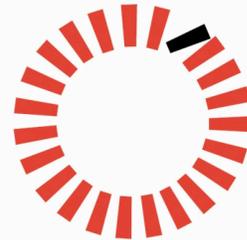
Breakthrough's Rights Advocates at a community mobilization event outside Mangalore, India.



A young woman attends a *Bell Bajao!* event in Uttar Pradesh, India.



A group of men gather to watch a *Bell Bajao!* PSA in Uttar Pradesh, India.



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