

Council of Europe Campaign to Combat Violence against Women, including Domestic Violence

Proceedings

Conference of National Focal Points and Contact Parliamentarians

Strasbourg, 4-5 June 2007

Campagne du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique

Actes

Conférence des points de contact nationaux et des parlementaires de référence

Strasbourg, 4-5 Juin 2007

**Stop domestic
violence
against women**



**Stop à la violence
domestique
faite aux femmes**

**Council of Europe Campaign to Combat Violence
against Women, including Domestic Violence**

**Conference of National Focal Points
and Contact Parliamentarians
Strasbourg, 4-5 June 2007**

PROCEEDINGS

**Campagne du Conseil de l'Europe pour combattre la violence
à l'égard des femmes, y compris la violence domestique**

**Conférence des points de contact nationaux
et des parlementaires de référence
Strasbourg, 4-5 juin 2007**

ACTES

Gender Equality and Anti-Trafficking Division
Directorate General of Human Rights and Legal Affairs
Council of Europe
F-67075 Strasbourg

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INTRODUCTION

Council of Europe Campaign to Combat Violence against Women, including Domestic Violence

Violence against women is a violation of human rights, the very nature of which deprives women of their ability to enjoy fundamental freedoms. It is the result of an imbalance of power between women and men, leading to serious discrimination against women, both within society and the family. Despite positive developments in law, policies and practices, violence against women occurs in every Council of Europe member state.

Reaffirming their commitment to eradicating violence against women, including domestic violence, the Heads of State and Government of the Council of Europe adopted during the Third Summit of the Organisation in May 2005 an Action Plan envisaging the launch of a *Campaign to Combat Violence against Women, including Domestic Violence*, and the institution of a *Task Force* on the same topic.

The Task Force, consisting of a group of eight international experts in the field of preventing and combating violence against women, developed the Blueprint for the Campaign. This document serves as a roadmap for the implementation of the Campaign and was approved by the Committee of Ministers of the Council of Europe. It contains a definition of violence against women, as well as aims, objectives, messages and activities to implement the Campaign.

The Campaign was launched at a high-level conference on 27 November 2006 in Madrid. The Campaign incorporates three closely linked dimensions: governmental, parliamentary and local/regional. It is being carried out by the Council of Europe as well as its member states, in partnership with international intergovernmental organisations and NGOs

involved in the protection of women against violence.

Aiming to achieve significant progress in the areas of legal and policy measures, support and protection for victims, data collection and awareness raising, the Campaign intends to enhance implementation of *Council of Europe Recommendation (2002) 5 of the Committee of Ministers to member states on the protection of women against violence*. Member states are invited to carry out national campaigns in parallel to or as a follow-up to the Council of Europe Campaign.

To guarantee the effective implementation of the Campaign, national contact persons have been appointed at governmental and parliamentary level. National Governments have appointed National Focal Points and High-level Officials to both liaise with the Council of Europe and to spark national activities to combat violence against women. Similarly, national parliaments have nominated Contact Parliamentarians to promote the Council of Europe Campaign at parliamentary level.

The *Conference of National Focal Points* and the *Joint Conference of National Focal Points and Contact Parliamentarians*, which took place in Strasbourg on 4 and 5 June 2007 respectively, provided a forum for those nominated to promote the Campaign at national level to meet, exchange experiences and engage in co-operation.

While the first day of the Conference was a separate event, with National Focal Points and Contact Parliamentarians meeting among each other, the second day was organised jointly. 46 National Focal Points and High-level Officials from 40 member states attended the conference as did

25 parliamentarians from 22 member states as well as representatives of non-governmental organisations.

Through the presentation of national experiences and keynote speeches on tried and tested measures in the field of law, protection and support of victims as well as data collection on violence against women, participants of the conference were provided with an overview of new measures in the field of combating violence against women.

Similarly, possibilities for co-operation among different actors were presented and discussed, showing ways in which to enhance the success of the Campaign.

These Proceedings are a collection of the speeches and presentations made during the two days and reflect the spirit of campaigning, co-operation and dedication to changing the lives of women that prevailed during the conference.

The Campaign will end with a closing conference in June 2008. On this occasion, the *Council of Europe Task Force to Combat Violence against Women, including Domestic Violence*, will present its conclusions and assessment of measures and actions taken at national level to combat violence against women, including domestic violence as well as its recommendations to the Council of Europe for future action in this field. ★

Campagne du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique

La violence faite aux femmes est une violation des droits de la personne humaine ; par sa nature même, elle prive les femmes de leur capacité à jouir des libertés fondamentales. Cette violence, qui découle de rapports de force inégaux entre femmes et hommes, aboutit à une grave discrimination envers le sexe féminin tant au sein de la société que de la famille. Malgré les progrès réalisés en droit ainsi que dans les politiques et les pratiques, la violence faite aux femmes existe dans tous les États membres du Conseil de l'Europe.

Pour réaffirmer leur engagement dans l'éradication de la violence à l'égard des femmes dans le cadre familial, les Chefs d'État et de Gouvernement du Conseil de l'Europe ont adopté en mai 2005, lors du Troisième Sommet de l'Organisation, un Plan d'action prévoyant le lancement d'une *Campagne pour combattre la violence à l'égard des femmes, y compris la violence domestique*, et la création d'une *Task Force* consacrée à ce sujet.

Composée de huit experts internationaux dans le domaine de la prévention et de la lutte contre la violence faite aux femmes, la *Task Force* a élaboré une « feuille de route » pour la mise en œuvre de la Campagne. Ce programme, approuvé par le Comité des Ministres du Conseil de l'Europe, contient une définition de la violence et présente les buts et les objectifs à atteindre, les messages à délivrer et les activités à entreprendre.

La Campagne a été lancée lors d'une conférence de haut niveau le 27 novembre 2006 à Madrid. Elle intègre trois dimensions étroitement liées – gouvernementale, parlementaire, et locale/régionale – et est menée par le Conseil de l'Europe et ses États membres, en partenariat avec des organisa-

tions internationales intergouvernementales et des ONG consacrées à la protection des femmes contre la violence.

Pour faire évoluer la situation juridique et politique, renforcer les mesures de soutien et de protection des victimes, améliorer la collecte de données et sensibiliser le public, la Campagne entend donner une nouvelle impulsion à la *Recommandation (2002) 5 du Comité des Ministres du Conseil de l'Europe aux États membres sur la protection des femmes contre la violence*. Les États membres sont invités à organiser en parallèle des campagnes nationales, dans le prolongement de celle du Conseil de l'Europe.

Afin de garantir pleinement la mise en œuvre de la Campagne, les gouvernements des différents pays ont désigné des points de contact et des responsables de haut niveau pour assurer la liaison avec le Conseil de l'Europe et mettre en chantier les activités nationales. De leur côté, les parlements ont nommé des contacts parlementaires pour promouvoir la Campagne du Conseil de l'Europe à leur niveau.

La *Conférence des points de contact nationaux* et la *Conférence conjointe des points de contact nationaux et des parlementaires de référence*, qui ont eu lieu respectivement les 4 et 5 juin 2007 à Strasbourg, ont servi de lieu d'échange aux personnes choisies pour promouvoir la Campagne à l'échelle nationale. Elles leur ont permis de se rencontrer, d'échanger leurs expériences et d'amorcer la coopération.

Le premier jour, les points de contact nationaux et les responsables parlementaires se sont réunis séparément. Le deuxième jour, ils se sont retrouvés pour une réunion conjointe qui a rassemblé en définitive 46 points de

contact nationaux et responsables de haut niveau de 40 États membres, 25 parlementaires de 22 États membres et des représentants d'organisations non gouvernementales.

La présentation des expériences nationales et les exposés thématiques sur les mesures qui ont fait leurs preuves dans les différents domaines examinés – protection et soutien aux victimes, recueil de données – ont permis aux participants d'avoir une vue d'ensemble des nouvelles mesures en matière

de lutte contre la violence faite aux femmes.

De même, les possibilités de coopération entre les différents acteurs ont été exposées et débattues afin de créer les synergies nécessaires au succès de la Campagne.

Ces Actes rassemblent les discours et les présentations des deux journées. Ils reflètent l'esprit de coopération, de dévouement et, pourquoi pas, de militantisme, qui a dominé la conférence.

La campagne s'achèvera sur une conférence en juin 2008. A cette occasion, la *Task Force du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique*, présentera ses conclusions et l'évaluation des mesures prises et des actions menées au niveau national, ainsi que ses recommandations au Conseil de l'Europe pour mettre en place les activités futures. ★

PROGRAMME

Programme

Day One: Conference of National Focal Points

**Organised by the Gender Equality and Anti-Trafficking Division,
Directorate General of Human Rights and Legal Affairs
of the Council of Europe**

Strasbourg, 4 June 2007

9:00	Registration of participants
9:30	Opening of the conference Mr Philippe Boillat, Director General of Human Rights and Legal Affairs, Council of Europe
	<i>Chair: Mr Pēteris Kārlis Elferts Extraordinary and Plenipotentiary Ambassador, Permanent Representative of Latvia to the Council of Europe, Thematic Co-ordinator on Gender Equality of the Committee of Ministers of the Council of Europe</i>
I. The Council of Europe Campaign to Combat Violence against Women, including Domestic Violence	
10:00	The Council of Europe Campaign and its link to national campaigns Keynote speakers: Ms Hilary Fisher, Chairperson, Council of Europe Task Force to Combat Violence against Women, including Domestic Violence Ms Marta Requena, Head of Gender Equality and Anti-Trafficking Division, Directorate General of Human Rights and Legal Affairs, Council of Europe Questions and discussion
10:30	Developments at national level: national campaigns within the framework of the Council of Europe Campaign to Combat Violence against Women, including Domestic Violence Ms Patrizia Busignani, Department of Foreign Affairs, National Focal Point, San Marino Mr Alfredas Nazarovas, Director of Department of Equal Opportunities and Social Integration, Ministry of Social Security and Labour, High-level Official, Lithuania Questions and discussion
11:00	Coffee break
11:30	Renewed government action based on the Council of Europe Campaign to Combat Violence against Women, including Domestic Violence Ms Hijran Huseynova, Chairperson of the State Committee for Family, Women and Children's Issues, High-level Official, Azerbaijan Ms Marceline Naudi, Chairperson, Commission on Domestic Violence, Ministry for Family and Social Solidarity, High-level Official, Malta Ms Ifigenia Katsaridou, Director General at the Research Center on Gender Equality Issues, High-level Official, Greece Questions and discussion

12:15	Involving men in combating violence against women Keynote speaker: Mr Chris Green, Executive Director of the White Ribbon Campaign, United Kingdom and member of the Council of Europe Task Force to Combat Violence against Women, including Domestic Violence
12:30	Lunch break
	II. Measures to combat violence against women, including domestic violence
14:00	Tried and tested: legal measures to combat violence against women Keynote speaker: Ms Carol Hagemann-White, Professor, Faculty of General Pedagogy and Gender Studies, University of Osnabrück, Germany
	Questions and discussion
15:15	Tried and tested: protecting and supporting victims Keynote speaker: Ms Rosa Logar, Domestic Abuse Intervention Centre, Vienna, Austria and WAVE-Network and member of the Council of Europe Task Force to Combat Violence against Women, including Domestic Violence
	Questions and discussion
16:30	Coffee break
17:00	Tried and tested: data collection Keynote speaker: Ms Renée Römkens, Senior Researcher IVA Policy Research, Department of Criminality and Safety, Tilburg University, Netherlands
	Questions and discussion
18:00	Mini-concert followed by a reception hosted by Mr Daryal Batibay, Ambassador, Permanent Representative of Turkey to the Council of Europe and Ms Gülsün Bilgehan, Chairperson of the Committee on Equal Opportunities for Women and Men of the Parliamentary Assembly
19:00	End of the conference

Programme

Jour Un : Conférence des points de contacts nationaux

organisée par la Division pour l'égalité entre les femmes et les hommes et la lutte contre la traite, Direction générale des droits de l'Homme et des affaires juridiques du Conseil de l'Europe

Strasbourg, 4 juin 2007

9h00	Enregistrement des participant(e)s
9h30	Ouverture de la conférence M. Philippe Boillat, Directeur général des droits de l'Homme et des affaires juridiques, Conseil de l'Europe
	<i>Présidence : Mr Pēteris Kārlis Elferts Ambassadeur Extraordinaire et Plénipotentiaire, Représentant Permanent de la Lettonie auprès du Conseil de l'Europe, Coordinateur thématique sur l'égalité entre les femmes et les hommes au sein du Comité des Ministres du Conseil de l'Europe</i>
	I. La campagne du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique
10h00	La campagne du Conseil de l'Europe et ses liens avec les campagnes nationales Oratrices principales : M ^{me} Hilary Fisher, Présidente de la Task Force du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique M ^{me} Marta Requena, Chef de la Division pour l'égalité entre les femmes et les hommes et la lutte contre la traite, Direction générale des droits de l'Homme et des affaires juridiques, Conseil de l'Europe Questions et discussion
10h30	Les évolutions au niveau national : les campagnes nationales dans le cadre de la Campagne du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique M ^{me} Patrizia Busignani, Ministère des Affaires étrangères, Point de contact national, Saint-Marin M. Alfredas Nazarovas, Directeur du Service de l'égalité des chances et de l'intégration sociale, ministère de la Sécurité sociale et du Travail, fonctionnaire de haut niveau, Lituanie Questions et discussion
11h00	Pause café

11h30	<p>Nouvelles actions gouvernementales, fondées sur la Campagne du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique</p> <p>M^{me} Hijran Huseynova, Présidente de la Commission d'Etat pour la famille, les femmes et les enfants, fonctionnaire de haut niveau, Azerbaïdjan</p> <p>M^{me} Marceline Naudi, Présidente de la Commission sur la violence domestique, ministère de la Famille et de la Solidarité sociale, fonctionnaire de haut niveau, Malte</p> <p>M^{me} Ifigenia Katsaridou, Directrice générale du Centre de recherche sur l'égalité entre les femmes et les hommes, fonctionnaire de haut niveau, Grèce</p> <p>Questions et discussion</p>
12:15	<p>Impliquer les hommes dans la lutte contre la violence à l'égard des femmes</p> <p>Orateur principal : M. Chris Green, Directeur exécutif de la Campagne « White Ribbon », Royaume Uni, membre de la Task Force du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique</p>
12h30	<p>Pause déjeuner</p>
	<p>II. Les mesures pour combattre la violence à l'égard des femmes, y compris la violence domestique</p>
14h00	<p>Présentation d'expériences probantes : les mesures juridiques pour combattre la violence à l'égard des femmes</p> <p>Oratrice principale : M^{me} Carol Hagemann-White, Professeur, Faculté de pédagogie générale et d'études de genre, Université d'Osnabrück, Allemagne</p> <p>Questions et discussion</p>
15h15	<p>Présentation d'expériences probantes : la protection et le soutien des victimes</p> <p>Oratrice principale : M^{me} Rosa Logar, Centre d'intervention contre la violence domestique, Vienne, Autriche et réseau WAVE ainsi que membre de la Task Force du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique</p> <p>Questions et discussion</p>
16h30	<p>Pause café</p>
17h00	<p>Présentation d'expériences probantes : la collecte de données</p> <p>Oratrice principale : M^{me} Renée Römkens, Senior Researcher IVA Policy Research, Service de la Criminalité et de la Sécurité, Université de Tilburg, Pays-Bas</p> <p>Questions et discussion</p>
18h00	<p>Mini-concert, suivi d'une réception donnée par M. Daryal Batibay, Ambassadeur, Représentant Permanent de la Turquie auprès du Conseil de l'Europe et M^{me} Gülsün Bilgehan, Présidente de la Commission sur l'égalité des chances pour les femmes et les hommes de l'Assemblée parlementaire du Conseil de l'Europe</p>
19h00	<p>Fin de la conférence</p>

Programme

Day Two: Joint Conference of National Focal Points and Contact Parliamentarians

Organised by the Gender Equality and Anti-Trafficking Division,
Directorate General of Human Rights and Legal Affairs and the
Parliamentary Assembly of the Council of Europe

Strasbourg, 5 June 2007

9:30	Opening of the Conference by Mr Terry Davis, Secretary General, Council of Europe M. Pēteris Kārlis Elferts, Extraordinary and Plenipotentiary Ambassador, Permanent Representative of Latvia to the Council of Europe, Thematic Co-ordinator on Gender Equality of the Committee of Ministers of the Council of Europe Ms Gülsün Bilgehan, Chairperson, Committee on Equal Opportunities for Women and Men, Parliamentary Assembly, Council of Europe Ms Sandra Barnes, Member of the Committee on Social Cohesion of the Congress of Local and Regional Authorities of the Council of Europe
10.00	<i>Chair: Ms Hilary Fisher</i> <i>Chairperson, Council of Europe Task Force to Combat Violence against Women, including Domestic Violence</i> Introductory statement by the Chair
10:10	I. Interaction between governments and parliaments to combat violence against women Keynote addresses by Ms Carina Hägg, Chairperson of the Sub-Committee on Violence against Women, Parliamentary Assembly, Council of Europe Ms Dubravka Šimonović, Vice-Chair, Council of Europe Task Force to Combat Violence against Women, including Domestic Violence Questions and discussion
10:40	Joint parliamentary and governmental action to combat violence against women Ms Line Nærnes, Senior Adviser, Department of Police, Ministry of Justice, National Focal Point, Norway Questions and discussion
11:15	Coffee Break
11:30	II. Multi-agency co-operation to combat violence against women Introduction by the Chair

Panel discussion moderated by Mr Daniel RIOT, Journalist, France

Ms Gemma Gallego-Sánchez, Judge, Madrid, Spain

Ms Funmi Johnson, Crown Prosecution Service, United Kingdom

Mr André Konze, Programme Manager of the “Police and Human Rights beyond 2000 Programme” of the Council of Europe and former Head of Police Department of the City of Hagen, Germany

Ms Rosa Logar, Domestic Abuse Intervention Centre, (Vienna, Austria), and WAVE-Network, member of the Council of Europe Task Force to Combat Violence against Women, including Domestic Violence

Ms Tracy Morrison, Specialist Domestic Violence Courts Programme Manager, Her Majesty's Courts Service, United Kingdom

Ms Angela Nake, European Women Lawyers' Association and Menz and Partner Law Firm, Germany

12.30 The governmental perspective

Ms Päivi Yli-Pietilä, Gender Equality Unit, Finance and Planning Department, Ministry of Social Affairs and Health, National Focal Point, Finland

Ms Zuzana Vranova, State Advisor, Department on Family and Gender Policy, Ministry of Labour, Social Affairs and Family, National Focal Point, Slovakia

12.40 The parliamentary perspective

Ms Sotiroulla Charalambous, Chair of the Standing Committee on Equal Opportunities for Men and Women of the House of Representatives, Contact Parliamentarian, Cyprus

Questions and discussion

12.50 Official group photo

13:00 Lunch offered by Ms Gülsün Bilgehan, Chairperson, Committee on Equal Opportunities for Women and Men, Parliamentary Assembly, Council of Europe

III. Spreading the message: how to raise awareness on violence against women

14:30 Keynote speaker: Ms Ann Hamilton, Chair of the Board of Trustees, Zero Tolerance Charitable Trust, United Kingdom

National campaigning experiences

Ms Esengül Civelek, Director General on the Status and Problems of Women, Office of the Prime Minister, National Focal Point, Turkey

Mr José Mendes Bota, PACE Rapporteur on “Parliaments united in combating domestic violence against women: mid-term evaluation”, Contact Parliamentarian, Portugal

Questions and discussion

15:40 Closing addresses

Ms Maud De Boer-Buquicchio, Deputy Secretary General, Council of Europe

Ms Gülsün Bilgehan, Chairperson of the Committee on Equal Opportunities for Women and Men, Parliamentary Assembly, Council of Europe

16:00 End of conference

Programme

Jour Deux : **Conférence conjointe des points de contact nationaux et des parlementaires de référence**

**organisée par la Division pour l'égalité entre les femmes et les hommes
et la lutte contre la traite, Direction générale des droits de l'Homme
et des affaires juridiques et l'Assemblée parlementaire du Conseil de l'Europe**

Strasbourg, 5 juin 2007

9h30	Ouverture de la réunion M. Terry Davis, Secrétaire Général, Conseil de l'Europe M. Pēteris Kārlis Elferts, Ambassadeur Extraordinaire et Plénipotentiaire, Représentant Permanent de la Lettonie auprès du Conseil de l'Europe, Coordinateur thématique sur l'égalité entre les femmes et les hommes au sein du Comité des Ministres du Conseil de l'Europe M ^{me} Gülsün Bilgehan, Présidente de la Commission sur l'égalité des chances pour les femmes et les hommes, Assemblée parlementaire, Conseil de l'Europe M ^{me} Sandra Barnes, membre du Comité de la Cohésion sociale du Congrès des pouvoirs locaux et régionaux, Conseil de l'Europe <i>Présidence : M^{me} Hilary Fisher Présidente de la Task Force du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique</i>
10h00	Exposé introductif par la Présidente I. Interaction entre les gouvernements et les parlements pour combattre la violence à l'égard des femmes
10h10	Allocutions principales : M ^{me} Carina Hägg, Présidente de la Sous-commission sur la violence à l'égard des femmes, Assemblée parlementaire, Conseil de l'Europe M ^{me} Dubravka Šimonović, Vice-présidente de la Task Force du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique Questions et discussion
10h40	Actions parlementaires et gouvernementales conjointes pour combattre la violence à l'égard des femmes M ^{me} Line Nærnes, Conseillère, Département de la police, ministère de la Justice, Point de contact national, Norvège Questions et discussion
11h15	Pause café II. Coopération multi-agences pour combattre la violence à l'égard des femmes
11h30	Introduction par la Présidente

	Table ronde animée par M. Daniel Riot, journaliste, France M ^{me} Gemma Gallego-Sánchez, Juge, Madrid, Espagne M ^{me} Funmi Johnson, Ministère public, (Crown Prosecution Service), Royaume-Uni M. André Konze, Chef du Programme « Police et Droits de l'Homme au-delà de 2000 » du Conseil de l'Europe et ancien Chef de la Police de la ville de Hagen, Allemagne M ^{me} Rosa Logar, Centre d'intervention contre la violence domestique (Vienne, Autriche) et réseau WAVE, membre de la Task Force du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique M ^{me} Tracy Morrison, Chef de Programme, Tribunal spécialisé en matière de violence domestique, Her Majesty's Courts Service, Royaume-Uni M ^{me} Angela Nake, Association européenne des femmes juristes, Compagnie juridique Menz et associés, Allemagne
12h30	La perspective gouvernementale M ^{me} Päivi Yli-Pietilä, Unité de l'égalité entre les femmes et les hommes, Département des finances et de la planification, ministère des affaires sociales et de la santé, Point de contact, Finlande M ^{me} Zuzana Vranova, Conseillère, Département de la Famille et de la Politique d'égalité entre les femmes et les hommes, ministère du travail, des affaires sociales et de la famille, Point de contact, Slovaquie
12h40	La perspective parlementaire M ^{me} Sotiroulla Charalambous, Présidente de la Commission permanente sur l'égalité des chances pour les femmes et les hommes de la Chambre des représentants, Parlementaire de référence, Chypre Questions et discussion
12h50	Photo de groupe officielle
13h00	Déjeuner offert par M ^{me} Gülsün Bilgehan, Présidente de la Commission sur l'égalité des chances pour les femmes et les hommes, Assemblée parlementaire, Conseil de l'Europe
	III. Diffusion du message : comment sensibiliser à la violence faite aux femmes
14h30	Oratrice principale : M ^{me} Ann Hamilton, Présidente du Bureau des Curateurs, Fondation, Zéro tolérance, Royaume-Uni
	Expériences nationales d'organisation de campagnes M ^{me} Esengül Civelek, Directrice générale sur le Statut et les Problèmes des femmes, Cabinet du Premier ministre, Point de contact, Turquie Mr José Mendes Bota, Rapporteur de l' Assemblée parlementaire, Rapporteur sur les « Parlements unis pour combattre la violence domestique contre les femmes » : évaluation à mi-parcours, Parlementaire de référence, Portugal Questions et discussion
15h40	Discours de clôture M ^{me} Maud de Boer-Buquicchio, Secrétaire Générale adjointe, Conseil de l'Europe M ^{me} Gülsün Bilgehan, Présidente de la Commission de l'égalité des chances pour les femmes et les hommes, Assemblée parlementaire du Conseil de l'Europe
16h00	Fin de la réunion

DAY ONE:
CONFERENCE OF NATIONAL
FOCAL POINTS

Opening address: Mr Philippe Boillat

**Director General of
Human Rights and
Legal Affairs, Council
of Europe**

Mr Chairman, ladies and gentlemen, colleagues, friends, welcome!

I have pleasure in greeting you and in wishing you a warm welcome to the Conference of National Focal Points, which I now have the honour to declare open.

As you know, we are at the half-way mark of the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence*. All of you gathered here today hold an appointment in the specific context of this Campaign, either from your national authorities as a National Focal Point or a High-level Official, or from the Secretary General of the Council of Europe as a member of the *Council of Europe Task Force to Combat Violence against Women, including Domestic Violence*. Allow me to thank you most sincerely for devoting your abilities and your time to combating violence against women.

As National Focal Points or High-level Officials, you have a decisive part to play in making a success of the Campaign and bringing about genuine changes in the lives of women victims of domestic violence. You are the governmental representatives responsible for the national effort to combat violence against women, including domestic violence. It therefore rests with you – and this task is crucial – to initiate actions and set up structures for combating violence against women, preventing it, and punishing the perpetrators.

Context of the campaign

As you know, the initiative for this Campaign stems from the Heads of State and Government of the Council of Europe member states who, at the 3rd Council of Europe Summit (Warsaw, 16-17 May 2005), reaffirmed their

commitment to eradicating violence against women, including domestic violence.

The launch of the Campaign in Madrid last November was a great success and its subsequent implementation has been in the hands of various actors with various resources, in each of its three dimensions, the governmental, the parliamentary and the local and regional. The protagonists of these three dimensions of the Campaign are working without pause, supported by the Council of Europe, to convey a clear message in their countries, namely that violence against women is a violation of human rights. I know we agree in saying how important it is for all these actors to involve themselves in constructive activities to combat violence against women. However, in this connection I would stress the very special responsibility that rests with Governments for upholding and protecting the human rights of everyone within their jurisdiction and honouring the international obligations which they have accepted in this field. That is why States must take whatever measures are necessary to prevent, investigate and punish all forms of violence against women.

Campaign activities involving National Focal Points and High-level Officials

The appointment of National Focal Points and High-level Officials is one of the salient features of the Campaign blueprint drawn up by the Task Force. To date, 41 member states have made the requested appointments, already a very fine achievement in itself. But we are ambitious – rightfully so – and therefore hope that the Governments of Moldova, Romania, Russia and

Ukraine, as well as our new member state Montenegro, will appoint their representatives shortly.

It is you, in your capacity as National Focal Point or High-level Official, who are asked to ensure that the question of combating violence against women is addressed and handled by the Governments with the requisite energy and firmness.

I recall that a questionnaire has been sent to each of you so that the Council of Europe may gain an overview of the activities conducted at national level to combat violence against women effectively.

So far we have received 32 replies, and I wish to thank those who took the time and trouble to answer the questionnaire. The replies are of great interest. They reveal that some States are using the Council of Europe Campaign to launch their own national campaign, while others are reviewing what they have done so far in response to violence against women, and reforming their governmental institutions so as to have more suitable bodies and structures for combating violence against women. Still others unremittingly pursue their manifold activities and continue to develop and apply innovative ways and means to combat this violence; they are ready and willing to share their experience with others.

We also asked you to submit an interim report and a final report on the activities undertaken to support the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence*. We shall peruse the interim reports with keen interest in the coming weeks. I very sincerely thank those of you who have already sent them to us. These reports are valuable since, combined with the various other sources of information, they will serve as a basis for the work of the *Task Force*, some of whose members, as I have just pointed out, are with us today. When the Campaign reaches its conclusion in the middle of next year, the Task Force will have prepared a report containing an assessment of the measures and actions applied in our member states. I am eager to see this document as it will embody recommendations on the future actions

that the Council of Europe should undertake in the field of preventing violence against women. It therefore behoves the Task Force, as a Council of Europe advisory body, to show us the way ahead on the basis of its assessment.

Context and perspectives of the Conference

In most of our member states, activities to combat violence against women, including domestic violence, are conducted by numerous agents, sometimes very diverse, and this is done at very different levels. None of these agents can single-handedly realise the desired changes, whether they are Governments at federal, regional or local level, federal or provincial parliaments, civil society in its different guises, or the various professional groups whose members are in contact with women victims of violence. Combating domestic violence calls for joint public action. That is one of the messages of our Campaign, and the reason why I wish to appeal to you not only to spread this message but also to make it a reality. Rest assured that the Council of Europe supports you in this venture by offering you expertise and skills, recommendations and guidelines, and a discussion forum during and after its Campaign.

This is the spirit of joint effort, co-operation and mutual enrichment in which today's conference was conceived.

The conference today is devoted to exchanging experiences and networking. It also aims at presenting the various measures for combating violence against women which have been tried and tested and demonstrated their effectiveness. Three experts have been invited to give you an overview of the situation regarding legal measures, measures for protecting and supporting victims, and data collection measures. I extend my very special greetings to them and thank them for their contribution to this conference.

The second day of our conference will be devoted to a joint meeting with the Contact Parliamentarians who are your counterparts. This second day will be opened by the Secretary

General and concluded by the Deputy Secretary General, as a token of the political importance which our Organisation attaches to the Campaign and of the role which you are assigned in it. The aim of tomorrow's meeting is to enable you, if you have not already done so, to meet the corresponding parliamentarian from your country and initiate constructive dialogue and joint action with him or her, and no doubt others besides.

The Parliamentary Assembly, you are aware and I am pleased to recall, played a major part by placing the question of domestic violence on the Committee of Ministers' agenda. Up until now, parliamentarians have continued to be supporters who make themselves heard, and those who have been designated as Contact Parliamentarians for the purposes of the Campaign are currently meeting like you in Strasbourg to discuss their future actions.

I am delighted on my own account by the staging of this Conference. Together, we can far more readily and reliably ensure that violence against women is recognised as a blatant violation of human rights. We can also draw attention to this evil while satisfying ourselves that solutions for its eradication are adopted. The Task Force's final activity report will surely indicate the ways and means for further progress. Without wishing to encroach on the prerogatives of the Task Force, it seems that one key component in the jigsaw of proposed solutions could be the drafting by the Council of Europe of the first binding European legal instrument prescribing a set of measures to prevent violence against women, protect victims and punish abusers. Subject of course to the recommendations of the Task Force and the decisions of the Committee of Ministers, such an instrument might soon come into being.

Ladies and gentlemen, I trust that our two days of proceedings may bring forth lively discussions, profitable exchanges, plentiful ideas and constructive interactions, meeting our common expectations and thereby setting a style of success for our Campaign. Thank you for your attention. ★

Discours d'ouverture : M. Philippe Boillat

**Directeur général des
droits de l'Homme et
des affaires juridiques,
Conseil de l'Europe**

Bienvenue Monsieur le President, Mesdames et Messieurs, Chers collègues, Chers amis,

J'ai le plaisir de vous saluer et de vous souhaiter une cordiale bienvenue à la Conférence des points de contacts nationaux, conférence que j'ai l'honneur d'ouvrir en cet instant.

Vous le savez, nous sommes à mi-parcours de la *Campagne du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique*. C'est dans le contexte de cette campagne que vous tous, qui êtes réunis ici, aujourd'hui, avez été soit désignés par vos autorités nationales soit comme point de contact ou fonctionnaire de haut niveau, soit nommés par le Secrétaire Général du Conseil de l'Europe comme membre de la *Task Force du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique*. Permettez-moi de vous remercier très chaleureusement d'avoir mis vos compétences et votre temps au service de la lutte contre la violence à l'égard des femmes.

En votre qualité de points de contact nationaux et fonctionnaires de haut niveau, vous avez un rôle déterminant à jouer pour le succès de la campagne et la réalisation de véritables changements dans la vie des femmes victimes de violences domestiques. Vous êtes les représentants gouvernementaux responsables de la lutte nationale contre la violence à l'égard des femmes, y compris la violence domestique. Il vous incombe donc – et cette tâche est cruciale – de lancer des actions et de mettre en place des structures pour combattre la violence à l'égard des femmes, préve-

nir cette violence et en punir les auteurs.

Contexte de la campagne

Vous le savez, l'initiative de cette campagne revient aux chefs d'Etat et de gouvernement des Etats membres du Conseil de l'Europe qui, lors du 3^e Sommet du Conseil de l'Europe (Varsovie, 16-17 mai 2005), ont réaffirmé leur engagement à éradiquer la violence à l'égard des femmes, y compris la violence domestique.

Le lancement de la campagne à Madrid, en novembre dernier, a été un grand succès et, depuis lors, différents acteurs ont mis en œuvre cette campagne, avec différents moyens, dans ses trois dimensions : sa dimension gouvernementale, sa dimension parlementaire et sa dimension locale et régionale. Les acteurs de ces trois dimensions de la campagne travaillent sans relâche, avec le soutien du Conseil de l'Europe, à faire passer dans leur pays un message clair : la violence à l'égard des femmes est une violation des droits humains. Je sais que nous sommes tous d'accord pour dire combien il est important que tous ces acteurs s'engagent dans des activités constructives pour combattre la violence à l'égard des femmes. Je tiens cependant ici à souligner la responsabilité toute particulière qui incombe aux gouvernements en matière de respect et de protection des droits humains de toutes les personnes relevant de leur juridiction ainsi que de respect des engagements internationaux qu'ils ont pris en ce domaine. C'est la raison pour laquelle les Etats doivent prendre toutes les mesures nécessaires à prévenir toutes les formes de violence à l'égard des femmes, enquêter à leur sujet et les sanctionner.

Activités de la campagne impliquant les points de contact et les fonctionnaires de haut niveau

La nomination des points de contact nationaux et des fonctionnaires de haut niveau est l'un des éléments clés du programme de la campagne élaboré par la Task Force. A ce jour, 41 Etats membres ont procédé aux nominations demandées, ce qui en soi est déjà un très beau succès. Mais nous sommes ambitieux – légitimement ambitieux - et nous espérons ainsi que les gouvernements de Moldova, de Roumanie, de Russie et d'Ukraine, de même que notre nouvel Etat membre, le Monténégro, désigneront prochainement leurs représentantes ou représentants.

En votre qualité de point de contact national ou fonctionnaire de haut niveau, c'est à vous que l'on a demandé de faire en sorte que la question de la lutte contre la violence à l'égard des femmes soit prise en charge et traitée par les gouvernements avec toute l'énergie et la fermeté nécessaires.

Je rappelle qu'un questionnaire a été envoyé à chacune et chacun d'entre vous pour permettre au Conseil de l'Europe d'avoir une vue d'ensemble des activités menées au niveau national pour combattre efficacement la violence à l'égard des femmes.

Nous avons reçu à ce jour 32 réponses et je tiens à remercier celles et ceux qui ont pris le temps et se sont donné la peine de répondre à ce questionnaire. Ces réponses sont très intéressantes. Elles révèlent que certains Etats utilisent la Campagne du Conseil de l'Europe pour lancer leur propre campagne nationale, alors que d'autres revoient la réponse qu'ils avaient apportée jusqu'à présent à la violence à l'égard des femmes et réforment leurs institutions gouvernementales pour disposer d'organes et de structures mieux adaptés à la lutte contre la violence à l'égard des femmes. D'autres encore poursuivent sans relâche leurs activités multiples et continuent de développer et mettre en œuvre des voies et moyens novateurs pour lutter contre cette

violence ; ils souhaitent et sont prêts à partager leur expérience avec d'autres.

Nous vous avons également demandé de soumettre un rapport intérimaire et un rapport final sur les activités entreprises pour soutenir la *Campagne du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique*. C'est avec un vif intérêt que nous allons prendre connaissance des rapports intérimaires au cours des prochaines semaines. Je remercie très vivement celles et ceux d'entre vous qui nous les ont déjà fait parvenir. Ces rapports sont précieux puisque, joints aux diverses autres sources d'information, ils serviront de base au travail de la *Task Force*, dont certains des membres – je l'ai souligné tout à l'heure il y a quelques instants – sont avec nous aujourd'hui. Lorsque la campagne arrivera à son terme, au milieu de l'année prochaine, la Task Force aura élaboré un rapport qui inclura une évaluation des mesures et actions prises dans nos Etats membres. Je suis impatient de voir ce document car il contiendra des recommandations sur les actions futures que le Conseil de l'Europe devra entreprendre dans le domaine de la lutte contre la violence à l'égard des femmes. Il appartiendra donc à la Task Force, en tant qu'organe consultatif du Conseil de l'Europe, sur la base de son évaluation de nous montrer la voie à suivre.

Contexte et perspectives de la Conférence

Dans la plupart de nos Etats membres, les activités pour combattre la violence à l'égard des femmes, y compris la violence domestique, sont menées par de nombreux acteurs, parfois très divers et variés, et cela à des niveaux très différents. Aucun de ces acteurs ne peut, à lui seul, réaliser les changements souhaités, qu'il s'agisse des gouvernements au niveau fédéral, régional ou local, des parlements fédéraux ou provinciaux, de la société civile sous ses différents aspects ou encore des divers groupes professionnels dont les membres sont en contact avec les femmes victimes de violences. Combattre la violence domestique

demande une action publique commune. C'est l'un des messages de notre campagne et c'est pourquoi je souhaite faire appel à vous, non seulement pour diffuser ce message, mais également pour le transformer en une réalité. Soyez assurés que le Conseil de l'Europe vous soutient dans cette entreprise en vous offrant expertise et compétences, recommandations et lignes directrices, ainsi qu'un forum de discussion au cours de sa campagne et après celle-ci.

C'est dans cet esprit d'efforts conjoints, de coopération et d'enrichissement réciproque que cette conférence a été conçue.

Aujourd'hui, la conférence est consacrée à l'échange d'expériences et au travail en réseau. Elle a également pour but de faire connaître les différentes mesures pour combattre la violence à l'égard des femmes qui ont été expérimentées et évaluées et qui ont fait la preuve de leur efficacité. Trois expertes ont été invitées à vous présenter une vue d'ensemble de la situation dans le domaine des mesures juridiques, des mesures de protection et de soutien des victimes et de collecte des données. Je lesalue tout particulièrement et les remercie de leur contribution à cette conférence.

Le second jour de notre conférence sera consacré à une réunion commune avec vos homologues parlementaires. Cette seconde journée sera ouverte par le Secrétaire Général et clôturée par la Secrétaire Générale Adjointe. C'est dire l'importance politique que notre Organisation attache à cette campagne et le rôle que vous êtes affiliés à y jouer. Le but de cette réunion de demain est de vous permettre de rencontrer, si vous ne l'avez pas encore fait, l'homologue parlementaire de votre pays et d'engager avec lui – et sans doute avec d'autres également – un dialogue constructif et une action commune.

L'Assemblée parlementaire, vous le savez et j'ai plaisir à le rappeler, a joué un rôle majeur en mettant la question de la violence domestique à l'ordre du jour du Comité des Ministres. A ce jour, les parlementaires continuent d'être des supporters qui se font entendre et ceux d'entre eux qui ont été

désignés comme parlementaires de référence aux fins de la campagne sont, comme vous, actuellement en réunion à Strasbourg pour discuter de leurs actions futures.

Je suis personnellement ravi de la tenue de cette conférence. Ensemble, nous pouvons beaucoup plus facilement et sûrement faire en sorte que la violence à l'égard des femmes soit reconnue comme une violation flagrante des droits humains. Nous pouvons aussi faire en sorte d'attirer l'attention sur ce fléau tout en nous assurant que les solutions pour

l'éradiquer soient prises. Le Rapport final d'activité de la Task Force indiquera certainement les voies et moyens de progresser. Sans vouloir interférer dans les prérogatives de la Task Force, il semble que l'une des pièces maîtresses du puzzle des solutions proposées pourrait être l'élaboration par le Conseil de l'Europe du premier instrument juridique européen contraignant prévoyant un ensemble de mesures pour prévenir la violence à l'égard des femmes, protéger les victimes et punir les auteurs. Sous réserve, bien évidemment, des

recommandations de la Task Force et des décisions du Comité des Ministres, un tel instrument pourrait prochainement voir le jour.

Mesdames et Messieurs, je forme le voeu que ces deux jours de conférence seraient l'occasion de débats animés, d'échanges fructueux, d'idées nombreuses et d'interactions constructives, c'est-à-dire qu'ils répondent à nos attentes communes et soient ainsi un genre de succès pour notre campagne. Je vous remercie de votre attention. ★

THE COUNCIL OF EUROPE
CAMPAIGN TO COMBAT
VIOLENCE AGAINST WOMEN,
INCLUDING DOMESTIC
VIOLENCE

THE COUNCIL OF EUROPE CAMPAIGN AND ITS LINK TO NATIONAL CAMPAIGNS

Keynote speech: Ms Hilary Fisher

**Chairperson, Council
of Europe Task Force to
Combat Violence
against Women,
including Domestic
Violence**

“Eliminating violence against women remains one of the most serious challenges of our time.”

UN Secretary General, In-depth study on all forms of violence against women 2006

The UN Study on Violence Against Women found that:

- ▶ Many States have enacted legislation and developed policies and programmes to address violence against women (VAW).
 - ▶ Some States have adopted national action plans.
- But:
- ▶ Progress is uneven. Most countries still lack a coordinated multidisciplinary approach that includes the criminal justice system, health care and other services, the media and the education system.
 - ▶ VAW remains a devastating reality all over the world.
 - ▶ The implementation of international and regional standards to eradicate VAW is an urgent priority.

Ending Violence Against Women

“The most effective weapon to fight violence against women is a clear demonstration of political commitment, such as statements by high-level government officials, backed by action and the commitment of resources by the State.”

UN Secretary General, In-depth study on all forms of violence against women 2006

The Task Force has been set up to:

- ▶ Evaluate effective progress of measures for preventing and combating VAW.
- ▶ Make proposals for revising or adopting new measures.
- ▶ Develop a method to assist member states to adopt practical policies.
- ▶ Assess the results of the monitoring framework which evaluates progress in the implementation of the Recommendation Rec(2002)5.
- ▶ Identify possible roles of men in combating VAW.
- ▶ Develop the blueprint for the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence*.

The Campaign Blueprint

- ▶ A roadmap for member states to use to make real progress at national level to combat domestic violence.
- ▶ Uses the definition of VAW used in the Council of Europe (CoE) Recommendation Rec (2002)5 .
- ▶ Denounces violence against women as a human rights violation.
- ▶ Sets out the aims, objectives and messages which form the basis for action for this Campaign at inter-governmental and national level.
- ▶ The Campaign theme is:
- ▶ VAW in the family or domestic unit (domestic violence).

Focus of the Campaign

- ▶ Four main areas:
 - Legal and policy measures.
 - Support and protection for victims
 - Data collection.
 - Awareness raising.

- ▶ Each area contains detailed objectives against which member states are invited to:
 - Assess their national situation.
 - Identify existing gaps.
 - Tackle the challenges with appropriate measures and action.

Contact Parliamentarians can play a vital role in national campaigns including

- ▶ Adopting laws to criminalise all acts of VAW in accordance with CoE *Recommendation Rec(2002)5*
- ▶ Adopting budgetary measures to ensure sufficient resources are given to combating domestic violence.
- ▶ Promoting prevention and help for victims/survivors.
- ▶ Publicly condemning VAW and raising awareness of VAW in parliament and with the public.
- ▶ Working with the government, National Focal Points, national actors and NGOs working on VAW.
- ▶ Liaising with the Council of Europe.

- ▶ Providing the Task Force with information on:
 - Measures and progress taken to protect victims, punish the perpetrators and to prevent violence.
 - Prevailing gaps and obstacles which prevent progress in eradicating violence against women.

Campaigning to end VAW

- ▶ The Scottish Zero Tolerance campaign:
 - 5 year public awareness raising campaign linked to research and work on provision, protection and prevention.
 - Run by an NGO supported by the State.
- ▶ 16 Days of Activism against gender-based violence against women:
 - Global awareness raising campaign held annually from 25 November to 10 December run since 1991 with a global theme and material supported by local campaigning.
 - Run by an NGO and involving governments, the campaign provides a worldwide forum to develop and share strategies.

- ▶ Stop Violence Against Women Campaign:
 - 6 year campaign run by Amnesty International using country research reports and national campaign activities by members to raise awareness and demand action from governments.

Final Activity Report of the Task Force

- ▶ Will include other forms of VAW, not just domestic violence and will be comprised of:
 - Information you provide us with on national campaigns and activities and the implementation of measures contained in Council of Europe *Recommendation Rec(2002)5*.
 - An overview of the situation in Council of Europe member states.
 - Information from the five regional/multilateral seminars organised as part of the intergovernmental activities.
 - Proposals for revising or adopting new measures.
 - Methods to assist member states to adopt practical policies for combating VAW. ★

Keynote speech: Ms Marta Requena

**Head of Gender
Equality and Anti-
Trafficking Division,
Directorate General of
Human Rights and
Legal Affairs, Council
of Europe**

Chair, Ladies and Gentlemen,
I would also like to start my intervention by welcoming you to the Council of Europe and thanking you for being here but above all for having accepted the enormous and challenging task of trying to prevent and combat violence against women, in particular domestic violence, in your home countries.

As our Director General has already said you are giving a face to the Council of Europe's Campaign. But more importantly, in your every day life far away from the Council of Europe you are the arms and legs of the Council of Europe standards and recommendations to prevent violence against women, to protect its victims and to prosecute the perpetrators of such violence. In short, you are the main actors of this first pan-European Campaign to combat violence against women and you are the vehicle through which we can change the lives of millions of women in Europe.

As we are, unfortunately, speaking about a massive phenomenon, I would like to give you some figures coming from the *Stocktaking Study on the measures and actions taken in the Council of Europe member States to combat violence against women*. Through a monitoring framework based on indicators, this study evaluates the implementation at national level of Council of Europe *Recommendation Rec (2002)5 on the protection of women against violence*, the first international legal instrument in this field with a comprehensive scope of application.

► One-fifth to one-quarter of all women across all member states have experienced physical violence at least once during their adult lives.

- More than one-tenth have suffered sexual violence involving the use of force.
- Figures for all forms of violence, including stalking, are as high as 45%. More significantly, the majority of such violent acts are carried out by men in their immediate social environment, most often by partners and ex-partners.
- About 12% to 15% of all women have been in a relationship of domestic abuse after the age of 16. Many more continue to suffer physical and sexual violence from former partners even after the break-up.
- The same study gives the estimated annual cost relative to the population which shows just how much each taxpayer contributes. The total national cost of violence against women in Council of Europe member states in relation to the total population can be as high as 555 Euro per capita every year. The estimated total annual costs of violence amount to 34 billion Euros for some Council of Europe member states.

Women suffering from such violence are not only victims of abuse, they are also victims of silence, victims of indifference and victims of neglect. And this suffering happens all around us. For these reasons, to combat violence against women is a high political priority of the Council of Europe as it was reaffirmed by the Heads of State and Government of the Council of Europe member States during the third Summit of the Organisation (Warsaw, 16-17 May 2005).

The previous speakers have already spoken to you about the main contents, aims, objectives and messages of the Campaign as well as its three di-

mensions (intergovernmental, parliamentarian and local/regional). I would like to inform you about the main forthcoming activities and actions within the framework of the Council of Europe.

Starting with the forthcoming seminars and conferences:

- ▶ You know that the Council of Europe is organising regional seminars on the four core objectives as foreseen in the Campaign Blueprint: legal and policy measures; support and protection for victims, data collection and awareness raising. The aim of these seminars is to provide a forum for technical experts, parliamentarians, representatives of NGOs, civil society and international organisations to share their knowledge on particular measures taken and to propose possible solutions to overcome the main obstacles to combat violence against women. So far two seminars have already taken place: the first in The Hague (Netherlands, 21-22 February 2007) devoted to legal measures and the second in Zagreb (Croatia, 9-10 May 2007) devoted to men's active participation in combating domestic violence. The three remaining regional seminars will be held in the coming months in Lisbon, Portugal (5 July 2007, Theme: *Data collection as a prerequisite for effective policies to combat violence against women*); in Skopje, "the Former Yugoslav Republic of Macedonia" (11-12 September 2007, Theme: *Protection and specialised support for victims of domestic violence by the police, medical staff and social workers*); and in Espoo, Finland (8-9 October 2007, Theme: *The services available for support and protect the victims of domestic violence*).
- ▶ A **Conference on support services for victims of domestic violence** will be held in 6-7 December 2007 in Strasbourg. This conference will serve as a forum to present and discuss a Council of

Europe study on standards for support services for victims of violence against women, which will have been elaborated by an expert in this field prior to the Conference. NGOs with expertise in providing services for women victims of domestic violence will be invited to attend this conference.

- ▶ **Poster exhibition of national campaigns:** the Council of Europe will put together an exhibition of posters developed for national campaigns to combat violence against women. This exhibition will be displayed in Strasbourg on 25 November 2007 to mark the International Day for the Elimination of Violence against Women. Therefore, I would like to take advantage of your presence here to request you to send us posters on national campaigns.
- ▶ Different colloquies and hearings are also being organised in the national parliaments – the contact parliamentarians will tell you more tomorrow. Similarly, the cities of Europe are organising colloquies and debates through the Congress of Local and Regional authorities of the Council of Europe.

Secondly, I would like to inform you that at present the Council of Europe is preparing two major studies in the framework of the Campaign:

- ▶ A study containing harmonised guidelines for collecting administrative data on victims of domestic violence.
- ▶ A study on minimum standards of support services for victims of violence against women

Thirdly, I would like to present you our Campaign website as well as our Campaign material and I would like to encourage to you to widely disseminate and use these materials:

A special campaign website devoted to the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence*, has been created at www.coe.int/stopviolence. A "page carrefour" guides users to individual

websites developed and managed by the three different Campaign dimensions. These websites provide detailed information on the Campaign and its various activities carried out by the intergovernmental, parliamentary and local and regional dimensions of the Campaign. The website on intergovernmental activities developed by the Gender Equality and Anti-Trafficking Division contains background documents on preventing and combating violence against women, including domestic violence. In addition, it provides a link to a restricted website for National Focal Points and High-level Officials, which was set up in January 2007 to facilitate communication and exchange of information concerning national campaigns as well as other resources on violence against women, including domestic violence.

- ▶ Campaign material: A graphic line was developed by the Council of Europe to illustrate the Campaign and to ensure its visibility in all Council of Europe member states. Publicity material (posters, flyers, bookmarks and calendars) is made available for public use by downloading it from the campaign website. A general leaflet, presenting the Council of Europe Campaign and its three dimensions, has been prepared and is in your files. Some of these Campaign materials have already been translated into different national languages and you can request us to translate them into your national language if they do not yet exist.
- ▶ Audiovisual resources: A TV spot has been prepared which we will show you in a moment. Before doing so, I would like to invite you to try to convince your national public TV to broadcast this spot for free.

To finalise my intervention, I would like to thank you once again for your work to combat this human rights violation that violence against women is. I will now invite you to see our TV spot. ★

Allocution principale : M^{me} Marta Requena

Chef de la Division pour l'égalité entre les femmes et les hommes et la lutte contre la traite, Direction générale des droits de l'Homme et des affaires juridiques, Conseil de l'Europe

Madame(Monsieur) le(la) Président(e), Mesdames et Messieurs,

Je commencerai, moi aussi, par vous souhaiter la bienvenue au Conseil de l'Europe en vous remerciant d'être ici, mais surtout d'avoir accepté la tâche lourde et ingrate consistant à essayer de prévenir et de combattre dans vos pays la violence à l'égard des femmes, notamment la violence domestique.

Ainsi que notre Directeur général l'a déjà dit, vous donnez un visage à la campagne du Conseil de l'Europe. Mais vous représentez avant tout, dans votre vie quotidienne, la force motrice des normes et recommandations du Conseil de l'Europe visant à prévenir les actes de violence contre les femmes, à en protéger les victimes et à en poursuivre les auteurs. Vous êtes, pour tout dire, les principaux acteurs de cette première campagne paneuropéenne de lutte contre la violence à l'égard des femmes, ainsi que la courroie de transmission qui permettra de changer la vie de millions de femmes en Europe.

Étant donné que nous parlons malheureusement ici d'un phénomène de masse, je voudrais vous citer quelques chiffres extraits de *l'Étude du bilan des mesures et actions prises pour combattre la violence à l'égard des femmes dans les États membres du Conseil de l'Europe*. À partir d'un cadre de suivi basé sur des indicateurs, cette étude évalue la manière dont est mise en œuvre, au niveau national, la *Recommandation Rec(2002)5 du Conseil de l'Europe sur la protection des femmes contre la violence*, premier instrument juridique international en la matière, lequel a un domaine d'application exhaustif.

► Entre un quart et un cinquième des femmes vivant dans les États

membres ont subi des violences physiques au moins une fois au cours de leur vie adulte.

- Plus d'un dixième de ces femmes ont subi des violences sexuelles avec usage de la force physique.
- Jusqu'à 45 % des femmes ont subi une forme ou une autre de violence, y compris le harcèlement. Ce qui est particulièrement significatif, c'est que la plupart de ces actes de violence sont commis par des hommes dans leur environnement social immédiat, le plus souvent sur des partenaires ou des ex-partenaires.
- Entre 12 et 15 % des femmes ont connu toutes sortes de violences physiques et (ou) sexuelles après l'âge de seize ans. Beaucoup d'autres continuent à en subir de leur ex-partenaire, même après leur rupture.
- L'étude en question indique le coût estimatif de la violence à l'égard des femmes, qui est supporté par le contribuable. Ce coût peut atteindre chaque année 555 _ par tête en moyenne dans les États membres du Conseil de l'Europe, et dans certains États membres, il s'élève au total à 34 milliards d'euros par an.

Les femmes concernées sont victimes non seulement de la violence, mais aussi du silence, de l'indifférence, de la négligence, et elles souffrent partout autour de nous. C'est pourquoi la lutte contre la violence à l'égard des femmes constitue un objectif hautement prioritaire du Conseil de l'Europe, réaffirmé comme tel par les chefs d'État et de gouvernement des États membres réunis à Varsovie les 16 et 17 mai 2005 lors du troisième Sommet de l'Organisation.

Les orateurs précédents ont évoqué les principaux contenus, buts,

objectifs et messages de la Campagne, ainsi que ses trois dimensions (intergouvernementale, parlementaire, locale/régionale). Je voudrais vous informer à présent des principales actions et activités à venir dans le cadre du Conseil de l'Europe.

Je commencerai par les conférences et séminaires suivants :

► Vous savez que le Conseil de l'Europe organise des séminaires régionaux sur les quatre principaux objectifs définis dans le programme de la Campagne : mesures juridiques et politiques, soutien et protection des victimes, collecte des données et sensibilisation. Ces séminaires ont pour objet d'offrir à des expert(e)s, des parlementaires, des représentant(e)s d'ONG, des membres de la société civile et des représentant(e)s d'organisations internationales la possibilité d'échanger des enseignements sur telle ou telle mesure prise, ainsi que de préconiser d'éventuelles solutions pour surmonter les principaux obstacles à la lutte contre la violence à l'égard des femmes. Deux séminaires ont déjà eu lieu jusqu'à présent : le premier à La Haye (Pays-Bas, 21 et 22 février 2007), consacré aux mesures juridiques, et le second à Zagreb (Croatie, 9 et 10 mai 2007), qui traitait de la participation active des hommes à la lutte contre la violence domestique. Les trois séminaires régionaux restants se tiendront au cours des prochains mois, respectivement à Lisbonne, Portugal (5 juillet 2007 ; thème : *La collecte de données, condition préalable à l'adoption de mesures destinées à combattre la violence à l'égard des femmes*), Skopje, « l'ex-République yougoslave de Macédoine » (11 et 12 septembre 2007 ; thème : *Protection et soutien spécialisé des victimes de la violence domestique par la police, le personnel médical et les travailleurs sociaux*) et à Espoo, Finlande (8 et 9 octobre 2007 ; thème : *Services disponibles pour le soutien et la protection des victimes de violence domestique*).

► Une **Conférence sur les services de soutien aux victimes de violences domestiques** se tiendra les 6 et 7 décembre 2007 à Strasbourg. Elle servira de forum pour la présentation et l'examen de l'étude du Conseil de l'Europe sur les normes concernant les services de soutien aux femmes victimes de violences, qu'un expert de la question a effectuée avant la conférence. Les ONG compétentes en matière de services prodigués aux femmes victimes de violences domestiques seront invitées à la Conférence.

► **Exposition d'affiches des campagnes nationales** : le Conseil de l'Europe organisera une exposition des affiches réalisées en vue des campagnes nationales de lutte contre la violence à l'égard des femmes. Cette exposition se tiendra à Strasbourg le 25 novembre 2007 et marquera la Journée internationale pour l'élimination de la violence à l'égard des femmes. C'est pourquoi je saisis l'occasion de votre présence ici pour vous demander de nous envoyer des affiches de vos campagnes nationales.

► Plusieurs colloques et auditions sont organisés également au sein des parlements nationaux ; les parlementaires de référence vous en diront demain davantage à ce sujet. De leur côté, les villes d'Europe organisent des colloques et des débats par le biais du Congrès des pouvoirs locaux et régionaux du Conseil de l'Europe.

Deuxièmement, je vous informe que le Conseil de l'Europe est en train de préparer deux grandes études dans le cadre de la Campagne :

une étude contenant des lignes directrices harmonisées pour la collecte de données administratives sur les victimes de violences domestiques ;

► une étude sur les normes minimales concernant les services de soutien aux femmes victimes de violences.

Troisièmement, je voudrais vous présenter le site Internet de notre campagne, ainsi que notre matériel de

campagne, que je vous invite à diffuser et à utiliser largement :

► Il a été créé, à l'adresse www.coe.int/stop/violence, un site spécial consacré à la *Campagne du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique*. Une page d'accueil dirige l'utilisateur vers des sites Internet élaborés et gérés respectivement par les trois différentes dimensions de la Campagne. Ces sites fournissent des informations détaillées sur la Campagne et ses diverses activités conduites par les dimensions intergouvernementale, parlementaire et locale/régionale de la Campagne. Sur le site des activités intergouvernementales, conçu par la Division pour l'Égalité entre les femmes et les hommes et la lutte contre la traite, on trouve des documents de base traitant de la lutte contre la violence à l'égard des femmes (y compris sur le plan domestique) et de la prévention de cette violence. En outre, on y trouve un lien vers un site Internet d'accès restreint aux points de contact nationaux et aux fonctionnaires de haut niveau, qui a été créé en janvier 2007 pour faciliter la communication et l'échange d'informations au sujet des campagnes nationales et d'autres ressources relatives à la violence contre les femmes, y compris la violence domestique.

► Matériel de la Campagne : le Conseil de l'Europe a élaboré une ligne graphique pour illustrer la Campagne et en assurer la visibilité dans tous les États membres du Conseil de l'Europe. Du matériel publicitaire (affiches, dépliants, marque-pages et calendriers) est disponible aux fins d'utilisation publique par téléchargement à partir du site Internet de la Campagne. Il a été élaboré une brochure générale qui présente la Campagne du Conseil de l'Europe et ses trois dimensions et qui figure dans votre dossier. Une partie de la documentation de campagne a déjà été traduite dans les différentes langues nationales, et vous pouvez nous de-

mander de traduire cette documentation dans votre langue nationale si cela n'a pas encore été fait.
▶ Ressources audiovisuelles : il a été tourné un spot télévisé que nous vous montrerons dans un moment,

mais auparavant, je vous invite à tenter de convaincre votre télévision publique nationale de le diffuser gratuitement.

En manière de conclusion, je tiens à vous remercier une nouvelle fois pour

tout ce que vous faites afin de lutter contre la violation des droits humains que représente la violence à l'égard des femmes. Je vous invite maintenant à regarder le spot télévisé. ★

DEVELOPMENTS AT NATIONAL LEVEL:
NATIONAL CAMPAIGNS WITHIN THE
FRAMEWORK OF THE COUNCIL OF EUROPE
CAMPAIGN TO COMBAT VIOLENCE AGAINST
WOMEN, INCLUDING DOMESTIC VIOLENCE

Allocution : M^{me} Patrizia Busignani

**Ministère des affaires
étrangères, Point de
contact national, Saint-
Marin**

Dans la République de Saint-Marin, l'égalité de droits entre les femmes et les hommes a été récemment acquise.

Il suffit de rappeler que le droit de vote a été reconnu aux femmes en 1960 et a été exercé pour la première fois en 1964.

Le droit à l'électorat passif a été obtenu en 1973.

La parité entre les conjoints, l'abolition de la puissance paternelle sur les enfants et le divorce datent de 1986 avec la réforme du droit de la famille.

La parité dans le secteur du travail date de 1981.

Le droit effectif des femmes à transmettre la citoyenneté aux enfants comme les hommes date seulement de 2004.

On a très peu débattu de la violence à l'égard des femmes jusqu'à maintenant, tant sur le plan politique qu'institutionnel. Le phénomène de la violence a été nié ou minimisé jusqu'à ce que nous ayons constaté quelques événements graves qui ont fait la une des faits divers des journaux.

Quand le 29 novembre 2006, la Campagne saint-marinaise a démarré, les seules données disponibles étaient les interventions des gendarmes pour litiges familiaux et les procédures pénales en cours au Tribunal. Ces dernières sont peu nombreuses parce que la plupart des délits qui ont un lien avec la violence de genre sont poursuivis uniquement sur plainte et exposent la victime à davantage de violences en termes de pressions et de chantage afin qu'elle retirent sa plainte.

Les objectifs de la Campagne

1) Le recueil des données pour établir la dimension du phénomène sur le territoire.

Un monitoring du phénomène a été lancé depuis le 1^{er} décembre 2006. Il implique les forces de police, les services sanitaires (avant tout les urgences et les médecins de famille) et les services socio-sanitaires, auxquels est confiée l'assistance sociale, l'assistance aux mineurs et aux personnes âgées. Le suivi concerne tous les cas de violence physique, sexuelle, psychologique, économique et les types de persécution de la personne (Stalking).

Les données du premier semestre sont en cours d'élaboration et seront rendues publiques.

2) Améliorer la réponse des services publics

Une ligne téléphonique gratuite « *Telefono rosa* » entièrement à la charge de l'Etat a été mise en place depuis le 15 février 2007 à titre de projet expérimental.

Le « *Telefono rosa* » reçoit les appels du lundi au vendredi de 12h00 à 14h00, il donne des informations, apporte un soutien et une assistance aux femmes victimes de violence et garantit l'anonymat. Les appels reçus sont nombreux.

La première phase d'un cours de formation à l'intention du personnel du service public (médecins, psychologues et assistants sociaux) ainsi que des agents de police, a été organisée pour faire connaître les différentes typologies de violence à l'égard des femmes, la législation en vigueur, le

rôle des services dans la relation d'aide.

Un groupe a été créé pour coordonner les différents services qui traitent de la violence, en particulier la violence domestique.

Le résultat obtenu a été une bonne circulation des informations, une plus grande attention et la capacité d'identifier la violence de la part du personnel social, une plus grande prise de conscience que la réponse au problème de la violence doit être coordonnée et intégrée.

3) Sensibilisation de l'opinion publique

Une campagne publicitaire a été organisée par le biais de spots télévisés, affiches et imprimés (brochures, cartes postales...). Un groupe de soutien auquel participe la plupart des associations culturelles et de bénévolat qui agissent sur le territoire national a été mis en place. En collaboration avec les institutions locales, ce groupe promeut des initiatives d'information, de débat et de réflexion. Les écoles du système secondaire ont inclus dans leur programmation didactique des espaces destinés aux élèves et consacrés expressément à l'information et à la réflexion sur la violence à l'égard des femmes.

L'Université de Saint-Marin a promu une Conférence d'études sur le *Stalking* ainsi qu'une recherche sur les jeunes adolescents de 14 à 18 ans qui prévoit une section consacrée à une enquête sur le thème de la violence subie par les femmes.

La collaboration des professions libérales (notamment des journalistes, des psychologues et des avocats) a été sollicitée ainsi que celle des associations nationales d'entrepreneurs, de syndicats et du Comité National Olympique.

4) Vérification de la législation en vigueur

La vérification a été menée sur la base de la Recommandation du Conseil de l'Europe sur la protection des femmes contre la violence du 30 avril 2002.

Cette étude ainsi que le texte intégral de la Recommandation ont été distribués aux groupes *cibles* les plus significatifs.

Cette étude met en évidence les lacunes et les défauts ainsi que la nécessité d'apporter des modifications aux lois.

5) Sensibilisation des institutions

La Campagne a obtenu le haut parainnage des Capitaines Régents (Chefs d'Etat) et du ministère des Affaires étrangères.

Le Parlement a adopté à l'unanimité, le 24 novembre 2006, un document contre la violence faite aux femmes. C'est le premier de notre histoire parlementaire.

Même la Commission parlementaire pour les Affaires de Justice et la Commission pour l'Egalité des Chances ont délibéré à l'unanimité la nécessité d'adapter les lois, respectivement les 27 février et 18 avril 2007.

Le Gouvernement soutient la Campagne, il a déjà adopté certaines mesures administratives et a affirmé sa propre volonté de vouloir agir en adoptant les mesures législatives nécessaires.

6) Adoption des mesures législatives destinées à protéger les femmes victimes de violence et leurs enfants et à mettre en évidence ce phénomène de façon plus adaptée.

Le Gouvernement a mis en place un groupe d'experts chargé d'élaborer un projet de loi concernant le droit matériel pénal, la procédure pénale et la tutelle civile, à soumettre au Parlement d'ici la fin de l'année, afin de garantir que les auteurs de violence à l'égard des femmes soient poursuivis et punis.

En collaboration avec le ministère des Finances, on prévoit la rédaction d'un projet de loi établissant les mesures de soutien financier, de travail et de logement pour les victimes de violence à approuver d'ici la fin de l'année.

Le Gouvernement a affirmé son engagement à trouver, sur le territoire et hors du territoire vu l'exiguité de notre pays, des habitations protégées à mettre à la disposition des victimes de violence et de leurs enfants afin de leur garantir la protection et la sécurité.

Conclusions

La Campagne saint-marinaise se conclura le 8 mars 2008. Le bilan final de la Campagne sera rendu public.

La première partie de la Campagne est finalisée en ce qui concerne l'action de plainte, d'information et de sensibilisation.

La deuxième partie est consacrée à promouvoir l'adoption des mesures législatives nécessaires, l'introduction de bonnes pratiques administratives et le développement d'un climat social et culturel dans lequel il y ait une tolérance zéro pour la violence à l'égard des femmes y compris la violence domestique,

L'école, avec les services sanitaires et socio-sanitaires, peut avoir un rôle déterminant dans l'identification précoce de la violence au sein des familles.

La formation et les cours de mise à jour du corps enseignant seront organisés en ce sens dès la prochaine rentrée scolaire.

Les résultats prévus au terme de la Campagne sont les suivants :

- Mise à jour de la législation
- Meilleure organisation des services d'assistance et de protection
- Evaluation du phénomène
- Faire émerger le phénomène de la violence au sein de la famille
- Augmentation des informations fournies à l'opinion publique et divulgation de la prise de conscience que la violence à l'égard des femmes, quelque soit sa forme, est une violation délibérée et volontaire des droits de la personne humaine.

L'adoption d'un éventuel Plan d'Action national sera examinée au terme de la Campagne, sur la base des résultats obtenus. ★

Speech: Mr Alfredas Nazarovas

**Director, Department
of Equal Opportunities
and Social Integration,
Ministry of Social
Security and Labour,
High-level Official,
Lithuania**

Madam Chair, Ladies and gentlemen, Dear colleagues,

On behalf of the Lithuanian delegation let me express our greetings to the Council of Europe for organising this event of extreme importance and thank the organisers for their perfectly arranged hospitality.

Violence against women, including domestic violence, is undoubtedly a human rights violation and a major obstacle to overcoming inequality between women and men, resulting from the unequal distribution of power. This approach is widely accepted and relevant in Lithuania. It became a key message of our national measures for the Campaign. At the same time the Campaign inspired us to pay much more attention to the problem of elimination of all forms of violence against women.

In November 2006 in Madrid, the Council of Europe member states welcomed the initiative to launch the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence*. Today, I am highly honoured to report about national measures taken in Lithuania in the framework of the Campaign.

The campaign model in Lithuania was chosen so as to combat domestic violence against women in a consistent, comprehensive and systematic way. The main priorities are prevention, including awareness raising, education and information, number of trainings for specialists, prosecution and punishment of perpetrators, including alternative sanctions, as well as support and assistance to victims of violence.

The objectives and goals of the Council of Europe Campaign became a basis for the National Strategy on Elimination of Violence against

Women and the Action Plan for its implementation, drafted by the working group which included representatives of women's organisations. This important document was adopted by the Government in the very end of December, shortly after the official opening of the Council of Europe Campaign. Its implementation started in the very beginning of 2007. Implementation measures are fully financed by the state budget. By adopting the Strategy and its National implementation measures the Government obviously demonstrated political will and provided adequate resources for the measures in line with the aims of the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence*. In addition, monitoring and co-ordination of the implementation of actions to combat violence was assigned to the Commission on Equality between Women and Men, consisting of representatives of the Ministries and women's non-governmental organisations, selected and delegated by all women's organisations and representing their interests. This creates preconditions for women's organisations to actively participate in the monitoring of the implementation process.

Our first step in January 2007 was to promote effective co-operation with numerous and active women's NGOs dealing with violence issues. We invited them to submit their projects on activities against violence. Most of them were supported. It should be noted that today more than 25 women's organisations in Lithuania deal specifically with violence issues. Their role and invaluable contribution, their willingness to constructively co-operate with state institutions, local authorities, the police, and other relevant actors in combat-

ing domestic violence are recognised as highly important, valued and supported. It is difficult to underestimate their competences and selfless work for the benefit of women.

Our next step was to promote the development of assistance to women - victims of domestic violence. A call for projects on complex assistance for victims was even more successful. Almost twice as many project proposals were submitted and the majority of them were supported. Our long term goal is to have fully operational women's crisis centres in every municipality in Lithuania. Victims of domestic violence have to receive all necessary support and assistance – legal, psychological, social, including when appropriate safe shelter and free phone consultations. For several years, women's NGOs in Klaipeda have been providing free phone consultations for women experiencing domestic violence, covering all of Lithuania. Unfortunately, this kind of support is not accessible 24 hours per day. This situation seems to be unsatisfactory, therefore we plan to expand this kind of service to be accessible for free 24 hours every day of the week.

We made a first step to the development of alternative sanctions for perpetrators. But just six projects on this matter were submitted. Working with perpetrators remains quite a new subject in Lithuania, despite the fact

that the first Men's Crisis centre was established in 2001, it remains the only one until now.

In spring 2007, we made all necessary preparations to start an information campaign and at the same time we started planning a broad range of trainings for specialists dealing with all aspects of violence: police, lawyers, social workers, pedagogues psychologists and employees of crisis centres. I brought with me some materials of our information campaign and am glad to present them here today. This information campaign started in the beginning of May and will last until the end of 2009.

One more issue to be mentioned is the improvement of legislation. Since 2005, provisions of the Criminal Code ensure separation of the perpetrator from the family. We analysed the application of this provision in practice in 2006 and found unsatisfactory results. Therefore, together with the Ministry of Justice and Ministry of Interior, we made efforts to analyse the reasons of non-effective application of separation orders and made necessary improvements in the legal basis or removed any other obstacles existing. The improvement of legal regulations is among our priorities in combating violence.

Due to the limited time I mentioned just several main issues. But we have already translated our National

Strategy and National implementation measures on combating violence against women in line with the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence* and we sent it to the Council of Europe before leaving for this Conference.

Dear colleagues,

Combating violence against women is a complex phenomenon. The present multi-disciplinary approach responding to violence, covering complex assistance to victims of violence (psychological, legal, social, medical), prosecution and alternative sanctions to perpetrators, awareness raising, education and training of public society and specialists from the respective spheres, information for victims and potential victims of violence, improvement of legislation and procedures of application of legal provisions, consolidation of the role of law enforcement and other relevant institutions, co-operation with NGOs, especially women's crisis centres, are very important. Violence is costly to society and the economy. Therefore, prevention of violence is of crucial importance. Therefore, the Council of Europe's initiative to launch a campaign against violence against women in all of Europe as well as all activities on the promotion of women's rights and gender equality are of the greatest value.

Thank you very much. ★

RENEWED GOVERNMENT ACTION BASED ON
THE COUNCIL OF EUROPE CAMPAIGN TO
COMBAT VIOLENCE AGAINST WOMEN,
INCLUDING DOMESTIC VIOLENCE

Speech: Ms Hijran Huseynova

**Chairperson of the
State Committee for
Family, Women and
Children's Issues, High-
level Official,
Azerbaijan**

Dear Ladies and Gentlemen, Dear distinguished guests, Dear Chairperson,

It is my privilege to be here today at this conference and I would like to express my deep gratitude to the Council of Europe, especially to Mr Terry Davis for organising such an important meeting on such a crucial issue.

The high attention paid by the Council of Europe to women's issues shows the importance and urgency of the problem.

The international community recognises domestic violence as the most serious violation of human rights. In the past 20 years, the prevention of domestic violence has become one of the most urgent topics on the agenda of the global community.

In spite of being one of the frequently discussed problems, domestic violence is still wide-spread and common all around the world. Domestic violence can still be noticed in everyday life in Azerbaijan. The Republic of Azerbaijan, as many other democratic countries, tries to do its best to develop and strengthen appropriate national legislation to fight against all forms of domestic violence.

The Government of Azerbaijan pays great attention to women's issues and to family problems. The first lady of Azerbaijan, Ms Mehriban Aliyeva, being an example for many women as statesman, as a good mother and a good wife in Azerbaijan, contributes greatly to strengthen women's positions in society.

Legislation in Azerbaijan prohibits any form of violence in or threats to the family and provides sufficiently severe sanctions if they occur.

One of the important actions in this field was the establishment of a

working group to elaborate a draft law on domestic violence.

The draft was presented to governmental, non-governmental and international organisations for discussion.

The comments and proposals offered by different organisations were taken into account and relevant additions, amendments and changes were made to the draft. It should be mentioned that the State Committee for Family, Women and Children Affairs closely co-operates in this area with international organisations. The comments of independent experts are very useful and helpful.

Within the framework of this law, it is planned to establish free rehabilitation centers for victims of domestic violence and for its prevention.

After discussion and after revision, the draft Law on Domestic Violence will be presented to Parliament for its reading.

In every society, even in the most developed, women remain a potential object of many forms of violence. Azerbaijan is not an exception. Moreover, as a result of the military conflict over the territory of Azerbaijan (Nagorno-Karabakh), a large number of current citizens of Azerbaijan (including hundreds of thousands of women) became victims of violence and were forced to flee as refugees and internally displaced persons (IDPs). The survey showed that the level of family violence among refugees and internally displaced persons is higher than among other groups of society.

These families are under special supervision and are provided different kinds of support and aid.

The Government of Azerbaijan intends to strengthen its activities on the protection of women from violence. To this end, "The Complex Pro-

gramme of the Republic of Azerbaijan to combat daily violence in a democratic society" (2006-2015) was elaborated. The main objective of the Programme is to decrease cases of domestic violence through special measures in different spheres of private and public life of the population of the Republic of Azerbaijan and to prevent violent forms of behaviour.

The creation of non-aggressive relations in society, morality enrichment, preferring good will to increase tolerance in interpersonal relations along with the prevention of violence is very important. More resources are planned to be invested in the economy of the country in the next few years. The number of employed persons is also expected to be increased due to considerable changes in the economic development. All these factors contribute positively to efforts to combat domestic violence. The issues of domestic violence and early marriages are reflected in the State Programme on Poverty Reduction and Sustainable Development for 2006-2015 and in the draft National Plan of Action on

Family and Women's Problems (2007-2010).

Taking into consideration the wide-spread nature of violence, mostly in the regions of Azerbaijan, the State Committee for Family, Women and Children Affairs, together with UNFPA, carried out awareness raising campaigns to educate and enlighten women on their rights in cases of domestic violence, early marriages and other forms of violence against women.

The project, which was launched on 1 October 2006, lasted until 25 November 2006. As it was mentioned previously awareness raising campaigns were held in four regions of Azerbaijan and they were of great importance.

It should also be mentioned that the State Committee for Family, Women and Children Affairs celebrated International Family Day on 15 May. A number of events aiming to raise the level of the institution of family and to foster family interrelations took place in different regions of Azerbaijan, with a final conference held in Baku.

Mass media is one of the strongest tools to promote the institution of family and to prevent domestic violence. Articles highlighting family issues are placed on the pages of the most popular newspapers. Programmes on family issues and on the prevention of domestic violence are included in almost all central TV channels and aired during the best broadcasting time. The projected TV programme is being created by the State Committee for Family, Women and Children Affairs jointly with UNFPA and will make people think about the origin of domestic violence and use all measures to prevent domestic violence in the family and in society.

I think this is just the start of the big work and I appeal to all countries to unite their efforts to prevent and fight domestic violence.

In conclusion, I would like once again to thank the Council of Europe and express my high appreciation for its support and help in implementing activities which will help us to prevent domestic violence.

Thank you for your attention. ★

Speech: Ms Marceline Naudi

**Chairperson,
Commission on
Domestic Violence,
Ministry for Family and
Social Solidarity, High-
level Official, Malta**

The aim of this paper is to consider the application of the Council of Europe blueprint to Malta.

I will start by making a few brief comments on the general principles of the campaign. I will then go through the recommended measures and delineate ways that these could be applied to Malta. It is important to note that some of these are already happening in Malta, whereas others still require a lot of work.

Introduction

In the introduction of the blueprint several clear and, for Malta, bold statements are made which give a clear message that domestic violence is a social issue of great proportions with its roots and its effects in society. The obligation to prevent and combat this issue therefore lies with the whole of society. The objectives delineated in the document similarly include bold and clear statements which emphasise the role of the Government as well as of society in general. In the Maltese context it is important to note the emphasised link between domestic violence and the surrounding environment, particularly dominant patriarchal societal attitudes which may be militating against women as the gender that most frequently experiences domestic violence. In Malta these issues are rarely publicly linked. It is therefore important that these links are now recognized locally as the reality of domestic violence Europe-wide (including Malta).

The blueprint also includes the following in its objectives, which clearly places an obligation on the state to prioritise the issue of domestic violence.

Protection of women against violence in the family or domestic unit

should be placed at the highest political level in all Council of Europe member states, and should consequently be allocated the necessary financial resources. All member states should be committed to preventing this type of violence, to protect its victims and provide adequate services, legal redress and compensation as well as to prosecute, punish and provide treatment to the perpetrators. In addition, member states should raise awareness of this problem with all available means, in particular through the media and educational curricula.

Measures

The blueprint urges member states to make significant progress during the Campaign in the following areas:

- a. Legal and policy measures
- b. Support and protection for victims
- c. Data collection
- d. Awareness raising

I will be considering each of these four areas individually, identifying areas that require attention.

a. Legal and policy measures

- ▶ review legislation – identify gaps in the protection of women from all forms of domestic violence

The National Commission for the Promotion of Equality is currently embarked on an EU funded project to review the legislation of Malta in relation to gender discrimination. The Commission on Domestic Violence has written to them asking that they include domestic violence in their remit.

- ▶ establish effective legal protection, including protection orders, for all women victims of violence, and

regularly monitor and evaluate its effective implementation;

The Domestic Violence (DV) Act (2006) includes the possibility of the granting of protection orders to women experiencing domestic violence. However, the common use of this order by the judiciary is yet to be seen. Furthermore, even where they are being used, the delay in cases being brought before the court means that possible effective protection for women is being delayed. This is therefore an area that requires further work. The Commission on Domestic Violence will be attempting to monitor the use of protection orders so that it can then make appropriate recommendations in this regard.

- ▶ ensure that immigration laws and administrative procedures do not prevent women from leaving violent relationships due to fear of deportation, loss of legal status or revoked custody over the children;

As things stand, EU citizens are at no risk of deportation etc. If the wife is non-EU and there are children in common then she is usually not at risk since it is considered in the children's best interest to maintain contact with both parents. If no children are involved then there is the possibility that her visa will not be renewed. This is, therefore, an area that needs further clarification.

- ▶ identify and put in place measures to increase the rate of reporting, prosecution and sanctions of perpetrators of domestic violence against women;

The recent changes brought about by the DV Act 2006 now place an obligation on the police to investigate and prosecute (where applicable) all reports of domestic violence. This should increase the rate of prosecution, though it requires monitoring. Guidelines for police officers regarding how to proceed on receiving a report on domestic violence are about to be issued, to ensure appropriate and uniform treatment. Sanctions against perpetrators again should increase proportionally to the rate of prosecution, though again this will require careful monitoring. With regard to measures aimed at increas-

ing the actual reporting of domestic violence, this is to be tackled through raising awareness of the fact that DV is a crime, and that no woman should be expected to put up with being abused. Attention also needs to be given to increasing awareness that anyone can report this crime, i.e. it does not have to be the person who is experiencing it but it could be a third person, such as a relative, neighbour or friend.

- ▶ provide victims with legal aid, psycho-social support and guarantee protection for witnesses;

Women experiencing DV get one free consultation with the lawyer at the agency designated by the DV law, for provision of information and advice on their rights etc. Free legal aid (means tested) is then provided by the Court services, should they wish to avail themselves of this. There have been some improvements made recently in this regard which should speed up the process of allocation of legal aid representation to the case, which until now has been causing delay. This requires monitoring.

Free psycho-social support is currently being provided mainly through the designated agency, though it is clear more resources are needed to provide a more effective service. The psychological services operate a long waiting list and the social work unit have had to, at times, also resort to a waiting list. The NGO's in this field also provide some support for women residing in their shelters, both in the way of social work support through their own staff and also some psychological support through paying for private services through fundraising. In our sister island, Gozo, the local generic social work service also provides social support for the women residing in the Gozitan shelter, and its resources have been recently increased to allow for a more effective service. Free psychological support in Gozo is obtained through referral to the psychiatric services, and since this is available only once a month, a long waiting list similarly exists.

Protection for witnesses, including the women themselves, could be improved. With the new law this could be attained through a protection

order, once the case has made it to court, though as pointed out above, this often takes some time. Police protection via the Vice Squad can be obtained for women attending court, however, this is dependent on human resources available at the time and the provision of transport by the social workers, since the police are unable to provide their own transport. Both these factors militate against the provision. This is therefore something we need to look into further.

- ▶ develop risk assessment and safety planning as standard procedure in crime prevention to prevent violence against women, and ensure special attention is given to high risk victims who face repeated incidents of violence.

Risk assessment and safety planning are a regular part of the work carried out by the social work unit dealing with domestic violence, following which, special attention is given to high-risk cases. This service is, however, mainly given only to those who approach the service for help. More attention may need to be given to including safety advice as part of public service information.

b. Support and protection for victims

- ▶ provide the necessary resources for free 24 hour help lines;

A free 24-hour help line is available in Malta through Supportline 179. This service was originally set up for people experiencing domestic violence but is now a general helpline. It is operated by trained volunteers and managed by the designated agency. Supportline volunteers can also access other emergency services as necessary. Although this service is available to Gozitans, it appears that there may be some mistaken ideas circulating about the helpline and therefore better publicity needs to be issued in Gozo.

- ▶ provide support and advocacy services to all victims of violence and empower women;

This is provided both by the social work domestic violence unit and by staff at the various shelters. However, as noted above, more human re-

sources are needed to increase the effectiveness of this service.

- ▶ provide resources for an adequate number of safe shelters for women victims of violence who have to flee from violence and provide these services with the necessary human and financial resources;

An 'adequate number' is defined in the blueprint as one place in a women's shelter per 7,500 inhabitants. Basing on a population of 400,000 this means we need to provide 53 places in shelters. In the Maltese islands, we currently have 3 first stage shelters and 1 second stage shelter, as well as a woman's hostel that is used as an over-spill when necessary. Between them they provide approximately the needed amount of beds for women and their accompanying children. However if we had to count only the actual 1st stage shelters we would only have 34 places (of which 6 are currently out of action)¹.

- ▶ develop a coordinated well resourced multidisciplinary specialist sector to increase capacity building across core national and local agencies such as health, justice, social welfare and education, in order to provide women victims of violence with immediate, comprehensive and coordinated support;

This is an area we need to work on. Whilst specialists exist in some of the mentioned sectors, most tend to work independently.

- ▶ organise training on domestic violence against women for professionals (e.g. police, medical professionals, judicial officials etc.);

Some training is provided as part of the police cadets curriculum and some is provided for police officers by the social workers of the Domestic Violence Unit of the designated agency.

1. 1st Stage Shelters: *Għabex 4 shared rooms with 15 beds total to accommodate both the women and their children; Merħba Bik 13 individual rooms for women and their children; Dar Carolina 6 rooms for women and their children (currently not available due to refurbishing). 2nd Stage Shelter: Dar Qalb ta' Gesu' 9 individual flats. Women's Hostel: Dar Tereza Spinelli 17 beds in total to accommodate both the women and their children.*

The police commissioner has recently announced that all serving police officers will be undertaking yearly in-service training and the Commission has proposed that part of this training should be on domestic violence.

Some training was provided for medical general practitioners a few years ago. The issue of training around domestic violence needs to be raised again with the various medical professional organisations.

The Judiciary is another area that requires attention. A list of points to be raised in this respect has been drawn up based on the experience of the service users and the workers in the field of domestic violence. Work needs to be done to get these points across to the Judiciary.

- ▶ include the issue of violence against women as a violation of women's human rights and a public health issue in the education curricula of all studies and training for judicial and security personnel, health care professionals, social workers, teachers and others;

The Commission on Domestic Violence has asked the Gender Issues Committee of the University of Malta to request the various faculties, departments and institutes that are responsible for the educational curricula of the above-mentioned professionals to ensure that the issue of domestic violence is covered. This will need to be monitored.

- ▶ encourage at all levels the work of NGOs involved in combating violence against women, and establish active cooperation with these NGOs, including appropriate logistic and financial support;

The Commission on Domestic Violence has set up a sub-committee on service development which includes the main NGO's involved in service provision. The Commission is further meeting individually with other NGO's such as women's rights lobby groups to discuss ways of liaising on the issue of domestic violence.

- ▶ provide financial support, housing, independent rights to residence as well as training and employment to women victims of violence to enable them to freely decide

whether or not to leave their violent partner;

Financial support is currently available to women escaping violence through the provision of social welfare payments, however the amount is often not sufficient to enable independent living. There have also been problems of delay in obtaining payments which have been tackled, though this needs constant monitoring. Housing is provided through the social housing, however this is limited. 2006 was a good year with up to 5 units being provided through various schemes to women leaving shelters. This was however the exception rather than the rule. Work needs to be done to ensure the needed provision for the future. Training and employment schemes are occasionally provided through the Employment Training Corporation (ETC), the local public service employment agency. Again more work needs to be done in this area.

- ▶ encourage the establishment of nationally coordinated and locally based programmes for perpetrators. These programmes must have at their core the need for women's safety and be organised in close co-operation with services for women victims.

The Perpetrator Services of the designated agency provides individual work and group programmes for perpetrators. They work closely with, though separately from, the Domestic Violence Unit which provides services for persons experiencing domestic violence. With the new law providing for treatment orders, more resources are needed to deal effectively with the expected demand.

c. Data collection

The Commission on Domestic Violence is in the process of setting up a sub-committee to deal with research and data collation. Members are expected to include a representative from the National Statistics Office as well as a representative of the designated agency for domestic violence. The functions of the sub-committee will include the measures listed under this sub-heading in the blueprint, as

well as other more locally relevant ones. The commission is also liaising with Amnesty International Malta who is currently undertaking local research on DV.

d. Awareness raising

- ▶ publicly denounce domestic violence against women as a violation of women's human rights and commit to taking action against it at the highest political level;
- ▶ raise awareness on domestic violence against women using all available means, in particular through the media and educational curricula to challenge prevailing gender stereotypes, and discriminatory cultural norms and public opinion about its acceptability;
- ▶ encourage national and community leaders and opinion formers to publicly acknowledge the gravity of violence against women occurring in the family or domestic unit, to condemn its perpetration and the use of custom, tradition or religion to excuse it;
- ▶ support specific awareness raising initiatives aimed at men in order to mobilise them to take an active part in eliminating all forms of violence

against women, including domestic violence.

Various actions have been taken, and will continue to be taken, in this regard. Members of the Commission on Domestic Violence and workers in the field have appeared on local television and radio stations on a number of occasions, raising awareness about domestic violence, and promoting zero tolerance. The Commission has also contributed various articles to local newspapers. We are currently looking at the possibility of running a year-long multi-media campaign including:

- ▶ using locally well-known people such as sports, television and music personalities denouncing domestic violence;
- ▶ working with the designated agency on publicity aimed at men;
- ▶ including a DV story-line in local TV soaps;
- ▶ appearing on local TV and radio discussion programmes (including religious ones);
- ▶ supporting the national association of councillors who are working on a national poster campaign;
- ▶ newspaper articles marking various international days; etc..

The Commission has held meetings, and has others planned, with the religious leaders to encourage them to publicly denounce domestic violence and to provide training on the issue for religious personnel.

Having said this, awareness raising has to be a continual process. Work needs to particularly take place in the higher echelons of power, to ensure the issue receives the priority it deserves.

Concluding messages

The following concluding messages from the blueprint are particularly relevant to Malta and will be kept in the forefront of the work done by the commission.

- ▶ Combating domestic violence calls for joint public action
- ▶ Domestic violence is a human rights violation
- ▶ Domestic violence seriously injures women and damages the whole of society, including future generations
- ▶ Domestic violence calls for men's active participation to combat violence against women. ★

Allocution : M^{me} Ifigenia Katsaridou

**Directrice générale,
Centre de recherche
sur l'égalité entre les
femmes et les hommes,
fonctionnaire de haut
niveau, Grèce**

La violence à l'égard des femmes est un phénomène social complexe, mondialement reconnu, qui présente des dimensions internationales. C'est un symptôme pathologique de notre société et une violation flagrante des droits fondamentaux des femmes. Malheureusement, il s'agit d'un phénomène qui est présent dans toutes les classes sociales et dans toutes les sociétés indépendamment de leur degré de développement ou de leur stabilité politique, de leur culture ou de leur religion. Cette violence est omniprésente aussi bien dans la sphère publique que privée. Elle est un phénomène global qui affecte, par conséquent, tous les pays de l'Union européenne.

Au cours des dernières années, la violence à l'égard des femmes et, notamment, la violence domestique est devenue une préoccupation de la communauté internationale. Depuis les années 80, l'Organisation des Nations unies, le Conseil de l'Europe, l'Union européenne ainsi que de nombreuses instances et acteurs publics et privés intensifient leur intérêt et leurs efforts en faveur des victimes de violence domestique.

La violence envers les femmes dans le cadre familial n'est que la violence invisible qui est exercée derrière des portes closes et est considérée, même de nos jours, comme une question strictement familiale. Elle constitue une violation flagrante du droit à la vie, à la liberté individuelle, à l'intégrité personnelle, psychique et corporelle, à l'égalité devant la loi et à la protection juridique, et à l'égalité au sein de la famille. La violence domestique se manifeste par des actes criminels graves, multiples et divers, qui demeurent impunis car ils ont lieu

dans le cadre de la vie privée et par conséquent, ne sont pas dénoncés.

La lutte contre la violence exercée à l'égard des femmes constitue une priorité politique majeure du Gouvernement grec et un des quatre axes de son action en matière d'égalité entre hommes et femmes. Toutefois, l'élimination efficace de la violence domestique nécessite une coordination étroite des actions de l'État, des autorités locales et des Organisations non gouvernementales.

Le Secrétariat Général pour l'Egalité (SGE) participe à la Campagne du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique. Afin de réaliser cet objectif, des représentants (High Level Official and Focal Point) ont été désignés et un plan d'action, déjà mis en œuvre, a été élaboré.

a. Le SGE a collaboré avec le Ministère de la Justice à l'élaboration de la loi 3500/2006 en matière de lutte contre les violences domestiques, afin de protéger les droits fondamentaux de la femme et de l'enfant. Cette loi engage d'importantes réformes, notamment :

- ▶ La loi sanctionne plus sévèrement les auteurs de certaines infractions commises dans le cadre familial (en particulier dommages corporels, et violence illégale ou menace).
- ▶ La mise en place d'un processus de médiation pénale pour les cas de violences domestiques revêtant un caractère délictuel.
- ▶ La contrainte à l'acte sexuel sans le consentement libre des deux époux est considérée comme un délit.
- ▶ L'interdiction explicite de toute violence corporelle à l'égard de mineurs comme moyen de puni-

tion dans le cadre de leur éducation.

- ▶ L'extension du champ d'application de loi dans les relations de concubinage entre un homme et une femme.
- ▶ La protection des victimes en facilitant d'une part leur accès à la justice et d'autre part, en assurant leur sécurité à l'intérieur et hors du foyer familial. L'éviction directe du conjoint violent du domicile conjugal est notamment facilitée, ainsi que l'interdiction d'accès au domicile et au lieu de travail, au domicile des membres de la famille, au lieu d'accueil et à l'établissement scolaire des enfants, et ce afin d'assurer une protection efficace des victimes et de leurs enfants.
- ▶ Les actes de violence conjugale à l'égard d'une femme enceinte sont également sévèrement punis tandis que l'exercice de violences domestiques constitue désormais une présomption réfutable de l'ébranlement du mariage, en cas d'adultère, de bigamie et d'attentat à la vie.

b. Le nouveau Code municipal et communautaire (loi 3463/2006) prévoit, au titre des nouvelles fonctions des collectivités territoriales de premier degré, la prestation d'assistance aux victimes de violences domestiques et de violences subies par les membres d'un même ménage.

c. Les deux Centres d'Assistance (Athènes et Le Pirée) du Secrétariat Général pour l'Égalité continuent à apporter une aide aux victimes de violences domestiques. Ces deux centres offrent des conseils ainsi qu'un soutien psychologique et juridique.

d. Une brochure a été publiée sur les violences domestiques, traduite en anglais, en albanais, en russe, en arabe et en perse. La traduction de la brochure en arabe et en perse a été jugée nécessaire dans le cadre de la mise en œuvre du Mémorandum de Coopération avec le Haut Commissariat de l'ONU sur les réfugiés en Grèce.

e. En collaboration avec l'Institut de Formation du Centre National d'Administration publique, des séminaires de formation et de sensibilisation ont

été dispensés aux Juges, aux Avocats généraux, aux officiers de police et aux agents de santé et de soins sociaux afin de traiter de manière plus efficace les cas de violences domestiques et de traite des êtres humains.

f. En tant que bénéficiaire final, le Secrétariat Général pour l'Égalité met en œuvre le projet : « Interventions intégrées en faveur des femmes » dans le cadre du Programme « Emploi et Formation professionnelle 2000-2006 » du 3^{ème} Cadre de soutien communautaire, qui soutient activement les femmes dans la recherche d'un emploi et facilite par ailleurs la conciliation de la vie professionnelle et de la vie familiale. Le Programme concerne toutes les Régions administratives du Pays et est doté d'un budget initial de 53 millions d'euros, augmenté de 6 000 000 d'euros en 2006. 9 018 femmes bénéficient au total de ce budget, notamment des femmes sans emploi, tous âges confondus, et dans toutes les régions du pays.

Ce projet concerne principalement des femmes sans emploi mais également des femmes appartenant à des groupes sociaux vulnérables. Il vise à l'améliorer l'accès, le soutien social et la participation des femmes au marché du travail en leur fournissant des services d'information, de conseil, de soutien social et ce, afin de promouvoir leur emploi. Une prise en compte spécifique des femmes appartenant à des groupes vulnérables est prévue lors du processus de sélection des bénéficiaires du projet.

g. Le Centre de Recherche pour la Parité des Sexes (KETHI), placé sous la tutelle du Secrétariat Général pour l'Égalité et financé par celui-ci, a entrepris la mise en œuvre d'un Programme de Prestation de Services d'Accompagnement, intitulé « Amélioration des conditions d'intégration de groupes de femmes vulnérables dans le marché du travail ». Le projet vise à renforcer et à préparer les femmes à l'insertion dans le marché du travail, à soutenir leurs initiatives de création d'entreprise et à promouvoir leur recherche d'un emploi.

Les programmes de prestations de services d'assistance et de soutien juridique offriront aux femmes qui bénéficieront du projet un soutien en matière d'assistance et de conseils juridiques, en matière d'emploi et de création d'entreprise, ainsi qu'en matière de traitement des violences domestiques. Ils seront mis en œuvre dans neuf (9) Régions du pays (Macédoine orientale, Thessalie, Épire, Grèce continentale, Grèce occidentale, Attique, Péloponnèse et Crète).

Dans ce même cadre, les centres d'assistance du KETHI, opérant déjà à Athènes, Thessalonique, Volos et Héraklion sont renforcés. Par ailleurs, cinq (5) nouvelles antennes sont mises en place à Kalamata, Amfissa, Prévéza, Komotini et Alexandroupoli.

h. Le Centre de Recherche pour la Parité des sexes (KETHI), placé sous la tutelle du Secrétariat Général pour l'Égalité, met en œuvre un programme intitulé « Sensibilisation des enseignants et programmes d'intervention pour la promotion de l'égalité des sexes ». Ce programme, doté d'un budget de 25 millions d'euros, s'inscrit dans le Programme Opérationnel « Éducation et Formation Initiale » (EPEAEK II) du 3^{ème} Cadre de soutien communautaire et est développé en collaboration avec le Ministère de l'Éducation nationale et des Cultes. Il vise à promouvoir l'Égalité des sexes dans l'Enseignement secondaire et dans la Formation professionnelle initiale, en introduisant cette problématique dans le processus éducatif par le biais de la mise en œuvre de Programmes d'interventions dans les établissements scolaires.

Depuis l'initiation du Programme et jusqu'à ce jour, 487 partenariats ont été conclus avec la participation de 2 626 établissements scolaires, 4 909 enseignants (dont 34% d'enseignants et 66% d'enseignantes) et 72 696 élèves (dont 47% de garçons et 53% de filles). Au cours de l'année scolaire en cours (2006-2007), 188 Partenariats d'Établissements scolaires ont été conclus, mis en œuvre par autant de Programmes d'interventions, qui accordent une priorité au thème des violences domestiques. ★

INVOLVING MEN IN COMBATING VIOLENCE AGAINST WOMEN

Keynote speech: Mr Chris Green

**Executive Director of
the White Ribbon
Campaign, United
Kingdom, and member
of the Council of
Europe Task Force to
Combat Violence
against Women,
including Domestic
Violence**

Good afternoon.

I'm Chris Green and I'm the Executive Director of the White Ribbon Campaign in the United Kingdom.

The aim of this presentation is to explore why men should be active supporters of anti- violence initiatives and how they can get involved in anti-violence activism.

Firstly, I will look at why it is important to involve men.

Secondly, I will investigate how it is best to approach men in order to mobilise them.

Finally, I will look at the examples of the way in which the White Ribbon Campaign is attracting men and young men to become involved in campaigning.

The statistics about violence against women are of truly horrific proportions. For individuals it is a human rights violation, but for the community it can be called civil war, or terrorism.

The World Bank suggests that globally violence against women causes more deaths and disability among women aged 15-44 than cancer, malaria, traffic accidents or war.

In the United Kingdom, 1 in 4 women have experienced domestic violence, and it has been described by a senior police officer as their "core activity" as 25% of all violent crime is domestic violence. In the United Kingdom alone there are 3.29 million assaults each year against women, which is once every 10 seconds.

A child in a refuge gives some of the reasons they have experienced why men are violent:

- ▶ because children run about
- ▶ because they are jealous
- ▶ because children turn on the TV
- ▶ because people do not do things for them like make dinner

- ▶ because the house was a bit untidy or
- ▶ because women go out.

Here we see the justification for the violence, the excusing for the crime, and also here we can see the first reason why men need to organise- it is men's responsibility- Men commit the vast majority of domestic violence.

Secondly, women want men to organise to counteract domestic violence.

In the short time that the White Ribbon Campaign has operated in the United Kingdom, we have worked with the Government's Women and Equality Unit, WomanKind Worldwide, UNIFEM, National Association of Women's Organisations, End Violence Against Women, Rape Crisis, and the Women's Resource Centre. They and other organisations have all welcomed the involvement of men in the campaign.

Thirdly, men can act as role models for other men in mobilising against the violence. Far too many of our organisations such as the military, business, the church, sport, the arts and politics have men in the most senior positions. These men can act as role models to encourage other men to take the issues seriously and join the campaign.

Moving on from why men SHOULD be involved to why they WILL get involved is crucial in terms of a motivation strategy – in marketing terms it is a move from being INTERESTED in something to taking ACTION about it.

The four reasons why men would want to involve themselves in anti violence against women activities are as follows:

Relational Interest: If mothers, sisters, daughters are suffering the vio-

lence then men are more likely to take action.

Personal Well-being: It is in my interest to live in a peaceful society- one free of homophobia, liberated from strict gender stereotyping which creates huge pressures by dictating the way a man must behave to show he's a man, and free to develop improved ways of relating to women, and new roles as carers and fathers.

Collective interests: The costs of gender inequality and violence are huge – the cost of domestic violence estimated by Professor Sylvia Walby is £23 billion a year consisting of £6 billion easily measurable costs, and £17 billion in psychological, emotional and social costs.

And finally the principle: It is wrong, or in the words of a 10 year old child from a Refuge for Women and Children: "This isn't right and it isn't fair".

A large survey conducted recently in Sweden by Lars Jalmert discovered that Swedish men

- ▶ want to spend more time with children
- ▶ want more men working in daycare centres and schools
- ▶ want Both men and women to be well represented in all workplaces
- ▶ agreed that Men are opposed to male violence
- ▶ liked the idea of gender equality
- ▶ BUT want someone else to work it all out

This is symptomatic of some of the attitudes that you find among men with regard to violence and gender roles.

Yes, we have the desire that something should be done about it, but aren't quite concerned enough to move to the next step and do something about it ourselves – such men believe that "it's an issue for women, isn't it?"

To motivate such men to change attitudes of their friends and relatives, it is of no value to show anti-violence advertisements illustrating women getting abused. These men will quickly pass on to the next page of the magazine, or not read the slogan on the hoarding, as they do not see it as relevant.

As well as the benefits for men that we mentioned earlier, relational, personal, and collective benefits, there are two other crucial parts of the message – it must be positive and it must be relevant.

Positive: Wagging fingers and telling men "Some of you need to change your behaviour" is never going to achieve the results we need. The message must not condone any form of violent behaviour but it should talk about the fact that most men do not use violence, that men want to live in peaceful communities.

Relevant: The communication has to be rooted in the experience and issues facing the men involved.

I want to turn to consider the work of our campaign, the White Ribbon campaign, but it is important before we do that to look at the work of the EU Working Group on Men in Gender Equality. Niall Crowley, the Chair of that group, has provided a list of possible pitfalls in working with men:

- ▶ shifting focus from experience of women
- ▶ empowers men to maintain the status quo
- ▶ contradictions when men's work is not felt to be supportive of women
- ▶ scarce resources
- ▶ not acknowledging diversity of men

This provides a useful checklist to help improve any work being undertaken with men.

White Ribbon Campaign

The White Ribbon Campaign operates in as many as 40 countries around the world, campaigning by men with men to educate and raise awareness and to put an end to violence against women. Each national campaign operates autonomously, and rely massively on voluntary campaigning and fundraising. The campaigns are particularly strong and vigorous in Canada and Australia. All the campaigns operate year round but concentrate on 16 days around the 25th of November, the International Day to Eradicate Violence against Women.

Wearing a ribbon is a pledge never to commit, condone or remain silent about violence against women.

In the United Kingdom there are three strands to our work.

Firstly, mass awareness raising by large scale distribution of ribbons and leaflets around November 25th. Secondly, working to show legislators and politicians that men support the women's movement in campaigning for changes in the law, political work in co-operation with trade unions to change behaviour in the workplace, with city councils to undertake awareness campaigns and promote increased funding for victim support and prevention programmes. Thirdly, media coverage: Celebrity endorsement in order to ensure that the white ribbon becomes a recognised emblem for men wanting a society of gender equality.

These media campaigns are essential to drive the cultural change vital for improvements in the lives of women and men.

We do a considerable amount of our work aimed at young people, for the following reasons:

- ▶ Young women are a high risk group for experiencing relationship violence.
- ▶ The highest rate of sexual offenders is among men 21-25.
- ▶ Adolescence and young adulthood are key times for disrupting negative beliefs before they become ingrained.
- ▶ Opportunity to interrupt inter generational cycle of violence.

In the White Ribbon Campaign we've undertaken some questionnaires with male university students and found that they overwhelmingly felt that they were in a strong position to challenge the existing violence condoning male culture.

How one national campaign took off- the White Ribbon Campaign in the United Kingdom.

We started in the United Kingdom in 2004, very, very slowly, and registered as a company in November 2005, building on the excellent work

that Woman Kind Worldwide had done in white ribbon campaigning.

Our first big campaign in 2005 was with Manchester students.

We obtained sponsorship from a large advertising site owner to place adverts, designed by students near student activity centres. We then also had stands in the students Union next to the coffee bar and offered young men free cakes if they came and did a questionnaire. Afterwards we asked them if they wanted to wear a ribbon, if they were prepared to sign it as a measure of their commitment, and if they agreed to have their photograph taken, which again adds to their commitment. Many of them also gave a donation to the campaign.

In 2005 we achieved the following:

- ▶ 40,000 white ribbons sold
- ▶ worked with 60 organisations in the United Kingdom and Europe
- ▶ contributed to 17 conferences and meetings
- ▶ educational work in universities and youth clubs, and achieved some limited celebrity endorsements.

We are a completely un funded organisation relying upon raising money by selling our ribbons and banners, so without being complacent we were quite pleased with achieving this within our first year.

Then in 2006 I was at a major Health Service conference and a question from a member of the audience was very simple "Why aren't you doing more?"

This is quite an appropriate comment, as most men and women have never heard of the White Ribbon Campaign, or changed their behaviour as a result of our campaigning. So we redoubled our efforts, and received many endorsements from politicians, city council leaders, mayors, judges, police officers and fire fighters.

But young people have different role models.

Therefore, in 2006 we developed our sports campaign, targeting opinion formers within sports clubs. Leading Celebrity players like Paolo Maldini, the Captain of Italy, have also endorsed the campaign. He said:

"To pin the white ribbon on the chest is like taking on the responsibility of Captain, but in the more important game, that of life. Fair play is an attitude that every sportsman must have when one plays a game, and the engagement not to use violence against a woman or a girl, never to raise the hands, and not to use the words in order to hurt and to offend is the attitude that every man must have in life every day. It is important not only for us to hold these attitudes. We must also bring to others' attention and ensure that others – our friends, our relatives and even men we don't know – make this commitment. To be fully engaged we must also take part in critical situations in order to stop violence and must condemn violent behaviour. To wear the white ribbon is like being, at that moment, a team captain, and like a good captain, involvement means respecting the more important values of life. When playing, the violence of one player damages all the team, and, therefore, also in life to ignore violence when we know that violence creates damage for all society. Therefore, we have decided to come down to support absolutely, with you, the White Ribbon Campaign – men against violence."

In 2006, we had four Premiership Football teams, a substantial number of other professional teams, as well as Rugby League and Rugby Union teams supporting the work. Liverpool FC for example ordered ribbons for every member of staff on Match Day, and had a half page announcement in the programme. Peterborough United had a page in the programme, PA Announcements, and young people going around the ground handing out ribbons and parading a giant white ribbon made from material donated by John Lewis.

We are always looking for more sports celebrities in every country to endorse the campaign, in every sport.

We are also working with trade unions, music festivals and are looking for more areas to develop.

Our sports campaign has some momentum now, so we are also moving to operate a campaign in the field of music and clubbing.

We aim to distribute between 250,000 and 500,000 ribbons in November 2007.

Our music campaign has the same approach to ensure that we get the message to where it will be heard, not ignored. We have worked with night-club door supervisors, who see a lot of violence, to provide them with information to hand out to women and men inside the clubs.

In a nightclub where I went to a benefit concert for White Ribbon Campaign, I was expecting to give a talk, but the manager of the nightclub gave a talk for 5 minutes about "Why everyone in the club should be taking action against domestic violence" – a far more effective speaker than I would have been in that situation.

Wearing a ribbon is not enough.

In order that men do not merely pick up a badge or ribbon without knowing about the issues, all our ribbons and badges are now enclosed with a card giving some information about the campaign, the pledge they are making by wearing the badge, and details of the website.

We also undertake campaigning to support cultural change.

Money made from selling ribbons is used to support campaigning women's organisations and show that men care.

Self education is a hugely important step in changing the culture of violence and the White Ribbon Campaign provides speakers for events as well as attending conferences for our own education. We also publish and promote games and exercises to help youth workers and teachers with long-term cultural change objectives.

We support the work of the campaigning organisation Object in campaigning against the objectification of women, and in particular their work to denormalise Lad's Mags and get them reclassified as pornography. We are an official supporter of Reclaim the Night in London.

We have campaigned with North West feminists on anti-rape demonstrations and leafleting, and have been a major speaker at Rape Crisis Conference Scotland.

We are a new organisation and welcome support and suggestions on how best to develop, expand and get the message across that men can be party of a culture of care, that men want to break free from typical stereotypical behaviours of how men

behave and that men say no to all violence.

There is a wealth of experience across Europe from which we can benefit and to which we seek to contribute to the wide array of different messages which need to be used to

make our campaigning develop to make Europe a safer, healthier, happier environment. ★

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MEASURES TO COMBAT VIOLENCE AGAINST WOMEN, INCLUDING DOMESTIC VIOLENCE

TRIED AND TESTED:
LEGAL MEASURES TO COMBAT VIOLENCE
AGAINST WOMEN

Keynote speech: Ms Carol Hagemann- White

**Professor, Faculty of
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1. Legal and social interventions in European policy: The dual aims of empowerment and sanctions

In the *Council of Europe Recommendation Rec(2002)5 of the Committee of Ministers to member states on the protection of women against violence*, member states are urged to ensure that every act of violence against women is punishable, to take swift and effective action against perpetrators, to investigate and prosecute acts of violence, initiating prosecution by the public prosecutor. With respect to civil law, the recommendation is less explicit, mentioning only compensation for damages. Measures of protection, such as banning a perpetrator from the home, are framed as orders or actions taken by the judiciary; there is no mention of the victim's right to request such measures or to decide if these fit her needs. Within the triple obligation of the state – to prevent, protect and punish human rights violations – the role of legal measures is most clearly set forth with regard to punishment.

At the same time, the Recommendation articulates as its fundamental principle that all measures should be based on empowerment of victimized women and their free exercise of basic rights, ensuring all necessary measures of protection, support, and services. Such measures also imply legal frameworks, ranging from civil law redress to the regulation of access to benefits, but they also require services. In all countries that have pursued a strategy to reduce violence against women, it has been found that criminal law measures are never enough, and can be even completely

ineffective, unless the other relevant fields of law are included. Family law, police law, social welfare and labor law are all necessarily involved in securing women's rights and responding adequately to violence. Since legal systems and social institutions differ, such overall strategies must be crafted differently to fit each country.

There are two sides to legal strategy: deterrence and punishment of acts that cannot be tolerated, and protection from harm, including support of recovery and of self-determination for victims. These two interact in a number of ways. Most obviously, sanctions against interpersonal violence are rarely effective unless witnesses are able and willing to co-operate; the victim is not the only, but a prime witness. Precisely because violence against women is a structural problem in society, victims often find it extremely difficult to participate actively in pursuing sanctions. Furthermore, sanctions against the perpetrator can rebound and increase the harm to the victim, for example, when he is made to pay a fine and she is financially dependent on him, or when it is easy for him to intimidate her or take revenge. On the other hand, sanctions serve justice and underscore for the victimized woman that she has rights. To achieve this, however, legal measures must be carefully set up and actively monitored, so that they ensure her safety and well-being throughout.

There is a tension between sanctions and empowerment that cannot be easily resolved. As a growing number of national prevalence surveys show, most of the violence experienced by women is exercised by men within their circle of personal relationships. But people generally hes-

itate to take a family member to court. Overwhelmingly, what women want is to feel safe from further threat of violence – not incidentally, the Swedish comprehensive Act in 1998 was called “Women’s peace”. Strikingly, assessment of the Domestic Violence Act in Luxembourg found that, while the vast majority of the women saw both the police intervention (including eviction of the perpetrator) and proactive advisory services as beneficial, and most of them then took civil and criminal measures against the perpetrator, only half (52%) felt safe in his presence. If this is the case even where women have been supported in a well-co-ordinated network of interventions, how much less safe must women feel before they enter a “chain of intervention” or where this chain is not sufficiently secured.

2. Monitoring and assessment are vital to ensuring good practice

As the complexity of state intervention in personal life emerged, some Governments and agencies have developed procedures for monitoring and evaluation of the impact of legal measures. In Germany, Austria, Switzerland and Luxembourg, new measures and approaches have been accompanied by research-based evaluation studies; there has been evaluation of both services and legal and police measures in England and Wales and in Scotland as well. In the UK, Sweden and Spain, monitoring and inspection procedures within the statutory agency system have been employed to assess whether legal measures were actually working as intended. Such assessments can pinpoint the specific gaps and inconsistencies requiring improvement. When fed back into the agencies, the results are educational for the staff as well.

The research network “Coordination Action on Human Rights Violations”¹ carried out multi-country reviews of evaluation results, summarized in two reports, one on the justice system as an arena for the protection of human rights for women and children², and a second report on agencies and services in the area of domestic vi-

olence, rape and sexual assault³. Together, these two reports – some major findings are to be found in the brief policy paper available on the table here – underline that attention to the interactions among measures is absolutely vital to progress in this area. Providing good practice requires both legislation and services for victims and perpetrators. Legislation determines the means that may be adopted in responding to domestic violence, rape and sexual assault, while services are required to implement legislation. As well as evaluating legislation and services separately, assessing the interaction between the two is essential to the evaluation of good practice.

3. Assessing effectiveness

The actual effects of legal measures depend on the differing ways in which the institutions of policing and justice are organized and on what I call the institutional cultures in which they are embedded. I will discuss this in three areas:

- ▶ Special laws versus incremental legal improvements
- ▶ Protection of victims from further violence
- ▶ Implementation of sanctions.

3.1 Special laws vs. incremental improvements

In the countries where public awareness was raised by women’s voluntary organizations in the 1970s, specialized services for victimized women, and later for girls, were established as a prime foundation for ad-

1. The “Co-ordination Action on Human Rights Violations” is a broad-based collaboration between research institutions, policy networks, and individual researchers from 23 European countries, funded 2004-2007 in the European Commission’s 6th Framework Programme.

2. Humphreys, Cathy and Carter, Rachel: The justice system as an arena for the protection of human rights for women and children experiencing violence and abuse, 2006, www.cahrv.uni-osnabrueck.de

3. Hanmer, Jalna, Gloor, Daniela and Meier, Hanna: Agencies and evaluation of good practice: domestic violence, rape and sexual assault, 2006, www.cahrv.uni-osnabrueck.de

dressing the problem. Legal reform strategies were developed only later, and have been incremental in nature, responding to the inadequacy of routine statutory agency responses and procedures as they came into view. Gradually, with the year 1993 as a watershed, the obligation of states to stop violence against women became internationally recognized. In countries with no long history of woman-centred activism and advocacy services, legislation is being taken up as a lever to begin the needed process of social and institutional change. Based on UN recommendations, there has been a call for specific laws on domestic violence. These are typically laws that define the offences covered, the relationships to be considered “family”, “household” or “domestic”, the penalties and the procedures; and they typically regulate some family-related or social welfare matters not usually comprehended in criminal law. A number of them have been passed or are being prepared in countries that recently joined the EU.

The earliest and in some ways strongest of this type was the Cyprus law enacted 1994, revised and extended in 2002, which considers violence in the family to be an offence against the state. Acts causing physical, sexual or mental harm are punished more severely if they occur within the family than elsewhere. Any act of violence committed in the presence of a child is considered violence against that child, and the spouse is then a compellable witness. Family counsellors are given full police powers of investigation and are directly involved in the prosecution, and public officers of health, education and social welfare are required by law to report “concerns, suspicions or evidence of family violence” to the Attorney General. Thus, social measures are centred on the effort to prosecute perpetrators, based on the interest of the state in eliminating violence from the family sphere.

Laws of this type have been drafted in countries with little previous activity on violence against women. The emphasis may be on protecting the family, rather than protecting women.

The definition of domestic violence often makes no reference to gender and includes child maltreatment, elder abuse, attacks on siblings and other relations as well as abuse of a spouse or cohabiting partner. It is not clear how some very broad definitions of what constitutes "violence", including inflicting emotional pain, will be implemented in legal practice. Will the expansion beyond the traditional categories of punishable offences upgrade or downgrade the "domestic"? Acts that would, in another context, be considered criminal violence, may now be classified as domestic violence and possibly carry a lesser penalty. On the other hand, a number of states have defined violence within marriage or the family as an aggravating circumstance, calling for a higher penalty. Overall, it can be said that a specific law addressing domestic or gender-based violence needs to be carefully designed to ensure that the interaction with existing legal frameworks has the desired effect.

The Spanish *Law on Integrated Protection Measures against Gender Violence* represents such an integrative framework. It is specific, in being directed at adult relationships and gender inequality, and is also innovative in taking a comprehensive, multi-pronged approach, addressing gender violence in context including educational and prevention measures, procedural as well as criminal and civil law provisions, social and economic rights, setting up fast-track specialized courts, and more. Perpetrators can only be sentenced to prison or to community service accompanied by re-education; fines, which often burden the wife, are not possible. Any conviction for gender violence suspends the right to own a weapon, and may exclude the perpetrator from exercising any parental authority for up to five years.

By contrast, the incremental approach, to be found in the UK and Germany, takes up the multiple aspects implicated in violence against women sequentially, sometimes assigning different task forces or ministries to work together on revising the legal frameworks and social re-

sponses. Ideally, the experience and extensive knowledge of women-centred NGO's enters this process with specific focus. Measures such as ex officio prosecution of assault, protecting the victim who testifies against an aggressor, or special protection of children are worked out piece by piece and fitted into existing legal frameworks.

In all cases, whether a specific law is passed or existing law applied and refined, or a combination of both, monitoring is needed to assess, for example, whether the police are investigating all cases that come to their attention, what proportion of cases are actually prosecuted and for what offences, and how courts dispose of the cases. Monitoring is needed in the family court system, to ensure that custody and child contact rulings do not enable violent men to threaten or harm the mother, or the children. Protection orders must be monitored and serious consequences imposed when they are violated. Based on the information given by member states of the Council of Europe on legislation and its implementation, it seems that very few countries have a monitoring system which would enable them to know where the new legal activities are actually leading in practice. Only Spain has set up a central observatory to collect and analyze data on all cases as they move through the policing and legal system; only the UK and Sweden seem to have an inspection system that, at least at intervals, reviews the actions of statutory agencies towards domestic violence and/or towards sexual assault and rape. The UK has computerized police, prosecution and court records, and is now able to "flag" all cases where an offence of any kind is related to domestic violence; this will allow them to track outcomes over time. This is an excellent initiative, but of course, such monitoring can only be as good as the quality and reliability of data entry by the police.

Although many countries have replied that they keep statistics by sex and by relationship between perpetrator and victim, they usually do not disaggregate their criminal statistics by a combination of these facts, so that one

cannot even locate data on homicides by intimate partners by sex across Europe. Without data, there can be no monitoring, and legal strategies are largely guesswork.

3.2 Protecting victims from further violence

Without effective victim protection, sanctions may exist only on paper. The Austrian model authorizes police officers to expel a person who poses a danger to another from the home and prohibit his return for about 10 days, regardless of ownership or whether the persons are related. The decision on eviction and barring orders lies exclusively with the police officers on site, not with the victim, and there are some (although not enough) provisions to enforce compliance. An advisory centre is to be informed about the intervention within 24 hours, and will then actively contact the victim and offer her information and support, including how to obtain a court order that extends the police ban. The model has been evaluated twice, with positive results, and similar measures have been instituted in Germany, Liechtenstein, Luxembourg, Slovenia, Switzerland, and the Czech Republic.

A growing number of Council of Europe member states are introducing measures to evict the perpetrator. Indeed, it is rapidly becoming a common element of strategy. However, a number of states evidently think it inappropriate to give this power to the police. There is a tendency to define barring orders, like other safety orders, as a judicial measure. Such court decisions are unlikely to take effect quickly. Many of them are dependent on criminal proceedings already having begun, usually presupposing that the victim will have made a statement and is prepared to testify before any protective measures are taken. A few laws, and some legal systems, foresee court decisions in certain cases as an emergency measure with an ex parte decision.

Whether or not a court-issued barring or restraining order can be effective will depend very much on the way the institutions of policing and

justice are understood and how and when they interact. In Austria and Germany, eviction by the police was introduced because the police frequently have no power to arrest in a domestic situation; at best they could take a man into custody for 8 hours if drunk or out of control, but they could only keep him until he was calm and sober, so he would soon be back home, probably angry. The only way to protect a woman was to bring her to a refuge, which the police often did. This seems to be different in the UK. Awareness that domestic violence is serious has been met by an increase in police arrest. Common assault has been added to the list of offences for which a police officer can make an arrest without a warrant.

The UK is also setting up specialized courts and aiming to fast-track domestic violence cases. A man may be brought before the magistrate within 24 hours; when the risk for the woman seem high, he can be kept in detention by setting bail very high until trial. To the extent that this system works, or can be made to work by inspection and supervision, it makes the Austrian barring order look superfluous. Why leave the man out there where the woman can never know when he might come back, when you could put him safely in jail?

However, safety is not the prime concern here, but rather branding wrong-doing as such, with a potentially deterrent effect. In actual fact, arrest does not ensure a woman's safety for very long. The magistrate may only schedule a hearing (or pass a serious case on to High Court), or sentence the man to a fine or to community service. In emphasizing arrest, British policy sees the police as reinforcing the law, and arrest as a relatively normal event that can happen to ordinary people. There may be a difference in the cultural perception of the role of policing, and how far it is associated with prevention and protection.

There are also weaknesses to prioritizing an arrest response. It assumes that domestic violence situations include identifiable criminal acts and provide enough evidence for a conviction.

Most cases are handled by a magistrate, who works as a volunteer, and not by a professional judge. Quite a few men will be let off without a penalty, although the conviction rate is rising. For their own safety, women must actively seek protection orders. This disadvantages the more vulnerable women additionally; to avoid this, significant resources must be invested in supporting women. Thus, the British special courts appoint a specialized "domestic violence advisor" and a "sexual violence advisor", whose task is to give advice and support to the victim, both encouraging her to testify and helping her to take measures and receive resources for her safety.

In Germany or Austria, there is a very strong aversion to increasing the police power to arrest, or to "fast-track" convictions. This is founded in historical experience of how police powers or special, rapid-conviction courts can be abused. As paradoxical as it may seem, the choice of the police to issue barring orders is based precisely on concern for strict procedural correctness and presumption of innocence. The police ban is founded on the mandate to protect the life and safety of citizens; it is a preventive measure when there are reasonable grounds to suppose a threat of violence in the home. The fact that an assault has just occurred creates a high probability that further violence threatens, but neither the police ban nor the court injunction requires evidence for criminal prosecution. The police are keeping the peace and protecting people from harm, as they would in case of fire or flood. Criminal accusations must involve the prosecutor, and permit preparation of a defence.

This is also a weakness of the Austrian model: with an immediate means of relief in hand, the police may be disinclined to report crimes and to collect evidence that will stand up in court independent of the victims' readiness to testify. Many domestic violence situations do indeed permit collecting objective evidence, such as photographs of the red marks in her face and the state of the room, statements by neighbours, spontaneous statements recorded on the scene. German evaluation found that the police, even if well-trained in respectful interviewing and using the eviction option, rarely collected such objective evidence. To improve police response, some states in the German federation have trained a specialized domestic violence expert within each police unit to give up-to-date instructions and be available for review of procedure.

The high level of success of the Austrian model – very few bans are contested and the level of violations is low – is probably founded on its clear distinction between the actions of the state and those of the victim, and a balance between the state use of force and respect for the victim's right to decide on her own personal life. The state acts *ex officio* in removing the perpetrator and in giving a specialized social support service the opportunity to contact the victim. It is then up to the woman to use this period of safety and the resource of counselling according to her wishes and felt needs. This carefully thought out balance between the state's clear rejection of violence and the empowerment of victims needs to be explicated for other models as well.

Finally, it should be noted that a preference for rapid punitive measures or for a priority of protection and victim support is not only a matter of institutional cultures: The results differ as well. Protective measures mean that a woman can call the police before she is actually injured, when she recognizes from past experience that violence is brewing. A policy of arrest and punishment is hard to apply until some violence has occurred or been directly threatened. Arrest policies will be more effective in protecting women from highly violent men; risk assessment is vital to this goal. Police barring orders will offer protection that is more uncertain, but meets a wider range of circumstances, and may prevent violence. Where the risk seems high, police in Austria or Germany thus may still bring a woman to a shelter after barring the

man from the home, and the advocacy services then plan for safety with her.

3.3 Implementing sanctions

One of the most striking aspects in the evolution of measures on violence against women across Europe is the tendency to define sanctions without a great deal of discussion on how they may be applied. Nearly all 46 countries in the Council of Europe now penalize rape within marriage, at least nominally. Several member states (Greece, France) have recently lifted the marital exemption, and the remainder may be expected to follow. Yet attrition rates have also been rising. The Regan/Kelly report⁴ based on questionnaire responses from 21 member states for the period 1980-2003 found conviction rates for rape to be sinking – in some cases dramatically – across Europe, while women's reporting of sexual attacks has increased. In all countries (except Germany), when reporting rose, convictions sank. In a number of countries (such as Austria, Greece and Poland), reporting has not even increased significantly over the past 20 years, suggesting that awareness and confidence in the justice system have not improved.

There are still very few states that actually make lack of consent the measure of rape, as in the UK and in Belgium, where it is a sexual offence if the perpetrator either knows that the other person does not consent, or is reckless regarding consent. The UK has been making changes to address the "unacceptably low" conviction rate of 6%, including specialist rape prosecutors, training for the police, and procedural improvements. Such changes were made in Germany beginning in the early 1990s, and this may be a reason why the attrition rate is lower there. In general, evaluations find that specialized units improve the quality of statutory agency responses.

No systematic data are available from any country, to my knowledge, on the proportion of domestic violence offences that reach the courts at all, or that end in conviction. Research

4. Regan, Linda and Kelly, Liz, Rape: still a forgotten issue. Briefing document for strengthening the linkages, London 2003

on files from the State Prosecutor's Offices in Vienna and Salzburg during 2001 revealed that about half of the legal proceedings following bodily injuries were abated. A German study of preliminary proceedings in two different prosecution services (2004) also found that the majority of domestic violence cases were dismissed. In 95 % and 81 % of cases no court action was brought.

Put very simply, sanctions deter crime generally by conveying the notion that acts are wrong and socially not tolerated, and specifically by creating a reasonable expectation of punishment. Thus, most people do not rob a bank even if tempted, because (a) they think it is wrong, and (b) they expect they would probably be caught and the consequences be very unpleasant.

Violence against women is not like robbing a bank. It rests on a foundation of centuries in which men exercised violence towards women – towards "their" women, towards "loose" or "available" women – with impunity. Men who batter or rape do not go to any great effort to conceal what they do, nor do they expect, if apprehended, that anything very unpleasant will follow. As long as they do not actually draw blood, they tend not to consider what they have done as being "violence"⁵, and are thus unlikely to assume that a law against domestic violence even applies to them. Women, on the other hand, mostly recognize acts that hurt and intimidate as being violence.

If our laws, policies and action plans declare that there will be sanctions for domestic or for sexual violence, the law in itself raises expectations among women, while having (at first) no significant deterrent effect on men, as long as they believe that their actions are not punishable. Raising the penalty level is probably not very useful, since it does not increase, and may even decrease the probability that the penalty will actually be applied in any given case. The focus

must be on ensuring (a) that sanctions will be applied, and (b) that men understand that their behaviour will give rise to such sanctions.

Here, the West Yorkshire model of police response to repeat victimization is very promising, and has been assessed as effective.⁶ In essence, it consists in identifying repeat offenders – i.e. men whose use of violence has led to police attendance previously – and establishing an automatic increase in the level of intervention with each repeat attendance. This presupposes a database that will allow police to identify, when a call comes in, if the man has used violence against any woman before. Each level of intervention – beginning with an official warning to the perpetrator and rising to court actions – is accompanied by a (standardized) letter explaining the policy and stating what actions could or would be taken. Many cases can be handled on a routine basis, with only a relatively small number requiring special consideration and discretionary assessment. The model is based on early intervention, and – like the Austrian model, but in a different way – avoids the effort of preparing a case for prosecution when the level of demonstrable harm is still low, yet communicates very clearly to the abusive man that his behaviour is unacceptable and both can and will result in sanctions if continued. As a result, the small proportion of chronic offenders, who are the most dangerous, can be filtered out of the numerous calls and be targeted for high attention and special protective measures.

We know from prevalence studies that up to a quarter of all women experience some physical violence by an intimate partner at some time in their lives. A clear message from the police that this is wrong may help some find their own solution. Knowledge and skills in risk assessment are essential for the police to identify those cases that might call for special protection measures.

5. See Hearn, Jeff: The Violences of Men: How Men Talk About and How Agencies Respond to Men's Violence to Women. London 1998

6. Hanmer, Jalna and Griffiths, Sue: Policing repeated domestic violence by men: a new approach, in: Hanmer, J. and Itzin, C., eds.: Home Truths about Domestic Violence. London/NY 2000

4. From the global to the local and back again

There is a pressing need for *all* European countries to empower women, assist them to escape from violence within the family, and provide resources for advice and practical help. This requires establishing and maintaining woman-centred NGO's to provide assistance and services to victims. Without these, legal action against perpetrators is likely to fail, since women who are intimidated and humiliated will not be able to act as witnesses or to pursue a complaint. Training the police and enforcing high standards of intervention with respect to violence against women also need to be an integral part of the effort. These are all measures that profit from the engagement of actors on site and "close to the ground", bringing all stakeholders to the table to identify

the most pressing needs for action, as well as developing potential for co-operation and designing programs to fit the local circumstances.

In the longer view, the experience in many countries has been that no single measure is, by itself, effective. In recent years, the network approach has moved to the foreground, as can be seen not only in the UK and Germany, where there has also been significant evaluation research, but also, for example, in France, the Netherlands and Slovakia. There is a shift in focus from „measures and programmes“ to developing community intervention strategies through inter-agency co-operation, beginning on a local level. They build on existing services, and on a growing awareness in statutory agencies of the cross-cutting nature of the problem. Building co-operative programmes is a process which grows from strong

roots in local conditions and human resources.

"Tried and tested" is the motto of this afternoon. Let me close by repeating what I said at the opening of this Campaign in Madrid. We can today speak with assurance of standards for good practice. These are developments that have been put to the test in practice and that have proved their practical value across different countries and over time. To attain sustainable change, there must be possibilities for securing protection and imposing sanctions in all areas of the law and with respect to all forms of gender-based violence. A clear legal foundation and the political will to overcome, not to disregard gendered interpersonal violence is essential. Especially for domestic violence, each measure must be examined in the light of whether it increases the safety of victims and their children. ★

TRIED AND TESTED:
PROTECTING AND SUPPORTING VICTIMS

Keynote speech: Ms Rosa Logar

**Domestic Abuse
Intervention Centre,
Vienna, Austria and
WAVE-Network and
member of the Council
of Europe Task Force to
Combat Violence
against Women,
including Domestic
Violence**

- In recent years, many Council of Europe member states have taken important steps to combat violence against women (VAW), including domestic violence (DV), but we still have a lot to do.
- We still can and must do better in preventing VAW, and in protecting and supporting women victims/survivors of violence.
- Let us use the Council of Europe Campaign to take significant steps forward, steps that make a difference to the women concerned!

What is domestic violence against women (DVAW)?

- Violence against women is a specific form of violence; it is "gender-based violence" (GBV).
- In other words, it is "violence that is directed against a woman because she is a woman or violence that affects women disproportionately". (CEDAW Recommendation No. 19 / 1992)
- According to police statistics for domestic violence interventions in Austria, about 94% of the victims are female, and about 94% of the perpetrators are male family members.
- Thus, domestic violence is gender-based violence.
- We have to recognise this in order to be successful in preventing and eliminating DVAW.

Why is it important for Council of Europe member states to be very active in preventing DV against women?

We have many good reasons!

To name just a few:

- Violence against women, including domestic violence, is one of the most serious forms of gender-based violations of human rights.
- It deprives women of their ability to enjoy fundamental freedoms.
- Violence against women represents a serious obstacle to equality between women and men.

(Council of Europe fact sheet on the Campaign, November 2006)

- DVAW always affects children and is violence against children, too!
- DVAW destroys families: The family should be the smallest unit of democracy in our societies; violence makes it a totalitarian prison!
- DVAW is a breeding ground for many problems, including poor physical and mental health, learning problems, substance abuse, general aggressive and criminal behaviour and others.
- Children experiencing violence against their mother have a higher risk of becoming victims (girls) or perpetrators (boys).
- Thus, the problem is passed on from one generation to the next. We must break this vicious circle by adequately supporting victims of DV and preventing further violence!
- Violence against women is not an individual and private matter; it is a public concern, a severe political and social problem.
- It is rooted in the historical power imbalance between men and women that leads to discrimination against women in all spheres of life.
- States have a clear and binding obligation under international and national law to prevent violence

against women and to protect victims.

DVAW concerns us all: it is not about “them”, it is about “us”:

- ▶ Survivors/victims have to feel that their problem is our problem, our concern.
- ▶ They have to feel that we care, that society cares.
- ▶ We ourselves can be or could become victims of DV; the women among us are at far higher risk.
- ▶ Since VAW is so widespread, we all are likely to know a woman in our family or among our friends who is a victim/survivor of violence.

Forms and impact of domestic violence against women

- ▶ In domestic violence, women and their children suffer multiple forms of violence, such as: physical, psychological and sexual violence, isolation, coercion, economic violence, threats and – at the worst – homicide.
- ▶ Women victims of domestic violence are often dependent on the perpetrator in several ways (economic, residence permit, strict family norms, etc.).
- ▶ For various reasons it is not easy but dangerous to leave a violent partner: During separation, violence tends to escalate and almost all homicides are committed at that time.
- ▶ Thus, victims need effective protection and active support when they leave the perpetrator!
- ▶ All of us, including those in my country, Austria, can and must do much better in preventing severe violence and homicides by taking the danger seriously and by providing effective protection to victims – they are entitled to it!

Forms and impact of domestic violence against women

- ▶ Violence leaves scars, on the body and the soul.
- ▶ The partner intends to weaken the victim by using violence, so that she cannot resist or leave him.

- ▶ Violence affects the victim's physical and psychological integrity.
- ▶ If the violence is severe and the victim feels there is no escape ("I will find you anywhere; I will destroy your life."), the "identification with the aggressor" becomes the only survival strategy (known as the "Stockholm syndrome").
- ▶ Violence leads to low self-esteem and can cause depression, substance abuse and mental health problems.
- ▶ Women victims of violence are not to be blamed for it or sanctioned, for instance, by less support and help! They need more and more intensive support!

Forms and impact of domestic violence against women

- ▶ Women are not only victims; they are also survivors of violence.
- ▶ They are not passive, but actively trying to prevent violence, to protect the children, to improve the situation and save the family, to change the men, to seek help and protection, to take steps against the perpetrator and at the same time to avoid negative consequences for the family.
- ▶ Thus: The family and society expect women survivors of violence to fulfill many and often contradictory roles.
- ▶ We need to lift this burden off their shoulders by means of active and effective support and protection!

What we need as survivors of violence

What do we not need?

- ▶ We do not need prejudices, victim-blaming and reactions that put us down and disempower us.
- ▶ We do not need to be stigmatized, e.g., by being labelled as inferior, weak, ill or pathologically dependent.
- ▶ We do not need simple and dangerous advice, such as "Why don't you separate from the perpetrator?"

What do we need?

- ▶ As victims, we need respect, understanding, empathy, active and

effective support and empowering help.

- ▶ Our efforts to survive the violence and to end it have to be recognised.
- ▶ We should not be given the impression that we do not count by being provided with bad services!
- ▶ We are entitled to the best quality support and help.

Thus: A leading question in policy-making and service-provision should always be:

- ▶ What would we need as survivors of violence?
- ▶ Which kind of support would we see as helpful and effective for us?
- ▶ Would we ourselves use the services provided to us by our society?

Quality standards for services

- ▶ Quality standards have been developed by women's NGOs over more than 30 years of providing services to women and children victims of violence.
- ▶ See: WAVE – Network Manuals: Away from violence: Standards for women's shelters
Bridging gaps: Guidelines for multi-agency co-operation
- ▶ Download from: www.wave-network.org

Quality standards – Overall goals of service-provision

The leading principles should always be:

- ▶ There is no excuse for violence.
- ▶ Every woman has the right to a life without violence – whether or not she decides to leave the violent partner.
- ▶ The perpetrator is responsible for the violence and for stopping it. He has to change and to be changed.
- ▶ Society has to use the best and most effective means to stop violent behaviour.

The most important goals of service-provision:

- ▶ Identifying, stopping and preventing violence
- ▶ Holding perpetrators accountable
- ▶ Providing adequate and ongoing support for survivors

- ▶ Providing secure and long-term State funding for women's services

Quality standards – A comprehensive network of services

- ▶ Adequate number of services for all women survivors of violence and their children
- ▶ Sufficient services also in rural areas
- ▶ Easy access to services (widely disseminated information, free transport)
- ▶ Pro-active and outreach services
- ▶ User-/family-friendly services providing comprehensive support for women and their children at one location

(i.e. women's shelters provide comprehensive legal and social counselling as well as practical support and advocacy for women and children)

- ▶ Good quality services (more than a roof over the head)
- ▶ Specialised services for women survivors of violence

Quality standards – Principles of adequate support

- ▶ Advocacy for victims/survivors (to stand side-by-side)
- ▶ Services free of charge
- ▶ Safety as a priority
- ▶ On-going risk assessment and safety planning together with the victim/survivor
- ▶ Pro-active support (maintaining contact with the survivor, visiting her if she is in a crisis situation, showing her that somebody cares and that she is not alone, etc.)
- ▶ Comprehensive support (counselling, legal aid, as well as practical help and assistance (money, job, housing, safety devices, etc.)
- ▶ Crisis as well as medium- and long-term support (survivors decide how long they need support, not the organisation)
- ▶ Support for children

Quality standards – Principles of adequate support

- ▶ Support tailored to the individual needs of the victim
- ▶ Relationships of trust and empathy

- ▶ Empowering support
- ▶ The service as a model: Women supporting women, services run by women
- ▶ Emotional support, understanding and responding to complex fears of the survivor
- ▶ Confidentiality and anonymity
- ▶ Recognition of diversity (services for minority and migrant women, women with disabilities, etc.)
- ▶ Respect and right to self-determination
- ▶ Empowering structures (i.e. democratic structures in women's shelters, participation of survivors)
- ▶ Recognition of the root causes of VAW and structural violence in society
- ▶ Awareness-raising and campaigns as an important part of the work

Good practice: Comprehensive and co-ordinated services

- ▶ Severe obstacles to being effective in supporting victims:
- ▶ Missing or inadequate services
- ▶ Lack of co-operation between agencies

Thus, it is necessary to:

- ▶ create "co-ordinated systems of intervention and support" or "build an intervention/support chain".
- ▶ All services must be closely linked to avoid gaps in protection and support for victims.
- ▶ All agencies must share information and work closely together through joint protocols.
- ▶ Thus, victims/survivors should get fast and efficient support and protection.
- ▶ The functioning of measures and the co-operation should be evaluated regularly.

Building an intervention and support chain as part of our campaign activities

Suggestion for an exercise for the national task force to implement the Council of Europe Campaign:

- ▶ Make a drawing of the intervention/support chain in your country

- ▶ Identify good practice elements as well as gaps, missing links and weak elements
- ▶ Identify not only the elements/links, but also the procedures and the way they are linked to each other (i.e. the police have to inform the intervention centres) and identify gaps in linkage
- ▶ Identify priority areas for concrete changes and improvements
- ▶ Develop and implement a campaign action plan
- ▶ Report to the Council of Europe (let others learn from you and be inspired by you!)

Services needed Necessary links in the intervention chain

I cannot list the many good practice examples from all your countries; I will only list some from Austria; you can find more in the Council of Europe Stocktaking Study on the measures and actions taken in Council of Europe member States.

Link 1: Inform victims/survivors/the public

- ▶ Disseminate information widely about the problem, about laws for protection and services targeting survivors, but also family, friends, colleagues and neighbours and the general public.
- ▶ Good practice: Specific women's helplines and regular national information campaigns
- ▶ At least one 24-hour toll-free women's helpline per country Qualitative standard: See principles of adequate support.

Link 2: Identify the problem in health services and other agencies

- ▶ Good practice: Guidelines and training for health and social services staff, and educators in kindergartens/schools on how to identify and document violence, and how to adequately inform and refer victims, set up special units in hospitals, routine inquiry

Link 3: Provide safe places for women and children who cannot/do not want to stay in their own home

- ▶ Good practice: special women's shelters

- ▶ A network of women's shelters, one shelter place per 7,500 inhabitants

Link 4: Provide counselling and support to all victims

- ▶ Good practice: A network of women's crisis centres;
- ▶ one per 50,000 – 100,000 inhabitants
- ▶ Special services for migrant and minority women
- ▶ Outreach services

Link 5: Protection and support by the police

- ▶ Good practice: Police barring orders
- ▶ Clear operation protocols and mandatory training
- ▶ Police working in close co-operation with victims' services, for example: Austria – police must expel the perpetrator from the home for 10 days

Link 6: Pro-active services / intervention centres

- ▶ Good practice: Authorities and agencies (police, health service, courts) inform intervention centres; these services actively contact the survivors and offer help.
- ▶ Examples: Nine intervention centres in Austria
- ▶ Run by women's NGOs, 100% funded by the Ministry for Women's Affairs and the Ministry of the Interior
- ▶ Concrete improvement of services: 60% increase in funding in 2007!

Link 7: Effective support for all children victims of DV

- ▶ Good practice: support and counselling for children provided at the location where the mother gets support (family-friendly)
- ▶ A support person – "guardian angel" – for every child experiencing violence
- ▶ Involvement of child protection services
- ▶ Custody and visiting rights of the violent father must be secondary; the protection and safety of children must always come first!

Link 8: Measures of protection in civil law

- ▶ Good practice: civil law protection orders

- ▶ linked to other measures, e.g., police barring orders; fast delivery and effective implementation of orders

Link 9: Legal and psychosocial support in criminal proceedings

- ▶ Good practice: Right to psychosocial and legal support free of charge in criminal proceedings (example: Austria)
- ▶ Effective measures to avoid secondary traumatisation; right to compensation; information of the victim about the procedure and decisions, e.g., if the perpetrator is released from pre-trial detention

Link 10: Protection measures in criminal law

- ▶ Good practice: Protection orders within the criminal justice system, for instance, as a condition for suspended sentences

Link 11: Protection for immigrant women

- ▶ Good practice: Independent residence permit, access to the labour market and to social welfare services

Link 12: Intensive support for high-risk victims

- ▶ Good practice: Routine risk-assessment and safety planning; safety devices for victims; multi-agency conferences

Link 13: Effective interventions for perpetrators to stop the violence

- ▶ Good practice: speedy prosecution, protection orders, (court-ordered) anti-violence training

Link 14: Housing programmes and financial support

- ▶ Good practice:
- ▶ Housing programmes for women survivors of violence
- ▶ Right to social benefits, speedy procedures
- ▶ Financial support for installation of safety devices

Link 15: Regional multi-agency initiatives to plan and to evaluate

Overview of intervention chain

- ▶ Link 1: Inform victims/survivors/ the public by means of ongoing campaigns, 24-hour toll-free helpline for women victims of violence
- ▶ Link 2: Identify the problem - guidelines and training for health and social services staff and educators in schools and kindergartens
- ▶ Link 3: A network of women's shelters, one shelter place per 7,500 inhabitants
- ▶ Link 4: A network of women's crisis centres and outreach services, special services for migrant and minority women
- ▶ Link 5: Effective protection and support by the police
- ▶ Link 6: Proactive services/intervention centres
- ▶ Link 7: Effective support for all children victims of DV
- ▶ Link 8: Measures of protection in civil law
- ▶ Link 9: Legal and psychosocial support in criminal proceedings
- ▶ Link 10: Measures to protect victims in criminal law
- ▶ Link 11: Protection for immigrant women, independent residence permit
- ▶ Link 12: Intensive support and effective protection for high-risk victims
- ▶ Link 13: Effective interventions for perpetrators to stop the violence
- ▶ Link 14: Housing programmes and financial support for victims
- ▶ Link 15: Regional multi-agency initiatives as linkage of services at the structural level
- ▶ Other links

Very important: Alternatives to violence

- ▶ Efficient housing programmes (to avoid, e.g., that women have to live with violent partners even after divorce or that they cannot leave the women's shelter because of lack of housing)
- ▶ Support in securing a sustainable living (education and training pro-

- grammes, re-entry into the job market, etc.)
- ▶ For immigrant women, a right of residence independent of their husbands, as well as the right to enter the labour market
- ▶ Visas granted on humanitarian grounds for survivors of violence without proper documentation; no deportation for victims of violence
- ▶ Political asylum for women facing severe violence (e.g., honour killings) in their home countries

Good and successful practice: Public-private partnerships between the State and women's NGOs

- ▶ State agencies alone cannot be successful in ending DVAW.
- ▶ Civil society organisations, especially women's initiative organisations, have a very important role to play.
- ▶ Research shows that countries that have a wide and active network of women's NGOs working in close co-operation with the State achieve better results in developing effective laws and services.

- ▶ Women's NGOs have had many years of experience in providing adequate services to survivors of violence and have developed quality services and standards.
- ▶ Women's NGOs as civil society tend to be critical. This might not always be easy for governments to accept, but it is certainly fruitful for prevention and for the democratic development of our countries.
- ▶ Thus, it is vital to involve women's NGOs.
- ▶ We need public-private partnerships between the state and women's NGOs.

Council of Europe Recom- mendation 2002(5) of the Committee of Ministers to member states on the protec- tion of women against vio- lence - importance attached to NGOs

Council of Europe Recommendation 2002(5) states that member states should review their policies with a view to:

- ▶ "ensuring that all measures are co-ordinated nationwide and focused on the needs of the victims and that

- relevant State institutions as well as non-governmental organisations (NGOs) be associated with the elaboration and the implementation of the necessary measures, in particular those mentioned in this recommendation" (para. I.3)
- ▶ "encouraging at all levels the work of NGOs involved in combating violence against women and establishing active co-operation with these NGOs, including appropriate logistical and financial support" (para. I.4)

Violence is not cost-free. Ef- fective action and prevention pay off!

- ▶ Violence is not cost-free. As we have heard earlier, it costs individuals and society a lot.
- ▶ In order to be successful in the prevention of DVAW, we have to invest adequate financial resources.
- ▶ This is a good investment in the future of our societies and the realisation of women's human rights.
- ▶ Let us use this Council of Europe Campaign to take significant steps forward. Let us not just talk, but also act! ★

TRIED AND TESTED: DATA COLLECTION

Keynote speech: Ms Renée Römkens

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Methods of data collection in stormy weather

The topic of violence against women is subject of history in the making. Only by the end of the 20th century violence against women became a subject of public and political concern. This shift from private to public is historically speaking fairly recent. I have been asked to present a brief overview of international standards in methods of collecting data on violence against women, focusing on measures that have been tried and tested and can be considered a 'good practice'.

Given the relatively young status of the topic as subject of policy and of research, it will not be a surprise that we cannot speak yet of accepted standards that are truly tested and have 'passed'. As in all other respects in this field, be it policy, law or various kinds of social and medical interventions, certainly many things have been tried in research from which we can learn important lessons. In my presentation I therefore prefer to combine caution with ambition: let us have a critical look at what has been done and achieved, in order to make an informed choice on what needs to be done to get to where we want to. In the end we want and need reliable data on core issues in the field of violence against women that provide a solid fundament to build public policy.

I will first address the question of which kind of studies have been conducted to collect data, what are the results and what are the critical issues? I will focus on two kinds of data bases that are available to draw conclusions from regarding prevalence of domestic violence against women: client-based data of agencies and institutions on the one hand, and

population-based prevalence studies on the other. At the end I will draw preliminary conclusions regarding some do's and don'ts when using research in policy development.

Agency-based client data systems

Client-based data systems of agencies refer to the data that agencies and institutions themselves register in their client record systems. Agencies involved are: police, social work, telephone help lines, shelters, emergency rooms, general practitioners et cetera. Usually, this data is used for internal monitoring and evaluation purposes. In the field of violence against women we increasingly hear the call for client-based registration data for external monitoring purposes. When using these kinds of data for external purposes in order to draw a larger picture it is important to underline that this kind of record system is coming from a non-representative sample. So its data are not easily generalisable to the larger population.

The usefulness and relevance of agency-based data bases that are used for surveys depends first and foremost on the quality of the registration (clarity of definitions used, consistency of registering). When input of client data is not automated and depends on the efforts of individual professionals, the quality (reliability) of data can vary easily (due to differences in available time, differing interpretations or qualification of events et cetera). Secondly we need to be aware which kind of questions one wants to answer with the data: are they limited to internal monitoring and evaluation questions or do they go beyond that? Questions of efficiency and effectiveness clearly

have an external relevance as well and can go beyond the local or national level. Research by now has come a long way in developing valid criteria to measure what is considered a successful or effective performance of, for example, the police or victim services.

On a descriptive-evaluative level, agency-based client records can be used to answer different kind of questions that have a high relevance for policy development:

1. *Capacity issues*: how many women make use of agencies? What size of workload does domestic violence entail for these institutions? From an organisational perspective, this data provides a view on the extent and the relative proportion of the workload that domestic violence actually brings about for institutions. It highlights capacity issues that are necessary to substantiate the need for funding. Note that capacity data is often confused (also by policy makers) with *prevalence data*. The amount of clients in a shelter, or numbers of victims that turn to the police are no more than a limited indication of the extent of the problem in the population. For obvious reasons, we only see and count those victims who come out and ask for help. They represent the proverbial tip of the iceberg. Agency records, strictly speaking, provide *internal* prevalence information to the extent that the agency in question has encountered the violence. Although the reliability of registration systems, notably those of the police, is expected to improve over the coming years, any attempt to extrapolate client data to the general population will still be flawed by virtue of the selective nature of the group of victims and perpetrators that actually come into contact with either police, social services or both.

2. *Adequacy of existing provisions*: this touches directly upon several core issues regarding both organisational-internal efficiency and client-oriented external adequacy of offered services. Which kind of help do the victims need and what kind of help can the agencies offer? What are the discrepancies? Where are gaps?

3. *Quality of services*: this requires a more sophisticated and self-critical mode of data-collection. It depends on an operationalisation that should ideally rest upon a mix of objective as well as subjective indicators of quality or success (for example invested time, result of intervention, client's satisfaction, reduction of symptoms, reduction of recidivism et cetera).

Agency-level client record systems could theoretically be an important source for mapping and monitoring developments in policy implementation at the local and national level. However, research in various Council of Europe member states indicates that agency records (from police, shelters, domestic violence support centres) as well as local prevalence surveys are still flawed by an effective failure to keep systematic and/or similarly structured records of clients, as well as by wide disparities in the definitions they apply to the same concept ('domestic violence'). This makes it unclear whether particular variations among registrations (for example between police forces in different regions) reflect differences in the extent of help-seeking behaviour or mere divergences in registration practice. As indicated before: the validity as well as the reliability of client-based registration data depends first and foremost on the quality of the registration system itself (definition clear? Practical to use?) and consistency in using it by practitioners. In both respects we still see huge variations both between and within institutions.

We can conclude that agency based client-data are important and indispensable for local and national monitoring and evaluation purposes. But in order to get reliable and useful agency-based data the development of a data registration system deserves careful attention. Secondly, the implementation of the system deserves training and monitoring (not just monitoring).

Lately, efforts are undertaken to resolve the issue of limited possibilities to generalise agency-based data by using them as a basis for making statistical estimates of national prevalence (capture/recapture analysis). At

this point in time we, however, face a profound inadequacy of many of the existing agency based data. As long as that remains the case they do not yet provide a suitable data base for re-analysis by statistical estimation methods to derive prevalence figures at the population level.

Population-based prevalence surveys

Specific informational value of national surveys

Given the inherent limitations of agency-based data bases we will need representative surveys on the prevalence and underlying determinants of intimate violence in addition to the agency-based data. Both types of data basically serve different purposes and they overlap only partially.

Population research will be needed if we are to obtain reasonably reliable prevalence data that is generalisable to the population. That requires research among a sample that is representative of the population without making a selection in advance of who is victimised. Where agency-based client data can provide an in-depth picture of the problem, a national survey can provide more general sociologically oriented insights into the prevalence, nature, determinants and consequences of violence in private relationships. Note that *Council of Europe Recommendation Rec (2002)5 of the Committee of Minister to member states on the protection of women against violence* indicates that every member state is requested to collect data on a national level as well. Data collection is also an important part of the programme of the *Council of Europe Task Force to Combat Violence against Women, including Domestic Violence* as well. The recently published *Stocktaking study⁷on the measures and actions taken in Council*

7. Hagemann-White, C., (with the assistance of Judith Katenbrink and Heike Rabe), 2006, *Combating violence against women .Stocktaking study on the measures and actions taken in Council of Europe member States*. Strasbourg: Council of Europe, Directorate General of Human Rights.

of Europe member states indicates that a minority of member states have conducted a survey so far. Here lies an important challenge for a number of member states.

Need for national surveys per country

One could raise the question: why conduct population-based survey in each country? Could we not draw from existing surveys to get answers for the larger picture? The first problem we face is the fundamental question of the degree to which research data from different countries on a sensitive topic like violence against women, and domestic violence in particular, can be applied to any other country. Especially when it comes to social determinants, risk factors and help seeking behaviour, research findings may vary considerably between countries, owing to differences in available services and more general differences in societies and political cultures.⁸ The recently published carefully crafted re-analysis of prevalence data from five different national surveys in European countries concluded that due to methodological differences (wording of survey-questionnaires, method of data collection, cultural differences in meaning of violence et cetera) it is at this point in time not possible to draw any scientifically solid conclusion transnationally concerning basic prevalence figures.⁹ Comparing the available population surveys does provide valuable evidence about the overall range within which the prevalence rate can be expected (in particular for violence against women). The

debate on transnational comparability of victim data underlines the importance for continuing ongoing efforts to develop internationally standardised methods of data collection on violence against women. Various comparative research indicates that if we want to achieve a more reliable comparison of data on violence against women, a new instrument that is applicable on a transnational level, preferably co-ordinated internationally, would be necessary. Yet even then we have to bear in mind that cultural and social differences would impact on the findings.¹⁰ However, it is important to bear in mind that prevalence data, no matter how carefully collected, are just that: a figure. It is never the real number. There will always be powerful reasons for many victims to remain silent. And there will be powerful reasons to contest any figure, no matter how careful research will be conducted, in an area that is politically loaded and socially sensitive.

Nonetheless, we will need national surveys, in analogy with the need for both national and international surveys on crime generally. Only national surveys on violence against women can provide the data that have particular specific relevance for national policy development:

1. Prevalence data offer a base rate that is indispensable for solid policy development in general since it pictures nationally the extent of the problem to be addressed. Prevalence data can and probably will be specific for countries, as we can see from the earlier results of efforts to compare outcomes.

2. Only surveys among a nationally representative sample will give a full picture of the level to which victims (or perpetrators) make use of existing services. In other words: only through a representative national survey will we know what the proportion is of the women in the general population who come to either a general practitioner, or the police, or the

social services (or a combination thereof). Furthermore: only through a population-based survey can we discover patterns of help-seeking both within the population of victims (multi-help-seeking) or between groups of victims.

3. National representative surveys can provide data on trends that are connected to larger social developments (that go beyond local agency/institutional changes). Similarly to general crime surveys: we need to replicate domestic violence-surveys in order to monitor and evaluate the impact of our efforts to combat domestic violence.

Concluding remarks

High quality research data is indispensable for any systematic, evidence based policy development. Yet research data themselves are hardly ever self-evident. They too are in need of interpretation. In that respect, a few core questions are important to reflect upon when calling for or relying upon research.

1. What do prevalence figures tell us? And why do we need them? What policy needs to be informed by which data, and how do we handle the limitations that are inevitable in this field? This may seem like pushing an open door. However, we often witness a focus on the quest for prevalence data ('We need to know how many, how often. *The hard data*'). This is understandable and valid since prevalence data do provide a basic insight in the social extent of the problem. Yet, it risks becoming a hollow mantra if we do not acknowledge the limitations and the political context in which they will operate. Figures on help-seeking behaviour (where do women turn to: police, social services?) are just as much as if not more relevant for national policy development.

2. Performance indicators and quality questions: over the past decade there is an increasing tendency to focus on measurable performance indicators to assess effectiveness or success of an intervention or approach. Very often this means that the indicators used are relevant from an organisational point of view.

8. Römkens, R, J. van Poppel et al. (2006), *Preliminary study on domestic violence in the Netherlands. Literature review of research methods and findings on prevalence, determinants, consequences and help-seeking behaviour*. http://www.emancipatiieweb.nl/uploads/2221/Translation_total_small.pdf.

9. Schröttel, M., Martinez, M. et al.(2006), *Comparative reanalysis of prevalence of violence against women and health impact data in Europe - obstacles and possible solutions. Testing a comparative approach on selected studies*. [http://www.cahrv.unionsnabruueck.de/reddot/CAHRVreportPrevalence\(1\).pdf](http://www.cahrv.unionsnabruueck.de/reddot/CAHRVreportPrevalence(1).pdf)

See also,

For example: to evaluate whether the Dutch police is more successful in handling domestic violence, arrest rates are crucial. What does this say about how the victim feels about the intervention? Does she feel supported, or safer? On a different level: is a member State complying with Council of Europe policies when criminalising domestic violence if it does not engage in specific measures to implement these laws by training the police, prosecutor and judges as well? Monitoring success or compliance with complicated policy changes

in a sensitive area often requires more than the use of simple and measurable indicators.

3. Specific questions and limitations of different types of survey- data collection. When considering national prevalence data, there are no definitive answers. We have witnessed more than once that after figures have become available, they become the stumbling block too for others. The methodology of the research becomes the target of critique, followed by questioning the reliability of the figures. Note that it will never be possi-

ble to have 'hard data' that will go uncontested. There is no test passed yet that allows for that certainty.

As the topic violence itself, research on violence against women is inevitably also part of a history in the making. During that historical process we have encountered growing acknowledgement, yet reluctance if not denial of the problem persists as well. So research remains a fascinating challenging enterprise. But given the volatile political context, and the many unanswered questions, we are inevitably in stormy weather. ★

DAY TWO:

JOINT CONFERENCE OF

NATIONAL FOCAL POINTS

AND CONTACT

PARLIAMENTARIANS

Opening address: Mr Terry Davis

**Secretary General,
Council of Europe**

As you know, the Third Summit of the Heads of State and Government of the Council of Europe established a Campaign against violence against women, including domestic violence, as one of the priorities of the Council of Europe, and the Heads of State and Government also decided to set up a Task Force and undertake a Europe-wide campaign to combat this evil. Implementation of the Campaign is a very important issue for the Council of Europe, which is why it relies heavily on you.

Some of you were present at the successful launch of the Campaign at a conference in Madrid last November, and the launch provided an opportunity for us to demonstrate that violence against women, including domestic violence, is one of the most serious violations of human rights. The outcome of the Conference was both positive and forward-looking, and it raised expectations about action by the Council of Europe during this Campaign and about the actions and measures to be taken by member states. You are here to help us to meet these expectations, and it follows that you have a challenging, but rewarding, task before you.

The Governments which you represent must ensure that action is taken to support and protect women effectively. Similarly, the parliaments which you represent have an equally important responsibility to ensure that the relevant legislation is adopted to support and protect these women effectively. We all have responsibilities in breaking the silence about domestic violence, helping the victims and preventing future abuses. To have results we must work together. We must co-operate.

This Conference can help us to reinforce our co-operation. The Committee of Ministers of the Council of Europe has adopted a recommendation to member states on the protection of women against violence. This Recommendation was the first international instrument to propose a global strategy to prevent violence, protect victims and cover all forms of gender-based violence. Our Campaign is an opportunity to take a fresh look at this document and explore ways to implement it in all our countries.

Since the purpose of this Campaign is to make a real difference in the lives of victims, it is vitally important to provide member states and professionals with tools for addressing violence against women and provide women with the right kind of professional help and support. That is why the Council of Europe is organising expert seminars and other events during this Campaign. They focus on topics such as the role of men, legal measures to combat violence against women, services to support and protect the victims of violence and qualitative and quantitative standards for shelters for these victims.

Similarly, lots of activities have taken place within the parliamentary and the local and regional dimensions of the Campaign. Parliamentary Days of Action have already been organised in 25 countries, and Days of Parliamentary Hearings around International Women's Day were organised in 10 countries this year. Several towns and regions across Europe have contributed to the Campaign by organising awareness raising weeks, using the Council of Europe visual image of the Campaign.

You do not need me to tell you that High-level Officialss, National Focal Points and Contact Parliamentarians have a central role in ensuring that the Campaign is successfully implemented in all our member states, but perhaps I can recap the objectives:

- ▶ any and every act of violence against women in our member states must be criminalised;
- ▶ violence committed by a partner or former partner in any of our member states must be considered an aggravating circumstance;

- ▶ our member states should adopt judicial procedures to take account of specific needs such as special courts for domestic violence and specialised units within the police, the public prosecutors or the judiciary;
- ▶ every member state should set up a national emergency help-line, open 24 hours a day, every day and free of charge, for victims of domestic violence;

- ▶ all our member states should set up safe shelters for the victims of domestic violence;
- ▶ it should be publicly acknowledged everywhere that domestic violence is not a private matter, but a human rights violation which is the business of all public authorities and every single individual.

Perhaps in this way, the foundation will be laid for the preparation of the first European legally binding treaty to protect women from violence and prosecute the perpetrators. ★

Allocution d'ouverture : M. Terry Davis

**Secrétaire Général,
Conseil de l'Europe**

Comme vous le savez, le troisième Sommet des chefs d'État et de gouvernement du Conseil de l'Europe a institué une Campagne contre la violence à l'égard des femmes, y compris la violence domestique, et en a fait l'une des priorités du Conseil de l'Europe ; les chefs d'État et de gouvernement ont également décidé de créer une « Task Force » et de lancer un mouvement paneuropéen visant à combattre ce fléau. La mise en œuvre de la Campagne est très importante pour le Conseil de l'Europe, qui compte par conséquent donc beaucoup sur vous.

Certains d'entre vous étaient présents au lancement réussi de la Campagne, qui a eu lieu lors d'une conférence organisée à Madrid en novembre dernier. Cette conférence nous a donné l'occasion de démontrer que la violence à l'égard des femmes, y compris la violence domestique, figure parmi les plus graves violations des droits de l'homme. Porteuse de résultats positifs et ouverts sur l'avenir, elle a suscité des attentes quant à ce qu'accomplirait le Conseil de l'Europe pendant la Campagne ainsi qu'aux mesures à prendre par les États membres. Vous êtes ici pour nous aider à répondre à ces attentes, et vous avez donc une tâche difficile, mais gratifiante à accomplir.

Les gouvernements que vous représentez doivent faire en sorte que les femmes bénéficient d'un soutien et d'une protection effectifs ; de même, les parlements que vous représentez ont pour tâche également importante de veiller à ce qu'une législation pertinente soit adoptée à cette fin. Notre responsabilité à tous est de rompre le silence au sujet de la violence domestique, d'aider les victimes et de prévenir les abus à l'avenir. Pour cela, nous

devons travailler ensemble, nous devons coopérer.

Cette conférence peut justement nous aider à renforcer notre coopération. Le Comité des Ministres du Conseil de l'Europe a adopté une recommandation aux États membres sur la protection des femmes contre la violence. Il s'agissait là du premier instrument international à proposer une stratégie pour prévenir la violence, protéger les victimes et couvrir toutes les formes de violence entre personnes de sexes différents. Notre Campagne offre l'occasion de considérer ce document d'un œil neuf et d'étudier des moyens de le mettre en œuvre dans tous les pays.

Étant donné que la Campagne a pour but d'améliorer vraiment les conditions de vie des victimes, il est indispensable de fournir aux États membres et aux professions concernées des outils leur permettant de s'attaquer à la violence contre les femmes, ainsi que d'apporter à celles-ci l'aide et le soutien professionnels dont elles ont besoin. C'est pourquoi le Conseil de l'Europe organise pendant la Campagne des séminaires d'experts, entre autres événements axés notamment sur le rôle des hommes, les mesures juridiques destinées à combattre la violence contre les femmes, les services de soutien et de protection des victimes de la violence, ainsi que les normes qualitatives et quantitatives concernant les refuges ouverts aux victimes.

De même, beaucoup d'activités ont eu lieu dans le secteur parlementaire de la Campagne comme dans les domaines relevant des pouvoirs locaux et régionaux. Dès cette année, des Journées d'action parlementaires ont été organisées dans vingt-cinq pays, et des Journées d'auditions parlemen-

taires dans dix pays. Des villes et régions de l'Europe entière ont pris part à la Campagne en organisant des semaines de sensibilisation dont l'emblème était l'affiche du Conseil de l'Europe relative à la Campagne.

Point n'est besoin de préciser que les fonctionnaires de haut niveau, les points de contact et les parlementaires de référence ont un rôle essentiel à jouer pour assurer la bonne conduite de la Campagne dans tous nos États membres, mais il est du moins permis de récapituler les objectifs à atteindre :

► tout acte de violence commis à l'égard des femmes dans nos États membres doit être pénalisé ;

- le fait de se livrer, dans l'un ou l'autre de nos États membres, à des violences sur la personne de son partenaire ou de son ancien partenaire doit être assimilé à une circonstance aggravante ;
 - nos États membres doivent prendre des mesures judiciaires afin de prendre en compte des nécessités telles que la création de tribunaux spéciaux pour la violence domestique et d'unités spécialisées au sein de la police, du parquet ou de la magistrature ;
 - chaque État membre doit mettre en place une ligne téléphonique nationale d'urgence, ouverte gratuitement vingt-quatre heures sur vingt-quatre et sept jours sur sept aux victimes de violences domestiques ;
 - tous nos États membres doivent créer des refuges pour les victimes de la violence domestique ;
- Il doit être reconnu partout publiquement que la violence domestique n'est pas une affaire privée, mais une violation des droits de l'homme qui, en tant que telle, concerne tous les pouvoirs publics et chaque individu.
- Cela permettra peut-être de jeter les bases requises pour l'établissement du premier traité européen juridiquement contraignant destiné à protéger les femmes contre la violence et à poursuivre les auteurs d'actes de violence à leur égard. ★

Opening address: Ms Sandra Barnes

**Member of the
Committee on Social
Cohesion, Congress of
Local and Regional
Authorities, Council of
Europe**

Good morning, I am Leader of South Northamptonshire Council in addition to being a member of the Congress of Local and Regional Authorities' Committee on Social Cohesion.

Violence against women takes a terrible, often fatal, toll on women and their families in every town and region across Europe and is much more widespread than many people believe.

What is the one thing that victims of domestic violence have in common? People experience domestic violence regardless of their social group, class, age, race, disability, sexuality and lifestyle. Violence can take a number of forms from sexual abuse to threats, controlling behaviour and bullying, destructive criticism, isolation and harassment. The one thing all victims have in common is that ultimately they live in a town, a municipality or a region with specific municipal or regional authorities who are responsible for their welfare and to whom they should be able to turn for help.

The Congress of Local and Regional Authorities is committed to fighting this violation of human rights and has already taken a strong stand against violence and such crimes as trafficking in human beings. The Congress has also sought to counter gender-based discrimination and the unequal balance of power between the sexes, insisting on the importance of women's participation in political life and their individual voting rights as a means of empowerment and an affirmation of their equal role in society.

The Council of Europe campaign underlines the fact that each of us has a role to play in combating domestic violence – and who is better placed to play that role than local and regional

authorities, given that they are confronted with the direct consequences of domestic violence on a daily basis?

Local and regional elected representatives, their police officers, social workers and administrative employees are on the front line of dealing with domestic violence because they face the immediate impact of domestic violence and provide the necessary services to the women and children who are the most likely victims.

In this Campaign, the Council of Europe Congress takes the maximum advantage of its unique position, representing over 200 000 territorial communities and using its proximity to the citizens it serves.

It urges all municipalities and regions of Europe to make the Campaign to Combat Violence against Women, including Domestic Violence, a priority, by taking an active part, each at their level in the Council of Europe Campaign.

The Congress therefore encourages the organisation of awareness-raising weeks, by participating cities and regions across Europe, including the City of Strasbourg, which can entail poster campaigns and other action such as public debates in schools and town halls. The initiative is being taken up by European cities in many countries – for example, to name a few: Austria (Vienna), Croatia (Sisak), Cyprus (Nicosia), Greece (Servion, Kozani), Iceland, Portugal, Serbia, Spain (Malaga), Turkey (Antalya), Ukraine (Odessa).

Many local and regional authorities across Europe have already introduced initiatives to support and protect victims, often through close co-operation with NGOs. Heidelberg in Germany, for example, has set up an equality office which is responsible for

the majority of its policies against domestic violence. Its town hall provides women with free taxis at night, distribution of mobile phones, self-defense classes and information.

The Congress provides an exchange of examples of good practices among local and regional authorities on a pan-European level, taking into account such initiatives, which are being collected on a website dedicated by the Congress to this issue.

We hope that by sharing our good practices and promoting this campaign as widely as possible we can

inspire as many municipalities, towns, cities and regions to join us and bring about a sea-change in attitudes to this crime which destroys lives and families.

One of the strengths of the Council of Europe is precisely that it can reach every level of Government and civil society. We must join forces in a concerted action against violence. The Congress will work hand in hand with the interGovernmental and parliamentary dimensions of the Campaign to ensure maximum synergy.

As I have said before, and will say again, domestic violence may speak many languages, have many colours and live in many different communities, but one thing remains the same and we, as elected representatives at local or regional level, have a duty to state it: "Domestic violence concerns all of us – it is a public, not a private matter".

To finish I would like to share with you my conviction that as elected representatives we must not only "think right" – but we must above all DO right. 

INTERACTION BETWEEN GOVERNMENTS AND PARLIAMENTS TO COMBAT VIOLENCE AGAINST WOMEN

Keynote address: Ms Carina Hägg

Chairperson of the Sub-Committee on Violence against Women, Parliamentary Assembly, Council of Europe

Dear Chair, Ladies and gentleman

It is my pleasure to address you in my capacity as Chairperson of the Assembly's Sub-Committee on Violence against Women. I am also the Swedish Contact Parliamentarian – therefore I am fully involved in the Council of Europe Campaign in my home country.

The Parliamentary Assembly and the national parliaments are involved in the implementation of the parliamentary dimension of the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence*. In this context, 44 Contact Parliamentarians have been appointed so far. In the past months, many initiatives have been undertaken to raise awareness among members of parliament on the issue of domestic violence. The activities included the adoption of solemn declarations, the organisation of parliamentary hearings, the translation and dissemination of Campaign material to members of parliament, in particular the "handbook for parliamentarians" – a practical tool for MPs developed by the Parliamentary Assembly. The network of Contact Parliamentarians set up by the Parliamentary Assembly should help us identify good practices developed by national parliaments, compare our national experiences and learn from each other.

At the same time, the Parliamentary Assembly has stressed the need to foster dialogue between members of parliament, representatives of the Government, local and regional authorities and NGOs in order to ensure successful implementation of the Campaign at national level.

Let me recall why parliaments have a key role to play in combating domes-

tic violence, why adopting legal measures to combat domestic violence is not enough and how we should promote an interaction between Governments and parliaments to eradicate domestic violence.

I. Parliaments have a key role to play in combating domestic violence against women

Ms Fisher, Chair of the Council of Europe Task Force to Combat Violence against Women, including Domestic Violence, recalled yesterday that "political commitment is needed to eradicate domestic violence". In the Parliamentary Assembly, we strongly believe that members of parliament, elected by the people, can contribute to making a difference and turn political will into public action. Therefore, the Parliamentary Assembly has invited MPs in a first step to denounce publicly and explicitly domestic violence – and second to take all adequate legal measures to combat domestic violence.

This means that members of parliament should ensure that the appropriate legal framework is in place:

- ▶ to punish the perpetrators
- ▶ assist and protect victims
- ▶ prevent domestic violence
- ▶ and adopt comprehensive measures that will promote gender equality policies and contribute to eradicating domestic violence from a structural point of view.

In this respect, the Council of Europe has an important role to play: the legal standards promoted by the Council of Europe and the studies on domestic violence developed during this Campaign are very useful to parliamentarians. They help us identify the legal gaps, amend and adopt the

laws which are needed to combat violence against women. The Committee of Ministers Recommendation (2002) 5 is a valuable source of inspiration.

Efficient and innovative legal measures need to be adopted. In this respect, parliamentarians should for example make use of their constitutional right to initiate legislation. They should amend or adopt laws that should, for example, criminalise rape outside *and* within marriage. They should ensure that violent spouses can be evicted from their home.

Parliamentarians also have a role to play to ensure that Governments table legislation which is in line with international obligations, as domestic violence is a serious violations of human rights that cannot be accepted by the Council of Europe.

II. But adopting laws in not enough

The adoption of legislation is necessary to set up a legal framework and secure individual rights. But adopting laws is not enough – it is certainly not the end of the story. This issue was raised yesterday at the co-ordination meeting of the Contact Parliamentarians. Laws must be good in reality, not just on paper. Parliamentarians must therefore supervise the implementation of the laws and ensure that the laws they adopt are implemented and work in practice. They need to control and monitor the implementation of the laws.

In our discussion yesterday, it was clear that even in the most advanced countries, where model laws have been adopted, the law-maker has to define monitoring mechanisms. In this context, several issues were raised:

- ▶ How can we ensure implementation at all levels of decision-making – this means in municipalities, regions, including autonomous regions in some cases?
- ▶ How can we make sure that the laws adopted by parliament are applied by the judges? Why are so few perpetrators convicted?
- ▶ How do we ensure that the law reaches different target groups, such as women living in cities and

rural areas? Younger and older women?

- ▶ Which administrative measures were passed to apply the law?
- ▶ Was adequate funding allocated to implement the law?
- ▶ How do we ensure that citizens are fully aware of their rights and will make use of the law?
- ▶ What type of monitoring mechanisms should we create at parliamentary level?

III. Therefore interaction between Government and Parliament is needed

What can parliamentarians do to monitor the implementation of the laws they adopt? Obviously, they need to interact with those who are dealing with victims and perpetrators on a day to day basis and question the implementation of the law. It is also our parliamentary duty to table questions to the Government, as I have done myself on several occasions in Sweden.

This is the reason why the Parliamentary Assembly has underlined on several occasions that we need to launch a comprehensive action to combat domestic violence. Governments, parliaments, local and regional authorities, we all need to work together and pool our resources if we want to reach concrete results, such as:

- ▶ create safe houses for victims of domestic violence and their children
- ▶ set up support facilities in police stations to make sure that the complaints lodged by women victims of violence with the police are taken seriously and are adequately processed
- ▶ prosecute perpetrators and remove them from the home if necessary
- ▶ award compensation to victims
- ▶ train staff working in health services, care, police, justice, social and education services

Parliamentarians need to evaluate how the law is implemented by judges, by policemen, social workers, teachers. Involving high level representatives – like ministers – can prove to be very

useful, as we found out yesterday. This constructive dialogue was promoted by the Parliamentary Assembly when proposing the Days of Parliamentary Hearings in March this year. You will hear later today about the initiatives which have been undertaken by my colleagues in Cyprus and Portugal – and I am sure that other members of parliament will share their experience as well.

Parliamentarians also express their readiness to be involved in the preparation of national action plans that should turn political will expressed by the parliament into public action.

Dear colleagues,

Co-operation between Government and parliament is fundamental to ensure that good laws are well implemented.

At our meeting yesterday, Contact Parliamentarians agreed that the *Council of Europe Campaign to Combat Domestic Violence against Women, including Domestic Violence*, is helping to raise the awareness of our parliamentarian colleagues on the issue of domestic violence. At the same time, our Rapporteur Mr Mendes Bota stressed the fact that we need to make “greater efforts to change laws to protect women and to monitor their implementation” and called for greater co-ordination to ensure that laws adopted at national level and international standards are properly implemented.

Our meeting today will provide us with a unique opportunity to meet and find out ways to enhance this co-operation. I am very interested to learn more about national experiences and countries where the interaction between Government and parliament was a success – or why it was not a success. I am sure that this information will be quite useful for all Contact Parliamentarians and could be reflected in an updated version of the “Handbook for parliamentarians”, which the Parliamentary Assembly intends to publish at the end of the Campaign.

I therefore look forward to learning more about your experience. ★

Keynote address: Ms Dubravka Šimonović

Vice-Chair of the Council of Europe Task Force to Combat Violence against Women, including Domestic Violence

As you have already heard this morning, the member states of the Council of Europe decided to intensify their action with regard to combating violence against women, including domestic violence during the 3rd Summit of the Council of Europe. Therefore they decided to set up a *Task Force to Combat Violence against women, including domestic violence* and conduct a Campaign on this topic. The Task Force is composed of eight international experts in the field of preventing and combating domestic violence.

As was pointed out by the Chair of the Task Force, many of the Task Force members are present here today and are prepared to participate in the discussions as experts.

The Task Force was set up to evaluate progress at national level and establish instruments for quantifying developments at European level with a view to drawing up proposals for action. In addition to this, it was also charged with the task of developing the Blueprint for the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence*.

The Blueprint was developed by the Task Force to serve as a roadmap for member states in their pursuit to make real progress at national level to combat violence against women, including domestic violence. The Blueprint contains the notion of violence against women as defined in the *Council of Europe Recommendation Rec (2002)5 of the Committee of Ministers to member states on the protection of women against violence* and clearly denounces it as a violation of the human rights of women. It also sets out the aims, objectives and main messages which form the basis for

action for this Council of Europe Campaign to be implemented through the three dimensions of the Campaign.

To promote action at national level, the Blueprint contains four thematic areas which the member states are urged to make progress on: legal and policy measures, support and protection for victims, data collection and awareness raising. Each of these thematic areas contain detailed objectives against which member states are invited to assess their national situation, identify existing gaps and tackle the challenges with appropriate measures and action.

You may also be aware that a Handbook for Parliamentarians was developed in the beginning of the Campaign as another tool to facilitate the implementation of the Council of Europe Campaign at national level. The Handbook aims to mobilise parliamentarians to combat violence against women. It also sets out concrete examples of what parliamentarians can do and how they can use their power at the parliamentary level and in their constituencies to help victims of domestic violence.

These two guideline documents, so to say, together with the *Council of Europe Recommendation Rec (2002)5 of the Committee of Ministers to member states on the protection of women against violence* will provide you with a solid base to engage in the Campaign and to achieve concrete results during the course of this Campaign. I hope that these documents will be used extensively as reference documents by National Focal Points and by Contact Parliamentarians during the course of the Campaign.

Yesterday, you – National Focal Points and High-level Officials as one

group and Contact Parliamentarians as another group – have shared the progress which has taken place at national level to combat violence against women within the framework of this Campaign. I am certain that you have also shared among yourselves the prevailing obstacles which you have encountered along the way in your efforts in trying to make progress to combat violence against women.

Today, the main purpose is to forge synergies between governmental and parliamentary dimensions of the Campaign. Therefore, you have been brought together here to exchange information, learn from each other and come up with solutions to obstacles and problems which are shared both by governmental and parliamentary counterparts. I am very much looking forward to the discussions and exchange of information as well as joint initiatives which are likely to arise during the course of the day.

There will be other ways to enhance co-operation between National Focal Points and Contact Parliamentarians during this Campaign. As you might know, the National Focal Points as well as Contact Parliamentarians have been requested to submit interim reports on national Campaign action during the coming months. They have also been requested to submit final reports at the end of the Council of Europe Cam-

paign. As a member of the Task Force, I find it very important that these governmental reports will be made available to Contact Parliamentarians and that likewise, the parliamentary reports will be made available to all National Focal Points in order to ensure an exchange of up-to-date information on the Campaign activities and possibly a common ground for further co-operation. On this note, I would like to remind you to make wide use of the special Campaign website which has been created for sharing information on the different dimensions of the Campaign and their activities.

These reports – which complement each other by providing a full accord of national Campaign action – will also provide the Task Force with useful information on the measures and action taken to protect victims, punish perpetrators and to prevent violence at national level. In addition, these reports will also reveal the prevailing gaps and obstacles which prevent you from making progress in eradicating violence against women.

The information we receive on national Campaign action and implementation of measures contained in the *Council of Europe Recommendation Rec (2002) 5* will be of use for the Final Activity Report of the Task Force. This report will contain an overview of the situation in the Council of Europe member states, in-

cluding legislation, services for victims, collecting administrative data as well as prevailing attitudes towards violence against women in society.

This information will also provide a basis for the Task Force to consider, in accordance with its mandate, whether the existing instruments are sufficient enough to eradicate violence against women effectively or whether additional measures and instruments are needed in the future.

Other important sources of information which the Task Force will use as a basis for its assessment are the five multilateral seminars organised this year as part of interGovernmental activities. Two of these seminars have already taken place (the Netherlands: legal measures and Croatia: men's role in combating domestic violence) and three more seminars are yet to be organised (Portugal: data collection; "The former Yugoslav Republic of Macedonia": protection and specialised support for victims and Finland: services needed for victims of violence).

To conclude, I wish you all the best in your efforts to implement the Campaign at parliamentary and governmental level and look forward to hearing your experiences at national level in combating violence against women. **★**

JOINT PARLIAMENTARY AND GOVERNMENTAL
ACTION TO COMBAT VIOLENCE AGAINST
WOMEN

Keynote address: Ms Line Nærnes

**Senior Advisor,
Department of Police,
Ministry of Justice,
National Focal Point,
Norway**

Thank you Madam Chair, distinguished colleagues, Ladies and Gentlemen,

First of all, I would like to thank the Council of Europe for the invitation to be here today.

I am glad to be given the opportunity to present some of the efforts made by the Norwegian Government to combat domestic violence.

Unfortunately, my parliamentary counterpart, Ms Lise Christoffersen, had to cancel her participation on a very short notice. So I am afraid that this time, the Norwegian contribution will mainly focus on the initiatives taken by the Norwegian Government.

Having said this, I would like to underline that the parliament's role in this issue in Norway has been crucial. The parliament has played an important role in elaborating measures to combat domestic violence in Norway. For example, members of parliament raise questions and proposals in parliament addressed to the responsible ministers concerning issues like violence against woman in general, questions concerning legal aid and legislation and questions concerning protection - to mention some issues.

In addition, on 25th November 2006 members of parliament organised an exhibition on violence against woman to raise awareness on the issue both among parliamentarians and the general public.

Introduction

Ladies and gentlemen, let me draw your attention to the efforts of the Norwegian Government.

Domestic violence against women and children is a serious and to some extent hidden social problem, which means that many people live lives of

humiliation and indignity. All use of violence is prohibited under Norwegian law. It is an infringement of basic human rights. Violence and abuse of women and children in close relationships is particularly serious and has far-reaching consequences for the victim. It is damaging to health, self-respect, security, and quality of life and to the victims' ability to and the possibility of having control of their own lives.

The Norwegian Government's view is clear. Domestic violence is unacceptable. It must be prevented, combated and alleviated through measures to help and protect victims and through treatment and prosecution of perpetrators.

Many of the women who are victims of violence, by a present or past partner, have children. Some children are affected directly by violence and are the victims of criminal child abuse. Many more are affected indirectly and grow up in homes where violence is practised.

If the pattern of violence is to be broken, steps must be taken to stop the perpetrator. However, it is the responsibility of the perpetrator to stop using violence. Society has a responsibility to help to prevent the development of patterns of violence, to offer perpetrators help and treatment, and to prevent violence from being repeated and being inherited by children.

Extent of domestic violence in Norway

The extent of domestic violence against women and children in Norway is not known exactly. This applies to abuse of women, physical abuse of children, children as wit-

nesses to violence and child sexual abuse. However, a number of studies clearly indicate that such violence is far more widespread than initially assumed.

In May 2005 the results of a nationwide survey on domestic violence was presented. The Norwegian Institute for Urban and Regional Research (NIBR) conducted the survey. The survey was designed as a mail survey, and the response rate amounted to 59.4 %. The nationwide representative sample constituted 4618 respondents of men and women aged 20 – 54 years.

The survey showed that there is extensive use of physical force and violence in couples in Norway. More than one woman in four over 15 years of age reported that their spouse or cohabitant had used physical force or threatened them with violence on at least one occasion. More than five per cent responded that their partner had done this in the last twelve months. The proportion over ever-partnered woman reporting *severe partner violence* was 9.3 %. By severe violence we mean attempted strangulation, use of weapons, beating head against an object or wall. Barely two percent of the men have experienced a severe violent act.

The number of children who seek shelter in crisis centres with their mother offers an indication of the number of children who grow up in an environment of domestic violence. Out of a total of 4.400 persons who spent the night at a crisis centre in 2005, 1,900 were children.

As part of an effort to raise awareness of the issue of violence against women, the Ministry of Justice carried out a mapping that confirmed the seriousness of the problem both in 2003 and 2005. The project "A week to count" counted the number of referrals related to domestic violence to several services nationwide. The project showed that domestic violence is still a great problem and challenge in Norway. The registration is the first of its kind among the Nordic countries. A total of 285 different offices and units participated in the project. The purpose of the project is to provide a "snap shot" of domestic

violence. This registration is not scientifically based and is not extensive in order to count how many women are annually affected by domestic violence.

Findings

The Ministry of Justice and the Police's registration shows that more than a thousand enquiries were made by individuals experiencing violence from someone in the family or someone they have a close relationship with.

About 2000 children were in the same week reported as witnesses or affected by threats or violence from someone in their immediate family environment.

Most of the children were relatively young, many were under the age of seven.

The perpetrators were mostly men. In about 85% of the cases the perpetrator was a man.

In about 60% of the cases physical violence was reported: threats and other types of harassment occurred in 40 % of the cases.

Legal framework

When it comes to the legal framework, the Norwegian Parliament adopted a penal provision regarding domestic abuse (section 219 of the Penal Code) on 20 December 2005. The provision came into force on 1 January 2006. The legislative amendment modernises and expands the former section 219 regarding domestic violence, which was outdated, difficult to understand and contained some complicated conditions. In the new provision, it is the perpetrator's long-term terrorisation and abuse of the next-of-kin that constitutes the criminal aspect of the act.

Rules regarding ban on contact, etc.: Section 222 a of the Criminal Procedure Act regarding a ban on visits was amended by the Act of 30 August 2002 No. 67 to allow barring persons from their own home. The purpose of this provision is to prevent violence against women and improve the situation for victims of violence. The provision will be particularly relevant when the person who is to be

protected shares a household with the person who is the subject of the ban on visits. An order barring a person from visiting his or her own home may be imposed irrespective of who owns the residence.

The Act relating to amendments in the Police Act pursuant to which persons who are exposed to threats may be given a new identity (fictitious identity) came into force on 1 January 2004. Persons who are in danger of falling victim to a serious criminal act targeting their life, health or liberty may now be granted a new identity (personal identity number). A fictitious identity is only granted if other protective measures prove to be insufficient.

Organisational framework for the work of combating domestic violence in Norway

The responsibility for co-ordinating the Norwegian Government's efforts to combat violence against women lies with the Ministry of Justice and the Police. However, there are a number of issues involved, which cannot be solved, through criminal policy instruments alone. An effective fight against violence requires close co-operation with other central Government authorities with responsibility for health, social welfare and gender equality issues. To meet the need for coordination at central Government level, a cross-ministerial working group has been set up. This group consists of representatives of the Ministries of Health, Labour and Social Inclusion, Children and Equality, and Justice and the Police. As well as ensuring the implementation of action plans, the group will draw up proposals for future efforts to combat domestic violence.

The Action Plan to combat violence against women (2000-2002)

The Norwegian Government's first action plan (2000-2002) to combat violence against women was concluded in November 2003. Focus was directed at improving existing measures and achieving enhanced competence

among all actors. This included competence-enhancement and improved networking at the local level between all responsible actors such as the police, social welfare services, child-care services, staff from shelters, etc. Improved research and routines for registration of information were also in focussed on.

Other measures were :

Competence Centre for Aid to Victims of Violence – A competence centre with Government funding was established in 1996. Its mandate was to disseminate information on violence among professionals and to provide education and strengthen competence in the field. Since 2004, the centre has become a permanent part of a new National Centre of Competence on Violence and Traumatic Stress, established in January 2004.

Commission on Violence against Women - In August 2001, the Norwegian Government established a Commission on Violence against Women. The Commission submitted its final report in December 2003. According to its terms of reference, its final report contains an overview of issues relating to violence against women, proposals concerning the legal system, social services, women's shelters and health care. In addition, the commission has discussed questions concerning children as witnesses to violence.

The Action Plan to combat domestic violence (2004 – 2007)

To continue the work against domestic violence, the Norwegian Government launched a new action plan for the period 2004-2007 in June 2004. The plan places emphasis on reinforcing the forms of treatment offered to women exposed to violence and sexual abuse, focus on immigrant women, on the services offered to children growing up in families in which violence is practised, and on reinforcing measures available to men with problems of violence. While the previous action plan all but lacked a

children's perspective, the new one has given children a main focus.

The plan has four main goals:

- ▶ Reinforcing the interactive competence and knowledge of assistance services;
- ▶ Increasing the visibility of violence in intimate relationships and improving the prevention of violence through behavioural change;
- ▶ Securing victims of violence in intimate relationships the necessary help, protection and assistance;
- ▶ Breaking up the spiral of violence by reinforcing forms of treatment available to perpetrators of violence.

The Police Force

The police is assigned a very central role in the Norwegian Government's efforts to combat violence against women. In 2002, a system of domestic violence co-ordinators was established in each of Norway's 27 police districts. The role of the co-ordinators is to ensure that the police show understanding and insight in their encounters with victims and their next-of-kin.

The system of domestic violence coordinators was evaluated in 2004. The evaluation provided an informative description of the status of the system after two years of functioning. However, the results indicated that there is considerable potential for further development. The degree of priority given to domestic violence varied significantly from one police district to another, apparently independently of the geographical prevalence of this type of case. The National Directorate of the police has developed a strategy for further developing the system of domestic violence co-ordinators with a view to eliminating the differences between districts.

Mobile violence alarm

The police has developed several tools to be able to offer better protection to victims of domestic violence.

On 1 January 2004, the police initiated a nation-wide system of mobile violence alarms. Used in combination with other measures, mobile violence

alarms are intended to give persons under threat of violence greater freedom of movement and help prevent violence and threats. The alarm system is based on two geographical positioning systems (GPS and GSM) to ensure that the police can locate the person under threat as accurately as possible. When the alarm is triggered, the person concerned can communicate directly with the police operations centre. To ensure that the system is used effectively in every police district, the Directorate of Police has drawn up special guidelines for the provision of mobile violence alarms. A special information brochure and instruction manual have also been prepared for the threatened victim. As of May 2007, a total of approximately 1,700 alarms were in operation.

Pilot project for a “reverse alarm” (electronic monitoring) for violent offenders.

The Ministry of Justice has established a working group to report on the implementation of a pilot project involving the use of electronic monitoring in the case of persons who have violated a ban on visits. The working group has been asked to present proposals regarding the type of electronic monitoring that should be used in the project and to study the need for, and make proposals regarding, solutions for organising electronic monitoring. The working group is to draw on the experience gained by the UK, and Spain, both which have tested or are in the process of testing the use of electronic monitoring of persons who have breached a barring or restraining order. The report is to be finalised in 2007, and the pilot project will begin in June 2008.

Advisory offices for crime victims

The system of advisory offices for crime victims was established in 1996. The offices provide advice and counselling for victims of criminal acts. As of May 2005 a total of ten advisory offices had been opened in Norway. In addition to these offices, a three-year pilot project for a support centre for

aggrieved persons was initiated in Trondheim (2004-2006). The project staff, who are located in the Trondheim police headquarters, offer support for both victims and their next-of-kin. In this project decisive importance is attached to developing close collaboration with the municipal support services.

Rape

Rape poses a special challenge for the legal system and health services. Both the frequency of reported rape and the number of reported rapes that culminate in a conviction are low. Furthermore, surveys have shown that health services for rape victims vary significantly in terms of quality, content and organisation. Through measures in the Action Plan, services for rape victims are to be improved by strengthening health services at the local and regional levels. At least one inter-municipal reception centre for victims of violence and rape victims is to be established in every county.

The current Government stated in its political platform (the Soria Moria Declaration) that it intends to appoint a broad-based public committee to report on the situation of women who have been subjected to rape or other types of sexual violence. The committee, which was appointed in August 2006, will identify factors that contribute to rapes not being reported, propose measures and strategies to increase the rate of reported rape, assess how alternative conflict resolution strategies can be applied in rape cases and assess the situation of rape victims, both female and male, with various disabilities, minority backgrounds or, in particular, experience of prostitution.

The director General of Public Prosecutions has carried out a study of legally enforceable judgement in rape cases that ended in acquittals for the two and a half year period from the beginning of 2003. A working group has examined the quality of investigations and prosecution work in these cases. The final report was launched in February 2007.

The report gives a good description of the situation, and shows that there were 2,600 reported cases of rape during the period in question. 428 of these cases, or 16%, were prosecuted and of these 316 ended in a conviction. Thus in 84% of the cases a decision was made not to prosecute.

The working group concludes that the quality of investigation and prosecution of rape cases in Norway, is mostly high, but there is a possibility that negative and incorrect attitudes and myths about rape and rape victims affect the results in some of the cases. Examples of such myths are the following: only certain kind of women become victims of rape, women with high moral standards are not exposed to rape, many women report rapes which have not taken place, rape is committed by persons unknown to the victim, heavy violence is used in connection with rape, prostitutes cannot be victims of rape, rape does not occur between husbands and wives.

The report indicates that these myths and attitudes may be held, consciously or sub-consciously by some police officers, public prosecutors or judges, and that such attitudes may influence the way in which cases are handled.

The working group has made a number of recommendations to strengthen the position of rape victims. Various measures are proposed, aiming at increasing levels of competence among professional groups involved, such as police officers, public prosecutors and judges. In order to improve the ways in which rape cases are handled and ensure coherent and uniform processes, the report suggests that sexual crime co-ordinators or a sexual crime team be appointed in every police district. In addition, the working group has proposed to develop an electronic manual for the police in order to improve the way in which rape cases are handled.

In co-operation with the National Police directorate the Ministry of Justice and the police is considering how the recommendations may be followed up.

Men as perpetrators of violence

The Action Plan to combat Domestic Violence emphasises that efforts must also focus on the person committing the violent act.

Punishment alone is not the right solution for violent men, even though it is important that society also impose penalties in order to underscore that an act of violence is a breach of law and an abuse of rights. Both public and private institutions offer treatment for men who commit domestic violence. However, the services are unevenly distributed geographically and the treatment programmes have not been evaluated satisfactorily. Through measures in the Action Plan, treatment programmes for perpetrators of violence will be developed and made available all over the country. Furthermore, male inmates who have a problem of violence will be offered treatment by the ordinary health services and various programmes run by the Correctional Service with the aim of changing their behaviour. Examples of such programmes include group therapy based on the Alternative to Violence model, stress management groups and anger management groups.

As a way of preventing violence and helping men *before* they reach the stage when they resort to violence, the Government provides funding for the Resource Centre for Men (REFORM). REFORM has drawn up proposals for ways of preventing the use of violence.

Further action

Finally, the Norwegian Government is planning to launch a third plan of action to combat violence against women in November 2007. As part of developing the plan, the ministry will invite NGOs, politicians and researchers to a seminar to discuss which aspects are to be included in the new plan of action. This seminar will take place 18 June 2007. ★

MULTI-AGENCY
CO-OPERATION TO COMBAT
VIOLENCE AGAINST WOMEN

Allocution : M^{me} Gemma Gallego

Juge, Madrid, Espagne

Tout d'abord permettez moi de vous remercier pour cette charmante invitation.

Je serai assez brève dans mon exposé afin de vous permettre ensuite de débattre.

Je vais commencer par un rappel historique, car celui qui ne veut pas se remémorer son histoire, est condamné à la répéter et parce que, du point de vue historique, en Espagne, jusqu'à la seconde moitié du XX^e siècle, la violence à l'égard des femmes – qui est aujourd'hui la première sur la liste des priorités politiques, des initiatives législatives, des études scientifiques et des médias – ne suscitait alors aucun intérêt dans ces domaines.

Au Moyen Age, ce qui préoccupait les juristes de mon pays, ce n'était pas la légitimité de la violence à l'égard des femmes, mais le degré de violence que l'on pouvait appliquer à l'épouse et qu'elle pouvait admettre ou tolérer.

Durant les XVII^e et XVIII^e siècles, la jurisprudence espagnole n'a considéré que la question du droit de l'époux à corriger physiquement sa femme.

Jusqu'au XX^e siècle, notre société a distribué les rôles entre l'homme et la femme en fonction de leur sexe de telle sorte que l'on a transmis de manière consciente ou inconsciente et qu'on a éduqué la femme à l'obéissance, la passivité alors que l'homme était synonyme de force, et cette distribution des rôles s'est reflétée dans les normes juridiques de notre pays jusqu'à très récemment.

Un exemple de tout ce que je viens de dire figure dans la Loi de 1958 relative à la capacité d'agir de la femme mariée. Une loi où le législateur exprimait textuellement comment cette dernière devait obéissance à son mari, puisque l'époux était celui qui pos-

sérait « le pouvoir de direction que la Nature, la Religion et l'Histoire avaient attribué à l'homme ».

Les profondes transformations politiques, sociales et structurelles qui ont modifié la société espagnole au cours de ces vingt dernières années et surtout l'émancipation de la femme aux plans personnel, familial, professionnel et social, impliquent un changement des rôles traditionnellement attribués à l'homme, qui ne sait réagir qu'avec violence et force et de manière agressive lorsqu'il considère que son « statut » de domination, son autorité peuvent être en danger.

La transformation de l'Espagne en Etat de droit, social et démocratique ainsi que son entrée dans l'Union Européenne, peuvent être attribuées, sans doute, à l'influence directe des résolutions des différentes Organisations internationales sur les activités quotidiennes des pouvoirs publics.

Il est évident que la campagne « Tolérance Zéro contre la violence à l'égard des femmes » du Parlement Européen, les recommandations de l'Assemblée Générale de l'ONU dans les années 1997 et 1998, traduisant les préoccupations à l'égard de ce grave problème et incitant les gouvernements à examiner leur législation, leurs procédures et les principes ayant inspiré les pratiques juridiques en vigueur en matière pénale ont eu une influence immédiate sur la prise en compte du problème comme problème « public », non seulement parce que ce n'était déjà plus une question privée concernant uniquement la femme ou la famille qui subissait cette violence, mais parce que ce problème devait impliquer la totalité des pouvoirs publics composant un Etat démocratique.

C'est pour cela que des plans d'action spécifiques ont été envisagés et qu'en 1998, le pouvoir exécutif a élaboré et adopté le I^{er} Plan d'action contre la violence domestique qui restera en vigueur jusqu'en 2000.

En 2001, ce premier plan a été prolongé par un II^e Plan global contre la violence domestique et, pour la première fois, le pouvoir judiciaire, au travers de son organe ministériel, a adopté un Accord sur la question de la violence domestique qui se caractérise par une approche approfondie du problème en étudiant les données de la situation réelle pour prévenir les déficiences structurelles et pour aider ainsi à trouver les solutions les plus adéquates pour son éradication.

En Septembre 2002, un Accord pour la création de l'Observatoire de la violence domestique a été signé entre le pouvoir judiciaire – lequel désigne trois magistrats experts, dont je fais partie – et les Ministères du Travail, de la Justice et des Affaires sociales, auxquels vont se joindre ensuite les différentes Communautés territoriales espagnoles et le Procureur Public.

Après deux ans d'existence, l'Observatoire reçoit une nouvelle dénomination « contre la violence domestique et de genre », se positionnant ainsi formellement contre la violence de genre.

En mai 2003, le pouvoir législatif, avec l'accord des différents groupes du Parlement espagnol, prépare un nouvel instrument juridique pour la protection des droits des victimes, établissant « l'Ordonnance de protection » qui régit le statut de protection totale et immédiate de la victime et ordonne une série de mesures de nature civile et pénale pour sauvegarder son intégrité physique et morale.

Cette ordonnance de protection s'inspire du « *protection order* » des pays Anglo-Saxons comme les Etats Unis, l'Australie, mais ce mécanisme regroupe non seulement les aspects civils – selon le modèle « *peace bond* » édicté par le juge aux Affaires familiales – mais aussi les aspects criminels du « *restraining order* » émis par le juge aux Affaires pénales.

Découlant directement de la volonté du législateur de combattre la violence de genre par la répression, on a ensuite réformé la loi de procédure pénale qui a introduit le « jugement rapide » des délits de violence à l'égard des femmes, en coordination avec l'activité de la police qui dispose de l'ordre du jour du Tribunal et signale directement l'heure du prononcé du jugement.

Le Code pénal a également fait l'objet de réformes afin de renforcer les peines infligées aux agresseurs.

C'est en 2003 que le Parlement espagnol a approuvé, encore une fois à l'unanimité de tous les groupes politiques, la Loi 1/2004 relative aux « Mesures de protection intégrale contre la violence de genre », texte qui a repris l'expression formelle et la définition de la IV^e Conférence Mondiale des Femmes (Pékin, 1995) et propose un traitement global du problème en offrant un diagnostic complet des causes ainsi que des réponses multidisciplinaires fondées sur les recommandations internationales.

On a dit de cette loi que c'était une loi « réformatrice des lois » puisqu'elle concernait différentes jurisdictions et essayait de coordonner la législation civile, criminelle, administrative et du travail.

Sans vouloir abuser de votre temps, il est aussi intéressant de s'arrêter sur le chapitre relatif aux mesures de sensibilisation, prévention et détection de la violence, qui seront développées par des plans postérieurs dans les domaines éducatif, sanitaire, de la publicité et des moyens de communication.

La loi établit les droits des femmes victimes de la violence de genre : droit à l'information; droit à l'assistance juridique gratuite de collèges d'avocats qui ont établi un service de garde; droit à l'assistance économique et sociale – aides à l'accès au logement ou résidences pour le troisième âge – droit au travail et aux prestations de santé publique, droits économiques.

De plus, le III^e Titre de la Loi dispose de la tutelle institutionnelle, avec la création d'une Délégation spéciale du gouvernement à l'Observatoire de la violence domestique, qui établit à la

fois les différents principes d'action des agents de la Sécurité de l'Etat dans ce domaine et organise la coopération avec d'autres administrations territoriales pour la mise en œuvre des plans de prévention, d'assistance et de répression.

Enfin, les chapitres relatifs à la tutelle pénale et judiciaire apportent la principale nouveauté et la plus sujette à polémique :

- ▶ la création de tribunaux spécialisés contre la violence à l'égard des femmes, qui ont une compétence exclusive en matière pénale, mais qui traitent aussi des aspects civils qui en découlent.

Cette matière, qui concerne 43 des 72 articles de la Loi, met en évidence que le législateur considère encore que la solution à ce phénomène doit être abordée comme un problème répressif relevant du droit pénal.

Cette création, qu'il faut saluer, obéit à plusieurs raisons de différente nature :

- ▶ du point de vue de la victime, on peut ainsi éviter la dispersion de ses plaintes et éviter qu'elle n'ait à se déplacer auprès des différents tribunaux, civil et pénal, pour trouver les solutions à ses besoins personnels et économiques ;
- ▶ la connaissance, par un seul juge, de tous les « problèmes » d'une même femme et d'une même famille, va permettre une réponse plus juste et plus adaptée aux circonstances de chaque cas ;
- ▶ d'autre part, on pourra offrir une formation mieux adaptée et spécifique à tous les opérateurs juridiques : médecin légiste, procureur, psychologues pour l'assistance aux victimes, ainsi qu'à tous les autres fonctionnaires en charge de cette question.

La mise en oeuvre de ces tribunaux a certes soulevé des critiques, puisque trois semaines après leur entrée en fonction, ils étaient pratiquement paralysés à cause du manque de dotations budgétaires lors de leur création.

J'ouvre maintenant la discussion et je reste à votre entière disposition pour tout commentaire additionnel. ★

Allocution : M^{me} Angela Nake

**Association
européenne des
femmes juristes,
Compagnie juridique
Menz et associés,
Allemagne**

1. La législation allemande sur la protection contre la violence

La loi allemande concernant la protection contre la violence est entrée en vigueur le 1^{er} janvier 2002. Elle contient des droits individuels liés avant tout à une défense en droit civil contre des actes de violence, une loi de protection pour les victimes, comme l'interdiction de les approcher, de les contacter par téléphone ou tout autre moyen. Mais elle contient aussi la possibilité d'assignation d'un logement et par conséquent l'éloignement de l'auteur des violences. L'application de cette loi est protégée selon le § 4 de la loi sur la protection de la violence, ce qui signifie que toute infraction à cette loi est punissable et que son auteur peut faire l'objet d'une sanction pénale.

Des commissions spécifiques ont été créées au sein du Parquet pratiquement partout, ce qui a permis d'imposer la concentration des expertises nécessaires à la procédure. Depuis 1998, dans le cadre d'enquêtes sur le thème « *Best Practice* », l'université d'Osnabrück conduit une étude à ce sujet, subventionnée par le Ministère de la Famille. M^{me} le Professeur Hagemann-White l'a déjà mentionnée.

L'équipe de recherches de WiBIG a accompagné, sur le plan scientifique, le projet d'intervention contre la violence familiale à Berlin et a conduit en plus un programme de recherches sur la coopération et la coordination de la protection lors de cas de violence sur une durée totale de 6 ans.

Les points principaux en sont :

- ▶ les offres d'accompagnement en cas de violence domestiques et leur utilisation,

- ▶ les interventions policières et pénales en cas de violence domestique,
- ▶ un travail avec l'auteur de violences dans le contexte d'un pacte de coopération
- ▶ contre la violence conjugale,
- ▶ l'obtention d'un résultat positif de coopération et de coordination d'une intervention et son accompagnement dans le cadre de tables rondes et de projets d'intervention,
- ▶ l'organisation et la réalisation de congrès spécialisés,
- ▶ l'organisation de forums ainsi que
- ▶ la mise en place et la réalisation d'une coopération.

L'interconnexion est visiblement réussie dans une grande partie des « Länder ». Cela est valable aussi bien pour le réseau horizontal des professions concernées par la violence familiales sur un niveau, que pour le réseau vertical des différents niveaux. Ce qui est frappant, c'est l'absence totale d'implication de juges (civil et pénal) dans cette infrastructure.

Pour justifier cette situation, on évoque le principe de sauvegarde de l'indépendance de la justice.

2. Moyens mis à la disposition de la police

Expulsion

L'auteur de violences doit quitter le domicile familial sur ordre de la police. Le retour lui est interdit pendant un temps déterminé, souvent de 10 à 12 jours, avec une prolongation lorsqu'il est prouvé qu'une procédure de protection contre la violence est engagée, mais qu'aucun verdict n'est encore rendu. Une expulsion ne peut être prononcée que lorsque d'autres actes de violence sont susceptibles d'être

imminents ou prévisibles dans un avenir très proche, et qu'ils représentent une menace réelle pour la victime. Pendant la durée de l'expulsion, l'auteur doit trouver un logement, à ses frais. Les clefs de son ancien logement seront confisquées et conservées par la police.

Pendant le temps de l'expulsion, la victime doit se remettre, se faire conseiller et éventuellement engager une procédure civile ou pénale.

Détention provisoire

L'auteur de violences restera en détention provisoire tant que le danger persistera. Par exemple, dans le cas où le ou la coupable refuse la mesure d'expulsion ou bien dont l'état, sous emprise de drogue ou d'alcool, représente un grave danger pour la victime.

Interdiction de prendre contact

Pour éviter une plus grande exposition à d'autres dangers, la police peut interdire à la, au coupable tout contact avec la victime, voire avec les enfants qui seraient touchés. Il s'agit non seulement d'un contact physique, mais aussi d'autres contacts comme par exemple via téléphone, courrier ou internet.

La loi sur le harcèlement est entrée en vigueur le 31 mars 2007. Selon le § 238 du code pénal, elle protège contre toute poursuite. Tout individu exerçant des poursuites non autorisées envers autrui, telles que la recherche persistante d'un rapprochement en usant de tous les moyens de communications, télécommunications ou en faisant intervenir des tiers, ou encore l'utilisation abusive de coordonnées personnelles lors de commandes de marchandises ou de services pour lui-même et en les transmettant à des tiers, ou encore l'exercice de menaces sur son existence, son intégrité corporelle, sa santé ou sa liberté, ou sur tout autre proche de son entourage, ou enfin qui envisage tout autre comportement comparable représentant une grave entrave à l'existence, se verra infliger une peine d'emprisonnement de 3 ans maximum ou au versement d'une amende.

L'ancienne critique de la loi de la protection contre la violence concernait la répartition des compétences entre le droit de la famille et le droit civil dans un seul tribunal commun. Avec le nouveau code familial qui doit entrer en vigueur en 2009, toutes les procédures seront présentées au tribunal des affaires familiales. De même, l'exécution des peines doit être, à l'avenir, améliorée.

3. Coopération et travail interprofessionnel

Environ 45 000 femmes se réfugient chaque année avec leurs enfants dans l'une des 400 Maisons des Femmes. Même après la parution de la loi de protection contre la violence en 2002, la situation ne s'est guère améliorée.

Convaincus que les lois, ou tout autre moyen législatif, ne pourront à eux seuls changer les faits, nous suivons en Allemagne depuis le milieu des années 90 d'autres chemins, en particulier le renforcement d'un réseau pluri-institutionnel sur place. Cela se présente surtout lors de projets d'interventions, que l'on pourrait aussi appeler centres de coordination.

Les projets d'intervention sont des pactes de coopération institutionnalisés. Il existe en Allemagne, depuis le milieu des années 90, une augmentation du nombre de ces projets, projets qui se différencient selon la taille, la structure et les sujets dont ils traitent.

Le travail en commun des différentes professions, tels que les maisons des femmes, les centres de conseil pour les femmes, la police, la justice, les centres de conseil pour les hommes, la protection infantile, les ministères, les administrations communales, doit permettre de réussir. Outre une table ronde et un centre de coordination, on y trouve souvent différents groupes de travail plus spécifiques. Leur travail est interdisciplinaire, pluri-institutionnel, contractuel et disposant des mêmes droits.

En particulier, la protection de la police et une assistance renforcée des fonctionnaires de police jouent un grand rôle lors des projets d'interven-

tion. Il y a des listes de contrôle pour les interventions de police dans différentes villes et des informations positives recueillies par les Maisons des Femmes.

En Allemagne, nous disposons d'un réseau comparable, assez dense, de centres de conseil différents les uns des autres et d'une législation efficace concernant la protection grâce à la loi sur la protection contre la violence et les mesures prises parallèlement, mais malgré tout, le niveau de violence dans les familles n'a manifestement pas évolué. Cependant, ces derniers temps, on a mis l'accent sur des actions appelées « Prévention tertiaire », c'est-à-dire que le travail avec les auteurs de violence occupe une place plus importante qu'avant et que l'on travaille avec des méthodes standardisées. A ce sujet, des normes de qualité seront négociées prochainement. Un groupe de travail « Travail sur le coupable/Conseil au coupable » a été fondé en 2006, et les fédérations des organisations de protection des femmes et le BMFSFJ. participent à ce débat.

L'élément primordial du travail sur le coupable doit être en premier lieu la protection conséquente des femmes et des enfants ciblés et touchés par la violence. Des débats actuels, il ressort que la condition essentielle d'un travail psychologique de qualité avec le coupable est la coopération ou la communication étroite des organismes d'aide aux hommes (éventuellement des organismes thérapeutiques) avec les organismes d'aide à la protection des femmes. Les organismes qui prennent en charge ce travail d'aide à l'auteur de violences doivent définir des entretiens propres à chaque situation et ce de façon contractuelle avec les organisations de protection féminine et avec la femme concernée elle-même, en vue d'une protection efficace dans le cas d'une situation de danger.

Par ailleurs, il sera davantage investi dans la prévention primaire, c'est-à-dire dans la prévention de la violence, avant qu'elle ne s'exprime. Le regard se porte toujours sur les enfants, qui seront traumatisés par le spectacle et les années de violence vécus entre les parents et qui conserveront une image de la famille laquelle conduira, dans de

nombreux cas, à nouveau vers la violence. Pour les uns, les interventions des fonctionnaires de la protection de la jeunesse seront intensifiées, pour les autres, des projets de prévention seront de plus en plus développés, projets dont le but est de restaurer la confiance en soi et également de renforcer la tolérance de la frustration et l'aptitude à gérer les conflits des enfants.

Les conditions préalables pour une coopération réussie

- ▶ la nécessité d'une coopération interinstitutionnelle indépendante,
- ▶ l'implication d'institutions et d'organismes dans un large secteur : Maisons des Femmes, police, justice et administration municipale, sans oublier la présence de ministères,
- ▶ l'importance d'engager la participation de hauts fonctionnaires (hommes et femmes) représentant les institutions nationales,
- ▶ la définition des buts et la concrétisation des missions,
- ▶ la reconnaissance du statut d'expert aux participants, au-delà des différences politiques,
- ▶ la clarté des mandats et des arrêtés de décisions vis-à-vis des représentants des organismes et institutions,
- ▶ les participants doivent montrer suffisamment de compétences au sein même du réseau.

Par ailleurs, la coopération de tous les niveaux de la prévention doit inclure les points suivants :

- ▶ la prévention secondaire doit être développée à l'aide de ressources financières fiables, ainsi que par une mise en pratique par une évaluation sérieuse. Elle doit assurer refuge et conseil en proposant une protection immédiate efficace et, parallèlement, atténuer les suites d'un acte de violence pour une femme ainsi que pour ses enfants le plus rapidement possible et de façon durable ; à moyen terme, diminuer les risques lors de la répétition d'actes de violence ;
- ▶ de plus, la prévention tertiaire(principalement le travail avec l'auteur de violences) doit être

davantage développée et professionnalisée ; là aussi, des ressources doivent être dégagées ;

- ▶ enfin, la prévention de base doit devenir partie constituante, à part entière, de la coopération, faire passer, appliquer et répéter très tôt le message, qu'une vie libérée de toute violence est normale, que la violence n'est ni une affaire personnelle, ni une solution aux problèmes, auprès des enfants et des jeunes d'âge différent (start early and often) :

4. Activités

Le gouvernement fédéral a lancé de nombreuses initiatives, dont le cœur est le plan d'action soumis en 1999 sur la lutte contre la violence envers les femmes. A ce jour, le gouvernement délibère sur la décision d'une réédition de ce plan pour renforcer le consensus national sur une plus grande prise en considération de la violence faite aux femmes. Ainsi, par exemple, le secteur de la santé doit être davantage intégré dans ce programme préventif contre la violence.

De même, les risques et les besoins de protection spécifiques liés à l'immigration doivent être pris en compte.

Récapitulatif

Des enquêtes très diverses ont révélé les revendications suivantes :

- ▶ Des bases légales claires pour de meilleures interventions et une protection améliorée contre la violence.
- ▶ Des normes spécifiques d'information sur les démarches à suivre en cas de violence familiale devraient être inscrites dans les lois de police générale des « Länder ». Des normes spécifiques favorisent la sécurité juridique des forces d'intervention. Elles expliquent en particulier la volonté politique d'intervenir dans les situations de violence familiale.
- ▶ Le but du travail avec l'auteur de violences, dans le contexte des projets d'intervention, est la protection des victimes concernées.
- ▶ Des compétences spécialisées en institutions pour examiner les cas de violence familiale, valables aussi auprès du Parquet.
- ▶ Une création et un travail collectif en fédérations de coopération régionale pour la violence familiale.
- ▶ Protection et soutien des personnes concernées par la violence familiale.
- ▶ Une consultation active doit être proposée après chaque intervention de police pour raison de violence familiale. Des consultations et des interventions de crise doivent être encadrées par un réseau d'assistance, auquel continuent d'adhérer des établissements de protection temporaire comme les Maisons de Femmes.
- ▶ Des offres autonomes de soutien pour les enfants et les jeunes qui vivent dans un contexte de violence familiale.
- ▶ La menace, voire la charge, qui pèse sur les enfants et les jeunes doit être immédiatement clarifiée et ne doit pas être déterminée uniquement sur la base de l'estimation des parents ou de tiers. L'assistance aux jeunes doit être intégrée dans le pacte de coopération.
- ▶ Des offres en vue d'un changement de comportement des acteurs de violence.
- ▶ Le travail avec l'auteur doit être accompli en coopération régulière avec les instances officielles de surveillance des peines et les établissements d'aide aux femmes. Cela renforce les objectifs de caractère obligatoire et de protection de la victime.
- ▶ Une institutionnalisation de la coopération entre les administrations et les établissements participant aux interventions et à l'aide.
- ▶ Le développement des compétences et les formations – de base ou continue – sur le thème de la violence familiale doivent être ancrés dans toutes les institutions concernées. Leur maintien doit continuer à être assuré. Les informations doivent être ajustées aux connaissances en évolution et aux les multiples aspects de la violence familiale.
- ▶ La documentation et la surveillance du processus de changement et la mise en œuvre de nouvelles pratiques. Evaluation des faits. ★

THE GOVERNMENTAL PERSPECTIVE

Speech: Ms Zuzana Vranova

**State Advisor,
Department on Family
and Gender Policy,
Ministry of Labour,
Social Affairs and
Family, National Focal
Point, Slovakia**

Ladies and gentleman,

Thank you for the opportunity to inform you about the plans, goals and activities to combat violence against women in my country – the Slovak Republic.

When in the beginning of the 1960ies the first activities to combat violence against women started across Europe, violence against women was still considered a private matter in Slovakia. After the 1990ies it became more visible thanks to NGOs active in the field of women's human rights and governmental activities. I can now state that it is commonly accepted that violence is no longer an individual problem but a matter of public concern.

On the governmental level, goals and activities to combat violence against women were first set out in the Slovak Republic's *National Action Plan for Women*.

This National Action Plan, prepared as a follow-up to the Beijing Platform for Action, was approved by the Government in 1997. The Plan contains eight priority areas for action, one of them "to create conditions to eliminate violence against women".

The second document to ensure gender equality in Slovakia was the *Concept of Equal Opportunities between Men and Women*, approved by the Slovakian Government in 2001. The concept identified the tasks for the state and other subjects in the areas where gender discrimination manifests itself most markedly. It defines 31 measures and recommendations for its implementation. Measures and recommendations for the implementation of equal opportunities in the family include the following:

- ▶ to develop a national strategy for the elimination of violence against women,
- ▶ to support facilities for victims,
- ▶ to provide training for professionals on gender-based violence,
- ▶ to specify gender in crime statistics,
- ▶ to monitor trafficking and include domestic violence and trafficking in school curricula.

Each of these recommendations is followed by guidelines for implementation, including the responsible ministry for each of these.

The next step was the adoption of the *National Strategy for the Prevention and Elimination of Violence against Women and in Families* in 2004. The purpose of this document was to develop a system of co-ordinated and integrated co-operation of all relevant actors in preventing and eliminating violence against women.

The strategy defines the basic principles, objectives, and the strategy's operational principles. It also analyses violence against women and violence in families in a broader Slovak societal context, as well as in the context of international documents.

To effectively implement the strategy, in 2005 the Government of the Slovak Republic also approved the *National Action Plan for the Prevention and Elimination of Violence Against Women* for the years 2005 to 2008.

The National Action Plan for the years 2005 – 2008 was not designed to immediately include all of the currently necessary measures for eliminating violence against women. Rather, its objective was to create the basis of continuous activities in each relevant field. Therefore, upon evaluation of the results, the document is

expected to be updated in three-year intervals, and supplemented by incorporating newly-formulated measures toward smooth progression of the whole issue.

Activities toward implementation, monitoring and evaluation of implementation of the National Action Plan are co-ordinated by the competent state administration bodies through the *Group of Experts for the Prevention and Elimination of Violence against Women and Domestic Violence*. This group of experts is part of the Slovak Republic Government Council for Crime Prevention.

The National Action Plan for Prevention and Elimination of Violence against Women is carried out in four fields: criminal and civil law, provision of assistance to women – victims of past or present violence – prevention, and research.

Activities in the field of the prevention of violence against women are based on the increase of social awareness of the gravity and negative consequences of violence against women, and on the propagation of zero tolerance of violence. The point of gravity in the assertion of measures toward prevention and increased awareness lies mainly on the side of institutional education and of the media. These activities interlock with the main ideas of our presently planned first governmental campaign against violence against women.

The first campaign against violence against women carried out in Slovakia started by NGO's in 2001 under the name "Campaign fifth woman". Its main goal was to inform the general public about both, the causes and the extent of violence against women in the Slovak Republic and provide possible solutions to this problem.

In accordance with the Council of Europe Campaign, the main theme of the first governmental campaign against violence against women in the Slovak Republic will be: Prevent and combat violence against women occurring in the family or domestic unit.

The main aims of the campaign will be:

- ▶ to raise awareness nation-wide that violence against women is a human rights violation and encourage every citizen to challenge it;
- ▶ to provide the general public with information on the nature of the phenomenon of violence against women, based on the inequality of power division in society and on the need to eradicate gender stereotypes in society;
- ▶ to support the implementation of the *National Action Plan for the Prevention and Elimination of Violence Against Women* for the years 2005 to 2008.

Duration of the national campaign:

- ▶ Preparatory work started in January 2007, the main part of the campaign will last 3 months, starting on 25th November 2007 (International Day for the Elimination of Violence against Women), a closing conference will be organised in March 2008.

Target groups:

- ▶ Variety of partners and target groups, non-professionals and professionals, politicians, representatives of the state, regional and local governance, NGOs, students in schools, public, current and potential victims of violence.

Division of responsibilities:

- ▶ The body mainly responsible for the campaign will be the Ministry of Labour, Social Affairs and Family, Department for Gender Equality and Equal Opportunities, which will act in co-operation with chosen agencies and NGOs and experts involved.

Financing of campaign activities:

- ▶ The main source of the campaign budget will be covered from the World Bank project for Slovakia, reserved for campaigns in the social field.

Campaign activities:

Awareness raising

Thanks to previous activities in the field of prevention and elimination of violence against women in the Slovak Republic it can be stated that the public is informed about the existence

of violence against women, that it is no longer an individual problem, but the problem of society at large. However, the understanding of this issue is still not correct and gender stereotypes and the myths related to violence against women are strong. A strong need to inform specific groups and society at large about this issue prevails.

Planned activities:

- ▶ The national information and support telephone line will be carried out in co-operation with a chosen telephone provider and NGOs involved in combating violence against women with experience and knowledge in this area;
- ▶ A website summing up relevant documents and information about violence against women, with concrete information on where to find help and support will be prepared in co-operation with the website of the Ministry of Labour, Social Affairs and Family;
- ▶ Press conferences will be organised during all important events of the campaign;
- ▶ A Slovak language version of the Council of Europe TV and radio spots (with the consent of Council of Europe) will be produced and aired;
- ▶ In co-operation with experts and NGO representatives TV and radio discussions will be organised;
- ▶ More leaflets and posters will be prepared – in co-operation with the Council of Europe Information Office in Slovakia, in co-operation with NGOs and experts. Leaflets will be presented in schools and other public places, and they will be distributed in many offices, for instance in Offices of Labour, Social Affairs and Family in all Slovak regions;
- ▶ An updated version of the existing booklet "To act against violence against women" prepared by non-governmental experts will be produced;
- ▶ Movie and theater performances combined with discussions on the nature of violence against women will be organised in two Slovak towns;

- ▶ Three seminars and a final conference for relevant target groups, for non-professionals and professionals, politicians, representatives of state, regional and local governance, NGOs and students in schools will be organised;
- ▶ Discussions and meetings in co-operation with human rights organisations will be carried out.

Support and protection for victims

1. National information and support telephone line will serve as an information agent as well as support for victims, if there will be the need.
2. The implementation of NAP activities in four areas (criminal and civil law relevancies, provision of assistance to women – victims of past or present violence – prevention and research) is closely connected to support and protection of victims.

I will very briefly present some of the main achievements and challenges in implementing this National Action Plan:

Since 1999, a series of legislative amendments accepted by the Slovak Republic altered a multitude of provisions in the Criminal Code, Code of Criminal Procedure, Rules of Civil Procedure, the Act on compensation of victims of violent crimes and in the

Act on the police force, substantially improving the legal environment that enables penalising several forms of violence against women. For instance, the possibility of issuing go-orders now exists, banning the violent person from the home.

In co-operation with providers of assistance to women, the *Group of Experts for the Prevention and Elimination of Violence against Women and Domestic Violence* at the Council for Crime Prevention elaborated the standards of provision of adequate assistance and protection of persons who are victims of violence by the different professional groups involved in the issue (police, social work, public health, schools, etc.), as well as joint standards of co-ordinated procedure of the aforesaid professions toward adequate assistance to women who are victims of violence. The same group has prepared methodologies applying to the provision of assistance for victims of violence, along with education schemes to professions working in the field of justice, police, health care and social work with women exposed to violence according to the Austrian example.

The first representative research on the prevalence of violence against women in Slovakia was carried out by B. Bodnárová and J. Filadelfiová: Domestic violence and violence against women in the Slovak Republic, Inter-

national Center for Family Studies, Bratislava, 2003. Follow-up to this research is planned for the year 2008.

According to the research results, outside of partner life almost 40% women between 18-65 had personal experiences with sexual violence and 19% with physical violence. Out of adult women aged 15-65 in Slovakia who have ever had a partner during their lifespan, 29,3% – almost every third woman – experienced minor forms of violence at the hands of one of their partners. At the same time, 15,1% experienced severe forms of violence (that means repeated acts of physical or sexual violence and almost lasting present psychological, social and economic violence) and 14,2% experienced less violent relations.

To conclude, let me say that I am very grateful and I appreciate all activities carried out by the Council of Europe in the field of defending women's human rights and all principles of equality, security and freedom – by preparing legal or non-legal documents, many kinds of events – conferences, seminars, workshops, expert documents of groups of specialists – and currently through the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence*. Many thanks for all these activities, past and future. ★

THE PARLIAMENTARY PERSPECTIVE

Speech: Ms Sotiroulla Charalambous

Chair of the Standing Committee on Equal Opportunities for Men and Women of the House of Representatives, Contact Parliamentarian, Cyprus

Ladies and gentlemen,

Firstly I would like to thank, most warmly, the organisers of this co-ordination meeting, for providing us with the opportunity to have a thorough follow-up on the progress made so far within the framework of the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence*. We should exchange views and experiences on positive developments but even problems encountered in our respective countries during the course of the Campaign.

I would therefore like to firstly underline that the decision by the Council of Europe to launch this Campaign proved to be extremely important and of utmost value because it has managed to place all "players" i.e. Governments, parliaments, governmental and non-governmental organisations and local authorities, in a procedure of alerting people and activating them as far as the problem of domestic violence is concerned.

More specifically, this is well illustrated by the mere fact that within the framework of the Campaign, all governmental as well as non - governmental organisations are equally responsible for the success of the Campaign, and sit around the same table, discussing the roots of the problem of domestic violence, while at the same time seeking ways and means to combat this phenomenon by drawing up and adopting the necessary policies.

This procedure is by itself extremely helpful and lays down co-operation between the various organisations as a precondition for the Campaign's success.

The answer therefore to the question as to whether there must be close co-operation between the various

governmental and non-governmental organisations, Governments and parliaments is definitely a Yes if we really want to crown our Campaign with absolute success and to accomplish our target. Any other approach than the above, would condemn the Campaign to failure. Our experience so far, in the House Standing Committee on Equal opportunities between Women and Men, which is the Committee responsible for this Campaign in the Cyprus Parliament, does indeed confirm the above.

How did we act and why?

Upon the launching of the Campaign, and after the House Standing Committee on Equal Opportunities between Women and Men of the Cyprus Parliament was fully informed of the Campaign's targets, we had drawn up our own list of priorities stemming from Cypriot realities and experiences.

These priorities could be summarised as follows:

- ▶ inform the Cyprus House of Representatives, the relevant governmental and non-governmental organisations and society at large about the targets of this Campaign.
- ▶ organise a debate over the existing legal framework in combating domestic violence, its drawbacks, and its degree of implementation and focus on those provisions which need to be revised.
- ▶ alert both men and women in society to the problem of domestic violence.
- ▶ promote the creation of a culture, in order for people to realize that the problem of domestic violence is a phenomenon which concerns all of us and influences negatively the

quality of our society, our culture and lives in general.

In identifying the above-mentioned priorities, we were – at the same time – well aware that the targets set could only be accomplished to the maximum possible extent if women's non-governmental organisations and other organisations with expertise in this field would become actively involved in the Campaign. To accomplish this target, the House Standing Committee on Equal Opportunities for Women and Men, invited all the above-mentioned organisations as well as other human rights organisations to a public meeting with an open agenda, and asked them to inform us of their own views on and experiences with the phenomenon of domestic violence, as well as to make specific recommendations for a plan of action we could jointly promote.

This procedure indeed proved to be extremely helpful in two specific ways:

The discussion held on that particular meeting was not restricted to a theoretical and social analysis of the problem but it helped us to work on ways and means to promote the adoption of practical measures, which would help to combat this phenomenon, stemming from the experiences of these organisations.

It helped these organisations to feel that they were indeed actively involved in this Campaign and that nothing concerning this issue would be decided without their input and that their voice would not only be heard but also be taken seriously into account.

In this way, we created a bond of mutual trust and understanding which I believe will be helpful also for the continuation of the Campaign in Cyprus as well as in relation to the future work of the House Standing Committee on Equal Opportunities.

Dear friends,

Much less than the above would have been accomplished so far had it not been for the extremely positive impact of the following factors:

► the strong personal commitment and involvement of the President of

the House of Representatives in the whole Campaign.

- the fact that the majority of the members of the House Standing Committee on Equal Opportunities and especially the female members of this Committee are or used to be active members or chairpersons, of non-governmental organisations and/or women's organisations and were therefore well aware of the problems and needs of these organisations.
- the fact that in Cyprus there is a very constructive co-operation and a high level of common action between the Parliament and the various governmental and non-governmental organisations.

Undeniably, this culture of co-operation which we have promoted on issues pertaining to equality lays a strong foundation for the best possible success of the Campaign. To be more specific during our contacts with the representatives of these organisations and in order to alert as many people as possible to domestic violence, we have asked the various organisations to incorporate this issue in their annual plans of action this issue.

All organisations responded most positively. Particularly, on the occasion of International Women's Day last March, most of them as well as the House of Representatives, held debates, seminars and large public meetings in various districts against domestic violence, screened films and distributed Council of Europe material on the Campaign, which was translated into Greek and published by the House of Representatives.

Furthermore, one can say that the presence in all of these activities of Members of the House Standing Committee on Equal Opportunities and of the President of the House himself encouraged these organisations to continue and further promote their efforts to combat domestic violence and passed on the message to them that they are not alone in their struggle.

It would also be a great omission if we did not make a special mention to

the importance of the extensive media coverage that these activities received.

Dear colleagues,

Irrespective of the angle from which we approach the issue of co-operation with the various women's organisations in combating violence against women, the conclusion reached is that this procedure is extremely beneficial for both our respective parliaments and societies. Parliament also becomes more "open" and receptive to people, their needs, their activities and their aspirations.

Equally important is the contribution and the scientific knowledge and expertise offered by the various organisations involved for many years in preventing and combating domestic violence.

Therefore, it would not be an exaggeration if we were to say that these organisations, who come face to face with this problem on a daily basis and can therefore point out "loop-holes" in the general system of combating domestic violence, could and should act as valuable advisors. They could perform this function by positively "controlling" the efficiency of the legal framework against violence, medical structures, social welfare structures, women's refuges and others which make up the system that helps women who are subjected to such violence.

Taking into account all of the above, the House Standing Committee on Equal Opportunities has therefore decided as its next step within the parameters of the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence*, organise open meetings in the House and to invite all organisations which deal with issues of violence as well as governmental organisations with expertise on this issue. Our aim is to ask for their views and advice on how to further strengthen the existing legal framework as well as the general system of combating domestic violence and how to make it more efficient.

Within this joint effort, our target is to draw up a specific and detailed document with the following aims:

- ▶ evaluate all existing practices and measures in combating violence against women, and
- ▶ present the various relevant public services such as ministries, the police, social welfare services and others with a framework of specific recommendations.

The benefit of this procedure would be twofold:

- ▶ the House Standing Committee on Equal Opportunities will produce a document with specific recommendations and proposals for the improvement of the various measures that should be adopted to adequately combat domestic violence and should perhaps contain suggestions for improving existing legislation, and
- ▶ this document will be the result of a collective and partnership effort.

Producing such a document, will also guarantee that the Government

will pay due attention to our various proposals and recommendations.

In conclusion, I would like to underline that in carrying out the task entrusted to us, we shall encounter both difficulties and shortcomings. A significant problem or rather a danger we might be faced with, are sometimes the extremely high expectations many of the various organisations have of us. They consider that as by a magic spell, an intervention or a debate can lead to everything being solved. Furthermore, it is a fact that sometimes the priorities set by various organisations involved for years now in this field may differ from ours, as Parliamentarians, because they may only see or mostly be interested in a specific area of the problem, whereas the Parliament has an obligation to look into a matter in its entirety. Another problem one may come across is the competition

between the various organisations themselves, which sometimes portrays a picture of loosing sight of the main target.

Ladies and gentlemen,

Despite the various problems, I insist that the Council of Europe Campaign has already proved extremely beneficial. This stems from the joint efforts and actions we all have undertaken in order to combat domestic violence and to break the barrier of guilty silence, hence turning this problem into an issue which concerns us all and not just the victims.

I therefore would like to assure all of you most strongly that the House Standing Committee on Equal Opportunities for Women and Men of the Republic of Cyprus will do its utmost and will continue its struggle to the maximum possible extent, until we accomplish the targets set by the Campaign. ★

SPREADING THE MESSAGE: HOW TO RAISE AWARENESS ON VIOLENCE AGAINST WOMEN

Keynote speech: Ms Ann Hamilton

**Chair of the Board of
Trustees, Zero
Tolerance Charitable
Trust, United Kingdom**

The Zero Tolerance Charitable Trust is an independent national organisation that campaigns for the prevention of male violence against women and children. The Trust has a particular focus on prevention initiatives including public awareness raising campaigns. We work in partnership with a range of organisations to promote innovative policy and practice that tackle the root causes of male violence and aim to prevent violence in the first place.

The first zero tolerance campaign was launched in 1992 by Edinburgh City Council, a municipal authority in Scotland. This was a major step forward and placed responsibility for influencing public attitudes and behaviour with social and political institutions.

The Zero Tolerance campaign was prompted by a local survey that showed that violence against women was a priority issue for women in the city. This led to a small local research study in 3 secondary schools with young people aged 12-16 years. The research looked at young people's knowledge and attitudes to violence against women and found that:

Boys, some as young as 12 years old, found violence against women more acceptable than the girls did

Both boys and girls found violence more acceptable if the perpetrator was married to the victim

The majority of young people interviewed expressed some likelihood of using violence in their future relationships

Following the research, the local municipality took the decision to run a high profile campaign to raise public awareness and challenge attitudes on the issue.

All Zero Tolerance campaigns and initiatives adhere to a set of guiding principles:

- ▶ makes the links between the different forms of violence
- ▶ targets everybody, not just perpetrators
- ▶ does not use images of women as 'victims'
- ▶ gender specific, recognising that women and children are usually the victims and that men and boys are usually the perpetrators
- ▶ aims to dispel myths and challenge attitudes
- ▶ stresses the importance of long term public awareness as key to any strategy which aims to prevent male violence

In the main we have used the same format – bold black and white format, the Z logo, attractive and comforting photographs with challenging text and strap line. The one exception was a campaign targeted at young people around the issue of consent in relationships.

Consultation with relevant organisations and particularly front line NGOs has been an important part of campaign strategies. A range of organisations are involved in the consultation process through local multi-agency groups. This usually includes police, trade unions, NGOs, social services, health, education and youth services.

Campaigns use outdoor advertising, mass poster distribution and partnership initiatives to give the issues as high a profile as possible. As campaigns are implemented locally, implementation and activities vary depending on local circumstances and knowledge.

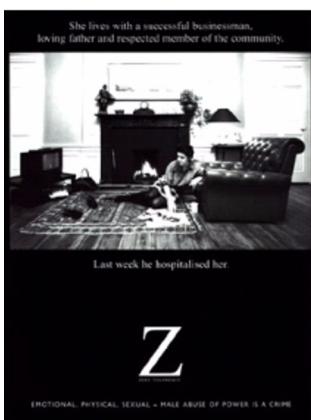
To date there have been 5 discrete campaigns

- ▶ prevalence
- ▶ excuses
- ▶ justice
- ▶ respect – consent
- ▶ respect

We have also produced tailored materials for specific initiatives and local campaigns. We have also acted as consultants to a range of campaigns in local areas and in other countries.

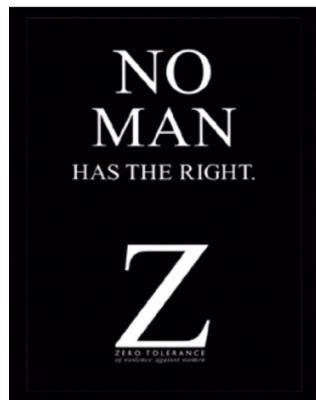
The initial prevalence campaign comprised 4 posters, which showed the nature and extent of male violence. The posters addressed the different forms of violence but used a unifying slogan **“Male abuse of power is a crime”**.

The poster shown here deals with domestic violence and challenges the widely accepted myth that violence only occurs in working class, poor households. **She lives with a successful businessman, loving father and respected member of the community. Last week he hospitalised her.** This poster also identifies emotional and sexual abuse as forms of domestic abuse.



The final execution links the different messages in a powerful statement **No Man has the right.** Still highly contentious 15 years on! This challenging message about rights and responsibilities created huge debate in

work places, public and social spaces and in the media.



Partnerships with the local and national media proved a key component in the success of the first campaign and have been used in all subsequent campaigning. Feature articles provide further information about the complex issues and campaign messages including helpline numbers and support services. Posters are able to communicate simple ideas that require to be expanded through newspapers, magazines, public debates, discussions etc. Posters were distributed widely and lively exchange of views was carried out in letters pages of the press. Zero Tolerance has sustained a high media profile for the last 15 years – helping to keep the issues on the political and public agenda.

It is clear that public education is not enough to tackle male violence and the campaign has adopted a 3 pronged approach to highlight the key areas for any strategy **3Ps**, which have now been used by the Scottish Government,

PREVENTION

Active prevention of crimes of male violence

PROVISION

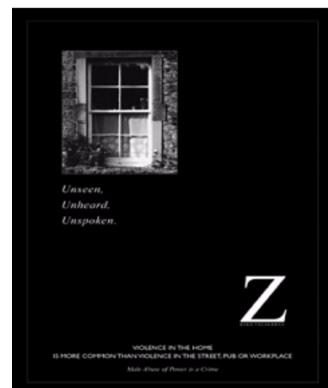
Adequate provision of a range of quality support services

PROTECTION

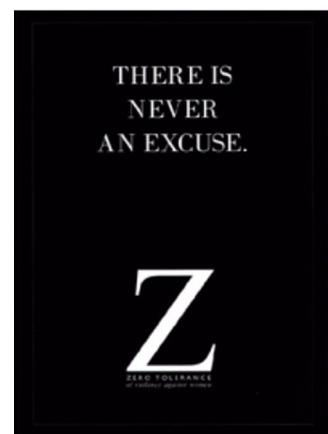
Appropriate legal protection

The initial prevalence campaign was taken up by about half of the municipalities in Scotland – so exposure to about 3 million people living in central and eastern Scotland. Just 2 years ago we launched the first cam-

paign in the rural Highland region. The first poster, which started this campaign addressed the hidden nature of domestic violence and the common reluctance to interfere with what is still viewed as a domestic and private matter. **Unseen Unheard Unspoken.**



Following the initial success of the prevalence campaign we launched the excuses campaign. Excuses directly challenged the excuses used by men to avoid responsibility for their actions. The final slogan **THERE IS NEVER AN EXCUSE** again providing an unequivocal statement.



The ZT publicity campaigns have acted as catalysts for community participation around the issues. Young people in particular request information for school projects, college and university dissertations. Theatre projects and youth conferences have been run in schools and community settings. Local NGOs have been formed in areas to respond to the demands for support and action. These groups have lobbied local politicians for better services and continued work on the subject as well as as-

sisting in distributing campaign materials.

Local football, rugby and basketball teams pledged their support for local campaigns and in some cases provided free advertising at games. Radio campaigns have been used very successfully in local areas, usually in partnership with radio stations that will champion the cause for a period of time and give free airplay for discussion and phone ins.

ZT clearly caught the public imagination and engendered a sense of ownership and pride in talking about what had been a very hidden and private issue. We saw young people wearing t shirts and basketball caps with the Z logos or slogans, politicians and broadcasters wore the Z pins, local people organised information stalls, venues had events and exhibitions and these all created public debate and discussion. The ZT brand became huge and public recognition, like that for the red AIDS ribbon and the more recent white ribbon campaign, assisted not only in changing general attitudes but influenced professionals to see violence against women as an area of their responsibility. We then had doctors, nurses, police officers, teachers and employers asking how they should be responding to the issue and this opened the way for the development of protocols, guidance and training.

At an informal level ZT campaigns have received widespread interest and support from all sectors of the community. Campaigns generally result in an increase in women seeking advice and assistance. Figures for women reporting violence and abuse have risen and are continuing to rise. The campaign was also used to argue for, and justify, the growth in services for women and children experiencing abuse.

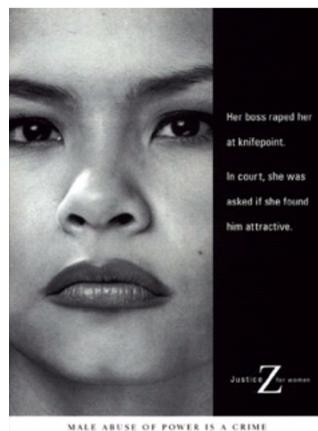
Many local campaigns have been formally evaluated using street surveys and focus groups. In particular, people like the fact that the campaign challenges everyone rather than solely targeting those who are victims of perpetrators. In most evaluations those expressing negative statements

are about 6% and these in the main are men over 50 years.

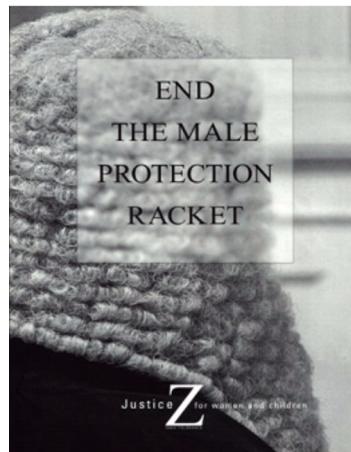
The criminal justice system was the next focus for a campaign as it continues to fail to protect women by not giving sufficient importance to crimes of violence against women.

The Justice campaign aimed to raise awareness about the failure to deliver equality and justice and set a framework within which local organisations and campaign groups could bring forward specific demands.

The first poster focused on the issue of rape and sexual assault **Her boss raped her at knifepoint. In court she was asked if she found him attractive** with a slogan, which reflects the reality for 90% of men prosecuted for rape **too many rape cases end with the same sentence. You're free to go.**



The final poster sums up the net result of the way crimes of violence are viewed and dealt with, and calls for action **end the male protection racket.**



It is clear that change to the criminal justice system will not be brought

about in the short term but the Justice campaign has begun to raise awareness around some of the underlying issues and attitudes that require to be addressed to begin the process of change. The Trust is committed to continue lobbying in this area.

The Trust then turned its attention to changing the attitudes of children and young people. In 1998 in a study of the views of 2,039 children and young people, 14-21 years of age, living in Glasgow, Fife and Manchester, we found that

1 in 2 boys and 1 in 3 girls thought that there were circumstances when it would be acceptable to hit a woman. The circumstances included if she were his wife or if they had been going out for a long time.

More than 1 in 2 young people thought that women provoked violence in a range of contexts e.g. by the way they dress

Over half of all respondents knew someone who had been hit by their male partner and exactly half knew someone who had been sexually abused

Our first campaign targeting young people tackled the issue of consent in relationships. The materials were placed in toilets in venues used by young people and information was distributed through appropriate outlets.

Following this an educational intervention programme which gives young people the opportunity to discuss the issues of respect was planned, designed and piloted in schools in Glasgow and Edinburgh. The Scottish Government backed the programme which allows young people to discuss sensitive issues in a safe and structured environment with trained staff. The Respect curriculum was developed for use in primary and secondary schools and informal youth work. A series of posters to reinforce the message of the programme were designed and these can be used within a school setting and/or within a community. The programme is now mainstreamed within many schools across Scotland. This work continues with training being provided for teaching

and other staff in order to support their use of the materials.

We are under no illusions here. Zero Tolerance means seriously long-term work on a number of different fronts. In particular myths and stereotypes continue to be entrenched - highlighting the need for education work.

However in the past 15 years, ZT has succeeded in achieving many of its stated aims

- ▶ To raise public awareness
- ▶ To generate debate
- ▶ To begin to dispel myths and stereotypes
- ▶ To challenge men and empower women
- ▶ To promote the necessity of a national strategy
- ▶ To give a clear message that no level of violence is acceptable

Just to recap in the past 15 years we have:

- ▶ Played an important role in putting the issues of male violence on the public and political agenda

- ▶ Influenced policy and practice at local and national level
- ▶ Succeeded in breaking the silence and stigma surrounding the issues of domestic violence, rape and sexual assault, child sexual abuse
- ▶ Pioneered the Respect Initiative pointing to work with young people as an essential component of any prevention strategy
- ▶ Pioneered the Respect Initiative pointing to work with young people as an essential component of any prevention strategy

I hope that I have shown the role, which the Zero Tolerance campaigns have played, in addressing the global issue of violence against women within a Scottish context. I particularly want to highlight the need for a comprehensive and integrated strategy to be in place and one which

- ▶ Recognises that national and local Government can and should take a leading role in the elimination of male violence

- ▶ Acknowledges that male violence is a 'social problem' which is linked to social structures, values and attitudes
- ▶ Recognises that all forms of violence against women are connected, have the same underlying causes and are implicated in the continuation of women's inequality
- ▶ Argues that these are not simply individual experiences of victimisation
- ▶ Makes clear that victims must not be blamed for the violence they suffer
- ▶ Ensures that perpetrators must be held accountable for the violence which they inflict

I hope you've found this useful and I will leave you with our contact details. I look forward to future opportunities for partnership and joint working in the future. ★

NATIONAL CAMPAIGNING EXPERIENCES

Contribution: M. José Mendes Bota

**Rapporteur de l'APCE,
Rapporteur sur les
« Parlements unis pour
combattre la violence
domestique contre les
femmes » : évaluation à
mi-parcours,
Parlementaire de
référence, Portugal**

Les parlementaires, par la nature même de leur fonction, ont une image publique et peuvent – ou non – donner une image d'élu(e)s engagé(e)s dans la lutte contre la violence domestique faite aux femmes. Il faut reconnaître que notre société est encore dominée par la masculinité. La violence perpétrée contre les femmes est pourtant un affront à la dignité humaine, une maladie sociale.

Dans le cadre de la campagne du Conseil de l'Europe, l'adoption de lois contre la violence à l'égard des femmes ou les réformes législatives dans ce domaine doivent rester au cœur de l'action parlementaire. Il est certes utile de distribuer des dépliants ou de mener des campagnes de sensibilisation, mais c'est dans la législation que sont inscrites les mesures de protection des victimes. Nous devons continuer à nous engager dans cette campagne et nous adresser à ceux qui n'ont pas encore rejoint notre action. Le cœur de notre métier de parlementaire est d'élaborer des législations adaptées aux besoins de nos sociétés. Pour cela, nous avons besoin d'avoir une idée claire de l'ampleur du phénomène de la violence domestique. Nous souhaitons également connaître ce qui se fait dans les autres parlements des Etats membres du Conseil de l'Europe. Les parlementaires de référence doivent donc se rencontrer au niveau régional pour échanger des informations et leur savoir-faire en matière législative. L'information étant un élément clé de la lutte contre la violence faite aux femmes, il est nécessaire de disposer de statistiques fiables et claires pour avoir une idée de la réelle ampleur du problème.

Aujourd'hui, notre réunion jointe réunit celles et ceux qui sont d'ores et

déjà impliqués dans la campagne. Il y a toutefois une dizaine de pays dont les parlements ne se sont pas encore mobilisés pour cette campagne. L'Assemblée parlementaire a décidé de préparer une évaluation à mi-parcours de notre campagne. Il est important de souligner l'importance de ce qui a été fait, et de reconnaître les actions qui ont été menées jusque là. Mais il faut à présent aller vers les pays qui n'ont pas encore entrepris d'actions spécifiques, et les amener à se joindre à notre campagne, parce que nous devrons rendre des comptes à la fin de cette campagne et être en mesure d'identifier les modifications législatives qui ont été apportées. L'évaluation à mi-parcours que nous préparerons permettra de donner de la visibilité aux bonnes pratiques et de proposer des pistes de travail pour l'avenir, en rectifiant, le cas échéant, certaines orientations. Il nous faut aussi adopter une vision prospective : certes la campagne aura formellement un terme, mais la lutte contre la violence à l'égard des femmes ne saurait s'arrêter là. Nous devrons mettre à profit toute l'expérience que nous avons acquise. Il est important que nos concitoyens et concitoyennes sachent que leur député(e) s'intéresse à leurs problèmes, et s'attaque à un problème qui est profondément ancré dans nos sociétés. Des milliers de personnes croient en nous et votent pour nous. Au delà de la campagne du Conseil de l'Europe, nous devrons donc continuer cette lutte contre la violence faite aux femmes. C'est pour cela que nous observerons avec attention la proposition d'élaborer une convention européenne sur la lutte contre la violence faite aux femmes.

En attendant, il apparaît important de renforcer le mécanisme de moni-

toring de la Recommendation 2002 (5) du Comité des Ministres et de nous assurer que les Etats membres la mettent pleinement en oeuvre. Au

niveau parlementaire, je souhaite que les parlements nationaux, mais aussi les assemblées parlementaires régionales, continuent leur coopération en

vue d'éradiquer la violence dans les foyers au sein des Etats membres du Conseil de l'Europe. ★

CLOSING SESSION

Closing address: Ms Maud de Boer-Buquicchio

**Deputy Secretary
General, Council of
Europe**

This conference was intended to provide a forum for networking to all those responsible for ensuring the Campaign's implementation. You have had a chance to meet among yourselves as well as with your respective counterparts from Governments or parliaments, from your own country or from others. I believe you will agree with me that lots of discussion, interaction, networking and exchanging of ideas has indeed taken place. It is my personal hope that this conference will have laid the foundation for new or renewed action to combat violence against women.

Combating violence against women has been, currently is and will remain high at the political agenda of the Council of Europe.

For decades, the Council of Europe has worked to prevent and combat violence against women by undertaking a series of initiatives to promote the protection of women against violence. One of the most important initiatives is *Recommendation Rec (2002) 5 by the Committee of Ministers to member states on the protection of women against violence* which was adopted by the Council of Europe in 2002. This legal instrument was the first international instrument to propose a holistic strategy to prevent violence and protect victims and prosecute perpetrators. It covers all forms of gender-based violence and recommends specific measures from detailed legal and policy measures to services and assistance to women victims as well as specific action in the fields of education, training and media.

The current Campaign demonstrates that the Council of Europe continues to be committed to achieving real change in the lives of women victims of such violence.

The fact that so many of you have accepted our invitation to this conference shows that you are also committed to using your role within the Campaign to take the necessary action in your respective areas of responsibility to improve the lives of women in your home countries.

The Campaign Blueprint has four objectives: improvement in the area of legal and policy measures, support and protection for victims, data collection and awareness raising. During the remaining year of the Campaign, the Council of Europe will therefore continue to work tirelessly to carry out Campaign activities in all three dimensions of the Campaign to achieve these objectives. It will also support you in your activities and provide expertise and a forum for discussion on this matter. It is important to keep up the momentum to turn words into action. For this reason, the Council of Europe relies on your support, ingenuity and dedication in the coming months and beyond as advocates for change in mentality, acceptance and reality.

The successful launch of the current Campaign in Madrid last year has not only raised expectations about what the Council of Europe will do during the Campaign, but also what kind of actions and measures member states will take to effectively combat violence against women.

The Governments that you represent have the responsibility and the possibility to ensure that women no longer suffer in silence, but that legal and policy action is taken to support and protect them effectively. Similarly, the parliaments that you represent can adapt the legal framework necessary to support and protect

women effectively. You are also ideally placed to raise awareness.

The very fact that you as parliamentarians and as government representatives have both been appointed to implement the Campaign shows that combating violence against women cannot be done by a single actor alone. It requires political will and stamina in all democratic institutions. It also calls for the creation of an enabling environment for all professionals working to support women victims of domestic violence. This is what you can achieve together.

I cordially invite you to make the most of your role as National Focal Point, High-level Official or Contact Parliamentarian by engaging in dialogue, co-operation and concrete activities to become a driving force in achieving real change.

It should not be forgotten, however, that when the Campaign comes to an end, violence against women, including domestic violence, will still be

a human rights violation and it will continue to concern all of us. Women suffering from violence will continue to be not only victims of abuse, but also victims of indifference and victims of neglect. Violence against women, including domestic violence, will continue to undermine the core values which the Council of Europe is based on.

It is therefore of great concern to me that this Campaign leaves its mark. *The Council of Europe Task Force to Combat Violence against Women, including Domestic Violence*, will, in its Final Activity Report, assess measures and actions taken at national level to combat violence against women. It will also issue recommendations for the future action of the Council of Europe.

One of these recommendations could be the preparation of the first European legally binding instrument to better prevent violence against women, protect women from it and

prosecute perpetrators. The exact scope of this convention will need to be discussed and considered very carefully, as there are several options. What is clear, however, is the fact that any such convention must reflect a comprehensive approach, which must include the three fundamental areas of prevention of violence against women, protection of victims and prosecution of perpetrators of such violence.

As the Secretary General mentioned this morning, this Campaign will have been a success if, among others, every act of violence against women is criminalised and adequately punished, if victims receive the support they need through helplines and shelters and it is finally recognised that domestic violence is not a private matter but a human rights violation to be addressed by all, publicly and privately. ★

Discours de clôture : M^{me} Maud de Boer-Buquicchio

**Secrétaire Générale
Adjointe, Conseil de
l'Europe**

Cette conférence visait à offrir un forum pour l'établissement de contacts à tous les responsables de la mise en œuvre de la campagne. Je pense que vous conviendrez avec moi que c'est une bonne occasion de débat, d'interaction, de coopération en réseau et d'échange d'idées.

Lutter contre la violence à l'égard des femmes était, est, et restera, une priorité de l'action politique du Conseil de l'Europe.

Pendant des décennies, le Conseil de l'Europe s'est attaché à prévenir la violence à l'égard des femmes et à la combattre en prenant une série d'initiatives visant à promouvoir la protection des femmes contre la violence. L'une des initiatives majeures est la recommandation sur la protection des femmes contre la violence adoptée par le Conseil de l'Europe en 2002. Ce texte est le premier instrument international à proposer une stratégie globale en vue de prévenir les actes de violence, de protéger les victimes et de poursuivre en justice les auteurs de tels actes. Il couvre toutes les formes de violence fondées sur le sexe et recommande des mesures spécifiques allant de dispositions juridiques et politiques précises à des services et à l'assistance aux femmes victimes, en passant par des actions spéciales en matière d'éducation, de formation et de médias. Toutefois, malgré l'existence de ce texte portant sur tous les aspects, la dure réalité est telle que nous avons décidé d'intensifier notre action dans le cadre de la campagne.

Notre programme de campagne comporte quatre objectifs : renforcer les mesures juridiques et politiques, soutenir et protéger les victimes, recueillir des données et sensibiliser l'opinion publique. Au cours de l'année de campagne restante, le

Conseil de l'Europe continuera à mener des activités dans les trois dimensions de la campagne pour atteindre ces objectifs. Il vous soutiendra également dans votre action et fournira des services d'experts et un forum de discussion en la matière. Il est important de ne pas laisser retomber la dynamique. C'est pourquoi le Conseil de l'Europe compte sur votre soutien, votre ingéniosité et votre zèle dans les prochains mois pour promouvoir l'adhésion à cette cause, un changement de mentalité et une transformation concrète de la réalité.

Le lancement de la campagne actuelle à Madrid, l'année dernière, n'a pas seulement suscité des attentes à propos de ce que ferait le Conseil de l'Europe au cours de la campagne mais aussi à propos du type d'initiatives et de mesures que les Etats membres prendraient pour lutter efficacement contre la violence à l'égard des femmes.

Les gouvernements que vous représentez ont la possibilité et la responsabilité de veiller à ce que les femmes ne souffrent plus en silence soient soutenues et protégées efficacement grâce à des mesures politiques et juridiques appropriées. De même, les parlements que vous représentez doivent adapter le cadre juridique nécessaire pour défendre et protéger comme il convient les femmes. Vous êtes également idéalement placés pour sensibiliser l'opinion publique.

Le fait même que chacun de vous a été désigné en qualité de parlementaire ou de représentant du gouvernement pour mettre en œuvre la campagne montre que la lutte contre la violence à l'égard des femmes ne peut pas être menée par un seul protagoniste ; cette

lutte exige une volonté politique et un grand dynamisme de la part de toutes les institutions démocratiques ; elle nécessite également la création d'un milieu favorable pour tous les professionnels qui s'attachent à soutenir les femmes victimes de violence domestique. Ensemble, vous pouvez remplir cette mission.

Je vous invite cordialement à jouer pleinement votre rôle de point de contact national, de haut fonctionnaire ou de parlementaire de référence en engageant le dialogue, en instaurant la coopération et en menant des activités concrètes pour devenir un élément moteur dans la mise en œuvre d'un véritable changement.

La campagne doit changer les choses pour les femmes en butte à la violence, à des services, à l'indifférence et à l'abandon.

Je tiens beaucoup, par conséquent, à ce que cette campagne atteigne sa

cible. La « Task Force » pour combattre la violence à l'égard des femmes, y compris la violence domestique, évaluera, dans son rapport d'activité final, les mesures et les initiatives prises au niveau national pour combattre la violence faite aux femmes. Elle publiera également des recommandations pour l'action future du Conseil de l'Europe.

L'une de ces recommandations pourrait être l'élaboration du premier instrument européen juridiquement contraignant pour mieux prévenir la violence faite aux femmes, protéger les femmes contre les actes de violence et poursuivre en justice les auteurs de ces violences. Le champ d'application exact de cette convention devra faire l'objet de discussions et d'un examen approfondi car il y a plusieurs options. Ce qui est évident, cependant, c'est que toute convention doit traduire une approche globale,

intégrant les trois domaines fondamentaux que sont la prévention de la violence faite aux femmes, la protection des victimes et la poursuite en justice des auteurs de tels actes de violence.

Comme l'a indiqué le Secrétaire Général, ce matin, cette campagne sera couronnée de succès si, entre autres mesures, tout acte de violence à l'égard des femmes est érigé en infraction pénale et puni comme il convient, si les victimes reçoivent le soutien dont elles ont besoin grâce à la mise en place de services d'assistance téléphonique et à la création de foyers-refuges et s'il est enfin reconnu que la violence domestique n'est pas un problème d'ordre privé mais une violation des droits de l'homme contre laquelle tout le monde doit s'élever, tant dans la sphère publique que privée. ★

Discours de clôture : M^{me} Gülsün Bilgehan

Présidente de la Commission de l'égalité des chances pour les femmes et les hommes, Assemblée parlementaire, Conseil de l'Europe

Madame la Secrétaire Générale adjointe, Monsieur l'Ambassadeur, Chers collègues, Mesdames et messieurs,

Je suis particulièrement honorée de m'adresser à vous aujourd'hui pour clore une journée de travail très concluante. Je suis heureuse de retrouver Madame la Secrétaire Générale adjointe qui nous a apporté son entier soutien depuis le début de la campagne.

Je commencerai par vous exprimer mes remerciements pour ces échanges très riches. Je considère que notre rencontre aujourd'hui constitue un moment fort de la Campagne : symboliquement, il nous était très important de réunir les trois dimensions de la Campagne pour renforcer nos efforts au niveau national et confronter nos points de vue. La contribution des acteurs de terrain au cours de la table ronde de ce matin a apporté des éclairages particulièrement utiles pour poursuivre nos travaux.

Nos remerciements s'adressent également aux membres de la *Task Force du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique* pour le travail fourni – votre travail nous est précieux et nous vous adressons nos meilleurs vœux pour poursuivre votre travail et préparer le rapport final de la Campagne. Vous pourrez, Madame la Présidente, compter sur notre soutien.

Et maintenant, comment pouvons nous poursuivre notre travail ? Nous avons eu l'occasion aujourd'hui de prendre contact avec notre point de contact ou notre parlementaire de référence, ou de prendre contact avec nos homologues et collègues d'autres pays. Je souhaite qu'à l'issue de cette

journée nous puissions rentrer dans nos capitales avec des projets d'action.

Les initiatives au cours des prochains mois : Les parlementaires de référence ont déjà décidé de se mobiliser autour des dates phares du 25 novembre 2007 et du 8 mars 2008, et je ne peux qu'inviter les points de contact à se rapprocher des parlementaires de référence pour envisager des actions communes. Notre réseau de parlementaires de référence a souhaité développer encore davantage la dimension transversale et paneuropéenne de notre Campagne au cours de ces prochains mois. Nous avons, par exemple, évoqué l'idée de proposer une ligne de téléphone d'aide aux victimes avec un numéro d'appel unique dans tous les pays membres du Conseil de l'Europe.

Sur le long terme, il nous appartiennent maintenant de travailler ensemble, en dialogue avec les ONG et les acteurs de terrain qui devront mettre en œuvre les mesures proposées, à l'élaboration de mesures juridiques et administratives qui assureront une meilleure protection des victimes de violence domestique, des sanctions efficaces des auteurs et de promotion de la prévention.

Lors de l'ouverture de la réunion, nous avons évoqué la possibilité d'un nouvel instrument juridique du Conseil de l'Europe. C'est une éventualité que notre Assemblée parlementaire examinera avec attention, de manière approfondie. C'est une question encore ouverte à ce stade, et nous attendrons les résultats de l'évaluation de la Campagne par la *Task Force*, qui permettra de mieux cerner les besoins. J'exprime le souhait que ce travail d'évaluation, qui sera essentiel pour jeter les bases de nouveaux instruments, prendra en compte le

travail qui a été réalisé par les trois dimensions.

Permettez moi aussi d'exprimer le souhait que nous puissions mettre en commun notre expertise, et que nous puissions nous retrouver à l'issue de la Campagne pour procéder à l'évalua-

tion de cette Campagne et à l'élaboration de programmes de suivi. Nous avons d'ores et déjà prévu une troisième réunion de coordination des parlementaires de référence au printemps 2008. J'exprime le souhait que nous puissions organiser con-

jointement la conférence de clôture en juin 2008.

Je vous remercie tous et toutes pour votre participation assidue et active et vous souhaite un bon retour. ★

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[Apologised/Excusée]

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Others / Autres

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[Apologised/Excusée]

Ms Ana Vukovic

Director of the Gender Centre of the Federation of Bosnia and Herzegovina
[Apologised/Excusée]

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[Apologised/Excusée]

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[Apologised/Excusée]

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Ministry of Interior

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BLUEPRINT OF THE COUNCIL OF EUROPE CAMPAIGN

Blueprint of the Campaign to Combat Violence against Women, including Domestic Violence

prepared by the Task Force to Combat Violence against Women, including Domestic Violence (EG-TFV) and adopted by the Committee of Ministers on 21 June 2006

Outline of the Campaign

I. Introduction

Violence against women is the result of an imbalance of power between women and men, leading to serious discrimination against women, both within society and the family. Violence in the family or domestic unit occurs in every Council of Europe member state despite positive developments in law, policies and practices. Violence against women is a violation of human rights, the very nature of which deprives women of their ability to enjoy fundamental freedoms. It often leaves women vulnerable to further abuse and is a major obstacle to overcoming inequality between women and men in society. Violence against women is a detriment to peace, security and democracy in Europe.

States have a responsibility to respect, protect and fulfil the human rights of all their citizens. Therefore, states must ensure that they have taken all reasonable measures to prevent, investigate and punish all forms of violence against women, including in the family and domestic unit. Violence against women is a complex issue, particularly when it occurs within the home, which can be compounded by the response of authorities to whom women turn for help.

While the specific approaches of governments to violence against women will vary depending on particular country situations, all require a multifaceted response. This needs to address both the root causes of violence and its consequences, as well as challenge attitudes and behaviours and extend to legal, policy and practical measures.

A recent Stocktaking Study prepared by the Council of Europe¹ pointed out that not all member states provide adequate resources for victims of violence, collect national data on the number of cases of violence occurring in the family or domestic unit that come to the attention of the police and/or health services and track neither referral nor judicial outcomes in a systematic process. Thus, there is no baseline from which the effectiveness of legal and other measures for combating violence against women can be measured.

To this end, member states of the Council of Europe are urged to prioritise preventing and combating violence against women, including violence in the family or domestic unit and are encouraged to become actively involved in implementing this Council of Europe Campaign that calls for strong commitment at the national level.

II. Definition

In accordance with the definition contained in the appendix to *Recommendation Rec(2002)5 of the Committee of Ministers to member states on the protection of women against violence*, the term "violence against women" is to be understood as any act of gender-based violence, which results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion, or arbitrary deprivation of liberty, whether occurring in public or private life. This includes:

1. Stocktaking Study on the measures and actions taken in the Council of Europe member states to combat violence against women, 2006.

"violence occurring in the family or domestic unit", including, *inter alia*, physical and mental aggression, emotional and psychological abuse, rape and sexual abuse, incest, rape between spouses, regular or occasional partners and cohabitants, crimes committed in the name of honour, female genital and sexual mutilation and other traditional practices harmful to women, such as forced marriages.

This definition is used for the purpose of the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence*.

III. Main theme

Bearing in mind the Action Plan adopted during the Third Summit of the Council of Europe and Recommendation Rec(2002)5 of the Committee of Ministers, the theme of the Campaign will be: *Prevent and combat violence against women occurring in the family or domestic unit (domestic violence)*.

IV. Aims of the Campaign

The aims of the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence* are:

- ▶ To raise awareness across the Council of Europe member states that violence against women is a human rights violation and encourage every citizen to challenge it;
- ▶ To urge states to demonstrate political will by providing adequate resources to deliver concrete results in ending violence against women;
- ▶ To promote the implementation of effective measures for preventing and combating violence against women, through legislation and national action plans for the implementation of Recommendation Rec(2002)5 of the Committee of Ministers and to regularly monitor the progress achieved;

V. Objectives

Protection of women against violence in the family or domestic unit should be placed at the highest politi-

cal level in all Council of Europe member states, and should consequently be allocated the necessary financial resources. All member states should be committed to preventing this type of violence, to protect its victims and provide adequate services, legal redress and compensation as well as to prosecute, punish and provide treatment to the perpetrators. In addition, member states should raise awareness of this problem with all available means, in particular through the media and educational curricula.

Patriarchal culture is an important force in legitimising power inequalities between women and men. It is therefore essential that member states address discriminatory traditions and attitudes as well as gender stereotypes as root causes of violence against women.

Low income, unemployment and poverty are major risk factors for violence against women in the family or domestic unit. Therefore, states should take effective measures to promote economic independence of women.

Member states should commit themselves to elaborate and implement concrete and effective measures for preventing and combating violence against women as contained in Recommendation Rec (2002) 5 through legislation and national plans of action and, at the end of this Campaign, to report on progress achieved.

All measures contained in this Recommendation are equally important and should be fully implemented. Recognising the different stages of member states in implementing this Recommendation, member states are urged to make significant progress during the Campaign in the following areas:

a. Legal and policy measures

- ▶ review and amend, where necessary, national legislation in order to identify and fill gaps in the protection of women from all forms of violence occurring in the family or domestic unit, repeal laws that discriminate against women and criminalise any act of such violence

against women including rape between spouses;

- ▶ establish effective legal protection, including protection orders, for all women victims of violence, and regularly monitor and evaluate its effective implementation;
- ▶ ensure that immigration laws and administrative procedures do not prevent women from leaving violent relationships due to fear of deportation, loss of legal status or revoked custody over the children;
- ▶ identify and put in place measures to increase the rate of reporting, prosecution and sanctions of perpetrators of violence against women occurring in the family or domestic unit;
- ▶ provide victims with legal aid, psycho-social support and guarantee protection for witnesses;
- ▶ develop risk assessment and safety planning as standard procedure in crime prevention to prevent violence against women, and ensure special attention is given to high risk victims who face repeated incidents of violence.

b. Support and protection for victims

- ▶ provide the necessary resources for free 24 hour help lines staffed by adequately trained personnel and other emergency services for all women victims of violence;
- ▶ provide adequate support and advocacy services, that meet quality standards, to all victims of violence and empower women and ensure that services are accessible to all women, including socially excluded women and recent migrants, refugees, women from ethnic minority groups and those with disabilities;
- ▶ provide resources for an adequate number of safe shelters for women victims of violence who have to flee from violence (one place in a women's shelter per 7.500 inhabitants) as well as for women's advocacy services and crisis centres in all regions of the country and provide these services with the necessary human and financial resources;
- ▶ develop a coordinated well resourced multidisciplinary special-

ist sector to increase capacity building across core national and local agencies such as health, justice, social welfare and education, in order to provide women victims of violence with immediate, comprehensive and coordinated support;

- ▶ organise integrated training on the continuum of violence against women for professionals who deal with women victims of violence occurring in the family or domestic unit (e.g. police, medical professionals, judicial officials etc.);
- ▶ include the issue of violence against women as a violation of women's human rights and a public health issue in the education curricula of all studies and training for judicial and security personnel, health care professionals, social workers, teachers and others;
- ▶ encourage at all levels the work of NGOs involved in combating violence against women, and establish active cooperation with these NGOs, including appropriate logistic and financial support;
- ▶ provide financial support, housing, independent rights to residence as well as training and employment to women victims of violence to enable them to freely decide whether or not to leave their violent partner;
- ▶ encourage the establishment of nationally coordinated and locally based programmes for perpetrators. These programmes must have at their core the need for women's safety and be organised in close co-operation with services for women victims.

c. Data collection

- ▶ ensure the systematic collection of statistical data disaggregated by sex, by type of violence as well as by the relationship of the perpetrator to the victim in all fields. This collection should be carried out by national statistics offices or other bodies (e.g. national observatories on domestic violence);
- ▶ develop and use a methodology that allows for gender analysis and comparison with other member states of the Council of Europe;

▶ collect and disseminate good practices for preventing violence occurring in the family or domestic unit, protecting its victims and prosecuting the perpetrators at national, regional and local level.

d. Awareness raising

- ▶ publicly denounce violence against women occurring in the family or domestic unit as a violation of women's human rights and commit to taking action against it at the highest political level;
- ▶ raise awareness on violence against women occurring in the family or domestic unit using all available means, in particular through the media and educational curricula to challenge prevailing gender stereotypes, and discriminatory cultural norms and public opinion about its acceptability;
- ▶ encourage national and community leaders and opinion formers to publicly acknowledge the gravity of violence against women occurring in the family or domestic unit, to condemn its perpetration and the use of custom, tradition or religion to excuse it;
- ▶ translate, if they have not done so, into their national language(s) and disseminate Recommendation Rec(2002)5 and its Explanatory Memorandum;
- ▶ support specific awareness raising initiatives aimed at men in order to mobilise them to take an active part in eliminating all forms of violence against women, including violence in the family or domestic unit.

VI. Messages

Combating domestic violence calls for joint public action

Violence against women occurring in the family or domestic unit (domestic violence) continues to be a serious problem that extends to all Council of Europe member states, regardless of culture, religion, times of peace, conflict or disaster. It takes on many forms and is too frequently tolerated. Therefore, urgent action is required by governments, parliaments, local and regional authorities and international governmental organisations as well as

civil society to stop violence against women occurring in the family or domestic unit.

Domestic violence is a human rights violation

Violence against women occurring in the family or domestic unit should not be regarded as a private matter. Violence against women both violates and impairs or nullifies the enjoyment of their human rights and fundamental freedoms. Therefore, states have the responsibility to act with due diligence to prevent this type of violence, to protect its victims, to award them compensation and to prosecute and punish the perpetrators. Consequently, states have an obligation to take all reasonable measures to ensure that women are not exposed to violence and provide protection for those at risk as well as redress for victims. Culture, custom, family or religion should never be used as an excuse for turning a blind eye to human rights violations against women in the home.

Domestic violence seriously injures women and damages the whole of society, including future generations

Many women in many countries die as a result of violence occurring in the family or domestic unit. Furthermore, the physical and psychological health of the surviving victims is seriously affected. This type of violence also has serious consequences for the families as well as society as a whole and is often perpetuated from one generation to another. Violence against women, over and above the personal and social consequences, has a high economic cost (medical care, psychological treatment, absenteeism, less productivity at work etc.). Ending violence against women in the family or domestic unit is the responsibility of everyone. Being silent means complicity.

Domestic violence calls for men's active participation to combat violence against women

During this campaign, active participation of men in activities aimed at combating violence against women should be encouraged. Men have the responsibility to stand up and chal-

lence violence occurring in the family or domestic unit. To this end, they have an important role to play and can bridge the gap to other men as well as encourage them to speak out against such violence.

VII. Target groups

The Council of Europe will work with a variety of partners and target groups to deliver the *Campaign to Combat Violence against Women, including Domestic Violence*. These include:

- ▶ Heads of States
- ▶ Heads of Governments
- ▶ Ministers of national governments
- ▶ Presidents of parliaments
- ▶ Members of parliaments
- ▶ Members of Regional and Local Authorities
- ▶ International intergovernmental organisations
- ▶ International and regional women's and human rights non-governmental organisations
- ▶ National opinion formers
- ▶ Local community leaders
- ▶ Regional and national business leaders

- ▶ Law enforcement officials
- ▶ Members of the judiciary
- ▶ Social and health care workers and state-run social services organisations
- ▶ National women's NGOs providing support services to women
- ▶ Education professionals and groups
- ▶ Trade Unions
- ▶ All women
- ▶ Women victims and survivors
- ▶ Men as agents of change
- ▶ Youth audience
- ▶ Youth workers

VIII. Slogan

The slogan of the Council of Europe Campaign is « Stop domestic violence against women ».

IX. Duration

Preparations for the Council of Europe Campaign began at the beginning of 2006. A high-level conference to launch the Campaign, with participants from governments, parliaments, local and regional authorities, international intergovernmental organisations and NGOs was organised

in the Spanish Senate in Madrid, Spain, in November 2006 (around International Day for the Elimination of Violence against Women on 25 November and marking the beginning of the 16 Days of Activism against Gender Violence). The Campaign will end in the first half of 2008.

X. Division of responsibilities

The implementation of the Campaign is carried out involving the Committee of Ministers through the Directorate General of Human Rights – DG II (Equality Division) for the intergovernmental dimension of the Campaign, the Parliamentary Assembly of the Council of Europe for the parliamentary dimension and the Congress of Regional and Local Authorities of the Council of Europe for the local and regional dimension. Furthermore, this Campaign is carried out in partnership with governments and parliaments of the member states, international intergovernmental organisations as well as NGOs involved in the protection of women against violence.

Action to be carried out in the framework of the Council of Europe Campaign

The Council of Europe Campaign includes two implementation levels through which the Campaign is carried out. The first level includes activities directly carried out by the Council of Europe, reflecting its intergovernmental, parliamentary and local and regional dimensions. The second level consists of national campaigns and national activities carried out by the member states of the Council of Europe at national, local and regional level.

I. The Council of Europe Activities

a) A launching conference

A high-level conference to launch the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence* with participants from governments, parliaments, local and regional authorities, international intergovernmental or-

ganisations and NGOs was organised on 27 November 2006 in the Spanish Senate in Madrid, Spain.

The Task Force to Combat Violence against Women, including Domestic Violence had recommended that the launching conference of the Council of Europe Campaign be organised at the highest political level and with wide participation of NGOs working in this field.

b) Media and campaign activities

The launching Conference of the Campaign was given wide media coverage throughout Council of Europe member states.

c) Regional seminars

Five high-level seminars will be organised in the requesting Council of Europe member states highlighting the different objectives of the Campaign. Member states are encouraged to undertake this activity.

d) Activities to be carried out by the Parliamentary Assembly (PACE) and Congress of Local and Regional Authorities

The Parliamentary Assembly of the Council of Europe will implement the parliamentary dimension of the Campaign. Similarly, the Congress of Local and Regional Authorities will implement the local and regional dimension of the Campaign.

e) Setting up a special Campaign website

A special website devoted to the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence* was created at www.coe.int/stopviolence, providing detailed information on the campaign and its activities. The website also provides information on national activities and campaigns and provides a link to national campaign websites. In addition, it serves as an

interactive forum for exchanging information and good practices.

f) Dissemination of Campaign material for member states and Council of Europe Information and Field offices

- ▶ Campaign material was distributed to participants at the Council of Europe's launching Conference and will be further distributed to participants at regional seminars as well as to the Council of Europe's Information and Field Offices.
- ▶ Campaign material will be distributed to NGOs and the general public by the Council of Europe Secretariat.

II. Activities organised by the member states

a) Setting up Focal Points

Each member state will appoint a high-level official and a focal point for the purpose of the Council of Europe Campaign as well as for national campaigns. The high-level official will champion the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence*, with the support of a Focal Point. Focal Points should be supported by a national Task Force on violence against women occurring in the family or domestic unit which should include women's NGOs and others working to combat violence against women. The role of the national Task Force is to support the delivery of member states' national campaigns to combat violence against women, including violence in the family or domestic unit.

It should be advisable that this Focal Point appointed by national authorities would be a person holding responsibilities at national level in the field of combating violence against women. National Focal Points will contribute to the Council of Europe Campaign by providing information and making available national good practices to combat violence against women which will be published on the

Council of Europe website. The Council of Europe will encourage member states with experience and expertise in legislative, policy and other measures to share their knowledge with other member states to support the national campaigns.

Focal Points are encouraged to disseminate campaign material as widely as possible for all requesting actors at national level, in particular social and health care workers, the police, the judiciary, policy makers and NGOs working to combat violence against women.

Each member state will inform the Council of Europe Secretariat about the appointment of a national Focal Point. Subsequently, information concerning all 46 national Focal Points will be published on the Council of Europe's website.

b) Campaign Action Plans

National Task Forces are encouraged to develop their own National Campaign Action Plan based on the Blueprint. The following steps should be included:

- ▶ Analysis of the country situation to identify success and gaps in combating violence against women.
- ▶ Collection and/or organisation of existing data to develop a baseline national information sheet.
- ▶ Define concrete activities based on the objectives in the Blueprint to fill the gaps.
- ▶ Earmark appropriate resources, identify timeframe etc.
- ▶ Campaign Action Plans should be shared with the Council of Europe for information and exchange.

Member states are invited to submit to the Council of Europe Secretariat an interim report by 2 July 2007 and a final report on activities and concrete results of their national campaigns in 2008 for consideration by the Task Force. In accordance with its mandate, the Task Force will evaluate progress at national level and establish instruments for quantifying developments at pan-European level

with a view to drawing up proposals for action.

c) Key Opportunities for Campaigning

- ▶ Date: 8 March. Significance: International Women's Day

International Women's Day is a key opportunity to organise public events and carry out media work in partnership with women's organisations in the field of violence against women occurring in the family or domestic unit. All member states participating in the Council of Europe Campaign are invited to prioritise this type of violence as their theme for International Women's Day 2007 and 2008 and to promote the messages of the Campaign.

- ▶ Date: 15 May. Significance: International Day of the Family

International Day of the Family provides an important opportunity to highlight violence against women in the family or domestic unit. Member states are invited to organize public campaigning and media activities to speak out against such violence.

- ▶ Date: 25 November – 10 December. Significance: International Day for the Elimination of Violence against Women and 16 Days of Activism Against Gender Violence.

International Day for the Elimination of Violence against Women and the 16 Days of Activism campaign provide an opportunity for media action and campaigning. Member states participating in the Council of Europe campaign are invited to speak out publicly on violence against women occurring in the family or domestic unit and join women's non governmental organisations and others at the national level that are participating in the 16 Days of Activism to campaign together on ending violence against women.

Member states are also invited to use key national dates to publicly highlight the Campaign and to issue joint statements during Committee of Ministers' meetings over the course of the Campaign.

Campaign material

Printed material produced:

- ▶ Posters

- ▶ Fact sheets
- ▶ Bookmarks

- ▶ Folders
- ▶ Booklets

- ▶ Stickers
- ▶ Calendars

*Audiovisual material to be produced
subject to the availability of funds*

- ▶ Television and radio spots

- ▶ Public service announcements
- ▶ Video packages
- ▶ Photographic exhibition
- ▶ Video
- ▶ Web animation
- ▶ Web viral

The Campaign material produced is available at the Council of Europe website devoted to the Campaign at www.coe.int/stopviolence.

Timetable

Year 2006

- ▶ The blueprint for the Council of Europe Campaign to Combat Violence against Women, including Domestic Violence was finalised by the Task Force during its second meeting 25-27 April and adopted by the Committee of Ministers on 21 June.
- ▶ The Launching conference took place in the Spanish Senate in Madrid, Spain, on 27 November.
- ▶ A special Council of Europe website devoted to the Campaign was set up at www.coe.int/stopviolence.

- ▶ Council of Europe member states have been requested to appoint high-level officials and national focal points and to launch national campaigns as far as possible in 2006.

Year 2007

- ▶ Regional seminars will be organised in the Council of Europe member states.
- ▶ National campaigns will continue to be carried out and launched by those member states which have not yet done so.

- ▶ Interim national reports on Campaign activities will be submitted to the Task Force for consideration.

Year 2008

- ▶ Closing conference of the Campaign will be organised.
- ▶ Final national reports on Campaign activities will be submitted to the Task Force for consideration.
- ▶ Final activity report of the Task Force (including evaluation of the Council of Europe Campaign) will be adopted. ★

Programme de la Campagne pour combattre la violence à l'égard des femmes, y compris la violence domestique

préparé par la Task Force pour combattre la violence à l'égard des femmes, y compris la violence domestique (EG-TFV) et adopté par le Comité des Ministres le 21 juin 2006

Cadre général de la campagne

I. Introduction

La violence à l'égard des femmes découle de rapports de forces inégaux entre femmes et hommes et aboutit à une grave discrimination envers le sexe féminin tant au sein de la société que de la famille. La violence au sein de la famille ou du foyer existe dans tous les États membres du Conseil de l'Europe, malgré les progrès intervenus en droit ainsi que dans les politiques et les pratiques. La violence à l'égard des femmes est une violation des droits de la personne humaine, dont la nature même prive les femmes de leur capacité de jouir des libertés fondamentales. Elle rend souvent les femmes plus vulnérables à de nouveaux sévices et fait sérieusement obstacle à la possibilité de surmonter les inégalités entre les hommes et les femmes dans la société. La violence à l'égard des femmes porte préjudice à la paix, à la sécurité et à la démocratie en Europe.

Il incombe aux États de respecter, de protéger et de réaliser les droits de la personne humaine de tous leurs citoyens. En conséquence, les États doivent veiller à prendre toutes les mesures raisonnables visant à prévenir, instruire et sanctionner toutes les formes de violence à l'égard des femmes, y compris au sein de la famille et du foyer. La violence à l'encontre des femmes, notamment lorsqu'elle s'exerce au sein du foyer, est un problème complexe, qui peut encore être aggravé par la réaction des autorités auxquelles les femmes demandent de l'aide.

Chaque gouvernement a une approche spécifique de la violence à l'égard des femmes en fonction de la

situation particulière de son pays, mais toutes les approches doivent comporter plusieurs aspects : il faut s'attaquer à la fois aux causes profondes de la violence et à ses conséquences, essayer de faire évoluer les mentalités et les comportements et prendre des mesures juridiques, politiques et pratiques.

Un bilan dressé récemment par le Conseil de l'Europe² montre que les États membres ne fournissent pas tous des ressources suffisantes pour les victimes de violences, ne recueillent pas tous des données nationales sur le nombre de cas de violence au sein de la famille ou du foyer signalés à la police et/ou aux services de santé et ne recherchent pas tous de façon systématique les résultats des renvois devant les tribunaux ni les décisions judiciaires rendues. L'on ne dispose donc pas d'une base de départ à partir de laquelle il serait possible de mesurer l'efficacité des mesures juridiques et autres prises pour combattre la violence à l'égard des femmes.

Les États membres du Conseil de l'Europe sont appelés à donner la priorité à la prévention et à la lutte contre la violence à l'égard des femmes, y compris la violence au sein de la famille ou du foyer, et sont encouragés à participer activement à la mise en œuvre de la Campagne du Conseil de l'Europe qui demande un engagement fort au niveau national.

II. Définition

Conformément à la définition figurant dans l'annexe à la *Recommandation Rec(2002)5 du Comité des Minis-*

2. Etude du bilan des mesures et actions prises pour combattre la violence à l'égard des femmes dans les Etats membres du Conseil de l'Europe, 2006.

tres aux États membres sur la protection des femmes contre la violence, le terme de « violence envers les femmes » désigne tout acte de violence fondé sur l'appartenance sexuelle qui entraîne ou est susceptible d'entraîner pour les femmes qui en sont la cible des dommages ou souffrances de nature physique, sexuelle ou psychologique, y compris la menace de se livrer à de tels actes, la contrainte, la privation arbitraire de liberté, que ce soit dans la vie publique ou dans la vie privée.

Cette définition s'applique, notamment, à :

« la violence perpétrée au sein de la famille ou du foyer », et notamment les agressions de nature physique ou psychique, les abus de nature émotionnelle et psychologique, le viol et l'abus sexuel, l'inceste, le viol entre époux, partenaires habituels, partenaires occasionnels ou cohabitants, les crimes commis au nom de l'honneur, la mutilation d'organes génitaux ou sexuels féminins, ainsi que les autres pratiques traditionnelles préjudiciables aux femmes, telles que les mariages forcés.

Cette définition est utilisée aux fins de la *Campagne du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique*.

III. Thème principal

Ayant à l'esprit le Plan d'action adopté lors du Troisième Sommet du Conseil de l'Europe et la Recommandation Rec(2002)5 du Comité des Ministres, la campagne aura pour thème : *Prévenir et combattre la violence à l'égard des femmes au sein de la famille ou du foyer (violence domestique)*.

IV. Buts de la campagne

La *Campagne du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique*, a pour but de :

- ▶ sensibiliser l'opinion publique dans les États membres du Conseil de l'Europe au fait que la violence à l'égard des femmes est une violation des droits de la personne

humaine et encourager tout citoyen à la combattre ;

- ▶ presser les gouvernements à manifester leur volonté politique en offrant les ressources nécessaires pour pouvoir présenter des progrès tangibles vers l'élimination de la violence à l'égard des femmes ;
- ▶ promouvoir l'application de mesures efficaces de prévention et de lutte contre la violence à l'égard des femmes au moyen de la législation et de plans d'action nationaux pour mettre en œuvre la Recommandation Rec(2002)5 du Comité des Ministres et évaluer régulièrement les progrès accomplis.

V. Objectifs

La protection des femmes contre la violence au sein de la famille ou du foyer devrait être placée au plus haut niveau politique dans tous les États membres de Conseil de l'Europe et devrait, en conséquence, bénéficier des ressources financières nécessaires. Tous les États membres devraient s'engager à prévenir ce type de violence, à en protéger les victimes, à prévoir des services adaptés, des recours juridiques et des réparations ; ils devraient également s'engager à poursuivre et sanctionner les auteurs de violences et à leur procurer un traitement. Les États devraient en outre sensibiliser le public à ce problème par tous les moyens disponibles, notamment les médias et les programmes d'enseignement.

La culture patriarcale contribue beaucoup à légitimer les inégalités de pouvoirs entre les femmes et les hommes. Il est donc essentiel que les États membres s'attaquent aux traditions et attitudes discriminatoires ainsi qu'aux stéréotypes de genre en tant que causes profondes de la violence à l'égard des femmes.

Un faible revenu, le chômage et la pauvreté sont des facteurs importants de risque de violences à l'égard des femmes au sein de la famille ou du foyer. C'est pourquoi les gouvernements devraient prendre des mesures efficaces pour promouvoir l'indépendance économique des femmes.

Les États membres devraient s'engager à préparer et mettre en œuvre

des mesures concrètes et efficaces pour prévenir et combattre la violence à l'égard des femmes, telles que celles contenues dans la Recommandation Rec(2002)5, au moyen de dispositions législatives et de plans d'action nationaux, et à la fin de la campagne ils devraient rendre compte des résultats obtenus.

Toutes les mesures figurant dans la Recommandation Rec(2002)5 sont d'égale importance et devraient être pleinement mises en œuvre. Les États membres se trouvent à des stades différents de la mise en œuvre de la Recommandation, mais chacun est vivement encouragé à accomplir, pendant la campagne, des progrès réels dans les domaines suivants :

a. Mesures juridiques et politiques

- ▶ revoir et modifier, si nécessaire, la législation nationale, pour déceler et combler ses lacunes en matière de protection des femmes contre toutes les formes de violence au sein de la famille et du foyer, abroger les lois discriminatoires à l'égard des femmes et incriminer tout acte de cette violence à l'égard des femmes, y compris le viol entre époux ;
- ▶ mettre en place une protection juridique efficace, incluant notamment des ordonnances de protection pour toutes les femmes victimes de violences, et suivre et évaluer régulièrement sa mise en œuvre effective ;
- ▶ veiller à ce que les lois sur l'immigration et les procédures administratives n'empêchent pas les femmes de mettre fin à une relation violente par crainte d'être expulsées, de perdre leur statut juridique ou de se voir retirer la garde de leurs enfants ;
- ▶ préparer et mettre en œuvre des mesures destinées à faire augmenter la proportion des cas de violence au sein de la famille ou du foyer qui font l'objet d'un signalement, donnent lieu à des poursuites contre l'auteur et aboutissent à sa condamnation ;
- ▶ procurer aux victimes une aide juridique et un soutien psychosocial et garantir la protection des témoins ;

- ▶ développer l'évaluation des risques et l'organisation de la sécurité en tant que procédure standard de la prévention de la criminalité pour prévenir la violence à l'égard des femmes et garantir qu'une attention particulière est portée aux victimes à haut risque qui sont exposées à des actes de violence répétés.

b. Soutien et protection des victimes

- ▶ fournir les ressources nécessaires au fonctionnement de lignes téléphoniques d'urgence gratuites et disponibles 24 heures sur 24 avec du personnel spécialement formé ainsi qu'au fonctionnement d'autres services d'urgence pour toutes les femmes victimes de violences ;
- ▶ fournir un soutien approprié et des services de défense des droits des femmes, qui répondent à des normes de qualité et donnent aux femmes la capacité d'agir, et veiller à ce que ces services soient accessibles à toutes les femmes, y compris aux femmes en situation d'exclusion sociale, aux femmes migrantes récemment arrivées, aux femmes réfugiées, aux femmes de minorités ethniques et aux femmes handicapées ;
- ▶ fournir les ressources permettant de disposer d'un nombre suffisant de foyers sûrs pour les femmes victimes de violences qui doivent les fuir (une place en foyer pour 7 500 habitants) ainsi que de services de défense des droits des femmes et de centres de crise dans toutes les régions du pays et doter ces services du personnel et du budget nécessaires ;
- ▶ mettre en place un secteur spécialisé multidisciplinaire coordonné, pourvu des ressources nécessaires, pour créer des moyens renforcés, aux niveaux national et local, dans des services clés tels que la santé, la justice, la protection sociale et l'éducation, afin que les femmes victimes de violences bénéficient d'un soutien immédiat, complet et coordonné ;
- ▶ organiser une formation intégrée sur la gamme complète des violences à l'égard des femmes, à l'intention des professionnels qui s'oc-

cupent de femmes victimes de violences au sein de la famille ou du foyer (par exemple, police, professionnels des soins de santé, services judiciaires, etc.) ;

- ▶ faire figurer la question de la violence à l'égard des femmes en tant que violation des droits de la personne humaine et question de santé publique dans les programmes d'enseignement de toutes les études et formations du personnel judiciaire, des forces de sécurité, des professionnels des soins de santé, des travailleurs sociaux, des enseignants, etc. ;
- ▶ encourager à tous les niveaux l'action des ONG qui luttent contre les violences à l'égard des femmes et instaurer avec ces ONG une coopération active comprenant un soutien financier et logistique approprié ;
- ▶ fournir un soutien financier, un hébergement, un droit de séjour indépendant ainsi qu'une formation et un emploi aux femmes victimes de violences, afin qu'elles puissent décider librement de quitter ou non leur partenaire violent ;
- ▶ encourager la mise en place de programmes pour les auteurs de violences, coordonnés au niveau national et répartis au niveau local. Ces programmes doivent être centrés sur la nécessité de garantir la sécurité des femmes et être organisés en étroite collaboration avec les services d'aide aux femmes victimes.

c. Collecte de données

- ▶ assurer la collecte systématique de données statistiques ventilées par sexe, type de violence et relation entre l'auteur et la victime dans tous les domaines. Cette collecte devrait être faite par le Bureau national des statistiques ou d'autres organismes (un observatoire national de la violence domestique, par exemple) ;
- ▶ développer et utiliser une méthodologie permettant une analyse de genre et une comparaison avec les autres États membres du Conseil de l'Europe ;
- ▶ collecter et diffuser les bonnes pratiques en matière de prévention de

la violence au sein de la famille ou du foyer, de protection des victimes et de poursuite des auteurs, aux niveaux national, régional et local.

d. Sensibilisation

- ▶ dénoncer publiquement la violence à l'égard des femmes au sein de la famille ou du foyer en tant que violation des droits humains des femmes et s'engager à la combattre au plus haut niveau politique ;
- ▶ sensibiliser le public à la violence à l'égard des femmes au sein de la famille ou du foyer en utilisant tous les moyens disponibles, notamment les médias et les programmes d'enseignement, afin de renverser les stéréotypes de genre actuellement répandus, les normes culturelles discriminatoires et la tolérance de cette violence par l'opinion publique ;
- ▶ encourager les dirigeants nationaux et locaux et les faiseurs d'opinion à reconnaître publiquement la gravité de la violence à l'égard des femmes au sein de la famille ou du foyer et à condamner sa perpétration ainsi que le recours à la coutume, la tradition ou de la religion pour la justifier ;
- ▶ faire traduire, si ce n'est déjà fait, dans la ou les langues nationales et diffuser la Recommandation Rec(2002)5 et son exposé des motifs ;
- ▶ soutenir des actions de sensibilisation spécialement destinées aux hommes, afin de les inciter à participer activement à l'élimination de toutes les formes de violence à l'égard des femmes, y compris la violence au sein de la famille ou du foyer.

VI. Messages

La lutte contre la violence domestique nécessite une action concertée des pouvoirs publics

La violence à l'égard des femmes au sein de la famille ou du foyer (violence domestique) continue d'être un problème grave qui concerne tous les États membres du Conseil de l'Europe, indépendamment de la culture et de la religion, de la paix, des conflits ou des catastrophes. Elle se manifeste sous de

nombreuses formes et est trop souvent tolérée. Les gouvernements, les parlements, les autorités locales et régionales et les organisations internationales intergouvernementales ainsi que la société civile doivent donc se mobiliser d'urgence pour mettre fin à la violence domestique.

La violence domestique est une violation des droits de la personne humaine

La violence à l'égard des femmes au sein de la famille ou du foyer ne doit pas être considérée comme une affaire privée. Elle porte atteinte à leurs droits de la personne humaine et à leurs libertés fondamentales et les empêche, partiellement ou totalement, de les exercer. Il incombe par conséquent aux États d'agir avec la diligence voulue pour prévenir ce type de violence, protéger les victimes, les indemniser et poursuivre et sanctionner les auteurs. Les États sont donc tenus de prendre toutes les mesures raisonnables pour garantir que les femmes ne sont pas exposées à la violence et assurer la protection de celles qui sont en danger ainsi que l'indemnisation des victimes. La culture, la coutume, la famille et la religion ne doivent jamais servir de prétexte pour fermer les yeux sur les violations des droits humains des femmes à la maison.

La violence domestique blesse gravement les femmes et nuit à la société tout entière, y compris aux générations futures

De nombreuses femmes, dans de nombreux pays, meurent des suites de la violence au sein de la famille ou du foyer. En outre, la santé physique et psychologique des victimes survivantes est gravement compromise. Ce type de violence a aussi des répercussions importantes sur les familles et sur la société dans son ensemble et se perpétue souvent d'une génération à l'autre. La violence à l'égard des femmes, en plus et au-delà des conséquences personnelles et sociales, a également un coût économique élevé (soins médicaux, traitement psychologique, absentéisme, baisse de la

productivité au travail, etc.). Mettre fin à la violence à l'égard des femmes au sein de la famille ou du foyer est l'affaire de tous. Le silence est un acte de complicité.

La violence domestique nécessite la participation active des hommes pour lutter contre la violence à l'égard des femmes

Pendant la campagne, il convient d'encourager la participation active des hommes aux activités destinées à combattre la violence à l'égard des femmes. Les hommes doivent se mobiliser et combattre la violence au sein de la famille ou du foyer. Ils ont un rôle important à jouer dans cette perspective et ils peuvent faire le lien avec d'autres hommes et les encourager à s'élever contre cette violence.

VII. Groupes cibles

Le Conseil de l'Europe mènera sa Campagne pour combattre la violence à l'égard des femmes, y compris la violence domestique, en collaboration avec divers partenaires et groupes cibles :

- ▶ les chefs d'État,
- ▶ les chefs de gouvernement,
- ▶ les ministres des gouvernements nationaux,
- ▶ les présidents de parlements,
- ▶ les parlementaires,
- ▶ les élus locaux,
- ▶ les organisations internationales intergouvernementales,
- ▶ les organisations non gouvernementales internationales et régionales de femmes et de défense des droits de la personne humaine,
- ▶ les faiseurs d'opinion nationaux,
- ▶ les dirigeants locaux,
- ▶ les chefs d'entreprises régionales et nationales,
- ▶ les membres des forces de l'ordre,
- ▶ le personnel des services judiciaires,
- ▶ les travailleurs sociaux, les professionnels de santé et les organisations de services sociaux gérées par l'État ;

- ▶ les ONG nationales de femmes fournissant des services de soutien aux femmes ;
- ▶ les professionnels et groupes du secteur de l'éducation,
- ▶ les syndicats,
- ▶ toutes les femmes,
- ▶ les femmes victimes et survivantes,
- ▶ les hommes en tant qu'acteurs du changement,
- les jeunes,
- les éducateurs.

VIII. Slogan

Le slogan pour la campagne du Conseil de l'Europe est « Stop à la violence domestique faite aux femmes ».

IX. Durée

La préparation de la Campagne du Conseil de l'Europe a commencé au début de l'année 2006. Une conférence de haut niveau a été organisée pour lancer la campagne, avec des participant(e)s des gouvernements, des parlements, des autorités locales et régionales, d'organisations internationales intergouvernementales et d'ONG. Elle s'est tenue au Sénat espagnol de Madrid en novembre 2006. La campagne se terminera à la fin du premier semestre 2008.

X. Partage des responsabilités

La mise en œuvre de la campagne est assurée par le Comité des Ministres, par l'intermédiaire de la Direction générale des Droits de l'Homme – DG II (Division Égalité), pour la dimension intergouvernementale de la campagne, par l'Assemblée parlementaire du Conseil de l'Europe pour la dimension parlementaire et par le Congrès des pouvoirs locaux et régionaux du Conseil de l'Europe pour la dimension locale et régionale. Cette campagne est en outre menée en partenariat avec les gouvernements et les parlements des États membres, des organisations internationales intergouvernementales et des ONG œuvrant pour la protection des femmes contre la violence.

Actions à mener dans le cadre de la Campagne du Conseil de l'Europe

La Campagne du Conseil de l'Europe comportera deux niveaux de

mise en œuvre qui sont ceux auxquels la campagne sera menée. Le premier

niveau comporte les activités directement menées par le Conseil de l'E-

rope, reflétant ses dimensions intergouvernementale, parlementaire ainsi que locale et régionale. Le second niveau consiste en campagnes et activités nationales organisées par les Etats membres du Conseil de l'Europe aux niveaux national, local et régional.

I. Les activités du Conseil de l'Europe

a) Conférence de lancement

Une conférence de haut niveau a été organisée pour lancer la Campagne du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique, avec des participant(e)s des gouvernements, des parlements, des autorités locales et régionales, d'organisations internationales intergouvernementales et d'ONG. Elle s'est tenue au Sénat espagnol de Madrid en novembre 2006.

La Task Force pour combattre la violence à l'égard des femmes, y compris la violence domestique, avait recommandé d'organiser la conférence de lancement de la Campagne du Conseil de l'Europe au niveau politique le plus élevé et d'y associer largement les ONG travaillant dans ce domaine.

b) Médias et campagnes

La conférence de lancement de la Campagne a bénéficié d'une large couverture médiatique au sein des Etats membres du Conseil de l'Europe.

c) Séminaires régionaux

Cinq séminaires de haut niveau seront organisés dans les États membres qui en feront la demande pour mettre en lumière les différents objectifs de la campagne. Les États membres sont encouragés à participer à cette activité.

d) Activités à organiser par l'Assemblée parlementaire (APCE) et le Congrès des pouvoirs locaux et régionaux

L'Assemblée parlementaire du Conseil de l'Europe mettra en œuvre la dimension parlementaire de la campagne. De même, le Congrès des pouvoirs locaux et régionaux s'occupera de sa dimension locale et régionale.

e) Création d'un site Web spécialement consacré à la campagne

Un site Web spécialement consacré à la Campagne du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique, a été créé pour donner des informations détaillées sur la campagne et ses activités. Il permet également de se renseigner sur les activités et les campagnes nationales et comporte des liens vers les sites Web des campagnes nationales. De plus, il sert de forum interactif pour échanger des informations et des bonnes pratiques. Ce site peut être consulté à l'adresse www.coe.int/stop-violence.

f) Diffusion des documents de la campagne auprès des Etats membres, des Bureaux d'information et des Bureaux extérieurs du Conseil de l'Europe

- ▶ Les documents de la campagne ont été distribués aux participants lors de la conférence de lancement et lors des séminaires régionaux ainsi qu'aux Bureaux d'information du Conseil de l'Europe et à ses Bureaux extérieurs.
- ▶ Les documents de la campagne seront distribués aux ONG et au grand public par le Secrétariat du Conseil de l'Europe.

II. Activités organisées par les États membres

a) Cr éation de points de contact

Chaque État membre désignera un(e) fonctionnaire de haut niveau et un point de contact aux fins de la campagne du Conseil de l'Europe et des campagnes nationales. Le/la haut(e) fonctionnaire se fera le champion de la Campagne du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique, avec l'aide d'un point de contact. Les points de contact devraient être soutenus par une Task Force nationale sur la violence à l'égard des femmes au sein de la famille ou du foyer, qui devrait comporter des ONG de femmes et d'autres ONG engagées dans la lutte contre la violence à l'égard des femmes. Le rôle de la Task Force nationale est de soutenir la mise en œuvre de la campagne nationale

pour combattre la violence à l'égard des femmes, y compris la violence au sein de la famille ou du foyer.

Il est souhaitable que ce point de contact désigné par les autorités nationales soit une personne exerçant des responsabilités au niveau national dans le domaine de la lutte contre la violence à l'égard des femmes. Les points de contact nationaux apporteront leur concours à la Campagne du Conseil de l'Europe en communiquant des informations et en faisant part des bonnes pratiques en vigueur dans leur pays, qui seront publiées sur le site Web du Conseil de l'Europe. Le Conseil de l'Europe encouragera les États membres disposant d'une expérience et de compétences en matière de mesures législatives, politiques et autres à partager leur savoir avec d'autres États membres, qui pourront s'en inspirer dans leurs campagnes nationales.

Les points de contact sont invités à diffuser les documents de la campagne aussi largement que possible au niveau national, auprès de tous les acteurs qui en feront la demande, en particulier auprès des travailleurs sociaux, des professionnels des soins de santé, de la police, des services judiciaires, des responsables politiques et des ONG luttant contre la violence à l'égard des femmes.

Chaque État membre informera le Secrétariat du Conseil de l'Europe de la nomination d'un point de contact national. Par la suite, les informations concernant les 46 points de contact nationaux seront publiées sur le site Web du Conseil de l'Europe.

b) Plan d'action des campagnes

Chaque Task Force nationale est encouragée à élaborer son propre plan d'action pour la campagne nationale en s'inspirant du programme général. Les étapes suivantes devraient être incluses :

- ▶ analyse de la situation nationale pour identifier les succès et les lacunes de la lutte contre la violence à l'égard des femmes ;
- ▶ collecte des données et/ou organisation des données existantes pour établir une fiche d'information nationale sur la situation de départ ;

- ▶ définition d'activités concrètes, fondées sur les objectifs définis dans le programme général, pour combler les lacunes ;
- ▶ prévision des ressources nécessaires, établissement d'un calendrier, etc. ;
- ▶ communication des plans d'action des campagnes nationales au Conseil de l'Europe pour information et échange.

Les États membres sont invités à soumettre au Secrétariat du Conseil de l'Europe un rapport intérimaire pour le 2 juillet 2007, puis un rapport final sur les activités et les résultats concrets de leur campagne nationale en 2008, pour examen par la Task Force. Conformément à son mandat, la Task Force évaluera les progrès accomplis au niveau national et élaborera des instruments permettant de quantifier les progrès observés au niveau paneuropéen en vue de formuler des propositions d'action.

c) Dates clés pour faire campagne

- ▶ Date : 8 mars. Signification : Journée internationale de la femme

La Journée internationale de la femme est une excellente occasion d'organiser des manifestations publiques et de collaborer avec les médias, en partenariat avec les organisations de femmes, sur le thème de la violence à l'égard des femmes au sein de la famille et du foyer. Tous les États membres participant à la campagne du Conseil de l'Europe sont invités à donner la priorité à ce type de violence comme thème de la Journée internationale de la femme en 2007 et 2008 et à promouvoir les messages de la campagne.

- ▶ 2) Date : 15 mai. Signification : Journée internationale de la famille

La Journée internationale de la famille est une bonne occasion pour appeler l'attention sur la violence à l'égard des femmes au sein de la famille ou du foyer. Les États membres sont invités à organiser des campagnes publiques et des activités médiatiques pour s'élever contre cette violence.

- ▶ Dates : 25 novembre - 10 décembre. Signification : Journée internationale pour l'élimination de la

violence à l'égard des femmes et 16 Jours d'activisme contre la violence faite aux femmes

La Journée internationale pour l'élimination de la violence à l'égard des femmes et les 16 Jours d'activisme contre la violence faite aux femmes sont aussi de bonnes occasions pour des actions médiatiques et des campagnes. Les États membres participant à la campagne du Conseil de l'Europe sont invités à s'élever publiquement contre les violences à l'égard des femmes au sein de la famille ou du foyer et à s'associer aux organisations non gouvernementales de femmes et aux autres ONG nationales engagées dans les 16 Jours d'activisme, afin de faire campagne ensemble pour l'élimination de la violence à l'égard des femmes.

Les États membres sont également invités à utiliser les dates clés nationales pour mettre en lumière la Campagne et à faire des déclarations communes au cours des réunions du Comité des Ministres tout au long de la Campagne.

Matériel de la campagne

Matériel produit à ce jour

- ▶ Affiches
- ▶ Fiches d'information
- ▶ Marque-pages
- ▶ Dossiers
- ▶ Brochures
- ▶ Autocollants
- ▶ Calendriers

Matériel audiovisuel à produire, sous réserve de disponibilité de financement

- ▶ Messages à la radio et à la télévision
- ▶ Communications des pouvoirs publics
- ▶ Kits vidéo
- ▶ Exposition de photos
- ▶ Vidéo

- ▶ Animation Web

- ▶ Auto propagation par le Web (Web viral)

Le matériel de la campagne produit à ce jour est disponible sur le site Web du Conseil de l'Europe consacré à la campagne, consultable à l'adresse www.coe.int/stopviolence.

Calendrier

Année 2006

- ▶ Le programme général de la Campagne du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique, a été mis au point par la Task Force lors de sa deuxième réunion qui s'est tenue du 25 au 27 avril et a été adopté par le Comité des Ministres le 21 juin.
- ▶ La Conférence de lancement s'est tenue au Sénat espagnol de Madrid le 27 novembre 2006.

▶ Un site Web du Conseil de l'Europe spécialement consacré à la campagne a été créé ; il est consultable à l'adresse www.coe.int/stopviolence.

▶ Il a été demandé aux États membres du Conseil de l'Europe de désigner un(e) fonctionnaire de haut niveau ainsi qu'un point de contact et de lancer des campagnes nationales, dans la mesure du possible dès 2006.

▶ Des séminaires régionaux seront organisés dans les États membres du Conseil de l'Europe.

▶ Les campagnes nationales se poursuivront ou seront lancées par les États membres qui ne l'auront pas encore fait.

▶ Des rapports nationaux intérimaires sur les activités de campagne seront soumis à la Task Force pour examen.

Année 2007

Année 2008

- ▶ Une Conférence de clôture de la campagne sera organisée.
- ▶ Les rapports nationaux finals sur les activités de campagne seront soumis à la Task Force pour examen.
- ▶ Un rapport d'activité final de la Task Force sera adopté (comprénant une évaluation de la campagne du Conseil de l'Europe). ★

In the framework of the Council of Europe Campaign to Combat Violence against Women, including Domestic Violence, a Conference of National Focal Points was organised on 4 June 2007 by the Gender Equality and Anti-Trafficking Division of the Directorate General of Human Rights and Legal Affairs of the Council of Europe. To link their activities with those of their parliamentarian counterparts, a Joint Conference of National Focal Points and Contact Parliamentarians was organised on 5 June 2007 by the Gender Equality and Anti-Trafficking Division of the Directorate General of Human Rights and Legal Affairs and the Committee on Equal Opportunities for Women and Men of the Parliamentary Assembly of the Council of Europe.

Dans le cadre de la Campagne du Conseil de l'Europe pour combattre la violence à l'égard des femmes, y compris la violence domestique, une conférence des points de contact nationaux a été organisée le 4 juin 2007 par la Division pour l'égalité entre les femmes et les hommes et la lutte contre la traite de la Direction générale des droits de l'Homme et des affaires juridiques du Conseil de l'Europe. Pour associer leurs activités avec celles de leurs homologues parlementaires, une Conférence conjointe des points de contact nationaux et des parlementaires de référence a été organisée le 5 juin 2007 par la Division pour l'égalité entre les femmes et les hommes et la lutte contre la traite de la Direction générale des droits de l'Homme et des affaires juridiques et la Commission sur l'égalité des chances pour les femmes et les hommes de l'Assemblée Parlementaire du Conseil de l'Europe.

www.coe.int/stopviolence