Council of Europe Conference of Ministers responsible for Family Affairs

Positive Parenting

Report on the follow-up to the 28th Conference of European Ministers responsible for Family Affairs (Lisbon, 2006)

16-17 June 2009
Vienna (Austria)
1. Commitments at the Lisbon Ministerial Conference

In their Final Declaration, the European Ministers gathering in Lisbon on 16 and 17 May 2006 requested the Committee of Ministers of the Council of Europe

“to take into careful consideration the work of the Organisation in the field of positive parenting and in particular the draft recommendation to member states on this topic, which (…) should be submitted to the Committee of Ministers in 2006 for adoption and for monitoring;”

and suggested

“that the next session of the ministerial conference (…) could be an opportunity to assess (…) the evolution of the situation of positive parenting in Europe.”

Considerable amount of work has been undertaken since then, both on the initiative of the Council of Europe and within its member states. This report gives an overview of the main achievements in promoting and developing further the concept of positive parenting in Europe.

2. Council of Europe Recommendation Rec(2006)19 on policy to support positive parenting

Positive parenting is defined in the Recommendation Rec(2006)19 as:

“parental behaviour based on the best interest of the child that is nurturing, empowering, non-violent and provides recognition and guidance which involves setting of boundaries to enable the full development of the child”.

The adoption of the Recommendation Rec(2006)19 on policy to support positive parenting (see Appendix I) by the Committee of Ministers in December 2006 was a major step in recognising parenting as a legitimate domain of public policy. The Recommendation aims at making member states aware of the necessity to provide parents with sufficient support mechanisms to meet their important responsibilities in bringing up their children. Member states are encouraged to take all appropriate legislative, administrative and financial measures to create the best possible conditions for positive parenting.

The Recommendation takes a rights-based approach, treating both parents and children as holders of rights and obligations. It is based on the UN Convention on the Rights of the Child (UNCRC) and can be seen as a means of transforming a number of key human rights for children enshrined by the UNCRC into concrete policy recommendations for the daily task of parenting.

Member states are called upon to support parents in their upbringing tasks through (a) adequate family policy measures that provide the necessary material conditions for families, (b) services to support parents such as local counselling services, help lines

and educational programmes, and (c) specific services for parents in risk of social exclusion.

In the appendix, the Recommendation contains key messages for parents on “growing up together” as well as guidelines on the roles and responsibilities for professionals in promoting positive parenting.

Recommendation Rec(2006)19 exists in English, French, Croatian, German, Greek, Icelandic, Italian, Russian, Slovenian and Spanish.

3. Positive parenting and the Council of Europe

Based on the outcomes of the Lisbon Conference and on the Recommendation on policies to support positive parenting, the Council of Europe has undertaken considerable amount of work to promote and disseminate the concept of positive parenting and to facilitate the exchange of experience between member states.

3.1. Committee of Experts on Social Policy for Families and Children

Providing follow-up to the Lisbon Ministerial Conference and to Recommendation Rec(2006)19 was the primary mandate of the Committee of Experts on Social Policy for Families and Children (CS-SPFC).²

The Committee’s five meetings between June 2007 and April 2009 were attended by representatives of, in average, 24 member states, mostly officials from national or regional ministries and other public authorities responsible for family policy and child welfare.³

In addition, participants included representatives of relevant Steering Committees⁴, the Conference of INGO’s of the Council of Europe, other NGOs, the European Commission, the European Foundation for the Improvement of Living and Working Conditions, the Council of the Baltic Sea States (CBSS), the Holy Sea, and five scientific experts.

In the field of positive parenting, the Committee reviewed a number of expert reports (see 3.2.), developed a brochure on positive parenting, organised a seminar (3.3) and collected up-to-date information through a questionnaire (3.4.).

² The CS-SPFC reported to the Steering Committee for Social Cohesion (CDCS). Its terms of reference were approved by the Committee of Ministers on 21 May 2007 (CM/Del/Dec(2007)995/6.1/appendix2E) and initially valid until 31 December 2008. They were extended until 30 June 2009 by decision of the Committee of Ministers on 22 October 2008 (CM(2008)136).

³ Representatives of 14 member states were reimbursed for their travel and subsistence expenses. Several countries sent two or even three experts to the meetings. Some member states that did not send representatives to the meetings were provided with all documents in order to follow the Committee’s activities.

⁴ European Committee for Social Cohesion (CDCS); European Co-ordination Forum for the Council of Europe Disability Action Plan 2006-2015 (CAHPAH); Partial Agreement Co-operation Group to Combat Drug Abuse and Illicit Trafficking in Drugs (Pompidou Group); European Committee on Migration (CDMG).
3.2. Expert reports

The Committee considered three expert reports in the field of positive parenting, in which the authors linked the concept of positive parenting to the “Triple P Positive Parenting Programme”, based on the Australian experience.\(^5\) The reports provide suggestions for developing trainings and raising awareness about positive parenting. The Committee welcomed the information contained in the reports, while stressing the great variety of approaches to positive parenting in Europe and the need to follow a flexible approach in implementing the Recommendation in member states.

3.3. Seminar on positive parenting

On the occasion of the CS-SPFC meeting in December 2007, the Council of Europe organised a seminar with the objective to exchange good practices and develop ideas how to bring the Council of Europe’s work on positive parenting further.\(^6\)

The seminar was attended by approx. 60 participants, including representatives of 25 member states, representatives of relevant Steering Committees, various Council of Europe bodies, the European Commission and the European Parliament as well as NGOs and researchers.

The programme of the seminar included case studies on positive parenting policies on national and local levels in various member states as well as presentations on specific programmes and studies from NGOs and researchers. The interventions and discussions illustrated that, even though the priorities, resources and concrete measures in the field of family policy vary considerably from one member state to another, all countries are making ongoing efforts to improve the conditions for parenting.

The following three issues seemed to be of a general concern:

- Several participants pointed out that parenting is a gender issue. Talking about parents and not about mothers and fathers may to a certain extent cover up the fact that being a mother or being a father carries different gender-related opportunities and restrictions, advantages and disadvantages.

- The relationship between universal vs. targeted measures was also subject to debate. While some member states have quite extensive general measures, others give priority to targeted actions towards selected groups at risk.

- There is a great variety of parenting “cultures” among the member states and the seminar demonstrated the necessity of implementing the Recommendation on policy to support positive parenting in accordance with already existing practices and experiences in each country.

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3.4. Council of Europe family policy questionnaire

The Committee of Experts on Social Policy for Families and Children elaborated a comprehensive questionnaire on national family policies. From May 2008 to April 2009 members of the CS-SPFC and of the European Committee for Social Cohesion (CDCS) compiled the national replies.  

Amongst other family policy issues, the questionnaire gathered extensive information on policies on violence and other crisis situations in the family as well as on parental education and support for parenting. The replies to the questionnaire were transformed into a database, which is to be published on the Council of Europe website. The data complements and updates the information provided by member states at the occasion of the Ministerial Conference in Lisbon and provides the basis for the compilation of good practices presented in Chapter 4 of this document.

3.5. Campaign against corporal punishment of children

Corporal punishment is the most widespread form of violence against children and is a violation of their rights. The Council of Europe campaign “Raise your hand against smacking”, launched in Zagreb in June 2008, targets government decision makers and the general public, including professionals working in contact with children. The campaign’s objective is to eliminate corporal punishment of children through the introduction of a specific ban in all European legislations, through the promotion of the development of positive, non-violent parenting techniques, and through awareness-raising on children’s rights in general. To date, 20 member states have banned corporal punishment, and 8 more member states are committed to take the action in the near future to do so.

The campaign’s communication pack relies on:
1) Audiovisual material:

- A TV spot: an animated cartoon based on positive emotions was produced and has been translated and distributed via TV networks and Internet in more than 20 countries in Europe,

- A website providing access to all the material and information concerning the campaign: www.coe.int/corporalpunishment

- A mini CD containing the TV spot, a slide show, an exhibition and the publications for its use in seminars, trainings, schools, etc.

2) Printed material:

- Two monographs and a series of brochures and leaflets, targeting legislators, policy makers and professional networks in the education, health, social justice and media fields, as well as the general public.

More than 20 countries are actively participating in the campaign, and corporal punishment has become a topical issue covered by major media in practically all member States.

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7 Sincere acknowledgements are due to all the officials and experts who contributed their expertise in filling in the national replies.
8 Please refer to the Compendium of National Contributions to the 28th Session of the Conference of Ministers responsible for Family Affairs, Lisbon, 16-17 May 2006.
3.6. Publications and information material

Eliminating corporal punishment – A human rights imperative for Europe’s children, Council of Europe Publishing, 2008;

Parenting in contemporary Europe: a positive approach, Council of Europe Publishing, 2007;

Views on positive parenting and non-violent upbringing, Council of Europe Publishing, 2007;

Policy to support positive parenting, information leaflet, Council of Europe, 2008;

Eliminating corporal punishment of children: Questions and Answers. Illustrated booklet, Council of Europe, 2008;

Eliminating corporal punishment of children: the key points. Illustrated leaflet. Council of Europe, 2008;


4. Positive parenting in Council of Europe member states – new tendencies and selected good practices

“We consider that parenting, though linked to family intimacy, should be designated as a domain of public policy and all the necessary measures should be adopted for supporting parenting and creating the conditions necessary for positive parenting.”

Political Declaration of the 28th Conference of European Ministers responsible for Family Affairs, Lisbon, 16-17 May 2006

This chapter presents a number of selected good practices, innovative policies and activities implemented in Council of Europe member states since the Lisbon Conference in 2006. The objective is twofold: Firstly, to give an overview of new tendencies and recent developments, that is to show “where positive parenting is going” today. Secondly, this chapter shall serve for policy makers as an inventory of ideas and of policy approaches to positive parenting which run successfully in one country and might be adapted to be applied in other member states as well.

4.1. Training programmes on parenting

The internet and other new media are increasingly used by member states to disseminate information about positive parenting. Through online programmes, parents can learn about parenting or exchange experiences with other parents in an interactive manner. Austria, for example, published since 2006 nine multimedia CD-ROMs, starting from pregnancy and covering all age groups of children under the age of 18. Special CD-ROMs are targeting single parents, re-constituted families and “late” parents who started a family at age 35 and older.

Legal as well as psychological assistance to spouses and children are provided in the Family and Children Support Centres in Azerbaijan. Three such local centres were founded in 2005 by Save the Children and are since 2008 under the responsibility of
the government. The centres register cases of violence, conflicts and other situations of stress in families and regularly conduct prevention work with families at risk.

An in-depth training for parents on matters of communication within the family has been developed by the Ministry of Education and Culture in **Cyprus** since 2006. The programme consists of a series of 13 workshops, which are co-ordinated by specially trained staff members of the Ministry. The groups of approximately 20 parents meet in weekly sessions for two hours. This training aims at promoting psychological health through improving the quality of communication within the family, which is also seen as a way to reduce domestic violence.

In **Ireland**, the ‘Community Mothers Programme’ was set up in order to develop the skills and self-esteem of parents who live mainly in areas that experience disadvantage. Experienced mothers, known as Community Mothers, are recruited as volunteers and trained to give support and encouragement to parents in the rearing of their own children (aged 0-2 years) emphasising health care, nutritional improvement and overall development. The programme supports parents including lone parents, teenage parents, Traveller parents, asylum seekers and refugees. The Programme is being delivered to approximately two thousand parents each year, in their own home, by one hundred and fifty Community Mothers, guided and supported by 12 Family Development Nurses.

The Ministry of Education, Research and Innovation of **Romania** elaborated, in partnership with UNICEF, the national programme “Parents’ Education”. Workshops organised in the framework of this programme address topics such as: respect for children’s rights; negotiating conflicts; evasive behaviour; non-discrimination; decision making; and children’s spare time. The programme runs in 640 schools and educational institutions. For the same purpose, psycho-pedagogical counselling cabinets were set up within these establishments to provide advice for pupils and parents.

In the framework of a public-private partnership, **Switzerland** developed a concept for a national child protection programme which is to start in 2010. One module of this programme deals in particular with the question of training parents in non-violent upbringing as well as with benefits to relieve parents.

### 4.2. Bridging gaps between young and old, East and West

As a way of meeting the needs of today’s often isolated nuclear families, **Germany** supports the creation of Multi-Generational Centres through a national action programme. The objective is to transfer the tradition of several generations living together from the private to the public sphere. The Multi-Generational Centres draw on the know-how and the potentials of all generations in order to nurture and educate children, give advice to families, activate civic engagement and provide elderly persons with meaningful tasks. A total of 500 of these centres exist today.

Bringing pupils from **Turkey’s** eastern and western parts together was the objective of the “Heart Bridge Project”, which the Ministry of Education implemented in co-operation with other public institutions and organisations. 100 000 students from low-income families from Turkey’s 81 provinces went from east to west and vice-versa for a period of 5 days in order to establish friendships and to learn more about their diverse country and its people.
4.3. Positive parenting and child day care

Training child care professionals with different backgrounds on parenting support is the objective of a recent initiative taken by the “Office of birth and childhood” (ONE) of the French Community in Belgium. ONE developed a handbook on parenting support for professionals as a reference document and is currently working on a training module for professionals on parenting support.

As a way to meet the increasing need for child day-care, Bulgaria developed the “Support of Motherhood National Programme”. This programme aims at creating appropriate conditions for mothers who wish to return to work by training former unemployed persons as childminders. The Social Assistance Directorates inform, select and train unemployed persons who are interested in working as childminders and matches them with parents in need of day care for their children. Beneficiaries can be mothers (or father raising their children on their own) with a child under the age of two years. The childminders are paid and supervised by the Social Assistance Directorates.

In Finland, where a large proportion of pre-school children are enrolled in early childhood education and care, the day-care services play an important role in supporting parenting. The co-operation between day-care centres and parents is based on the idea of partnership in upbringing the child while respecting the parents’ views on the principles regarding their child’s growth and wellbeing. Hereby a unified frame of reference for the child’s development is created both at home and in the day-care setting.

Malta continued to introduce further regulation governing its day care centres. This brought about investments in the physical structures of these centres, such as the upgrading of play areas, as well as in the competencies of staff.

4.4. Programmes and projects targeting specific groups

Lithuania is currently developing a network of children day care centres, which provide services for children from families at risk of social exclusion. These centres do not only provide various after school activities to develop the social skills of children, but also psychological, pedagogical and legal assistance to their parents. The establishment of these centres is seen as an important contribution to diminishing the number of socially dysfunctional families.

Norway recently developed two new parenting programmes targeting specific groups of the society: (1) As a part of the government’s Plan of Action for people with disabilities, a project on family guidance for parents with disabled children was initiated. This programme aims at enhancing communication, strengthening relationships and preventing family break-up in families with children with disabilities. (2) Another project targets the specific needs of parents belonging to minority groups. It focuses not only on building good relationships with the child, but also on multicultural background issues in child development and different values and traditions in child rearing. One of the factors contributing to the success of this programme so far is the fact that one of the two facilitators in the group is always a representative of the respective minority group.

Another group in need of specific support is children without parental care. Lithuania launched a programme to support orphans and children without parental care and their integration into society (2005-2008). The action plan of the programme provided for the creation and application of certain requirements and standards for social services for
children, the education of children and young people in care as well as the professional training of staff working with them.

4.5. More time for children – reconciliation of work and family life

In recent years, many governments have provided parents with improved opportunities to reconcile work and family life. Policy measures include legislation on flexible work arrangements, more generous maternity, paternity and parental leaves, and investments in the quantity and quality of day care facilities.

Recent legislative changes in Greece, for instance, allow parents to spend more time with their children. According to the new code for civil servants, parental leave is available also to fathers, to a single parent, and to adoptive parents. Parental leave is longer and better paid for parents with three or more children. Mothers working in the private sector are now also entitled to 6 months paid maternal childcare leave after their maternity leave.

Spain, for example launched the Plan “Educa3”, which has been endowed with over 1 billion Euros for the period 2008-2012. Educa3 is aimed at creating 300 000 new day-care places for children under the age of three, both to guarantee the children’s right to early education and to help parents reconciling work and family life.

In the United Kingdom, from April 2009, 4.5 million parents of children aged 16 and under gained the right to ask employers for flexible work arrangements. This was previously limited to parents of children up to the age of six or disabled children aged up to 18; now a total of 10 million parents are entitled.

4.6. Towards a Europe-wide ban of corporal punishment of children

In June 2008, the Republic of Croatia hosted the launching event of the Council of Europe’s campaign “Raise your hand against smacking”. Six months later Croatia launched its own national campaign against corporal punishment, which promotes non-violent behaviour towards children.

In the Czech Republic, the campaign prompted heated debate and the government now intends to use the Council of Europe’s TV spot and material to launch its own campaign.

In France, the ombudsperson for children has recommended a ban on corporal punishment, using the Council of Europe campaign as an argument and for the first time, corporal punishment has become a part of the public debate through wide national media coverage.

A ban on corporal punishment was achieved following the campaign in Moldova. The family code has been amended to explicitly prohibit corporal punishment by parents and others with parental authority.

The government of Monaco is currently examining a bill on domestic violence adopted by the National Council in April 2008. The enactment of this piece of legislation will provide the Principality of Monaco with a legal instrument in the field of protection against domestic violence.

Spain modified its civil code with a view to eliminate all references to the parents’ authority to chastise their children that could imply a toleration of corporal punishment of children.
4.7. Strategic approaches to promoting positive parenting

The Council of Europe Recommendation on policy to support positive parenting calls, among other things, for a better co-ordination and co-operation between different administrative sectors and levels in the government. A range of interesting developments have taken place in this direction in the member states.

In Estonia, different resources from public authorities, non-governmental organisations, the European Social Fund and the Council of Europe have been put together to address positive parenting from various aspects: awareness raising on positive parenting; corporal punishment; the role of fathers; child protection on the internet; local activities to support parenting. An important element of all these activities has been an increased level of co-operation between governmental structures, non-governmental organisations and local governments. As a result, a range of round-tables, conferences and campaigns have been carried out in addition to the everyday parenting support to families.

In the Netherlands, a new Ministry for Youth and Family was created in 2007, and parenting support is one of its priorities. As a result of “Operation Young People”, a 3-year programme operated by seven ministries aiming at reforming children's and young people’s services, each municipality is now supposed to set up a Youth and Family Centre. The central government supports the creation of these Centres financially and through a number of guidelines. The Centres must be built on existing structures such as the child health clinics and be connected with provincial youth care as well as schools. After having created a network of child services, many other services such as parenting programmes can be included in the work.

With a view to bridging research and practice in the field of positive parenting, Portugal established a protocol between the government and five universities with the aim of studying and improving the content of positive parenting programmes for parents and other caretakers. In the framework of this co-operation, new forms of interventions are being developed for families with children at risk due to a lack of parental skills.

The government of Romania approved in 2008 the National Strategy on Child Protection, which sets the priorities for the period 2008-2013. The strategy aims at protecting all children in Romania and takes a comprehensive approach. Emphasis is placed on strengthening the role of the family in children’s lives. The actions foreseen in the strategy shall prevent the abandonment, abuse and neglect of children, increase the quality of life of families with children, and strengthen the provision of quality social services for families and children.

A “Children in need Fund” was set up in Russia in 2008 on the initiative of President Vladimir Putin. It is financed from the federal budget (50 million Euros in 2009) as well as from extra-budgetary sources such as donations. The Fund supports regional programmes and projects proposed by different organisations, including NGO’s, which are selected on a competitive basis. Its objectives are the prevention of orphan hood of children, the promotion of family-based forms of care for children deprived of parental care, support to families with children with disabilities, and the social rehabilitation of children in conflict with the law.

In March 2009 Sweden adopted a National Strategy for Parental Support with the aim to offer support to all parents throughout their child’s life until he or she turns 18. This is to be accomplished via increased co-operation on parental support among actors working with children (e.g. municipalities, county councils, religious communities, parent’s associations, the sports movement, NGOs and study associations). The Strategy also aims at increasing the number of health-promoting arenas, of meeting places for parents, and of parental support actors with training in health promoting
methods and universal evidence-based programmes. On a voluntary basis, all parents should be offered the same opportunities for support and help.

4.8. Campaigns, conferences and other events

Within the framework of the Council of Europe campaign against corporal punishment of children, various events were organised in more than 20 countries. Most of them focused on the need to reform legislation and the steps to be taken to raise awareness and provide services promoting positive parenting.

In the framework of its Presidency of the European Union, the **Czech Republic** organised a conference on “Child-friendly Europe” in Prague in April 2009. One of the objectives was to underline the importance of positive parenting, including protecting children from all forms of violence.

In May 2009, the Greek coalition against corporal punishment launched the Council of Europe campaign in **Greece**, focusing on the dissemination of the TV spot by main public and private televisions, discussions with children and the organisation of positive parenting training.

In **Italy**, a coalition against corporal punishment was founded with the participation of NGOs, parliamentarians, governmental offices, professionals, networks and parents associations.

In **Latvia**, the European Region of the World Family Organisation organised a Conference on Parenting Support in May 2008 in Riga. This conference, which was supported by the Latvian Ministry for Children and Family Affairs, addressed the question how parents can be supported in bringing up their children and examined good practices in the fields of childcare, media, and parenting support programmes.

In 2008, **Lithuania** organised an international conference on the theme “The influence of micro and macro environment on the expression of positive parenting: good practice and international experience”. The aim of the conference was to promote positive parenting in the Lithuanian society and to learn from international experience in this area.

**Poland** launched in January 2009 nationwide campaign under the title “Good Parent – Good Start”. The campaign was initiated by the Ministry for Labour and Social Policy in cooperation with non-profit organisations and local authorities. It is comprised of a media campaign (billboards, TV spots), leaflets distributed in local social security organisations, and a cycle of workshops directed to parents. The aim of the campaign is to develop active and positive parenthood during the crisis and prevent family violence.

**Portugal** organised a conference on positive parenting during the Portuguese presidency of the European Union and will launch the Council of Europe campaign at national level in June 2009.

A media campaign with the title “You, too, can be a better parent”, was implemented in 2007 in **Romania**. The main purpose of the campaign was to raise parents’ awareness of their responsibilities regarding upbringing and education of their children. The campaign also addressed to professionals, local authorities and the state in order to encourage them to support parents in fulfilling their responsibilities.

In **Spain**, a very wide TV campaign was run thanks to the support of the Ministry of Education and Social Services and almost all public, private, regional and local broadcasters. An international conference on positive parenting was organised in Palma de Mallorca in May 2009.
Switzerland launched a national information and prevention campaign “Strong through upbringing” (“L’éducation donne de la force”). The campaign, which is run by a nongovernmental organisation and supported by the Confederation and several cantons, has the following objectives: Raising awareness of upbringing issues; informing parents and strengthening their competences; developing new services and products for families; and creating a network of the institutions and persons working for and with families.

Events around the Council of Europe campaign were organised in many other countries, including Albania, Armenia, Bosnia-Herzegovina, Estonia, Georgia, Hungary, Latvia, Lithuania, Poland, Romania, Russian Federation, Serbia, Slovakia and Slovenia.

5. Positive parenting - where do we go from here?

This report presents only a snapshot of activities related to positive parenting in the Council of Europe and its member states. Nevertheless, it indicates clearly that member states have shown a great interest in implementing the Recommendation Rec(2006)19 on policy to support parenting. The Recommendation has been discussed in numerous contexts and has been used to initiate actions in a variety of ways.

In view of future actions to promote positive parenting in Europe, the following may be taken into consideration.

- Actions to support positive parenting should be taken as close as municipalities or nongovernmental organisations deserve all necessary support.
- It is important to ensure the active participation of both parents and children in all decision-making concerning them. Their views should be taken into account when new policies or programmes are designed.
- The promotion of positive parenting is closely linked to the Council of Europe’s objective to abolish corporal punishment of children. The realisation of the child’s right to physical integrity goes hand in hand with the support to parents in bringing up their children in a non-violent manner.
- Promoting positive parenting is of particular importance in the present time of economic crisis, where tensions within families may increase due to unemployment or general economic insecurity.
- The implementation process of the Recommendation on policy to support positive parenting has shown that the priorities and policy measures in the field of parenting differ largely among member states. While fully respecting this variety of parenting “cultures” in Europe, the Council of Europe should continue to disseminate information on positive parenting and provide opportunities for member states to exchange views and experiences in this area.