

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

Men's Active Participation in Combating Domestic Violence

Zagreb, 9-10 May 2007

Proceedings of the Regional Seminar

organised by the Gender Equality and Anti-Trafficking Division of the Directorate
General of Human Rights and Legal Affairs in co-operation with the
Ministry of Family, Veterans' Affairs and Intergenerational Solidarity of Croatia



Republika Hrvatska
Ministarstvo obitelji, branitelja
i međugeneracijske solidarnosti

**Stop domestic
violence
against women**



COUNCIL OF EUROPE CONSEIL DE L'EUROPE

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

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

**Men's active participation
in combating domestic violence**

Zagreb, Croatia,
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PROCEEDINGS OF THE SEMINAR

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Directorate General of Human Rights, Council of Europe
in co-operation with the Ministry of Family,
Veterans' Affairs and Intergenerational Solidarity of Croatia

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

Summary

Seminar proceedings

During the Third Summit of the Council of Europe in May 2005, the Heads of State and Government of the Council of Europe reaffirmed their commitment to eradicating violence against women, including domestic violence. In adopting 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, they defined future activities by the Council of Europe in this field.

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 (see below, page 111). 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.

Following the approval of the Campaign Blueprint by the Committee of Ministers, 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 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.

The Campaign will end with a closing conference to be held in June 2008. On this occasion, the Council of Europe Task Force to Combat Violence against Women, including Domestic Violence, will present its con-

clusions 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.

The intergovernmental Campaign activities carried out by the Council of Europe include five regional seminars – in co-operation with the requesting member state – devoted to one of the Campaign objectives as laid out in the Campaign Blueprint.

The *Seminar on Men's Active Participation in Combating Domestic Violence* was the second such seminar. It was held on 9 and 10 May 2007 in Zagreb, Croatia.

Around 70 government and NGO representatives from Austria, Croatia, Ireland, Netherlands, Norway, Spain and the United Kingdom, as well as representatives from the United Nations, gathered in Zagreb to share information on and discuss the active roles of men in combating domestic violence.

Keynote speeches and presentations on national experiences identified the various roles of men, not only as perpetrators of violence, but also their role as active agents of change in both preventing domestic violence and protecting its victims.

The active role of men in changing attitudes to combat violence against women

Violence against women is rooted in the patriarchal culture and unequal power relations between women and men. It is supported by discriminatory traditions and attitudes as well as gender stereotypes of male dominance. Since violence against women

as gender-based violence concerns both men and women as private individuals but also in their professional lives men have an important role to play to prevent violence and change attitudes towards it.

The key is to learn that violence against women is, as any violent act against a person, unacceptable and a violation of women's physical, psychological and/or sexual freedom and integrity. Male perpetrators therefore need to be made responsible for their actions, not only by criminal sanctions but also by engaging in counselling in order to promote behavioural change and avoid recidivism.

The participants agreed that there is much men can and should do to combat violence against women. By virtue of the fact that men form the vast majority of perpetrators of domestic violence, they are also best-situated to combat it. They can speak out against violence and encourage other men to do the same. Men can play an active role simply by acting as a role model for non-violent behaviour. Men's roles as fathers, caretakers and guardians are crucial. Evidence shows that boys who witness male violence towards the mother are more likely to become perpetrators themselves. Men can act as "agents of change" and promote positive roles which men can take on in order to challenge prevailing gender stereotypes and discriminatory cultural norms.

An example of how men can organise and work towards eradicating such gender stereotypes is the White Ribbon Campaign UK. As a global campaign of men working on a voluntary basis to end men's violence against women, it mobilises men to speak out against gender-based violence. Wearing a white ribbon is a personal pledge never to commit, condone or remain silent about violence against women. Activists of the White Ribbon Campaign UK organise awareness-raising events in schools, workplaces and communities and engage in dialogue with young people on gender based violence. They also support local women's groups and engage young people to take a stand against violence against women.

Educational measures addressing boys and men to prevent violence against women

Resorting to violence is more easily avoided if the inter-generational and culturally adopted pattern of violent behaviour is broken at an early stage of life. In some member states, gender equality education and trainings for non-violent behaviour have been initiated to promote the culture of peace and non-violence in society. In the Netherlands, special programmes have been set up for young people to increase their awareness of violent and abusive behaviour in close relationships. These programmes, carried out in different community settings (schools, sports and youth clubs), enable young people to identify whether they live in an abusive relationship and how to respect other person's mental and physical integrity in a relationship. Results of these programmes show that once young people learn what abusive behaviour consists of, they are more likely to identify violence in their past and current relationships and in their close environment.

Specialised training for professionals in contact with victims of domestic violence

Basic training for all professionals who may come across cases of domestic violence in their line of work is essential. Specialised training is needed within those professional groups which provide legal, medical or other type of assistance and help for victims of violence and whose proactive action can prevent further violence. To achieve good results in specialised training, the professional background of the service provider in question (the police, the social services, the prosecutors, etc.) should be taken into consideration when developing training methods and modules. To this end, such training should always incorporate the professional approach of the respective field. Professional training is not only about sensitising professionals to violence against women, but should also go a step

beyond: It should also equip professionals with adequate tools to manage domestic violence cases, to easily identify such cases and to assist women in overcoming victimisation.

United Nations experience in addressing men to prevent and combat violence against women

Men's role in achieving gender equality and combating violence against women has received significant attention since the 1990s. The Cairo Programme of Action (1994) and the Programme of Action of the World Summit on Social Development (1995) as well as its review (2000) addressed the role of men with regard to sharing parenthood and family work responsibilities. The Beijing Platform of Action (1995) took a clear stand on the principle of shared power and responsibility and argued that women's concerns could only be addressed "in partnership with men".

The United Nations Commission on the Status of Women in 2004 focused on "The role of men and boys in achieving gender equality" as one of its priority topics. The Commission adopted agreed conclusions which called on Governments, entities of the United Nations system and other stakeholders to, *inter alia*: support men and boys to take an active part in the prevention and elimination of gender-based violence and encourage the active involvement of men and boys in eliminating gender stereotypes.

The United Nations' recent work on violence against women include the Secretary-General's in-depth study on all forms of violence against women and the comprehensive resolution of the General Assembly on the intensification of efforts to eliminate all forms of violence against women. This body of work and expression of political will provides strong momentum for enhanced action to combat violence against women at all levels and by all stakeholders. The Secretary General's in-depth study reviews the causes and consequences of violence against women, including its costs. It

discusses the gaps and challenges in the availability of data, including in methodologies for assessing the prevalence of different forms of violence. It highlights the particular responsibilities of states to address and prevent violence against women, and gives examples of promising practices for tackling it.

Intervention programmes: models implemented in different member states

During recent years, various member states of the Council of Europe have sought to prevent further violence and increase the safety of women victims of violence by introducing intervention programmes for male perpetrators. Men enter intervention programmes either voluntarily or because they are mandated to participate by order of the court or both. Intervention programmes vary in type and methodology. They usually consist of individual counselling and/or group sessions which aim at learning to take responsibility for one's own behaviour, identifying violent patterns of behaviour and learning social skills and self-control to avoid resorting to violence. Some of the programmes, such as the Austrian model for male perpetrators, have adopted access criteria and requirements for participation for the programme.

Despite growing interest towards intervention programmes during the last ten years, there is currently not enough empirical data available on such programmes and the known results of such programmes are contradictory. There is a great need for disseminating models of good practice, reflecting the type of programme and methodology used.

The participants raised concern over the expectations of intervention programmes as they are sometimes considered as a rather quick remedy to prevent violence and to change men's violent behaviour. However, experience shows that concentrating efforts on the perpetrator does not au-

tomatically result in improved safety of the victim. Potential pitfalls can be identified when examining the success of the programmes. Drop-out rates of the programmes are usually high. Furthermore, in many cases, perpetrators show lack of motivation to change their behaviour. Men run a risk of repeat-offending even during the programme.

Most practitioners underline that any intervention programme should be structured to ensure the safety of the victim and any children involved. Whilst participants of the programme have a right to privacy, women should be guaranteed access to information about the programme protocols, men's attendance, about his progress and the prospects of change. Ideally, the intervention programmes should be developed and implemented in co-ordination with services for women victims, preferably as part of a co-ordinated multi-agency initiative. Any developments which might jeopardise the victim's safety should be shared with authorities and institutions, such as with the police, public prosecutor and courts.

Most women victims welcome the perpetrator programmes as they often want their partners cured and not penalised. Intervention programmes can also facilitate safe separation: men who have been given an ultimatum from their partners to end the relationship are most likely to become especially dangerous and homicidal.

As violence against women is criminalised in quite a few member states, intervention programmes can form part of the criminal sentence. However, with a view to the current situation in Europe where prevalence rates of violence against women are high and conviction rates are low, the number of men sentenced to intervention programmes by the court order remains minimal.

Perpetrators of violence usually suffer from various health problems including depression, alcohol problems and poor eating habits. The experience in the United Kingdom

shows that men gain improved health from the intervention programmes as they learn to control their emotions and to take better care of themselves, which ultimately reduces their dependence on their partners.

Intervention programmes: evaluation and future challenges

An important part of intervention programmes or of any other measure developed to protect victims and prevent violence, is the evaluation of their effectiveness. The key to successful evaluation of intervention programmes carried out in different member states based on varying methodology is to first see what is comparable.

In order to find out "what works best" and to propose quality standards, it is necessary to draw up an overview of existing intervention programmes. Therefore, basic information on the programmes, such as types of perpetrators (voluntary or court-mandated), methodology of work, content of work, partner contact and co-operation with victim support and other important factors, is needed.

To draw conclusions on the effectiveness of such programmes/interventions, it is very important to differentiate whether the programmes aim primarily to improve the safety of the victims or whether they mainly help men in avoiding violent behaviour towards their partners without any reference to the increased safety of the victim.

In their discussion of appropriate evaluation of intervention programmes, participants underlined that there is growing need for establishing a pan-European network of practitioners of intervention programmes in order to share experiences and exchange expert information in this field. It was suggested that the Council of Europe provide such a forum to bring together professionals in this field. ★

PROGRAMME

Wednesday 9 May 2007

9.00 Registration of participants

9.30 Opening of the Seminar

Chair: Mr Stjepan Adanić, State Secretary, Ministry of Family, Veterans' Affairs and Intergenerational Solidarity

Opening addresses

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

Ms Rachel Mayanja, Assistant Secretary-General of the United Nations, Special Adviser on Gender Issues and the Advancement of Women

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

Ms Jadranka Kosor, Deputy Prime Minister of the Republic of Croatia and Minister of Family, Veterans' Affairs and Intergenerational Solidarity

Chair: Mr Hanno Hartig, Head of Department for Minorities, Media and Equality, Directorate General of Human Rights, Council of Europe

I. The role of men in preventing domestic violence and protecting women victims

1. The active role of men in changing attitudes to combat violence against women

10.15 Keynote speaker: Mr Chris Green, Executive Director of the White Ribbon Campaign UK, member of the Council of Europe Task Force to Combat Violence against Women, including Domestic Violence

Questions

10.50 Coffee

11.15 National experiences

Mr Ruud van Diemen, Region Manager, Probation Service, the Netherlands

Ms Elise Skarsaune, Adviser, Reform – Resource Centre for Men, Norway

Questions and discussion

12.15 The role of male parliamentary networks

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

12.30 Lunch hosted by the Ministry of Family, Veterans' Affairs and Intergenerational Solidarity, Croatia

2. Educational measures addressing boys and men to prevent violence against women

14.00 Keynote speaker: Mr Nico van Oosten, Adviser, Movisie, the Netherlands

Questions and discussion

3. Specialised training for professionals in contact with victims of domestic violence

15.00 Keynote speaker: Mr Miguel Lorente Acosta, Director General of Legal Assistance to Victims of Violence, Regional Government of Andalusia, Spain

Questions

15.40 Coffee

16.15 National experiences

Ms Sanja Sarnavka, Women Human Rights Group B.a.B.e and Ms Štefica Stažnik, Assistant Minister, Ministry of Justice, Croatia

Ms Delfina Albareda Rives, Psychologist, “Fundació AGI” Integrated Assistance and Management Foundation, Spain

Mr Philip Mackin, Programme Implementation Manager, Intervention and Substance Abuse Unit, NOMS Commissioning and Partnerships Directorate, United Kingdom

Questions and discussion

17.15 Experience at local and regional level

Ms Ivanka Novak, Member of the Commission of Social Cohesion and of the Chamber of the Regions, Congress of Local and Regional Authorities, Council of Europe

4. United Nations experience in addressing men to prevent and combat violence against women

17.30 Keynote speaker: Ms Christine Brautigam, Chief, Women’s Rights Section, Division of the Advancement of Women, United Nations

Questions

18.00 End of the first day

19.00 Buffet offered by the Ministry of Family, Veterans’ Affairs and Intergenerational Solidarity, Croatia (by invitation only)

Thursday 10 May 2007

II. Intervention programmes for men perpetrators of domestic violence

Chair: Ms Ksenija Turković, Professor, Vice-Dean of the Faculty of Law, University of Zagreb, Croatia

1. Intervention programmes: models implemented in different member states

9.30 Keynote speaker: Mr Calvin Bell, Chief Executive, Ahimsa (Safer Families) Ltd, United Kingdom

Questions

10.10 National experiences

Mr Paul Memery, Deputy to the Permanent Representative of Ireland to the Council of Europe

Mr Heinrich Kraus, Psychotherapist, Men's Counselling Centre, Vienna and
Ms Rosa Logar, Director, Domestic Abuse Intervention Centre, Vienna, Austria

Questions and discussion

11.00 Coffee

11.15 National experiences

Mr Dean Ajduković, Professor, Faculty of Humanities and Social Sciences, University of Zagreb, Croatia

Mr Heinrich Geldschläger, Head of the Programme for Abusive Men, Social Rehabilitation Institute of Barcelona, Spain

Questions and discussion

12.15 Lunch hosted by the Ministry of Family, Veterans' Affairs and Intergenerational Solidarity, Croatia

2. Intervention programmes: evaluation and future challenges

14.00 Keynote speaker: Mr Stefan Beckmann, Researcher, Daphne Project "Work with Perpetrators of Domestic Violence in Europe", Dissens e.V, Germany

Questions

14.40 National experiences

Mr Jules Mulder, General Director, "De Waag" Forensic Out-patient Centre, the Netherlands

Ms Ingunn Rangul Askeland, Clinical psychologist, Norwegian Centre for Violence and Traumatic Stress Studies, Norway

Questions and discussion

15.45 Closing addresses

Ms Jadranka Kosor, Deputy Prime Minister of the Republic of Croatia and Minister of Family, Veterans' Affairs and Intergenerational Solidarity

Mr Hanno Hartig, Head of Department for Minorities, Media and Equality, Directorate General of Human Rights, Council of Europe

16.00 End of seminar

OPENING ADDRESSES

Ms Maud de Boer-Buquicchio

Deputy Secretary General of the Council of Europe

Madam Deputy Prime Minister, Madam Assistant Secretary General of the United Nations, Madam the Vice Chair of the Council of Europe Task Force to combat violence against women including domestic violence, Distinguished Member of the Parliamentary Assembly, Excellencies, ladies and gentlemen,

Violence against women, including domestic violence, is a human rights violation which concerns all of us. Women suffering from violence are not only victims of abuse, they are also victims of indifference and victims of neglect. One of the primary concerns of the Council of Europe, representing 46 member states and their 800 million citizens, is to safeguard and protect human rights. There can be no doubt that violence against women, including domestic violence undermines the core values on which the Council of Europe is based.

Let me give you a few figures on the prevalence of violence: a study published by the Council of Europe suggests that across our member states, one-fifth to one-quarter of all women have experienced physical violence at least once during their adult lives, and more than one-tenth have suffered from sexual violence involving the use of force. Figures for all forms of violence, including stalking, are as high as 45%. More significantly, for women – unlike men, who also encounter a great deal of physical violence – the majority of such violent acts are carried out by men in their immediate social environment, most often by partners and ex-partners. 12% to 15% of all women have been in a relationship of domestic abuse. Many more continue to suffer physical and sexual violence from former partners even after the separation.

Given these figures, it is clear that domestic violence is widespread and can happen to our colleagues, our friends and our family. The Council of Europe has worked for decades 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 on the protection of women against violence which was adopted by the Council of Europe in 2002.¹ This legal instrument was the first international instrument to propose a holistic strategy to prevent violence and protect victims. 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.

However, despite many positive and significant achievements in policies and practices, violence against women in its various forms remains widespread at all levels of society, in all Council of Europe member states. This is why the Council of Europe is conducting this Campaign. The Heads of State and Government had decided during the 3rd Summit of the Council of Europe in Warsaw to set up a *Task Force to Combat Violence against Women, including Domestic Violence* and to conduct a Campaign on this topic in close co-operation with other European and national actors, including NGOs.

The Council of Europe Campaign was launched in Madrid last November. It raised expectations not only about what the Council of Europe will

1. Reproduced at page 119 in this volume.

do during the Campaign, but also about actions and measures to be taken by member states.

One of the objectives of the Campaign is to raise awareness about the existence and the extent of domestic violence in our societies. It is also intended to encourage women to seek help by informing them of the possibilities which already exist today.

I want to give here one example of how important awareness raising is. This example actually concerns the European Court of Human Rights. Very few people know that the famous *Airey* case of 1979, which is a milestone judgment about access to justice and legal aid, was actually about a case of domestic violence. The background of the claim of Mrs Airey to be entitled to divorcing her husband was that he subjected her to physical violence. Mr Airey had even been convicted by the District Court of Cork City of assaulting her and ... fined. While the Court addressed primarily the access to court issue, I am sure that, if the Court were to judge this case today, the domestic violence element would play a more predominant role in its considerations.

However, awareness raising is an important first step but it is not enough. Our Campaign, after all, is not only meant to change mentalities, it is meant to change the realities of the victims' daily lives. Personally, I would like the Campaign to end with the launch of a new Council of Europe binding legal instrument – a Convention against Domestic Violence. Such a new Convention should be comprehensive in scope, providing for a complete set of policies to prevent violence, stop and punish the perpetrators, and help the victims. It should also be sufficiently detailed and spe-

cific in order to bring immediate relief to the victims. I envisage measures such as the ones allowing the victims to stay in their house rather than flee to escape from a violent spouse, new laws defining domestic violence - both physical and psychological – as a criminal offence, *ex officio* prosecution against the alleged offenders, and a holistic approach when it comes to dealing with cases of domestic violence from a criminal and civil point of view. This type of legislation may already exist in some member States, but not all of them.

We are here today to participate in the second of five seminars organised this year within the framework of the Campaign. The topic of this seminar, *“Men’s Active Participation in Combating Domestic Violence”* reflects one of the Campaign’s main messages.

In recent years, the Council of Europe has taken up the topic of men and violence within the family by organising several seminars looking at the multiple roles of men in the context of violence within the family. These seminars have examined the role of men as perpetrators of violence, as victims of family violence, as well as their role in both preventing violence within the family and protecting the victims of such violence.

There is much men can do. They can speak against violence and encourage other men to do the same.

Men can also take an active role in their professional environment. For example, Spain and Croatia among other countries have developed special programmes and training to educate professionals on violence against women.

Today too many women are met with disbelief and even mockery when they tell their story to policeman,

social workers, or other public officials. This cannot be accepted: training programmes for all professionals who may end up dealing with women victims of domestic violence must be strengthened in all our member States so that women are met with the care and respect they are entitled to.

Men can also play an active role simply by acting as a role model for non-violent behaviour. In this respect men’s roles as fathers, caretakers and guardians are crucial. Evidence shows that boys who witness male violence towards the mother are more likely to become perpetrators themselves.

This seminar can serve as a forum for exchanging ideas and good practices on raising awareness among men on domestic violence and engaging men to prevent domestic violence. It can also help to identify those men or groups of men who could act as “agents of change” and promote positive roles which men can take in order to challenge prevailing gender stereotypes and discriminatory cultural norms. The role of men as perpetrators will also be addressed in this seminar during discussions on intervention programmes.

To fight domestic violence successfully, we must work together – women and men – and break the silence together. On behalf of the Council of Europe, I welcome you to this seminar and I hope you will return to your countries with many good ideas and initiatives which you can implement to engage men, together with women, to end violence against women in Europe.

Thank you very much for your attention. ★

Ms Rachel Mayanja

Assistant Secretary- General of the United Nations, Special Adviser on Gender Issues and the Advancement of Women

Mr Chairperson, distinguished participants, colleagues and friends,

It is a great pleasure and honour for me to address this *Seminar on Men's Active Participation in Combating Domestic Violence*. I wish to commend the Government of Croatia for its continued strong commitment to gender equality as evidenced by the official opening of this Seminar. I thank the organisers, the Gender Equality and Anti-Trafficking Division of the Directorate General of Human Rights and Legal Affairs of the Council of Europe and the Ministry of Family, Veterans' Affairs and Inter-generational Solidarity of Croatia for the excellent organisation and warm hospitality.

The Council of Europe has a long history of work on violence against women, spanning more than two decades. I would like to specifically commend the project of the Council of Europe's Parliamentary Assembly on *Parliaments united in combating domestic violence against women*. It is testimony to the important role of Parliaments in combating domestic violence.

A recent in-depth Study of the United Nations Secretary-General on all forms of violence against women launched in October 2006 confirms that violence against women is a universal phenomenon that persists in all countries of the world. The Study, other research and testimonials from women and girls world-wide provide chilling evidence that domestic violence is the leading cause of injury and death for women worldwide.

- ▶ one in every three women in the world is beaten, raped, attacked;
- ▶ one European woman in five experiences violence by her male partner at some point in her life;

- ▶ a Finnish study showed that over half of adult women have been victims of violence or sexual threat;
- ▶ in the United States every nine seconds, a woman is battered by her domestic partner. One in five women will be victim of rape in her lifetime;
- ▶ 59% of Japanese women are victims of domestic violence. In Kenya, 42% of women and in Pakistan, 80% of women experience violence within the home;
- ▶ every year in India, 5 000 brides are murdered or commit suicide because their marriage dowries are considered inadequate;
- ▶ in Ireland, half of all murder victims are women killed by their male partners;
- ▶ in South Africa, a woman is raped every 80 seconds;
- ▶ one-third of women in Barbados, Canada, the Netherlands, New Zealand, and Norway are sexually abused during childhood.

The human costs of violence against women include not only the visible and immediate – death, injury; the costs of medical care, lost employment and law enforcement; shattered lives and livelihoods – but also indirect repercussions for women survivors, families, communities and societies.

When discussing domestic violence, we are talking primarily about men's violence. The focus of this Seminar on men and prevention is thus most fitting. Gender based violence has profound roots in historically unequal power relations between women and men. It is entrenched at all levels of our societies: personal, community and society. Personal relationships and community interactions emphasising stereo-

types about male dominance, weak community sanctions against violence and gender role socialisation promoting gender inequality, are more often than not influenced by broader societal norms glorifying violence. Moreover, religious or cultural beliefs supporting male superiority, negative portrayal of women by the media, weak anti-violence laws and policies, institutional practices and political ideologies, to name just a few, become breeding grounds for violence against women. In addressing these factors, we must target men and boys, in particular those I would call “bystanders”. They are the ones who do nothing to stop violence even though they are aware of or even witnesses to it. This is quite a large group of men. Working with them, therefore, is critical.

I therefore submit for your consideration five ideas on how to effectively engage women and men in the prevention of domestic violence.

First and foremost, we have to work together – men and women. While acknowledging that today’s struggle against violence would be impossible without decades of tireless work and sacrifice by women survivors and their advocates, women’s groups, scholars and activists, we must also admit that men’s partnership with these anti-violence women’s groups is essential. In so doing, men hear women’s voices, their stories of enduring violence at the hands of men they loved and trusted, and the joys of non-violent and equal relations with men. This collaboration exposes men to what works and what does not. Through partnerships, men and women demonstrate concretely their shared interest in preventing violence.

Second, by virtue of the fact that they commit most violence, men are best-situated to prevent it. Therefore, they must take on the responsibility to prevent it. In many developed and developing countries, men have organised themselves in groups with a focus on prevention of violence against women. At this year’s commemoration of International Women’s Day devoted to ending impunity for violence against women and girls, two men’s organisations, the White

Ribbon Campaign UK – and I would like to acknowledge here Mr Chris Green, Executive Director of the United Kingdom Campaign – and 100 Black Men, made a powerful case by which they demonstrated that most men do not agree with men’s violence and that many more would like to get involved but do not know how. Both organisations engage in education campaigns, hold rallies, work with violent men, facilitate workshops in schools and workplaces and work with women’s groups. Indeed, these are some of the ways that we can prevent violence. It is essential for all of us to support such men’s anti-violence groups. We also need to scale up our advocacy among those men whom I call “bystanders” to encourage and support them to challenge all forms of violence, including domestic violence and make them understand that we all stand to gain from a world free of violence.

Third, men are not born violent; they become violent as a result of socialisation. Men are indoctrinated into violence as a way to behave, to meet social expectations of solving problems and conflicts through violence and assert their masculinity. Coupled with behaviour is language. Men learn very early that anyone who does not agree with them is “an enemy”. Enemies must be “destroyed”, “eliminated”, “defeated”, and the list goes on. Intrinsic in all those terms is violence. Challenging unequal gender power relations, promoting alternative approaches and norms supportive of non-violence and transformation of the concept of masculinity are essential for a successful campaign for prevention of violence. To this end, new role models for boys and men need to be relentlessly promoted in our societies through all means available, including legislation, institutions, in particular educational ones and the media.

Fourth, young men and boys hold tremendous potential to prevent violence. They can become agents of change if they learn about the effects of violence on their immediate relatives and friends, themselves, and the community as a whole. Early sociali-

sation emphasising gender equality and non-violence will equip them with the tools and skills to resist stereotypes and pressure to engage in violence. The messages emanating out of schools, colleges, communities and societies, must motivate boys and young men to change. These messages must include serious sanctions against perpetrators. They must stress the benefits of a less violent world, not only for women, but also for themselves and the community as a whole.

Fifth, partnership needs to extend to decision and opinion makers in Governments, Parliaments, civil society and private sector in order to enlist the political, financial and moral support essential to the campaign to prevent violence against women. States have an obligation to protect women and girls from violence, to hold perpetrators accountable and to provide justice and remedies to survivors. This campaign requires strong advocacy at the highest levels stating clearly that violence against women is not tolerated, in any form, any context and in any circumstances. Clear policies, targeted programmes and budgets are needed to promote non-violence. Similarly, laws criminalising violence and a law enforcement team that applies those laws without fear or favour are required in order to hold perpetrators accountable. The co-operation of all men is necessary in fighting and preventing violence.

Iceland’s example in convening the first all men’s national conference on gender equality in September 2005 should serve as an inspiration for all countries. I congratulate Iceland for this initiative which has become an annual event.

Mr Chairperson,

Men’s collective activism is vital to our struggle to prevent and stop violence against women and girls. I wish to offer full support to your initiative to involve men in preventing violence. As with other international efforts such as peace and security, development, poverty eradication, HIV/AIDS, reproductive health, to name just a few, men’s active participation is critical. Your initiative captures the

spirit of the Beijing Conference and is a fitting part of the world-wide efforts to eliminate violence against women.

Each one of us – men and women – has a duty to support and sustain a po-

litical and social environment where violence against women and girls is not tolerated; where men and women, family members, neighbours, governments, parliaments and civil society

intervene to prevent violence and stop perpetrators. Only by acting together can we create more equal relationships and more peaceful societies.

Thank you. ★

Ms Dubravka Šimonović

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

It is a special honour and privilege for me to address you in my home town Zagreb at this second regional seminar organized within the framework of the Council of Europe *Campaign to Combat Violence against Women, including Domestic Violence*, devoted to men's active participation in combating domestic violence.

Every woman has the right to be free from violence in both the public and private sphere.

Do we agree with this? Yes, but reality is very different.

Thousands of women across Europe do not enjoy this right. They are victims of domestic violence. Too many women in too many countries die as a result of intimate partner violence. We do not know numbers of women murdered by their intimate partners. Many more women suffer physical, emotional and sexual abuse by their partners or ex-partners.

All this is known – yet we are not doing enough to combat violence against women including domestic violence.

To fill the gaps at the national and European level, the Council of Europe member states decided at the Warsaw Summit in 2005 to take measures to combat violence against women, including domestic violence and to set up a task force to prepare a pan-European campaign, to evaluate progress and to propose further actions.

The *Task Force to Combat Violence against Women, including Domestic Violence* was set up as a sui generis ad hoc committee directly answerable to the Committee of Ministers. Eight international experts – six women and two men – in the field of preventing and combating violence against women were appointed to this Task Force by the Secretary General of the

Council of Europe. I am very pleased that two of my Task Force colleagues, Ms Rosa Logar and Mr Chris Green, are taking an active part in this seminar.

Before providing you with a brief overview of the work of the Task Force in my capacity as its Vice-Chair I would also like to point out in my other capacity as the Chairperson of the United Nations CEDAW Committee that in this seminar not only do we have high level participation of Council of Europe officials, but also of United Nations officials working on women's rights. This provides us with a golden opportunity to add to our European perspective a global one. It will enable us to discuss the complementarities of the United Nations standards on women's rights including the recent in-depth Study of the United Nations Secretary General on all forms of violence against women together with the Council of Europe standards, including the ongoing Campaign to combat domestic violence, and its Blueprint as well as their expected results.

In this context, our work on the elimination of discrimination and violence against women at national and regional level must be firmly grounded on the full implementation of the United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). Let me highlight that this Convention is a legally binding human rights instrument that obliges all its 185 state parties to embody the principle of equality of women and men in their national legislations and to ensure, through laws and other appropriate means, the practical realisation of this principle in all fields of life including the family life. The CEDAW

Committee General recommendation No. 19 of 1992 on violence against women has provided a comprehensive interpretation of this obligation of state parties to combat violence against women and its root causes.

Going back to the European level and the mandate of the Council of Europe Task Force, our first priority was to develop the blueprint for the Council of Europe *Campaign to Combat Violence against Women, including Domestic Violence*. This document, which you have in your seminar folders,² spells out the aims, objectives and messages of the Campaign and describes the activities different actors are invited to pursue. It serves as a roadmap for implementation of the Campaign.

Under listed aims this blueprint calls the Council of Europe member states:

- ▶ to raise awareness that violence against women is a human rights violation corresponding to the responsibility of a state to act with due diligence to prevent violence, to protect women victims of such violence and to punish the perpetrators;
- ▶ to demonstrate strong political will and provide adequate resources to make real progress in eradicating violence against women;
- ▶ to elaborate national campaigns that should include effective measures for stronger implementation of *Recommendation Rec (2002) 5 of the Committee of Ministers to member states on the protection of women against violence* (see below, page 119).

Its objectives focus on four areas: legal and policy measures, support and protection for victims, data collection and awareness-raising. In each of these areas we have listed the most important measures which should be taken to make a change in the lives of women who suffer violence in their homes.

I would like to highlight some of proposed measures as very pertinent for our work at this seminar, such as the following measures:

2. Reproduced at page 111 in this volume.

- ▶ to increase the rate of reporting, prosecuting and sanctioning of perpetrators of violence against women occurring in the family or domestic unit;
- ▶ to develop risk assessment and safety planning as standard procedure in crime prevention in order to prevent violence against women, and ensure special attention is given to high risk victims who face repeated incidents of violence;
- ▶ to 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);
- ▶ to 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;
- ▶ to encourage at all levels the work of NGOs involved in combating violence against women, and to establish active co-operation with these NGOs, including appropriate logistic and financial support;
- ▶ to 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 like national observatories on domestic violence;
- ▶ To 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.

Turning to the Campaign now, it was – as you may know – launched during a high-level conference in Madrid in November 2006. I would like to highlight the fact that this Campaign has three different dimensions: intergovernmental, parliamentary and local and regional with the aim of achieving real change. I am pleased to

see that we have here today representatives from all three dimensions.

It is of particular importance that this Campaign is implemented at the national level, through national action. To achieve this, focal points and high-level officials have been appointed within the governments, and contact parliamentarians have been nominated in parliaments to initiate such action and to co-operate closely with other public actors and NGOs. Pointing to the topic of this seminar, the active participation of men in combating domestic violence I would like to mention that out of 36 high-level officials nine are men and among 39 focal points the number of men is four. On the parliamentary side, the number of men is seven among 44 appointed contact parliamentarians.

The Task Force was not only mandated to prepare the Campaign. Much more importantly, it is also mandated to monitor and assess any improvements at national level and to evaluate the effective functioning of the measures for preventing and combating violence against women adopted at national and international level.

The Task Force held its third meeting from 6 to 8 February 2007 and held an exchange of views with the Secretary General of the Council of Europe on the expected outcome of its work. At the end of that meeting it was agreed that the Task Force will, in accordance with its mandate, explore the possibility of developing a binding legal instrument for the Council of Europe member states to combat violence against women, including domestic violence. The Task Force pointed out that any such binding legal instrument would have to be based on a holistic approach to combat violence against women, including domestic violence respecting the three guiding principles of prevention, protection and prosecution.

We will base our assessment on several sources of information. One will be reports submitted to us by national focal points at the end of this year. Another very important source will be results of these regional seminars. We hope to get a clear picture of the developments in member states to

see which steps are taken and which measures are proving to be effective in preventing and combating violence against women at the national level. Of course, we will also take into consideration all available publications, particularly from other international organisations as well as NGOs.

It is thanks to the hard work of women's movements and women's NGOs in recent years that domestic violence against women has in many countries and internationally become acknowledged as a public issue requiring joint public action. However, much more needs to be done in order to effectively combat this type of violence.

Ladies and gentlemen,

Let me now turn more specifically to the relevance of this seminar for the work of the Task Force. As part of expected results of the Task Force, we need to identify other possible roles of

men in the context of family violence, not only as perpetrators of violence, but also as victims of family violence, as well as their role in both preventing violence within the family and protecting victims of such violence. This seminar will provide the Task Force with important information in this particular area.

We know that violence against women cannot be stopped unless men join women in the fight against domestic violence. For this, men and women need to engage in a dialogue to address discriminatory traditions and attitudes as well as gender stereotypes as root causes of violence against women.

The quest for eradicating domestic violence poses a positive challenge to men, who remain largely represented in leadership positions in political and public life in most of our countries, to use their power and political will to take effective measures to combat do-

mestic violence. On the other hand, men can also take other active roles, as we will hear today, as professionals, colleagues, family members, partners, friends and neighbours to speak against domestic violence. The most important thing is to understand that everyone, through their private and public roles in society, can contribute to combating domestic violence against women.

On behalf of the Task Force, I hope that by the end of the Campaign we will have received an overview of where Council of Europe member states stand in protecting women from violence and what measures should be taken to improve this in order to achieve real change. I look forward to the discussions during next two days which will help us in this task.

Thank you very much. ★

Ms Jadranka Kosor

Deputy Prime Minister of the Republic of Croatia and Minister of Family, Veterans' Affairs and Intergenerational Solidarity

Ladies and gentlemen,

It is my honour, as Deputy Prime Minister in charge of human rights and Minister of the Family, Veterans' Affairs and Intergenerational Solidarity, to welcome you on behalf of the Croatian Government.

Allow me to take this opportunity to say that I am proud that we are hosting this Seminar, and especially proud of the importance of its theme – men's active participation in combating domestic violence. It is my conviction that we shall not only hold many high-quality discussions, but that together we shall also:

- ▶ contribute to the creation of a suitable environment for more effective prevention of violence against women, including domestic violence, by men, and
- ▶ go one step farther so that the specific role of men may be recognized, upheld and used as an example of desirable behaviour in every society.

Therefore, Ms de Boer-Buquichio, the Deputy Secretary General of the Council of Europe; Ms Mayanja, Assistant Secretary-General of the United Nations and Special Adviser on Gender issues and the Advancement of Women; and all other participants, particularly representatives of non-governmental organisations and all other respected experts and esteemed guests, and representatives of the media, allow me to officially open the *Seminar on Men's Active Participation in Combating Domestic Violence*, and to simultaneously thank the Council of Europe, which organised the Seminar in co-operation with the Croatian Government. This is the second of five planned regional seminars as part of the Council of Europe *Campaign to Combat Violence*

Against Women, including Domestic Violence. The Republic of Croatia has actively contributed to this Campaign through the work of its expert, Dr Dubravka Šimonović, who previously chaired and currently co-chairs the *Task Force to Combat Violence Against Women, including Domestic Violence*.

For Croatia, the organisation of this event is an opportunity to enhance its prior support with active involvement in the Council of Europe's efforts to combat violence against women, including domestic violence. We are particularly pleased that this Seminar constitutes a concrete contribution to actualization of the Action Plan from Warsaw, and particularly to the further development of one of the Campaign's primary messages, according to which *domestic violence calls for men's active participation to combat violence against women*.

In this context, it is necessary to shed light on the role and status of men, not only as perpetrators of violence against women and domestic violence, but also as potential victims of domestic violence. This also prompts us to take further steps: to find effective measures to ensure men's active participation in the prevention of this form of behaviour, and to foster their more active involvement in protection of victims. Success requires something more as well: overcoming stereotypes and eradicating the culture of silence, because the privilege of privacy, even men's privacy, does not encompass domestic violence. That is why the slogan of our national Campaign is: "There is no justification for violence."

In this, we need the help of the media. For if we truly look back, we

can see that the media in Croatia have altered the image of certain successful men. When it was revealed that they were perpetrators of violence, the public began to perceive them as such, and their knowledge and former power were soon forgotten. We shall attentively monitor the activities of individual countries that are attempting to come to terms with such violent individuals not only in the courts, but also by exerting public moral pressure. It will be interesting to see the preventive effects achieved in countries that opt to make public the identities of convicted child abusers and perpetrators of domestic violence.

One of the key tasks in overcoming all forms of violence against women, including domestic violence, is to enlist the active participation of men. It is good to see high governmental officials, local leaders and popular performing artists voice their commitment to equality of the sexes and non-violence, but we need many more of them: we need enlightened teachers, trade union leaders, factory managers, top-level civil servants, public figures, kindergarten instructors and above all enlightened male parents and spouses. We need all of them to condemn violence against women and domestic violence, to fight stereotypes and to encourage all other men to actively oppose such behaviour and bring an end to the culture of silence.

However, we must also view violence from the aspect of human rights protection. Here the state bears immense, and almost exclusive, responsibility. For example, we can ask ourselves if we have done everything in our country by law and in practice to reduce the number of firearms, which are, as a rule, held by men. Or what must be improved to take a firearm, which most often become instruments of violence, from a person identified as a potential perpetrator of violence? Had more been done, many families today would be much happier.

Ladies and gentlemen,

Following up on the recommendations of the Action Plan, Croatia has joined the *Campaign to Combat Violence*

Against Women, including Domestic Violence. The nationwide Campaign Implementation Committee was established, and it has already carried out many activities that were firmly endorsed by Croatian Prime Minister Ivo Sanader. The ambitious Campaign Implementation Programme at the National Level has been aligned with governmental policy, and the achievement of its clearly designated objectives, such as legislative changes, securing of finances, improvement of victim protection, enhancement of the data collection system and public awareness-raising, are challenges we are prepared to confront, even in the context of implementation of this Seminar.

Due to the need for action in local communities, I have personally, as Deputy Prime Minister, called upon all local authorities to prepare local programmes to implement the Campaign to inform the public of the forms and harmfulness of violent behaviour in the family and the need to prevent it, and of means to aid and protect victims.

Ladies and gentlemen,

Permit me to say just a few more words about Croatia's Campaign. After we started promoting the Campaign on 25 November 2006 when observing the International Day for the Elimination of Violence against Women, we have concentrated on its further promotion and public awareness-raising. Therefore, a number of round table discussions were held on the topic of economic violence against women and financing of NGOs involved in victim protection, while by means of billboards, jingles and television spots the public was additionally informed of the need to combat violence.

However, at this point I believe it is vital to share with you that men who are active in public and political life have become actively involved in the Campaign. Thus, we have given out badges bearing the Campaign's logo and slogan to Prime Minister Ivo Sanader, President Stjepan Mesić, the presiding judges in courts throughout Croatia, and the Speaker of the

Croatian Parliament and MPs. On all of these occasions, considerable support was expressed for our efforts, as well as calls for further co-operation, so that we shall continue this work.

Furthermore, professional footballers have also become actively involved in the Campaign. A co-operation agreement during the Campaign was signed with the President of the Croatian Football Federation and the Croatian Premier League's Association of Professional Clubs. At the European Cup qualification match played between Croatia and "the former Yugoslav Republic of Macedonia" on 23 March 2007, Croatia's players came out onto the field wearing promotional jerseys which had the Campaign's slogan printed in front and an image of a poster on violence against women on the back. This event attracted considerable media attention, and the Croatian Football Federation pledged to continue raising awareness of combating violence against women in its activities.

Ladies and gentlemen,

In recent years, we have worked in Croatia on the creation of a legal framework to combat against domestic violence and violence against women. We have also affirmed the work of new institutions such as the Gender Equality Ombudswoman, the Gender Equality Office and the county gender equality commissions, and now we are reinforcing the role of gender equality co-ordinators in the civil service. In the interest of raising public awareness, we have declared 22 September the National Day to Combat Violence Against Women, in memory of the tragic killings of three women on the same day in 1999, as a result of falling victim to a violent man during a court trial. We have also produced a directory of institutions which victims can contact for assistance, and an information flier which provides victims direction for taking further steps in their own protection.

A considerable number of activities conducted in this area every day are based on the National Strategy for Protection Against Domestic Violence.

lence, 2005/7, which defines objectives and measures for their effective achievement. One of the measures I would like to emphasize in particular is the “programme of psycho-social treatment of perpetrators of domestic violence” and the adoption of the Rules on Rendering of Psycho-social Treatment. With this, we have created essential foundations for the just treatment of men who are perpetrators of domestic violence. Also, based on the Strategy, the Government has also adopted a Protocol on Procedures in Domestic Violence Cases which provides a detailed breakdown of the obligations and measures that the relevant authorities must undertake in cases of domestic violence.

Ladies and gentlemen,

We certainly agree that this sensitive process requires involvement at all levels, by all participants to combat violence against women and domestic violence. In Croatia, special efforts are being undertaken to improve activities in the judiciary: family sections have been established in municipal courts, and all domestic violence cases are accorded priority. In this way, we are sending a clear message to everyone, and particularly to the perpetrators of violence, that this is a social disease that must be sanctioned. In this, we are being assisted by now over ten newly-established family centres throughout Croatia, whose tasks include, among other

things, prevention and awareness-raising, and providing information on the positive role of family members in combating domestic violence. The Government is also continually implementing measures to foster co-operation with civil society, which is invaluable particularly in raising awareness and protection of victims. In this context, the Ministry of the Family, Veterans' Affairs and Intergenerational Solidarity provides financial assistance to counselling centres for the protection of women and children that have been established in over ten counties.

The new National Gender Equality Promotion Policy 2006/10 highlights the positive values of international documents crucial to the incorporation of gender perspectives in all facets of life, thus including efforts to combat violence against women. The implementation of the Policy will help ensure that awareness of contemporary standards in the field of gender equality, particularly where this pertains to violence, is raised among all citizens.

Ladies and gentlemen,

We are a country which would like to see zero tolerance for violence become reality in the European context.

This is why we, in Croatia, are obliged to do more: to implement legislation but also institute new measures for their successful implementa-

tion, and particularly reinforce prevention and the role of men in combating violence against women and domestic violence at all levels and in all social groups. Because together with men, society as a whole must accept and be sensitive to their new role, for we must overcome stereotypes.

Therefore, ladies and gentlemen,

I must tell you that when speaking of violence against women there must be no taboo topics. This Seminar is a place to eliminate taboos and to give them the public attention which they are entitled to in a conscious society and a society of universal inclusion. It would appear that here and now is our opportunity to initiate a broad process, to point out existing shortcomings in both regulations and practice, and to include men on an equal basis so that they can become a part of the synergy in the struggle against domestic violence and violence against women.

Great trust has been placed in us to host this Seminar, for which we are truly grateful.

I wish all participants successful and constructive work, and I would like to wish all of our guests a pleasant stay in Zagreb, a city that I hope will be recalled for its beauty and good people, and for the results of this Seminar.

Thank you. ★

**THE ROLE OF MEN
IN PREVENTING DOMESTIC
VIOLENCE
AND PROTECTING WOMEN
VICTIMS**

THE ACTIVE ROLE OF MEN IN CHANGING ATTITUDES TO COMBAT VIOLENCE AGAINST WOMEN

Keynote speaker: Mr Chris Green

Executive Director of the White Ribbon Campaign UK; member of the Council of Europe Task Force to Combat Violence against Women, including Domestic Violence

The aim of this presentation is to explore why men should be active supporters of anti-violence initiatives, and how they might 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 ways in which the White Ribbon Campaign UK is attracting men and young men to become involved in campaigning.

The statistics about violence against women are truly staggering in their horror. 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 aged 15-44 than cancer, malaria, traffic accidents or war.

In the United Kingdom, 1 in 4 women have experienced domestic violence, and it is the major activity of the police as 25% of all violent crime is domestic violence. Just in the United Kingdom there are 3.29 million assaults each year against women, which is one assault every 10 seconds.

A child in a refuge gives some of the reasons in their experience why men are violent:

▶ because children run about;

- ▶ because they are jealous;
- ▶ because children turn on the television;
- ▶ because people do not do things for them like make dinner;
- ▶ because the house was a bit untidy or
- ▶ because women go out.

So here we see the results of the violence, and the justification for the violence, the excuses which some men give for this crime.

We can see the first reason why men need to organise: It is men's responsibility – men commit the vast majority of domestic violence. A second reason is that women want men to organise to counteract domestic violence.

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

Thirdly, men can act as role models for other men in mobilising against violence. Many, perhaps far too many, of our organisations, the military, the 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 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 from violence then men are more likely to take action.

Personal wellbeing

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, the housing, social services, policing and health service costs. That is 10 billion euros a year, just in the United Kingdom and an additional 24 billion euros 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 women's refuge, "This isn't right and it isn't fair".

Let's move on from how we can get men involved to whether they do get involved. A large survey conducted recently in Sweden by Mr Lars Jalmert discovered that Swedish men:

- ▶ want to spend more time with children;
- ▶ want more men working in day care 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 best 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 we are not concerned enough to move to the next step and do something about it ourselves: the rationale behind this thinking may still be "it's a women's issue, isn't it?"

If these men see anti-violence advertisements showing women getting abused, they will quickly pass on to the next page of the magazine. In addition to the benefits for men that we mentioned earlier, relational, personal and collective benefits, I believe that in order for men to become active, there are two crucial parts of the message to include: it must be positive and it must be relevant.

Positive

Wagging fingers and telling all men "You are bad" is just going to alienate men. 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. Too many messages are aimed at "men" as a group, yet the message must be separated and many messages addressed to specific groups of men.

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

- ▶ Working with men may
- ▶ Shift the focus from experience of women

- ▶ Empower men to maintain the status quo
- ▶ Develop contradictions when men's work is not felt to be supportive of women
- ▶ Compete for scarce resources
- ▶ Not acknowledge the diversity of men.

This provides a useful checklist with which to mark any work being undertaken with men.

I will now look at the White Ribbon Campaign UK, and in particular our work in the United Kingdom.

The White Ribbon Campaign UK operates in as many as 40 countries around the world. The campaigns are particularly effective in Canada and Australia. All the campaigns operate educational activities the year round but concentrate on 16 days around 25 November, the International Day for the Elimination of Violence against Women.

Being involved in the campaign and wearing a ribbon is a pledge never to commit, condone or remain silent about violence against women.

There are three strands to our work.

Firstly, mass awareness raising by large scale distribution of ribbons and leaflets around 25 November. 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 and 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 drive the cultural change essential for improvements in the lives of women and men.

The White Ribbon Campaign UK also undertakes considerable amount of 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
- ▶ There is an opportunity to interrupt intergenerational cycle of violence.

In the White Ribbon Campaign UK we've undertaken some questionnaires with male university students and found that 91% felt that they were in a strong position to challenge the existing violence-condoning male culture.

The White Ribbon Campaign UK

We started in the United Kingdom in 2004 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 next to the coffee bar in the Students' Union 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 gradually 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
- ▶ limited celebrity endorsements.

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

rely heavily upon volunteers to do our campaigning and educational work.

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?"

Such a comment is at the same time both a compliment and a criticism.

The person making the comment felt we were doing relevant work, but that we were only scratching the surface of the issue, and we have taken this comment to heart and need to both work wider in spreading our message further afield, and deeper in contributing to cultural change around traditional views of men and masculinity.

Many of our supporters at public events are politicians, city council leaders, mayors, judges and 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 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 it 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 full 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 exists creates damage for all society. Therefore we have decided to come down to support absolutely, with you, the Campaign of the White Ribbon 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 wide 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.

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 listened to, not ignored. We have worked with nightclub 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 I was expecting to give a talk, but the manager of the nightclub gave a talk for five minutes about why everyone in the club should be taking action, a far more effective speaker than I would have been in that situation.

However, wearing a ribbon is not enough. Although it is a start, it could be seen as very tokenistic, so we also support campaigns carried out by the women's movement.

Money made from selling ribbons can be 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 attendance at conferences and disseminating good practice is a part of that.

We support the work of object in campaigning against the objectification of women, and in particular their work to denormalise “lads’ mags” and get them reclassified as pornography.

In 2006 we were an official supporter of Reclaim the Night in London, and expect this role to continue.

We have campaigned with north-west feminists on anti-rape demonstrations and leafleting, and have supported the Rape Crisis Conference, Scotland.

We are a new organization and welcome support and suggestions on how best to develop, expand and get the message across that men can be part of a culture of care, that men want to break free from stereotypical behaviours of how men behave and that men say “no” to all violence. ★

NATIONAL EXPERIENCES

Mr Ruud van Diemen

**Region Manager,
Probation Service, the
Netherlands**

My name is Ruud van Diemen. I am Area Manager of the region Breda/Middelburg of Reclassering Nederland (Dutch Probation Service) and responsible for the office Domestic Violence.

I have been asked to speak to you today and to inform you about the role of the Probation Service in fighting domestic violence in The Netherlands. I am very pleased to find so many representatives from various countries present here today. By listening to each other and exchanging ideas, we will find further inspiration to fight domestic violence in our respective countries.

I will start with a short introduction to Reclassering Nederland. Next, I will introduce a case and indicate how we, as Reclassering Nederland, do our part in our fight against domestic violence. Finally, I will discuss the latest developments in the Netherlands regarding this issue, being the Restraining Order Act, and the role of Reclassering Nederland related thereto. This refers to a legislative proposal to impose temporary restraining orders resulting in perpetrators, in principle, not being allowed to enter their home and/or try to contact their partner(s) or children.

RN – General

Reclassering Nederland is a national association, consisting of 10 regions. We are an autonomous association, and are for the large part financed by the Ministry of Justice. Our main clients are the Public Prose-

cutor, judiciary and prisons. Lately and increasingly, the municipalities are amongst our clients as well, however, I will discuss this at a later stage when the item Domestic Restraining Order is discussed.

Working on a safer society and pushing back recidivism are the objectives of Reclassering Nederland. By means of an effective supervision, result focused community punishment, objective focused coaching programs and all further required measures, we reduce the risk that offenders once again make a mistake. We do this based on our view that only punishing is often not sufficient and the fact that offenders are responsible for their own behaviour. Offenders could and should be addressed on their own behaviour. The basis is making mutual agreements and calling them into account on these agreements.

We have three core tasks. The first is diagnosis and advice. The second is supervision and coaching. In other words, we manage risks and work on behavioural transformation by means of authorised behavioural interventions. If behavioural influencing is not feasible, the Probation Service shall – in the field of supervision – administer risk management. The third core task is community punishment. This means that sanctions are imposed in order to decrease risks.

Science plays an important role in the work of the Probation Service. This is why working with scientific well-founded instruments and effective behavioural interventions is one

of the spearheads within our organisation.

We implement the task diagnostics and advice by means of the diagnostic instrument RISC; which indicates the estimated scales of recidivism. The instrument describes criminogenic factors, such as housing, financial affairs, history of the offender, relationships, etc. This is complemented by the professional judgement of the Probation Officer. At present this instrument is not yet suitable for use in cases involving domestic violence. Domestic violence has a specific cycle and cannot be deemed equal to any other aggressive offence. A specific approach is therefore of utmost importance.

We are currently testing an additional risk assessment, specifically designed for violence in relationships (between partners), which is referred to as the "B-Safer". This will in the end be integrated in the RISC. Experiences with this instrument have been very positive up to now.

The approach of domestic violence has been an important spearhead within the Probation Service. After all, an important percentage of our work involves domestic violence. An important control function in relation to domestic violence has been given to municipalities. Each region of Reclassering Nederland can make its individual agreements with municipalities and other partners in this chain of addressing domestic violence. However, co-operation is and remains the central focus. A systematic approach is required when dealing with domestic violence.

Domestic violence is regarded by the government as an important spearhead as well. In 2002 the government introduced a different approach in relation to domestic violence. Previously partner violence was considered to be incidental and – based on privacy reasons – the approach was much more an approach of awaiting events yet to unfold. In the renewed approach one argues in favour of a more pro-active attitude, with the primary objective to reduce or prevent recidivism. This pro-active approach corresponds very well with

the mission and vision of Reclassering Nederland.

In line with this renewed approach, the designation domestic violence came into force in April 2003. This designation was formulated by the Board of the Procurators-General. The objective of this designation is a more effective police action and conduct of the Public Prosecution in the event of domestic violence. The designation clearly stipulates that acting on domestic violence is not permitted without the intervention of Reclassering Nederland. The stipulation as described in the designation is applicable throughout the country.

I can imagine that up to now it has been quite abstract. What does the Probation Service exactly do to act on and fight domestic violence? What is our actual approach?

In Groningen, a city in the north of the Netherlands, any situation involving domestic violence is acted upon in very close co-operation with the Municipality, Police, Public Prosecution, Child and Adolescent Welfare, Social workers, Forensic psychiatry, Offender treatment programs, etc., for some time now. This co-operation is essential when action on domestic violence is required.

A central department has been set up, to which the police reports all information involving domestic violence. This department redirects cases to the various authorities, including Probation Service. In order to be able to clearly state the procedure on what the Probation Service actually does when domestic violence is involved, I will illustrate the procedure – step-by-step – by means of a case.

Case

On 22 October 2006 Mr T. was apprehended by the police and taken into custody under the suspicion that he assaulted his girlfriend. He was born in Curaçao and had lived there up to the year 2000. Mr T. and his girlfriend have had a relationship for more than 16 years. They have two children together, whereas the girlfriend has a child from a previous relation as well. Mr T. has been married

for a period of 20 years and has 3 children with his ex-wife. He was officially divorced in 2006.

The Probation Service received information from the police that Mr T. had been taken into custody. A Probation Officer subsequently visited the police station and met with Mr. T. During this conversation it was ascertained whether an offender treatment program should be initiated. Another aspect to be considered during such a conversation is whether the offender is eligible for starting a coaching procedure by the Probation Service.

Next the Probation Service received an appeal from the Public Prosecutor to formulate a counselling report. The formulation of such a report is based on researching various sources. The first source is the conversation with Mr. T. Next the risk assessment instrument RISC, combined with B-Safer, referred to previously, are used. The Excerpt of Judicial Documentation is another source, as well as the contents of the telephone conversation with his girlfriend.

The conversation revealed that Mr T. confessed to have committed the offence. He confirmed that he – at times – reacts aggressively. He claimed to have struck his girlfriend a long time ago. However, he also stated that his girlfriend can overreact as well. With regard to the offence at hand he stated that his girlfriend poured water over him. At that time he saw a glass of hot tea standing next to him and he was afraid that her anger would cause her to pour this hot tea over him as well. This is why – according to Mr T. – he punched her. He indicated that his girlfriend has trouble accepting the fact that he can not communicate well. He also indicated regretting the incident.

During the conversation with the girlfriend she stated that her friend does not communicate easily. He does not know how to express himself well. If they have an argument, he feels insecure due to the fact that he does not know how to communicate well. This angers him. According to her, the use of alcohol also stimulates a certain degree of aggressiveness. She stated that he struck her on two previous oc-

casions. She never before reported this to the police. She did report it now as she experienced fear. Following the report, her friend did not move elsewhere, partially for the sake of the children. She also showed fear that reporting the offence would not be sufficient to change the situation, and feels that her friend should seek professional counselling for his problem.

One month later it happened that Mr T. was involved in another incident and the girlfriend decided to end the relationship. Mr T. continues to live with the girlfriend until he can find a place to live, but she does not want to continue their relationship. She does want him to keep in touch with the children. Furthermore she stated that she suspects that his financial situation is an influence on his behaviour.

The Probation Officer included all information from the RISC, the conversation with Mr T. and his girlfriend and the police record in the counselling report and the final advice. The report is always focused on the offence. For this report it should be assessed what the criminogenic factors are and what should be done to prevent recidivism. Mr T. himself recognised that his behaviour should change. It appeared as if he has a notion of the influence of alcohol. The basis of where it all appears to go wrong is the communication.

The advice given by the Probation Service to the Public Prosecutor is a probationary imprisonment, with the special condition of probation supervision. Notwithstanding the fact that the relationship has ended, a domestic violence relapse prevention training is advised. Should the relationship have continued, the girlfriend would have been included in the training. First she would be asked whether she approves of the training and would be willing to participate.

The mandatory probation contract could ensure support for the training and provide more insight. Based on the mandatory character of the training, offenders are often encouraged to change aspects of their behaviour. As they are often willing to change, they

just need to be prodded in the right direction.

The advice is taken up and Mr T. is placed under the supervision of the Probation Service. During the supervision the offender is obliged to participate in and complete the training on behavioural intervention “domestic violence” relapse prevention training and “budgeting”. Every two weeks there will be contact with the Probation Officer and during the supervision period no alcohol and drugs may be used. This could be checked at random. Should these conditions be violated, the Probation Officer reports this to the Public Prosecution in writing. The Public Prosecution will then determine whether the advice will need to be commuted to imprisonment.

This case illustrates how the Probation Service operates. Various sources are consulted in order to make a sound advice. The offence itself is the centre of attention as well as preventing recidivism. During the agreement between offender and Probation Officer in relation to supervision, the observance of the conditions is monitored as well. This case emphasises the vision of the Probation Service that punishment as a sole action is not enough. The offender should be addressed on his behaviour and something should be done to actually change the behaviour.

Domestic restraining order

As indicated in my introduction, I would also like to share new developments in the Netherlands with you. These developments fit the subject of this seminar, the active role of men in relation to fighting domestic violence. The development refers to the Domestic Restraining Order Act, which is expected to be enforced as of April 2008 throughout the Netherlands. By means of this Act, the police are – upon the occurrence of possible domestic violence or a threatening situation – entitled to request the mayor to deny the offender access to his house for a duration of 10 days. In general it occurs that the woman – who is often the victim – leaves the house in case of domestic violence. By means of this

Act the man is addressed on his behaviour and he should leave the house. The object of this Act is to prevent escalation of threatening violence early on, by imposing a Restraining Order for a duration of 10 days. The possibility exists to extend this restraining order for up to a total of 4 weeks. Using the assistance trajectory is crucial in order to prevent the escalation of violence the next time. Should the offender who was placed out of the house, break the law, this will be considered a crime, which is punishable by imprisonment, community punishment or a fine. The Domestic Restraining Order Act, is currently tested in 3 regions in the Netherlands, Amsterdam, Venlo and Groningen. In Groningen the Probation Service plays an important role in relation to this law.

As indicated in the illustration of the case above, co-operation with all involved in this chain is organised well in Groningen, meaning that the interpretation of this law is perfectly fitting.

It is a rather complex law, mainly when viewing the legal character. The Domestic Restraining Order is an administrative legal measure; however it can be enforced on criminal prosecution as well. At that time a temporary restraining order is enforced and prosecution follows.

In Groningen the Probation Service plays an important role with regard to the implementation of the law. A crisis intervention team has been set up. This team calls the Probation Service if a Restraining Order is applicable. The Probation Service will subsequently hold a preliminary assistance meeting, as referred to in the case discussed. A conversation with the person placed out of the house and with the partner(s) is held. The Probation Officer implements the risk assessment by means of the previously referred to, the instrument B-Safer. Based on this information an advice is given to the intervention team and the police, and the Probation Service immediately starts with the supervision. In order to make the Restraining Order successful, conditions are stipulated, which the offender placed out

of the house is held to observe. This supervision includes that the Probation Officer has contact with the offender placed out of the house on a daily basis. It will be checked whether the person involved observes the conditions. It is also of importance that information is collected during the supervision. This information can be used for the appeal to the mayor whether or not the Restraining Order or temporary prohibition on entering someone's house should be extended for 10 days.

The authority on Offender treatment programmes is in close contact with the Probation Service when formulating a plan. A close co-operation of all involved in cases involving domestic violence has been in force for a number of years. The implementation

of this law coincides well with this co-operation.

The interpretation of this law fits the vision of the Probation Service well. This law provides the possibility to interfere as a preventive method. The offender placed out of the house will be addressed on his behaviour early on and a change of behaviour is targeted in order to prevent domestic violence in the future.

The pilot has now been in place for several months and a number of Restraining Orders been imposed. The experience is quite positive. Men are willing to co-operate and are willing to work on their behaviour. At the end of 2007 the pilots will be evaluated and it is expected that the law will be enforced throughout the Netherlands.

In short I can state that acting on domestic violence is an important spearhead in the Netherlands in general and specifically for the Probation Service. Domestic violence can not be handled by one single organisation only, co-operation is required. The complete system: children, partners, family, etc., should be actively involved. The Netherlands still has a long road ahead, but the acknowledgement that domestic violence is no longer a private affair, but a public issue, is an important step in the right direction. After all, we all agree on one aspect: domestic violence should stop. Working on a safer society does not stop at the front door!

Thank you for your attention. ★

Ms Elise Skarsaune

Adviser, Reform –
Resource Centre for
Men, Norway

The Norwegian foundation Reform – Resource Centre for Men, addresses issues of men's violence against women both on institutional and individual level in its daily work, and we have therefore been called upon to share some of our experiences with you on this subject. Now, you might ask yourself, like so many people ask us: Do men really need their own centre? Let me therefore first start out by briefly answering the questions:

What is Reform? And what resources do we offer?

Reform is a centre initiated to work with men's issues and to promote gender equality. We work with gender equality from a men's perspective, as a men's project and with men as agents. Reform works firstly with collecting and conveying knowledge about men, we are secondly involved with political agency -critiquing and suggesting developments within the fields of gender equality and men's issues to the political community-, and thirdly we offer therapeutic and juridical assistance to individual men in need. These assistance services include individual therapy sessions, group therapy sessions in relation to anger management and birth related depressions, a men's hotline support service and a legal counselling phone service. Our various resources, both practical and knowledge related, are focused on five main areas of men's issues: Boys issues, fatherhood, men's health, men's sexuality and violence and violence prevention. We are within these five areas also involved in various co-operation projects with

other national and also international partners.

Why do we work with violence?

We find the link between gender (in)equality and violence obvious. We believe it is no coincidence that perpetrators of violence are predominantly male and victims predominantly female. We view violence as a cultural phenomenon concerning all men, not merely the actual perpetrators of violence. Violence exists in different forms as articulated or inarticulate in many forms of male fellowships, as forms of play, recreation, measuring of worth or tool for conflict resolution. Violence plays an important part in the entertainment culture offered to young boys, via media such as video games, movies and music. All men are agents in the male cultures within which attitudes towards violence in its different forms are shaped. Violence can hence be seen as a part of men's culture and hereby also of a male heritage –passed on across generations. At Reform we often address and critique different destructive parts of men's cultures, hence we find violence a natural issue for us to work with.

We view gender equality as the ultimate tool for combating violence against women, and believe in promoting the battle against violence towards women as a gender equality issue with gains and benefits also for men. Dialogue is the basis of all resources offered at the centre, and we believe in changing men's attitudes through information, dialogue and debate.

How do we work with violence? The case of the co-operation campaign with Amnesty International Norway

Since this part of the seminar focuses on attitudes towards violence in a broader sense, and a fellow countrywoman of mine will go into the work carried out in perpetrator focused programs in Norway tomorrow, I will here leave aside the work we at Reform do in connection to anger management groups and individual therapy services. Amongst our international co-operation projects, I would like to only briefly point to the Daphne-project Working with Perpetrators of domestic violence in Europe, which will also be further addressed during this seminar. Within this project, we at Reform have contributed to a mapping out of available treatment services and approaches to male perpetrators in Europe.

Regarding work on attitudes towards violence against women, I will here briefly present our most recent work, carried out in co-operation with Amnesty International Norway. We have conducted a statistical survey of Norwegian men's attitudes towards violence against women, which is currently followed by a campaign targeting Norwegian men with information and Norwegian politicians with demands for future work with combating violence against women. We at Reform see this co-operation as a further step in making violence an issue among the wider public and confronting the culture of violence. Both of our organisations have seen the need for knowledge production concerning men's attitudes towards violence against women, and hence came together to conduct a survey. The survey was internet based and had 505 respondents. We view the

gathering of this new information as a basis on which to address men's attitudes, and as an opportunity to create public interest and debate concerning the issues of violence and gender. Using results from such a survey to create public debate can perhaps be seen, and has indeed by some Norwegian men been seen, as a highly confrontational approach with a danger of labelling all men as possible perpetrators of violence. However, in view of the amount of discussion the survey has created in Norwegian media and public fora and, most importantly, among a large number of ordinary Norwegian men, we view this approach as legitimate among other more inclusive approaches.

So what did Norwegian men convey about their attitudes towards violence against women? Four out of ten men say they view violence against women as a societal problem, the percentage being larger among the men above the age of 45 than among the men below. Violence also seems to be more of an issue of discussion among older men than younger men. Four out of ten men say they are aware of acts of violence committed by men they know towards female partners. Two out of three men say they would intervene to stop such an act of violence if they witnessed it, but almost one in four men admit that they actually remain passive when aware of a woman in their surroundings being victimized. 75% of the men claim that violence against a partner can never be justified, but half of the men still to some extent hold women at least partly responsible for sexual assaults, on the basis of the woman's conduct (such as behaving flirtatiously, coming to a man's hotel room for a night cap or dressing suggestively), and 38% hold a woman partly responsible for partner inflicted violence if

staying with rather than leaving a violent partner.

We know little about the background or the contexts surrounding these answers, and it is hence difficult to draw any clear conclusions on the basis of them. These brief examples of results from our survey do, however, illustrate the complex and contradictory attitudes of men towards violence against women. We can clearly see a need to discuss and inform younger men about violence and gender equality and older men about sex in connection to gender equality. We feel a need to discuss and dialogue with men about why they do not act against violence when they say they want to. On a basis of these needs for further investigation and debate, we formulated three demands addressed to Norwegian politicians:

- ▶ To establish a nation wide information phone service and web page with information on existing services available to victims and perpetrators of violence. Such an information service must actively address the witnesses of violence.
- ▶ To establish better and more available treatment programs for men with anger and violence issues.
- ▶ To introduce an education program directed at young adolescents concerning conflicts and violence in close relations, aimed at equipping youngsters with tools to prevent and handle conflicts. Already existing measures aimed at the prevention of peer bullying, must raise issues of gender based violence and sexual harassment.
- ▶ We will, for our part, continue confronting and dialoguing with men about the role and responsibility of every single man in his individual life and social settings of combating a men's culture that allows violence against women to persevere. ★

THE ROLE OF MALE PARLIAMENTARY NETWORKS

Ms Carina Hägg

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

Dear Chair, Dear Director, distinguished guests,

It is my great pleasure and honour to address the second Regional Seminar of the Council of Europe *Campaign to Combat Violence against Women, including Domestic Violence* as Chairperson of the Sub-Committee on violence against women of the Parliamentary Assembly. Let me first warmly thank the Croatian authorities for hosting this seminar today. This will provide us with an opportunity to exchange our experience on *Men's Active Participation in Combating Domestic Violence*.

As you may know, following the adoption of Resolution 1512 (2006), the Parliamentary Assembly, together with all its 46 national parliaments, is implementing the parliamentary dimension of the Council of Europe pan-European campaign. This action is running under the slogan "Parliaments united in combating domestic violence against women". We firmly believe that all parliaments can usefully contribute to ensuring a better, safer environment for women. Therefore, I very much look forward to our exchange of views, which will enrich our parliamentary work.

I have been invited today to speak about the "role of male parliamentary networks". It is indeed very interesting to see that in most countries, parliaments are largely dominated by male members, but at the same time, those members are reluctant to get involved

in gender equality issues, and there are often few male representatives on equality committees when they exist at all. Issues like gender-based violence are often seen as a woman's problem.

I would like to emphasise today that I do not agree with this idea, of course. Domestic violence is a problem that concerns all of us, men and women, and we urgently need men's involvement in combating it in order to be efficient. Luckily, I am not the only parliamentarian to think this way – and more and more male parliamentarians are coming round to this idea, as well.

Allow me to highlight two aspects:

- ▶ first, the possibility given to male members of parliaments to tackle, within the parliament, the issue of gender-based violence. I will take the example of the male parliamentary network existing in Sweden;
- ▶ and, second, to inform you about men's involvement in carrying out the parliamentary dimension of the Council of Europe Campaign.

A male parliamentary network in Sweden

Parliaments have an important role to play, particularly by mobilising male parliamentarians in specific networks. For example in Sweden my colleague, Mr Lars U. Granberg, set up a network of male parliamentarians to tackle gender issues in 2004.

The initiative aimed to encourage men to debate their values and pre-conceived ideas so that they might begin to consider the role they had inherited and where it is leading them.

The Swedish male parliamentary network comprises over 50 active members and is governed by the following rules:

- ▶ All political parties are represented in it;
- ▶ It is open to both women and men (even if only men are currently active in it);
- ▶ All decisions are taken by consensus.

I would add to that:

- ▶ The Speaker of the Parliament, who is a man in most European parliaments, should be invited to be a member of such a network and to regularly address the network.

The Swedish network is specifically dealing with:

- ▶ the prevention of trafficking for sexual exploitation;
- ▶ equality in the workplace;
- ▶ the prevention of violence against women: the network strongly believes that violence is unacceptable and has begun to take action to ensure that men take a stand against it.

The network aims at raising its members' awareness of the existing power structures – often they find it hard to perceive them since they do not face discrimination on a daily basis. It also tries to make clear that gender inequality and its connections to traditional definitions of masculinity and femininity are the main roots of violence against women.

The network seeks to influence civil society by organising round tables with the police, lawyers, judges, the military, sports organisations, schools and trade unions on the underlying attitudes in Sweden, values that men have difficulty in seeing and that need changing. Support is given to the work done in the schools to teach the young how to resolve conflicts without resorting to violence.

The Swedish network of male parliamentarians believes that men have the responsibility for questioning the negative side of masculinity, which

can be attitudes and behaviour that fail to respect the human rights of women and girls. They think that it is time to break the silence surrounding gender-based violence and speak clearly about the abominable crimes committed by men, such as violence against women and children in the home or violence in the name of honour.

Men belonging to these networks can take action.

- ▶ They have a privileged access to their male colleagues.
- ▶ They challenge all men to acquaint themselves with gender issues.
- ▶ They can carry out the debate in the meeting-rooms, on the shop floors, on business trips and in any other contexts.
- ▶ They can challenge all men to take a look at the traditional man's role.
- ▶ They can encourage their colleagues to take a clear standpoint against domestic violence.
- ▶ They can emphasise what men also have to gain from an equal society without violence.
- ▶ They can underline the fact that violence against women has a cost to all of society, and it is the development of the entire society which is prevented because of violence against women.

There is still a lot to do to change the power structures between women and men. Politicians have the responsibility to create a society with equal rights for all young people and for renewing their ideas on gender equality.

They have to tackle the issues that are relevant to the new generation: women's right to participate in decision-making, sexual and reproductive rights, equal pay for equal work, and all the other issues that are crucial for an equal society free of violence against women. The network of male parliamentarians can most certainly contribute to changing male MPs' outlook on gender issues.

Let me now talk about my second point, men's involvement in the Campaign against domestic violence carried out by the national parliamentarians.

The Parliamentary Assembly is firmly convinced that men's involve-

ment is essential to combat domestic violence, but also to promote gender equality as a whole. The Committee on Equal Opportunities for Women and Men of the Parliamentary Assembly organised for example in September 2005 in Iceland a very interesting hearing on the involvement of men in the equality project, which highlighted that mentalities will change if men are fully involved in equality projects and can benefit from gender issues.

Involving men and male parliamentarians in the Council of Europe Campaign to combat domestic violence is fundamental to implementing the parliamentary dimension of the Campaign. All national parliaments have been invited to appoint a contact parliamentarian to implement the campaign in their country. To date, 7 out of 44 contact parliamentarians are men.¹ This may seem to be a small number, but I can assure you that the contribution of our active male colleagues is a real asset for our Campaign.

In Sweden, since the beginning of the Campaign, we have tried to involve men in our Campaign activities. We can for example rely on the support of the Speaker of the Riksdag, Mr Per Westerberg.

We decided to organise a seminar on violence against women in our Parliament, the Riksdag, on 25 April, which focused on men's role in combating violence against women and on preventive measures for men. This seminar was attended by more than 200 participants from various authorities, organizations, the educational system, universities from all over the country. Researchers reported about the study field - it is only quite recently that the research on men's violence against women has a gender perspective on men. Information on practical and preventive measures was provided. The seminar ended with a panel discussion (participants from the Riksdag, the Government, Municipality, Social services and Voluntary or-

1. Male contact parliamentarians are from Denmark, France, Israel, Liechtenstein, Portugal, Slovakia, and the Nordic Council.

ganizations) on how to work with preventive measures.

In conclusion, I would strongly encourage all male parliamentarians to take a clear stand against domestic violence and become members of equality committees in their parliament or contribute to the gender mainstreaming in other committees. The Council of Europe Campaign can

help male parliamentarians across Europe to be aware of the fact that combating domestic violence against women is a matter that concerns and affects both men and women.

I will be most happy to report about the conclusions of this seminar to the contact parliamentarians who will meet in Strasbourg on 4 June 2007. This seminar may inspire our contact

parliamentarians to undertake specific activities to involve more men in the Council of Europe Campaign. The example of the Swedish male network could encourage other parliaments in Europe to think about how male MPs can best be involved in combating domestic violence – and promoting gender equality.

Thank you for your attention. ★

EDUCATIONAL MEASURES ADDRESSING BOYS AND MEN TO PREVENT VIOLENCE AGAINST WOMEN

Keynote speaker:
Mr Nico van Oosten

Adviser, Movisie, the Netherlands²

Stay in love. A relationship does not come naturally ... How do you keep your relationship healthy and exciting?

Introduction

The “Stay in love” project is a joint venture of MOVISIE, the Trimbos institute and two regional mental health care institutions in the regions of Zwolle and The Hague.

“Stay in love” focuses on young people 16-20 years of age who are either beginning a relationship or already in a relationship. How people form relationships is different from country to country, but domestic violence can play a role in relationships everywhere in the world. The objective of this project is to prevent domestic violence within problematic relationships, and to promote healthy relationships.

In many countries domestic violence is the most prevalent form of violence. We understand domestic violence to be violence that arises from problems two people have in their relationship. The relationship we are talking about is either a marital or non-marital love relationship. In several cultures and families problems between partners are considered a private affair. In most countries family

members and friends, and sometimes the entire community get involved when relationships turn problematic. In many relationships where violence is used to solve relationship problems, the perpetrator is often a man and the victim is often a woman, but the reverse also happens. Family members, such as the parents in law of either partner can be the perpetrator of domestic violence. Violence also happens in the (sexual) relationships between men and between women.

The violence can be physical (such as hitting, kicking, shaking), sexual (such as harassment, rape) or psychological (humiliation, insults) in its nature. Violations of human rights such as restricting movement, locking the victim up, threats and stalking are also forms of domestic violence. Often different forms of violence and abuse of power occur combined. In all these forms of violence there is a power difference between the perpetrator and the victim. Forms of power abuse are:

- ▶ Threatening physical violence, committing physical violence.
- ▶ Deception, manipulation, verbal violence.
- ▶ Monopolisation of knowledge (girls and women are not allowed to go to school).
- ▶ Insufficient money allowances, extortion or a prohibition to manage money.

2. MOVISIE is the Dutch centre for social development. Our mission is to promote the participation and independence of citizens. We support and give advice to professional organisations, volunteer organisations and governmental institutions in the fields of welfare, (health)care and social development. Five themes are central to our work: quality of life, volunteer effort, family care, vulnerable groups and domestic and sexual violence. See <http://www.movisie.nl/>.

- ▶ Abuse of social position and status.
- ▶ Abuse of religion
- ▶ Abuse of position of number and/or majority, e.g. by getting the support of family members (this includes killings committed in the name of honour).
- ▶ Referential power: the suppression of other opinions.
- ▶ Abuse of delegated power: placing self-interest over the common interest.
- ▶ Monopolisation of care (men are excluded from caring for their children).

Domestic violence and youths

Studies in the West show that domestic violence in relationships happens more often among young people than among adults and older people. They also show that children, who witness violence between their parents, more so than children who were themselves abused, run a considerable risk of becoming a victim or perpetrator. Preventing the intergenerational transfer is, therefore, one of the ways of preventing domestic violence.

The facts listed:

- ▶ Domestic violence within problematic relationships happens more often among young people (aged 16-24) than among older people.
- ▶ International studies of prevalence show that annual and lifetime prevalence rises somewhat when 15- to 18-year-olds are included.
- ▶ 14%-33% of secondary school pupils in e.g. Canada and the United States have had experience with dating-violence.
- ▶ Girls in the 16-24 age group have more experience as victims of physical and sexual violence than boys; boys are more often the perpetrator of physical and sexual violence.

Preventing domestic violence: connecting with the target group

Characteristic of the project "Stay in love" is its focus on the target group of young people. Reference to the target group is made in terms of con-

tent, messages, language, and design and in the way the awareness raising activities are presented, but also in terms of intermediaries involved. These basic principles are also used in marketing and campaigns.

As such the information of a project must be translated into the "language" – the attitudes, norms and values – of the target group. But it is equally important to consider what it is that makes the target group enthusiastic and which celebrities/role models are important to them. If the project links up with the world they live in, youths find it more interesting and fun to take an active part and will absorb the information more easily.

Young people often know from their own experience or through the example of their parents that relationships are fun, but are not always easy. Awareness-raising should therefore focus on knowledge, attitude and skills needed for having a healthy relationship. It is important to know what you can and cannot expect in a relationship, to be able to voice expectations you have of each other. Young people should also be made aware that conflicts should be resolved through listening and talking and not through using violence. People need to know their personal limits within their relationships and be able to communicate about this. A good example is, going for a stroll around the block when you have been drinking and a conflict with your partner threatens to escalate. These are examples of behaviour that promotes healthy relationships and prevents domestic violence.

The programme is therefore trying to find a balance between preventing domestic violence as a result of relational problems and promoting healthy relationships.

The project has been developing through four phases, the last one still to end.

Phase 1 (November 2003-March 2005)

- ▶ Research into risk and protection factors
- ▶ Focus groups with young people about the basics of an effective prevention programme.

Phase 2 (April 2004-August 2005)

- ▶ What are local and regional organisations to collaborate with?
- ▶ Building of a network of change agents
- ▶ Development of the interventions and materials

Phase 3 (September 2005-June 2007)

- ▶ Implementation of interventions and materials in two regions
- ▶ Evaluation and adjust interventions and materials

Phase 4 (still to realise)

- ▶ Presentation of the programme and its conclusions
- ▶ National dissemination

Phase 1: Developing the prevention programme

The first step in developing "Stay in love" is to get a clear picture of the *baseline situation*. How do relationships come about? What are the laws, traditions and customs? How are relational problems resolved? What role does power abuse and violence in the family play? How does violence come into existence and why does it persist? What are signals that can be considered a risk.

Second step is to investigate what is already being done in terms of awareness-raising and other activities to change the existing situation, and what are the lessons learned. The target groups should also be well defined. The information these analyses provide forms the basis for setting the objectives. If this was not done in step 1, it becomes important in this step to find the organisations and intermediaries that could play a role in implementing the project.

Analysis of the baseline situation

Connecting to the target group is very important in getting "Stay in love" to succeed. The checklist in the annexes lists a large number of questions, sorted by the most important themes that play a role in the context, which could help organisations get ideas for developing and designing the project. The themes are:

- ▶ Legal status of women and men – the question on equal rights, in

particular regarding relationships, sexuality and divorce.

- ▶ Social status of women and men – the question on similarities and differences in social status, particularly those regarding economic independence and the positions inside the family.
- ▶ Forming relationships – the question on how relationships happen, whereby the traditions, customs and habits play a role.
- ▶ Relational problems – the questions on the (unwritten) rights and duties of women and men in relationships and regarding relational problems and their resolution, and on how women and men are trying to resolve fights and conflicts.
- ▶ Emergence and persistence of violence – what gives rise to domestic violence and why does it go on? In what manner do the position and communication in the family play a role in this?
- ▶ Help and counselling on domestic violence – what kinds of support and counselling exist in dealing with domestic violence, both inside and outside the family (volunteer and professional)?
- ▶ Prevention of domestic violence – in what ways are people trying to prevent domestic violence?

Results from Western research shows that:

- ▶ Domestic violence between partners is more prevalent among young people (16-24 years) than above this age
- ▶ International studies into prevalence show that the year and life-time prevalence is higher when 15- to 18-year-olds are taken into account
- ▶ 14%-33% of the high school students in Canada and the United States has experienced some form of dating violence
- ▶ Girls (16-24 years) have more experience as a victim of physical and sexual violence; boys are more often the perpetrator
- ▶ Children who are a victim of or a witness to domestic violence run a greater risk of becoming a victim or perpetrator themselves, later in life (intergenerational transfer)

- ▶ Boys who systematically have been shamed or rejected by their father run a greater risk of becoming an perpetrator (loss of masculinity). Next to that risk factors that are identified are:

Risk groups

- ▶ Low social economic status
- ▶ Cultural and religion backgrounds concerning ideals of male-female relationships, especially the power imbalance

Risk factors

- ▶ Heavy use of alcohol and/or drugs
- ▶ Fast pace of the forming of a relationship (often with pressure)

Risk behaviour

- ▶ Use of pressure and control in the relationship
- ▶ Bad communication skills
- ▶ Feeling responsible for the feelings and (violent) behaviour of the partner
- ▶ Avoidance of conflicts.

We decided that our programme should be suitable for youth with lower education.

Quality demands

When it is the first time to develop an awareness-raising project on preventing domestic violence, it is very important to involve the quality demands that have emerged from prior related research. Different international studies have researched the impact of prevention programmes around sexual violence. This has led to several organisational ingredients that should ensure the effectiveness of a prevention programme in realising the objectives (Van Oosten and Hoïng, 2004):

- ▶ An awareness programme is made up of at least four meetings, for the skills and knowledge to stick.
- ▶ The significant others – such as parents, family members, teachers, etc. – should be involved.
- ▶ Sequential sessions should be distributed over time. The programme needs to be repeated, especially for groups with low levels of education or mental limitations.
- ▶ Use empirically tested theoretical models for explaining (sexual) violence and its determinants as the

basis for the programme's contents.

- ▶ Pay attention to peoples' favourite way of learning. Make this your point of departure, but also include other methodologies, such as written information, information in the form of (video) images, theatre, legends, myths, music, etc. Also see to it that participants are able to learn by watching, giving examples is essential for adequate learning. Also offer opportunities to practise adequate behaviour.

Phase 2: Goals, target groups and activities, network development

On the basis of the results of the first step we made a preliminary selection of goals, target groups and the activities to be developed for the prevention project. They must become aligned in several cycles. The selection of these goals, target groups and above all activities can then be tested and refined with the help of "focus groups".

Goals

The goals have to be as concrete as possible; what do you want to achieve at the end of the project. Of course, the project aims to prevent domestic violence but in a prevention project this must be linked to a positive objective: what do we want to promote? In the Netherlands this finally resulted in the main objective to promote relations that are fun and healthy.

Once the main objective has been selected it is important to further divide it in concrete sub-objectives. You do this by focussing on several concrete risk and protection factors, such as:

- ▶ Control, isolation and jealousy
- ▶ (Im)balance in the relationship
- ▶ Respect
- ▶ Force and indicating your limits
- ▶ Alcohol use
- ▶ Witnessing fighting/verbal violence among friends/peers

One example of a concrete objective is for youths to recognise controlling and isolating behaviour as a result of jealousy. Or, for youths to be able to indicate that they want to be treated

with respect. Through role-play youths can develop their resilience.

Activities

It is important to not just develop one activity, but to develop a mix of coherent activities and materials. In developing such a programme the following matters are important: the programme goal, what are the underlying messages, which activities and materials appeal to the target groups, how are they connected, whom do we want to invite to present our ideas to, and how do we get them together?

Youths, their parents and relations

The target group of youths is not homogeneous. Youths differ in countless ways. Youths have different social statuses *vis-à-vis* each other, connected to power. Status and behaviour are determined, among others, by:

- ▶ Cultural and religious background
- ▶ Religions
- ▶ Sex and gender
- ▶ Social-economic status
- ▶ Sexual orientation
- ▶ Age groups

Experiences with relationships and domestic violence also play an important role. We distinguish four target groups:

- ▶ Youths orienting on a partner or relationship
- ▶ Youths in a permanent relationship
- ▶ Youths formerly in a permanent relationship
- ▶ Youths with experiences with domestic violence in relational problems

In a society youth can have a special status or position, including codes for conduct, dress, music, etc. If this is the case, we talk of a “youth culture” or youth cultures. By getting a global overview of the heterogeneity of the target group prior to the start of the project, you prevent that the project inadvertently links up with only one particular group of youths.

Although we did acknowledge the position of parents and other senior family members, in the pilot we did too little to engage them into the programme. In the follow-up we will do this.

We engaged the target groups in the development of the “Stay in love”

programme by asking them questions about:

- ▶ Design – colour and format
- ▶ Text – much or little
- ▶ What kind of information
- ▶ Message – direct or subtle
- ▶ Style – serious or humorous
- ▶ How to use them – send, information, fill in etc.
- ▶ Location where the information is delivered (school, library, bars, etc.)

They came up with the following suggestions:

- ▶ Interactive forms, like role-play, theatre, argumentation etc.
- ▶ Stories
- ▶ Relationship test
- ▶ Website
- ▶ Group discussions can be tricky because of differences in cultural background, sex
- ▶ Factual information: figures, risk factors, signals, natural causes of violent relationships
- ▶ Learning to set limits and saying “No”
- ▶ Important addresses
- ▶ Images should dominate information
- ▶ Humour unwanted
- ▶ Short bits of information
- ▶ Project week on school (no single lesson).

Based on these results it became clear in what manner and to what extent the choices for goals, target groups, messages, activities and materials needed to be revised.

Underlying messages

The underlying messages that resound throughout the project must be based on a balance between the day-to-day realities of partners, and the opportunities for growth and change (what is desirable). It is about rights in relationships, about what is normal and acceptable, and about what is not. Domestic violence as the result of relational problems is ultimately a form of power abuse. This thinking and the objective expressed positively are in the Netherlands the basis for the following message:

- ▶ You have the right to a safe, respectful, equal and enjoyable sexual contact.

- ▶ Domestic violence can happen to everyone: it can just creep into your relationship.
- ▶ Violence is not normal (though it is very common); it is even punishable by law.
- ▶ Partners are often more different from each other than they think.

Activities and materials

On the basis of the preliminary selection of the goals, target groups and the messages you can consult the different partners and think about the different activities and materials the project needs.

The most important activity in the project is a series of public awareness raising meetings. A minimum of three to four meetings is necessary to inform youths on the issue. In the Dutch project these meetings were held at schools, during class hours. This means that educational material was developed in the form of a series of lessons, and a manual for the teachers to support this education. However, every project will, depending on the preliminary study, the objective, the target group and the network environment, have to find out for itself the venues and partners for this awareness raising programme.

Different kinds of materials support the different activities, such as information leaflets, posters etc. A folder presents the information which is talked about. Youths can read this material in their own time. Of course, materials can also be disseminated separately from the activities. Materials can therefore have different functions. Below several possibilities are listed:

- ▶ Material to draw attention
- ▶ Material to increase knowledge (such as the accounts of victims and perpetrators of domestic violence)
- ▶ Material with interactive possibilities
- ▶ Material with behaviour alternatives
- ▶ Reference material (with the most important information from public education)
- ▶ Reference material of counselling institutions, people.

Here is the list of materials that eventually were part of the “Stay in love” programme:

- ▶ Teachers’ manual; description of a series of lessons
- ▶ Train the teachers manual
- ▶ Leaflet: *A relationship does not come naturally*

- ▶ Poster: *Do you have a good relationship?*
- ▶ Website: <http://www.stayinlove.nl/>
- ▶ Relationship test
- ▶ Manual for a theatre production for a group of young people
- ▶ Theatre production and a rap song on DVD

- ▶ Credit card suggestions for a sportive and healthy relationship
- ▶ Clip shown on digital TV at McDonald’s.

Material didactics were as follows:

	Attract attention	Provide information	Provide with interactions	Behavioural change	Read later
<i>Lessons</i>	•	•	•	•	•
<i>Teacher-training</i>	•	•	•	•	•
<i>Leaflet</i>	•	•		•	•
<i>Poster</i>	•				
<i>Relationship test</i>	•	•	•		
<i>Website</i>	•	•	•	•	•
<i>Manual theatre</i>		•	•	•	•
<i>DVD: Theatre/Rap</i>	•		•	•	
<i>Sport card</i>	•			•	
<i>Spot</i>	•				

Knowledge, behaviour and attitude we wanted to influence and improve circled around the following themes:

- ▶ Control, isolation and jealousy
- ▶ (Dis)balance of power in the relationship
- ▶ Respect
- ▶ Compulsive behaviour
- ▶ Setting your limits
- ▶ Use of alcohol
- ▶ Being a witness of conflicts and/or verbal violence of friends

Now follows a summing up of the content and appearance of all our materials.

The content of the series of lessons was as follows:

Lesson 1: Youth and relationships: what is a healthy relationship?

- ▶ Video – 3 short scenes
- ▶ Dos and Don’ts
- ▶ Leaflet

Lesson 2: Attitude: relational violence sneaks into your life

- ▶ Read experiences with relational violence
- ▶ Discussion with arguments

Lesson 3: Attitude and behaviour: how to do it?

- ▶ Role-play
- ▶ Relationship test

▶ Evaluation



Stay in love: leaflet (a relationship does not come naturally)



Stay in love: Poster (do you have a good relationship?)

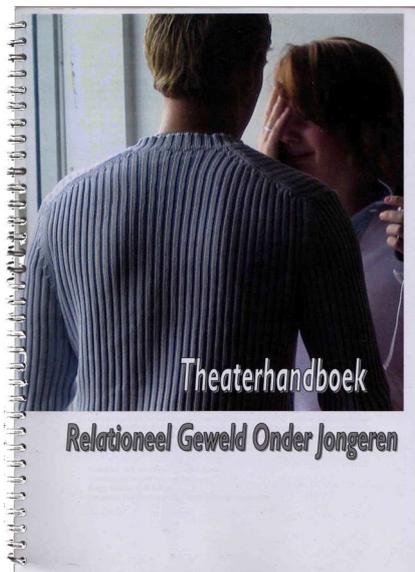
Content of www.stayinlove.nl
Suggestions for a healthy relationship (sent by e-mail)

- ▶ How to stay in love
- ▶ Dos and Don’ts
- ▶ What to pay attention to?
- ▶ If you are worried about your relationship
- ▶ If you are worried about a friend
- ▶ Where to go to?
- ▶ Relationship test
- ▶ Burning questions

► Experiences of others



Stay in Love: relationship test



Stay in love: Theatre manual

Theatre manual

- To pick up drama
- Head, trunk and tail of repetitions
- Assignments
- Clips, soaps, comics and cliff-hangers



Stay in love: sports credit card

Phase 3: Implementation and evaluation

Start and maintenance of a network environment

As said, it is crucial that the person taking the initiative of “Stay in love” seeks to co-operate with different organisations and intermediaries close to the target group and/or working on preventing and combating domestic violence.

The regional co-ordinator is the focus point and the one who has final responsibility for the project. This creates clarity and the opportunity to keep the project on track.

It is the task of the (regional) co-ordinator to have a clear picture of the support-base of the project in the region. This can be done with the help of the following questions.

- Who are the project’s opponents and supporters?
- From where can you expect support, and from where opposition?
- Which organisations or people can provide a contribution to the project?
- Which organisations or people can help reduce any opposition?
- Which organisations or people can generate any support from important partners and organisations?
- What is the co-operation like between these organisations (in terms of too much or too little co-operation, and the quality)?
- Which existing networks can you use?

In “Stay in love” it is important that there is a prevention network and a care network. In awareness raising work many problems may rise to the surface. Youths dealing with relational violence need counselling and help in the region, for which you need a network. The care network in the region must be very much involved and informed.

In our project the following network partners were involved:

- Schools
- Youth Care
- Organisations in domestic violence
- Community Development for youth
- Sports clubs
- Churches and Mosques
- Shops and Bars
- Students who developed ideas and materials

Network maintenance

It was the task of the regional co-ordinators of the “Stay in love” programme to inform the regional network partners in detail on the project and find out what they need in terms of specific knowledge, attitude and expertise to implement the prevention programme.

Our experience is that a combination of written information and meetings works well. The project showed that good communication with partners is crucial for a successful running of the project. Well informed partners stay active and they feel acknowledged and taken seriously in their participation.

A matter that requires your attention in maintaining the network is the diversity of partners: every partner views the project from his own opinions and goals. It is, of course, okay and desirable, but it does require contact and co-ordination.

During the experiment teachers of different schools were active to deliver the “Stay in love” programme. Six

schools in the two regions participated, reaching over 300 students.

	Number of students	Educational level	Age	Cultural background		Gender	
				Other (%)	Native (%)	Female	Male
Hofstadcollege	16	Prep. Science	16/17	52.9	47.1	35.3	64.7
Overbosch-college	35	Prep. vocational	15/16	97.2	2.8	74.3	25.7
Terracollege	45	Prep. vocational	15/16/17	97.8	2.2	60.0	40.0
Thomas à Kempiscollege	23	Prep. Science	15/16	8.7	91.3	30.4	69.6
Landstede	100	vocational	16/17/18	13.7	86.3	92.2	7.8
Agnietencollege	136	combination	15/16	14.0	86.0	59.6	40.4
Total	N=355			34.3	65.7	67.3	32.7

Evaluation showed that the relationship experiences of the youth were as follows:

	Total (n=355)
I am dating a boy	32%
I am dating a girl	8%
I was dating a boy/girl	43%
I never had a dating relationship	16%

We discovered that a small percentage of the students had experienced violence in their relationship.

The results show that their awareness of abuse increased.

Problems in the relationship: experiences with violence	Before (n=527) Total	After (n=350) Total
My partner abused me physically, mentally or sexually	4.7	6.0
I abused my partner physically, mentally or sexually	0.2	1.7
I know someone who has been abused or abused in his/her relationship	6.3	6.3
I never have been in an abusive relationship or heard of such	86.3	83.4

What is very important is that most of the students were positive about partner abuse as a subject, girls being – not surprisingly – more positive than boys.

	Girls (n=236)	Boys (n=115)	Total (n=352)
Important	42.8%	33.0%	39.6%
Interesting	40.3%	21.7%	34.2%
Total positive	83.1%	54.7%	73.8%
Dull	7.6%	25.2%	13.4%
I have heard too much about it	7.6%	10.4%	8.5%
Unimportant	1.7%	9.6%	4.3%

Further findings on the main themes of the “Stay in love” programme were:

Control, isolation, jealousy, conflict-avoiding behaviour

- ▶ Recognition better, acceptance less, assertiveness bigger – significant, especially for girls

(Un)balanced relationship and in need for help

- ▶ Greater want for a balanced relationship, setting limits earlier; being concerned with and feeling responsible for each other and readiness to give assistance; especially boys

Respect

- ▶ To get respect is important. To be humiliated in public is not done.

Boys from preparatory vocational and other cultural background are more orientated on the influence of social context. Assertiveness of natives increases; other cultural backgrounds (allochtonen) are more empathic.

Force and setting limits

- ▶ Forcing others is not done. Doubts about the relationship increase when wishes are not met. Boys set

their limits easily. If appearance is concerned, there are different reactions to criticism. People from other cultural background are more influenced by remarks.

Use of alcohol

- ▶ Neutral attitude concerning the use of alcohol as a means to improve contact. Time Out when discussion is not possible, especially for girls

Being a witness of verbal abuse

- ▶ Less distant attitude, especially for girls

Specific results for the effects of website and leaflet on behavioural intentions

I will discuss our relational problems more with my partner	Yes
Total	41.0
Religious: protestant	42.9
Religious: Islamic	69.6
Preparatory vocational	47.0
Female	42.7
Other cultural backgrounds	54.5
17-year-olds	50.8

Discuss our relational problems with my friends	Yes
Total	39.0
Not religious	39.8
Catholic	40.0
Islamic	42.6
Preparatory vocational	41.9
Preparatory scientific	45.1
Female	42.6
Other cultural background	41.2
15-year-olds	41.5
17-year-olds	41.3

Reflect on my relationship	Yes
Total	58.1
Protestant	72.2
Islamic	80
Prep. vocational	63.4
Vocational	59.1
Female	62.6
Other cultural background	65.7
15-year-olds	62.1
17-year-olds	65.1

Wish to know more about healthy relationships	Yes
Total	35.9
Islamic	67.9
Prep. vocational	43.8

Wish to know more about healthy relationships	Yes
Vocational	41.6
Female	41.4
Other cultural backgrounds	50.5
17-year-olds	42.9

We also evaluated the appreciation of the materials.

- ▶ **The poster** is more appealing to girls, youth with another cultural background, Islamic and students from prep. vocational schools; they are motivated to do something with the poster.
- ▶ **The leaflet** is more appealing to girls, students from the vocational schools and students with other cultural backgrounds: they learn more from it.
- ▶ **The relationship test** is appealing to youth with other cultural backgrounds, 17-year-olds, Islamic students and those from a vocational school. The test is appealing, attracts attention and motivates to do something with the results.
- ▶ **The lessons** are interesting to students from other cultural backgrounds, for 17-year-olds and for students from vocational schools.
- ▶ **The website** is appreciated more by girls and students from vocational schools. The visitors to the website (especially girls) appreciate the website more than students at the schools.
- ▶ **Sex: Girls** appreciate the poster, the leaflet and the website more than boys. They think these materials are more attracting attention, convincing, motivating, trustworthy and instructive.
- ▶ **Educational level:** Students of the **vocational schools** appreciate the website, the lessons and the leaflet more than students from other schools. Poster and relationship test are more appealing to students from the vocational school.
- ▶ **Culture:** Students from **other cultural backgrounds** are motivated more by the leaflet and the relationship test than natives. They also learn more from these materials and from the lessons.
- ▶ **Age:** Students of **17 years old** think the relationship test is more attractive and prominent than younger

and older students They also experience the lessons as motivating to do something.

Our conclusions were:

Youth

- ▶ The programme mirrors what young people want concerning sexual health education (less technical and more psychological).
- ▶ Young people become more sensitised to border crossing behaviour.
- ▶ Young people become more assertive, especially girls.
- ▶ Especially young people with lower educational backgrounds appreciate the materials.
- ▶ Calls for information and for help also reached us through the website.

Teachers/schools

- ▶ Schools and teachers are offered a method to combine relational and sexual education.
- ▶ Teachers learn to know their students better and are becoming more alert to signals that something is wrong.

Delivery

- ▶ The programme is demanding on teachers; only teachers who are experienced in comparable subjects can handle the programme.
- ▶ A series of three lessons is the maximum we could deliver.
- ▶ Other professionals at the schools, like mentors and social workers should be informed and involved and participate in the training of teachers.
- ▶ The programme and materials can be used in other contexts than education; e.g. religious organizations, community development, bars and sport clubs can be involved

Phase 4: Revising the project

- ▶ The materials, especially the teachers' manual, should be adapted to the variation in target groups:
 - youth with other cultural background (habits, language),
 - higher educational levels (educational programming),
 - having (had) a relationship (subjects and educational programming),

- boys (educational programming; language).
- ▶ Invite the target groups to help you with the development and education.
- ▶ Provide with education for parents and other family members.
- ▶ Plan the education together with the organizations that are doing the work.
- ▶ Plan to educate other at risk groups (expectant and young parents).
- ▶ Organisation of a local or regional network takes time.
- ▶ You have to involve counselling and shelters. Inform and involve them; the same goes for the police.

- ▶ Provide with periodical information and communication within the network.
- ▶ Start the project during festivals or other celebrations that have to do with the goals of the project: Valentine's day, Week without violence, White Ribbon Campaign UK, etc.
- ▶ Collaborate with other similar projects, e.g. safe sex, honour-related violence, discussions about modern relationships, youth prostitution, etc.

Plan is now to combine "Stay in love" with a Canadian prevention programme with good results: Safe dates. The Dutch Ministry of Justice will support this follow-up project financially.

Next to that, with the financial support of Oxfam Great Britain, we have made a process description and a manual for professionals and voluntary workers who work with youth and want to help them develop healthy and exciting relationships throughout the world. The first language in which this will be spread is English.

The delivery of the "Stay in love" programme in western countries is limited to those organisations who want to follow the programme as it is written down. They will have to sign a contract in which they will promise to deliver it according to the description. ★

SPECIALISED TRAINING FOR PROFESSIONALS IN CONTACT WITH VICTIMS OF DOMESTIC VIOLENCE

Keynote speaker:
Mr Miguel
Lorente Acosta

**Director General of
Legal Assistance to
Victims of Violence,
Regional Government
of Andalusia, Spain**

Trainning and teaching

Gender and domestic violence is wrapped up in countless beliefs and myths which conceal a part of the truth about it. It also gives rise to arguments and justifications stemming from the context created by values and social principles.

The cultural context in which violence occurs (in couples and families) has a direct influence on the roles played by the parties involved and interaction between them. This is something that is culturally and socially accepted, although it does not mean that absolutely everything that occurs in this context will be tolerated. However, it is true that things that happen in this framework have to be understood in relation to two reference points: an internal one (the family) and an external one (society). This twofold criterion means that behaviour in one context is sometimes justified in the light of circumstances in the other: for instance, family interests may be “sacrificed” in the name of social order, and social values may be used to conceal some of the things that happen in a family setting in order to preserve an idyllic image of the family.

People grow up in this climate and, depending on how they stand in relation to cultural and social references, they will perceive and understand

some aspects of gender and domestic violence, but not the whole issue. When details of an assault emerge, everybody will see the same event, but each will attach a different meaning to it and behave accordingly.

Professionals are fundamentally no different in this respect, and when they are faced with a case of gender/domestic violence, their reaction is conditioned by their personal beliefs and the technical expertise acquired during their education and training. Depending on how deeply these are ingrained, there are times when they will act consistently and will be able to reconcile personal and technical considerations (depending on the circumstances of the case), but there are others when the two will conflict. This is not just a theory. Experience provides us with many examples of how personal views can influence professional decisions. For example, in a number of cases physicians do not report some cases of gender violence under the argument that women are free and have autonomy to do by themselves, and that if women don't do it, they as physicians are not the one who have the responsibility to report the cases, forgetting the misunderstanding of these behaviours and the emotional dependence of the victims generated by violence.

To change this situation, we need to adapt professional services to the reality of gender and domestic violence, on the basis not of a theoretical framework but of the specific context in our societies and all the factors which work in favour of or against violence. The most effective tool for adapting our approach to the actual circumstances of gender and domestic violence in all its different manifestations is knowledge. By providing information, we can dispel some of the myths and beliefs in society, and offer professionals data and references which they can use to provide proper help to gender and domestic violence victims. In the 19th century Alphonse Bertillon said, "We only see what we are looking for, and we only look for things we already have in our mind's eye". If professionals do not know what gender and domestic violence is, how it manifests itself, what impact it has on victims, what is going through perpetrators' minds and what effect such violence can have on the immediate surroundings of the case, they may not realise that what they are dealing with is a gender/domestic violence case or, if they do, may not provide the most appropriate form of assistance.

We know that different circumstances require differing levels of assistance (according to factors such as the degree of violence, the kind of assault – physical or psychological – the frequency of the attacks, exposure times and victims' external resources). This means that in order to ensure an effective, top-quality response, the professionals required to assist victims in these different circumstances need differing qualifications and levels of assistance techniques. A distinction should be made between general training for all professionals involved in such cases and specialised training for the experts in gender and domestic violence brought in to deal with the most difficult cases. In practical terms, this means that we will have a situation where, while all the professionals concerned will know "something" about gender and domestic violence, a few specialists will know "everything" and

thus be able to provide quality assistance in the most complicated cases.

If all professionals have some training and a few of them are specialised (as in clinical medicine, where there are many general and family practitioners and just a few specialists in the different branches and specialities of medicine), we can gear resources to the specific demands of individual cases. Gender and domestic violence is a process based on a power base which perpetrators build up in their relationships with women and family members, using it to control them and launch attacks. There are different phases in this process, which influence the individual features of cases and victims' symptoms. As a result, differing levels of response need to be organised and professional training and specialisation must be available at the requisite levels.

An integrated approach to gender and domestic violence

Gender and domestic violence needs to be approached in an integrated manner. We know that any one case is part of the overall social problem of violence against women, and that the circumstances of individual cases usually account for only a fraction of all the consequences that the violence suffered by the victims will eventually have. If we try to deal with cases in isolation and address the symptoms and outcome on the basis of a single incident, frozen in space and time, the case will melt away in our hands and we will probably miss the opportunity to solve it, help the victims to recover, work with the offender and, ultimately, help change social attitudes and beliefs regarding gender violence.

An integrated approach implies that each case has to be analysed by means of an overall assessment, which has to be carried out on three levels. The initial focus should be the woman who was the victim of the violence, the second should be children who live in the same home and atmosphere, who, although victims of actual physical assault in 40% of cases, are exposed to the violence in 100% of cases, and the third should be the perpetrator, whose

actions need to be assessed in order to determine the reasons for his behaviour and, more particularly, the risk that he will reoffend. The potential physical, psychological and social consequences must be analysed in all three areas, and in each case it is necessary to gauge the potential effects of exposure to violence on all those involved, the actual physical harm done and the mechanisms of violence set in motion by the perpetrator.

Integrated assessments of gender and domestic violence should be carried out by a multidisciplinary professional team (including forensic physicians, psychologists and social workers) and yield a multifaceted picture of the actual circumstances. This should provide enough data for it to be possible to adopt the best response in any given case, gearing it to the specific circumstances. As mentioned above, gender and domestic violence needs to be approached from an all-embracing perspective. We should not single out only part of the problem or deal with the case as if it were an isolated matter. The main purpose of the assistance and of the professional response should be to help victims recover and prevent further assaults. In most cases, there is a universally accepted legal approach to the question, which gives professionals to understand that assistance should be designed to compensate victims and punish offenders. However, in the case of a more comprehensive approach, this is only a part of the assistance that must be offered, and should be combined with the other measures taken to secure the full rehabilitation of victims.

The point was made at the outset that there are many obstacles to comprehensive, co-ordinated assistance embracing all the different professional measures designed to achieve this goal. Cultural myths, social beliefs and individual interests often work to the detriment of an even-handed approach, providing starting points for arguments in favour of violence and creating pretexts for playing it down or concealing it in the name of other values. This is a cultural feature, whose influence on people stems

from the fact that they are part of the society and culture in which they live. Changing these reference points and replacing them with new ones will be a difficult and long-drawn-out process, but in the meantime we must concentrate on changing social attitudes by providing general information and professional views by ensuring training and specialisation. Despite these measures, the scale of gender and domestic violence and the different ways in which it manifests itself make it almost impossible to find an effective remedy if we attempt to seek a general response. As has been mentioned, professionals need to be taught specialised skills and, if we really want to

help victims to recover properly, we need to set up specialised services, establish facilities specifically geared to dealing with gender and domestic violence and approach the issue from a global perspective.

“Structural specialisation” will ensure that there are specialised services in the different areas where gender and domestic violence cases are processed (i.e. the judicial, clinical, forensic, social and labour sectors). Organising services in this way will facilitate the work of the various professionals involved, both those with general duties, who will have more training in gender and domestic violence, and specialists, who will have

more in-depth knowledge. In order to complete this professional set-up for dealing with domestic violence, it will be necessary to make arrangements for co-ordinating the work at different levels and in different fields.

By taking this comprehensive approach to gender and domestic violence, we will be able to provide an integrated form of assistance based on a specialised set-up, in which the professionals at different levels (generalists and specialists) each make their own contribution towards the ultimate goal of helping victims and preventing violence. ★

NATIONAL EXPERIENCES

**Ms Štefica
Stažnik**

**Assistant Minister of
Justice, Director of
Judicial Academy,
Republic of Croatia**

Dear Colleagues and participants of this seminar,

At the beginning of my statement allow me to say that I am very glad that the Council of Europe, within its *Campaign to Combat Violence against Women, including Domestic Violence*, has organised in cooperation with the Croatian Government, this seminar that focuses on and promotes the idea of active participation of men in the prevention of violence against women, particularly taking into consideration the fact that the most frequent perpetrators of domestic violence against women are indeed men.

Moreover, events such as this one contribute to the idea that domestic violence must not be treated as a private problem, the problem of individual or a family, but as a social problem that needs to get full attention, be recognised as such, introduced into appropriate legislative framework and sanctioned.

The matters related to domestic violence are encompassed by several laws and regulations in Croatia, including the Act on the Protection against Domestic Violence and the Criminal Code that incriminates violent behaviour in family. Furthermore, intensive work is being done to amend these legal acts and harmonise them with the international legal standards and the National Strategy on the Protection against Domestic Violence.

Efficient and high quality application of existing laws and regulations

requires training of experts who deal with these matters, particularly the experts who come in contact with victims of domestic violence. Intensive efforts have been made in this respect in Croatia, both in the governmental and the non governmental sector, in order to raise awareness of experts as to the specific features of this problem, particularly when it comes to victims of domestic violence.

In my brief statement I will primarily touch upon the training that is organised for police officers as the persons who are the first to come to the scene when acts of domestic violence are reported, and the training organised for the judiciary, i.e. judges and public prosecutors, who need to establish whether an offence of domestic violence has been perpetrated and to sanction the perpetrator.

Specialised training for police officers is organised by the Police Academy of the Ministry of Interior on regular bases. It is intended to instruct the policemen and policewomen how to recognise domestic violence, as well as to teach special teams of police officers, who are called to the scenes of reported domestic violence and therefore have to have specialised knowledge and skills on how to treat victims of domestic violence.

The Public Prosecutor's Office of the Republic of Croatia that initiates court proceedings against perpetrators started monitoring domestic violence offences already in 1998.

From 2001 to 2005 public prosecutors participated in a series of seminars on domestic violence matters with a focus on psychological aspects of violence victims' behaviour. The trainings were organised by the Psychological Assistance Society Zagreb and the Croatian Psychology Society – Forensic Psychology Section.

During 2005 and 2006 the Ministry of Justice, the Ministry of Interior and the Public Prosecutor's Office of the Republic of Croatia participated in the international project "Support to Victims of Criminal Offences" that was implemented in the County of Sisak and Moslavina and the County of Vukovar and Srijem, whereby the emphasis was on the interdisciplinary approach to the victims by the police, public prosecutors and judges.

Systematic specialised training for judges and public prosecutors dealing with domestic violence continued within the Judicial Academy, the institute in charge of lifelong professional training of judges and public prosecutors.

The specialised training is organised in the form of interactive workshops in five Regional Training Centres of the Academy (in Zagreb, Rijeka, Split, Osijek and Varaždin) during which the participants learnt in detail about:

- ▶ the existing national legislation and international legal instruments for the prevention of domestic violence (CEDAW, Recommendation (2002) 5 of the Council of Europe Committee of Ministers on the protection of women against violence);
- ▶ the features of domestic violence;
- ▶ special skills and knowledge of approaching domestic violence victims;
- ▶ the possibilities of pronouncing diverse sanctions against perpetra-

tors (types of sanctions, alternative sanctions including possibility of psycho-social treatment of perpetrators); and

- ▶ the competences and methods of communication and coordination among various services involved in the prevention or sanctioning of domestic violence (social welfare centres, NGOs, police, public prosecutors' offices, judges, etc.).

For training purposes, a special tailor-made manual was produced the development of which was entrusted to legal theoreticians and practitioners, as well as experts from other relevant fields. It is worth noting that such an interdisciplinary approach in the preparation and development of workshops significantly contributed to an in-depth view to domestic violence matters. The workshops were led by experienced judges of higher instance courts who, in addition to being judges, participate in the drafting of regulations in this field, as well as by psychologists and social care experts.

In addition to the aforementioned manual, all the participants were given the publication of the Gender Equality Office containing the recommendation of the Council of Europe Committee of Ministers on the protection against violence and the corresponding Explanatory Memorandum, in the Croatian language.

The aim of training for judges and prosecutors on domestic violence is to improve the quality and promptness of processing domestic violence cases. Additional value of such activities is that participants often outline problems faced in the application of existing legislation and the group tries itself to solve them. If a problem could be solved only by amending the existing legislation or introducing the new one, the message is sent to the Minis-

try of Justice as a ministry competent for the drafting of laws.

When contentious issues noticed that were in the scope of competence of other bodies, the recommendations of judicial experts set out during the training were delivered to such bodies where they may contribute to finding solutions to the identified problems.

So far, this form of training has been attended by 158 judges and public prosecutors dealing with domestic violence cases in entire Croatia and the participants gave it the highest grades stressing it as exceptionally useful in their daily work. The training continues this and next year in accordance with the training needs expressed by judges and public prosecutors.

In conclusion, allow me to emphasise once again the importance of systematic and targeted training of experts involved in the process of preventing and sanctioning of domestic violence, as well as importance of good coordination among various bodies that may begin already at the training stage.

I believe that a lot has been achieved in several last years, particularly in the field of raising awareness of domestic violence and its severe consequences, recognising this type of violence by the police and judiciary. In addition to the governmental sector, an especially important role in this respect was played by non-governmental organisation.

As a result, the number of court cases related to domestic violence has increased and one of the priorities is to enable the judiciary to sanction perpetrators in a fast and efficient way, taking care at the same time of an appropriate treatment of the victims of violence so as to prevent secondary victimisation.

I thank you for your attention. ★

Ms Delfina Albareda Rives

Psychologist,
“Fundació AGI”
Integrated Assistance
and Management
Foundation, Spain

Specialised training for professionals in contact with victims of domestic violence.

AGI

The private Foundation AGI, constituted in year 1994, is a non-profit welfare organisation, highly specialised in the social services and the personal attention.

In order to develop the programmes and services, the foundation has an interdisciplinary staff team composed by psychologists; lawyers specialised in family legal area, social workers, social educators, pedagogues and specialists in work integration.

Nowadays, the AGI Foundation manages four social programmes in collaboration with:

- ▶ Generalitat de Catalunya (the autonomous government of Catalonia, where Barcelona is located)
- ▶ the Work and Social Affairs Ministry
- ▶ and the Catalan Institute of Women.

ISAD Program

ISAD. Focused in the women victims of domestic violence attention. Integrated assistance.

The basic characteristics of integrated assistance in the program are:

- ▶ Legal advice
- ▶ Intervention and psychological support for women. Individual and group
- ▶ Infantile psychologist. Psychological support for her children.
- ▶ Work and/or social integration:
 - specialised training according to the demand

- labour insertion to make possible an economic independence.

PAIF Programme

Programme of advising the families.

Families with different problems (not violence).

We gave them the necessary information and orientation of any aspect of their vital evolution.

We try to help to the changes of attitude or conduct in order that the family conflicts could be solved

Also if it is necessary:

- ▶ Legal advice
- ▶ Intervention and psychological support
- ▶ Child psychologist
- ▶ Work and/or social integration.

IFAM Programme

To give assistance to women with scanty economic and social resources, which are alone to support their minor children.

We offer:

- ▶ Legal advice
- ▶ Intervention and psychological support for women. Individual and group
- ▶ Infantile psychologist. Psychological support for her children
- ▶ Work and/or social integration:
 - specialised training according to the demand
 - labour insertion to make possible an economic independence.

ARHOM programme

Focused on attention and reintegration for men involved in domestic violence cases. It was a pioneer initiative in Catalonia and one of the first in Spain when it started in 1999.

The programme is focused on the masculine population that lack psychological mechanisms to deal with conflicts and are incapable of establishing adequate contacts with women.

The basic characteristics of intervention in the programme are:

- ▶ Legal advice
- ▶ Intervention and psychological support
- ▶ Work and/or social integration.

Alternative penal measure programme

The programme is focused on that part of male population that is directed into a treatment programme through an alternative and substitutes a penal sentence of prison smaller than two years without a previous legal conviction. Alternative prison measures. Is the treatment programme for men with an alternative prison measures.

These are the basic intervention characteristics of the programme:

- ▶ Intervention and individual psychological support: Psychotherapeutic approach in a cognitive – behavioural direction, adapted to the reality of each man.
- ▶ Intervention and group psychological support: Treatment program inside a group of people in his same legal situation.

The group treatment programme takes place in 12 sessions of 45 minutes (+ 5 individual sessions)

We make the third session individual in the halfway of group sessions, and last, once these sessions are finished, the two last individual sessions take place, to reinforce the work made in the group sessions.

In addition, in the last individual session we propose them to follow in a free way and by own will, the parallel programme, denominated ARHOM.

Specialised training for professionals in contact with victims of domestic violence

Specialised training: goals

- ▶ prevention

- ▶ early detection: provide elements to the professionals (in contact with victims of domestic violence) to enable them to carry out early detection.
- ▶ The knowledge of the phases of the process of victimize.
- ▶ The recognition of the indicators of suspicion
- ▶ The accomplishment of sifted recommended by the WHO. To ask habitually if they have been an object of sexual or physical mistreatment.

The recognition of the indicators if there are physical injuries

- ▶ Incongruity between the type of injury and the explanation of the motive
- ▶ To be late in requesting medical assistance.
- ▶ Attitude and condition of the woman:
 - Fearful, evasive, nervous, she startles.
 - Sadness, hopelessness, insecurity, fault.
 - Lack of relations with other persons. Isolation.
 - Irritability, anxiety, anger. Feelings of shame: seclusion, difficult communication, avoids to look at the face.
- ▶ Attitude of her partner:
 - He requests to be present in the whole visit.
 - Very controlling, he answers always for her.
 - He interrupts her to rectify, to specify or to say to his way the statement of her. Excessively worried or solicitous with her.
 - Sometimes furious or hostile with her or with the professional.

The recognition of the indicators. Personal precedents and habits of life

- ▶ Addictive habits: alcoholism, drug addiction, etc.
- ▶ The abuse of psychoactive drugs
- ▶ Eating disorders
- ▶ Tendency to the “accidents”
- ▶ Depression, attempts of suicide crisis of distress, insomnia
- ▶ She comes often to sanitary and welfare professionals with diverse complaints:

- ▶ She is a frequent user of emergency services. Frequent hospitalization. somatic complaints, frequent psychological symptoms.
- ▶ Existence of periods of hyper frequentness of the services and others of abandon (long absences).
- ▶ Previous denunciations interposed by domestic violence.
- ▶ Breach of appointments and/or treatments frequently

A fluid communication among the social and sanitary services, and the police, can warn us about domestic violence situation.

Specialised training at the university

The foundation AGI together with the private university Ramón LLull organise a post-graduate programme on domestic violence (for one year).

The professionals who attend the graduate programme are for the most part psychologists and social workers.

The majority of psychologists and social workers are women.

Since 1999, the professionals interested in this post-graduate programme are women. This year (2006-2007 course) only one man attended the programme. The small number of men in the specialised courses is inevitable. Also the professionals that provide support for women victims of domestic violence are most of all women.

Specialised training requested by different public administrations

Catalonia Government requested specialised training for professionals in contact with domestic violence. The professionals are, for the most part, employed at prisons, at educational centres for minors at situation of risk. 30 % of these professionals are men.

Councils requested specialised training for professionals in contact with domestic violence. The professionals are social workers, psychologists and police. 30 % of them are men.

Police membership

Nowadays these professionals are very interested in increasing their knowledge on domestic violence to be able to improve their professional interventions. They are conscious that they have a very important role in this issue.

The most frequent question is how to know that the woman is saying the truth. This question is very important for them for the possible erroneous detentions that they could realise. It is difficult for them to understand why the women later on deny the facts, therefore they can be committing an unfounded halting.

In general it is difficult to the men to understand why woman bears these situations. For the women it is easier to understand the psychological phenomenon. Most men think that a woman victim of domestic violence has some difficulties herself. It is difficult for them to believe that any woman can be a victim. ★

EXPERIENCE AT LOCAL AND REGIONAL LEVEL

Ms Ivanka Novak

Member of the Commission of Social Cohesion and of the Chamber of the Regions, Congress of Local and Regional Authorities, Council of Europe

Over many years the Council of Europe has been engaged in relevant discussions on domestic violence, issuing recommendations and declarations accordingly. At present it is involved together with many cities and regions throughout Europe in the *Campaign to Combat Violence against Women, including Domestic Violence*, conveying a strong message that “domestic violence is always a crime”.

It is not good enough to adopt relevant regulations. These have to be brought to the attention of local and regional communities, where people live together and tend to know each other better. Therefore, people would be able to detect violence in the community much easier. One has to change a perception that violence is a private matter and it is also necessary to make men sensitive to protecting victims of domestic violence. I will present to you case studies from my practice.

I work in a small village as general practitioner specialist of family medicine, in same area for 30 years. In my doctor's office I admitted an 18-year-old adolescent who brought along his 40-year-old mother, bruised and with a two broken ribs. When asked what happened to her she alleges she simply slipped and felt down. However, her son claimed she was beaten up by her drunken husband his father making the point that he is “fed up with the violence” which has been going on for

some 10 years. After an interview the woman corroborated the story. And I explained to her a procedure and the rights she is entitled to. Also, I have reported her husband to police and social welfare service.

The offender is taken by police into pre-trial detention for inflicting heavy injuries on his wife and for maltreating his children. In a court-room (where I was present, too) his wife begged for him to be forgiven this time acknowledging that she would continue to live with him. The offender is sentenced to one year in prison and his wife and children are put under the custody of the social welfare service.

After serving sentence, the man receives treatment from a psychiatrist due to his addiction to alcohol and the whole family receive treatment in my doctor's office, too. In the course of the family treatment I pointed out to the man that he is also a victim of his own aggressive behaviour. At present all members of family live together and so far there is no recidivism. Why did it take so long? This violent man has a miserable background: low-paid labourer, illiterate, inclines to alcohol. His spouse, a housewife, is willing to seek assistance only when their children grow up and have almost completed their education, and even then she hesitated and the initiative is ultimately taken by their son.

Paradoxically speaking this might be the most positive example of tackling an issue of domestic violence in

my career. Very often, even if the entire region where I live is aware of domestic violence in our neighbourhood, the problem is usually made public only when there is “no other solution”, i.e. when heavy injuries are inflicted which “may not be concealed or if these are so evident that it would be impossible to cover them up”. The community then “may blame the system”, arguing that “action may be taken only when it is too late”.

I may say from my own experience that the victims decide not to seek assistance either because they feel ashamed, or due to a fact that the relevant services repeatedly fail to intervene, and primarily for fear that later they would be in a more difficult socio-economic situation. For the very same reason, as far as the medical profession is concerned, professionals are reluctant to interfere in a personal private matter as it is often associated with embarrassment due to frequently changed positions in the victim's testimony.

This is an example where the violent man is sentenced and after the treatment his situation improved. We may see that in such cases more professionals tend to get involved, i.e. police, physicians, social workers, psychologists, legal experts, judiciary, professionals in pedagogy, others upon request, therefore it is necessary to provide for relevant education of all stakeholders who are dealing with this issue. Besides the professionals, directly involved in solving issues of domestic violence, already taking place, more than ever we need to include also the school system for only

through education from a very early age may one prevent violence.

This is feasible, visible and has borne results over the past few years. It is also evident that after an active programme aimed towards enhancing public awareness of violent behaviour in schools, i.e. bullying, resulted in earlier detection of the problem.

Having analysed corresponding reports from our region – Medimurje county – in previous years one may observe that a number of reported cases of domestic violence is increasing, due to the Protocol on procedures in cases of domestic violence, passed at the national level in 2006. It obliges and provides for competent bodies (Law enforcement agency, Centres for social welfare, health institutions, educational institutions and judicial bodies) efficient and comprehensive work on improving protection and assistance to victims of domestic violence. In the report of the Medimurje county (approx. some 120000 population) for 2006 data is available from the Centre for social welfare, covering 426 cases of domestic violence which indicate only 25 persons accommodated in safe houses within care provision procedures for victims of domestic violence.

Last year in our Centre for social welfare a team responsible for dealing with issues of domestic violence, was set up and made of: a social worker, a psychologist and a legal expert and upon request other relevant professionals who are active in this field can be involved. Centres for social welfare protects victims, mainly women with young children and provides shelter

outside of the family. In procedures of accommodating victims of domestic violence a major problem is insufficient adequate housing facilities. In the territory of the Medimurje county there are no adequate shelters for victims of domestic violence. Initiatives for providing safe houses was initiated two years ago via the Commission for gender equality in our county however concrete results have not been achieved. Therefore, accommodation of victims of domestic violence is facilitated outside of our county which is additionally traumatizing for victims of violence who have to change their usual way of living. When speaking of these problems very often we may hear requests to remove the violent man from the family and to provide for him professional treatment in order to facilitate transformation in his behaviour, and as we have learned the majority of these requests are filed into court procedure.

Great efforts are vested both on regional and local level through implementation of various projects in order to enhance public awareness and to make public sensitive to issues of domestic violence i.e. ‘National day to fight violence against women’ under auspices of Ministry for Family, Veterans’ Affairs and Intergenerational Solidarity and the already mentioned Council of Europe *Campaign to Combat Violence against women, including Domestic Violence* are examples of this kind. Yet it is up to us to remain persistent in pursuing a solution to this problem. ★

UNITED NATIONS EXPERIENCE IN ADDRESSING MEN TO PREVENT AND COMBAT VIOLENCE AGAINST WOMEN

**Keynote speaker:
Ms Christine
Brautigam**

**Chief, Women's Rights
Section, Division of the
Advancement of
Women, United
Nations**

Thank you very much for the opportunity to participate in this seminar and bring to the debate the United Nations experience in addressing men to prevent and combat violence against women. I will in particular focus on the Secretary-General's in-depth study on all forms of violence against women (A/61/122/Add 1 and Corr.1). And since efforts to prevent and ultimately eliminate all forms of violence against women must be placed within the broader context of the promotion of gender equality and elimination of all forms of discrimination against women, I will also refer to the discussion concerning the role of men in promoting gender equality more generally.

The Secretary-General's in-depth study on violence against women

The General Assembly requested the Secretary-General in December 2003 to prepare an in-depth study on all forms of violence against women. The study was presented to the General Assembly in October 2006, and resulted in the adoption of a comprehensive resolution on "Intensification of efforts to eliminate all forms of violence against women" (A/RES/61/143, of 19 December 2006).

Male violence against women and girls is a truly global phenomenon: it

occurs in many different settings and cuts across all cultures, regions and countries. It takes on many different manifestations, and evolves and emerges in new forms. Such violence is perpetrated by family members, by strangers, and by the State or its agents. It occurs in both the public and private spheres, and in peacetime as well as in conflict and its aftermath.

Male violence against women is not confined to any particular group of women – on the contrary, women of all ages, classes, and income groups are subjected to violence by men. The way in which violence is experienced by women and girls around the world may, however, be significantly influenced by their age, class, disability, ethnicity, religion and economic status. States have a responsibility to protect women from violence, to hold perpetrators accountable, and to provide justice and remedies to victims. The Convention on the Elimination of All Forms of Discrimination against Women, together with other international human rights treaties, clarifies States' obligations, while global policy instruments, in particular the Beijing Platform for Action, provide detailed recommendations for action by States and other stakeholders to address this scourge.

Although global statistics are inadequate, the Secretary-General's in-

depth study indicates that, on average, one in three women is subject to some form of violence at some time in her life. These numbers make clear the pervasiveness of this violation of women's human rights and the inadequacy of the responses in all parts of the world.

Violence against women has far-reaching consequences – it endangers the lives of women and girls, and harms families and communities. It undermines the potential of women to contribute to peace and development, and is a constraint in the achievement of all the internationally agreed development goals, including the objectives on gender equality and the advancement of women set at the Fourth World Conference on Women in Beijing in 1995. It also impacts negatively on reaching the Millennium Development Goals for poverty reduction, education, child health, maternal mortality, HIV/AIDS, and overall sustainable development.

The Secretary-General's in-depth study was undertaken by the Division for the Advancement of Women in the Department of Economic and Social Affairs, and involved an extensive process of consultations and contributions by member States, non-governmental organizations, United Nations entities, experts, and other stakeholders. It synthesizes existing research, knowledge, and experience at national, regional, and global levels.

The study highlights the persistence, and unacceptability, of all forms of violence against women, in all parts of the world. It seeks to strengthen the political commitment and enhance joint efforts of all stakeholders to prevent and eliminate such violence. It aims to identify ways to ensure more sustained and effective compliance by States with their obligations to address all forms of violence against women, and to strengthen accountability.

The study reiterates that violence against women is both a cause and a consequence of discrimination against women and a human rights violation. Efforts to prevent and ultimately end violence against women must therefore be systematically

grounded in the work of all States and other actors to eliminate discrimination against women and promote women's enjoyment of all their human rights and fundamental freedoms, and the practical realization of the principle of equality between women and men set forth in article 2 of the Convention on the Elimination of All Forms of Discrimination against Women.

After tracing the emergence of violence against women as a public concern including of the international community, the study sets out the context within which violence against women occurs. It presents available knowledge about the extent and prevalence of different forms of violence against women, in the main settings: that is, within the family, the community, and perpetrated or condoned by the State, including in conflict situations. The study reviews the causes and consequences of violence against women, including its costs. It discusses the gaps and challenges in the availability of data, including in methodologies for assessing the prevalence of different forms of violence. It then highlights the particular responsibilities of States to address and prevent violence against women. Finally, the study gives examples of a range of promising practices to address violence against women, especially in the fields of law, service provision, and prevention.

The study underlines that detailed recommendations for action on violence against women have been developed in intergovernmental agreements and in reports, studies, and guidelines by different actors. However, it also concludes that significant gaps remain in their effective implementation. The study therefore aims at accelerating and enhancing action to prevent and respond to violence against women.

The study proposes recommendations for six key areas for action at the national level, aimed at: securing gender equality and protecting women's human rights; exercising leadership to end violence against women; closing the gaps between international standards and national

laws, policies and practices; strengthening the knowledge base on all forms of violence against women to inform policy and strategy development; building and sustaining strong multi-sectoral strategies, co-ordinated nationally and locally; and allocating adequate resources and funding. Concrete recommendations are also directed at the international level, and address both the intergovernmental level and the United Nations system. They highlight in particular the role of the General Assembly in ensuring that meaningful follow-up and implementation is undertaken by different stakeholders. Together, these recommendations constitute a clear strategy for member States and the United Nations system to make measurable progress in preventing and eliminating violence against women.

Men's role in addressing violence against women

It is worth recalling that at global level, the role of men and boys in promoting and realizing gender equality has received significant attention only since the 1990s.

The Cairo Programme of Action (1994) and its 1999 review highlighted the need to encourage men to take responsibility with respect to child-rearing and housework, family life as well as parenthood and sexual and reproductive behaviour.³

The Programme of Action of the World Summit on Social Development (1995) and its 2000 review also addressed the role of men, in particular with regard to sharing family, household and employment responsibilities with women.⁴

3. See paragraphs 4.11, 4.24, 4.25, 4.26, 4.27, 4.28, 4.29, 5.4, 7.8, 7.37, 7.41, 8.22, 11.16, 12.10, 12.13 and 12.14 of the Cairo Programme of Action, and paragraphs 47, 50, 52, and 62 of the outcome of the twenty-first special session of the General Assembly on Population and Development.

4. See paragraphs 7, 47 and 56 of the Programme of Action of the World Summit for Social Development, and paragraphs 15, 49, 56 and 80 of the outcome of the twenty-fourth special session of the General Assembly on Further Initiatives for Social Development.

The Beijing Platform for Action (1995) put forward clearly the principle of shared power and responsibility; and argued that women's concerns could only be addressed "in partnership with men". It also identified priority areas for action: education and socialization of children, sexual and reproductive health, gender-based violence, and balancing work and family responsibilities.⁵

The United Nations Commission on the Status of Women in 2004⁶ focused on "The role of men and boys in achieving gender equality" as one of its priority topics – the first time that this question was dealt with specifically and explicitly by the central intergovernmental body of the United Nations for the promotion of gender equality.

The Commission adopted agreed conclusions which put forward a series of recommendations to ensure men's involvement in efforts towards gender equality and the advancement of women. The agreed conclusions called on Governments, entities of the United Nations system and other stakeholders to, *inter alia*:

- ▶ promote reconciliation of work and family responsibilities;
- ▶ encourage the active involvement of men and boys in eliminating gender stereotypes;
- ▶ encourage men to participate in programmes designed to prevent and treat all forms of HIV/AIDS transmission and other sexually transmitted diseases;
- ▶ design and implement programmes to enable men to adopt safe and responsible sexual and reproductive behaviour;
- ▶ support men and boys in taking an active part in the prevention and elimination of gender-based violence; and
- ▶ implement programmes to accelerate socio-cultural change

5. See paragraphs 1, 3, 40, 72, 83b, 107c, 108e, 120 and 179 of the Beijing Platform for Action.

6. Report of the Expert Group Meeting on "The role of men and boys in achieving gender equality", Brasilia, Brazil, 21-24 October 2003, <http://www.un.org/womenwatch/daw/egm/men-boys2003/reports/Finalreport.PDF>.

towards gender equality, especially through upbringing and the educational process.

The Secretary-General's study builds on these debates and recognizes that the struggle to transform gender relations and eliminate violence against women cannot be successful without the involvement of men.

A survey of ongoing initiatives in different parts of the world on the role of men in addressing violence against women indicated that efforts focus mainly on the following four aspects:

- ▶ prevention strategies, and especially campaigns that target men, for example in traditional male dominated settings such as the military, trade unions, sports teams or the police, and campaigns that utilize positive male role models to oppose violence against women
- ▶ socialization of boys and educational work – an area that addresses in particular values and understanding of masculinities and gender relations (an area that has also been flagged by WHO in its World Report on violence and health of 2002)
- ▶ treatment of men with violent behaviour, and here reference can be made to the Council of Europe expert meeting of 2004 on the therapeutic treatment of men perpetrators of violence within the family
- ▶ fatherhood questions, and its links to gender equality as well as violence, including transformation of masculinities and gender relations.

The first two aspects received greater emphasis in the Secretary-General's study as it highlights as one of its leadership recommendations the need to encourage men and boys to speak out strongly against violence against women and to stop protecting perpetrators or condoning their violence as an effective prevention strategy.

This responsibility is also explicitly reiterated in the resolution of the General Assembly. Among other measures, the Assembly called on States to eliminate violence against women by means of a more system-

atic, comprehensive, multisectoral and sustained approach, adequately supported and facilitated by strong institutional mechanisms and financing. Such efforts should include a range of legislative and policy initiatives, awareness-raising and capacity building measures, and data collection. Entities of the United Nations system are called upon to support member States at national level to combat such violence, for example through the development and implementation of national action plans. States are also invited to increase significantly their voluntary financial support for activities related to preventing and eliminating all forms of violence against women, the empowerment of women and gender equality carried out by the entities of the United Nations system.

Likewise, the resolution provides the entities of the United Nations system with enhanced guidance to coordinate and intensify efforts to eliminate all forms of violence against women and girls in a more systematic, comprehensive and sustained way. In this regard, particular emphasis is placed on the work of the United Nations Inter-Agency Network on Women and Gender Equality and its Task Force on Violence against Women.

The momentum generated by the preparatory process and the resolution of the General Assembly has been carried forward into an effective and comprehensive follow-up process that will ensure change where it matters: in the daily lives of countless women and girls around the world. The United Nations, through its Task Force on violence against women, has initiated a series of measures that are expected to result in measurable progress at national level, including through enhanced support to member States. The General Assembly will discuss the question of violence against women on an annual basis, so as to ensure accountability for progress.

The Council of Europe *Task Force to Combat Violence against Women, including Domestic Violence*, is spearheading action in this region. These

global and regional efforts are indeed complementary and mutually reinforcing, and aim towards the same

goal: to stop violence against women, wherever it might occur. ★

**INTERVENTION
PROGRAMMES FOR MEN
PERPETRATORS OF
DOMESTIC VIOLENCE**

INTERVENTION PROGRAMMES: MODELS IMPLEMENTED IN DIFFERENT MEMBER STATES

**Keynote speaker:
Mr Calvin Bell**

**Chief Executive,
Ahimsa (Safer
Families) Ltd, United
Kingdom**

The role of domestic violence perpetrator programmes, and their potential risks and benefits

Introduction

Thanks largely to the efforts of second-wave feminists, the issue of domestic violence is now firmly established on social, political, academic and legal agendas in most European countries. However, change programmes for men who harm their partners are a relatively recent development. Some countries (such as Norway, Sweden, Germany, Ireland, and the United Kingdom) have been providing men's perpetrator programmes for over 15 years. In fact, it is interesting to note that, as far as I can tell, the first ever perpetrator programme, the Men's Aid House in London, was set up in 1973 by the same team who opened Chiswick Women's Aid in London in 1971, generally seen as marking the beginning of the women's refuge movement.¹

However, most member states who have introduced programmes have done so only within the last 10 years,

and in many European countries there is as yet no programme provision at all.² Also, although national networks exist in some countries such as the United Kingdom and Ireland, there is not yet any pan-European network of men's programme practitioners. This is unfortunate. The field is still characterised by considerable ignorance, factionalisation and controversy. We are operating at the very forefront of our knowledge and we have been slow to share our experiences and learn from each other. As yet, we are a long way from achieving consensus about:

- ▶ whether or not perpetrator programmes are effective in the long term,
- ▶ which educational or psychological methods work best,
- ▶ whether longer programmes give better results than short ones (in other words, is more better? I think so as reconstructing what it means to be a man in a man's world is a time-consuming process),
- ▶ whether individual work is better than group work,
- ▶ whether court-mandated programmes are better than community-based programmes, and so on.

1. Deschner J.P. 1984. *The Hitting Habit: Anger Control for Battering Couples*. New York, Free Press.

2. Hagemann-White 2006.

Potential pitfalls

The importance of perpetrator programmes can be overstated

I remain a keen advocate for men's change programmes, but I must emphasise one or two cautionary notes, since I do not wish to imply that perpetrator programmes are, or ever can be, a panacea in the effort to combat men's violence against women, or that they should be the mainstay of any national strategy to tackle domestic violence. In fact, it is easy for the importance of perpetrator programmes to be overstated. Where resources are rationed, as in most countries, perpetrator programmes should not take precedence over the provision of services for women and children, which must be regarded as the key priority when setting out to counteract domestic violence. We also need to remember that there are potential risks as well as benefits associated with the provision of perpetrator programmes.

Complex problems usually require complex solutions. Men who perpetrate abuse against their intimate partners are clearly responsible for their actions, but they are also products of an oppressive social system in which the abuse of power and the use of force, especially by men, are commonplace. Effective change requires a cultural shift on a massive scale and a radical overhaul of social policy and cultural norms.

We also desperately need to find ways of addressing what we have come to call social exclusion – since it is very clear from research that those most disadvantaged by capitalism are also those who are at greatest risk of suffering and of perpetrating domestic violence.³ These seismic changes can't be achieved by tertiary-level perpetrator programmes which can contribute only a very small part to the overall impetus needed to tackle domestic violence.

A primary objective must be the co-ordination of responses from all relevant statutory and voluntary agencies to ensure the safety and

3. See Flegg 2007 (in press).

welfare of those at risk, to maximise the use of scant financial resources, to identify and fill gaps in service provision, to promote public awareness and to campaign for social change.⁴ These essential strategies have already been eloquently spoken about by other speakers at this seminar and at the first regional seminar in the Hague. We also need to develop ways of mobilising the substantial majority of men who are not violent, such as the initiatives of the White Ribbon Campaign UK and 100 Black Men are attempting to do.

Bad apples versus social problem

As well as being a very poor substitute for institutional and social reform, the provision of corrective programmes for domestically violent men can inadvertently collude with the "bad apple" mentality to domestic violence. By this I mean that social policy-makers and the general public may seek solutions to identify and treat and/or punish individual men (the symptoms) rather than engage with the wider social and cultural phenomena which continue to support men's use of violence (the causes).

In the absence of national campaigns and multi-disciplinary interventions to combat domestic violence, the provision of perpetrator programmes can leave us feeling that something radical is finally being done and yet serve as a smoke-screen for strategic inertia. They can even meet the needs of cynical administrations who want merely to create the impression that they are pursuing change.

Nevertheless, I do believe that change programmes for men can make a worthwhile and cost-effective contribution to co-ordinated multi-agency approaches to combating domestic violence. But I also believe that if we are to develop and promote perpetrator programmes, we have a responsibility to hold in awareness the many ways in which the provision of "treatment", "re-socialisation", "rehabilitation" or "re-education" (or whatever we are to call it) for abusive men

4. See Shepard M.F. and Pence 1999. *Co-ordinating Community Responses to Domestic Violence*. Sage. London.

can compromise their victims' safety and welfare needs. Purchasers of corrective services for perpetrators as well as providers themselves have at times been guilty of the mistaken belief that to concentrate efforts on the perpetrator *automatically* equates to the improved safety of his victim. It does not.

Potential for increasing risks to women

There is little doubt, for example, that the very provision of a programme puts some women at additional risk, especially if delivered by NGOs operating in isolation from victim support services and multi-agency initiatives. It is not at all uncommon for abusive men who have had no contact whatever with a programme (as well as those who have) to make fraudulent claims about their attendance. Men who have not been accepted at assessment often inform their partners that the programme staff have concluded that there is "nothing wrong" with them and that it is their victim who needs to change.

Others drop out or have their place terminated and yet continue to tell their partners that they are attending. Yet others return home from a programme session and allege that their worker has advised them about ways in which their partner can modify her behaviour in order to "help him overcome his violence". Moreover, the very *offer* of a service to a perpetrator can expose his partner to additional risk. Because of self-interest, denial, shame, ambivalence, embarrassment and the cultural imperative for men to be seen as independent and self-sufficient, very few men attend programmes without considerable *external* pressure. By far the most common precipitant motivating a man to participate in a programme is his partner's ultimatum or his own attempt to encourage her to return when she has already left him. Indeed, a man's attendance is likely to be the most significant factor in his partner's decision to remain with him or even to return.⁵

5. Gondolf 1988. *Who are These Guys? Towards a Behavioral Typology of Batterers*. *Violence and Victims*. 3 (3). 187-203.

In this way, merely providing a service within the community or accepting an abusive man onto a programme can expose a proportion of partner/victims to risks that they would have otherwise avoided by leaving or staying away. Moreover, many women feel a false sense of security from the not unreasonable assumption that acceptance of her abusive partner onto a programme implies that he is safe to be “treated” within the community (rather than in prison) and that the prospects of change are reasonably good. Our “quick-fix” culture, the growing “therapeutic society” and the, at times, magical powers attributed to professionals can all conspire to promote unrealistic expectations (by victims and by referrers) of programme success.

Whilst programme participants have a right to privacy, this must never be prioritised over their partner’s and children’s rights to safety. Partner/victims must have access to information about programme protocols, about the man’s attendance, about his progress, and about the prospects of change. This is an essential first step in taking a woman’s welfare seriously and in empowering her to make informed decisions about whether or not it is in her interests to remain in the relationship.⁶ Knowledge after all is power.

The jury is still out

Even if we assume, as I do, that perpetrator programmes can make a contribution to combating violence against women, it is hard to get very excited about their results, since outcome studies continue to show very mixed results.⁷ I think we can legitimately claim some success in the United Kingdom,⁸ and recent multi-site evaluation in the United States has returned some very favourable re-

sults,⁹ but many other studies indicate that perpetrators who are arrested but not sentenced to a domestic violence programme recidivate no more frequently than those who are.¹⁰

In fact, when long-term follow-up is taken into account some programmes have even shown *worse* outcomes for programme completers than have control groups. Very few programme evaluations claiming high success rates have withstood even the most basic scrutiny for methodological soundness. Drop-out rates are also universally high, even where offenders are court-mandated (despite the obvious leverage provided by criminal justice sanctions, research suggests that programme attendance for court-mandated men is generally no better than for those who self-refer).¹¹

I have particular concerns about the potential for some forms of family therapy and non-directive person-centred counselling to inadvertently collude with an abusive man’s denial, minimisation and excuses. At best, this way of working achieves little, if any, change. At worst it risks effectively endorsing the man’s distorted attitudes and beliefs whilst at times conveying to his partner and family that useful work is being done. Some of the practice I have observed has done more to reinforce men’s sexist and chauvinistic beliefs than to challenge them.

Moreover, there are growing assertions that it is the *context* in which programmes are delivered that has a far greater impact upon outcomes than simply the effect of programme

intervention itself. Many commentators in the field argue that it is the combined effect of criminal justice, other community sanctions, and partner mandating, with programme attendance over a long-enough period which contributes to beneficial outcomes and that attempts to measure the efficacy of each agency involved are futile.¹² “Success”, of course, can also be heavily influenced by a programme’s acceptance criteria (some projects only work with those men with the highest motivation to change).

When community-based factors are adequately controlled for, and long-term follow-up is taken into account, the empirical jury is therefore still out. Thus the field still has some way to go before being confident in assuming that domestic violence intervention programmes actually work at all in the long term, let alone what method works best with whom, and when, and under what circumstances.

It is my contention, therefore, that in order to minimise inadvertent collusion, domestic violence perpetrator programmes should only be developed after collaboration with advocates from women’s services, and ideally as part of a co-ordinated multi-agency initiative. Programmes should be evaluated from the perspective of whether, in attempting to provide help for the instigators of the violence to change, they do more to enhance or to endanger the safety of women and children.

Potential benefits

Enough caution. I do believe that the preponderance of evidence does indicate that men’s perpetrator programmes can make a contribution if projects are aligned with women’s services and other agencies who share a responsibility for public protection, if staff are well informed about the potential risks of providing services for abusive men, and if practitioners are adequately trained. They can work, although as I said earlier, I’m not at all sure that we know exactly what it is

6. Bell C. 1998. “Counselling intervention with men who batter: Partner safety and the Duty to Warn”. *Journal of the British Association of Counselling*.

7. Babcock J.C. et al. 2003. “Towards a Typology of Abusive Women: Differences between partner-only and Generally Violent Women”. *Psychology of Women Quarterly*, Blackwell Publishing. Vol 27. 153-161.

8. Dobash R. et al. 1996. *Research evaluation of programmes for violent men*. Burton et al. 1998. The Scottish Office Central Research Unit. Burton et al. 1998. *Supporting Women and challenging men: lessons from the Domestic Violence Intervention Project*. The Policy Press. London.

9. Gondolf E.W. and Heckett 2003. “Determinants of women’s perceptions of risk in battering relationships”. *Violence and Victims*. 18 (4) 371-386.

10. Bennett and Piet 1999, Healey et al. 1998, Dunford 1997, Island and Lettelier 1991, Austin and Dankwort 1999, see Rosenfeld 1992.

11. E.g. Rosenfeld R. 1992. “Court-Mandated Treatment of Spouse Abuse”. *Clinical Psychology*. Vol 12. 205-206.

12. Gondolf E.W. 2002. *Batterer intervention systems*. Thousand Oaks, CA: Sage.

that we do as therapists or facilitators, if anything, that actually makes a real difference.

Women welcome men's programmes

It is clear that, when set up properly, perpetrator programmes are generally welcomed by women experiencing domestic violence;¹³ they typically value the opportunity for their abusive partner to be "tested", since many men make claims that they would change their behaviour if only help were available to them. Victims report that they can demand attendance as a condition for their relationship continuing.¹⁴

Programmes can facilitate safe separation

Furthermore, where community-based perpetrator programmes are available, men generally refer themselves at some kind of "crisis" point in their lives; this is usually when the partner has given them an ultimatum that she will leave or stay away, if she has already managed to leave.¹⁵ The point at which women threaten to leave a violent relationship is the very time when violent men are likely to be especially dangerous and potentially homicidal.

Programmes can help to manage risk and at times to facilitate safe separation, especially for women whose previous attempts to leave have failed. Programmes should therefore consider not merely how their service might bring about change in an abusive man but also how it might maximise victim/partner safety and prevent repeat victimisation. Facilitating safe separation between a couple can contribute to saving a woman's life and yet this benefit may be overlooked if performance indicators focus solely upon perpetrator attitudes or behaviour.

13. Hoyle 1998. *Negotiating Domestic Violence, Criminal Justice and Victims*. Clarendon Press. Oxford. Burton et al. 1998 (op cit.).

14. Burton et al 1998 (op cit).

15. See Hester M. et al. 2006. *Making an Impact: Children and Domestic Violence, a Reader*. Second Edition. Jessica Kingsley Publishers: London.

Voluntary-sector programme provision can supplement a criminal justice response

Even in countries where domestic violence has been successfully criminalised, where the judiciary has been persuaded to include perpetrator programmes as part of their sentencing disposal, and where viable programmes are available, the results from the criminal justice system are hardly inspiring.

Let us consider numbers briefly. If we take an imaginary member state with a total population of say 5 000 000, that would equate to approximately 1½ million women over the age of sixteen. Applying an annual domestic violence prevalence rate of 10% (some countries will have much higher rates), this represents some 150 000 women assaulted in their homes every year. Of these cases fewer than 25% can be expected to come to the attention of the authorities (>37 500), and of those some 2% or so of perpetrators can be expected to be convicted (750). With domestic violence prevalence rates so high and conviction rates so low, it is hard to imagine how a criminal justice response alone can ever be expected to make major inroads into combating domestic violence, even if every convicted perpetrator were sentenced to a change programme (which they are not).

Incidentally, whilst I welcome the role taken by criminal justice agencies in tackling domestic violence, I have concerns that NGOs, where corrective innovative work with domestic violence perpetrators largely first developed, are increasingly being marginalised and deprived of funds. Not only is voluntary sector provision increasingly being overshadowed and squeezed out by the growth spurt of in-house probation perpetrator programmes, but there is a risk that prematurely standardising practice in a drive to maximise outputs and to establish minimum standards.

Thus, only a small minority of all domestically violent men ever reach the criminal justice system and of those only tiny numbers are prosecuted and treated. Moreover, relative

to the context of criminal justice, far more perpetrators of domestic violence present to social services and child protection agencies. These men are denied the opportunity of help to change unless community-based perpetrator programmes are made available. Non-criminal-justice services (as in Norway) and NGOs therefore have a much greater potential to cater for the huge numbers of men who do not present to the courts.

Moreover, in countries where considerable efforts have been made to criminalise domestic violence, reporting rates to the police increase dramatically, but eventually begin to plateau. Research by the Centre for Criminological Research at Oxford University,¹⁶ for example, revealed that more punitive responses to perpetrators do not result in more satisfied victims. This challenges assumptions that the interests of domestic violence victims are automatically best served if their abuser is arrested and charged. Victims reported increased satisfaction about police attitudes, but there was widespread dismay at the prospects of the wider criminal justice system's ability to accede to women's wishes or to meet their needs. Most women wanted help for their abusers not punishment, at least in the first instance. The criminal justice system was seen by most victims as an exceptionally clumsy and ineffective tool in delivering either help or punishment.

Furthermore, abused women are rarely direct beneficiaries of prosecution. They benefit more from protection – which both civil and criminal law have been notoriously ineffective at delivering. By contrast, putting the safety of victims first has always been the central tenet of intervention by experienced pro-feminist agencies providing perpetrator programmes. This should always take precedence over attempts to engage the abusive partner in the process of change.

The sponsorship and active support of voluntary and health-sector programme provision can therefore complement services availa-

16. Hoyle 1998 (op cit.).

ble via the courts, and make potentially huge savings in human as well as financial terms.

There are potential gains for men

It's perhaps worth noting that there are potential gains for perpetrator programme participants as well as for their victims. For example, it is very clear that, despite whatever domestic and sexual services their controlling behaviour manages to secure for them, abusive men are generally fundamentally unhappy men.

They are poor at caring for themselves;

- ▶ they suffer depression and attempt and commit suicide at far higher

rates than their non-violent counterparts;

- ▶ they tend to drink alcohol to excess and many are users of illicit drugs;
- ▶ they tend to pay little attention to their diets, and many abuse their bodies with overwork;
- ▶ because of the masculine imperative to deny vulnerability, they tend to avoid contact with primary health care, and thus become costly consumers of acute medical services in later life.

In my agency's work with well over 1 000 abusive men in the United Kingdom, we realised that a secondary gain of our intervention was an improvement in the men's emotional stability,

and in their capacity to care for themselves (thereby reducing their dependence on their partners). We have also worked a lot with military men. We know that rates of domestic violence among the military, among war veterans and among men in war zones and areas of civil conflict such as was the case in Northern Ireland, are considerably higher than among men not exposed to combat. Distressed men pose a risk to their families as well as to themselves. Perpetrator programmes can also provide a vehicle by which some reparative work can be done with these men. ★

NATIONAL EXPERIENCES

Mr Paul Memery

**Deputy to the
Permanent
Representative of
Ireland to the Council
of Europe**

I should like to thank the Council of Europe for organising this excellent seminar which enables us to learn of good practice in other countries in order to enable us to evaluate and, where necessary, enhance practice in our own country.

I would like to thank the Government of Croatia for facilitating the event. My colleagues in Dublin were not available to travel to Zagreb on this occasion due to a particularly heavy work schedule at present and send their apologies to their colleagues from across Europe. Happily they have briefed me fully in relation to the Irish situation.

By way of introduction, I would like to outline the structures in place in Ireland to respond to violence against women and domestic violence. Like all other countries, Domestic Violence is a problem still being experienced in Ireland. Each year approximately 10 000 incidents of Domestic Violence are reported to the Garda Síochána (the Irish police force). As in most countries there is a firm belief that many incidents of domestic violence are not reported to the police.

A broadly-based Task Force on Violence against Women was established by the Irish Government in 1995 to make recommendations as to how legislation, services and supports for women experiencing violence could be improved and made more effective, to examine the causes of such violence.

New legislation was introduced to address domestic violence in Ireland

in 1996 and was subsequently amended in 2002. This amendment shows the Government's willingness to respond to the need for change.

The Task Force focused mainly, but not exclusively, on Domestic Violence, as this is regarded as a pernicious, persistent and often hidden crime. The Task Force reported in 1996 and their report has become the Irish Government's Action Plan on Violence against Women.

It made recommendations for a comprehensive preventative strategy, including perpetrator programmes.

In accordance with the recommendation of the Task Force Report, the Government established a National Steering Committee on Violence against Women in 1997. This is a cross-Governmental and cross-sectoral Committee.

The National Steering Committee is chaired at ministerial level. It brings together representatives of the five relevant Government Departments, the police service, the Probation and Welfare service, the Courts service, the Health service, the medical and legal professions. It includes the main non-Governmental Organisations involved in the delivery of front line services and representatives of broader women's interests.

The Remit of the National Steering Committee is to advise on the development of policy and the co-ordination of actions in relation to Violence against Women. It has played a key role in relation to perpetrator programmes.

The Department of Justice, Equality and Law Reform has overall responsibility for the delivery of a co-ordinated response to violence against women. As Department with responsibility for Justice, the Department has responsibility for policy in relation to criminal justice, the police service, the courts service and the probation service. The Irish judiciary enjoys independence from the Government in accordance with the Irish Constitution but is represented on the National Steering Committee.

The Department provides leadership for the National Steering Committee which also operates a number of sub-Committees looking at legal issues, perpetrator programmes and awareness raising programmes.

In very recent weeks, the Irish Government has decided to further strengthen its response to domestic violence and violence against women with the establishment of a new Executive Office to provide further enhanced leadership.

Front-line services to support victims of violence are funded through the Health Services and are delivered through our hospitals and through non-governmental organisations who have service level agreements with the Health Service Executive, the overarching Agency tasked to deliver the health services in Ireland.

Apart from its role in relation to the justice system, the Department of Justice, Equality and Law Reform also plays a role in funding perpetrator programmes and in implementing awareness raising programmes. Today we are focusing on perpetrator programmes and to them I will turn now.

The Irish Government believes that prevention of violence is always better than cure. With this in mind, it is giving a focus to measures to prevent, where possible, incidents of Domestic Violence including repeat incidents involving the same perpetrator.

In accordance with a recommendation of the 1997 Task Force, guidelines have been established to ensure the quality of perpetrator programmes and programmes must

comply with these guidelines before they are considered for funding.

Much of this work had been undertaken by a Sub-Committee of the National Steering Committee on Violence against Women which looks at policy in relation to perpetrator programmes. Criteria for the funding of perpetrator programmes have been established.

The safety of the victim and any children involved are considered to be the first priority of any programme funded by the Government to deal with perpetrators of domestic violence.

Having considered the need for programmes to deal with perpetrators of domestic violence, the National Steering Committee on Violence against Women developed the following core principles for the funding of perpetrator programmes:

- ▶ Groups proposing to run a programme for perpetrators of Domestic Violence, Rape, Sexual Assault or other forms of Violence against Women must be clear in their ethos and clearly demonstrate the principles from which they operate.
- ▶ Programmes must be structured to ensure the continued safety of the victim and any children involved. This must be the primary and explicit goal of the programme and must be given precedence over any, or all, other desired outcomes, such as maintaining a relationship or improving a man's self-esteem. Programmes must be independently evaluated to provide this assurance, before proceeding to deliver a perpetrator programme.
- ▶ Programmes must provide for ongoing contact, by persons responsible for delivering the programme, with the victim or organisations dealing with the victim, to verify the continuing safety and well being of the victim or victims.
- ▶ Programmes must be structured to ensure that perpetrators accept that the use of violence is a choice for which they are accountable and that any abusive or controlling behaviour must end.

- ▶ Programmes must develop protocols in relation to the referral of perpetrators by the courts or by other agencies.
- ▶ Programmes must provide for the ongoing assessment of the behaviour of perpetrators and the risk of re-offending.
- ▶ The limited confidentiality afforded to the perpetrator should allow for the sharing of any information, which can advance the safety and protection of victims and/or children, with appropriate persons/agencies, including agencies of the criminal justice system.
- ▶ Programmes should be independently evaluated on an ongoing basis and funding should be linked to the continued delivery of these principles.
- ▶ Work with perpetrators should not be carried out in isolation, but in full collaboration with the statutory services and organisations representing victims.

To avail of funding from the State, service providers must show evidence that the service they offer comply with these guidelines.

A number of organisations are currently involved in the operation of perpetrator programmes in Ireland.

- ▶ MOVE (Men Overcoming Violence) is the main non-Governmental Organisation providing programmes for perpetrators and has 11 programmes in operation in 10 locations throughout Ireland. These programmes deal with approximately 100 perpetrators each year.
- ▶ South East Domestic Violence Intervention Programmes have four programmes in operation in the south east region of Ireland.

Coverage is still reliant upon the preparedness of non-governmental organisations to offer services for perpetrators. The new Executive Office will be tasked to foster the further development of services with a view to ensuring that perpetrator programmes are widely available in the future.

In addition to the services delivered by the NGOs, a number of pilot projects been funded to explore the

introduction of a “Duluth” model of inter-Agency work to respond to the needs of victims of violence against women and they have shown some success, which has contributed to thinking in relation to the newly established Executive Office.

Recent visits of senior personnel from the Department of Justice, Equality and Law Reform to New York and to Canada are also informing the Department’s thinking.

To receive funding to undertake work with perpetrators, potential perpetrator programme must complete a funding application or proposal which would give information on the following areas:

- ▶ The programme’s philosophy and underlying analysis of domestic violence and men’s abusive behaviour.
- ▶ Its approach and strategy to the delivery of the perpetrator programme. The nature and content of the programme.
- ▶ Whether the programme adheres to any external standards and, if so, how standards are monitored and their impact on service delivery.
- ▶ Intake referral and assessment procedures including the use of assessment scales, self reports, partner reports.
- ▶ Details on selection and exclusion criteria and how these are applied.
- ▶ Fee structure, if any.
- ▶ Links to the criminal justice system including services to mandated participants, relationships to courts and judges, Gardaí and probation officers, relationship between attendance and participation and sentencing.
- ▶ How the programme addresses partner/children safety, their contact and involvement in the programme. Does the project have guidelines on this area? Levels and types of support to partners and children. Description of ongoing monitoring/evaluation procedures ensuring partner safety (if any).
- ▶ Description of data gathering and data collection systems, including measurement of the programme’s impact on victim safety, mechanisms to review baseline data ob-

tained at time of intake, use of perpetrator contracts to ensure tracking and partner verification of behaviour change and attendance and retention rates.

- ▶ Nature of relationship to wider service delivery network and community/domestic violence service providers (if any).
- ▶ Nature of relationship with wider state services (if any).
- ▶ Staff (paid and unpaid) qualifications, training and development and supervision practices.
- ▶ Other operational accountability measures e.g. that programme be accountable to a “Reference Group” that includes members independent of the provider organisation and represents local domestic violence services and victims’ advocates.
- ▶ The history of the development of the programme, description of the structure, operation and activities of the perpetrator’s programme deliverer, including whether it is a registered organisation, does it produce an annual report, audited accounts?
- ▶ Existence of equality and access guidelines and how these are implemented and monitored.

The Department of Justice, Equality and Law Reform has, over the past four years, committed itself to the establishment of “best practice” in terms of dealing with perpetrators of Domestic Violence and to the development of existing and proposed programmes to this end. It undertook evaluations of all the programmes. These evaluations, which included a look at programmes operating in other jurisdictions, are informing the development of existing and proposed programmes.

To date this work has resulted in the existing programmes for perpetrators signing up to the “RESPECT” principles, a British model for such programmes. It has also resulted in the majority of programmes establishing spousal contact and spousal support programmes.

In some instances, perpetrator programmes are used by the judiciary as a mandated element of a Court sen-

tence. However this is not a well-established practice and it is expected that this practice will be fostered further by the new Office for the Prevention of Domestic Violence.

However there is some scepticism about the efficacy of perpetrator programmes, in Ireland and internationally. Exchanges of information, in fora such as this Council of Europe event, enable us to extend our knowledge of international good practice.

We need to be responsive to change and good practice. As a result, the funding of appropriate training for service teams has become a key element of the Department of Justice support to the providers of training and information is a key element funded by the Department of Justice.

Funding for perpetrator programmes and awareness raising provided through the Department of Justice, has increased five fold over the past five years, including an increase of 35 per cent in 2007. This enables us to move forward to provide top quality services and to further develop linkages between the criminal response to domestic violence and the providers of perpetrator programmes who aim to help families who are victims of domestic violence to remain together in situations where the safety of the victims can be assured.

I trust that you have found some useful information in this brief outline of the Irish delivery of perpetrator programmes. We are not yet in a position to quantify outputs from services which we fund.

We engage in dialogue with other countries to determine their views on perpetrator programmes. We know that the jury is still “out” on their effectiveness. We know that there are some fears in the broader frontline sector that perpetrators can sometimes use information gleaned during attendance at perpetrator programmes to identify new victims on whom to prey.

As a result, we need to give very close attention to the codes of practice of perpetrator programmes and to keep a tight rein on their establishment.

We need to be aware that the victims of domestic violence can also include the children of the relationship and that there is a need to consider their needs and welfare as well as the needs and welfare of the intimate partner.

Accordingly for us in Ireland, as no doubt elsewhere, we are all learning how best to reformulate perpetrator programmes to ensure that they are delivered optimally.

I now look forward to hearing about good practice in other countries

and will be feeding back that information to my colleagues in Dublin.

Thank you. ★

Mr Heinrich Kraus

Psychotherapist, Men's Counselling Centre, Vienna

Ms Rosa Logar

Director, Domestic Abuse Intervention Centre, Vienna, Austria

The Vienna Anti-Violence Programme: a victim-oriented programme for perpetrators

Introduction

In the last decades of the past century domestic violence came to be globally understood as a serious problem for society and was acknowledged by the UN, WHO and EU as a violation of human rights. The individual member states were called upon to take appropriate action to eliminate this crime.

In Austria, upon the initiative of the federal government a series of measures came into force in 1997 with the purpose of granting to victims the most comprehensive and complete protection possible. This includes three provisions:

- ▶ The police shall interfere if there are indications of a dangerous threat to the life, health and liberty of a person; they have to tell the person who represents a danger to leave the common household and to prohibit their return to the house and its environment for ten days (eviction, barring orders).
- ▶ Those affected by the threat are counselled about their situation, so that they can decide for themselves whether they want to apply for longer-term protection measures in the form of a preliminary injunction.
- ▶ The supportive counselling of the victims and the co-ordination of the measures to prevent violence is organised by intervention centres, an institution created especially for this purpose.

In this way victims and perpetrators¹⁷ are integrated in an intervention system which includes the police, the intervention centres and the courts as well as the Youth and Family Offices, in cases where children are directly or indirectly affected by domestic violence. Work with violent men can be regarded as one element in this intervention system to prevent violence.

Basic elements of the Vienna Anti-Violence Programme

In its present structure the programme has been operating since 1999. The organisations responsible for the programme are the Intervention Centre Against Violence in the Family (IST) and the Men's Counselling Service Vienna (MÄB), who provide counselling after an eviction. Both organisations are non-profit associations whose work in the prevention of violence is funded by the Federal Ministry of the Interior. Funding is effected via project applications which have to be filed and approved annually. Efforts to secure longer-term financing have been unsuccessful so far.

The objectives of the Anti-Violence Programme are:

- ▶ changing the behaviour of the male perpetrator with the aim of removing all physical and non-physical forms of violence from his behavioural repertoire;
- ▶ men should learn violence-free modes of behaviour on an equal

17. In the case of domestic violence, most of the victims are women (and children), and most of the abusers are male family members. Our following remarks are based on this pattern, but also apply to cases where the gender situation is opposite.

footing with their immediate environment;

- ▶ support and empowerment for the partners affected by violent behaviour and for their children;
- ▶ improving the quality of living for all the persons included in the violence system.

Therefore, the target group is men who have committed violent acts in their relationships, as well as their partners and children.

From the start the Vienna Anti-Violence Programme was oriented at international standards of work with perpetrators. The concepts of the CHANGE Programme in Scotland (Wilson and Morran, 1995), of DAIP in the US (Pence and Paymar, 1993) and the standards of British Columbia, Canada were adapted to the Austrian intervention system.

Structurally, the programme consists of three elements:

- ▶ training for offenders (organised by MÄB)
- ▶ support programme for their partners (organised by IST)
- ▶ co-operation of both organisations and networking with other actors in the intervention system.

The preferred setting in the training of offenders are open, structured groups with a woman and a men as trainers. Corresponding to the great variety of personalities of potential abusers a broad range of methods are used, such as cognitive behaviour therapy and role-play, psychodynamic approaches to the offence, training of social skills as well as physical therapy techniques.

At present (that is, in 2006) two groups with 8-10 participants each are organised within the framework of the anti-violence training. Group sessions take place once a week and each participant has to be present at 30 group meetings.

Individual training is offered in exceptional cases, if for some reason the participant cannot take part in the group meetings (e.g., because of the time schedule, or because they do not know enough German, as for financial reasons the programme at present can only be held in German).

Procedure of the Vienna Anti-Violence Programme

An overview of the procedure of the training as well as the work and the contents of the two co-operating organisations MÄB and IST in the different phases of the training is depicted in Annex 1 (flow chart, ##) and explained in detail below.

Referral and first contact

All potential participants must contact the MÄB themselves and make an appointment for a first meeting. Usually the first contact is made via telephone.

Violent men come to the MÄB from a variety of referring sources. The main distinction is whether they are

- ▶ obligatory or
- ▶ voluntary.¹⁸

Obligatory referral to training is carried out by the Youth Office and by the criminal justice authorities. The latter can oblige the violent partner to participate in the anti-violence programme within the framework of a suspended sentence with a probationary period and liability to take part, release from prison on probation, or by means of an out-of-court settlement for the offence (diversion programme) with a probationary period and liability to take part. Also the youth welfare authority, represented by the Youth and Family Offices, can oblige a father to take part in the programme under the assumption that his acts of violence are dangerous to the child's welfare.

Voluntary referral comes from the most diverse sources. In many cases the Vienna Intervention Centre after an eviction passes on information about this programme to the woman concerned, who then makes her partner's participation in the programme a prerequisite for continuing the relationship. Also, many men hope that

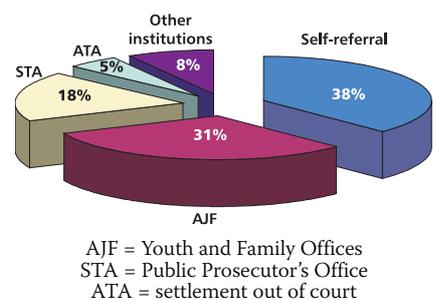
18. Voluntary here refers to the participants who are not bound by law to take part in the Anti-Violence Programme; however, this term is not quite correct in that the motivation to join the Anti-Violence Programme often comes from outside, i.e., the partner against whom they committed violent acts, or specific organisations, rather than the participants themselves.

their participation in the training will be taken as a proof of their sincere efforts to change, after which the relationship will continue.

In the years since it was founded (in 1999) the Vienna Anti-Violence Programme has become renowned far beyond the city limits of Vienna. This is reflected in the growing numbers of referrals from the provinces of Lower Austria and Burgenland and underlines the need for a nationwide implementation of training programmes for violent men in pair relationships.

The following diagram shows the distribution of types of referral among 279 abusive persons in 1999-2006.

Diagram: Distribution of types of referral in 1999-2006



The various Youth and Family Offices (AJF) are responsible for a substantial share of referrals, namely 86 participants (31%). Whether directly or indirectly, children are always affected by violent acts of their fathers against their mothers (Kavemann/Kreyssig 2005), and according to the Youth Welfare Bill the Youth Officers have the possibility to oblige abusive fathers to take part in an anti-violence training.

In this diagram the differentiation between self-referrals (38%) and referrals by other organisations (8%) is rather arbitrary, as it often could not be determined very clearly by whom the interested parties had been informed about the training programme.

65 abusers (23%) were referred by the judicial system. This number includes the indirect referral by the Public Prosecutor's Office by means of a settlement out of court (ATA), a method of probation which was applied especially at the beginning of the programme. It has become

evident that an extension of the co-operation with the judiciary system and an increased number of referrals are desirable. Therefore in individual cases which they consider suitable, the Vienna Intervention Centre and the Men's Counselling Service suggest to the criminal justice authorities that the offenders in question should take part in the anti-violence training. Under criminal law there are various possibilities of referral, from diversion programmes (settlement out of court) to obligations in the case of suspended sentences or releases from prison on probation.

During the initial interview, first the problem situation is clarified, as there are also referrals to the MÄB in the case of sexual violence, violence against children but not against the partner, or violence exerted in public space, which are all dealt with in different projects. The potential participant who committed violent acts against his wife/partner is then handed a leaflet which sums up the core data of the training programme (see Annex). Next any open questions are answered. If the offender in question agrees to take part in the training and to its conditions, the percentage share to be paid by the participant per session is fixed between EUR 3 and EUR 10. Having filled in the amount of the percentage share and his signature in the document of consent, the client binds himself to fulfil the required conditions and can now be admitted to the clearing phase.

After the client has filled in the document of consent, a case file is started which, apart from the demographic data on the participant and his partner, contains a first assessment of the violence record, the degree of dangerousness and potential addiction problems. This file is immediately transmitted to the Intervention Centre. From this moment on, both organisations (MÄB and IST) are responsible for the case.

Clearing phase

The clearing phase was introduced in order to examine the suitability of candidates to take part in the programme.

For instance, referrals on the part of the Public Prosecutor's Office are often carried out on the sole basis of the records, without personal contact to the offender. Therefore it is the purpose of the clearing phase to find out whether admitting the offender to the anti-violence training makes sense. Continued violent acts (including psychological violence, stalking) or ongoing consequences of the violence incidents (e.g., the victim has fled to a women's shelter with her children), increased danger caused by the person or a total lack of problem awareness are obstacles to the admittance to the programme.

Clearing phase MÄB

On the part of the MÄB, the clearing phase of the anti-violence training consists in collecting diagnostic data in order to gain a picture of the batterer and his situation that is as complete as possible. For this purpose, during a session of approximately 1.5 hours length various questionnaire surveys and a structured interview are carried out. The data thus obtained facilitate a first assessment of the man's personality, the frequency, forms and degree of seriousness of his violent acts, how he deals with anger and rage, a prognosis on the degree of dangerousness and his social situation.

Clearing phase IST

Having studied the case file, the IST counsellor contacts the partner affected by violent acts and invites her to an interview. Unless the woman in question has been a client of IST before (which is the case if her partner has been evicted from the house by the police before) the purpose of this first meeting is to get to know each other and build a relationship. After a basis of trust has been created, the next step is to determine the frequency and the extent of the violent acts of the male partner. For this the IST counsellor uses a parallel version of the questionnaires for abusers. The result is a basis for assessing his dangerousness. Next, safety planning is the key issue. It is also vitally important to convey information on the objectives and the contents of the training for offenders in order to avoid that

the violent partner gives false information on the training so as to further manipulate his partner. Furthermore it is necessary to tell the woman concerned that the participation of her partner in the anti-violence training does not mean that she is sufficiently safe from repeated violent acts and that it is important for her to continue being counselled and supported and watching her safety. Lastly, an agreement on the type of practical support is reached.

Co-operation and decision on admittance to the programme

As mentioned before, the anti-violence training is carried out jointly by the Men's Counselling Service and the Intervention Centre, and the decision on admittance to the Anti-Violence Programme is also taken jointly and on equal terms. During monthly team sessions all relevant information that is available on each participant is exchanged. Data from the referring organisations, from police reports (in the case of an eviction) and data on court proceedings complement this information.

The collected data are the basis for the prognosis of dangerousness of the batterer and the assessment of his suitability for group training. It has already been mentioned that there is no admittance in cases of ongoing violence. With their violent behaviour repeat offenders demonstrate that they do not adhere to agreements, which means that they violate the framework conditions of the programme. This also applies to cases of continued stalking.

In some cases participants are admitted to the programme on the condition that they fulfil additional obligations. This may happen if the participant is addicted to alcohol, for instance. In such cases the alcohol problem must be monitored by a different organisation which specialises in this problem.

In cases where the participant and the partner affected by his violent acts continue to live together, following the separate interviews an interview with the two team-members and the couple is held. This gives the IST counsellor and her colleague from

MÄB an opportunity to get to know the client as well as his partner interacting with each other. On the other hand this joint interview demonstrates the close co-operation of the two organisation and the importance of protection and support for the victim.

By far the largest share of the participants in the clearing phase who are not admitted to the training programme fail because of their lacking motivation and do not manage to show up on the appointed dates.

Because only a limited number of participants can be accepted, priority criteria were set up. Participants who have been referred within the framework of criminal justice proceedings and those referred by the Youth and Family Offices are preferably accepted, as they usually have a lower drop-out rate than "voluntary" participants.

The referring institutions are informed in writing about the decision in favour or against admittance to the programme, negative decisions are accounted for. Counselling by IST for the wife or partner is continued regardless of a negative decision.

Training phase

The duration of the training phase is 8 months minimum, which may be prolonged due to holidays, phases of illness or work requirements. In any case 30 group or individual sessions grouped in several modules are mandatory.

The anti-violence training is an open, structure group training which is grouped in modules according to content. Participants can join at any time. Therefore, the individual group members are in different training phases and can support each other in and outside the group during difficult times. Each participant goes through all the modules during his 30 group sessions, independent of when he has entered the group. As disadvantages of such an open group, a group spirit will not develop as readily and work in the group will be more on the surface than in a closed group setting. However, experience has showed that closed groups do not work in this area,

as the existence of the group will more easily be endangered due to the high drop-out rates.

Sessions take place once a week and last two hours. For each group there is a team of two trainers, a woman and a man. That both genders are represented in the trainer team serves as a role model for a respectful interaction between genders.

Contents and structure of the training for offenders

When a new participant attends the group for the first time, he is asked to introduce himself by answering a few questions before the initial round.

A core module is to find a joint definition of violence. As a concept of action, violence is juxtaposed to feelings of anger, rage and fury, and is introduced as intentional behaviour with the aim of exerting power and control. In addition to physical violence, all forms of violence are discussed that are included in the Power and Control Wheel (Pence & Paymar, 1995). Each group member has to assess his behaviour according to various lists of violence-specific behaviour in order to reach his own target definition of behavioural changes. In an exercise on the advantages and disadvantages of relationships, participant tend to become aware of the high price paid and the damage done through violence for the victims, but also for the perpetrator himself.

The following sessions deal with the roots of violence. Images of maleness and their socio-cultural and societal communication of such images are questioned. Special attention is paid to the feelings of the participant and their consequences for his relationship to women and their identity. From this point on the process of becoming aware and the non-violent expression of feelings are actively developed, as these skills are a prerequisite for further modules and their successful implementation. Also, sexist statements and opinions which promote violence are continually registered and discussed.

One module is dedicated especially to strategies of justification of one's own violent behaviour, reflection and

overcoming these strategies as well as taking over responsibility for one's own actions. This remains a key issue throughout the training programme. Taking over responsibility is an essential prerequisite for changing violent behaviour. It is based on the critical examination of the perpetrator's strategies (denial, playing it down, blaming someone else and losing control) as well as the development and intensification of an empathic understanding of the consequences of violence for the victims.

Working through the specific act of violence (to cope with the crime) is given ample space. In a special group session, each participant talks about his most violent episode which is then re-enacted. Also here, the aim is to take over responsibility, to become conscious of the effects and consequences of violent acts for the victims and to develop an awareness of wrongdoing.

One of the tools used to develop empathy for the victims is the video film *Auswege* (Ways Out), produced with the aid and support of the Austrian Women's Shelter Network, the Intervention Centre and the Men's Counselling Service. The viewing of this film always transforms the energy in the group towards shock and shame. The film offers a good opportunity to discuss not only the experience of women, but also that of children. Therefore the issue of violence against children is taken up. Also here, violence-prone attitudes are questioned and denial is revealed, e.g., the identification with the aggressor ("A good spanking once in a while didn't do me no harm, either"). Short lectures on the psychological consequences of violence round off the module dedicated to empathy with the victims.

The focus of other modules is also on psychological forms of violence, as they are part of the pattern of violent acts often used during the escalation process that precedes physical violence and increase the risk of physical violence. Victims experience psychological violence to be quite as harmful as physical violence, except when the latter is continuous and severe.

One group session each is dedicated to the issues of psychological/verbal violence, intimidation and threats, isolation and control, economic violence, sexual violence, and the assumption of male privileges, which are introduced as a group theme and explained in detail. After the non-physical forms of violence have been established, each of the participants chooses one that he wants to pay special attention to. The advantage of this procedure is that themes and experiences can be brought up which one part of the group is already familiar with or will most probably encounter. For example, the theme of isolation and control presents an opportunity to deal with the issue of jealousy or to animate the participants to face scenarios of separation. Stalking is also an issue that can be raised in this context.

After having dealt with the issues of non-physical forms of violence, the focus is still on improving the social competence of the training participants, but now more on presenting and training communication skills and violence-free handling of conflicts. First, there is special emphasis on the direct communication of one's own feelings and needs in the sense of Rosenberg (1995). I-messages and paraphrasing are introduced and systematically trained. De-escalating behaviour in conflict situations is explained and systematically learned by means of enacting such situations.

The training also includes a module on preventing repeat offences, in which risks and strengths are worked out. Because of the open group setting, in fact no more than two men will complete the training at the same time, so that their situation can be addressed individually. In the meeting before the last one, the participants are given the task to write a letter to their partner that should start: "Dear —, now that I have completed the training I would like to tell you ...". The last 15 minutes of their final session are reserved for their reading out the letter and for a group reflection on its author. At the end, an appointment for the final diagnosis is made with the participant.

According to the needs of the group, additional modules can be fitted into this sequence of modules. If for several group members alcohol is a significant factor in the context of their violent acts, this circumstance is taken into account throughout the training not only for individual interventions, but also in a specific module.

Because of a tendency of many group members to over-estimate themselves it may be useful from time to time to carry out an intermediate assessment for all group members. Each participant has to judge himself according to various criteria and is then given feedback from all the other group members including the trainers.

While the sequence of modules is fixed in an overall structure, it may always be necessary to repeat things that have already been discussed or to put the current issue in a broader context. Going back to past modules is quite common in practice.

As no two abusers are alike, in addition to the modules aimed at all participants there are also interventions designed for individual participants and their specific situation. It is essential to continually evaluate the potential of the participants to endanger their partner and children, but also themselves, in order to take appropriate measures should the need arise.

Support services for the partners

Naturally, there is no obligation for the partners of violent men to accept support services. However, great importance is attributed to building a relationship with the woman concerned and finding a basis of trust. This is the only way to ensure protection and safety for the victims, which is the top priority objective of this programme. Violence may reoccur especially in the initial phase or if the man in question drops out of the programme. Particularly in these phases it is very important to support his partner.

Another motive for closely co-operating with the women partners lies in the fact that some violent men are very skillful in manipulating their partners and also use the training for this purpose. For example, they may tell their partner that during the train-

ing it was mentioned that she was to blame at least to some extent for the violence, her behaviour would have to change, she should have sex with him more often, etc. Therefore it is vitally important that the partner knows that this is far from the truth. She must be informed about the current contents of the offender training and should know she can rely on the trainers. For this purpose an interview with the two partners and the trainer team is scheduled, provided that there is no safety risk and the woman partner agrees.

Furthermore the women are continually supported and encouraged to watch their safety. Ongoing safety planning is a standard in the support of women; it has already been said that the participation of their partners in the training is no guarantee that they will not become violent again. The support services for the women partners are organised throughout the programme and continued if the partner has dropped out or been excluded from the training.

At present, the services include:

- ▶ assessing the current situation and the history behind the violent acts
- ▶ assessing the risks and drawing up a safety plan
- ▶ ongoing safety planning
- ▶ alerting the woman partner in the case of crises in the course of training
- ▶ counselling and support in social and legal matters
- ▶ empowerment
- ▶ reflection on the effects of training
- ▶ assistance in case the woman wants to separate from her partner.

Support is given individually, via telephone or in personal talks. Group interviews at IST are also organised, in 6- to 8-week intervals. However, experience has shown that most women prefer individual counselling.

Co-operation between IST and MÄB in the training phase

Close co-operation between the two organisations in their joint programme is necessary to ensure the safety and protection of the partner and the children in the most effective way.

Therefore, every week a report is given to IST about the group and individual sessions. These reports are transmitted via e-mail and contain the following:

- ▶ presence or absence of the client
- ▶ if the client has dropped out of the training, the referring authority has to be informed immediately
- ▶ any incidents of violence
- ▶ major changes in the life situation of the client
- ▶ any threats or safety risks for the partner and/or the children
- ▶ content of the session
- ▶ information about the upcoming completion of the training.

Weekly telephone conversations have turned out to be necessary for case management.

Once a month IST and MÄB meet in a team session, where the cases of all participants in the clearing phase and the training phase are extensively discussed. Here, also the assessment of the situation by the men is compared to the feedback from their partners.

In situations of acute crisis emergency talks are held instantly to discuss measures for the protection and safety of the woman partner and the children.

One characteristic feature of this programme is its high degree of networking with other institutions. If the need arises, case conferences are organised for the purpose of halting developments of crisis.

Final phase of training

After 30 individual or group sessions a final diagnosis is carried out for the participant.

Following an assessment of the questionnaires with the two partners, there is a joint final interview (if possible), during which the results of the assessment are presented and correlated with the personal impressions during the training. The objective is a reflection of the status quo and the awareness of possible safety risks in the future. In the case of ongoing problems, solution strategies are developed.

For participants who are obliged to participate in training under the crim-

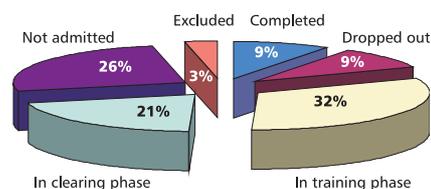
inal justice system or by a Youth Office, the authority in question is sent a written report about the completion of the training.

3, 6 and 12 months after completion of the training the client is contacted and invited to an individual interview in the sense of aftercare. Support for the partner by IST also continues for approximately one year after the training has been completed.

Statistical data for the year 2006

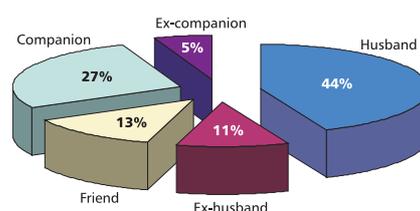
Because of new referrals, completed training, drop-outs and newly admitted participants, the number of clients in training is constantly changing. On the reference date 15 December 2006, 97 men were in one of the various phases of the anti-violence training.

Diagram: Training status



9 participants (9%) completed the programme in 2006, another 9 (9%) dropped out of the programme. 31 participants (32%) were in the training phase on the reference date, and 20 men (21%) were in the clearing phase. 3 participants (3%) had to be excluded from the programme, and 25 (26%) were not admitted.

Diagram: Relationship to the victim



Of 55 participants for which data on the relationship to the victim were collected, 24 (44%) responded they were married to and living together with the victim. 15 (27%) defined themselves as companions and 7 (13%) as friends of the women affected

by their violent acts. 6 participants (11%) were divorced from their partners, and 3 (5%) said they were former companions. The data show the great number of cases in which a violent situation continues even after the relationship has ended.

Results and challenges

The data collected in the questionnaires are used for internal evaluation. The results of the evaluation give impulses for the continual further development of the programme, which should be regarded as dynamic rather than static and will continue to grow as experience is gathered.

It should have become evident from the above that the procedure used in the anti-violence training requires a lot of logistics and time. These efforts are necessary if we want to come anywhere near achieving the highest aim of the programme, to not only ensure, but increase the protection and safety of the victims.

The amount of work and time spent on the anti-violence training is justifiable only if the women and children concerned feel better, if they can live more freely and with less fear. According to our experience so far this aim has been reached for the majority of the women concerned at least for the duration of the programme and one year after. The programme has helped some of the women affected by violence to feel more safe when separating from their endangering partner, which is also an important function of the programme, as violence in the family and in relationships tends to escalate precisely at the moment when the victims try to exit the violent relationship.

As yet there has been no external, scientific evaluation of the effects of the programme because of lacking funds, but it would be very positive to get more evidence for the short-term and long-term effects of the programme. Therefore, no statements on long-term effects can be made at present. The only external evaluation was carried out in the early days of the programme and was mainly qualitative in nature (Haller et al. 2002).

A risk factor for the programme is its insecure financial basis. Therefore the responsible political actors are called upon to grant sufficient funds for several years (regular funding). Furthermore, it is necessary to extend the programme, as only a very small share of all offenders reported to the police for violence against their partners currently complete an anti-violence training (approximately 2%). What is also required is regional expansion (as the programme at present only exists in Vienna), the development of further measures for preventing repeat offences, such as probationary obligations, multi-organisation approaches for extremely at-risk victims, etc.

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NATIONAL EXPERIENCES

**Mr Dean
Ajduković**

**Professor, Faculty of
Humanities and Social
Sciences, University of
Zagreb, Croatia**

Treatment of perpetrators of family violence: Croatian experiences

Presentation overview

- ▶ Definition of psychosocial treatment of perpetrators of DV
- ▶ Legal and social framework
- ▶ Achievements until year 2007
- ▶ Treatment principles
- ▶ Structure of the treatment
- ▶ Topics addressed in the treatment
- ▶ Obstacles and ways forward

What is the treatment of perpetrators?

- ▶ Treatment of perpetrators serves to stop and prevent violence in a family, thus increasing the safety of family members
- ▶ Perpetrators are exposed to a structured cognitive-behavioural treatment with zero-tolerance position which includes individual and group procedures
- ▶ Treatment aims to help perpetrators:
 - become aware of own violent behaviour
 - accept responsibility for own behaviour
 - increase behavioural self-control
 - learn social skills
 - reconsider beliefs that contribute to violent relationship
 - stop being violent

Legal and social framework

- ▶ Legal grounds for referring perpetrators by courts to the treatment:

- Law on the Protection from Violence in Family (2003)
- Criminal Code (2000)
- ▶ National strategy for prevention from family violence of the Croatian Government (2005-2007) provides a broad framework
- ▶ Inter-agency protocol for responding to cases of family violence (2005)
- ▶ Standards for implementation of psychosocial treatment of perpetrators of family violence developed by SPA and approved by the Ministry of Health and Social Welfare (2006)

Achievements until year 2007

- ▶ First awareness-raising training for treatment provided in 1999 by Dutch and American trainers
- ▶ Systematic training of 22 local professionals (2001-2003) by Dutch trainers (Admira) and organised by SPA
- ▶ Individual treatment of perpetrators started in 2003 in Zagreb, within the SPA
- ▶ pro-bono and volunteer work of 6 professionals
- ▶ Group treatment started in 2005 in Zagreb and Rijeka
- ▶ Modest funding provided by local authorities in 2006 and 2007
- ▶ About 150 clients have been referred (mostly mandatory), of which about 100 completed the treatment
- ▶ Referral of clients by:
 - Courts 88%
 - Prosecution 5%

- Social services 6%
- Self-referred 1%
- ▶ About 10% of clients were female

Treatment principles

- ▶ Increase safety of family members who are at risk because of domestic violence
- ▶ Perpetrators are responsible for their violent behaviours
- ▶ Violent behaviours are chosen behaviours with the aim to control other people
- ▶ Violent behaviours can be changed
- ▶ Gender equality is the value base of the treatment
- ▶ Structured cognitive-behaviour approach with clear anti-violence position
- ▶ Treatment should be linked with other agencies working against family violence at the community level

Structure of the treatment

- ▶ Individual assessment of a perpetrator and likelihood of achieving the treatment objectives (2-4 sessions)
- ▶ Individual or group treatment during 16 sessions
- ▶ Assessment of success of the treatment and reporting to the authorities that have referred the client
- ▶ Total of 20 sessions over the period of 5-6 months
- ▶ Length of individual sessions is 1 hour; group sessions 2 hours each week
- ▶ Size of treatment group is 6-8 clients

- ▶ Co-leadership of treatment groups (male-female pair)

Assessment during treatment

- ▶ Active participation in all activities
- ▶ Completing home tasks
- ▶ Reporting any act of violence or risk for violence during past week (self-disclosure)
- ▶ Indicators used for assessment:
 - Self-disclosure and change in behaviours during a session
 - Denial, minimising own responsibility or blaming the partner
 - Information from the partner which are treated with confidence
 - Information from other agencies (police, social services)
- ▶ Contacts with the victim: at least 3, sometimes more

Topics addressed in the treatment

- ▶ Understanding violence and its consequences
- ▶ Role of anger in violent behaviours
- ▶ Shaming and male socialization
- ▶ Self-respect
- ▶ Coping with stress
- ▶ Communication skills in a relationship
- ▶ Understanding conflicts
- ▶ Partnership and beliefs about male-female relationships
- ▶ Emotions and relations in a partnership

Obstacles and ways forward

- ▶ Funding is not secured for:
 - treatment of perpetrators

- training of new service-providers
- ▶ Funding should be the responsibility of the Ministry of Justice and the Prison System to enable sustainable and effective system
- ▶ Access to treatment must be ensured and a national network of treatment centres developed
- ▶ Recruiting more men to work with perpetrators is necessary → positive modelling
- ▶ Training of judges, police officers and social services needs to continue to enable understanding of the potentials and limits of the treatment
- ▶ Approval for training of new staff has been stalled for 9 months → the courts are dissatisfied since the legal instrument for referring to treatment cannot be properly used
- ▶ Collaboration with the organisations providing assistance to victims of domestic violence needs to strengthen
- ▶ Public awareness of the advantages and limits of treatment should be increased
- ▶ Evaluation of treatment effectiveness and adjustment of interventions should be an on-going task
- ▶ Croatian organisations do not have access to the Daphne II programme → should be urgently resolved to facilitate co-operation with partners from EU

Thank you for listening!

I look forward to your comments. ★

Mr Heinrich Geldschläger

Head of the
Programme for
Abusive Men, Social
Rehabilitation Institute
of Barcelona, Spain

Intervention programmes for male perpetrators of domestic violence in Spain: the example of the Barcelona Municipal Council programme

Different types of programme

- ▶ Programmes in prisons
- ▶ Programmes in open sections of prisons
- ▶ Programmes as an alternative to prison sentence
- ▶ Voluntary attendance programmes

Programmes within prisons

- ▶ Legal basis: Act 1/2004, Article 42: "1. The prison authorities shall put into effect specific programmes for prisoners convicted of gender violence-related crimes".
- ▶ The first specific programmes were implemented in 2002 and re-designed 2 years later
- ▶ Attendance is voluntary for prisoners
- ▶ Group programmes (+/- 10 men), weekly sessions with two facilitators (male and female), for 10-12 months, with initial assessment and periodic individual sessions
- ▶ Different programmes in some autonomous communities (Catalonia, Basque Country)

Programmes in open sections

- ▶ The "urgent measures to combat gender violence" published by the Spanish Government in 2007 include the implementation of rehabilitation programmes for batterers in open sections on a national level with a minimum staff of

50 psychologists and 80 social workers

- ▶ No further information available on the programme

Programmes as an alternative to prison sentence

- ▶ Legal basis: Act 1/2004, Article 35: Substitution of penalty. "Should the offender be convicted of a gender violence-related crime, a prison sentence can only be substituted by work for the benefit of the community. In this case, the judge or court shall additionally order compulsory participation in specific re-education programmes and psychological treatment ..."
- ▶ Most programmes are provided by associations/NGOs/psychological associations and financed by the Ministry/Department of Justice
- ▶ Usually group-work of 10-15 sessions with 10-20 men, 1 to 3 individual intake and assessment sessions
- ▶ Wide variety of philosophies and approaches and in monitoring and consequences of non-compliance
- ▶ Minimum common criteria to be developed

Voluntary attendance pro- grammes

- ▶ Some programmes are provided by associations/NGOs/companies and financed by grants from the different public administrations (state, regional, local) or by participants' fees
- ▶ Some specific programmes in the public (mental) health system (in Catalonia)
- ▶ Wide variety of philosophies and approaches

- ▶ Some programmes work with both court-ordered and voluntarily attending men

The example of the Barcelona Municipal Council programme

- ▶ For voluntarily attending men only
- ▶ Free of charge (no fees)
- ▶ Main objective: to improve women's and children's safety and well-being through a reduction in male violence
- ▶ The programme has three stages
 - Information, intake and assessment
 - Individual and / or group treatment
 - Evaluation and follow-up

Institutional context

Barcelona Municipal Council

- ▶ Department of Women and Equal Opportunities
- ▶ Strategic Plan to Combat Violence against Women
- Gender Violence in the Family Environment Support Service
 - Programme for children who have suffered from gender violence in their families
 - Programme for Abusive Men
- ▶ The Social Rehabilitation Institute (Institut de Reinserció Social – IReS) – Service Provider
- NGO which runs an Integrated Programme of Actions to Combat Gender and Family Violence:
 - Women's shelter (Girona)
 - Flats with support for women victims (Girona)
 - Psychological Support Service for Women Victims (Girona and Barcelona)
 - Programme for Abusive Men (Girona)
 - Emergency Service for women victims – 24h (Girona)
 - Centre for Integrated Specialised Intervention (Girona)

Information, intake and assessment stage

- ▶ Exploration of the man's initial request and motivation
- ▶ Information on the programme and its intake requirements, e.g.:

- Provision of contact information for (ex) partner
- Agreement to limited confidentiality
- ▶ Co-ordination with referring and other services
- ▶ Partner Contact
- ▶ Risk Assessment
- ▶ Assessment of other needs and resulting referrals
- ▶ Treatment plan that may include group and/or individual treatment

Treatment stage: individual and / or group work

- ▶ **Individual treatment** adapted to individual man's needs in:
 - Treatment areas / content
 - Frequency of sessions and treatment duration
- ▶ **Group work** in:
 - Semi-open groups with 6 to 8 men
 - With two facilitators (psychologist and educator with specific training)
 - ▶ In weekly sessions (90 minutes) over 6 months
 - ▶ Combining psycho-educational with experience-oriented work

Main treatment areas

Responsibility

- ▶ Exploration of the different consequences (physical, emotional, relational, etc.) of the man's violence:
 - In his (ex) partners' lives,
 - In his children's lives,
 - In his own life.
- ▶ Deconstruction of discourses of excuse and justification
- ▶ Invitation to take a stand against violence

Analysis of violent acts

- ▶ Detailed analysis of episodes in which the man has used violence
- ▶ Identification of physical sensations, thoughts, emotions, and actions that give way to the use of violence
 - Learn techniques to avoid aggressions (“time out”)
 - Identify discourses, beliefs and attitudes that support the use of violence

Concept of masculinity

- ▶ Revision of the internalised and usually rigid model of hegemonic masculinity:
 - Superiority of men/rejection of what's considered feminine
 - Possession of wife and children
 - Unrealistic demands of partner, children and themselves
 - Identity based on achievement (professional, sexual, etc.)
 - Emotional restriction except for anger and sexual desire
 - Violence as an accepted method for conflict “resolution”

History of violence

- ▶ **Biographic work** on the man's relationship with violence:
 - Learning of violence during childhood, adolescence and adult life
 - Use of violence in different areas of life and relationships
 - Beginning and course of the use of violence in the current/last partner relationship
 - To create a distancing from violence that opens up a space for reflection and that enables men to reposition themselves
 - Men's experiences of having suffered violence in their families of origin or in other contexts
 - To foster empathy with victims and motivation to put an end to violence

Reconstruction of alternative ways of relating

- ▶ Render visible the “absent but implicit”: values, desires and preferences for egalitarian, respectful and caring relationships even while participating in abusive practices
- ▶ Explore and give meaning to “exceptions”: practices, knowledge and skills for non-violent relationships
- ▶ Expand and project these values and desires and the associated practices towards future relationships

Relationship skills

- Work on skills and abilities for respectful, egalitarian and caring relationships, e.g.:
 - ▶ Empathy for and understanding of partner as a “legitimate other”
 - ▶ Identification and expression of emotions/self-regulation

- ▶ Self-esteem and sense of security
- ▶ Conflict resolution/communication
- ▶ Trust in others/social relationships

Evaluation and follow-up stage

Systematic evaluation at the end of the treatment

- ▶ Sources of information:
 - Questionnaires
 - Partner or ex-partner
 - Other professionals

- Observations during treatment
- Man's own discourse
- ▶ Follow-up:
 - After 6 months
 - After 1 year
 - After 2 and 3 years. ★

INTERVENTION PROGRAMMES: EVALUATION AND FUTURE CHALLENGES

Keynote speaker:
Mr Stefan
Beckmann

Researcher, Daphne
Project “Work with
Perpetrators of
Domestic Violence in
Europe”, Dissens e.V,
Germany

Firstly I would like to thank the Council of Europe cordially for the invitation to this seminar.

I would like to tell you first briefly something about myself. My knowledge about perpetrator programmes is based predominantly on my experiences with German evaluation studies of perpetrator programmes which work in co-operation with intervention projects against domestic violence. My second source of experience is based on my collaboration of the coordination of the now established network of German practitioners of perpetrator programmes and intervention projects against domestic violence.

My speech is divided into two parts. First I will tell you something about the Daphne Project “WWP – Work with Perpetrators of Domestic Violence”. What were the considerations which led us initiate the Project? What will the project do and what are the expected results of WWP? In the second part of my speech I will give you a short overview of what we actually know from Evaluation studies of Perpetrator Programmes. Both parts of my speech are directly linked to each other. At the end I will give a short forecast of what work seems to be necessary in the future to do with perpetrators of domestic violence to make this form of intervention more effective.

Why running the project
WWP?

At the beginning of designing the project stood the question of how to measure the effectiveness of existing perpetrator programmes in Europe, or in other words: What works? Let me first tell you something about the considerations we had to make before we could design a project that aims to take first steps towards a European effectiveness study of perpetrator programmes.

Most literature about perpetrator programmes and evaluation of this kind of work derives from the United States. The first programmes for men who are abusive to their (female) partners were developed in the late 1970s in the USA. The first wider co-ordinated intervention model, the Domestic Abuse Intervention Project – DAIP, which is often called the “mother” of all following Intervention projects, started in 1980. This model includes a specific kind of work/ treatment for men who are abusive to their partners. The DAIP model has been the base of many other projects/ models which work with perpetrators of domestic violence, in the United States but also in Europe, for instance CHANGE in Scotland, DVIP in London, and a lot of others and most of the programmes in Germany.

If we want to compare the experiences of different programmes in different countries or if we want to

compare the results of different evaluations studies, we have to look first on what exactly we can compare. Do the programmes we want to compare really work with the same target group? Do we have only one type of perpetrator of domestic violence or do we have to differ between different types of perpetrators?

Regarding the question of different types of perpetrators for example, Holtzworth-Munroe and Stuart identify three different types of perpetrator of domestic violence in their analysis: 1) The family only batterer 2) the dysphoric/borderline batterer and 3) the generally violent/antisocial batterer. Johnson (2001) also describes two different types of perpetrators of domestic violence. He calls them: The type of "intimate terrorism" and the type of "situational" or "common couple violence".

If we compare these empirical considerations of different types of abusers with current results from evaluations, we find that there is a portion of men who use frequently repeated violence against their partners. It looks like as if these men do not respond to conventional measures for perpetrators, like perpetrator programmes to reduce violent behaviour in an acceptable way. Severe mental health disorders for example are one of the risk markers for repeating violence. A big portion of perpetrators who repeatedly used violence during their programme participation could be proved to have severe mental health disorders. These men often could be/are assigned to the Holtzworth-Munroe/Stuart type of the Dysphoric or Borderline Perpetrator (Kraus 2003).

Upon this assumption of different types of perpetrator Gondolf re-formulated the most important question "if perpetrator programmes work" into the question "what kind of men are most likely to change their behaviour and under what circumstances?" (Gondolf 1997: 86).

Getting an answer to this question we also have to look at whether entering into different programmes is the same or may be different. If the entering/ the ways of attendance are differ-

ent, can we really speak then about the same men? For example, it could be that the clients of programmes, which mainly work with voluntary men are not the same as clients of programmes which mainly work with so called "court-ordered or court-mandated" men (men who get from the judges the option or order to attend a perpetrator programme for example as part of probation). Another question is, is the social background of the clients comparable among different programmes (for example: are the clients from upper, middle or higher class differently educated), are the attending men mainly employed or unemployed, or last but not least are the committed acts of violence and/or the severity of the committed violence comparable or different?

For example the two larger German evaluation studies of perpetrator programmes show that in Germany we have in part big differences between the clients of various programmes (for example: men who use only domestic violence and men who use domestic and general violence).

So, not making the mistake comparing apples with pears we have to check carefully whether we are talking about comparable clients or maybe totally or partly different clients of perpetrator programmes if we want to compare such programmes. If the attending men are different and not to a homogeneous group we have to look carefully whether one approach fits for all men or whether we need different approaches/different programmes for different violent men.

This consideration was the main motivation to run the Daphne Project WWP as a general base for a European evaluation study of perpetrator programmes: We decided that first we have to achieve an overview about what kinds of participants, content, approaches and kinds of networking of running perpetrator programmes exist in the various European countries.

Until now, at the European level it is perfectly unclear where, in which way and with which target groups perpetrator programmes are running

(e.g. use the attending men only domestic violence or also general violence or are they also sexual abusers; attend men only voluntary or court-mandated or both of them). In the different European countries, perpetrator programmes are implemented to different extent, with different function, and partially with different target groups and different degree of integration in networks against domestic violence. Due to this, perpetrator programmes meanwhile are a firm component of the intervention structure which is used in cases of domestic violence in some European countries. However, for other European countries perpetrator programmes can only be described as being at the very beginning of a development.

For advancement and a spreading of such programmes it is urgently necessary to receive a European overview of running programmes in the different countries. Their formal and framework conditions are to be worked out and compared, in order to be able to make valid long-term statements about "best practice" in the work with perpetrators of domestic violence. WWP aims at accomplishing a stocktaking of perpetrator programmes in all European countries.

To examine the "best practices" in the work with perpetrators, as well as to ensure safety aspects for the victims, both the knowledge transfer between all involved institutions and the orientation of the programmes to standards, is urgent necessary.

Considering these problems we came to the conclusion that in order to learn more about "what works best" and to promote quality standards for the work with perpetrators, the first step is to draw up an overview about existing programmes in Europe. Giving an overview of perpetrator programmes in the European countries will be reached by creating so called "yellow pages of the work with perpetrators of domestic violence". This will be done by an area-wide collection of basic data of perpetrator programmes in all European countries. In a second step we will to install an Internet directory, wherein these data are stored and made accessible

for all who are involved in their work with domestic violence.

To realize these data collection the eight project partners have in close co-operation developed a detailed questionnaire which is subdivided into eight sections. Information about the following topics will be collected:

- ▶ Section A: Basic Information (Address, Name of Programme, Part of a wider Organisation)
- ▶ Section B: Information about Staff (voluntary or employed, correlation between female – male)
- ▶ Section C: Information about funding
- ▶ Section D: Information about Co-operation and Context (including Referral and Intake, Methodology)
- ▶ Section E: Information about the Content of the Work
- ▶ Section F: Information about Partner Contact (including Victim Support and Safety)
- ▶ Section G: Information about Quality Assurance/Documentation and Evaluation
- ▶ Final Questions and Comments

The questionnaire is conceived as an online questionnaire and contains in its paper version 15 pages. Since approximately one month the questionnaire is in the field in several European countries (in the United Kingdom, in Ireland, in the Nordic countries and in Germany). Up to now the response rates are very different in the various countries. That's why it is not possible to present you first results of the survey.

We know from the research phase of collecting addresses of relevant programmes that there are great differences in the number of existing programmes in the different European countries. In the Nordic countries (Norway, Sweden, Finland, Denmark) in United Kingdom and Ireland and for a short while also in Germany we have a growing field of perpetrator programmes.

For example: in the United Kingdom we found approximately 200 programmes, in Germany roughly 50 to 60. In opposite to this we have often found no or only one or two programmes in the East-European or in

some South-European (Italy, Greece) countries.

In countries where we have a longer tradition of a (feminist) women movement like women's aid or the shelter movement as a rule we often have a wider network of agencies/ organisations (non-governmental and governmental) against domestic violence. Where we have good functioning Intervention strategies against domestic violence there we have often a lot of work with perpetrators.

Taking a look at Germany for example (because that's my best known experiences): In the late 1990s and early 2000s we had only 10 perpetrator programmes in Germany. Most of them arose in the middle of the 1990s. With the increasing implementation of Intervention strategies like Intervention Projects or Round Tables against domestic violence since the early 2000's the field grow from 10 to approximately 60 programmes within four to five years. An end of this development is not being within sight. One background for this is that we could see an ideological shift from 'offering support for abused women' into 'take men into accountability for their violence'. And one way beyond taking men into custody or other criminal sanctions is to 'motivate' men to attend a perpetrator programme. That could be voluntarily or with the help of different kinds of criminal sanctions.

This brings me to another important aspect if we talk about perpetrator programmes. How could the quality of the work with violent men be guaranteed? As we have seen above, the work with violent men could expand within a few years into a more or less lucrative working field with which organisations could earn money. If we have funding for perpetrator work more and more organisations will see the work with violent men as a potential job. To guarantee a quality for the work with perpetrators it could be very helpful to fix experiences of 'best practise' in a (minimal) standard paper for the work with abusive men in cases of domestic violence.

If we talk about work with perpetrator we must first clarify of what kind of work we talk. We have to discuss the central aim/the core focus of the intention of this kind of intervention. Is the main aim of the work with the violent men to achieve the safety of the victim's or have the work other aim's (for example to help the men ending violence but without control if the work increase the safety of the victim or not).

The difference between these two approaches is a question of a principle attitude. If the main focus of the work with the men is to increase the safety of the women every action which is done in the work with the violent men have to be checked if the safety of the women is increased or endangered by that. That must be the filter of every action which work with violent men has to be passed by.

But why is it important that perpetrator programmes have to discuss the safety of the female partners of their participants?

The core focus of perpetrator programmes has to be to put an end to the violence of men against women. That means that the abused women are not longer perpetrated by their partners. But this effect is not automatically realized if men are attending a perpetrator programme.

The United Kingdom association for domestic violence perpetrator programmes and associated women's services RESPECT describe in their paper of "Statement of Principles and Minimum Standards of Practice for Domestic Violence Perpetrator Programmes and Associated Women's Services" that perpetrator programmes can raise the risk for women to be repeatedly reassaulted in two ways if some fundamental aspects of the work are not ensured.

- ▶ If men are attending a perpetrator programme their partners can be given false hope of changes in the men's violent behaviour. Many abused women will continue to stay together with her abusive partner. They are not really interested in separation. Bennett and Williams according to Gondolf proclaim that if a violent man seeks

counselling this is one of the strongest predictors that a woman will return to her abuser or will not leave him and live along together with him closely. This means in terms of RESPECT: "The very fact that [the violent man] is attending a perpetrator programme might lead a woman to have unrealistic expectations and make unsafe choices regarding her relationship that she wouldn't otherwise have made." (RESPECT 2004: 7)

- ▶ Perpetrators can abuse their attendance on a perpetrator programme to further manipulate or control their partners and others. Some of the ways they might do this include:
 - Promising they will attend as a bargaining chip/way of saving the relationship
 - Lying about their attendance
 - Lying about programme content/what happened in the group
 - Telling her that they do not need to attend because the workers say he's "cured"
 - Telling her that everyone thinks it's she who has the problem and she should stop nagging him/winding him up, etc.
 - Using the material on the programme to criticise and control her behaviour
 - Using jargon/concepts learnt on the programme to manipulate her
 - Learning to "talk the talk" without "walking the walk"
 - Using attendance on the programme as a way to influence other professionals' decisions (social Workers, CAFCASS officers, Courts) (© RESPECT 2004)

This means additional to the work with the men one of the most important aspects of a perpetrator programme has to be to inform the female partner of their participants about:

- ▶ the content and limitations of the programme,
- ▶ the correct use of violent interruption methods by the men (e.g. Time-Out)
- ▶ if the men attend or demolish the programme,
- ▶ if the men is delete from the programme,

- ▶ making sure that it is important for the woman to make her own safety planning
- ▶ give her information where she can get her own support

In cases there exists no specialized women service for perpetrated women which can give this information to the partner of the attending men, the programme themselves have to ensure that the women gets these information.

I tell you this, because what I know from the field is, that not every programme offer this minimal support for the female partners of their participants. Or they give the above mentioned information not to all women.

Evaluation of Perpetrator Programmes

If we discuss about evaluation of perpetrator programmes, a necessary question is; whether the experiences and the conclusions of the existing evaluation studies of such programmes are negotiable for every European country and for the conditions of every single programme.

Perpetrator programmes are an important component in the intervention against domestic violence. If safety aspects for the victims of domestic violence as well as specific curricular (minimal) standards of perpetrator programmes become ensured, they can make an important contribution to reduce men's violent behaviour against women, and thus accomplishes an important contribution for the prevention of violence in general.

What evaluation studies do we have?

Considering the time it is only possible to give you a brief description of the results of evaluation studies of perpetrator programmes. We have only a few evaluation studies of perpetrator programmes in Europe but a lot of studies in the United States. If we talk about evaluation of such programmes it is important to take a look across the ocean especially to one of the latest studies the multisite longitudinal study of Edward W. Gondolf and his team.

But back to Europe.

Dobash and Dobash

The first European major study of a perpetrator programme was carried out by Dobash and Dobash and finished in the early 1990s. For a period of three years, the research team evaluate two perpetrator programmes in the United Kingdom; *Change* in the Central Region of Scotland and the *Lothian Domestic Violence Probation Project (LDVPP)* in Edinburgh. *Change* and LDVPP dedicated criminal justice based re-education programmes for violent men.

The intention of the study was to compare the impact of perpetrator programmes and other criminal sanctions as fines or probation on violent behaviour. Two general groups were built: the samples of *Change* and LDVPP as one group (Programme Group) and the samples of the groups from other court sanctions (fines, admonishment) from probation and from prison in another group (Criminal Justice Group).

The collected data for every group was assessed at three points: "immediately after the imposition of the criminal justice sanction; three months after the initial assessment; and twelve months after the initial assessment." (Dobash & Dobash 1996: iii) Men as well as their partners are included in the data collection (Interviews after imposition of sanction and questionnaire after three and twelve months follow-up). Data from 122 men and 134 women was collected and compared.

The researchers found in their comparison between the perpetrator programmes and the other criminal justice groups that:

- ▶ "Men on the perpetrator programmes are on average more successful in reducing their violent and intimidating behaviour than men who have been fined, admonished, placed on probation or sent to prison." The differences between the compared groups were statistically significant.
- ▶ The analyse of the women reports after the twelve months follow-up showed that only 7 % of the women

of the Programme Group reported frequent violence whereas 37 % of the women of the Other Criminal Justice Group reported similarly. These differences were also statistically significant.

- ▶ In terms of controlling behaviour were also significant differences between the both groups. Women of the Programme groups “reported significant reductions in both the incidence and frequency of a range of controlling behaviours.” (1996: vi).

Edward W. Gondolf(2002): Batterer Intervention systems

Edward W. Gondolf and his team evaluated over seven years four different programmes in the United States. The programmes differ in terms of duration, kind of services, group format and the kind of court referral (pre-trial vs post-conviction), and partner contact. The programme duration varied between three and nine months. At three points follow-up data was collected after completion of the programmes; 15 months after programme intake, 30 months after programme intake and 48 months after programme intake. This is the longest follow-up evaluation study which ever happened. 840 violent men were involved in the evaluation study. Only 18% of the men were attending the programmes voluntarily, the rest being required to attend by court order.

Findings about Reassault rate

- ▶ 37% of the men who reassaulted their partners during the whole follow-up period did so within the first three month. And 75 % of men who reassault did so in the first year after programme intake.
- ▶ 80% of the men had been violence free for at least one year at the 30-month follow-up. And over 90% had been violence free for a full year after 48-month follow-up and 75 % for the last two and a half years.
- ▶ Voluntarily attending participants were more likely to reassault their partners (44% vs. 29% after 15 month follow-up) than court-re-

ferred men and drop out of the programmes twice as much as court-mandated men (61% vs 33%). In terms of drop out we have made the same experiences in Germany.

Summarized it could be said that “the vast majority of the men did eventually stop their violence for a sustained period of time” (Gondolf 2002: 200).

But approximately 20% of the participants repeatedly reassaulted their partners during the follow-up. And this group of men is most responsible for the most seriously injuries. That rises up an important question for further evaluation: How to identify these men and “put them under control” and protect their partners?

Physical vs non-physical violence

It is often supposed that perhaps perpetrator programmes could reduce the use of physical violence of their participants but for that this could also means that the use of non-physical forms of violence increase. Gondolf and his team could show that namely a higher percentage of women reported other forms of abuse, but the trend of non-physical abuse showed decrease overall. The study shows that analogy to the reduce rate of physical violence the non-physical rate also progressively decreased.

Women’s perception of safety and well-being

And last but not least: the majority of women in the study said that they felt very safe and that it was unlikely that they were hit again by their partners after the 48-month follow-up.

Gondolf’s general conclusion from his evaluation study

But despite all these findings the fundamental conclusion for Gondolf from his multisite longitudinal evaluation is:

“The bottom line of our evaluation is that the *system matters*. That is, program outcomes appear to be substantially influenced by how well the police, the courts, probation, women’s service, and other community services all work together. The success of batterer programs may rely as much on community development as it does on program development. In sum, the

direction toward so-called co-ordinated community response appears warranted. And batterer programs can contribute to the outcome of this response” (Gondolf 2002: 33).

That means regardless the specific approach (e.g. more or less structured orientated more in classical therapy or social training etc.) or terms like duration etc. it seems important that work with perpetrators of domestic violence must not run in isolation. The work has to be part of a wider intervention system against domestic violence. Therefore work with perpetrators is only one part of a system and needs the co-operation with the other parts of the system to be effective. Other parts are mostly the police, the courts/the justice system, the health system, the youth welfare and the women support service in order to mention only a few.

Future challenges

- ▶ All findings from evaluations show that there exists no significant evidence that one approach is more suitable than another ending violent behaviour of men against women. The question what is the best way to run programmes for violent men may be is the wrong one. Future challenges have to focus rather on the answer of the question from Gondolf: “What combination of modality, format, duration, criminal sanctions, mental health and drug and alcohol treatments, follow-up and support groups and victim’s services is most effective – and with what kind of perpetrator?” (Gondolf 2002: 209)
- ▶ Furthermore, it is still not really clear which aspects of the work with violent men are most influential. We must further work on it to get more knowledge about “what is it about that counselling that works?” (Gondolf 2002: 205) That is we need more knowledge about what aspects affects in which way the work of perpetrator programmes.
- ▶ All evaluations identify a portion of men who did not respond to perpetrator programmes. One of the future challenges must be to iden-

tify these men and transfer them into other forms of (may be criminal) sanctions.

- ▶ And at a glance into the future programmes have also find a way to work with abusive women in cases of domestic violence. The abuse from women against men are not comparable with the abuse from men against women. And up to now perpetrator programmes have only do to with a few cases with violence from women against men but abusive women appears occasionally in the programmes. The question is what to do with them?

Conclusion

- ▶ It is important to understand that perpetrator programmes makes no “new men”. Not everything what is “unpleasant” in a relationship between men and woman is being “cured” in a perpetrator programme.
- ▶ Also perpetrator programmes can not replace a therapy.
- ▶ Furthermore, perpetrator programmes are not couple counselling or a marriage guidance.
- ▶ But perpetrator programmes could increase the safety of abused women if they preserve interna-

tional accepted standards for this kind of work.

- ▶ Perpetrator programmes cause a “public control” of violent men if the programmes are actively integrated in a network of a wider community response against domestic violence in which all relevant agencies or organisations (police, women support, justice, welfare service, etc.) are involved.
- ▶ And last but not least violent men can change their violent behaviour into non-violent behaviour if the men be willing to let oneself in into the process of a perpetrator programme. ★

NATIONAL EXPERIENCES

Mr Jules Mulder

General Director, “De Waag” Forensic Out-patient Centre, the Netherlands

Evaluating treatment programmes of domestic violence

De Waag

- ▶ Centre for forensic out-patient treatment
- ▶ Since 1992
- ▶ Treatment of all types of offenders
- ▶ 250 employees
- ▶ CBT and Systems therapy

Domestic violence

- ▶ Since 1996
- ▶ Police; Probation; Public Prosecutor
- ▶ Women’s support, g.p.’s, etc.
- ▶ In 2006, 1600 clients with domestic violence; 36 groups; many individual therapies and PRTs

Treatment programs

- ▶ Motivating group: 6 sessions
- ▶ Standard group: 12 sessions
- ▶ Insight group: 24 sessions
- ▶ Also:
 - PRT or individual therapy
 - Partners support group
 - etc.

Who comes to treatment?

- ▶ Police gets information about the abuse
- ▶ Talks to the abuser
- ▶ Tells him the alternative of getting help
- ▶ Abuser agrees

- ▶ Comes to intake session
- ▶ Stays in treatment

Diagram: From first contact through to treatment (N=218=100%)



So: Lots of work needs to be done in the different stages of referral-chain.

Research on recidivism

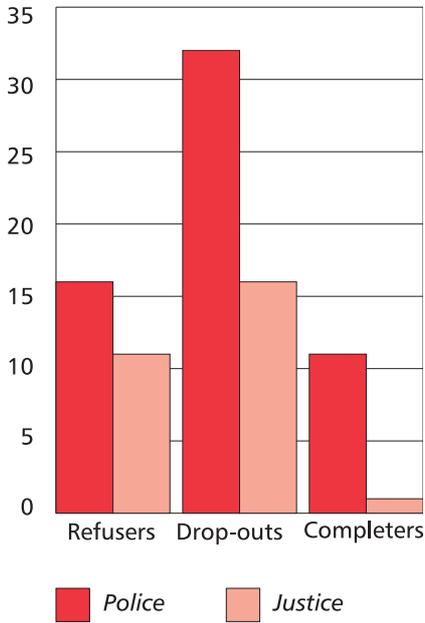
- ▶ In 2004 in De Waag
 - N=293
 - Mean 37 year old
 - 58% immigrants
 - Follow-up time 1-2 years
 - Drop-out rate 27%
- ▶ 65% had a domestic violence conviction
- ▶ 10% were sent by police
- ▶ 25% came voluntarily
- ▶ 32% had previous convictions for other offences
 - 16% for violence
 - 14% for offences against property
 - 2% for sex offences

Recidivism rate

- ▶ According to Justice department: 7%
- ▶ According to Police information: 16.5%

▶ Real number?

Diagram: Recidivism rates Domestic Violence Offenders (N=96)



Conclusions

- ▶ Recidivism still high and difficult to establish

- ▶ Drop-outs and refusers need extra attention
- ▶ Not a clear defined group
- ▶ Continued Police training necessary
- ▶ Treatment program needs refinement
- Risk assessment and needs assessment
- Addiction module; anti-sociality as issue
- Systems therapy
- ▶ Special attention for drop-out and no-show issue
- Motivational Interviewing by telephone
- Thank you. ★

Ms Ingunn Rangul Askeland

Clinical psychologist,
Norwegian Centre for
Violence and
Traumatic Stress
Studies, Norway

Intervention programmes: evaluation and future challenges

In recent years, Norwegian authorities have implemented a large number of actions to prevent and stop use of violence, and provide services to those affected by violence.

Co-ordinated government efforts to combat domestic violence are channelled through the first National Action Plan against Violence Against Women (2000-2003) as a joint effort with substantial funding from four ministries, co-ordinated by the Ministry of Justice. Responsibilities are strictly defined in the plan, whether the responsible support service is a national, regional, or local authority, schools, social partners, workplace, NGOs or police/judges/prosecutors.

The present Action Plan against Domestic Violence (2004-2007) includes measures to improve the collaboration and competence in support services, to prevent domestic violence and to provide assistance for victims of violence and develop interventions directed towards offenders of violence. A new Action Plan against Domestic Violence is now designed and will run from 2008 to 2011. The new plan will also include measures against honour-based violence, forced marriages and female genital mutilation.

The following brief presentation will focus on some of the interventions going on in Norway within the field of violence. It is not a complete report of all the actions taken within this field.

The legal system

The appointed Norwegian Committee on Violence against Women

delivered in 2003 the official report titled *The Right to a Life without Violence*. The committee suggested a whole range of actions to combat violence against women; including legal actions.

In 2002 a nationwide system of domestic violence co-ordinators was established in all police districts (27). The police co-ordinators' main task was to enhance competence in the police force on how to deal with domestic violence and to co-operate with the women's shelter organisations.

In 2002 the Police Directorate presented a Handbook for the Police Force for handling domestic violence based upon research and experience. Specific instructions were given to the national police force. The Police Directorate initiated training seminars for the force, and arranged regional meetings.

In 2005 the Penal Code was strengthened: The perpetrator's long-term terrorisation and abuse of the next-of-kin constitute criminal aspects of the act. This strengthened the legal status of abused women, since women are the main victims of intimate partner violence. The crimes are now registered in a new system since 2006: STRASAK.

Parallel to the development within the traditional legal system, the interest in restorative justice has increased. Persons (women) exposed to violence do not always want to press charges and see their offender imprisoned; they simply want assistance to stop the violence. Different projects use mediation, and organise meetings between offenders and victims of violence. In 2001-2003 one project tried out "mediation" in cases of violence, as a supplement to legal actions. This

year (2007) there will be another project organising “meetings” between offenders and victims, as a parallel to the juridical process. The project includes cases of both violence and rape.

There is a pilot program about to start in Oslo, using reversed violence alarms. The idea has been to return the responsibility for the violence back to the offender and thereby lighten the burden for the victim.

Interventions and programmes for persons who have experienced or used violence

The second National Action Plan was launched in 2004 and was based upon evaluation of the former plan, with a set of new actions based upon research, new statistics and new collaborators, like men’s NGOs.

There is a general opinion that punishment alone is not the only solution for violent persons. Both public and private institutions offer treatment for persons using violence. The Government aims at making different intervention programmes available all over the country.

The intervention programs can be divided into different sectors, like prison and probation services, treatment focusing on alcohol and substance abuse, psychiatric services, family counselling services, women’s shelters and some NGOs. The main focus will be on interventions aimed at people with violence and aggression problems. The help offered to perpetrators of violence varies over a large scale, from low-threshold outpatient treatment focused on temper control and channelling of aggression, to extensive psychiatric treatment in the most severe cases.

In 2006-2007 the Norwegian Centre for Violence and Traumatic Stress Studies conducted a national survey to map the existing services for persons with violence and aggression problems. Some of the programmes and institutions that work with this group failed to return the questionnaire. Therefore, the results do not give a complete picture of the situation, but presents some main tendencies within this field.

The survey registered 64 services for adults with violence and aggression problems. 50 of these were within prison and probation services or were aimed at patients within psychiatric services. This means that most of the assistance offered is not open to the general population. 8 out of 47 registered services for children and adolescents were open to the general population. The rest were offered to clients within institutions or programmes connected to the probation services, child protection services or other psychiatric services.

In Norway there are family counselling services all over the country. Some years ago it was decided to introduce questions concerning experiences with violence as a part of the standard procedure at intake. The support offered by family counselling services in cases of domestic violence includes group and individual therapy for victims of domestic violence, both for women and children, couple therapy, and programmes for temper control for perpetrators of violence. Interdisciplinary co-operation with police, child welfare authorities and others is habitual on a local level. 8 out of 64 counselling agencies answered that they provided specific help to this group of people.

Alternative to Violence (ATV)

The most widespread help and treatment model is developed by the organisation called Alternative to Violence (ATV). This organisation started its first office in 1987 as a centre offering psychotherapeutic help to men using violence. Then, it was the first treatment centre of its kind in Norway and Europe. In 1994 they opened up for women using violence and in 1999 they started services for women experiencing violence. Today ATV has developed into an organisation offering help and services to all groups affected by violence, with a main focus on violence in the family. The organisation has three main tasks; treatment, research and education/supervision. Therapeutic contracts are not time limited. ATV has offices in four Norwegian cities and serves the largest client population

within this area in Norway. One of the latest projects organized by ATV is called “Domestic violence and ethnicity” aimed at female victims and male perpetrators with an ethnic minority background.

Anger management (Sinnemestring)

“Sinnemestring” is a treatment program offering help to men and women over 18. The agency providing the programme started in 1998 and have their own education programme. The treatment given is built on cognitive theory, and work with the clients tendencies of “wrong thinking” and dysfunctional attitudes. The goal in therapy is to teach the clients to control their aggressive behaviour, help them take responsibility for their own abusive behaviour and teach them how to express their wishes and needs in more socially acceptable ways. Treatment is given in groups of 6 to 8 participants and two therapists.

Reform-resource centre for men

Reform is a non-profit NGO and a national centre for knowledge on men. One of their tasks is to initiate and participate in projects focused on men. Reform’s selection and participation in projects are based on its aims and objectives. Some projects are aimed at developing and acquiring new knowledge about men. Other projects emphasise the goal of integration and ensuring that men’s perspectives are present in public services. The projects may also have the aim of helping men directly or reaching them in other ways. Reform offers courses in anger management, helping men to find other and acceptable ways of handling aggression and conflict. In trying to find alternatives to violence, Reform is striving to obtain more knowledge about the part violence plays in men’s lives. The DAPHNE project has Reform as an international partner.

Evaluation and future challenges

As mentioned, the Government aims at making different intervention

services nationwide, as a supplement to the services already implemented. These interventions are expected to focus on both offenders, victims and those exposed to violence, men, women and children.

Most of the interventions have not been evaluated by high academic standards.

The Norwegian Centre for Violence and Traumatic Stress Studies was given the task of co-operating with Alternative to Violence to conduct a prospective outcome study, with focus on efficiency factors in their therapeutic work with offenders of violence. The study will start out focusing at clients receiving therapy at

ATV. Later it is possible that the project will include participants from other programs and services.

Future challenges in this field are many, but Norway has given violence a high priority the last years. Violence is now given a much higher level of attention. ★

CLOSING ADDRESSES

Ms Jadranka Kosor

Deputy Prime Minister of the Republic of Croatia and Minister of Family, Veterans' Affairs and Intergenerational Solidarity

Dear Deputy Secretary General of the Council of Europe, Ms Maud de Boer-Buquicchio, Dear Assistant Secretary General of the United Nations, Ms Rachel Mayanja, Dear Vice-Chair of the Council of Europe *Task Force to Combat Violence against Women, including Domestic Violence*, Ms Dubravka Šimonović, ladies and gentlemen,

I thank you for your active participation in and contribution to a Seminar whose main topic is the active inclusion of men in the combat against domestic violence. Violence against women is a crime that undermines the fundamental values of the member States of the Council of Europe. Our efforts to eradicate this evil must therefore focus not only on changing existing stereotypes and eliminating prejudices but also on changing our reality. And that reality is frightening: one out of five women in Europe falls victim to some form of abuse.

Ladies and gentlemen,

It was my pleasure to be your host here, on behalf of the Croatian government, and to open the second of the five seminars that will, each in its own way, help to implement the Campaign and achieve its goals. Even though this two-day seminar passed quickly, I believe the *Campaign to Combat Violence against Women, including Domestic Violence* and its entire legacy will continue to unite us as our results will shape our further activity in combating violence against women and domestic violence.

In particular, I would like to emphasise the importance of collaboration between the Council of Europe and the United Nations in combating domestic violence against women as

only such efforts at the global and European levels can ensure the necessary framework for national activity.

Ladies and gentlemen,

As we heard from Mr Green's presentation yesterday, one of the key questions is: "Why not do more?" When it comes to violence against women, including domestic violence, we can and must always do more and in a more systematic fashion. The experience we have gained from this Seminar and from the exchange of views between all of the participants from international, governmental and non-governmental organisations has one common denominator – further mobilisation in this area.

I am pleased to be able to testify that this experience and the examples of good practices we have heard about here in Zagreb are highly motivating for Croatia in taking further steps to combat domestic violence against women. The active involvement of men and the promotion of their role in combating violence against women are of immense importance. We have reached a consensus on that. However, the task we are facing now is to win over as many men as possible, first those in positions of leadership and then men at large, so that they can set a positive example to other men in safeguarding one of the fundamental human rights – the right to freedom from violence. To succeed in this, in addition to eliminating stereotypes and prejudices, it will be necessary to end the silence that contributes to the alarming statistics on domestic violence against women, rooted in behaviours passed down from generation to generation.

We heard at this Seminar from the Deputy Secretary General of the

Council of Europe and the Vice-Chair of the Council of Europe *Task Force to Combat Violence against Women, including Domestic Violence* about the possibility of adopting a binding international instrument subsequent to the Campaign and depending on the proposal put forward by the Task Force that would deal with combating domestic violence at the regional level. Even though it will take a while to draft such an instrument, I believe that the adoption of a new convention against domestic violence against women would be useful for all member States of the Council of Europe.

Ladies and gentlemen,

I am pleased to say that in its activities to date Croatia has placed emphasis on transferring certain forms of domestic violence from the sphere of misdemeanours to the criminal sphere in order to deal with the problem of domestic violence as effectively as possible.

I would also like to address the contribution made by the exchange of opinions with representatives of the media at the press conference. Although our agenda did not allow the debate to deal in greater detail with all the issues important for addressing the problem of violence against women and domestic violence, I would like to draw the attention of our participants today to several ideas that came to light during our dialogue with the media yesterday.

I find, for instance, the idea that all services should approach victims of violence rather than let victims “wander” through institutions whose duty it is to help them highly encouraging; this does away with the repeated and unnecessary victimisation of the victim. I believe this is the way in which we can simplify and mutually harmonise protocols relating to victim assistance in different countries.

We were also able to point out examples of good practices coming from Croatia at the press conference. As you have heard, we have included in the Campaign the highest-ranking officials of the state and judiciary as well as people who are constantly in the media limelight. We believe we will soon be able to do a great deal more in this segment of the promotion.

Also, next week we will launch a manual with guidelines for media reporting on domestic violence, which has been prepared in order to protect the privacy of the victims and to press home the message about violence as an unacceptable behaviour pattern.

I believe that we are well on the way towards building a society based on a culture of non-violence and tolerance. Only by taking a proactive stance like that can we get across the message that violence against women is not the problem of individual women but of society as a whole. Full gender equality is the sine qua non for achieving that goal.

Ladies and gentlemen,

Let there be no misunderstanding: the purpose of the Seminar was not to view men as violent bullies. We know that they are not born that way but become so through the wrong kind of upbringing and by imitating unacceptable behaviour patterns. We therefore must persist in creating a non-violent social environment in which macho shows of force will not constitute positive social values. On the contrary, they will be publicly and unambiguously condemned.

Violence against women must be viewed as a process because it does not end with the act of violence as such, but continues through the intimidation of the victim, blackmail or threats, and has numerous indirectly adverse effects on society. That is why we must apply a comprehensive approach in order to tackle all of its elements, but it is equally necessary to implement all measures aimed at reintegrating the victim into society fully and effectively, isolating the offender and – most importantly – preventing violence from occurring in the first place.

I am pleased that Croatia organised the Seminar together with the Council of Europe, thus confirming its commitment to carrying out the Campaign. I firmly believe that the debates and opinions presented here will help to further the recognition of the Campaign to combat domestic violence against women. ★

Mr Hanno Hartig

**Head of Department
for Minorities, Media
and Equality,
Directorate General of
Human Rights, Council
of Europe**

Madam Chair, Madam Deputy Prime Minister, Madam Assistant Secretary-General of the United Nations, Madam Vice-Chair of the *Task Force to Combat Violence against Women, including Domestic Violence*, ladies and gentlemen,

We are about to come to the end of the second seminar organised within the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence*.

During the past two days we have been discussing how men can and why they should actively participate in combating domestic violence. We have heard from various governmental representatives and the NGO community what measures have been taken at national level to engage men to speak out against domestic violence as well as to protect victims and prevent violence against women. With regard to the three dimensions of this Campaign, we have also heard what action is taking place at parliamentary, as well as local and regional level in this respect.

I am especially pleased to have witnessed that this seminar served as a platform for the exchange of information and good practices on this topic between two international organisations, namely the United Nations and the Council of Europe. For that I am very grateful to Ms Rachel Mayanja, the Assistant Secretary-General of the United Nations, who came to this seminar to share her expertise with us. I would like to take this opportunity to thank all the key-note speakers and participants for their excellent interventions and fruitful discussions they have contributed to this seminar.

I would like also to express my gratitude to the Croatian government and especially to you, as Deputy Prime

Minister and Minister of Family, Veterans' Affairs and Intergenerational Solidarity, for hosting this seminar and for your hospitality during these two days.

Ladies and gentlemen,

For the Council of Europe to organise a seminar focusing on men within the context of family violence is not a new topic. As the Deputy Secretary General of the Council of Europe pointed out in her speech, the Council of Europe has, in recent years, organised a number of seminars highlighting the role of men in the context of violence against women. I am confident that at the end of this seminar, we can all give an answer to the question why we need specific measures to address men in the fight against violence against women. Firstly, we know that most perpetrators of domestic violence are men from whom women victims need protection. Secondly, the root cause for violence against women lies, *inter alia*, in a patriarchal society and in its unequal power relations between women and men. We need measures aimed at men in order to mobilise them to take an active part in eliminating violence against women and show respect to women's human rights.

As we have heard, many positive developments are currently taking place in our countries in order to change attitudes on masculinity and the use of force seen as an inherent part of it. These measures include training (male) professionals working with victims of violence and educating boys and young men on non-violent behaviour and gender equality. There are also various civil society initiatives which men are particularly welcome

to join in to combat gender-based violence.

As you know, the Council of Europe *Task Force to Combat Violence against Women, including Domestic Violence* will assess the measures and action taken during this Council of Europe Campaign. The Task Force will base its assessment among others on the information it will receive from the five seminars organised within the intergovernmental dimension of this

Campaign. We have taken note with great care of your proposals and ideas for action which will be channelled into this process. They may therefore finally lead to new intergovernmental activities. The proceedings of each seminar containing all the speeches and presentations will be published. I invite all participants to transmit possible proposals, actions, ideas to the three Task Force members present; Mr Green, Ms Šimonović and

Ms Logar, or to the Secretariat of the Council of Europe.

On behalf of the Council of Europe, I thank you again for your contributions in this seminar and look forward to hearing of any follow-up action which this seminar might spark in your country during the course of this Campaign.

Have a nice afternoon. ★

PARTICIPANTS

Member states of the Council of Europe

Austria

Mr Heinrich Kraus

Psychotherapist
Men's Counselling Center

Ms Rosa Logar

Director
Domestic Abuse Intervention Program Vienna
& WAVE – Office Vienna

Ms Susanne Preuer

Cabinet of the Minister of Justice

Ireland

Mr Paul Memery

First Secretary
Permanent Representation of Ireland to the
Council of Europe
France

Netherlands

Mr Jules Mulder

General Director
"De Waag" Forensic Out-patient Centre

Mr Ruud van Diemen

Project Manager
National Probation and After Care Service

Norway

Ms Ingunn Rangul Askeland

Clinical psychologist
Norwegian Centre for Violence and Traumatic
Stress Studies

Ms Wenche Jonassen

Head of Section on Violence, Family violence
and Sexual abuse
Norwegian Centre for Violence and Traumatic
Stress Studies

Ms Elise Skarsaune

Adviser
Reform – Resource Centre for Men

Spain

Ms Delfina Albareda Rives

Psychologist
Fundació AGI
Integrated Assistance and Management Foun-
dation

Mr Heinrich Geldschläger

Head of the Programme for Abusive Men
Social Rehabilitation Institute

Ms María Pilar Moreno

Adviser
Special Government Delegation to Combat
Violence against Women
Ministry of Labour and Social Affairs
Paseo de la Castellana

Sweden

[Apologised]

Switzerland

[Apologised]

United Kingdom

Mr Mark Coulter

Male Victims Development Officer
Respect

Mr Philip Mackin

Project Manager
Intervention and Substance Abuse Unit
NOMS Commissioning and Partnerships Di-
rectorate

Representatives of the host country

Ms Jadranka Kosor

Deputy Prime Minister of the Republic of
Croatia
Minister of the Family, Veterans' Affairs and
Intergenerational Solidarity

Ms Stjepan Adanić

State Secretary
Ministry of Family, Veterans' Affairs and Inter-
generational Solidarity

Mr Vedran Bajsić

Advisor to the Deputy Prime Minister of the Re-
public of Croatia

International organisations and institutions

Ms Rachel Mayanja

Assistant Secretary-General
Special Adviser on Gender Issues and Advance-
ment of Women
Department of Economic and Social Affairs
United Nations Headquarters
United States of America

Ms Christine Brautigam

Chief of Women's Rights Section
Division for the Advancement of Women
Department of Economic and Social Affairs
United Nations
United States of America

Other participants

Non-governmental organisations (NGOs)

Ms Dilek Elveren

Médecins du Monde
France

Keynote speakers

Mr Stefan Beckmann

Researcher, Daphne Project
"Work with Perpetrators of Domestic Violence
in Europe"
Dissens e.V.
Germany

Mr Calvin Bell

Chief Executive
Ahimsa (Safer Families) Ltd
United Kingdom

Mr Chris Green

Executive Director of the White Ribbon Cam-
paign UK
United Kingdom

Mr Miguel Lorente Acosta

Director General of Legal Assistance to Victims
of Violence
Regional Government of Andalucía
Spain

Mr Nico van Oosten

Advisor
Movisie
Netherlands

Guests of the Croatian authorities

Ministry of Interior

Mr Josip Strmotić

Ministry of Justice

Ms Štefica Stažnik
Assistant Minister

*Government of the Republic of Croatia
Office for Gender Equality*

Ms Helena Štimac Radin
Head

*Office of Ombudsperson for Gender
Equality*

Ms Gordane Lukač Koritnik
Gender Equality Ombudsperson

*Government of the Republic of Croatia
Office for Human Rights*

Mr Luka Maderić
Head

Croatian Radio-Television (HTV)

Ms Marija Miličević

University of Zagreb

Mr Dean Ajduković
Professor, Faculty of Humanities and Social Sciences
University of Zagreb

Ms Ksenija Turković
Professor, Vice-Dean of the Faculty of Law
University of Zagreb

*Women's Human Rights Group
(B.a.B.e.)*

Ms Sanja Sarnavka

*Croatian Parliament Gender Equality
Committee*

Ms Gordana Sobol
Chairperson

Ms Karmela Caparin
Deputy Chairperson

*Non-governmental organisations
(NGOs)*

Ms Mirjana Bilopavlović
Centar za podršku i razvoj civilnog društva
Delfin
Pakrac

Ms Vidica Fornažar
Dom za žrtve obiteljskog nasilja "Utočište sv.
Nikola"

Ms Draženka Franjić
Čakula kroz život

Ms Bojana Genov
Ženska mreža

Ms Mirjana Herceg
Ženska udruga „Izvor“ Tenja

Mr Ivon Hicela
Udruga Mirta, Split

Ms Jasmina Ilinčić
SOS Telefon Dalj

Ms Desa Kolesarić
SOS Telefon – Poziv u pomoć, Virovitica

Ms Marijanka Kovačević
Centar za žene Adela, Sisak

Ms Marina Bem Kovačević
Centar za profesionalnu rehabilitaciju Osijek
Sklonište za žrtve obiteljskog nasilja

Ms Slavica Kušić
Ženski poduzetnički centar ROSA

Ms Anrijana Levačić
Društvo osoba s invaliditetom

Ms Ružica Mandić
Udruga žena Vukovar

Ms Gordana Matanović
Udruga Brod – Grupa za ženska prava

Ms Marica Mirić
Savez društava distrofičara Hrvatske

Ms Nela Pamuković
Centar za žene žrtve rata

Ms Paula Raužan
Agencija lokalne demokracije – SOS Telefon
Sisak

Ms Ivica Rebić
Caritas biskupije Dakovo

Ms Suzana Samardžić
Caritas nadbiskupije Rijeka – Sveta Ana
Dom za žene i djecu žrtve obiteljskog nasilja

Ms Nada Šegrt
Forum Žena Križevci

Ms Neva Tölle
Autonomna ženska kuća Zagreb

Ms Sanja Turčinović
Caritas biskupije Dakovo
Savjetovalište za žene žrtve nasilja

Ms Ana Uranija
Caritas Zadarske nadbiskupije

Ms Marijana Zrinka Jegrišnik
Ženska pomoć Sada

Ms Sadika Zvirkić
Ženska grupa "Korak" Karlovac

Council of Europe bodies

Parliamentary Assembly

Ms Carina Hägg
Chairperson of the Sub-Committee on Violence against Women
Swedish Riksdag
Sweden

Congress of Local and Regional Authorities of the Council of Europe

Ms Ivanka Novak
Member of the Commission of Social Cohesion and of the Chamber of the Regions
Assembly of the County of Medjimurje
Croatia

Council of Europe committees

Task Force to Combat Violence against Women, including Domestic Violence

Ms Dubravka Šimonović
Vice-Chair of the Task Force
Head of Department for Human Rights
Ministry of Foreign Affairs of the Republic of Croatia
Croatia

Council of Europe secretariat

Deputy Secretary General of the Council of Europe

Ms Maud De Boer-Buquicchio

Private Office of the Secretary General

Mr Gianluca Esposito
Advisor

Directorate General of Human Rights

Mr Hanno Hartig
Head of Department for Minorities, Media and Equality, Directorate General of Human Rights – DGII

Ms Taina Riski
Administrator, Equality Division

Ms Martine Meyer
Administrative Assistant, Equality Division

Parliamentary Assembly

Mr Lamine Diallo
Deputy Secretary of the Committee on Equal Opportunities for Women and Men

**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 3rd 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 political level in all Council of Europe member states, and should conse-

quently 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 helplines 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 co-ordinated, 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 co-ordinated 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 co-operation 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 co-ordinated 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 occur-

ring 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 challenge 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 State
- ▶ Heads of Government
- ▶ Ministers of national governments
- ▶ Presidents of parliaments
- ▶ Members of parliament
- ▶ 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 – DGII (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. 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 organisations 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 Web site devoted to the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence* was created at <http://www.coe.int/stopviolence/>, providing detailed information on the campaign and its activities. The Web site 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 Web site.

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 time-frame, 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 organise 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
- ▶ factsheets
- ▶ 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 <http://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 on 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 <http://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.

- ▶ Interim national reports on Campaign activities will be submitted to the Task Force for consideration.

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.

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. ★

**RECOMMENDATION
REC (2002) 5**

Recommendation Rec (2002) 5 of the Committee of Ministers on the protection of women against violence

adopted by the
Committee of
Ministers on 30 April
2002 at the 794th
meeting of the
Ministers' Deputies¹

The Committee of Ministers, under the terms of Article 15.b of the Statute of the Council of Europe,

Reaffirming that violence towards women is the result of an imbalance of power between men and women and is leading to serious discrimination against the female sex, both within society and within the family;

Affirming that violence against women both violates and impairs or nullifies the enjoyment of their human rights and fundamental freedoms;

Noting that violence against women constitutes a violation of their physical, psychological and/or sexual integrity;

Noting with concern that women are often subjected to multiple discrimination on ground of their gender as well as their origin, including as victims of traditional or customary practices inconsistent with their human rights and fundamental freedoms;

Considering that violence against women runs counter to the establishment of equality and peace and constitutes a major obstacle to citizens' security and democracy in Europe;

Noting with concern the extent of violence against women in the family, whatever form the family takes, and at all levels of society;

Considering it urgent to combat this phenomenon which affects all European societies and concerns all their members;

Recalling the Final Declaration adopted at the Second Council of Europe Summit (Strasbourg, 1997), in which the heads of state and government of the member states affirmed their determination to combat violence against women and all forms of sexual exploitation of women;

Bearing in mind the provisions of the European Convention on Human Rights (1950) and the case-law of its organs, which safeguard, *inter alia*, the right to life and the right not to be subjected to torture or to inhuman or degrading treatment or punishment, the right to liberty and security and the right to a fair trial;

Considering the European Social Charter (1961) and the revised European Social Charter (1996), in particular the provisions therein concerning equality between women and men with regard to employment, as well as the Additional Protocol to the European Social Charter providing for a system of collective complaints;

Recalling the following recommendations of the Committee of Ministers to member states of the Council of Europe: Recommendation No. R (79) 17 concerning the protection of children against ill-treatment; Recommendation No. R (85) 4 on violence in the family; Recommendation No. R (85) 11 on the position of the victim within the framework of criminal law and procedure; Recommendation No. R (87) 21 on assistance to victims and the prevention of victimisation; Recommendation No. R (90) 2 on social measures concerning violence within the family; Recommendation No. R (91) 11 concerning sexual exploitation, pornography and prostitution of, and trafficking in, children and young adults; Recommendation No. R (93) 2 on the medico-social aspects of child abuse, Recommendation No. R (2000) 11 on action against trafficking in human beings for the purpose of sexual exploitation and Recommendation Rec (2001) 16 on the protection of children against sexual exploitation;

1. In conformity with Article 10.2c of the Rules of Procedure of the Ministers' Deputies, Sweden reserved its right to comply or not with paragraph 54 of this recommendation.

Recalling also the Declarations and Resolutions adopted by the 3rd European Ministerial Conference on Equality between Women and Men held by the Council of Europe (Rome, 1993);

Bearing in mind the United Nations Declaration on the Elimination of Violence against Women (1993), the United Nations Convention on the Elimination of All Forms of Discrimination against Women (1979), the United Nations Convention against Transnational Organised Crime and its Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children (2000), the Platform for Action adopted at the Fourth World Conference on Women (Beijing, 1995) and the Resolution on Further actions and initiatives to implement the Beijing Declaration and Platform for Action adopted by the United Nations General Assembly (23rd extraordinary session, New York, 5-9 June 2000);

Bearing in mind the United Nations Convention on the Rights of the Child (1989), as well as its Optional Protocol on the sale of children, child prostitution and child pornography (2000);

Also bearing in mind the International Labour Organisation Convention No. 182 concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour (1999) and Recommendation (R 190) on the Worst Forms of Child Labour (1999);

Recalling the basic principles of international humanitarian law, and especially the 4th Geneva Convention relative to the protection of civilian persons in time of war (1949) and the 1st and 2nd additional Protocols thereto;

Recalling also the inclusion of gender-related crimes and sexual violence in the Statute of the International Criminal Court (Rome, 17 July 1998),

Recommends that the governments of member states:

I. Review their legislation and policies with a view to:

1. guaranteeing women the recognition, enjoyment, exercise and protection of their human rights and fundamental freedoms;
2. taking necessary measures, where appropriate, to ensure that women are able to exercise freely and effectively their economic and social rights;
3. ensuring that all measures are co-ordinated nation-wide 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;
4. encouraging at all levels the work of NGOs involved in combating violence against women and establishing active co-operation with these NGOs, including appropriate logistic and financial support;

II. Recognise that states have an obligation to exercise due diligence to prevent, investigate and punish acts of violence, whether those acts are perpetrated by the state or private persons, and provide protection to victims;

III. Recognise that male violence against women is a major structural and societal problem, based on the unequal power relations between women and men and therefore encourage the active participation of

men in actions aiming at combating violence against women;

IV. Encourage all relevant institutions dealing with violence against women (police, medical and social professions) to draw up medium- and long-term co-ordinated action plans, which provide activities for the prevention of violence and the protection of victims;

V. Promote research, data collection and networking at national and international level;

VI. Promote the establishment of higher education programmes and research centres including at university level, dealing with equality issues, in particular with violence against women;

VII. Improve interactions between the scientific community, the NGOs in the field, political decision-makers and legislative, health, educational, social and police bodies in order to design co-ordinated actions against violence;

VIII. Adopt and implement the measures described in the appendix to this recommendation in the manner they consider the most appropriate in the light of national circumstances and preferences, and, for this purpose, consider establishing a national plan of action for combating violence against women;

IX. Inform the Council of Europe on the follow-up given at national level to the provisions of this recommendation.

APPENDIX TO RECOMMENDATION REC (2002) 5

Definition

1. For the purposes of this recommendation, 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 occur-

ring in public or private life. This includes, but is not limited to, the following:

a. 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;

b. violence occurring within the general community, including, *inter alia*, rape, sexual abuse, sexual harassment and intimidation at work, in institutions or elsewhere trafficking in women for the purposes of sexual exploitation and economic exploitation and sex tourism;

c. violence perpetrated or condoned by the state or its officials;

d. violation of the human rights of women in situations of armed conflict, in particular the taking of hostages, forced displacement, systematic rape, sexual slavery, forced pregnancy, and trafficking for the purposes of sexual exploitation and economic exploitation.

General measures concerning violence against women

2. It is the responsibility and in the interest of states as well as a priority of national policies to safeguard the right of women not to be subjected to violence of any kind or by any person. To this end, states may not invoke custom, religion or tradition as a means of evading this obligation.

3. Member states should introduce, develop and/or improve where necessary, national policies against violence based on:

- a. maximum safety and protection of victims;
 - b. empowerment of victimised women by optimal support and assistance structures which avoid secondary victimisation;
 - c. adjustment of the criminal and civil law including the judicial procedure;
 - d. raising of public awareness and education of children and young persons;
 - e. ensuring special training for professionals confronted with violence against women;
 - f. prevention in all respective fields.
4. In this framework, it will be necessary to set up, wherever possible, at

national level, and in co-operation with, where necessary, regional and/or local authorities, a governmental co-ordination institution or body in charge of the implementation of measures to combat violence against women as well as of regular monitoring and evaluation of any legal reform or new form of intervention in the field of action against violence, in consultation with NGOs and academic and other institutions.

5. Research, data collection and networking at national and international level should be developed, in particular in the following fields:

- a. the preparation of statistics sorted by gender, integrated statistics and common indicators in order to better evaluate the scale of violence against women;
- b. the medium- and long-term consequences of assaults on victims;
- c. the consequence of violence on those who are witness to it, *inter alia*, within the family;
- d. the health, social and economic costs of violence against women;
- e. the assessment of the efficiency of the judiciary and legal systems in combating violence against women;
- f. the causes of violence against women, i.e. the reasons which cause men to be violent and the reasons why society condones such violence;
- g. the elaboration of criteria for benchmarking in the field of violence.

Information, public awareness, education and training

Member states should:

- 6. compile and make available to the general public appropriate information concerning the different types of violence and their consequences for victims, including integrated statistical data, using all the available media (press, radio and television, etc.);
- 7. mobilise public opinion by organising or supporting conferences and information campaigns so that society is aware of the problem and its devastating effects on victims and society in general and can therefore discuss the subject of violence towards women openly, without prejudice or preconceived ideas;

8. include in the basic training programmes of members of the police force, judicial personnel and the medical and social fields, elements concerning the treatment of domestic violence, as well as all other forms of violence affecting women;

9. include in the vocational training programmes of these personnel, information and training so as to give them the means to detect and manage crisis situations and improve the manner in which victims are received, listened to and counselled;

10. encourage the participation of these personnel in specialised training programmes, by integrating the latter in a merit-awarding scheme;

11. encourage the inclusion of questions concerning violence against women in the training of judges;

12. encourage self-regulating professions, such as therapists, to develop strategies against sexual abuse which could be committed by persons in positions of authority;

13. organise awareness-raising campaigns on male violence towards women, stressing that men should be responsible for their acts and encouraging them to analyse and dismantle mechanisms of violence and to adopt different behaviour;

14. introduce or reinforce a gender perspective in human rights education programmes, and reinforce sex education programmes that give special importance to gender equality and mutual respect;

15. ensure that both boys and girls receive a basic education that avoids social and cultural patterns, prejudices and stereotyped roles for the sexes and includes training in assertiveness skills, with special attention to young people in difficulty at school; train all members of the teaching profession to integrate the concept of gender equality in their teaching;

16. include specific information in school curricula on the rights of children, help-lines, institutions where they can seek help and persons they can turn to in confidence.

Media

Member states should:

17. encourage the media to promote a non-stereotyped image of women and men based on respect for the human person and human dignity and to avoid programmes associating violence and sex; as far as possible, these criteria should also be taken into account in the field of the new information technologies;

18. encourage the media to participate in information campaigns to alert the general public to violence against women;

19. encourage the organisation of training to inform media professionals and alert them to the possible consequences of programmes that associate violence and sex;

20. encourage the elaboration of codes of conduct for media professionals, which would take into account the issue of violence against women and, in the terms of reference of media watch organisations, existing or to be established, encourage the inclusion of tasks dealing with issues concerning violence against women and sexism.

Local, regional and urban planning

Member states should:

21. encourage decision-makers in the field of local, regional and urban planning to take into account the need to reinforce women's safety and to prevent the occurrence of violent acts in public places;

22. as far as possible, take all necessary measures in this respect, concerning in particular public lighting, organisation of public transport and taxi services, design and planning of car parks and residential buildings.

Assistance for and protection of victims (reception, treatment and counselling)

Member states should:

23. ensure that victims, without any discrimination, receive immediate and comprehensive assistance provided by a co-ordinated, multidisciplinary and professional effort, whether or not they lodge a complaint, including medical and forensic medical examination and treatment, together

with post-traumatic psychological and social support as well as legal assistance; this should be provided on a confidential basis, free of charge and be available around the clock;

24. in particular, ensure that all services and legal remedies available for victims of domestic violence are provided to immigrant women upon their request;

25. take all the necessary measures in order to ensure that collection of forensic evidence and information is carried out according to standardised protocol and forms;

26. provide documentation particularly geared to victims, informing them in a clear and comprehensible manner of their rights, the service they have received and the actions they could envisage or take, regardless of whether they are lodging a complaint or not, as well as of their possibilities to continue to receive psychological, medical and social support and legal assistance;

27. promote co-operation between the police, health and social services and the judiciary system in order to ensure such co-ordinated actions, and encourage and support the establishment of a collaborative network of non-governmental organisations;

28. encourage the establishment of emergency services such as anonymous, free of charge telephone help-lines for victims of violence and/or persons confronted or threatened by situations of violence; regularly monitor calls and evaluate the data obtained from the assistance provided with due respect for data protection standards;

29. ensure that the police and other law-enforcement bodies receive, treat and counsel victims in an appropriate manner, based on respect for human beings and dignity, and handle complaints confidentially; victims should be heard without delay by specially-trained staff in premises that are designed to establish a relationship of confidence between the victim and the police officer and ensure, as far as possible, that the victims of violence have the possibility to be heard by a female officer should they so wish;

30. to this end, take steps to increase the number of female police officers at all levels of responsibility;

31. ensure that children are suitably cared for in a comprehensive manner by specialised staff at all the relevant stages (initial reception, police, public prosecutor's department and courts) and that the assistance provided is adapted to the needs of the child;

32. take steps to ensure the necessary psychological and moral support for children who are victims of violence by setting up appropriate facilities and providing trained staff to treat the child from initial contact to recovery; these services should be provided free of charge;

33. take all necessary measures to ensure that none of the victims suffer secondary (re)victimisation or any gender-insensitive treatment by the police, health and social personnel responsible for assistance, as well as by judiciary personnel.

Criminal law, civil law and judicial proceedings

Criminal law

Member states should:

34. ensure that criminal law provides that any act of violence against a person, in particular physical or sexual violence, constitutes a violation of that person's physical, psychological and/or sexual freedom and integrity, and not solely a violation of morality, honour or decency;

35. provide for appropriate measures and sanctions in national legislation, making it possible to take swift and effective action against perpetrators of violence and redress the wrong done to women who are victims of violence. In particular, national law should:

- ▶ penalise sexual violence and rape between spouses, regular or occasional partners and cohabitants;
- ▶ penalise any sexual act committed against non-consenting persons, even if they do not show signs of resistance;
- ▶ penalise sexual penetration of any nature whatsoever or by any means whatsoever of a non-consenting person;

- ▶ penalise any abuse of the vulnerability of a pregnant, defenceless, ill, physically or mentally handicapped or dependent victim;
- ▶ penalise any abuse of the position of a perpetrator, and in particular of an adult *vis-à-vis* a child.

Civil law

Member states should:

36.ensure that, in cases where the facts of violence have been established, victims receive appropriate compensation for any pecuniary, physical, psychological, moral and social damage suffered, corresponding to the degree of gravity, including legal costs incurred;

37.envisage the establishment of financing systems in order to compensate victims.

Judicial proceedings

Member states should:

38.ensure that all victims of violence are able to institute proceedings as well as, where appropriate, public or private organisations with legal personality acting in their defence, either together with the victims or on their behalf;

39.make provisions to ensure that criminal proceedings can be initiated by the public prosecutor;

40.encourage prosecutors to regard violence against women and children as an aggravating or decisive factor in deciding whether or not to prosecute in the public interest;

41.take all necessary steps to ensure that at all stages in the proceedings, the victims' physical and psychological state is taken into account and that they may receive medical and psychological care;

42.envisage the institution of special conditions for hearing victims or witnesses of violence in order to avoid the repetition of testimony and to lessen the traumatising effects of proceedings;

43.ensure that rules of procedure prevent unwarranted and/or humiliating questioning for the victims or witnesses of violence, taking into due consideration the trauma that they have suffered in order to avoid further trauma;

44.where necessary, ensure that measures are taken to protect victims effectively against threats and possible acts of revenge;

45.take specific measures to ensure that children's rights are protected during proceedings;

46.ensure that children are accompanied, at all hearings, by their legal representative or an adult of their choice, as appropriate, unless the court gives a reasoned decision to the contrary in respect of that person;

47.ensure that children are able to institute proceedings through the intermediary of their legal representative, a public or private organisation or any adult of their choice approved by the legal authorities and, if necessary, to have access to legal aid free of charge;

48.provide that, for sexual offences and crimes, any limitation period does not commence until the day on which the victim reaches the age of majority;

49.provide for the requirement of professional confidentiality to be waived on an exceptional basis in the case of persons who may learn of cases of children subject to sexual violence in the course of their work, as a result of examinations carried out or of information given in confidence.

Intervention programmes for the perpetrators of violence

Member states should:

50.organise intervention programmes designed to encourage perpetrators of violence to adopt a violence-free pattern of behaviour by helping them to become aware of their acts and recognise their responsibility;

51.provide the perpetrator with the possibility to follow intervention programmes, not as an alternative to sentence, but as an additional measure aiming at preventing violence; participation in such programmes should be offered on a voluntary basis;

52.consider establishing specialised state-approved intervention centres for violent men and support centres initiated by NGOs and associations within the resources available;

53.ensure co-operation and co-ordination between intervention programmes directed towards men and

those dealing with the protection of women.

Additional measures with regard to sexual violence

A genetic data bank

Member states should:

54.consider setting up national and European data banks comprising the genetic profile of all identified and non-identified perpetrators of sexual violence in order to put in place an effective policy to catch offenders, prevent re-offending, and taking into account the standards laid down by domestic legislation and the Council of Europe in this field.

Additional measures with regard to violence within the family

Member states should:

55.classify all forms of violence within the family as criminal offence;

56.revise and/or increase the penalties, where necessary, for deliberate assault and battery committed within the family, whichever member of the family is concerned;

57.preclude adultery as an excuse for violence within the family;

58.envisage the possibility of taking measures in order to:

a. enable police forces to enter the residence of an endangered person, arrest the perpetrator and ensure that he or she appears before the judge;

b. enable the judiciary to adopt, as interim measures aimed at protecting the victims, the banning of a perpetrator from contacting, communicating with or approaching the victim, residing in or entering certain defined areas;

c. establish a compulsory protocol for operation so that the police and medical and social services follow the same procedure;

d.promote proactive victim protection services which take the initiative to contact the victim as soon as a report is made to the police;

e. ensure smooth co-operation of all relevant institutions, such as police authorities, courts and victim protection services, in order to enable the

victim to take all relevant legal and practical measures for receiving assistance and taking actions against the perpetrator within due time limits and without unwanted contact with the perpetrator;

f. penalise all breaches of the measures imposed on the perpetrators by the authorities.

59. consider, where needed, granting immigrant women who have been/are victims of domestic violence an independent right to residence in order to enable them to leave their violent husbands without having to leave the host country.

Additional measures with regard to sexual harassment

Member states should:

60. take steps to prohibit all conducts of a sexual nature, or other conduct based on sex affecting the dignity of women at work, including the behaviour of superiors and colleagues: all conduct of a sexual nature for which the perpetrator makes use of a position of authority, wherever it occurs (including situations such as neighbourhood relations, relations between students and teachers, telephone harassment, etc.), is concerned. These situations constitute a violation of the dignity of persons;

61. promote awareness, information and prevention of sexual harassment in the workplace or in relation to work or wherever it may occur and take the appropriate measures to protect women and men from such conduct.

Additional measures with regard to genital mutilation

Member states should:

62. penalise any mutilation of a woman's or girl's genital organs either with or without her consent; genital mutilation is understood to mean sewing up of the clitoris, excision, clitoridectomy and infibulation;

63. penalise any person who has deliberately participated in, facilitated or encouraged any form of female genital mutilation, with or without the person's consent; such acts shall be punishable even if only partly performed;

64. organise information and prevention campaigns aimed at the population groups concerned, in particular immigrants and refugees, on the health risks to victims and the criminal penalties for perpetrators;

65. alert the medical professions, in particular doctors responsible for pre- and post-natal medical visits and for monitoring the health of children;

66. arrange for the conclusion or reinforcement of bilateral agreements concerning prevention, and prohibition of female genital mutilation and the prosecution of perpetrators;

67. consider the possibility of granting special protection to these women as a threatened group for gender-based reasons.

Additional measures concerning violence in conflict and post-conflict situations

Member states should:

68. penalise all forms of violence against women and children in situations of conflict, in accordance with the provisions of international humanitarian law, whether they occur in the form of humiliation, torture, sexual slavery or death resulting from these actions;

69. penalise rape, sexual slavery, forced pregnancy, enforced sterilisation or any other form of sexual violence of comparable gravity as an intolerable violation of human rights, as crimes against humanity and, when committed in the context of an armed conflict, as war crimes;

70. ensure protection of witnesses before the national courts and international criminal tribunals trying genocide, crimes against humanity and war crimes, and provide them with legal residence at least during the proceedings;

71. ensure social and legal assistance to all persons called to testify before the national courts and international criminal tribunals trying genocide, crimes against humanity and war crimes;

72. consider providing refugee status or subsidiary protection for reasons of gender-based persecution and/or

providing residence status on humanitarian grounds to women victims of violence during conflicts;

73. support and fund NGOs providing counselling and assistance to victims of violence during conflicts and in post-conflict situations;

74. in post-conflict situations, promote the inclusion of issues specific to women into the reconstruction and the political renewal process in affected areas;

75. at national and international levels, ensure that all interventions in areas which have been affected by conflicts are performed by personnel who have been offered gender-sensitive training;

76. support and fund programmes which follow a gender-sensitive approach in providing assistance to victims of conflicts and contributing to the reconstruction and repatriation efforts following a conflict.

Additional measures concerning violence in institutional environments

Member states should:

77. penalise all forms of physical, sexual and psychological violence perpetrated or condoned by the state or its officials, wherever it occurs and in particular in prisons or detention centres, psychiatric institutions, etc.;

78. penalise all forms of physical, sexual and psychological violence perpetrated or condoned in situations in which the responsibility of the state or of a third party may be invoked, for example in boarding schools, retirement homes and other establishments.

Additional measures concerning failure to respect freedom of choice with regard to reproduction

Member states should:

79. prohibit enforced sterilisation or abortion, contraception imposed by coercion or force, and pre-natal selection by sex, and take all necessary measures to this end.

Additional measures concerning killings in the name of honour

Member states should:

80. penalise all forms of violence against women and children committed in accordance with the custom of “killings in the name of honour”;

81. take all necessary measures to prevent “killings in the name of hon-

our”, including information campaigns aimed at the population groups and the professionals concerned, in particular judges and legal personnel;

82. penalise anyone having deliberately participated in, facilitated or encouraged a “killing in the name of honour”;

83. support NGOs and other groups which combat these practices.

Additional measures concerning early marriages

Member states should:

84. prohibit forced marriages, concluded without the consent of the persons concerned;

85. take the necessary measures to prevent and stop practices related to the sale of children. ★



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

F-67075 Strasbourg Cedex

www.coe.int/stopviolence