

PREVENTION OF DOMESTIC VIOLENCE AGAINST WOMEN

**European Survey,
Good Practice Models
WAVE Training Programme**

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Bacherplatz 10/4. A-1050 Vienna. Austria
Authors: Birgit Appelt / Verena Kaselitz
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PREFACE

The present brochure "Prevention of Domestic Violence against Women" deals with preventive measures which have been taken in Europe to combat male violence against women in intimate relationships. It surveys the status of prevention efforts in the EU Member States and in the candidate countries and reviews good practice models.

The brochure "Prevention of Domestic Violence against Women" has been drawn up as part of a project carried out by the WAVE Office in Vienna and the EU Commission's DAPHNE Initiative. In the course of this project a Training Programme for Professionals has been compiled and, on the basis of this, a Train-the-Trainer Seminar for experts from women's organisations in ten countries was organised. At the end of this brochure you will find a summary of the WAVE Training Programme. It is cited as a practice-oriented training model for law enforcement, judicial, psycho-social and medical professionals.

The purpose of this brochure is to provide information but also to offer practical advice on how to implement proved preventive strategies effectively. The target groups are non-governmental women's organisations and state bodies, although it was also written with those in mind who are interested in the topic and wish to put the prevention of violence against women on their agenda.

The project co-ordinators would like to thank those who provided the good practice models for their information and support. This project was made possible by financial support from the EU Commission under the auspices of the DAPHNE Initiative. The DAPHNE project was co-financed by the Austrian Federal Ministry of Social Security and Generations.

The authoresses dedicate the present publication to all women and children survivors of abuse in the hope that it will help to prevent future acts of violence.

1. THEORETICAL FOUNDATIONS OF A SYSTEMATIC PERSPECTIVE ON PREVENTION

It would go beyond the scope of the present treatment, which focuses on the practical implementation and effectiveness of prevention-related strategies and action, to contribute to the debate on a comprehensive theory of prevention. We have thus confined our remarks to a discussion of a systematic perspective on the prevention of violence - a perspective upon which the subsequent sections are founded.

What is meant by prevention?

The term "prevention" and the related concepts of "intervention" and "therapy" are not susceptible to simple definition. Swift offers a neutral definition of the verb "to prevent" as to stop something from happening (Swift, 1985, p. 413, quoted in Alberto Godenzi: *Gewalt im sozialen Nahraum*, Helbing & Lichtenhahn, Basle 1996, p. 320). "Prevention" is thus a generic term, while "intervention" belongs to the category of secondary prevention, and "therapy" largely falls under tertiary prevention. (For an explanation of these terms, see below.)

As a research field, prevention research came into being only very recently, having evolved out of medical practice. In this context, violence is classified as a disorder, with disorder defined as the dysfunctional outcome of an interaction between the environment and the person (Swift, 1985, p. 414, quoted in Godenzi, p. 321). This view is reflected in the approach chosen by the EU Commission in establishing the DAPHNE Programme, whose purpose is to combat violence against children, young people and women. The EU Commission explicitly linked the DAPHNE Programme to the Union's action on public health, as outlined in Article 152 of the Amsterdam Treaty:

Community action, which shall complement national policies, shall be directed towards improving public health, preventing human illnesses and diseases, and obviating sources of danger to human health. Such action shall cover the fight against the major health scourges, by promoting research into their causes, their transmission and their prevention, as well as health information and education.

Proceeding on the premise that violence is a social disorder, preventive action must choose between two approaches: one directed at the social environment, the other at the individual. The scope for prevention thus lies either in correcting or eliminating harmful factors in society or in strengthening individuals and - ideally - making them immune to dysfunctional influences. As is apparent from these two widely divergent approaches, the choice of preventive strategy will depend very largely on one's view of the causes of violence. In connection with violence in the social environment, the options boil down to these: should we try to empower the potential victims of domestic violence or to change those social structures which encourage violence? Feminist experts and research scientists tend to favour the latter strategy because they regard violence as relating to social and social policy issues and oppose the view that it can be approached on an individual basis.

The 3-level model of prevention

The 3-level model of prevention dates from the year 1964 and was developed by Paul Caplan for use as a prophylactic strategy in the context of psychiatry. Nevertheless, a number of experts (for example Godenzi, Taskinen and Heiliger) have adapted it to the needs of a systematic approach to dealing with violence. The three levels concerned relate primarily to the time sequence within which the various courses of action are adopted:

- **Primary prevention:** action to obviate violence before it occurs
- **Secondary prevention:** action to detect violence in time or to terminate it at the earliest possible juncture
- **Tertiary prevention:** action to prevent a renewed outbreak of violence or to soften the impact of violence.

Primary prevention

The target group relating to primary prevention is the public at large. Godenzi sees this level as aiming to bring about a new relationship between experts and target group, because the focus here is not on expertise but on the autonomous responsibility of the community (cf. Godenzi, p. 325). The experts can only point to the ways and means of realising empowerment. Transferring responsibility to the community level is possible primarily because the specific causes of violence cannot be clearly identified, so that broader-based action is a more effective approach. The alternative would be to take action against specific symptomatic occurrences of violence when and where they occur, in which case the experts would draw on their specialised knowledge and initiate action and draw up strategies themselves.

In the context of this theoretical framework, the main thrust will be not only the negative goal of preventing acts of violence but the positive objective of promoting lifestyles and social structures which pave the way for what Godenzi calls a healthy life (Godenzi, p. 326). The implication here is that there is no room for violence in a healthy society.

Seen in this light, preventive action at the primary level does not relate to a single cause, so that any given single action would not result in the statistically demonstrable lowering of the incidence of violence. *Primary prevention emerges as the endeavour to realise empowerment as a means of bringing about a 'better world' which affords each and every individual the ideal living conditions, either by empowering individuals to handle daily life without recourse to violence or by correcting social structures which encourage violence* (R Egger / E Fröschl / L Lercher / R Logar: Österreichische und internationale Strategien zur Prävention von Gewalt, Vienna 1998, p. 6).

Godenzi derives five preventive strategies from the Anglo-American debate on prevention:

1. **Elimination of the gender-based imbalance of power** (e.g. by incorporating women more widely in the labour process, promoting women's active role in politics, and abolishing the gender-based division of work)
2. **Zero tolerance for physical and psychological violence** (e.g. by enacting laws prohibiting any form of violence between individuals and making marital rape a punishable offence under criminal law)
3. **Correction of economic shortcomings** (e.g. by achieving full employment for women and men)
4. **Reinforcement of the social network** (in such areas as housing policy, child and geriatric care, and by greater social commitment on the part of men, in both private and public life.)

5. **Information and education** (e.g. by providing information and holding discussions on violence in schools and youth centres, and by working with girls on a feminist basis and with boys on an anti-sexist basis)

Godenzi and Lercher agree in their assessment that, while action in the field of primary prevention would be of great importance, in practice it tends to be neglected in favour of secondary and tertiary prevention (cf. Lercher et al., p. 14). The preponderant majority of researchers in the field is unanimous that, in the long term, only primary prevention will eradicate violence. This inevitably raises the question: why is there a preference for action in the secondary and tertiary prevention fields? Godenzi points out that primary prevention calls into question the very foundations of our society and suggests this as the reason why it is not consistently applied: ... *after all, it raises such fundamental issues as the organisational basis and the style of modern societies* (Godenzi, p. 327).

At the level of primary prevention, as in fact at the other levels as well, it should be noted that the existing outline plans and programmes have barely been evaluated.

Secondary and tertiary prevention

Action in the fields of secondary and tertiary prevention will not eradicate violence. It is capable only of acting as an early warning system for violence in the social environment, providing prompt intervention, protection and security, and lowering the risk of recurrent violence. As we have seen, secondary and tertiary prevention are virtually synonymous with intervention. In practice primary and secondary prevention tend to overlap, because those working in the primary prevention field frequently come across victims who then turn to them for support.

In the last decade there has been a greater focus on perpetrators, with a view to preventing recurrent violence.

The Three-level Model can be adapted more accurately to the issues involved by applying a subtler perspective taking account of the categories victims, perpetrators and general public (cf. Anita Heiliger: *Täterstrategien und Prävention - Sexueller Missbrauch an Mädchen innerhalb familialer und familienähnlicher Strukturen*, Munich 2000, pp. 168-169). Seen in this way, the model comprises:

- **General primary prevention:** by implementing changes in social structures such as abolishing gender-based hierarchies and thus establishing gender equality
- **Primary perpetrator prevention:** by changing the male self-image implicit in gender-based hierarchies, notably the notion of male supremacy over women, proprietary rights and authority over women and children, and the exercise of power
- **Primary victim prevention:** by strengthening victims' self-esteem and resistance, [...] reinforcing and anchoring their autonomous social and emotional situation [...]
- **Secondary victim prevention:** by ensuring that all the institutions concerned consistently implement intervention measures, [...] by making protection of the perpetrator unfeasible and punishable, by enhancing the qualification level of the experts responsible for effective intervention action, by providing victims with support in dealing with the violence they have undergone etc.
- **Secondary perpetrator prevention:** by placing the perpetrator under legal monitoring (on pain of legal sanctions) and where necessary making the perpetrator undergo treatment with a view to averting recurrent violence etc.

Heiliger's suggestions relate to the sexual abuse of children, but her classification of the three levels of prevention into the subdivisions general, victim and perpetrator prevention holds good for the entire field of violence prevention. Godenzi also discusses this perspective. Victim-oriented preventive measures would include protective facilities like shelters, counselling centres and hotlines but also legal and psycho-social facilities. The principal perpetrator-oriented measures are therapy programmes for perpetrators.

The systematic perspective presented here is intended as a guideline for the following treatment of preventive strategies throughout Europe. However, it should be noted that specific measures may not always be exactly classifiable in one or the other category. This perspective, then, should be regarded as no more than a framework and a pointer to a particular direction, irrespective of the current discussion of a theory of violence prevention.

2. EUROPEAN SURVEY¹

Prevention strategies are neither solutions to nor a panacea for social injustice. The point is to prompt changes and in so doing to seize and make full use of every available opportunity, adopting the widest and most varied approach possible.²

If you enter the search strings "violence against women" and "prevention" in one of the standard Internet search machines, it will find you thousands - if not hundreds thousands of - pages. Browsing through the on-line catalogues of large or specialist libraries will likewise produce vast quantities of documentation, albeit in not quite such a bewildering variety. However, the sheer amount of written material available should not be mistaken as indicating a correspondingly impressive level of activity in the field. On the contrary: while most writers stress the importance of violence prevention, outline possible strategies or offer a critical survey of the topic, practical action to halt violence tends to be conspicuous by its absence. Nevertheless, considering that twenty or thirty years ago violence - most notably domestic violence - against women was totally ignored and never discussed in public, the mere fact that so many people are writing about it must rank as a success - if success is an apt term in the context.

Closer scrutiny reveals that many prevention-related activities - most notably those in the field of primary prevention - are confined to specific regions or time periods. Given the abundance of individual activities in the EU Member States and the candidate countries, the present publication does not enlarge on the substantive details of these activities but sets out to identify the structures upon which they are founded. The aim here is not to assess the relative importance of the activities concerned but to establish which activities have been, are being or will be carried out, who instigated them, who is organising them and where the money comes from.

Given our own financial and practical constraints, it is perfectly possible that we have failed to include some activities. Linguistic barriers are a further obstacle to the exhaustive flow of information. Nevertheless, what emerges from the present study is an exposition of the problems which dog the prevention of violence but also the commitment being shown, most notably by women's NGOs.

Activities relating to primary prevention

Although primary prevention plays the most important part in the elimination of violence, it is that form of prevention which has been least consistently implemented, as Godenzi points out (see Chapter 1). In almost all the European countries primary prevention is implemented only in rudimentary form. There may be several activities in specific regions or running for limited time periods, but there is no long-term, comprehensive planning - despite the existence of national action plans. Since such activities as exist occur only sporadically, it is impossible to assess their effectiveness, primary prevention depending on action within society as a whole.

Prevention in education

¹ The substance of this section derives primarily from information provided by the WAVE Focal Points. A detailed survey was carried out in questionnaire form, its results being supplemented by material from the Internet and from the secondary literature.

² Eva Schliesselberger: Widersprüche in den Strategien gegen Gewalt gegen Frauen – Eine Aufarbeitung des Diskurses über sexuelle Gewalt als Grundlage für Präventionsarbeit mit Frauen, St. Andrä-Wörtern 1994, p. 85

In the context of primary prevention, education is a key area. But here we encounter a difficulty which Godenzi and others working in the field have anticipated: the issue of violence calls the very foundations of our society into question, while educational administrators and teaching staff tend to be reluctant to condone this. Only seldom is any attempt made to examine the roots of violence against women and girls - and then this is not included in the mandatory curriculum. Apart from education in non-violence, strategies to combat abuse are an important factor, notably in primary education. These strategies involve the teaching staff but also address the children directly. Such programmes are intended both for schools and for such extra-mural institutions as children's and youth facilities and their staff. In some countries the educational activities concerned are confined to teachers and pedagogic staff (cf. Training for Professionals).

It is first and foremost women's organisations which maintain the capacity for putting on action days, workshops and lectures, so that they can provide or help with these activities on request. In some cases they actively offer these services to educational bodies. This is true not only of the EU Member States but also of the candidate countries. Northern Ireland Women's Aid, for instance, has compiled a folder for school teaching and youth work ("No Fear"). This folder has been adopted by Finland and is being used during lessons in a primary school. Initial experience suggests that the Northern Ireland programme needs to be adapted to the specific circumstances pertaining in Finland.

Where the funding is concerned, a wide range of practices is common. Generally, the financial resources come from various quarters. In some cases activities in schools and youth organisations are classified as part of the women's organisations' information and training work and thus receive no separate funding. In many countries the schools and youth organisations themselves cover the funding. This is particularly true of EU Member States. The situation is different in the candidate countries. Here only very few activities receive state funding. Where financial resources are available, they come from public or private foundations.

Public relations and publicity campaigns

Above all when primary prevention is taken alone, this must rank as one of the most extensively developed fields. However, it must be remembered that many public awareness raising campaigns run only in specific regions and for a specific period of time. It is only relatively seldom that they constitute part of a comprehensive strategy for combating and eliminating violence in society. Campaigns are also among those prevention activities which are frequently instigated and carried out by the state. Nevertheless, the element of continuity is again missing here.

Given the high costs of running publicity campaigns, which always make use of mass media as their platform, they are generally financed by supplementing state funding with private support and donations. The prohibitive costs involved must also be one reason why public awareness raising campaigns only rarely run for more than a limited period of time. The Zero Tolerance Campaign, which started in Edinburgh, showed that it is necessary to set up a special organisation to deal with its implementation - in this case a trust. Women's organisations are seldom in a position to put on a large-scale publicity campaign, and when they do, it places extreme strain in their financial and human resources.

However, public awareness raising campaigns have the advantage that the basic ideas can be taken over and adapted by other organisations, even in other countries. The Scottish Zero Tolerance Campaign was not only continued but copied in outline by other cities and regions both in the UK and elsewhere. (For more on the

Zero Tolerance Campaign, cf. Chapter 3.) The idea was also taken over by the European Parliament, and a campaign - partially financed by the EU Commission - was launched throughout Europe in 1999.

Costly publicity campaigns are just one way to create and enhance public awareness of the issue. Another important aspect of the work done by women's organisations is always public relations and information services. In countries in which women's support organisations such as shelters and counselling centres have formed networks or umbrella organisations, there are co-ordination centres, information offices or other comparable facilities which carry out active and comprehensive public relations work. These activities focus on internal information services, relations with media, state authorities and other relevant bodies (both NGOs and public-sector organisations). Examples of networked organisations would be such WAVE members as ROKS (Riksorganisationen för kvinnojourer och tjejjourer i Sverige, Sweden), L.O.K.K. (Landsorganisation for Kvinde Krisecentre, Denmark), Women's Aid (England, Wales, Scotland, Northern Ireland, Ireland), Fédération Nationale Solidarité Femmes (France), ZIF (Zentrale Informationsstelle für autonome Frauenhäuser, Germany), Frauenhaus Koordinierung - Der paritätische Gesamtverband e.V. (Germany), and the Austrian Women's Shelter Network (Austria).

The examples from the new democracies of eastern and south-eastern Europe show that it is not necessary to wait for the emergence of network structures before carrying out public relations and awareness raising work. Established only ten or fewer years ago, the women's centres, shelters and counselling centres in these regions of Europe have from the start devoted part of their efforts to providing information services.

State preventive action

Initiatives to combat male violence against women in families and intimate relationships generally start at the grass roots level: with private individuals and NGOs. Whereas the first shelters were set up in the 1970s, in most European countries the legislative groundwork did not follow until many years later. Evidently it took this long for the taboo surrounding violence against women to be broken down to the extent that the state would act against violence. The lobbying carried out by the shelters has been crowned by success in some EU Member States.

The involvement of national, regional and municipal institutions began when they started providing financial support for women's shelters and women's support projects. In some countries co-financing was also provided because large-scale public awareness work tends to be very costly. Sweden is an example of an EU country which attaches great importance to the state's responsibility to provide financing. In most EU countries women's support organisations receive financial support, although at varying levels. In the candidate countries, on the other hand, there is little or no funding for action to combat violence against women and children. Most of the prevention-related activities - generally carried out by women's organisations - are thus dependent on private foundations and donations, which in turn tend to raise their financing on a project basis. This infrastructure cannot be maintained in the long term.

It is therefore essential that state bodies - most notably governments - embrace the goal of eliminating violence against women and children. One approach to raising awareness of the issue among the top levels of the state administration is to point to the obligations enshrined in international and European recommendations and conventions on violence against women. The most important of these documents is

the Convention on the Elimination of Discrimination Against Women, which as of November 16, 2000 had already been ratified by 166 countries. In addition, the Beijing Platform for Action calls on states to draw up national action plans "identifying steps to improve the promotion and protection of human rights, including the human rights of women, as recommended by the World Conference on Human Rights" (Article 230 d). All the EU countries and some candidate countries - such as Slovakia - have complied with this requirement. However, the publication of a national action plan does not necessarily mean that actual changes have occurred in that country (Slovakia, for instance, still does not have a single women's shelter). At least the state bodies are compelled to consider the issue, though.

Only when national governments put action to halt violence against women at the very top of their agendas can the process of far-reaching changes in state structures commence. The United Kingdom and Ireland have drawn up the appropriate strategies encompassing the entire field of state administration. As one example: a specially created department in the Home Office will supervise the attainment of practical targets in violence prevention in England and Wales within a given period of time. The governments of Sweden, France, the Netherlands and Germany are also lending their support to endeavours to halt violence against women.

Another area in which the state has a key function to perform is in enacting the necessary legislative provisions to protect its citizens against violence. This legislation will on the one hand define criminal offences and the accompanying penal sanctions for perpetrators of violence, on the other hand it will provide the victims of violence adequate protection under civil law. One noteworthy innovation which represents a whole new approach is the introduction in Sweden of the offence "gross violation of a woman's integrity". In Austria the police's powers of intervention in cases of domestic violence have been widened, so that a person perpetrating or threatening violence can be evicted from the dwelling and the vicinity of the victim for a term of ten days. This term can be extended by provisions under civil law. Austria's Protection from Violence Act, which aims primarily to protect victims of violence, is serving as a model for new legislation in other EU countries like Italy and Germany.

Secondary and Tertiary Prevention

Women's support services / Victim support services

As has been seen, the work of the independent women's support organisations frequently extends far beyond providing support for victims of violence. They have been and continue to be the foundation upon which prevention activities are founded. They generally combine victim support services with work in the fields of primary prevention (see above) and secondary and tertiary prevention (see below).

In terms of the history and structure of women's support organisations, there are marked differences between the various countries and regions of Europe. In most of the countries of northern and western Europe and in the German-speaking countries the first shelters were established in the 1970s or early 1980s. The countries of southern Europe followed suit in the 1980s, whereas in the new democracies of eastern and south-eastern Europe women's shelters did not begin to emerge until the 1990s - if at all.

In most cases it is the feminist women's movement which prompted initiatives to combat violence against women. Where state bodies concerned themselves with combating violence and protecting and supporting victims, generally speaking they

did not do so until later. There is also a broad trend in countries in which women's support services came into being some twenty years ago for these organisations to have evolved a certain degree of specialisation. That is, women's shelters are supplemented by additional facilities like counselling centres for battered women, helplines, intervention centres and so on. Moreover, in these countries the women's support services are more or less adequately distributed around the country.

The above facilities cannot work effectively without sufficient funding. A comparison of financing arrangements shows that it is only in a few countries (they include Germany, Austria, Sweden, the UK, Ireland, France and Belgium) that women's NGOs receive their basic funding from public funds. However, it should be pointed out that in many cases this funding is assured for the period of one year only and that no legally binding guarantees are given that the funding will continue. In a few countries (Denmark, Finland and the Netherlands are cases in point) women's organisations receive their funding from both public and private sources.

Although the various regions of Europe might be said to have certain common factors in this regard, each country can be seen to have its own characteristic structures. A recommendation published by the Committee for Women's Rights and Equal Opportunities in 1986 defines the minimum standard as one shelter place per 10,000 of the population. At present only Sweden, Luxembourg, Denmark, the UK and Germany can claim to have a more or less adequate network of women's support organisations. In many other European countries there are only "isolated initiatives which in no way can guarantee care for affected women and children. These countries include Greece and Italy in particular" (from Rosa Logar: Prevention of violence against women: where there's a will, there's a way, unpublished manuscript, 1999). One problem in virtually every country is the unsatisfactory geographical distribution of women's support services. In many cases shelters exist only in the cities, while rural areas have no support facilities at all. "Experience has shown that excessive distances stop battered women from seeking help" (Logar, op. cit.). Women's shelters need to be supplemented by a network of emergency helplines and counselling centres.

The candidate countries occupy a special position here. Facilities devoted exclusively to helping the victims of domestic violence only began coming into existence in the last few years. Most of them began life as women's centres or women's rights centres, and many are still incorporated in such organisations. In very few cases do they receive assured funding from the state; generally the public sector provides only a small part of the necessary financial resources. The women's organisations in the candidate countries tend to acquire their funding from international foundations or from programmes run by international agencies like the European Union and the UN (and its agencies).

Training of professionals

One of the most important aspects of secondary prevention is the training of professionals who come across victims of violence in the course of their duties. The main thrust of the training programmes is the recognition of violence, the optimisation of safety precautions, and learning to deal with victims in the right manner.

Such training courses are a regular feature of training or further training in only a very few countries. One field in which training in dealing with domestic violence does feature fairly frequently in basic training curricula is the police force. Special training programmes for police officers are part of basic training in Ireland, Finland, Germany, Austria, the Netherlands and some other countries.

The training courses are usually held by trainers from women's organisations working in the anti-violence field. Generally speaking, they or their organisations draw up their own training syllabus. It is perfectly customary to take over and adapt sections of training programmes which have been successfully used in other (mainly overseas) countries. Regrettably, there are no national training programmes to ensure the uniformity of the programmes within a single country. But at least the trainers co-operate among each other in some countries (such as Austria, Germany, Ireland, Northern Ireland and the Netherlands). There is no such co-operation in Finland, Luxembourg, Portugal and elsewhere. One reason for the absence of co-ordinated training programmes is that the courses are held not only by the staff of women's support organisations but also by public institutions. In Finland, for example, the training of professionals is organised very much on a local or regional basis. The Finnish National Research and Development Centre for Welfare and Health (STAKES) is currently endeavouring to establish uniformity in the training programmes with the help of twelve regional multi-professional teams. At the same time a national training programme is being drawn up.

Within the European Union the training programmes are funded primarily by the recipient bodies, although in some cases they amount to a virtually unpaid service provided by the women's support organisations and their staff. In Sweden, Finland, Austria and some other countries, the state gives grants for the purpose.

In the Czech Republic no provision has been made for the violence-related training and further training of professionals in any field. Three institutions - the ROSA Foundation, the White Circle of Safety, and the Faculty of Social Work at Prague's Charles University - nevertheless run self-financing courses for police and medical professionals and social workers. These courses deal with the issue of violence, the correct treatment of victims, and experience gained in other countries.

In neighbouring Slovakia no training courses have yet taken place, apart from a few seminars and workshops aimed at teachers, police officers and social workers. All the seminars and workshops had to be put on without financial support from the state. The NGOs Aspekt and Pro Familia have likewise run workshops for journalists. Together with Fenestra, they also monitor media coverage of gender issues and violence against women.

NGOs do not have to cover the costs of their own training programmes in all of the countries of the former Eastern Bloc. In Slovenia, for instance, state bodies (ministries, municipal and local authorities) provide partial funding. The trainers are provided almost exclusively by NGOs, especially by the SOS Help Line for Women and Children Victims of Violence (Društvo SOS telefon za ženske in otroke - žrtve nasilja), the Association Against Violent Communication (Društvo za nenasilno komunikacijo), and the Women's Counselling Centre (Ženska svetovalnica). However, these courses for police officers, teachers and social workers only have the status of projects and are not permanently incorporated in the standard training and further training curricula of the professional groups concerned.

Health care initiatives

Health care facilities are frequently the first point of contact for abused and battered women. Many women who have been subjected to violence may go to a doctor's surgery or a first aid point but will not dare to call the police in cases of severe violence. Many of them are not aware of the available support services. It is not enough merely to provide these women with medical care, because they will generally not talk about the true causes of their injuries or symptoms. Training and sensitisation for medical professionals can help them to recognise the tell-tale signs

of violence, to deal with the situation appropriately, and to halt the spiral of violence. Moreover, a professional understanding of the impact of domestic violence is a key factor in providing the correct therapy and treatment and for supplying a court of law with usable evidence at a later juncture.

The UK, Sweden, Finland and Germany are running exemplary programmes and facilities: clinics and outpatients' departments specialised in dealing with battered women. This entails expert training for the hospital staff and a knowledge of where and how women and their children can be given the necessary protection and support. The pioneering work being carried out by the medical staff at these clinics is producing excellent research material on violence against women.

Multi-agency initiatives and intervention projects

Carrying out multi-agency initiatives and intervention projects requires a well-developed infrastructure of support services and determination on the part of the facilities and professional groups concerned to combat violence against women. This must be founded upon a comprehensive approach to prevention. The model for all such multi-agency intervention projects is the Duluth Model from Minnesota, USA. The Domestic Abuse Intervention Project (DAIP) in Duluth has succeeded in involving all the agencies involved in an intervention in cases of domestic violence. The prime goal is to protect the victims of domestic violence. DAIP has developed a whole range of prevention measures to supplement the networking of the agencies involved: training courses for professionals, support programmes for victims of violence, counselling for other municipalities planning to draw up their own prevention programmes, and perpetrator programmes integrated in court proceedings.

Within the EU, it is only in the last few years that multi-agency initiatives have emerged in any significant numbers. The first to be launched was in England. Austria introduced intervention centres in the course of the amendments to the applicable laws in the 1990s. In Germany various model projects for multi-agency initiatives have been carried out. Because very many very different facilities and people are involved in such intervention projects, practical co-operation has to be confined to the local level - municipalities, towns and urban districts. The common goal is to co-ordinate and optimise intervention in cases of domestic violence to the extent that the woman and her children can be given the best possible protection and the perpetrator is made to bear the consequences for his actions. The co-ordinated participation of the various bodies - police, courts, women's support organisations, probation officers and perpetrator programmes - is designed to make the perpetrator realise that society condemns and sanctions his actions.

Programmes for perpetrators

In addition to those perpetrator programmes which are part of multi-agency initiatives (cf. Section 3.4), there are also individual initiatives devoted exclusively to exploring approaches to dealing with perpetrators. Where Europe is concerned, these initiatives are all very recent, most of them not having been launched until the mid-1990s. Only Britain began working on the perpetrator problem and developing related projects in the late 1980s (cf. Section 3.5). As in the field of multi-agency initiatives, so the work in this field tended to draw on North American models.

Another indication that this field of prevention is relatively new is the fact that regular, institution-based programmes exist in only a few countries. The research carried out prior to writing the present publication suggests that there are no substantial initiatives in some countries. These would include all of the candidate countries. However, state bodies are taking an increasing interest in perpetrator

programmes. So far as we could ascertain, all of these programmes are funded (wholly or partially) by the public sector. At the international level the EU Commission, for example, supports projects devoted to working with perpetrators under the auspices of its DAPHNE Initiative. One example would be the project "Training and materials for working with perpetrators of domestic violence and their (ex-)partners" carried out by the Domestic Violence Intervention Project (DVIP) in England together with "Mannege" in Berlin / Germany and the "Cork Domestic Violence Project" in Ireland.

Sidebar: Prevention in the Candidate Countries

In the light of the EU's planned enlargement, the situation in the candidate countries needs to be reviewed separately. For the activists in these countries, accession to the European Union represents an opportunity to urge their governments to put combating violence against women and children at the top of their political agendas, notably in terms of the introduction of uniform standards. As has been shown above, it is non-governmental initiatives and projects which - virtually alone - have hitherto made a public stand against violence against women and sought to halt it. In only very few instances have the NGOs and groups concerned received (financial) support from the public sector. Moreover, almost all of these organisations - particularly those in the feminist field - are very young, having been founded since the fall of the Iron Curtain.

It would thus be a substantial advance if a united Europe would formally uphold the individual's right to integrity of the person, especially in the private sphere, by introducing and enforcing generally valid standards.

3. GOOD PRACTICE MODELS

3.1 CAMPAIGNS AND PUBLIC AWARENESS

In the last ten years the general public has become increasingly aware of the - hitherto taboo - issue of violence against women in their immediate social environment. One conspicuous upshot of this development has been a succession of outspoken publicity and awareness raising campaigns which have addressed the causes and manifestations of violence. Such campaigns have deliberately set out to challenge resistance and hence to spark off a public debate on the state of society. Resistance here first and foremost takes the form of resistance to change, while the campaigns' long-term goal is to bring about change. Clearly, this goal cannot be achieved by one single campaign.

"Prevention strategies and publicity campaigns seeking to halt violence against women and domestic violence evidently work best if they are not isolated activities but are incorporated in the day-to-day work of institutions and organisations" (Rosa Logar: *Österreichische und internationale Strategien zur Prävention von Gewalt*, Vienna 1998, p. 105). Regrettably, many campaigns run for too short a time (just a few weeks or at best months), usually because of a shortage of money. Frequently the political decision-makers fail to provide substantive and financial support. Campaigns are often not part of a national action plan.

At the international level, it has become increasingly apparent how much importance attaches to national and trans-national strategies involving all the institutions concerned. The Platform for Action formulated at the 1995 UN World Conference on Women called on states to draw up national action plans. European bodies - most notably the European Parliament and its Committee for Women's Rights and Equal Opportunities - have also spearheaded similar endeavours. Two programmes instigated by the European Parliament - STOP (combating trafficking in women) and the DAPHNE Initiative (combating violence against women, children and young people) - provide funding for NGOs.

In 1997 the Committee called on the EU countries to declare 1999 the European Year Against Violence Against Women. The focus was a European-wide high-profile Zero Tolerance campaign which was to be supplied with its own "dedicated budget line" and "sufficient resources" and would involve "the Member States' governments, agencies, women's organisations and other NGOs". It was to be "based on 'best practice', and on the importance of women's organisations in the development of such campaigns".

The European campaign not only took over the name of but was also closely modelled on the Zero Tolerance campaign run by the Edinburgh District Council's Women's Committee. Given its inclusive approach, the Edinburgh campaign ranks as a landmark achievement. Although the Zero Tolerance Campaign is already widely known, we will outline it briefly here before going on to describe a campaign planned and carried out on similar lines.

Most campaigns concentrate on illustrating the causes and effects of (male) violence in intimate relationships / in the family and thus tend to present negative images. In recent years, though, there has been a trend towards what might be termed "positive" campaigns. One of these is the White Ribbon Campaign, in which men declare their condemnation of male violence and seek to halt it. With its limited reach, it is a highly political campaign notable for the fact that it is easily organised and requires only modest funding.

MODEL PROJECTS

Zero Tolerance, Scotland

Title: Zero Tolerance Campaign

Provider: Zero Tolerance Charitable Trust (since 1994)

Inception: 1992

Preventive measures: Public education initiative awareness raising campaign

Initiated by: Edinburgh District Council's Women's Committee in co-operation with local women's organisations

Funded by: Zero Tolerance Charitable Trust

Contact: Zero Tolerance Charitable Trust, 25 Rutland Street, Edinburgh EH1 2AE Scotland, Phone: ++44-131-2219505, Fax: ++44-131-2282500, E-mail: zerotolerance@dial.pipex.com , Website: <http://www.zerotolerance.org.uk>

Origins

The Zero Tolerance Campaign ranks as the "mother" of all European public awareness raising campaigns devoted to the issue of male violence against women and children and seeking to reach a broad section of the general public through the mass media.

The first Zero Tolerance campaign was launched by Edinburgh Council's Women's Committee in November 1992. The campaign set out to highlight the prevalence and nature of male violence. The idea for a high-profile campaign in Edinburgh was prompted by a local Council survey that showed that violence against women was a priority issue for women in the city. This led to a local research study in three high schools with young people aged 12-16 years old. The research looked at young people's knowledge of and attitudes to violence against women. Findings showed high levels of tolerance of violence, particularly when the perpetrator was married to the victim. The majority of young people interviewed expressed some likelihood of using violence in their future relationships. (<http://www.zerotolerance.org.uk/splash.htm>)

Aims and methods

The ultimate and long-term goal of the campaign is to shift the balance of power between men and women to bring about complete equality. This entails far-reaching social changes. While the campaign is directed primarily at men, violence is a social problem which concerns everybody.

The Zero Tolerance Campaign's short and medium-term targets are (as summarised by Rosa Logar, op. cit., pp. 79-80):

- To provide information about the manifestations, effects and extent of violence against women and children
- To unmask preconceptions and myths relating to violence against women and children
- To show such acts of violence to be criminal offences and the abuse of power which must be subject to judicial sanctions
- To inform victims about their rights and the support that is available
- To demonstrate the need for effective legislation.

One important strategic principle now widely used by experts and activists also derives from the Zero Tolerance Campaign: the Three P's, which denote the key areas relating to violence against women and children:

- **Prevention:** Active prevention of crimes of violence against women and children.
- **Provision:** Adequate provision of quality support services for women and children.
- **Protection:** Appropriate legal protection for women and children.
-

Implementation

The Zero Tolerance Campaign has established itself as an on-going undertaking giving rise to and realising new and innovative awareness raising campaigns. The original Zero Tolerance Campaign was limited to six months. "[It] used four posters to raise the general public's awareness of the reality of child sexual abuse, rape and sexual assault, [and] domestic violence. Based on research and rooted in the experiences of women and children, the posters used black and white photography and text to challenge existing attitudes" (see above). The posters were displayed on billboards and walls and in public buildings throughout Edinburgh. Other campaign elements were a folder with information about the campaign, a bookmark distributed in the Municipal Library, and postcards and information folders which were sent to anyone interested. A partnership arrangement with a local newspaper made it possible to keep the people of Edinburgh up-to-date with developments.

Evaluation of the first Zero Tolerance Campaign

Jenny Kitzinger and Kate Hunt evaluated the first phase of the campaign. Their study was based on a representative street survey and on group discussions with seventeen different groups. The majority of the general public - and above all women - voiced a positive assessment of the campaign and, more notably, said they thought it was necessary. Only a minority felt provoked and insulted by it.

The implementation strategy has been rated extremely effective and can serve as a model for other cities and countries. The principal points of the public relations strategy are:

- Posters are challenging / provocative
- Posters are displayed at central locations in the city
- Extensive media coverage
- Local organisations are involved in the activities.

One point that was criticised in the study was the absence of background information about violence. The study recommended first testing the effectiveness of the posters in order to ensure that they got their message across intelligibly. They also suggested including more background in the compilation of information material (individual experiences of violence, legal information etc.).

Continuation of the campaign

The Zero Tolerance Trust

The idea behind the Zero Tolerance Campaign quickly caught on, and within the space of a year similar campaigns had been launched in several other British cities and in Australia. Such was the interest taken in the Edinburgh project that the Zero Tolerance trust was established in 1995. The Trust's functions are "to develop further campaign packages, to commission research, to lobby government, to establish an information database and to develop educational intervention and training programmes" (see above). Based in Edinburgh, the Trust serves as the national co-ordination office for zero tolerance campaigns.

The Zero Tolerance Justice Campaign

The Justice Campaign set out to spotlight the injustice which victims of violence suffer at the hands of the judicial system and to appeal for greater justice. Its starting-point was a study which showed that:

- Whilst the number of rapes being recorded by the police increased by 60% between 1985 and 1994, the proportion of those being proceeded against (prosecuted) has halved
- A comparison of 1988 and 1994 figures reveals that whilst recorded rapes increased by 40% in that period, the rate of conviction almost halved
- In 1994 only 9% of recorded rapes resulted in a conviction, the lowest rate for the last decade (although the average conviction rate is only 13%).

Quoted from: www.zerotolerance.org.uk/

The campaign thus pursued three objectives:

- To unmask the humiliating treatment of victims in court
- To demand penalties under criminal law for acts of violence committed against women
- To call on politicians, lawyers etc. to make a "Justice Pledge", i.e. to commit themselves to uphold justice.

This campaign, like the original campaign, made use of posters, leaflets, billboards, bus advertising and public events. Its slogans included the following:

"Her boss raped her at knifepoint. In court, she was asked if she found him attractive."

"No witness, no crime, no action, no justice."

"Six kids. One rapist. Same old story. 'Insufficient evidence'."

The evaluation showed that NGOs and the general public took a very positive view of the campaign, but the judicial community in Edinburgh - lawyers, judges and prosecutors - who made up one of the most important target groups barely responded to it.

The Zero Tolerance Young Person's Campaign "Respect"

As its title suggests, this campaign set out primarily to reach young people. It was based on the work of several local authorities and initiatives. In May 1997, for instance, the Aberdeen Zero Tolerance Campaign had compiled and distributed innovative school packs.

"The Zero Tolerance Respect Campaign was launched in Edinburgh on 25 November, 1998. It was developed from research carried out by the Zero Tolerance Charitable Trust, which established that boys and young men in particular tolerate violence against women. The research found that:

- 1 in 2 boys and 1 in 3 girls thought that there were some circumstances when it was acceptable to hit a woman or force her to have sex
- over a third of the boys (36%) thought that they might personally force a woman to have sex
- over half the young people interviewed knew someone who had been hit by their male partner and exactly half knew someone who had been sexually abused."

(www.edinburgh.gov.uk/CEC/Corporate_Services/Strategic_Support/Respect.htm)

The study was carried out by staff of the Child and Woman Abuse Studies Unit, University of North London, and the Media Research Unit, Department of Sociology, Glasgow University. The results derived from focus group discussions and from a survey of 2,039 young people aged between 14 and 21. The participants welcomed the opportunity to talk about sex, relationships and violence in the group discussions. They also stressed the need for support in this area of their lives.

However, the Respect Campaign addressed not only young people but (again) the public at large. "Respect [asked] adults to challenge the conditions and beliefs that allow male violence to flourish by:

- Encouraging agencies, policy makers and politicians to put primary prevention at the heart of public policy and community strategies that aim to tackle male violence against women and children;
- Providing training and resources on primary prevention for practitioners working with young people;
- Raising public and political awareness about the need to challenge gender socialisation and rigid notions of masculinity and femininity."
- Quoted from: www.zerotolerance.org.uk/n2.htm)

The campaign's publicity and its education and training programmes for adults and young people were supplemented by an educational CD ROM, an "interactive learning tool to give young people the chance to examine their own knowledge and attitudes to male violence and to explore alternative relationships based on equality, consent and respect." (www.zerotolerance.org.uk/n7.htm)

The CD ROM consists of five sections:

1. Relationships - A definition (of what makes a healthy and respectful relationship)
2. The Time Line (information on historical facts, events, laws and changes in the position of women from 1600 to 1999)
3. A Kiss Is Just a Kiss Quiz (two multiple choice quizzes for young women and young men respectively which aim to get young people thinking about what is respectful and healthy relationship behaviour)
4. ZT FM (a mock radio show with four callers phoning a radio agony aunt)
5. Myth and Reality (a game which poses true and false answers based on research facts and figures around the scale, causes, attitudes and impact of male violence against women).
6. (Quoted from: www.zerotolerance.org.uk/n7.htm)

Concluding Remarks

One important reason why the Zero Tolerance Campaigns were so effective and so influential is that they were based on hard-and-fast research results which were integrated in the campaigns' planning and development. Other factors are the involvement of all the agencies concerned, and the conception of the campaigns to address several target groups without neglecting the specific interests of any one group.

The idea, message and overall concept of the Zero Tolerance Campaigns have been adopted in several British cities and elsewhere in Europe. Examples are the Zero Tolerance Campaign in Bologna, Italy, and the "Aktiv gegen Männergewalt" campaign in Munich, Germany.

Aktiv gegen Männergewalt, Germany

Title: Aktiv gegen Männergewalt (*Active Against Male Violence*)

Provider: KOFRA (co-ordinator), about 200 organisations, associations and projects in Munich

Duration: October 1, 1997 to October 1, 1998

Preventive measures: Public awareness raising campaign

Initiated by: Group of women from various organisations

Funded by: Sponsorship, donations, public funding, volunteer work (by the institutions involved)

Contact: KOFRA (Kommunikationszentrum für Frauen zur Arbeits- und Lebenssituation e.V.), Baaderstrasse 30, D-80469 Munich, Germany Phone: ++49-89-2021636, Fax: ++49-89-2021665, E-mail: kofra@t-online.de, Website: <http://www.kofra.de>

Origins

"Aktiv gegen Männergewalt" was one of those campaigns which were modelled on the Edinburgh Zero Tolerance Campaign. At the invitation of the Munich Municipal Gender Equality Office, the campaign organisers from Edinburgh gave a presentation of Zero Tolerance in Munich in 1994. Planning began in the following year, during which the substantive priorities were defined. From the beginning of 1996 onwards the organisers met regularly. The campaign was eventually launched almost two years later, on October 1, 1997.

Aims and methods

The campaign aimed to reduce the public acceptance of violence by men and to promote the willingness and ability to act against, prevent and halt the abuse of power by men.

The long-term goals included:

- Providing information on the causes, manifestations and consequences of violence
- Exposing myths and refuting supposed justifications for violence
- Changing the social climate which tolerates violence.

In practical terms, the issues at stake are:

- To set clear boundaries for men and boys when they act in a discriminating or violent manner (verbally or physically) against women and girls, and to challenge anyone who supports this kind of behaviour;
- To protect women and girls against violence and empower them to fight effectively against violence by men and boys (fathers, friends etc.)
- To protect boys against abuse and assault by adult men, work against the violent images of masculinity in our society so that boys are prevented from becoming perpetrators, and encourage a form of masculinity without violence;
- To extend, within institutions, the concepts for the prevention of violence, work with survivors of male violence, and ensure that the perpetrators take responsibility for their actions;
- To ask men actively and publicly to support work towards halting male violence against women and girls.

Implementation The following measures were adopted with a view to achieving the above goals:

- Involvement of all the governmental and non-governmental agencies, projects and initiatives concerned and of the media
- Secondary campaigns in and for specific districts of the city
- Supplementary broader-based public and PR events (e.g. discussions, posters, cultural events) in central locations
- Measures and programmes addressing specific target groups (e.g. training courses for professionals dealing with violence)
- Events addressing the public on a gender basis

Organisation

Given the large number of agencies involved, the organisational structure was a key factor.

- **The Full Board: Munich Plenary**
- From January 1996 onwards all the agencies and organisations involved met once a month to submit the requisite information and to develop the campaign jointly.
- **The Initiative Group**
- The Initiative group was responsible for preparing the plenary sessions and for planning the various steps in the development and implementation of the campaign. It was made up of representatives of KOFRA, the two shelters, the Gender Equality Office, the German Youth Institute, the Women's Rights School, "donna mobile" health counselling organisation for migrant women, and the women's helpline.
- **The Working Groups**
- These groups dealt with specific tasks like public relations, finance, work materials etc.
- **The Co-ordination Office**
- The entire project was co-ordinated by KOFRA, which acted as a contact and clearing centre and was responsible for producing, acquiring and processing materials for the campaign.
- In addition there were **Organisational Groups** in the various city districts and - from the onset of the campaign itself onwards - a **Public Forum** whose purpose was to involve the public in the campaign.

Activities

To give some idea of what work a one-year campaign entails, here is a brief outline of the most important activities:

- Discussions and lectures
- Self-defence courses for girls
- Training courses for boys to combat aggression, violence and prejudice against women
- District festivities
- Demonstrations
- Monuments (in central locations)
- District walking tours to assess safety for girls and women
- Cultural events such as drama, films, concerts and readings.

Innovations

"Aktiv gegen Männergewalt" made use of the **"Invisible Theatre"**, which was developed by Augusto Boal from Brazil. Based on lay productions, it portrays day-to-day communications. This dramatic technique was employed on several occasions to

illustrate discrimination and violence in daily life.

The "**Active Share**" was issued to help cover the high costs of the poster campaign. By buying a share, the public sponsored the display of a certain poster for a certain number of days. The shares sold so well that the proceeds financed the first phase of the poster campaign.

Evaluation

Anita Heiliger supervised and carried out the evaluation of the project. Her findings are summarised below (from: Anita Heiliger: Männergewalt gegen Frauen beenden. Strategien und Handlungsansätze am Beispiel der Münchner Kampagne gegen Männergewalt an Frauen und Mädchen / Jungen, Opladen 2000, pp. 335-340):

- The most important conclusion for the activists who took part in the campaign was "that the process of critical discussion on the issue of male violence against women, girls and boys has started".
- The basic idea of forming a broad-based alliance against tolerance of male violence proved not only feasible but effective (approximately 250 agencies, administrative units and groups joined the alliance, while about 170 of them organised their own events and campaigns).
- The poster campaign was the most effective way of addressing the general public, while media coverage left a lot to be desired.
- Individual approaches like the "Round Table" (principal intervention-related approach), the "Invisible Theatre" and the schools activities turned into on-going activities. Where the schools were concerned, it proved essential to provide the teachers with support in implementing the projects. The "Invisible Theatre" was a daunting personal challenge to those involved and was felt to be strenuous but very rewarding.
- The municipal administrative departments developed their own approaches to the issues and speeded up projects which had they had already considered implementing (e.g. support for refugee women). In connection with projects run by the church, dealing with the topic of male violence amount to the breaking of a taboo in that it questioned the traditional dogma of patriarchal structures in the church.
- Among the less successful aspects of the campaign were the failure to mobilise whole urban districts and to reach migrant women of some countries of origin.
- The most difficult task was enlisting men as campaign workers. A useful and effective approach turned out to be getting men to talk to other men about the issue.

White Ribbon Campaign, Canada / Europe

Title: The White Ribbon Campaign, Men Working to End Men's Violence Against Women

Provider: The White Ribbon Campaign

Inception: 1991

Preventive measures: Public awareness raising, Education of young people, Media campaign

Initiated by: Small group of individual men

Funded by: Financial contributions from individuals and organisations / volunteer support

Contact:

International: The White Ribbon Campaign, 365 Bloor Street East, Suite 1600, Toronto, Ontario M4W 3L4, Canada, Phone: ++1-416-9206684

Fax: ++1-416-9201678, E-mail: whiterib@idirect.com, Website: www.whiteribbon.ca

Europe: City & Shelter, 40, rue d'Espagne, B - 1060 Brussels, Belgium, Phone: ++32-2-5347735, Fax: ++32-2-5347735, E-mail: city.shelter@skynet.be , Websites: <http://www.europrofem.org> and <http://www.eurowrc.org>

Origins

It was a bloodbath which prompted the formation of an initiative which takes its name from its symbol: the white ribbon. "On December 6, 1989, a lone gunman sought out the engineering wing of L'Ecole Polytechnique in Montreal and ordered the female students segregated from the males. He then shot dead 14 of the young women, calling them 'feminists'. [.....] Following the Montreal massacre, a small group of men got together to discuss forming the first organisation in the world to involve men working to end violence." (Allan McKeown: *Breaking the Silence*, www.whiteribbon.ca/slwr.htm).

Aims and methods

By wearing the white ribbon, men display their commitment to taking action against violence against women. "From the start, the primary goal of the WRC has been to encourage men to look at our own attitudes and behaviour and to learn to challenge other men to stop all forms of violence against women." (Michael Kaufman, *A Road Less More Travelled. The Past and Future of the White Ribbon Campaign*, 1998, www.whiteribbon.ca/aroadd.htm). The White Ribbon Campaign sees itself as an educational organisation: "[We] encourage reflection and discussion that leads to personal and collective action among men." (www.whiteribbon.ca/origin.htm) The primary target group is young people.

Implementation

The White Ribbon Campaign carries out educational activities in schools, in working environments and at municipal level, provides support for local women's organisations and collects funds for its educational programme.

White Ribbon Week(s)

The WRC's activities culminate in the period from November 25 (International Day for the Eradication of Violence Against Women) to December 6 (the anniversary of the Montreal massacre). During these two weeks men are called on to wear the White Ribbons. By and large the WRC does not run its own events or issue public statements, but it does so in response to requests by women's organisations. It puts on small-scale events on Father's Day and St. Valentine's Day.

The focus of the WRC's work is compiling and distributing the **Education Kit**. This is addressed both to teachers and to pupils. It contains a treatment of the issue of male violence against women and girls for both target groups and a detailed manual for teachers which explains how to deal with the topic in class and which problems they might encounter, and suggests practical activities like role games and group discussions. The Education Kit can be downloaded from the Internet at: www.whiteribbon.ca/students.htm.

In the public relations field, the main thrust is on securing media coverage of the issue of male violence against women and on lobbying the media to report on women's support services and programmes. For some years now the WRC has also

carried out fund-raising to provide support for women's shelters and women's anti-violence programmes.

European White Ribbon Campaign

The White Ribbon Campaign is only just getting going in Europe. Under the auspices of the 1999/2000 DAPHNE Initiative, the EuroWRC Resource Centre in Brussels has begun systematically networking the individual groups in Europe. At the local level, small-scale events have been put on, while internationally the EuroWRC has participated in, for instance, the Women's World March.

Like the parent organisation in Canada, its smaller European offshoot distributes information materials and high-visibility products (pins, posters, T-shirts). It has adapted the Canadian Education Kit and produced a CD ROM. This initial phase has been evaluated by the European Women's Lobby and the Canadian WRC. EuroWRC sets out to lobby national governments and the EU to step up their endeavours in combating violence against women.

Target Zero Campaign, Ireland

Title: Target Zero Campaign: Republic of Ireland Election, 1997

Provider: Women's Aid Ireland

Duration: 1997

Preventive measures: Action campaign

Initiated by: Women's Aid Ireland

Funded by: Women's Aid Ireland

Contact: Women's Aid, P.O. Box 791, Dublin 1, Ireland, Phone: ++353-1-8745302, Fax: ++353-1-8745525, E-mail: projects@womensaid.ie

Website: <http://www.womensaid.ie>

Origins

Following the publication of the report of the Taskforce on Violence Against Women (Office of the Tánaiste, Report of the Task Force on Violence Against Women, Dublin 1997) an election was called in Ireland. Women's Aid feared that if the government who had produced the document was not reinstated, the recommendations of the Taskforce document would not be implemented. (www.womensaid.ie)

Aims and methods

Women's Aid initiated a campaign to ensure that the recommendations of the Taskforce were implemented regardless of whether the Government which produced the document was re-elected.

The Target Zero Election pack included the Executive Summary of the Report of the Taskforce on Violence Against Women. It detailed the nature and extent of domestic violence in Ireland. It also contained a press release to be sent to local media, a letter to be sent to local candidates as well as a declaration which Women's Aid asked people to get their local candidate to sign. The Declaration stated that the candidate would implement the recommendation of the Taskforce if elected to office. The signed declaration was to be forwarded to Women's Aid.

Implementation

The pack was then circulated to voluntary and community groups and individuals throughout the country. It was used to great effect throughout the country, and hundreds of declarations signed by candidates were received by Women's Aid in the run-up to the election.

The questions to the candidates were:

1. Is domestic violence a priority issue for you? Why?
2. Can you outline how this could be tackled by the Government?
3. Are you aware of recommendations of the working reports on violence against women or Making the Links?
4. What local responses are in the area?
5. What will be the future response from your party on this issue?
6. Will you sign the declaration?

Plan of action

Demands to be presented to the candidates:

- That any incoming Government commits itself to the implementation and resourcing of the findings of the report of the Taskforce on Violence Against Women.

- The Government should also outline the strategy to fund, resource and timetable the implementation of the recommendations of the report.
- The implementation of the 30 demands outlined by the Target Zero Campaign.

Outline of actions to be taken by individuals and groups:

- To contact all sitting and prospective T.Ds (members of the Irish Parliament) and ask them to sign the declaration on the elimination of violence against women.
- To contact local councillors and ask them to sign the declaration letter from the Target Zero Campaign.
- To use the questions and answers contained in the pack when election candidates canvas at one's door or in the community.
- To ask those going for election in one's constituency to a meeting on violence against women and question them on their position on violence against women.
- To send letters to local newspapers, contact local radio stations when the election is being discussed to highlight violence against women as an election issue.

The returned declarations were publicised at the launch of Target Zero on May 13, 1997. Several days prior to the election, the Director of Elections for each party gave a commitment to implement the demands of the campaign if elected into office.

Evaluation The Fine Gael/Labour coalition which had produced the Report of the Taskforce on Violence Against Women were not re-elected, but the Fianna Fail government which replaced them have been working to implement the recommendations, largely thanks to the Target Zero Election Campaign. (www.womensaid.ie)

The Target Zero Campaign is one of the few campaigns directly to address politicians and demand practical action. It is also one of the least elaborate campaigns: it was launched after a relatively short preparation period and was carried out on a modest budget.

3.2 STATE ACTION TO COMBAT VIOLENCE AGAINST WOMEN

The present chapter examines prevention models to combat violence against women that have been initiated by the state - that is, by national parliaments and governments. State bodies have an exceptional degree of influence on which preventive measures are implemented in a given country - by enacting the laws and legislative provisions which form the basis for the protection of battered women and children and for the treatment of perpetrators, and by providing adequate funding for support organisations, publicity campaigns, intervention projects and so on.

Those countries which have ratified the Convention on the Elimination of Discrimination Against Women (CEDAW) are furthermore committed to publishing their planned measures to combat violence against women in a National Action Plan. It may be that such Action Plans promise more than the country concerned actually carries out; but at least this commitment forces countries to consider the issue.

Generally speaking, legislation aimed at protecting individuals from violence and state action designed specifically to establish an infrastructure for supporting victims of domestic violence and for penalising perpetrators tend to be the outcome of a protracted process. This process has been maintained by activists in the women's

movement, by women's shelter workers, by women's networks, and by women and men seeking to uphold human (and more specifically women's) rights and repeatedly calling on state institutions to address the issue of violence against women.

The present section details three very different instances of state action to combat domestic violence. With the Protection from Violence Act, Austria has enacted exemplary legislation on behalf of victims of domestic violence. The current debate on similar legislation in other European countries suggests that the Austrian example could be followed elsewhere. Sweden has introduced a new category of criminal offence which creates new scope for a violent man to be sentenced for repeated abuse of his wife or partner. Finally, the British government has defined combating violence against women as a priority in its agenda and has made comprehensive efforts at all levels to address the issue of domestic violence.

Protection from Violence Act, Austria

Title: Protection from Violence Act

Introduced: May 1, 1997

Preventive Measures: Eviction and barring orders, Longer-term protection through temporary injunctions Establishing of Intervention Centres against domestic violence as back-up facilities

Contact: Information Centre Against Violence, Bacherplatz 10/4, A-1050 Vienna, Austria, Phone: +43 1 5440820, Fax: +43 1 5440820-24, E-mail: aoef@xpoint.at , Website: <http://www.xpoint.at/users/aoef>

Austria's Protection from Violence Act was the upshot of years of lobbying and awareness-raising on the part of the women's shelters. Research projects, international conferences and a hearing on "Women and Law" in 1993 laid the foundations and established the necessary contacts for an inter-agency working group to be set up. Its mandate was to formulate legal reforms which would provide more effective protection from domestic violence. The members of the working group came from ministries and other state bodies but also from women's support organisations, who put forward proposals for improvements in protection from violence and - for the first time - a plan envisaging the establishing of intervention centres.

In 1994 the cabinet passed a resolution which provided for the setting up of four working groups to draw up reform proposals relating to the fields of law enforcement, the criminal and civil judiciary, and the intervention centres. The goal was to formulate legislation designed to provide more effective protection for victims of violence in threatening situations and to ensure that they can go on living in their accustomed surroundings. At the same time the new law would assign greater responsibility to the perpetrators for bearing the consequences of their actions. The first draft, issued by the Federal Ministry of Justice in 1995, was supplemented in the course of the statutory review procedures by a further provision, the right of the police to bar a perpetrator from the home (cf. Logar, unpublished manuscript, Vienna 2000).

The Protection from Violence Act came into force in Austria on May 1, 1997. Some aspects of this legislation have been amended and improved as of January 1, 2000.

Responsibility for violence invariably lies with the person committing it. The consequences must therefore be born by the perpetrator, not by the victims of violence. People who are subjected to violence have a right to protection, security and support.

Eviction and barring orders as stipulated by § 38a Security Police Act (SPG)

If a person is posing a threat to others, the police are required to evict that person from the home and the immediate vicinity and to bar that person from re-entering it. The victims and their children have the right to continue living in their accustomed surroundings.¹

If a punishable offence - such as bodily harm, coercion, threatened violence, rape or deprivation of liberty - has been committed, the police are obliged to bring charges.

The Protection against Violence Act protects anybody residing in the house: the perpetrator's spouse, partner, children and relatives but also lodgers, other residents etc. It is irrelevant who owns the apartment or house. The police are empowered to evict anybody posing a threat to others, including the owner. The police must immediately take the keys to the dwelling away from the person posing a threat. On that person's eviction, he is required to supply the police with a new postal address to which the law court can send official correspondence.

A barring order applies to the dwelling itself and to the immediate vicinity. The police must define the safety area and notify the evicted person thereof. This safety area "is defined by the victims' needs for effective protection" (SPG § 38a, para 1). If the perpetrator refuses to leave the dwelling, the police are entitled forcibly to remove him.

Even if the perpetrator is arrested, the police are required to issue a barring order, because the perpetrator may be released from detention at any time. The State Prosecutor or the criminal court decide whether a perpetrator should be arrested and/or be kept in detention. A barring order is valid for 10 days. It is reviewed by the law enforcement authorities within 48 hours. If the barring order is revoked, the victim must be notified immediately, because in this case the perpetrator is given back his key to the dwelling and is permitted to return.

Violating a barring order is an offence under administrative law and is punishable with a fine of up to ATS 5,000. In the event of repeated violations, the perpetrator can be placed under arrest. As long as a barring order is in effect, the evicted person may not return. Even if the victim allows the perpetrator into the dwelling voluntarily, the perpetrator is breaking the law. The police are obliged to check compliance with a barring order within the space of three days.

Information and documentation

In imposing a barring order, the police must give the victim and the perpetrator an information sheet. They must also keep detailed documentation of every case of domestic violence to which they are summoned and make their records available to the court on request. After a barring or safety order has been issued, the police must also notify the nearest Intervention Centre immediately.

The Intervention Centres' free counselling and support

In the event that a barring or safety order is issued, the victim will be contacted by the Intervention Centre in her federal province. The Intervention Centres provide free counselling on securing the victim's rights and free support during court proceedings (Information Centre Against Violence 2000).

Longer-term protection by means of a temporary injunction in accordance with § 382b of the Court Distraint Regulations

If the victim is a close relative of the perpetrator and she wants the protective measures prolonged beyond the initial ten-day term, she must apply for a temporary

injunction against the perpetrator straight away (at all events within ten days). A temporary injunction can be issued even if the police did not intervene.

Applications for a temporary injunction must be made at the local court ("Bezirksgericht"). The victim can make the application in writing or verbally. In urgent cases the court is obliged to accept the application even outside regular office hours.

Counselling before submitting an application; support in court

It is not absolutely necessary to consult a lawyer before submitting an application for a temporary injunction. It is important, though, that the victim receives legal counselling beforehand so that she has all the necessary papers with her for the court to reach a decision. The staff at Intervention Centres, women's shelters and women's counselling centres can help to submit the application. Moreover, when she is questioned by the court, she has the right to be accompanied by a person she trusts.

A temporary injunction protects all the close relatives from violence by members of the family if they live in one household with the perpetrator or have done so in the last three months. Close relatives are, for instance, spouses, common-law partners, brothers or sisters, next of kin (such as children, grandchildren, grandparents) but also adoptive children and parents and their spouses and common-law partners. A temporary injunction can be applied for if physical abuse or threats make life with a violent person intolerable. A temporary injunction can also be issued in the event of psychological terror if this seriously impairs the victims' mental health and thus makes life with the perpetrator unendurable.

The court requires evidence of acts of violence. Such evidence might include: the testimony of the person subjected to violence, the testimony of eye-witnesses, police reports, doctors' and hospital certificates, reports by therapists and support centres, photographs etc. The court applies for police reports directly. The court is required to reach a decision on an application for protection as fast as possible. Ideally, the court should reach a decision within 20 days of the issue of barring orders so that the victims can stay in the house or apartment. In cases of serious danger to the victim or her children, the court may issue a temporary injunction even without questioning the perpetrator - especially if the police have already issued barring orders.

The new temporary injunction provides several forms of protection. Because this is a process under civil law, the applicant must specify precisely which protective measures are needed.

The following protective measures can be applied for and granted by the court:

The perpetrator must leave the dwelling and its immediate vicinity (§ 382b, para 1)

The perpetrator may not return to the dwelling or its immediate vicinity (§ 382b, para 1)

The perpetrator must stay away from individual locations specified in the application, such as the kindergarten or the place of work (§ 382, para 2)

The perpetrator must avoid meeting or contacting the applicant (§ 382b, para 2)

The locations which the perpetrator is required to avoid must be exactly defined. One way is to mark them on a street map.

When the court issues or withdraws a temporary injunction, it must notify the police and, if one of the persons concerned is a minor, also the child welfare authority.

If the court decides to issue a temporary injunction, it must notify the applicant when the injunction will be enforced. The court bailiff is responsible for serving the injunction; although in urgent or dangerous cases, the court may ask the police to

enforce it. In serving the injunction, the official concerned notifies the perpetrator of the injunction, hands over the court papers and instructs the perpetrator to leave the dwelling immediately. The official stays until the perpetrator has left the dwelling and is empowered to take the perpetrator's keys away from him. The keys are deposited with the court. If the perpetrator has already been barred from the dwelling by the police, the injunction order is delivered to the postal address given by the perpetrator. This counts as service of the injunction. The person evicted does, however, have the right to collect personal belongings from the dwelling within 48 hours and must arrange a time with the court bailiff for doing so. The applicant must be notified of this.

If the perpetrator violates the temporary injunction by returning to the dwelling or the immediate vicinity, the victim should notify the police immediately. The police are obliged to remove the perpetrator from the dwelling and the immediate vicinity - forcibly if necessary. The police must also notify the court. The applicant should inform the court of the incident and request the imposition of a penalty for contempt of court. If the perpetrator continues to violate the injunction, the court can impose coercive detention.

Initially the temporary injunction is valid for three months. The validity of a temporary injunction is prolonged if the victim is married and files for divorce by the end of the third month. If she has been living in a common-law marriage and she is either the owner or the tenant of the dwelling, she should apply for the eviction of the perpetrator within three months; whereas if the dwelling either belonged to both victim and perpetrator or they were joint tenants, she should apply for sole occupancy. The temporary injunction remains in force as long as the divorce proceedings or the consideration of the application last.

Costs, legal aid, interpreting

If the victim has a low income (up to approx. ATS 10,000 a month), she is entitled to apply for legal aid. Migrants can apply for the provision of an interpreter.

Children, child welfare

If children are subjected to violence, the mother - in her capacity as their legal guardian - can apply for a temporary injunction. If she is afraid to do so, she can ask the child welfare authority (Offices for Youth and Family, Municipal Administrative Offices) to submit the application on the children's behalf (Information Centre Against Violence 2000).

Intervention Centres

From the very start the Intervention Centres were envisaged by the Protection from Violence Act as back-up facilities. Austrian shelter workers planned these facilities on the lines of the American Domestic Abuse Intervention Project (DAIP). The Intervention Centres serve the purpose of protecting victims of violence with a view to preventing further violence. The approach they take to the task of prevention is comprehensive and integration-oriented: they provide support for victims and run perpetrator programmes as well as networking and co-ordinating the work of all the agencies involved in the issue of violence. In 2000 there were ten Intervention Centres throughout Austria.

Concluding remarks

The Federal Ministry of the Interior commissioned a study on the effectiveness of the Protection from Violence Act. It concludes that the law has proved effective. The

study examined 1,074 cases of domestic violence in various geographical areas, interviewing both victims and perpetrators. Its findings on the effectiveness of the new law are summarised in the following passage:

"In the majority of cases the Protection from Violence Act achieved what it set out to do: halting the spiral of violence by barring the perpetrator from the home and giving the victim assistance in the form of the counselling and support provided by the Intervention Centres. The new legislative provisions are an effective means of enhancing protection from domestic violence, and they convey an important social message." (Haller 1999, p. 34)

The study emphasises the importance of the role played by the Intervention Centres. For the victims of domestic violence, it is difficult and dangerous to break out of the spiral of violence, and they need a great deal of support at this stage. The police notify the nearest Intervention Centre within 24 hours of issuing barring or eviction orders, so that help is available for the victim during the critical phase.

Since the law came into force, the number of barring orders and evictions has risen steadily. In 1998 the annual total came to 2,673. By 1999 it had climbed to 3,076 (of which Vienna alone accounted for 723). The victims dealt with by the Vienna Intervention Centre were 96 per cent women, about 2 per cent men and the rest children and young people. The study showed that the incidence of interventions varies widely from region to region. The rural police ("Gendarmerie") tend to resort to pacification measures more frequently than the (urban) police.

Rosa Logar, who runs the Vienna Intervention Centre, sees the Protection from Violence Act as an apt means of preventing violence except in cases of severe violence (Logar 2000). Although the Intervention Centres have submitted proposals for amendments, the Austrian law can serve as a good practice model throughout Europe. In Germany, for instance, draft legislation similar to the Austrian law is being debated at the parliamentary level, and other countries - principally EU member states - have taken a lively interest in it.

¹ 96 per cent of victims of domestic violence in Austria are women.

Gross Violation of a Woman's Integrity, Sweden

Title: Gross Violation of a Woman's Integrity

Introduced: July 1, 1998

Preventive Measures: Legislation to counteract violence against women, in particular the introduction of a new category of criminal offence, "Gross violation of a woman's integrity"

Contact: Jämställdhetsenheten, Kvinnofridsprojektet, Näringsdepartementet
S-103 33 Stockholm, Sweden, Phone: +46 8 4051225, Fax: +46 8 247152, Website:
<http://www.kvinnofrid.gov.se/english.htm>

In connection with the issue of gender equality, Sweden and its legislation are widely considered as leading the field. It is a fact that many legislative measures to combat violence against women were enacted in Sweden much earlier than in other European countries. Marital rape, for example, was declared a punishable offence in Sweden as early as 1965.

The explanation is to be found in the existence of a strong women's shelter movement in Sweden. It has pursued the goal of affording women and children protection from male violence not only by establishing an extensive network of shelters but also by ensuring that the legislative and social situation was such that

victims of violence could count on the greatest possible support while at the same time perpetrators were called to account.

The Swedish Government's legislation to combat violence against women can thus be ascribed to the work of the women's shelters, but the way was also paved for its introduction by the fact that Sweden attaches great importance to the international conventions on the elimination of violence against women which it has ratified. The new law, which came into force on July 1, 1998, deals with a number of issues and entails three essential points of departure (cf. Website):

- Legislation is to be further improved and made more stringent
- Further preventive measures are to be adopted
- Women victims are to be supported in more effective ways than hitherto.

In 1998 the Swedish Government allocated SEK 41 million for use on a variety of related measures.

In the context of endeavours to prevent male domestic violence against women, one particularly significant aspect of the new legislation is the introduction of the punishable offence "Gross violation of a woman's integrity". This denotes repeated punishable acts inflicted by men on women having a close relationship with them. If a man commits certain criminal acts (assault, unlawful threat or coercion, sexual or other molestation, sexual exploitation etc.) against a woman to whom he is or has been married or with whom he is or has been cohabiting, he shall be sentenced for gross violation of the woman's integrity. A necessary condition for sentencing under the new offence is that the acts were part of a repeated violation of the woman's integrity and were of a nature that they might be expected seriously to damage her self-esteem.

The law introduces a second offence, "Gross violation of integrity", which relates to domestic violence against children and other close relatives.

The sentence envisaged for both offences ranges from a minimum of six months to a maximum of six years imprisonment. Sentencing for "Gross violation of a woman's integrity" does not mean that the perpetrator cannot also be sentenced for other related offences such as "Aggravated assault".

The decisive innovation in this legislation is the fact that the court takes account of the specifics of the plight of women who have in many cases suffered attacks on their self-esteem for years on end.

Under the auspices of an action programme against violence against women, the Swedish government and parliament introduced several other laws designed to protect women from violence.

Thus, the legal definition of rape has been extended to include enforced sexual intercourse and what was preciously termed "sexual coercion".

The law which has attracted the most attention internationally is undoubtedly that banning the purchase of sexual services. Obtaining casual sexual services (prostitution) against payment is prohibited in Sweden. Offenders are liable to the payment of a fine or imprisonment of up to six months. This law applies equally to street prostitution and prostitution in brothels, massage parlours etc. The ban on the purchase of sexual services takes account of the perception that the weaker partner in the transaction is being exploited for the sake of satisfying the offender's sexual desires.

Concluding Remarks

In September 1998 the Uppsala District Court passed one of the first sentences on the basis of the new offence "Gross violation of a woman's integrity". Commissioner Nylén, head of the National Criminal Investigation Department in Stockholm, and Dr.

Heimer, head of the National Center for Battered and Raped Women in Uppsala, wrote a joint article in which they describe the case: "On four occasions during a 6-week period in the summer of 1998, a man had battered his cohabitant, once bruising her entire face and, on another occasion, beating her severely and knocking out a tooth. The court sentenced the man to 10 months in prison." (Nylén/Heimer 1999, p. 20)

This sizeable prison term reflects Sweden's response to domestic violence. Legislative amendments and innovations and harsher sentences alone will not suffice to prevent domestic violence against women, but they do convey a clear message to abusive men that society will not turn a blind eye to such behaviour, let alone tolerate it. The experts agree that more still needs to be done. Nylén und Heimer (1999, p. 23) conclude: "Society's attitudes and outlooks must change; law enforcement must create new procedures; the judicial system must acquire knowledge and authority to intervene and take appropriate legal action; and medical and social services must look at victims in a holistic and comprehensive manner." Close co-operation among the state agencies concerned and the involvement of women's support organisations are key factors in eliminating male violence against women in families and intimate relationships.

Living Without Fear - An integrated approach to tackling violence against women, Great Britain

Title: Living Without Fear - An integrated approach to tackling violence against women

Introduced: 1999

Preventive Measures: Publication of a strategy framework based on an integrated approach to tackling violence against women

Contact: Criminal Policy Strategy Unit, Home Office, 50 Queen Anne's Gate, GB-London SW1H 9AT, United Kingdom, Phone: +44 20 72732993, Fax: +44 20 72733714, E-mail: public_enquiry.cpsu@homeoffice.gsi.gov.uk, Website: <http://www.homeoffice.gov.uk/violenceagainstwomen/index.htm>

In 1994, responding to the alarming figures emerging from surveys and crime statistics (such as the British Crime Survey), the British government at the time established an Official Interdepartmental Working Party on Domestic Violence and a Ministerial Group whose mandate was to formulate a co-ordinated strategy on tackling domestic violence against women. In 1997 the British Government appointed for the first time two Ministers for Women, supported by a Women's Unit.

In June 1999 the British government published a document entitled Living without Fear - An integrated approach to tackling violence against women, in which it outlined its strategies for addressing violence against women. The Interdepartmental Group on Violence against Women and Domestic Violence, headed by the Home Office, was entrusted with implementing the measures formulated in this document. The Group is responsible for "taking forward initiatives on domestic violence within the Home Office and for co-ordinating action on domestic violence and violence against women across Government as a whole" (<http://www.homeoffice.gov.uk/cpd/cpsu/domviol98.htm>, 19.04.2000).

The concept of Living without Fear is aimed at service providers, both in local government and in the voluntary sector, as well as women themselves in England

and Wales. Scotland and Northern Ireland have drawn up their own guidelines. In pursuing the long-term goal of preventing violence against women, the British government has adopted the following approach (Cabinet Office, Women's Unit 1999):

- **Protection and provision:** Providing timely support and protection for the victims to help reduce the long-term consequences and improve women's chances of a decent life.
- **Justice:** Bringing perpetrators to justice - the legal system must deter crimes of violence against women and provide support and protection for women pursuing cases through the courts.
- **Prevention:** Preventing violence - like other crimes, violence against women is unacceptable.

The document Living without Fear outlines successful projects and facilities relating to the above topics and to the issue of "Guidance and training" from all parts of the United Kingdom. These serve as good practice models for further preventive measures but also provide a bridge to government plans, listed by topics under the heading "What the Government Is Adding". Adopting this approach, the government hopes to promote effective multi-agency partnerships in England and Wales within the space of five years.

In accordance with the government initiative, endeavours to combat violence against women have been integrated in every area of political life, most notably in the Crime Prevention Programme, in action to promote gender equality and equality of opportunity, and other policy areas such as health, housing and community safety. The British government has earmarked £6m for projects to reduce crime against women and a further £6.3m for Victim Support to assist victims through the legal process. Moreover, it has invited proposals for setting up a round-the-clock helpline for women. These are just a few of the government's measures to combat violence against women. Living without Fear lists a wide range of measures which are scheduled to take effect by 2002 at the latest.

Concluding Remarks

When such a quantity and diversity of local initiatives and projects are in place, it makes sense to use them as a basis and to network them. The British government has integrated these numerous outstanding projects, commending them as good practice models for individual preventive measures. It has also taken them as starting-points for a comprehensive approach to formulating a preventive strategy. It regards violence against women as a problem which needs to be tackled at several levels: in the field of crime prevention, in the provision of professional support for women in need of help (in terms of protection, counselling or support during court proceedings), in the judicial and law enforcement fields, in the health sector, in research, but also by taking action in the primary prevention field like carrying out public information campaigns and educational projects for children and young people. By putting preventive measures to combat violence against women at the top of its agenda, the British government is conveying an unequivocal and necessary message to perpetrators that society is not prepared to tolerate any degree of violence against women.

3.3 PREVENTION MEASURES IN THE HEALTH SERVICES

Violence causes illness. It impairs the physical and emotional health of women who are exposed to it. It often inflicts severe damage on women and their children. Public health facilities are in many cases the first points of contact for women who are being abused by their partners.

For these reasons, the debate on violence against women is to an increasing extent being conducted within the context of public health. The reassignment of the European Union's DAPHNE programme to Article 152 "Public Health" is indicative of this tendency. The association of violence against women and public health has a number of advantages, but it also entails certain risks. Lori L. Heise, expert on women's health and gender-based abuse, points to the advantage of being able to draw on valuable insights gained through health research and on intervention strategies capable of effecting changes to behaviour and social norms. "A public health perspective (...) adds an important emphasis on the prevention of violence rather than focusing solely on its victims." (Heise 1996, p. 16). An added advantage is that public health facilities work at the grass roots level and are regularly visited by women.

However, regarding violence against women as a health issue entails certain dangers, most notably that of "medicalisation" - that is, identifying such conditions as alcoholism, nervousness or fear as symptoms but failing to consider the socio-political perspective (ibid.). The health-oriented perspective tends to treat abused women primarily as patients requiring treatment.

This is precisely where preventive measures come in. A woman contacting a health facility or doctor to have the medical consequences of abuse treated must develop enough trust in the institution and its staff to be able to talk about the violence she has suffered and to accept the help offered. This must also be the case when a victim of violence contacts the health services ostensibly for other reasons and an examination reveals evidence of earlier, regular or acute injury.

One extremely important preventive measure in the field of the health services is thus the sensitisation and training of medical staff, who must learn not only how to identify evidence of violence but also to understand the specifics of an abused woman's predicament and how difficult it is to talk about the violence she has suffered and to leave an abusive relationship. Only if medical staff understand and empathise with the specific mechanisms of control and violence at work in partnerships can they provide the appropriate help for the woman concerned. Surveys conducted among nursing staff and doctors have shown that, even if they are aware of the probable causes of a woman's injuries, they generally do not ask any questions because there is neither time nor the facilities for an in-depth conversation with her. Health facilities are thus called upon to provide the requisite conditions and to give their staff the necessary support. Over and above the medical treatment indicated, health facilities should refer abused women to and co-operate closely with other facilities, both state-run and otherwise, which can give the woman adequate protection and help her to assert her rights.

MODEL PROJECTS

National Center for Battered and Raped Women, Sweden

Title: Rikskvinnocentrum för kvinnor som misshandlats och våldtagits
(*National Center for Battered and Raped Women*)

Run by: Department of Women's and Children's Health, Uppsala University Hospital, Sweden

Launched: 1994

Type of preventive measure: Medical and psycho-social treatment and advisory service for women subjected to sexualised violence, Training and sensitisation of medical staff and social workers, Instigation of inter-disciplinary research projects

Initiated by: Swedish Government, County of Uppsala

Financed by: Ministry of Health and Social Affairs, Uppsala University, County of Uppsala

Contact: Rikskvinnocentrum för kvinnor som misshandlats och våldtagits, Department of Women's and Children's Health, Obstetrics and Gynaecology Section, Uppsala University Hospital, Barbro Posse (Information Officer), S-751 85 Uppsala Sweden, Phone: +46 (0)18 662793, Fax: +46 (0)18 507394, E-mail: Barbro.Posse@kk.uas.lul.se

The Rikskvinnocentrum at the Department of Women's and Children's Health at Uppsala University Hospital was established by the Swedish government and the County of Uppsala in 1994 as a joint venture. The Rikskvinnocentrum sets out to provide care on a feminist basis for women who have been subjected to physical and especially sexualised violence¹; and to implement preventive measures by running training programmes for professionals and carrying out research projects.

The Center was set up in response to a recommendation put forward by a commission established by the Swedish government. The commission had pointed to the need for a "national center of expertise and resources for women who have been battered and raped" (Posse / Heimer 1999, p. 134) within the health care system. The Center was officially inaugurated in October 1995. It owes its existence not least to the lasting endeavours of the Swedish Women's Shelter Movement, which had argued that women who sought help at health care facilities after being subjected to violence received treatment but not care. In many cases either their accounts of the abuse they had suffered were dismissed or they were referred to other institutions. This amounted to additional discrimination against women, and it effectively discouraged them from leaving abusive relationships.

Realisation of the Project

From the very start the Rikskvinnocentrum was planned as a permanent facility and was assigned the following tasks:

Patient Services

Appointments can be made during the daytime for advice and consultation. Specially trained gynaecologists, medical social workers and midwives are on hand. All the staff are female. Emergency calls are dealt with day and night. There is also a 24-hour telephone service. (cf. Web site, 11.10.2000).

Training Courses

The National Center's programme of training courses (cf. Posse / Heimer 1999, pp. 135f) primarily targets medical professionals. The participants are required to produce written consent from their superiors before they can attend and before they can apply the knowledge acquired during the courses in their daily work. Various courses are available: intensive courses of twelve two-hour lectures followed by counselling in small groups, which are generally held within the space of a week, then a follow-up course one term later. A special two-day course has been planned for doctors. The participants work for the most part in emergency, women's and surgical clinics.

Between 1995 and the spring of 1998 200 people attended these courses. In their evaluations, the participants rated the courses' female perspective especially highly. All graduates of the Rikskvinnocentrum courses are eligible to join a network which collaborates with the National Center.

In the meantime the National Center has added courses for other professional groups to its programme. It runs a special course for social workers. The Center's staff hold seminars on sexual violence intended for medical students, although these will also be available to law students. Other seminars have been integrated in the basic training programmes for nursing staff and for the police. The National Center plans courses in other European countries and in developing countries.

The main features of the training courses are:

Transmitting a gender approach (women's lives in the past and present, recent research, women's unequal place in society etc.)

The experience of shelter workers

Testimony by a victim of domestic violence

Information on women's legal rights, forensic examinations, the process of 'normalising' violence, police action, the legal system, the impact of domestic violence on children

Forensic Examinations

It is extremely important that these examinations are carried out by a woman gynaecologist to prevent victims of sexual violence suffering further damage. The injuries should be documented in detail as the basis for a forensic certificate which serves as evidence in court. To ensure that these certificates meet the requirements, the National Center has published a pocket-sized Manual for Doctors.

Co-operation

For co-operation between the various professional groups and facilities involved to be effective in representing the victims' interests, it is essential that information on their methods and approaches should be available. Important factors here are mutual information channels and events and training modules for all the professionals involved: public health and social welfare institutions, the police, judicial and legal professionals and professionals working in shelters and women's support organisations. However, it is left up to the woman herself to decide from which quarter to apply for support, and contact cannot be made with any organisation without the woman's prior consent. This is an important factor in giving the woman the feeling that she is free to make her own decisions and has the situation under control.

Research and Development

The constant influx of data and case histories serve as the basic material for research into the causes of sexual violence and for the development of methods and models which focus on support for the victims. Numerous research projects have been carried out on an inter-disciplinary basis, on such topics as "Violence during pregnancy", "Prevalence of domestic violence in Sweden" and "Immigrant women and domestic violence" (cf. Web site, 11.10.2000).

Conclusion

Although in the end it was the state which took the initiative in setting up a support facility for women who have been subjected to sexualised violence, this facility could never have come into being without the persistent commitment of women's NGOs over a period of decades. The National Center for Battered and Raped Women in Sweden has proved a convincing success, persuasively documenting the need for such facilities.

The staff of the Rikskvinnocentrum is made up exclusively of women who have received specialised training and have become experts in the treatment of and care for the victims of sexualised violence. Reaching this level of expertise has necessitated developing special treatment methods. The staff then pass on their expert knowledge to other professionals working in the public health and social welfare fields, in law enforcement, the legal fields and so on by providing counselling and holding training courses. The Center performs public relations work on the subject of sexualised violence and carries out research on an ongoing basis. The overall outcome of all these activities has been to optimise the support which can be provided for victims of violence and to promote preventive action in the widest sense through training, research and awareness-raising.

Sweden has thus launched an exemplary project in the public health field - one which, furthermore, enjoys secure financing on the part of the state.

¹ Sexualised violence' is an umbrella term, including illegal violence against women on an individual level - murder, manslaughter, abuse, rape, incest, sexual harassment - and violence of a structural nature affecting women collectively - pornography and discriminating advertising (National Center for Battered and Raped Women 2000).

S.I.G.N.A.L. - A Pilot Project for Intervention to Combat Violence against Women

Title: S.I.G.N.A.L. - A Pilot Project for Intervention to Combat Violence against Women

Run by: Benjamin Franklin University Clinic of the Freie Universität Berlin (UKBF), Germany

Duration: September 1999 – 2001

Type of preventive measure: On-site training and awareness-raising for hospital staff, Scientific monitoring and evaluation, Networking with other projects aimed at combating violence

Initiated by: Hospital Director of Women's Affairs and Clinic Board, Deputies of Bündnis 90/Die Grünen Berlin, GUT: Training Against Violence Frauenzimmer e. V. (safe accommodation for women)

Financed by: Arbeiter Samariter Bund (ASB), volunteer work

The Federal Ministry of Family, Senior Citizens, Women and Youth covers the costs of the scientific monitoring and evaluation.

Contact: Projekt S.I.G.N.A.L., c/o Dekanat am Universitätsklinikum Benjamin Franklin, Dipl.-Psych. Gabi Dittmann, Hindenburgdamm 30, D-12200 Berlin, Phone: +49 30 8445-4074, Fax: +49 30 8445-4451, E-mail: signal@cipmail.ukbf.fu-berlin.de, Website: <http://www.medizin.fu-berlin.de/SIGNAL/signal.htm>

In September 1999 the Benjamin Franklin University Clinic of the Freie Universität Berlin, Germany, launched a pilot project devoted to intervention in cases of violence against women. The project goes under the name S.I.G.N.A.L. The name is designed to point to the importance of recognising the signals and indications of violence against women. At the same time it is an acronym, the individual letters S-I-G-N-A-L (in German) denoting practical steps to be taken when an abused woman turns to the Clinic for help.

The **S.I.G.N.A.L.** guidelines for the hospital staff are as follows:

S Speak to the patient and signalise your readiness to help. Women are able to talk about what they have gone through only if they feel that someone is really listening to them and is willing to take their problems seriously.

I Interview the patient, putting simple, practical questions. Listen without being judgemental. Women are afraid of not being taken seriously, and they tend to feel ashamed. They have difficulty speaking to someone else about the violence they have suffered.

G Make a careful examination of fresh and old injuries. Injuries at different stages of healing may be an indication of domestic violence.

N Note and document all medical findings and information in such a way that they could be used as evidence in court.

A Establish the patient's safety requirements. Every intervention must aim at providing the victim with protection and halting violence.

L Offer the patient guidelines for personal behaviour together with emergency phone numbers and details of available support facilities. Patients will make use of this when they feel that the time is right.

Implementation of the Project:

The pilot project is scheduled to run for two years, during which the Berlin University Clinic serve as the point of contact for battered women. In the course of the project the following measures will be implemented:

Training and Supervision

The S.I.G.N.A.L. Guidelines form the basis for training programmes being held during the two-year project for nursing and medical staff and other vocational groups at the University Clinic. The training course units run for two days. The first courses have been held for the staff of the Admissions / First Aid Department. Further courses are scheduled for the Gynaecology, Surgical, Traumatology, Radiology, Psychosomatic and neurology Departments and the Dental Clinic at the Free University, Berlin. In the first nine months 100 nursing staff completed the courses. One of the next steps was to hold training courses for the doctors.

Supervision is carried out on a voluntary basis. It is provided by the trainers for members of the hospital staff who have already received training.

Evaluation, Quality Control and Scientific Monitoring

One aspect of the project is its continuous scientific monitoring and evaluation. The Federal Ministry of Family, Senior Citizens, Women and Youth awarded the relevant contract to the Public Health Faculty at the Technical University, Berlin. This aspect of the project began in the spring of 2000.

Networking with Other Projects aimed at Combating Violence

The pilot project, the first of its kind in Germany, has aroused lively interest among other hospitals in Berlin. Networking with other clinics and prevention projects working in the field of combating violence has been an aspect of this pilot project since its onset. In view of the positive feedback received, plans have been made to set up a network designed to co-ordinate the project's implementation at other public health facilities where there is an interest in doing so.

Conclusion

One of the positive developments to have emerged from the launching of this project was the wide range of social institutions involved. On the one hand, the hospital and its Director of Women's Affairs seized the initiative, paving the way for the project to be implemented at a high level of commitment and efficiency. Then again, the deputies of Bündnis 90/Die Grünen in Berlin backed the project, demonstrating political support at the level of the Berlin municipal government. The women's NGO Frauenzimmer e.V. was involved from the outset, contributing their substantial resources of expertise and experience in providing care for women in distress. Not least, the participation of a Trainer in measures to combat violence helped to ensure the professional standards of training for the hospital staff.

The plan to establish the University Clinic, Berlin - and here most notably the Admission and First Aid Department - as a point of contact for abused women serves several functions conducive to combating violence against women:

The outline guidelines for action list clear, co-ordinated practical responses. The training programme maximises the effectiveness of the individual steps in the guidelines, from recognising the signs of violence to talking to the woman, carrying out a thorough medical examination and compiling documentation usable as evidence in court. This gives the woman the option of initiating legal proceedings against the perpetrator whenever she is prepared to do so. The same is true of the guidelines relating to emergency phone numbers and support facilities with which the woman is provided. The primary purpose of intervention on the part of the staff of a medical facility should always be to afford the woman protection with a view to

shielding her from further abuse or to contributing to the halting of the violence to which she has been exposed.

Where the financing of the project is concerned, DM 85,000 for two years is a relatively tight budget, and the project could not possibly have been carried out without unpaid voluntary work. This budget has been provided by a non-profit association. The state has assumed financial responsibility for the scientific monitoring and evaluation of the project, providing the considerably more generous sum of DM 200,000. While evaluation is undoubtedly a valuable and necessary aspect, especially with a pilot project - all the more because it may later be realised on a national scale - there does appear to be an imbalance between the funding for

The positive response to the project serves as clear evidence of the need for preventive action at public health facilities. It is planned to extend the duration of the project itself, although this will require private funding.

3.4 MULTI-AGENCY INITIATIVES AND INTERVENTION PROJECTS

In practice, secondary prevention tends to amount to intervention. Then again, in every case involving male violence against women, intervention entails intervening in what is happening in order to halt the violence and prevent its recurrence.

The goals of intervention in all cases of domestic violence should be the following (cf. Rosa Logar 1999):

- Enhance the safety of the survivors and their children
- Respect the right of the adult survivor to run her own life and make her own decisions
- Hold the perpetrator, not the victim responsible for the violent and abusive behaviour and for halting this behaviour.

With these goals in mind, several intervention projects have been developed in recent years. They centre around multi-agency initiatives and approaches to enhancing the safety of women, using networking and co-operation as apt methods of halting violence as early as possible.

The approach of networking the various bodies and agencies involved in cases of male violence against women was first adopted systematically in the United States and Canada. It is now also being widely used in Europe. Logar (1998) and Hague (1996) point out that women's shelters have been active in the field of violence prevention for more than twenty-five years and have long since realised the need for the co-operation of all the agencies involved. "These institutions - many of them dominated by men - initially showed scant interest in co-operating with women's support facilities. Fortunately this has since changed, and today the 'male state' is willing - tentatively at least - to co-operate with feminist women's organisations" (Logar 1998, p. 144). Regrettably, this does not hold true for all the EU countries, even less for the applicant countries. The existence of well-equipped women's support facilities is a prerequisite for comprehensive intervention projects.

Intervention models are effective in preventing violence against women and children first and foremost insofar as they make the safety of women and their children the primary target of all intervention-related strategies. Good practice models thus set out to optimise and co-ordinate the scope for intervention on the part of the facilities and professionals involved with a view to affording maximum protection for women and children and making it clear to the perpetrator that society does not tolerate violence against women and the perpetrator must bear responsibility for his

behaviour.

The intervention models presented here pursue several objectives:

- Either the victims of violence are invited to attend counselling sessions or join women's support groups or they themselves ask to do so. The aim of intervention and support measures is to empower women, who must be involved in the decision-making process even if the state has taken the initiative.
- Violent men are assigned to a perpetrator programme, either by court order or voluntarily.
- In most cases the project management assumes responsibility for co-ordinating the activities of the various agencies and professionals who have formed inter-disciplinary expert groups to work on the improvement of intervention strategies.
- As part of these projects, training and further training seminars are arranged and held for various professional groups, notably in the law enforcement and judicial fields.

Inter-agency co-operation is often hailed as a whole new approach in halting domestic violence. It should be remembered, though, that no amount of co-operation will be of significant benefit unless the requisite resources and support facilities are available (Logar 1998, p. 144). Important factors in the effectiveness of intervention models are, on the one hand, clearly defined national and regional guidelines and adequate financial resources and, on the other hand, the focusing of all activities on the victims, their interests and needs. Logar (1998, p. 149) stresses the importance of taking account of the survivors' viewpoint: "They must not be reduced to objects of networking but must be actors in networking. It is they who decide whether action and intervention are helpful or not." The survivors' assessment must be included in the scientific evaluation of the project concerned.

The established intervention projects outlined below are examples of successful approaches to prevention. Any action ultimately aims to protect women and their children exposed to violence and to avert the recurrence of domestic violence. Although the Domestic Abuse Intervention Project is a non-European project, it is included in the present publication because it has served as a model for all intervention projects of this kind and has also done pioneering work in the field of training for professionals. One of the first European offshoots was the London-based Domestic Violence Intervention Project, which has evolved a comprehensive perpetrator programme and a separate pro-active support programme for abused women. The Berlin Intervention Project has been funded as a model for Germany; its pilot phase was completed and evaluated in 1999. For all of the intervention projects outlined here, detailed evaluations identifying the projects' advantages and drawbacks are available.

There are also several local and regional intervention projects in Germany. We have selected two: the Hanover Intervention Project, which is co-ordinated by the state authorities; and the Kiel Intervention Project, which is run by Kiel University. In the brief survey that follows these, we refer to the Intervention Centres against Domestic Violence, which were established in Austria in 1997, concurrently with the Protection against Violence Act. This project is explained in greater detail in the section 3.2, "State Preventive Action".

The strategies developed and the experience gained in the course of these intervention projects are extremely extensive. We therefore recommend getting in touch with the co-ordination office of the project concerned and/or ordering the related studies and publications. Before launching a new project of this kind it would

certainly be advisable to contact the people working with existing projects and to attend the available training programmes in order to benefit from the expertise that has already been gained.

Duluth Abuse Intervention Model (DAIP), USA

Title: Domestic Abuse Intervention Project, Duluth, Minnesota, USA

Provider: Minnesota Program Development, Inc., non-profit corporation

Inception: 1981

Preventive measures: Intervention programme against domestic violence, National Training Project, Perpetrator programme

Initiated by: Nine city, county and private agencies in Duluth, Minnesota

Funded by: Profits from the National Training Project (seminars, manuals, video tapes, curriculum materials etc.), sponsorship, donations

Contact: Domestic Abuse Intervention Project, 202 East Superior Street, Duluth, MN 55802, USA, Phone: +1 218 7222781, web site: <http://www.duluth-model.org>

The American pilot project Domestic Abuse Intervention Project (DAIP) is a "comprehensive, community-based program for intervention in domestic abuse cases" (cf. the above-listed website, October 17, 2000). The aim of the Minnesota Program Development, Inc., a non-profit corporation, is to eliminate domestic violence against women and their children. The focus of intervention is to protect the victim.

Implementation

When the first shelters for battered women were founded in the 1970's, the response of the law enforcement bodies, courts and human services practitioners (social workers, psychologists etc) was inadequate. The fundamental finding to emerge from a study of violence against women was that "brutal beatings, psychological terrorism and murders (...) could have been prevented by altering not the perpetrator's character or the response of the victim, but the reaction of the public agencies to the violence, to the perpetrator and to the victim" (www.duluth-model.org/ntpmain.htm). There was a need for new policies and protocols to combat violence against women and their children.

It was only in the wake of a particularly brutal "domestic murder" which deeply shocked the city of Duluth that any willingness to meet this daunting challenge became apparent. In 1981 nine city, county and private agencies decided to pool their resources under the auspices of the Domestic Abuse Intervention Project (DAIP). Every single measure adopted and regulation passed by each of the institutions and people involved was subjected to scrutiny in terms of its effectiveness in enhancing the safety of women and their children (safety audit). Survivors of domestic violence were invited to make a substantial contribution to this evaluation process. What emerged was that the most effective approaches were those which combined support services for victims, legal sanctions, non-violence classes, and when necessary incarceration to end the violence. The message of all these efforts is: the use of violence is unacceptable!

Networking

DAIP co-ordinates agencies and practitioners who respond to domestic violence. Community agencies include the "communications centre (emergency call 911), the

police department, the prison, the prosecutor's office, the sheriff's department, the probation department, the women's shelter, the public health department, the district bench, and several mental health agencies" (www.duluth-model.org/ntpmain.htm). All intervention procedures are founded on answers to the following questions: Who is doing harm to whom? How dangerous is the situation? Who needs protection?

The above agencies intervene on the basis of guiding principles, the most important of which is the protection of the victim. The co-operation of individual practitioners, guided by training, job descriptions and standardised practices, is the key to effective community response to violence against women.

Non-violence programme

The DAIP perpetrators' programme is founded on a pro-feminist approach: its top priority is the protection of women. The women's shelters, their staff and residents co-operate closely with DAIP and are involved in the training programme and the selection of the DAIP staff. The rehabilitation of individual male perpetrators accounts for only twenty-five per cent of the total DAIP budget (cf. Ritmeester, in Pence/Paymar 1993, p. 170).

The non-violence programme includes classes for offenders who are court-ordered to DAIP. The core of the programme is a 24-week educational curriculum called "Power and Control: Tactics of Men Who Batter". In addition, DAIP contacts partners of the men and offers advocacy, community resources, and a women's group (for more on programmes for perpetrators, see the section 3.5).

National Training Project

The National Training Project was established in 1989. Since then the Domestic Abuse Intervention Project has responded to thousands of requests for information and guidance. The project has offered seminars, training and workshops in fifteen countries and has provided training for staff of domestic violence and community agencies in all fifty states of the US. The curricula for the training seminars have been designed for various target groups and communities. There are several general and specialised training courses. The general training courses focus on providing a philosophical orientation for practitioners and define the roles of each agency in dealing with both the victim and the perpetrator. The specialised training courses offer an overview of the interagency approach but focus on enhancing the individual practitioner's skills and philosophical orientation in carrying out specific intervention functions. In addition, DAIP provides a one-day interagency training course for communities.

Concluding Remarks

In 15 years more than 1,000 training courses and seminars have been held in the U.S. and more than ten in other countries. Ellen Pence and Michael Paymar (1993) have summarised evaluation efforts in their book 'Education Groups for Men Who Batter'.

The overall findings that have emerged from the evaluation of DAIP are:

60% of battered women felt safer when the abuser was attending non-violence classes.

80% of battered women thought the combined responses of police, courts, DAIP and shelter was helpful in ending the abuse.

69% of battered women had not experienced recent physical abuse and 41% had not experienced recent psychological abuse at a one-year follow-up. The recidivism rate was 40% for a five-year follow-up according to criminal justice records.

(Source: www.duluth-model.org/daipeval.htm, 17.10.2000).

The Domestic Abuse Intervention Project is an on-going project which evaluates intervention procedures on a permanent basis. It is encouraging that large sections of society and the public institutions like the police and the courts have been willing to rethink their intervention strategies, to allow battered women, women's support organisations and experts to review them and ultimately to adopt new, joint approaches.

Given its comprehensive and innovative approach, the Domestic Abuse Intervention Project has served as a model for the majority of European intervention projects relating to the field of male violence against women and their children.

Domestic Violence Intervention Project (DVIP), U.K.

Title: Domestic Violence Intervention Project (DVIP)

Provider: Domestic Violence Intervention Project, London, U.K.

Inception: 1991

Preventive measures: Women's Support Service, Perpetrator programme, Training of professionals, Lobbying and Campaigning

Initiated by: Voluntary sector project (group of activists)

Funded by: Partnership with Middlesex Probation Service, London Borough of, Hammersmith & Fulham, National Lottery Charities Board, DAPHNE Funding from the European Commission, The Staples Trust, Single Regeneration Bid - for working in the Paddington area of London, Individual donations, Income generation from training and consultancy work

Contact: Domestic Violence Intervention Project, P.O. Box 2838, GB-London W6, 9ZE, England, Phone for women's support service: +44 20 87486512, Phone for perpetrator programme: +44 20 85637983, Fax: +44 20 87414383, E-mail: info@dvip.org , Website: <http://www.dvip.org>

The Domestic Violence Intervention Project combines a Violence Prevention Project (VPP) working with men and a Women's Support Service (WSS) working with partners of men on VPP and women who self-refer. The overall philosophy is to increase women's safety and reduce men's violence.

Implementation

The Domestic Violence Intervention Project was set up in 1991 by a group of volunteer activists. It centres around a perpetrator programme combined with a women's support service for the partners and victims of offenders.

The **Violence Prevention Programme** (VPP) addresses men who are abusive to their partners or ex-partners. It offers structured group sessions designed to assist men in understanding why they use abusive behaviour, and how they can change and work towards constructing respectful relationships with women. Whilst a significant proportion of men were referred to VPP by the Probation Service, the

majority referred to the programme voluntarily - many in this category had been given some form of ultimatum by their partner.

The programme comprises a 12-week first-stage focusing on physical violence and a 24-week second stage addressing other forms of abuse and controlling behaviour patterns. Movement between the stages is neither fixed nor automatic but depends on the man's involvement with the programme, his motivation and behaviour. An optional fortnightly third stage is available for men who want to reinforce any changes they have made.

Two basic conditions apply for men to be accepted in the programme: some willingness on their part to question denying their own responsibility and blaming their partner; and at least some awareness that they alone are responsible for the violence. (Source: Burton / Regan / Kelly 1998)

The **Women's Support Service (WSS)** addresses women whose partners attend the VPP and all women who live in the local area (Hammersmith and Fulham, Peterborough). The Women's Support Service provides: telephone advice; one-to-one counselling; group work; advocacy; and on-going telephone support. Individuals choose the particular combination of support they need. (Source: Burton / Regan / Kelly 1998)

The pro-active aspect of WSS has several elements:

- the project makes initial contact with women whose partners are on VPP;
- for all women WSS is persistent in continuing contact (this can involve making numerous telephone calls to make/renew contact, following-up at regular intervals, and establishing priorities for follow-up);
- work with women uses goal-orientated and directive crisis intervention, including a strategy called 'safety planning'. This tool aims to enable women to move from reacting to events as they happen to anticipating and planning ahead.

The advantages of pro-active work are:

- Someone else takes responsibility for naming the experience as violence.
- Women can be invited into a support network at a much earlier point than they might otherwise choose.
- Women using WSS are overwhelmingly positive about the support they have received. The things they valued most were basic messages:
 - - that this is violence
 - - that violence is unacceptable
 - - that violence is not the woman's fault.

Further tasks of the Domestic Violence Intervention Project are:

- **Co-operation**
DVIP is involved in several inter-agency projects.
- **Training Professionals**
Training programme for professionals which aims to promote best practice among those who work with issues of domestic violence in both statutory and voluntary agencies.
- **Influencing Policy and Campaigning for Change**
DVIP works to influence policy at all levels - across local and national government and within statutory bodies such as the Police, Probation and Social Services. Campaigning work focuses on increasing the safety of women and children who experience domestic violence.

Concluding Remarks

The Child and Woman Abuse Studies Unit at the University of London evaluated the DVIP (Burton / Regan / Kelly 1998) and reached the following conclusions:

The pro-active approach whereby WSS made initial contact and maintained contact over time pulled women into support services at an earlier point and enabled them to make changes which enhanced their safety. Women did not resent a pro-active approach; indeed many welcomed it.

Women benefited from the combination of forms of support, with support groups being the most effective in combating shame, self-blame and the destruction of self-belief which can strongly inhibit women's attempts to end violence.

Many service users noted that WSS's uncompromising messages about the nature of domestic violence had helped them to recognise their need for support.

WSS was effective in reaching women from ethnic minorities and women with professional qualifications, two groups which currently under-use other forms of provision.

The fact that VPP accepted men who 'voluntarily' referred themselves was important for women, who could demand attendance as a condition for the relationship continuing.

Over two thirds of the 351 men referred to the programme failed to complete it. Losses were most significant in the early stages.

There was a substantial impact on attitudes and behaviour for most men who did complete the programme. From men's own accounts, in some cases confirmed by their partners, there would appear to be some real change in their understanding of domestic violence.

The researchers conclude that programmes for violent men, when combined with pro-active responses to women, have a part in co-ordinated responses to domestic violence. However, work with men should not be undertaken without an attached support service for women, and there should be routes onto programmes for voluntarily referred men.

Over two years, with a small resource base (two part-time workers and volunteers), WSS was in contact with 796 women. One-third were partners of men on the VPP programme, the majority made contact independently.

Drop-out rate

VPP has a marked drop-out rate, especially between assessment and initial attendance. Under half (43 per cent) of the men who were accepted actually completed the programme.

There is a significant loss in the early weeks of the first stage group. Most of these are 'voluntarily referred' men whose primary motivation in attending the programme may have been to prevent their partner leaving them. If they are successful, or if the woman leaves anyway, they may see no further reason to continue.

High drop-out rates are reported features of men's programmes in the UK and USA, with an average loss of at least 50 per cent. Finding ways to decrease drop-out is a major challenge for all programmes working with violent men.

What works

Within VPP the combination of court-mandated and 'voluntarily referred' men has been productive and facilitated enhanced motivation in some court-mandated men.

The most effective tool used by VPP has been 're-enactments', in which men have to act out an incident and go through it again in slow motion. The point of the exercise - to reveal that decisions are made at various points - is communicated to most group members.

However, 'time outs' (the man is supposed to take an hour away from the situation if he is about to be violent, informing his partner that this is what he is doing) are used in abusive and controlling ways by a number of men. 'Time outs' are a very common component of work with violent men; this finding suggests that alternatives to them and/or mechanisms for ensuring that they are not used as new forms of control should urgently be explored.

The content of the VPP programme has been fairly effective in communicating its key messages and in offering men alternatives to violence. From men's own accounts, in some cases confirmed by information supplied by their partners, there would appear to be some real change in their understanding of domestic violence.

Ending violence and ending relationships safely

The data from VPP, and from some of the men's partners, suggests that where men can be kept in the group, and especially if they complete both the first and second stage elements, physical violence decreases dramatically, and some men change in more fundamental ways.

A critical question is whether changes in men should be the sole criterion of 'success' for men's programmes. This study suggests that participation, especially where the project has a dedicated women's service, creates a window of opportunity for relationships to end safely. Men's programmes may make this possible because they immediately lower the level of violence, and because they explicitly encourage men either to leave, or at least not to interfere or intimidate women when they decide to leave. The importance of this contribution to women's safety should not be underestimated, since separation is the most dangerous time for women and children.

Additional projects:

RESPECT

At informal meetings of the National Practitioners' Network (NPN), of which DVIP is a founder member, the idea was raised of establishing a national organisation as the "voice of the sector". With this goal in mind, a Steering Group was set up in 1998. "Respect" applied for registration as a charity organisation in 2000.

Respect's primary goals are (cf. <http://www.dvip.org/respect.html>)

- To prevent of domestic violence and abuse
- To place the safety of women and children at the forefront of any work
- To promote education, support and research amongst projects and individual practitioners
- To develop model standards and guidelines for practitioners
- To facilitate networking, support and the sharing of information and skills amongst its members
- To collate data concerning the incidence of domestic violence
-

DAPHNE project 1999/2000:

Training and materials for working with perpetrators of domestic violence and their (ex-)partners

The aim of the DVIP Daphne project was the "promotion of the best domestic violence intervention practice within the UK and across other EC countries" (<http://www.dvip.org/daphne.html>). Partners are 'Mannege' in Berlin and the 'Cork Domestic Violence Project', Ireland. In the first stage DVIP produced a comprehensive manual which covers principles, procedural information, policy considerations, organisational and structural issues as well as service delivery to men, women and children in a domestic violence intervention setting. The adaptation of the DVIP manual for Germany and Ireland was followed by training courses in those countries, complemented by a closing seminar in London.

Berlin Intervention Project against Domestic Violence (BIG), Germany

Title: Berliner Interventionsprojekt gegen häusliche Gewalt – BIG

Provider: Berliner Initiative gegen Gewalt gegen Frauen, BIG e.V., Germany

Duration: October 1995 - December 1999

Preventive measures: Networking police and judicial intervention procedures and developing new strategies, Promoting co-operation among institutions and professionals involved in the form of round table discussions and expert meetings, Providing training courses for professionals

Initiated by: Berliner Initiative gegen Gewalt gegen Frauen - BIG e.V.

Funded by: Federal Ministry of Family, Senior Citizens', Women's and Youth Affairs
Berlin Senate Department for Labour, Vocational Training and Women

Contact: Koordinationsstelle des Berliner Interventionsprojektes gegen häusliche Gewalt, Paul-Lincke-Ufer 7, D-10999 Berlin, Phone: +49 30 61709100, BIG Hotline: +49 30 6110300, Fax: +49 30 61709101, e-mail: bigteam@snafu.de

The primary objective of the "Berlin Intervention Project against Domestic Violence (BIG)" was to promote co-operation among women's protection projects, administrative departments of the Berlin Senate, the police, the judicial authorities and other projects and institutions whose work involves them in individual aspects of domestic violence. The main thrust of the project related to reformulating and networking police, legal and social procedures.

Implementation

In 1993 a number of active members of the women's movement in West and East Berlin got together to launch a working group. It was made up of shelter workers and workers at other refuge facilities and counselling centres as well as of women and men working in the anti-violence field. Their objective was to develop new approaches and strategies to combat male violence in private relationships. They argued: "Effective protection for women who have been exposed to violence and for their children will be possible only if society - and also the judicial authorities - unequivocally condemn domestic violence and if the perpetrators are made to bear the consequences of their actions." (BIG e.V. Co-ordination Team 1998, p. 40). The association "Berliner Initiative gegen Gewalt gegen Frauen - BIG e.V." was established in 1994 to carry out the project planned by the working group.

The primary goal of the Berlin Intervention Project was to enhance the protection and safety of women exposed to domestic violence. An important principle here was the perception that men must be made to bear responsibility for their

violence. An improvement in the protection for battered women - in both short and long terms - is feasible only if society unequivocally condemns violence and attaches the blame for it on the perpetrator. Thus, the project set out both to prevent violence and to reduce the incidence of violence in the domestic context.

The project's aims included:

- developing a framework which guarantees extensive protection of women and sufficient support for women and their children
- strengthening the rights and legal status of abused women
- ensuring that society outlaws violence and its perpetrators
- holding the perpetrators responsible for their deeds, e.g. through the police taking violent men into custody and/or through legal stipulations under civil law and sanctions under penal law
- practising and elucidating co-ordinated action on the part of all the participating institutions against domestic violence
- providing information about male violence against women and establishing preventive work.

The Special Nature of the Project

These aims comprised a fundamentally different social approach to dealing with domestic violence; they required a change of institutional and project-related attitudes.

The institutions and political decision-making bodies were called upon to take domestic violence and violent men as perpetrators seriously by regarding them as a political and social problem which could not be left to the responsibility of women and women's projects alone.

Institutions and projects were jointly required to agree on target-oriented co-operation with each other and to establish a broad alliance of all powers in society.

This co-operation gave rise to a wide variety of police and penal and civil law measures as well as political and social action against male violence in the domestic sphere. All these measures were linked in order to be effective. They were particularly targeted at the legal domain and ranged from acute intervention to ways away from violence which prove successful on a long-term basis.

The realisation of these ideas was planned in terms of the following practical steps, whose implementation was discussed by the bodies concerned:

- Clear instructions on police conduct to protect women in abusive situations and to proceed against the perpetrators were to be drawn up. Rules had to be laid down in a manual regarding the way police officers intervene in cases of domestic violence, how they take down records of the violence, in what circumstances they take the perpetrator into custody, and what information they provide for the abused woman.
- Clear legal regulations for the criminal prosecution of the perpetrators should be formulated. One example is that there is a public interest in the criminal prosecution of domestic violence and in sentences for the perpetrators. Additional educational and training programmes for violent men should be implemented as a form of probation.
- The application of current laws against domestic violence had to be reviewed and suggestions for changes should be made where existing regulations had proved to be inadequate or ineffective. For example, women have to be granted the right to assert claims concerning domestic violence, e.g. a ban on

approaching and contacting the woman. The basis for such claims had to be enshrined in civil law.

- There is a need for additional protection measures and support services for women and their children. For instance, services should be developed for abused women through which they can obtain information and support on both a communal and a central level.
- Recommendations for improving the specific legal and psycho-social situation of migrant women exposed to violence should be elaborated, e.g. to guarantee them a residence permit independently of their spouse.
- Domestic violence must become an issue in the (vocational) training of the police and public prosecutors as well as of the staff of courts, public authorities and information offices. Concrete plans had to be drawn up to this end. Plans for education and training programmes for violent men had to be devised.
- Support services relating to the specific situation of children and adolescents had to be developed. This entailed drawing up proposals for improving their status in the legal domain.

Organisation and Structure

The Berlin Intervention Project's principal co-ordination and decision-making body was the **Round Table**. Its meetings were convened by the Federal Ministry of Family, Senior Citizens', Women's and Youth Affairs and the Berlin Senate Department for Labour, Vocational Training and Women.

The Round Table was made up of representatives of the Federal Government, the State Government, the Berlin State Commission against Violence, representatives of the project's expert groups and plenary board, and the BIG co-ordinators (who had no voting rights) (Kavemann et al. 1999).

The project was headed by the **Co-ordination Office of the Berlin Intervention Project (BIG)**. The co-ordination team consisted of legal experts and qualified pedagogic specialists. They were responsible for: preparing and heading the expert groups; providing material; maintaining the flow of information throughout the project; co-ordinating the intervention measures as drawn up by the project; and preparing the Round Table sessions. The Co-ordination Office also liaised with the project provider, carried out the public relations work as it related to the expert groups and the project, and performed representative duties on behalf of the project as a whole. Moreover, the co-ordinators held the further training seminars for specific groups of professionals, most notably for the police and professionals in the legal field, and acted as "mediators" between the representatives of the Berlin Senate departments and the staff of the women's support organisations.

Seven **Expert Groups** existed for the duration of the project. They dealt with the following fields: police intervention, civil law, prosecution and penal law, migrant women, support programmes, children and young people, and the perpetrator programme.

The Expert Groups were recruited on an inter-disciplinary and inter-institutional basis and were composed of 120 experts from Senate departments, anti-violence projects and other bodies and facilities. The primary goal was to evolve new strategies and procedures for intervention. All of the Expert Groups pursued a joint goal: "to formulate proposals relating to their specific target groups / professional groups on an approach to ensuring that domestic violence is taken seriously and treated with the appropriate professionalism" (Kavemann et al. 1999, p. 8). A further

objective was to extend the scope of co-operation between the various bodies and to identify gaps in the available services.

The most important principle governing the work of all the groups involved was the principle of consensus.

Concluding Remarks

In February 2000 Beate Leopold, one of the BIG scientific supervisors, reported on the project's success in a lecture which she delivered at the invitation of the Ministry of Culture, Youth, Family and Women's Affairs and the Ministry of the Interior and Sport (cf. Frauenhaus-Koordinierung 2000, p. 20).

The Berlin Intervention project's most significant achievement has been to establish continuous and systematic co-operation. The support programmes available to battered women in Berlin have been substantially improved by such measures as the publication of new information material and the existence of a hotline, which was launched in November 1999. The "BIG Hotline for domestic violence against women" operates between 9 a.m. and midnight on 365 days a year, providing information, counselling and support for women and their children exposed to male violence. The primary goal is the protection and empowerment of battered women and their children. The Hotline also involves the public authorities, social institutions and facilities as well as individuals from the victim's private and social environment.

Another of the project's achievements is that for the first time children were treated as a target group in their own right, with their own support needs. Significant advances were made in co-operation among the professionals involved in dealing with domestic violence; their work has improved as a result, and the beneficiaries are the victims. Such improvements include a joint platform of communication, mutual recognition of competence, and the availability of training and further training programmes.

BIG prompted important changes in the relevant institutional regulations in Berlin from which the victims of violence benefit. But the project also brought about improvements for victims of domestic violence on a wider geographical scale, in the form of draft legislation, standardised legal application forms (for civil law injunctions, for instance), and information sheets.

The last session of the **Round Table** also reached a positive evaluation of the project. In addition to the achievements listed above, the Round Table noted that the classification of police intervention in cases of violence within the family had been renamed, from "Family conflict" to "Domestic violence". Moreover, guidelines have been issued for police action on domestic violence, and special further training courses for police officer and judicial professionals have been held on the implementation of these guidelines. Information sheets have been published for victims explaining the available protection measures under civil law and the scope for prosecution under penal law.

Outlook

Patricia Schneider, one of the BIG co-ordinators, has defined the new goals and targets established after the project ended on December 31, 1999. The new model project, which began on January 1, 2000, will run for two years. The aims are to introduce new aspects and improvements in three main areas (Frauenhaus-Koordinierung 2000, pp. 21f):

- Establishing a clearing office for intervention issues relating to the police and to civil and penal law
- To evolve structures within which the institutions and projects involves can continue to deal with the problem of domestic violence
- To improve the available protection and support programmes for women and for children and young people

Further objectives will include: introducing an extensive range of seminars for the training and further training of professionals, most notably police officers and judicial professionals; intensive public relations work to continue breaking down the taboo surrounding the issue of domestic violence; and a review of the effectiveness of the measures formulated during the first model project (1995-1999).

Survey of Other Intervention Projects:

There follow outlines of a number of other evaluated projects carried out in EU countries. They are representative of many other such projects. For further details, see the References below.

Titel: Interventionsstellen gegen Gewalt in der Familie, Austria

Inception: 1997

Preventive measures:

Ten Intervention Centres throughout Austria as social back-up facilities in conjunction with the Protection from Violence Act (see Section 3.2)

Their primary functions are:

Pro-active contact with the victims of domestic violence as well as counselling and support for victims after barring orders and police intervention.

Information on the implementation of the Protection against Violence Act

Assistance in dealing with the authorities, submitting applications to the court, and supporting the victim during court proceedings

Support in proceedings affecting the children

Networking and co-operation with representatives of individual bodies under the auspices of inter-disciplinary working groups (e.g. expert groups on police, civil law, penal law, migrant women, and perpetrators)

Information activities and material on domestic violence.

Contact: Interventionsstelle Wien, Amerlingstrasse 1/6, A-1060 Vienna, Austria

Phone: +43 1 5853288, Fax: +43 1 5853288-20, E-mail: istwien@magnet.at

Title: Hannoversches InterventionsProjekt gegen Männergewalt in der Familie - HaIP, Germany

Inception: 1992

Preventive measures: Network-based intervention involving all the relevant bodies, Holding training programmes for police and setting up the prevention programme, Police Social Work, a separate police department within the Police Headquarters with responsibility for psycho-social crisis intervention in cases dealt with by the police, Perpetrator programme: social training programme for violent men on a voluntary basis and/or referral to the perpetrator-victim conciliation programme where deemed appropriate, Establishing an empowerment office for women

Contact: Hannoversches InterventionsProjekt gegen MännerGewalt in der Familie – HAIP, Co-ordination: Ms Vollmer-Schubert, Frauenbüro der Landeshauptstadt,

Friedrichswall 15, D-30159 Hannover, Germany, Phone: +49 511 16845301, Fax: +49 511 16846699

Title: Kieler Interventionsprojekt (KIK) gegen häusliche Gewalt an Frauen, Germany

Inception: 1994

Preventive measures:

Networking the bodies and professionals involved in intervention procedures

Rigorous and timely application of the applicable laws

Information and support for women

Condemnation / penalisation of male violence

Contact: KIK-Schleswig Holstein – Landeskoordination, Dr. Siegfried Schmitt, Neufeldstrasse 32, D-24118 Kiel, Germany, Phone: +49 431 8804611, Fax: +49 431 8807608, E-mail: kik-sh@email.uni-kiel.de , Website: <http://www.kik-sh.uni-kiel.de>

3.5 PROGRAMMES FOR PERPETRATORS

The need for and efficacy of programmes for perpetrators of violence are contested issues. There are several reasons for opposition to them: the existing shortage of resources for measures to combat violence; fears that the thrust of socio-political efforts might be diverted away from the victims in favour of the perpetrators; and the risk of endangering the victims. Monica Wilson, one of the initiators of the first European perpetrator programme CHANGE, formulates the misgivings this way: "Once men's work started being resourced, it was feared, work with women and children survivors of their crimes would suffer. Politicians would be able to say that this was the avenue for reform that was now being pursued and that women would no longer need refuge and support as men would stop being violent. Also, given the attraction of these new ideas, work with men was likely to invite far more media attention than the continuing struggle to keep work with women and children on the public agenda." (Monica Wilson: Working with the CHANGE men's programme, in: Kate Cavanagh / Vivienne E. Cree (eds.): Working with men. Feminism and social work, London and New York 1996, pp. 30-31).

Moreover, doubts have been voiced whether men are actually "reformed" when they complete these programmes and return to their partnerships. It is a fact that many women remain in violent partnerships for years and/or do not call the police precisely because their partners promise to change. If the judicial system defines a violent partner's behaviour as criminal and forces him to bear the consequences of his actions, this often helps the victim to leave the abusive relationship. However, a perpetrator programme and the hopes which it nurtures that the perpetrator might change can in fact be a hindrance to her leaving.

This is the crux of the most persuasive argument in favour of programmes for perpetrators. Many women are in favour of their violent partners attending a programme of this kind. They have no desire to leave the relationship and hope that their partners' behaviour will change.

In Europe the debate on the possibility of active intervention in the form of dealing with perpetrators did not begin until the mid-1980s. By that time the discussion had been going on for more than a decade in North America. However, most American initiatives adopted a therapeutic approach, classifying violence more as an illness and prescribing individual "treatment". However, some projects - like the

Duluth Abuse Intervention Project (DAIP, see Section 3.3) - regarded male violence in a wider social context and related it to gender inequality. The focus of their intervention work was thus to convey a new social understanding based on equality and mutual respect. Most European initiatives working with perpetrators adopted this approach.

MODEL PROJECT

CHANGE, Scotland

Title: CHANGE

Provider: CHANGE - Men learning to end their violence to women

Inception: 1989

Preventive measures: Programme of re-education for violent men, Support services for women

Initiated by: A steering group of academics, activists and other interested individuals

Funded by: 1989-1996 Social Work Department of the Central Regional Council, 1999-2002 grant under Section 9 of the Social Work (Scotland) Act 1968

Contact: CHANGE, 4-6 South Lumley Street, Grangemouth, FK3 8BT, Scotland, Phone: ++44-1324-485595, Fax: ++44-1324-486344, E-mail: monica@changeweb.org.uk, Website: <http://www.changeweb.org.uk>

Taking the experience of existing projects in North America and the results of feminist research as starting-points, the instigators of CHANGE worked on the assumption that "men's violence to women partners is behaviour which they have learned in the context of our patriarchal culture, their socialisation as men and their personal experiences. It is neither natural nor inevitable, but cultural in origin (Wilson, op. cit., p. 33)." The experience gathered by the CHANGE team also persuaded them to enshrine the programme in the criminal justice system.

Aims and methods

CHANGE sets out to uphold the insight "that men must change their attitudes, beliefs and associated behaviours if they are to live non-violently with women partners. [...]" Locating the work within the justice system is intended to impact not just on violent men, but also on the institutions which dispense justice" (Wilson, op. cit., p. 33).

On the one hand CHANGE argues in favour of prison sentences in that they make the point unequivocally that violence against women is a criminal offence. Moreover, while the perpetrator is serving a prison term, his partner has the chance to organise her life in the knowledge that she is safe. On the other hand, it has been shown that prison terms do little to bring about a change in behaviour. This is where CHANGE sees its opportunity: "By making attendance at the men's programme contingent upon charge, prosecution and conviction, and carrying the sanction of a probation condition, the criminal nature of domestic violence is emphasised and this communicates a very important message to the community" (Wilson, op. cit., p. 34).

The aims of the CHANGE men's programme are thus:

- To increase men's awareness that their violence and abuse are intentional and not mysterious behaviour, and that they alone are responsible for their violent behaviour and for changing it.
- To challenge the attitudes and beliefs that underlie that behaviour.
- To develop skills to live in a non-abusive partnership with women.

- To monitor individual men's progress through record-keeping and reports to social workers, partners and courts. (Source: Wilson, op. cit., p. 35)

Implementation

For the first six months the focus of work was on liaising with other agencies whose co-operation would be required, and drafting the men's programme. CHANGE received support from Scottish Women's Aid. Then there were numerous discussions with Social Work managers, the Police, Procurators Fiscal and Sheriffs. The main referral sources for the men's programme were to be the three Sheriff Courts, systems for referral and assessment were agreed, and referral frameworks were devised for the Courts' use. Finally, the staff received intensive training and visited three model programme centres in the USA. (Source: www.changeweb.org.uk/change_mens'_programme.htm).

The programme had "an educational-style curriculum" and "operated using a modular approach". Men were required to attend sixteen to twenty-two sessions in order to complete the programme. They signed a contract called the Agreement to Participate, which clearly outlined the rules and requirements of the programme. Breaking or failing to comply with any of them constituted grounds for a breach of the probation order. The transgression was reported to the supervising social workers who would formally instigate breach procedures. The final sanction was with the courts (Source: Wilson, op. cit., p. 35).

At the end of the CHANGE programme a Training Manual was produced which documented the skills and knowledge gained so that they might be preserved,

Evaluation

The impact of the CHANGE men's programme has been compared with other criminal justice sanctions such as fines, probation and prison. Researchers Dobash, Dobash, Cavanagh and Lewis perceived a notable correspondence between the goals of the programme and the process of change. Change in the men was backed by evidence provided by women partners. The researchers reached the conclusion that "a significant proportion of the offenders who participated in the men's programmes reduced their violence and associated controlling behaviour and their women partners reported significant improvements in the quality of their lives and their relationships with these men" (Source: www.changeweb.org.uk/change_mens'_programme.htm).

Follow-up

In November 1998 the Austrian Family Ministry formalised an agreement with the authors and publisher to translate the CHANGE Manual into German for internal use. CHANGE also undertook the training for the staff running the STOP pilot men's programme in Salzburg (Source: www.changeweb.org.uk/about_change.htm).

CHANGE is currently funded to deliver a National Training Initiative to promote effective practice by Scottish local authority Criminal Justice Services in their work with male domestic violence offenders. It also offers consultancy and a range of training courses varying from one-day awareness-raising sessions to special in-depth training for staff facilitating a programme for male domestic violence offenders. CHANGE is also a founding member of RESPECT, a UK-wide organisation for practitioners and organisations working with perpetrators of domestic violence and associated work with women partners and ex-partners (Source: www.changeweb.org.uk).

4. WAVE TRAINING PROGRAMME ON COMBATING VIOLENCE AGAINST WOMEN

Title: WAVE Training Programme on Combating Violence Against Women Basic Module and Vocation-specific Modules for Law Enforcement, Judicial, Medical and Psycho-social Professionals

Project carried out by: Autonomous Austrian Women's Shelter Network / WAVE Office

Duration: Started in 2000, ongoing

Type of prevention-related measure: Training course for professionals who deal with violence against women

Initiated by: Autonomous Austrian Women's Shelter Network / WAVE Office under the auspices of the DAPHNE Initiative 1999

Financed by: EU Commission DAPHNE Initiative, Austrian Federal Ministry for Social Security and Generations (Former Federal Minister for Women's Affairs and, Former Federal Ministry for Labour and Social Affairs), Austrian Federal Ministry for the Interior

Contact:, WAVE Office, c/o Austrian Women's Shelter Network / Information Centre Against Violence, Hofgasse 9/1/4, A-1050 Vienna, Phone: ++43-1-5482720, Fax: ++43-1-5482720-27, E-mail: office@wave-network.org , Website: <http://www.wave-network.org>

Background to the project

The training programme has been drawn up as part of a project carried out by the WAVE Office in Vienna and funded by the EU Commission's DAPHNE Initiative. It came about as part of WAVE's European-wide activities and in close collaboration with experts from the member organisations of the European Network Against Violence.

Objectives and Scope

The training manual contains basic information and training material relating to the issue of violence against women in intimate relationships. It is designed for use in training and further training courses for professionals in various fields.

Special importance attaches to training and consciousness-raising for professionals dealing with the victims of violence against women and children as an effective means of preventing such violence. Confidence and professionalism in handling appeals for help and the provision of fast and efficient support can alleviate the hardships and in some cases avoid further violence (tertiary prevention).

Given the divergent standards in use and the (partial) lack of resources in the training field, the WAVE staff decided to address the need for a good practice model capable of being applied throughout Europe which would be provided to selected trainers after completion of a Train-the-trainer seminar.

The purpose of the project is to collate the available experience in training professionals and to use it in the compilation of a uniform training manual.

In carrying out this project, WAVE is seeking to facilitate European women's NGOs' access to training expertise, to develop uniform standards wherever possible,

The introductory chapter of the training manual defines its primary targets as follows

Sensitivity

For about one European woman in five, abuse, harassment, terrorisation, threats and violence on the part of husbands, ex-husbands, partners or other male members of the household are daily experiences. Even if we don't always realise or notice it, we ourselves come into contact with such women, either professionally or in our private lives - as neighbours, relatives or friends. We may be affected by violence ourselves. One major objective of training courses is thus to enhance awareness of the issue.

Considering violence as a possible cause of problems

In recent years a great deal of work has been done in some European countries to publicise information about and promote understanding of the issue of violence against women. Nevertheless, the problem continues for the most part to be concealed beneath a blanket of silence. Many women feel uncomfortable speaking about what has been or is being done to them. They are reluctant to talk about it, out of a sense of shame or guilt or because they have been intimidated into keeping it to themselves. However, precisely this barrier of silence makes it more difficult to perceive the links between the problems with which women turn to doctors, social workers or other professionals and the violence which they have suffered.

Effective assistance for victims of violence

Domestic violence is one of the most frequent and at the same time one of the least publicised criminal acts in our society. The abused person and the abuser were or are linked by a very close relationship. The impact of violence is thus particularly devastating, and any assistance offered from outside must be extremely cautious and sensitive. The decisive factors here will be not only professional knowledge of the problems involved but also and above all the ability to perceive and respond to the victim's needs.

Protection and help in acute crisis; perception of danger

Acts of violence can take place during the couple's first meetings. They can occur in the early stages of a relationship or only after years of living together. In many cases there are extended periods of "peace" between the outbreaks of violence. In other cases the woman is subjected to violence night after night. If victims of violence are to be given effective assistance in critical situations, it is essential that the danger to which the woman is exposed is recognised as such and taken seriously and that immediate steps are undertaken to afford her protection and security.

Reappraising one's own attitudes

Professional assistance for victims of violence requires a reappraisal of one's own attitudes on the subject of violence against women. One purpose of training programmes must be to help the participants to identify their own attitudes and value judgements and to reappraise and fine-tune these with the aid of the insights gained during the training course. In developing one's approach to the issue, the most important thing will be to become aware of one's own preconceptions and stereotypical ideas, since these can impair the quality of one's work with victims of violence. Inadequate attention, openness and sense of responsibility can prevent women from receiving the assistance they need until a time when the violence has reached a more drastic stage. It is necessary to dismantle preconceptions about "violence against women" in order to achieve a balanced mix of providing support,

meeting professional obligations (such as notifying the police) and living up to one's own responsibilities.

Co-operation and networking

As has been explained, violence against women is an extremely complex problem. The diversity of forms of violence alone means that each situation requires a different kind of assistance and that in many cases several persons and institutions will have to be involved in the support process. Professionals need to have a thorough knowledge of the problems entailed in order to provide the appropriate help, but they must also be able to draw on comprehensive resources of basic information which they can pass on to the victim. Often the violence itself and the problems to which it gives rise (homelessness, shortage of money etc.) are not the only difficulties with which the victim has to contend. Assisting such women necessitates an interdisciplinary approach calling for co-operation with the staff of a wide variety of facilities and institutions. The effective collaboration of all the bodies involved is essential in ensuring that the victim and her children can be given a maximum of protection and security.

Training as a means of bringing about change

Sensitisation and the transmission of effective intervention strategies are key aspects of training programmes. Over and above these, though, it is important to devote due attention to the preventive aspects of training curricula. Training obviously plays a key role in secondary and tertiary prevention. Secondary prevention encompasses the provision of individual assistance in acute and potential situations of conflict and crisis with a view to preventing acts of violence. Tertiary prevention relates to the prevention of further violence or to "damage containment" (Taskinen, 1987, quoted in: Egger et al, 1995). In practice this means first and foremost sensitising those professionals to whom victims turn. Tertiary prevention increases the likelihood that the problem is detected and ways of providing support are found before the violence escalates. Training courses are intended to foster a climate which makes it easier for women to talk about their experiences and to feel respected with all their insecurities, misgivings and feelings of shame and guilt. Another aim of training programmes is to help bring about a climate in which violence against women - and other forms of violence - are no longer tolerated, are condemned and are combated with all the appropriate means available. In this sense training programmes also contribute to primary prevention.

The introduction details not only the objectives but also the principles applicable to the training programme and to action to combat violence against women.

Important Principles for Action to Prevent Violence

One's approach and personal attitudes to a problem are key factors in one's ability to pass on knowledge and skills related to it. Trainers therefore need to subject their own basic standpoint on the subject of violence against women to a critical reappraisal. An unequivocal stance on violence against women and children and against violence in any other form is a basic requirement for eligibility to run training courses. The following section deals with important principles which make up the foundations for involvement in training courses. It is extremely important that both trainers and participants consider these principles carefully.

1. Protection and security

Every woman has the right to integrity of her person, liberty and security and to a life free of any form of violence or the fear of violence. The primary objective of intervention must be to safeguard the immediate and sustained security of women and their children.

2. Responsibility

No woman ever "deserves" to be subjected to violent acts, and there can never be any justification for such acts. An act of violence committed against a woman is an offence punishable by law and must be treated as such. An act of violence is never susceptible to justification, and the responsibility for it always lies with the person who commits it. Violent men must bear the consequences of their actions. Approaches to counselling or therapy which tend to exonerate the perpetrators, play down the seriousness of their offences or relieve them of responsibility are not helpful in any attempt to prevent violence occurring.

3. Empowerment

Intervention is intended to strengthen and support battered women and their children. This support is designed to help them to build up a new life which they determine for themselves.

4. Complexity

Violence against women occurs in all social classes and in all cultures. In the planning and running of training courses it is thus important also to take due account of such factors as social milieu, age, disabilities, the plight of migrant women etc.

5. Social responsibility

As members of society we all of us bear responsibility for eliminating violence against women. This violence will end only when society stops tolerating violence.

Source: Fröschl / Löw, *Gegen Gewalt an Frauen handeln. Ausbildungskonzept für Trainerinnen*, Vienna 1996

Structure and Contents

This training programme pursues a feminist approach incorporating principles of social thinking. It is a professional programme designed for use in training and sensitising the relevant vocational groups. The manual includes fundamental information on the issue of violence against women and children and suggestions and exercises for practical work. The manual is structured as follows:

The first section (General) deals with the basic principles involved in carrying out training courses in the field. This includes: theoretical background, objectives and contents, methods and teaching aids, handling difficult situations, and background conditions.

The remainder of the manual breaks down into two main sections:

- Basic module
- Specific modules

The **Basic module** covers the basics for the training and awareness-raising programme for professionals. It deals with the fundamental topics which are relevant

for all vocational groups and which broadly relate to the central issues and problems connected with violence against women.

The **Specific modules** examine in more detail the specifics of the way in which individual groups of professionals have to deal with violence against women. There are specific modules for professionals in the fields of law enforcement, the judiciary, medicine and psycho-social work.

Both the Basic module and the Specific modules are structured as follows:

1. Topic and treatment - method - examples for the Trainer
2. Theoretical background to the topic for the Trainer
3. Handouts for the trainees (work sheets with background information relating to the individual exercises)

The **Basic Module** falls into three areas:

- The first section, "Practical", contains exercises for use in practical training relating to specific topics. For each topic there are several exercises which can be used at the Trainer's discretion.
- The second section, "Handouts", consists of a number of work sheets designed to serve as supplementary material for the participants to use during the practical exercises. The Handouts contain information, instructions and background knowledge relating to the exercises. They are distributed to the participants in the form of photocopies.
- The third section, "Theory", contains basic theoretical material. It includes individual theoretical texts on the topics for the Trainer's use, references to international documentation, and articles by contemporary researchers which can be handed out to the participants as required.

The **Specific Modules** are an extension of the Basic Module addressing the particular needs of individual professional groups which deal with battered women and their children. The target groups here are: police, justice professionals (state prosecutors, judges, lawyers), medical professionals (doctors, nursing staff) and psycho-social professionals (social workers, psychologists, psychotherapists).

The circumstances in which these professional groups work vary widely from country to country, so that these modules contain suggestions for exercises and handouts for use by the Trainers. It is left up to the Trainers to gauge the details of the training material to the specific circumstances relating to the professional group concerned.

This training programme has been compiled in such a way that it can be used throughout Europe. It therefore avoids reference to material that relates to specific regions or countries, mentioning only in passing aspects which might be of relevance to the topic in any given section. It is therefore the job of the Trainer to supplement the material and adapt the training units to take account of the specific circumstances pertaining to the country concerned.

The Basic Module consists of eight topics:

- Topic 1: Forms and Patterns of Violence
- Topic 2: Beliefs and Facts
- Topic 3: Impact of Violence
- Topic 4: The Plight of the Victim / Survivor
- Topic 5: Perpetrators
- Topic 6: Crisis Support

- Topic 7: Counselling Skills
Topic 8: Support Services

The unit deals with the definition of the term "violence against women" and sets out to inform the participants about manifestations and patterns of violence and sensitise them to these.

Aims:

- To enhance the participants' awareness of various forms of violence
- To make them aware of the patterns intrinsic to violence: perpetrators pursue similar strategies, so that violence is not an isolated offence
- To show that violence against a woman conceals the intention to exercise control and power over her
- To highlight the gender-based nature of abuse and reveal the links between violence against women and social structures
- To introduce the human rights perspective

Topic 2: Beliefs and Facts

This unit examines "beliefs" which frequently cover up the real causes of violence against women. The participants should learn to detect and question these "beliefs". The goal of the trainer is to portray the problem of violence against women realistically, with the aid of hard and fast facts and figures, and to demonstrate her competence and expertise.

Aims:

- To make the participants aware of their own beliefs
- To challenge these beliefs
- To provide facts and figures
- To demonstrate the trainer's competence and expertise

Topic 3: Impact of violence

The primary goal of this unit is to consider the practical difficulties that arise when a woman separates from her partner or runs away from him and to empathise with the emotions involved. These considerations are intended to help the participants realise that there is no such thing as a straight-forward solution, that every step the woman takes entails or can entail consequences, and that there is a very real reason for the much-quoted "ambivalence" of women in such predicaments.

Aims:

- To understand the impact of abuse on women and children
- To understand the direct link between forms of violence and their impact on women

Topic 4: The Plight of the Victim / Survivor

This unit deals with the plight of women living in abusive relationships. It examines

the question why women live in such relationships and with what difficulties they have to contend.

Aims:

- To understand the difficulties which women have in leaving a violent man (e.g. the 'Stockholm Syndrome', children, economic, religious and legal constraints) and in overcoming victim-blaming
- To understand the impact of violence on the children
- To understand specific individual circumstances (migrants, the elderly, the disabled etc.)
- To understand the need to respect women's choice of solutions
- To understand the need to empower women: women are not helpless and passive victims

Topic 5: Perpetrators

There are myths relating to violent men which bear little resemblance to the facts and serve to exonerate them from responsibility for their violence or at least to play it down - just as they do themselves. Such myths tend to centre around the men's unhappy childhood, alleged faults in their partners, their loss of self-control as "something stronger than they are", threats to their standing as men, the evils of alcohol and so on and so forth.

These explanations cite causes and events which divert attention away from the real problem - acts of violence - and attach the blame to anybody and anything at hand, just not to the perpetrator himself.

There is a strong temptation - first and foremost for the woman affected but also for relatives and friends and subsequently for those called upon to help in various professional functions - to fall for such strategies and exonerate a violent man from responsibility for his actions. This is tantamount to not really taking him seriously.

The purpose of this unit is to make it clear that acts of violence against women are driven by motives and strategic considerations and do not happen "out of the blue" but are intrinsic to a system of power and control. The participants are acquainted with the most widespread forms of self-exoneration and are encouraged to confront perpetrators with their own actions and assign the responsibility for these actions solely to the men concerned (Elfriede Fröschl / Sylvia Löw, *Gegen Gewalt an Frauen handeln. Österreichisches Grundkonzept*, Vienna 1996a).

Aims:

- To identify exoneration and justification strategies
- To overcome myths (alcoholism, unhappy childhood, unemployment etc.)
- To learn how to unmask the perpetrator's strategies

Topic 6: Crisis Support

The purpose of Topic 6 is to make it clear that the immediate experience of violence constitutes a crisis which must be handled with a specially high degree of sensitivity. The primary goal of intervention must be to safeguard the protection and security of the victim and her children. Bearing this in mind, the participants should deal with the

difficult task of danger assessment, and they should learn how to provide practical crisis support and the requisite legal information.

Aims:

- To consider basic avenues to intervention
- To learn accurately to assess the danger which the perpetrator poses for the victim and her children
- To provide legal information
- To learn how best to safeguard the protection and security of the victim and her children

Topic 7: Counselling Skills

This unit deals with the problems which professionals encounter during their work in approaching the issue of domestic violence and in providing abused women with competent counselling. At the same time, the prevailing conditions are a decisive factor in whether a victim of violence can talk about her experiences and seek and / or accept help. This unit, then, sets out to encourage professionals to adopt a positive, active role.

First of all, the participants should bear in mind that:

- there is not just one solution in cases of domestic violence
- professionals are already good but that they can still respond better
- each woman has the right to be safe
- talking about one's own prejudices can be the first step to eliminating them

Aims:

- To identify the obstacles with which professionals have to contend in dealing with abused women
- To draw up approaches to surmounting these obstacles
- To review optimised forms of support and information for abused women within the given vocational scope

Topic 8: Support Services

Only very rarely is it possible for a single individual to provide competent and comprehensive support. In the case of most professional groups, the limits of their official responsibilities and the pressure of work prevent them from providing all-round support for a woman who has been subjected to violence. Generally speaking, it would anyway not be advisable for a professional - such as a General Practitioner - to go beyond the limits of her or his vocational field and attempt to act as lawyer, judge, social worker, psychologist and therapist as well. The members of each professional group have their own opportunities for intervening and giving support, and it is essential that they do so. An important factor here is co-operation with other people and services providing assistance, so that the woman can be referred elsewhere if necessary. This unit is therefore devoted to providing a survey of specialised support services and to reviewing the fundamental principles of co-operation.

The participants are given information in particular on women's shelters and regional support organisations so that they can refer women to the appropriate facilities in cases of emergency. A further point stressed in this unit is that the woman concerned should be able to take it for granted that no steps will be taken without consulting her first (Fröschl / Löw, 1996a).

Aims:

- To understand how shelters work (principles of the shelters)
- To find out about the institutions to which to refer women and children
- To understand the relevant constraints
- To counter the prejudice against shelters
- To encourage inter-agency co-operation

The Specific Module for police consists of five topics:

- Topic 1: The Stockholm Syndrome
- Topic 2: Assessing dangerousness
- Topic 3: Interviewing victims
- Topic 4: Professional and victim-centred police intervention
- Topic 5: Relevant laws and guidelines for police intervention

The Specific Module for judicial professionals consists of 7 topics:

- Topic 1: The psychological situation of a victim of domestic violence
- Topic 2: Strategies of perpetrators of domestic violence
- Topic 3: Assessing dangerousness
- Topic 4: Victim / witness testimony in court
- Topic 5: The victim in the civil court
- Topic 6: The victim in the criminal court
- Topic 7: International recommendations on legal measures to eliminate violence against women

The Specific Module for medical professionals consists of five topics:

- Topic 1: Identification of violence
- Topic 2: Trauma
- Topic 3: Safety planning
- Topic 4: Report and legal consequences
- Topic 5: How to stay supportive

The Specific Module for psycho-social professionals consists of the following topics:

- Topic 1: Basic knowledge about violence against women
- Topic 2: The plight of migrant women living with an abuser
- Topic 3: Legal information
- Topic 4: Co-operation
- Topic 5: Possibilities and limitations of the professional group

Implementation of the Project

The programme's basic outline and its structure derive from the outcome of a three-day meeting of experts from nine countries held in Vienna in April 2000. The experts pooled their long-standing experience in the training of various groups of professionals. Their own training programmes and those of the organisations to which they belong have been incorporated in the present Manual. The national training programmes listed below are amongst those which provided substantial

material:

Training programme "Gegen Gewalt an Frauen handeln", project management: Elfriede Fröschl and Sylvia Löw, Vienna 1995,

Training folder "Gegen Gewalt an Frauen - Wege zur Veränderung", published by the Information Centre against Violence, Austrian Women's Shelter Network on behalf of the Women's Office of the Vienna Municipal Authorities, Vienna 1994,

Publications by TransAct: Aarnink / Boland / Van der Vlucht "Seksueel geweld aan de orde, een basiscursus voor hulpverleners", Utrecht 1991,

Ineke Van der Vlucht / TransAct "Handelen bij mishandeling, een handleiding voor hulpverleners bij geweld in de relatie", Utrecht 1998,

ROKS / Avliva Myterna "Sanningar och lögner om mäns våld mot kvinnor", Sweden, no date given.

The Train-the-trainer Seminar

An initial Train-the-trainer seminar was held in Austria in September 2000 as part of the project. Using the present manual, experts from women's support organisations in various European countries with little or no experience in training professionals were trained so that they could go on to initiate and run similar training programmes in their own countries.

These are the requirements for being able to work with the programme:

- Several (preferably at least two) years' experience of working with abused women in a women's support organisation
- Understanding of a feminist / gender perspective
- Experience with group work, some training experience
- Completion of a WAVE Train-the-trainer seminar

The complete manual should be given only to trainers who meet the above requirements. WAVE plans to hold further Train-the-trainer seminars to ensure that the programme has the widest possible reach.

The introductory chapter also outlines the most important training methods used in the programme.

Methods and Teaching Aids

The practical application of the exercises requires various skills and teachings aids designed to enable the trainer to adapt and expand the topics in a variety of ways. The most important methods are summarised and explained on the following pages.

Listening

One of the most important qualities required of the Trainer and of the participants is the ability to listen. A good listener will always be attentive and will allow others to finish what they have to say without interrupting.

Presentation

Presentation means first activating the knowledge that already exists within a group and structuring it in accordance with the approach you intend to adopt. The Trainer's job will be to ensure that all the participants can make their own contributions and at

the same time that no one participant comes to dominate the discussions. The Trainer should also be able to summarise the key points in each participant's remarks in such a way that they are comprehensible for everybody and to keep bringing the discussion back to the subject at hand.

Brainstorming

Brainstorming has proved an extremely creative and stimulating approach to opening up a consideration of a particular topic. The participants are invited to call out their responses to a given concept or question, and the Trainer writes these on the blackboard or flip chart. Only after this does the group start its discussion or analysis, its critical appraisal, structuring and so on.

Discussion

Discussion is an appropriate method for critically reviewing a given topic, exploring causes and identifying correlations - for instance with regard to the question of why men are violent. The Trainer's job here is to initiate the discussion among the participants and to ensure that they do not lose sight of the subject at hand and the starting-point of the discussion. There has to be room for the presentation of opposing views, and the Trainer should not try to avoid this. If the differences of opinion are too wide to be bridgeable, though, the Trainer should be careful to ensure that this does not lead to a serious division. The Trainer will summarise the views expressed and, where necessary, leave the outcome of the discussion open if the differences threaten to obstruct progress in the programme as a whole.

Group work

Dividing the participants into small groups is a useful way of dealing with individual issues in detail and of providing scope for the largest possible number of participants to contribute to the discussions. The size of the groups will depend on the aims of the group work and the nature of the ground to be covered. Be sure to define the objectives for group work clearly. Supplement verbal instructions with visualisations. You might, for instance, write the topic, ground to cover, issues, size of the group and time schedule on the flip chart. The Trainer should help the participants in the course of their group work by asking how they are doing and, about five minutes before the end of the allotted time, pointing out how long there is to go.

Role games

Role games afford the opportunity to explore and consider various courses of action within a protected environment ("safe space") and thus to gain a better understanding of the predicament and needs of battered women. In the course of a role game the participants enact a given scene. They are given a brief verbal or written description of the part they are to play, with their roles outlined in greater or lesser detail as appropriate. There are various ways of allocating the roles: ideally, participants should volunteer for the roles; or the Trainer assigns them; or participants take on the roles which they play in real life. The role game can take place either in a small group or in pairs or in the whole group. The participants not playing a role act as observers. Pairs should always be assigned an observer whose job is to watch exactly what happens in the role game (what do I hear / see / feel?) and to report on her observations during the ensuing discussion. Personal confrontation with an issue can be tough, so the ensuing discussion is especially important. The discussion should always begin with the role of the battered woman, then that of the professional, followed by the observers and the Trainer. The Trainer's task is to plan and structure

the ensuing discussion so that it can be conducted with the necessary thoroughness to maximise the insights gained.

Exiting from the role: It is very important for the Trainer to help the role players slip back out of their roles. The Trainer should make it adequately clear that the role and the person playing it have nothing to do with each other. In this way it is possible to avoid remarks made on the enacted situation being applied to the participants acting the roles. The exit phase takes place either before or after the discussion:

a) *Exit before the discussion (straight after the role game):* In this case there is a short break after the role game to emphasise the point that both the game and the roles are over. During the discussion the participants who played roles speak about them not in the first but in the third person ("Mrs Smith was afraid ...").

b) *Exit after the discussion:* During the discussion the participants who played roles speak as if they were still acting ("I was afraid ..."). The exit phase occurs at the end of the discussion, as in a) above.

Whenever possible, role games should be carried out in the language of the country concerned, because foreign languages can be an obstacle to free and spontaneous enactment. Because role games generally refer to the specific circumstances prevailing locally or regionally and to people with a specific background, the present manual has largely omitted them from the exercises. They should therefore be devised and prepared by the Trainers themselves.

Case studies

As a teaching aid, case studies are helpful in, for instance, working on possible solutions to problems or in examining the feelings of the people involved in the case described. Generally speaking, the case studies are presented to the participants in written form. Whenever you use a "real-life" case, it is essential to alter or delete the characters' identity (name, domicile etc.) to protect their anonymity. As with role games, the present manual leaves it largely up to the Trainer to compile case studies from her own professional experience - preferably in the participants' language - because the prevailing circumstances vary from country to country.

Theoretical information – Visualisation

The Trainers and other lecturers contribute theoretical knowledge and information on a given subject. It is advisable also to provide the information in the form of written material, because the participants can concentrate on only a limited amount of spoken information and will retain only a fraction of it for any length of time. The theoretical texts contained in the WAVE manual are designed to provide background information for the trainer but can also be copied and distributed to the participants where necessary.

It is best to translate knowledge and information into visual terms. The Trainer can write the main points of the theoretical material being discussed on a poster or overhead transparency. This helps the participants to commit information to memory and retain it.

Audiovisual teaching aids

The use of audiovisual teaching aids - first and foremost videos - adds a certain element of authenticity to the treatment of the topic of violence against women. However, the Trainer should carefully consider the benefits and drawbacks of

audiovisual teaching aids. It is important to ensure, for example, that the characters shown on the video represent a typical cross-section of the real-life people involved. A video which concentrates exclusively on women from marginalised social groups will tend rather to reinforce existing preconceptions and are thus counter-productive. Images on a screen transmit a number of messages, and those watching them will not always be aware of all of them.

Feedback

In this case, feedback means that the participants and Trainers say in a few words what impression a situation, a certain statement or an incident made on them. It is important to ensure that they do not try to classify other people's behaviour but simply portray their own responses and impressions. The main point is to verbalise one's own state of mind in the given situation (for example by saying: "I didn't feel that people were taking me seriously").

Adapted from: Fröschl / Löw, *Gegen Gewalt an Frauen handeln. Ausbildungskonzept für Trainerinnen*, Vienna 1996

Duration of the training course

A training course should ideally last 4 to 6 days. Certainly, the Basic Module should take at least two days. A training course that lasts only a day or even less cannot count as a training course. This would merely rank as an information meeting or a workshop at which certain facts are presented and / or discussed.

Project Evaluation

The project only began in the year 2000, so it is not yet possible to evaluate it as a whole. At the end of the Train-the-trainer Seminar in Strobl, Austria, the trainers and organisers asked for feedback. The participants gave the training programme as a whole very high marks. The concept was new for almost all of them. In particular, they singled out the programme's comprehensive scope and detailed treatment of the subject matter for praise.

Some of the participants have already spoken to the relevant authorities and institutions in their own countries on the possibilities of conducting training courses.

We plan to hold at least one train-the-trainer seminar a year with a view to creating more trainers and thus making the programme more widely available in more countries. We also plan to draw up new Specific modules for such vocational groups as teaching professionals and journalists.

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