



THE ISTANBUL CONVENTION THE NORDIC WAY

The Nordic Countries'
Implementation of a selection
of paragraphs in The Council of
Europe Convention
on preventing and combating
violence against women and
domestic violence

KUN

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KUN is a Norwegian non-governmental organisation founded in 1991, based in Steigen with a regional office in Steinkjer. KUN's work to combat discrimination and promote equality includes perspectives on gender, sexual orientation and gender identity, ethnicity and ability. KUN does research and applied work in the field of equality and anti-discrimination.

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Preface

For more than 40 years the Nordic countries have had a constructive cooperation on the field of equality. The countries generally agree on the policies, but the tools and measures to get there may vary. All the Nordic countries agree on a zero-tolerance for violence against women and domestic violence, and consider freedom from violence a prerequisite for an equal society. Through constructive collaboration we get to know each other across the borders, and by sharing knowledge and good examples with each other, we are better equipped for achieving an equal society throughout the Nordic region.

In 2011, the Council of Europe Convention on preventing and combating violence against women and domestic violence (the Istanbul Convention) was adopted. The convention is signed by all the Nordic countries, and is ratified by all the countries except Iceland.

The main purpose of this report is to shed light on the work that is currently being carried out in the Nordic countries on violence against women and domestic violence, so that we can learn from one another. Taking the Istanbul Convention as a starting point, this report looks closely at the measures taken by the Nordic countries with reference to a set of Articles in the Convention. Prevention is of particular importance here. The report presents the work being done in each of the Nordic countries, analyses part of this work, and collates a selection of good practices from the Nordic countries. The report is aimed at politicians, policy makers, public administrators, researchers, and everyone else working in the field of violence against women and domestic violence.

KUN has been working on issues concerning gender equality, violence against women and domestic violence, along with violence against specific vulnerable groups since we were established in 1991. We are grateful for the opportunity to expand our work through this report. We would like to thank the Nordic Council of Ministers for making these problematics their priority. We are also grateful to the project group, consisting of members from the Norwegian Ministry of Children and Equality and the Ministry of Justice and Public Security for the collaboration in this project. Thank you to Tommy Knutsen, Hilde Knotten, Line Nersnæs, and Kari Framnes, and the representatives from the Secretariat for the Nordic Committee of Senior Officials for Gender Equality who read and commented on the report. We are also particularly indebted to Stine Bang Svendsen who read, commented and contributed to chapter 4 of this report.

Finally, we are particularly grateful to the ministries and departments in the Nordic countries who generously provided us with all the information we needed, and to the academics, representatives from NGOs and frontline services, and everyone else who have supplemented this information.

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Summary

1. Introduction

Violence against women, domestic violence, and gender-based violence are some of the most serious inflictions of human rights in Europe. These forms of violence are also largely silenced. The Nordic countries have expressed a zero tolerance for violence against women and domestic violence. But despite this, and despite the Nordic countries being among the most gender equal in the world, there is nevertheless a high prevalence of violence against women and domestic violence. This paradox suggests that there is still substantial work to be done to combat these forms of violence, also in the Nordic countries.

A key part of this work is the ratification and implementation of the Council of Europe Convention on preventing and combating violence against women and domestic violence (hereafter 'the Istanbul Convention' or 'the Convention'). The Nordic countries have all signed the Istanbul Convention. Denmark, Finland, Norway and Sweden have also ratified it, and partly started reporting to GREVIO, the Group of Experts on Action against Violence against Women and Domestic Violence. In other words, substantial work is currently being carried out all over the Nordics to combat the forms of violence covered by the Convention.

This report discusses some of this work, and looks closely at what is currently being done in the Nordics with direct reference to a selection of Articles in the Convention. The report presents policy work and specific measures carried out in Denmark, Finland, Iceland, Norway, and Sweden, along with the autonomous territories of Åland, Greenland and the Faroe Island.

This project covers the following articles of the Istanbul convention:

Under Chapter 2 of the Istanbul Convention on integrated policies and data collection:

- Article 10 – Co-ordinating body
- Article 11 – Data collection and research

Under Chapter 3 of the Istanbul Convention on Prevention:

- Article 12 – General obligations
- Article 13 – Awareness-raising
- Article 14 – Education
- Article 15 – Training of professionals
- Article 17 – Participation of the private sector and the media

This project is funded by the Nordic Council of Ministers, and carried out as a part of the Norwegian presidency in 2017. The Norwegian Ministry of Children and Equality and the Norwegian Ministry of Justice and Public Security are the awarding authorities, and the project is led by KUN.

2. Methodology and theoretical approach

Chapter 2 outlines the methodology for data collection and theoretical approach used in the project. This report consists of a substantial collection of data, describing some of the work that the Nordic countries are doing to prevent violence against women and domestic violence. Data have been collected through questionnaires sent out to relevant ministries in the Nordic countries, a Nordic workshop with representatives from relevant ministries, interviews with public administrators and others in the public sector, as well as civil society organisations and researchers. The material has been collected by the project group and each country has read through and approved the material. The country overview presented here is not a full overview of everything the respective countries are doing in relation to each article of the

Convention, but a reorganised and partly supplemented version of what the countries themselves have reported. The report has some limitations in terms of scope and the particular articles covered, and these limitations are discussed here.

Finally, we present the theoretical and analytical strategies we use in this report. The Istanbul Convention is in itself very specific in how it frames the forms of violence that are covered. In this regard, we discuss a theoretical and methodological approach that takes as a starting point the representation of policy problems, and how representations of political problems and their solutions contribute to the ways in which problems are understood.

3. Country overview

In chapter 3 we present the work of each of the Nordic countries in relation to Articles 10, 11, 12, 13, 14, 15, and 17 in the Istanbul Convention. The overviews are based on reports provided by each country, and vary somewhat in presentation. For each country we go systematically through all the Articles covered by this project. The country overviews include separate information on Åland, Greenland and the Faroe Island.

4. Gender and domestic violence: exploring the problem

In this chapter we take a comprehensive look at how the various types of measures in each of the Nordic countries suggest something about the underlying understanding of domestic violence, gender-based violence and violence against women. Carol Bacchi notes that behind every policy measure lies a specific understanding of the problem. In this chapter we examine some of the measures that are taken in the Nordic countries more closely, and how these measures also have an impact on what the problem is represented to be. Specifically, we discuss how gender plays a part in the understandings of these forms of violence.

The policies that are developed and the measures that are taken suggest something about the underlying understanding of violence against women and domestic violence. This is not an attempt to evaluate the various measures in the Nordic countries, or their effectiveness. This would require looking closely at prevalence studies over time and seeing these in relation to various measures taken, along with examining other factors that may influence the rate of violence, such as economic instability. The aim of this chapter is rather to take glance across the Nordic countries at the work that is being done, as highlighted in the previous chapters. In addition to the material presented throughout the discussions in this chapter, we also base our analysis on a general overview of some of the Articles (see Appendix 1).

We start by analysing the work reported by the Nordic countries under Article 10 and 11 under Integrated policies and data collection, and comment on similarities and differences in how the countries have chosen to fulfil their obligations (for those these obligations apply to).

Following this, we look more closely at the work that falls under the heading of Prevention, and the ambition to change society which we argue lie underneath the way the Convention frames this. We examine how the convention defines the different forms of violence, followed by a discussion of various understandings of intimate partner violence. In research as well as in policy making, there are different ways of understanding the phenomenon. Some of these understandings involve a more gender-neutral approach, and some define the problem as explicitly gendered. We look at the academic debates on these issues, with reference to the work that is currently being done in the Nordic countries.

However, there may also be a need to move beyond gender. Using Bacchi's approach to policy analysis requires us, not only to look at what the problem is represented as in policy documents, but also at what is being left out. While gender, as discussed above, is central both in the Convention and in the work being done by the Nordic countries, it can be argued that the Convention, and the Nordic countries, to some extent builds on gender essentialism, or the assumption that women have some experiences in common independent of race, class, sexual orientation and gender identity, and other realities of experience.

Violence may take different forms depending on who you are, and we examine more closely some aspects of the work that is partly missing in the Nordic countries' reporting.

Finally, we look at some structural aspects of preventive work, both in terms of time (short and long-term efforts), and in terms of some key institutions that are particularly well placed for doing preventive work. Both shelters, and schools and kindergartens are institutions which are in a particularly good position to do preventive work. We end the chapter by pointing towards what could be an ambition for the Nordic countries, namely to keep making more inclusive policies that take into account different forms of lived realities.

5. Highlighted practices

A key task in this project has been to define highlighted practices, as a part of the overall goal, namely to facilitate learning across the Nordic context. We have systematised all the information from the Nordic countries, and have picked out a range of practices. As we are not evaluating the effectiveness of measures in this report, we have picked practices that appear to be particularly interesting, that provide a new take on an old problem, or that involve e.g. utilising existing resources in different ways. The practices are organised according to the selected articles in the Convention. The highlighted practices contain examples from all levels, from overarching policies to small projects carried out by civil-society actors.

1. Introduction

Violence against women, domestic violence, and gender-based violence are some of the most serious inflictions of human rights in Europe. These forms of violence are also largely silenced. The Nordic countries have expressed a zero-tolerance for violence against women and domestic violence. But despite this, and despite the Nordic countries being among the most gender equal in the world, there is nevertheless a high prevalence of violence against women and domestic violence.¹ This paradox suggests that there is still substantial work to be done to combat these forms of violence, also in the Nordic countries.

A key part of this work is the ratification and implementation of the Council of Europe Convention on preventing and combating violence against women and domestic violence (hereafter 'the Istanbul Convention' or 'the Convention'). The Nordic countries have all signed the Istanbul Convention. Denmark, Finland, Norway and Sweden have also implemented it, and partly started reporting to GREVIO, the Group of Experts on Action against Violence against Women and Domestic Violence. In other words, substantial work is currently being carried out all over the Nordics to combat the forms of violence covered by the Convention.

This report discusses some of this work, and looks closely at what is currently being done in the Nordics with direct reference to a selection of Articles in the Convention. The report presents policy work and specific measures carried out in Denmark, Finland, Iceland, Norway, and Sweden, along with the autonomous territories of Åland, Greenland and the Faroe Island. Based on extensive reports from each country, we outline policy work and measures. We discuss some of the policies and measures, and what these suggest about the understandings of the problem at hand. Finally, we expand on a selection of highlighted practices carried out in the Nordic countries. These practices may be sources of inspiration for other countries that are working with implementing the Istanbul Convention.

About the project

This project is funded by the Nordic Council of Ministers, and carried out as a part of the Norwegian presidency in 2017. Part of the work during Norway's presidency was to write this report on the Nordic countries' implementation of the Istanbul convention, in order to facilitate learning between the Nordic countries on how to further and develop the work against violence against women and domestic violence. The Norwegian Ministry of Children and Equality and the Norwegian Ministry of Justice and Public Security are the awarding authorities, and representatives from these ministries make out the steering group of the project.

KUN is the project leader, and author of this report. The report is written on behalf of the Norwegian Ministry of Children and Equality and the Norwegian Ministry of Justice and Public Security. KUN is responsible for the contents of this report. The overall framework for the report has been approved by the Nordic Council of Ministers. The country overviews are based on information provided by ministries and directorates, and representatives from civil society in each country. KUN is responsible for the choice of analytical focus and choice of theoretical approach. The choice of Articles in the Convention was decided when the project was awarded to KUN.

The KUN centre for gender equality is a non-governmental organization founded in 1991. We are based in Steigen, with a regional office in Steinkjer. KUN does practical equality work and research, and our work to

¹ Enrique Garcia and Juan Merlo, "Intimate Partner Violence against Women and the Nordic Paradox," *Social Science and Medicine*, no. 157 (2016).

combat discrimination and promote equality includes perspectives on sexual orientation, gender identity, ethnicity and ability.

According to the mission statement from the Norwegian ministries, KUN's work with this project has involved the following:

- Developing a questionnaire for the Nordic countries, taking GREVIO's own questionnaire as a starting point
- Collect and coordinate the collection of data from the Nordic countries
- Prepare Norway's report
- Arrange a workshop for participants from the Nordic countries (this took place in Copenhagen in June 2017)
- Arrange a conference (in Oslo, in March 2018)
- Write a report

We have focused the work in this project on a selection of paragraphs, which were chosen by the ministries. The main focus area of the project is prevention, although we also map and discuss the countries' work with regards to integrated policies and data collection. The articles in question define the scope of the project, and the selected articles are the following:

Under Chapter 2 of the Istanbul Convention on integrated policies and data collection:

- Article 10 – Co-ordinating body
- Article 11 – Data collection and research

Under Chapter 3 of the Istanbul Convention on Prevention:

- Article 12 – General obligations
- Article 13 – Awareness-raising
- Article 14 – Education
- Article 15 – Training of professionals
- Article 17 – Participation of the private sector and the media

Article 16 has been covered by a previous project on the Nordic countries' work with perpetrators of intimate partner violence.²

The overall goal of the project is to contribute to the prevention and eradication of all forms of violence against women and domestic violence.

Aims and goals

The report is aimed at politicians, public officials and policy makers, NGOs and civil society, researchers, and others working in the field of violence against women and domestic violence who are interested in learning more about the work that is currently being carried out in the Nordic countries. The main focal point of this project is prevention of violence, but the report also looks at coordination and data collection.

In this report we examine the Nordic countries' implementation of a selection of articles from the Istanbul Convention. We also discuss and analyse some key factors in the work done by the Nordic countries, and look more closely at how certain framings of a problem contribute to the understanding of the problem. Furthermore, as a source of learning and inspiration for future work for the Nordic countries and elsewhere, we present highlighted practices from the different countries. These practices are a mix of policies, public measures, collaborations, and civil-society initiatives.

² Vall, Berta (2017) *Nordic Countries Overview of Work with Perpetrators of Intimate Partner Violence*, TemaNord 2017:513. Available from <http://norden.diva-portal.org/smash/get/diva2:1082406/FULLTEXT05.pdf>

The main goal of the report is to facilitate learning between the Nordic countries on how to further and improve the effort to combat violence against women and domestic violence. By looking at how the Nordic countries, including the autonomous territories of Åland, the Faroe Islands and Greenland, follow up certain paragraphs from the Istanbul Convention, we aim to contribute to sharing and spreading experiences and good practices.

About the convention

The Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence, or the Istanbul Convention, is the first legally binding European Convention on the field of violence against women, domestic violence and gender-based violence. It is globally the most far-reaching agreement for intervention in the forms of violence covered by the convention.

The convention understands violence against women as a structural and historic problem, and as a symptom of unequal power between women and men.³ Violence against women is defined as “a violation of human rights and a form of discrimination against women” and refers to “all acts of gender-based violence that result in, or are likely to result in, physical, sexual, psychological or economic harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in the public or in private life”.⁴ Domestic violence is defined as “all acts of physical, sexual, psychological or economic violence that occur within the family or domestic unit or between former or current spouses or partners”.⁵ The convention also defines gender, as the “socially constructed roles, behaviours, activities and attributes that a given society considers appropriate for women and men”, and gender-based violence as “violence that is directed against a woman because she is a woman or that affects women disproportionately”.⁶ In this report we take these definitions as our point of departure.

Historically, violence against women and domestic violence has been a significant problem in Europe. The work on the Convention came out of a need to harmonise legal standards that would ensure victims of violence the same level of protection everywhere in Europe.⁷ A first draft of the Convention was finalised in 2010, it was adopted by the Council of Europe Committee of Ministers on the 7th of April 2011, and it entered into force in 2014, following the 10th ratification. As of January 2018, 16 countries have signed the convention but not yet ratified, and 28 countries have ratified.⁸

Relevant articles in the Istanbul convention

The following articles make the basis for the discussions in this report, and we quote the full articles below. A summarised version of the articles is also quoted in the country overview, before the answers from each country. This report does not go beyond the contents of articles listed below.

³ Council of Europe Convention on preventing and combating violence against women and domestic violence, Preamble.

⁴ Council of Europe Convention on preventing and combating violence against women and domestic violence, Article 3

⁵ Ibid

⁶ Ibid

⁷ Council of Europe, ‘Historical background’, available from: <https://www.coe.int/en/web/istanbul-convention/historical-background>

⁸ Council of Europe, ‘Chart of signatures and ratifications of Treaty 210’, available from: <https://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/210/signatures>

Article 10 – Co-ordinating body

1. Parties shall designate or establish one or more official bodies responsible for the coordination, implementation, monitoring and evaluation of policies and measures to prevent and combat all forms of violence covered by this Convention. These bodies shall co-ordinate the collection of data as referred to in Article 11, analyse and disseminate its results.
2. Parties shall ensure that the bodies designated or established pursuant to this article receive information of a general nature on measures taken pursuant to Chapter VIII.
3. Parties shall ensure that the bodies designated or established pursuant to this article shall have the capacity to communicate directly and foster relations with their counterparts in other Parties.

Article 11 – Data collection and research

1. For the purpose of the implementation of this Convention, Parties shall undertake to:
 - a. collect disaggregated relevant statistical data at regular intervals on cases of all forms of violence covered by the scope of this Convention;
 - b. support research in the field of all forms of violence covered by the scope of this Convention in order to study its root causes and effects, incidences and conviction rates, as well as the efficacy of measures taken to implement this Convention.
2. Parties shall endeavour to conduct population-based surveys at regular intervals to assess the prevalence of and trends in all forms of violence covered by the scope of this Convention.
3. Parties shall provide the group of experts, as referred to in Article 66 of this Convention, with the information collected pursuant to this article in order to stimulate international co-operation and enable international benchmarking.
4. Parties shall ensure that the information collected pursuant to this article is available to the public.

Article 12 – General obligations

1. Parties shall take the necessary measures to promote changes in the social and cultural patterns of behaviour of women and men with a view to eradicating prejudices, customs, traditions and all other practices which are based on the idea of the inferiority of women or on stereotyped roles for women and men.
2. Parties shall take the necessary legislative and other measures to prevent all forms of violence covered by the scope of this Convention by any natural or legal person.
3. Any measures taken pursuant to this chapter shall take into account and address the specific needs of persons made vulnerable by particular circumstances and shall place the human rights of all victims at their centre.
4. Parties shall take the necessary measures to encourage all members of society, especially men and boys, to contribute actively to preventing all forms of violence covered by the scope of this Convention.
5. Parties shall ensure that culture, custom, religion, tradition or so-called “honour” shall not be considered as justification for any acts of violence covered by the scope of this Convention.
6. Parties shall take the necessary measures to promote programmes and activities for the empowerment of women.

Article 13 – Awareness-raising

1. Parties shall promote or conduct, on a regular basis and at all levels, awareness-raising campaigns or programmes, including in co-operation with national human rights institutions and equality bodies, civil society and non-governmental organisations, especially women’s organisations, where appropriate, to increase awareness and understanding among the general public of the different manifestations of all forms of violence covered by the scope of this Convention, their consequences on children and the need to prevent such violence.
2. Parties shall ensure the wide dissemination among the general public of information on measures available to prevent acts of violence covered by the scope of this Convention.

Article 14 – Education

1. Parties shall take, where appropriate, the necessary steps to include teaching material on issues such as equality between women and men, non-stereotyped gender roles, mutual respect, non-violent conflict resolution in interpersonal relationships, gender-based violence against women and the right to personal integrity, adapted to the evolving capacity of learners, in formal curricula and at all levels of education.
2. Parties shall take the necessary steps to promote the principles referred to in paragraph 1 in informal educational facilities, as well as in sports, cultural and leisure facilities and the media.

Article 15 – training of professionals

1. Parties shall provide or strengthen appropriate training for the relevant professionals dealing with victims or perpetrators of all acts of violence covered by the scope of this Convention, on the prevention and detection of such violence, equality between women and men, the needs and rights of victims, as well as on how to prevent secondary victimisation.
2. Parties shall encourage that the training referred to in paragraph 1 includes training on coordinated multi-agency co-operation to allow for a comprehensive and appropriate handling of referrals in cases of violence covered by the scope of this Convention.

Article 17 – Participation of the private sector and the media

1. Parties shall encourage the private sector, the information and communication technology sector and the media, with due respect for freedom of expression and their independence, to participate in the elaboration and implementation of policies and to set guidelines and selfregulatory standards to prevent violence against women and to enhance respect for their dignity.
2. Parties shall develop and promote, in co-operation with private sector actors, skills among children, parents and educators on how to deal with the information and communications environment that provides access to degrading content of a sexual or violent nature which might be harmful.

Structure

Following this introductory chapter, the report's chapter 2 on methodology and theoretical approaches includes a more detailed description of how the work with this report has been carried out and what we base our analysis on.

Following this, chapter 3 presents country overviews, and these make up the most substantial part of this report. The country overviews are organised by country, and we go through article by article from the Convention.

Moving on from the country overviews, in chapter 4 we take a comprehensive look at how the various types of measures in each of the Nordic countries suggest something about the underlying understanding of domestic violence, gender-based violence and violence against women.

Finally, a key task in this project has been to define highlighted practices. In chapter 5 we present a range of good practices based on the information available in the country overviews, to inspire learning across the Nordic countries and beyond.

2. Methodology and theoretical approaches

This report contains a substantial collection of data, describing some of the work that the Nordic countries are doing to prevent violence against women and domestic violence. In the following, we go through the data collection and the various sources we have used for gathering data for this report. Furthermore, the Istanbul Convention is very specific in how it frames the forms of violence that are covered, and in this chapter, we discuss a theoretical and methodological approach that takes as a starting point the representation of policy problems, and how representations of political problems and their solutions contribute to the ways in which problems are understood.

Data collection

This report is based on an extensive data collection carried out by the project group. The data were collected between May and December 2017. To gain an overview of the Nordic countries' work on the articles covered by this report has meant that we have had to utilise a range of strategies to gain the necessary information. Data were collected through the following channels:

- A substantial questionnaire sent out to the Nordic countries (see Appendix 2)
- Interviews with public administrators, employees or management in relevant parts of the public sector, representatives from civil society organisations, and researchers (see Appendix 3)
- Informal phone conversations and e-mails
- An international workshop with representatives from various ministries in the Nordic countries
- Information available online

The questionnaires have been our most important source of data. Contact persons from each country represented in the Nordic Committee for Senior Officials for Gender Equality (Ek-jäm) has played a key part in collecting answers from their respective countries and relevant ministries for the questionnaires. The questionnaire is based on GREVIO's surveys, but has been slightly adapted by KUN. This approach was chosen as a measure of expediency, as all countries who have ratified the Convention have to answer to GREVIO. By our sending out a questionnaire that was close to GREVIO's own, the countries would be able to re-use their answers in their formal reporting.

The questionnaires were sent out to official contacts in the Nordic countries, except Greenland, Åland and the Faroe Islands, where information has been gathered through other channels. The contact persons in the Nordic countries had been informed about the project in advance, by the project administrator at the Norwegian Ministry of Children and Equality. The questions have been answered by relevant ministries in Norway, Sweden, Denmark, Finland and Iceland.

We supplemented the answers to the questionnaires with structured interviews, face-to-face or over the phone with public administrators, employees or management in relevant parts of the public sector, representatives from relevant NGOs and experts such as academics who have been working on the field of gender-based (domestic) violence. We have also supplemented the questionnaires through e-mail interviews and online searches in the cases where we have needed more information on specific issues. In addition, we have visited Iceland and Finland, and made an extensive round of phone calls to relevant governmental and civil society/non-governmental organisations (NGOs) in the remaining countries to gain insight into the broader work and the general situation on the field of domestic violence. Where we have been able to do so, we have also visited specific civil society/NGOs, shelters, or other relevant services to learn about their work. As for the Norwegian context, we know the situation well from having worked on

the field of domestic violence for a number of years, and we were thus less dependent on getting information from civil society participants here.

The data material has been collected and organised by the project group. The material is presented in full in the chapter 3, 'Country overview'. A condensed version of the data material is also collated in a table (Appendix 1). This condensed version is partly used as a basis for the analysis in Chapter 4. The text presented in the country overview is partly written by relevant ministries in the various Nordic countries, but restructured, and partly rewritten and supplemented by the authors. The countries have had the chance to comment, edit and check facts after the re-organising of the material by the authors. The country overviews presented here are not a full resumé of everything the respective countries are doing in relation to each article of the Convention, but a reorganised and partly supplemented version of what the countries themselves have reported.

Structuring country overviews and highlighting practices

A key part of the analytical work has involved 1) organising and structuring the reports from each country, and 2) identifying and representing highlighted practices. Both these tasks have involved interpreting the various Articles in the Istanbul Convention through a close reading of the Convention along with the Explanatory Report and other relevant documents. In some instances (e.g. regarding Article 12, on empowerment of women), we have based both our structuring of the country overview and the highlighted practices on what the countries have in fact reported. Regarding empowerment of women, we have interpreted this as empowerment on the ground-level because this is what the countries have reported, and not as e.g. political and economic empowerment of women. It may be the case with numerous Articles in this report that we have structured the country overviews more according to what the countries have reported, and less according to what may have been intended with specific Articles according to the Convention and the Explanatory Report.

A key task in this project has been to define highlighted practices, as a part of the overall goal, namely to facilitate learning across the Nordic region. We have systematised all the information from the Nordic countries, and have picked out a range of practices. As we are not evaluating the effectiveness of measures in this report, we have picked practices that appear to be particularly interesting, that provide a new take on an old problem, or that involve e.g. utilising existing resources in different ways.

With regards to definitions of various key concepts, we base our understanding of violence on the definition outlined in the Convention. We discuss both violence and gender in more detail in Chapter 4.

Limitations

This project looks at Article 10, 11, 12, 13, 14, 15 and 17 in the Istanbul Convention. The focus on these paragraphs are the limits of this project. Yet the number of paragraphs, combined with covering eight countries/self-governing areas, also mean that it has not been possible to go in-depth to any great extent.

For practical reasons, we have limited the data material overall to policies and measures taken the last few years. This means that there may be data, research, and measures that are relevant to this project, but which have been omitted because of the publication date.

Although all countries submitted answers to our questionnaires, the length and quality of the responses vary somewhat. While some countries were in the middle of, or had just reported to GREVIO, others did not have this explicit incentive at the time when we sent out the questionnaires. Our data should therefore not be compared with GREVIO's own data collection.

It should further be noted that the information we present here on each country is not exhaustive. Although the different countries have reported to the best of their abilities, and we have processed and analysed this information to the best of ours, there may still be important projects, measures, organisations, initiatives and so on, missing. As a part of the quality control, we have sent the chapters covering each country to the

ministerial contact persons and given each country and their relevant ministries the change to provide feedback on factual flaws, important information we may have omitted, or any other important changes they wanted to make. Although we have supplemented the countries' reporting when we have been able to, we have not been able to go through the work of each country beyond what they have reported themselves in any substantial way.

Theoretical and analytical approach

The theoretical and analytical approach in this report is a critical examination of the way policy is constructed, and how this produces a specific understand of the problem. In the analysis section of this report (chapter 4) we draw on Carol Bacchi (1999), *Women, policy and politics. The construction of policy problems*. This approach is informed by social constructivism and discourse analysis. Discourses are often results of historic contestation, as noted by Michel Foucault.⁹ In order to map the discursive production of problems through policies, Bacchi's approach is to ask the question 'what is the problem represented to be?'. In asking this question, Bacchi draws attention to how knowledge and truth are socially constructed, among other things through language, culture, norms, and how this also applies to policy.

Bacchi argues that rather than viewing policies simply as attempts at solutions for political problems, policies are "constituting competing interpretations or representations of political problems".¹⁰ In other words, there is a discursive production involved in formulating policies that also shapes how the problem is understood. It is this discursive production Bacchi urges us to analyse. She states that "a necessary part of policy analysis (...) includes identification and assessment of problem representation, the ways in which 'problems' get represented in policy proposals".¹¹ Bacchi suggests examining how problems are constructed, the assumptions that lie behind a particular understanding of the problem, what follows a particular problematisation, and what stays unproblematised.

Bacchi's framework for policy analysis is often used for example when doing discourse analysis of policy documents. Her 'what is the problem represented to be?'-approach also involves a sensitivity to context. She notes that problems are often constituted in specific ways because of particularities related to context, institutions, and history-specific factors. This is of particular relevance when examining policy documents across different geographical contexts. Although the scope of this project does not allow for an in-depth analysis of all the data material presented in the country overview along with all the work being done that is not reported here, Bacchi's framework nevertheless informs our reading of the material and our understanding of the Istanbul Convention.

This social constructivist approach is also particularly relevant with regards to implementation of an international convention such as the Istanbul Convention. The Convention and its particular framing of the problem is a result of substantial contestation in its own right. And not without reason; how problems are framed and phrased matters for the understanding, as we argue throughout this report. Through the framing of the problem, as becomes evident in the very title of the Convention, it explicitly acknowledges that intimate partner violence is a gendered problem. The convention itself constructs violence against women and domestic violence as a result of patriarchy and a lack of gender equality, and it discursively produces increased gender equality as a solution to the problem of violence against women and domestic violence. This also means that the Convention takes a social constructivist approach to understanding gender and gendered dynamics, by suggesting that violence against women and gender-based violence will decrease with more gender equality.

⁹ Michel Foucault, *The History of Sexuality: 1* (Harmondsworth: Penguin, 1984).

¹⁰ Carol Lee Bacchi, *Women, Policy and Politics* (London: Sage, 1999) X, 242 s. at 2.

¹¹ *Ibid.*, at 1.

Furthermore, in this report we focus largely on prevention. Preventive measures against violence against women and domestic violence often revolves around attitudes and language, and making changes in these in order to amend a social problem. This means that an understanding of social constructivism and Bacchi's approach as a specific tool for examining these measures is of relevance here.

Along with Bacchi's 'what is the problem represented to be?'-approach, in chapter 4 we furthermore draw heavily on intersectionality¹², along with perspectives from queer studies, critical race studies, critical whiteness studies, and gender studies. The 'critical' in all these approaches involves power analysis, and attentiveness towards who benefits and who does not from a given representation of the problem.

¹² Kimberlé Crenshaw, 'Mapping the Margins: Intersectionality, Identity Politics, and Violence against Women of Color', *Stanford Law Review*, 43/6 (1991), 1241-99.

3. Country overview

In this chapter we present the work of each country in relation to Article 10, 11, 12, 13, 14, 15, and 17 in the Istanbul Convention. The overview is based on the written reports provided by each country, along with our own data collection as described in the methodology chapter. The data in other words come from several sources, and the material been reorganised as it was gathered from the answers to the questionnaires or other forms of written material that each country have provided us with.

It should further be noted that the overview is not a complete description of everything that is currently being done and has been done within the last years, relating to the relevant articles in the Convention. Rather, the intention is to provide a general overview of the direction of the work carried out in each country in relation to the Convention.

The chapter is divided by country, with the same headings for each country. Given the differences between the countries, as well as differences in terms of what kinds of material have been made available to us, the material presented under each heading has somewhat different structure and content for each country.

We start by providing a general presentation of each country, before going through status of ratification, relevant action plans, coordination, data collection, research and reports, and finally all the different articles that are part of prevention, namely general obligations, awareness-raising, education, training of professionals, participation of the private sector and the media, and other relevant measures taken that do not necessarily fit neatly under a particular article. For each article we provide a brief description of the content of the article before presenting the work done in relation to that article.

The data material presented in this chapter will be analysed and discussed further in chapter 4.

DENMARK

About Denmark – facts and figures

The Kingdom of Denmark is located south-west of Sweden and south of Norway. It is the southernmost of the Nordic countries. Denmark also comprises two autonomous constituent countries in the North Atlantic Ocean, the Faroe Islands and Greenland.

- **Size:** 42,924 km². Total area including Greenland and the Faroe Islands is 2,210,579 km²
- **Population:** 5.75 million (as of 2017).
- **Ranking in the World Economic Global Gender Gap Report:** 14 (2017)
- **Ranking in the United Nations gender inequality index:** 5 (2015)
- **Women's suffrage:** 1915
- **Employment rate:** Danish women have an employment rate at 70.8 % and men 74 %.
- **Women in parliament:** 37 %¹³
- **Key figures relating to violence against women and domestic violence:** The 2016 national crime victim survey shows that 1.7 % of the population had been victims of violence within the last 12 months and that 0.1 % had been victims of violence by a present or former intimate partner. There are more male than female victims of violence in general, but the majority of victims of violence by a present or former intimate partner are women. With regards to rape, the survey shows that 2 % of women reported having been victims of rape within the last 5 years. More than half of the victims of rape were younger than 25 years old. The National Institute of Public Health conducted surveys on dating violence among young people. According to the 2011 survey, 31,500 young people between 16 and 24 years of age were subjected to physical, psychological or sexual violence by their boyfriend or girlfriend in 2011. This is 6.5 % of young women and 3.7 % of young men.

Status for ratification of the Istanbul convention

The Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence was ratified by the Government of Denmark and entered into force in 2014. Denmark reported to GREVIO in 2017, and the recommendations from GREVIO has been approved.¹⁴

Relevant action plans

The national action plans are a supplement to the services found in different legislations.¹⁵ The current **Action plan on combating violence in the family and in intimate relations** covers the period 2014-2017¹⁶. The plan has been prepared by the Department of Gender Equality and the ministerial working group to combat violence in the family and in intimate relations with the participation of the Ministry of Justice, the Ministry of Health, the Ministry of Employment and the Ministry of Education. Furthermore, a large number

¹³ Available from: <http://www.dst.dk/en/Statistik/emner/levevilkkaar/ligestilling/ligestillingswebsite#0>

¹⁴ Available from: <https://www.coe.int/en/web/istanbul-convention/timetable>

¹⁵ The municipalities are responsible for the primary social efforts to help victims of domestic violence.

¹⁶ Available from: <http://um.dk/da/ligestilling/vold-i-familien/handlingsplaner/>

of organisations have offered input on the contents of the plan. The action plan on violence against women is based on a nationwide support system with participation of many civil society institutions, organisations and groups who also participate in the development of the plan.

The plan focuses on violence against women, including dating violence and stalking, but also covers violence against men. Some of the projects in the action plans are also implemented by the NGOs. A concerted effort is made to ensure that new developments in the field (methods, target groups, effects) are channelled back to the decision-making level. There is a specific focus on the following areas and target groups:

- Strengthened handling and accumulation of knowledge about different forms of violence in the family and in intimate relations, including stalking,
- Strengthened measures and more knowledge about male victims of violence in the family and in intimate relations,
- Early measures in relation to young people exposed to dating violence and
- Increased public debate and knowledge about the consequences of violence in intimate relations.

The action plan on prevention of honour-related conflicts and negative social control covers the period 2017-2020. This plan aims to combat and prevent negative social control, re-education journeys, forced marriage and honour-related conflicts and violence. The main target groups are ethnic minorities, along with other social and cultural environments. The Ministry of Immigration and Integration is responsible for the implementation together with the Danish Agency for International Recruitment and Integration. A range of organisations and service providers are brought on as external contractors. Key initiatives in the action plan are:

- Improved support for victims and better coordination among authorities,
- Improved prevention efforts through counselling and education of municipalities and awareness-raising.
- Mobilisation of resistance by e.g. supporting young people from migrant communities who speak up against oppression and negative social control and creating strategic partnerships between municipalities and civil society.
- Research in particular on gender relations in ethnic minority communities and mapping of measures and best practices.

In addition to the action plan on combating violence in the family and in intimate relations and the action plan on prevention of honour-related conflicts and negative social control, there has also been **an action plan on stalking** *Stop stalking. En styrket indsats mod stalking, forfølgelse og chikane* and **an action plan on rape** since 2014.

Apart from these action plans, in 2017 the minister for gender equality, the minister of justice and the minister of education launched a range of initiatives combatting digital sexual abuse especially but not exclusively aimed at young people.

Article 10: Coordination

According to the Istanbul Convention, each country should designate or establish one or more official bodies responsible for coordination, implementation, monitoring and evaluation of the work with the Istanbul Convention.

In line with Article 10 in the Convention, a coordinating body has been established. An inter-ministerial working group on violence against women is required to assess the need for implementing policies and activities in regard to conventions, protocols, conclusions, recommendations or other international obligations, hence also the Istanbul Convention. This working group was established in May 2000 with the aim to strengthen the Government's work on combatting violence against women and trafficking in human

beings as well as to ensure a broad and holistic coordination. It has representatives from all relevant ministries and is split into two sub-working groups – one on violence against women and one on trafficking, however, still under the same mandate. The two sub-groups are, as mentioned, responsible for an action plan in their field of responsibility. The Inter-ministerial working group does not have a separate budget, but the measures in the action plans are funded through the Finance Act agreement.¹⁷ There is a network of specialist support services run by NGOs across the country and the national action plans are developed in close cooperation with these. Some of the projects in the action plans are also implemented by the NGOs who have the knowledge and hands-on experience necessary for dealing with victims.

Article 11: Data collection and research

Each country shall, in relation to the Convention, collect disaggregated data and population-based surveys at regular intervals on forms of violence covered by the Convention, and support research on forms of violence covered by the Convention. The countries shall also make this information available to the general public, as well as to international experts in order to stimulate international co-operation.

Data and research constitute the basis for the national action plans as well as for policy initiatives and for concrete support, awareness and prevention measures referred to in Article 11 of the Convention. Data on violence against women are collected by multiple institutions according to their area of responsibility.

Entities	Types of data	Disaggregation	Collation
Healthcare services	Injuries due to violence.	Sex, age of victim, type of violence, happening, location. Option: relation.	Registered by health care workers.
The Health Data Authority	Diagnoses level-statistics on various forms of violence.	Sex, age.	
The Children's Houses	Children examined or receiving support in the Children's Houses due to violence or sexual abuse.	Sex, age, geographical location, type of violence, relation to suspected perpetrator.	The Children's Houses are responsible for data collection. The National Board of Social Services publishes an annual statistical analysis on child abuse containing data from the Children's Houses.
National Board of Social Services	Women and children in women's shelters.	Number of women and children, duration and reason for the stay, numbers of stays, duration of abuse, type of violence, relationship, reasons for return and age	Questionnaire presented to all women staying in shelters, although it is not mandatory to fill out the forms.
Statistics Denmark	Women and children in women's shelters	Number of women and children, duration and numbers of stays. Data can be linked to other civil registration system on education level, labour market attachment, country of birth, citizenship, income and health	Registered for all women staying in shelters at individual level.
Ministry of Justice in cooperation with the University of Copenhagen	National crime victim survey.	Physical violence by a present or former partner, prevalence of rape. Since 2013 it has included a section on	Based on a national representative sample of 16 to 74 year-old residents in

¹⁷ Measures to combat violence in the family and in intimate relations. National action plan, June 2014

		violence by a present or former partner.	Denmark. Collected annually since 2005.
The National Institute of Public Health	The Danish Health and Morbidity surveys on violence in intimate relationships	Based on a representative sample of 16-74-year-old residents in Denmark (including non-citizens).	Based on a representative sample of 16-74-year-old residents in Denmark (including non-citizens). Conducted 2004, 2007 and in 2010. A new and comparable survey was conducted in 2017 and the results will be published in the first half of 2018.
The Ministry of Immigration and Integration	Opinions on and experiences of citizenship, equality and self-determination in Denmark and how they have developed over time.	Immigrants who have lived in Denmark for at least three years, descendants and persons of Danish origin aged 18 years and above.	Survey
Women's crisis centres	About the work and use of women's shelters.	The data include name and civil registration number of the woman and any accompanying children as well as the details of and grounds for admission as well as discharge.	Women's crisis centres must inform the relevant municipality of all enrolled women and children, unless these persons have been granted anonymity. The municipalities are also obligated to send the data to Statistics Denmark.
The National Council for the Unmarried Mother and her Child	About counselling and treatment services for women who have been subject to domestic violence.		The project must register civil registration numbers on all participants and report these to the Ministry for Children and Social Affairs.
The national unit against domestic violence	Information about users of the services and their needs.	Information about the victim as well as the perpetrator regarding gender, relations and offered treatment.	The data are obtained by the 24/7 hotline and through the legal counselling. The monitoring and evaluation are done by an external evaluator and disseminated to relevant parties, including municipalities, institutions and politicians.

Research and reports

A lot of research has been carried out to study the roots of violence, causes and effects, incidents and conviction rates, as well as to look at the efficacy of measures taken in connection with the implementation of the Convention as referred to in Article 11 in the Convention. Examples of research from Denmark are the following:

- In 2016, the National Centre for Social Research (SFI) published a report containing data on child abuse based on nationwide information from population-based surveys on violence against children. In addition, the National Centre for Social Research (SFI) published a report on the extent and consequences of children experiencing violence in the family in 2017.

- The Centre for Suicide Research published the report *Abusive Relationships and the Effects* in 2015. The report documents the extent of young men and women suffering from the effects of abusive relationships.¹⁸
- In 2015, the Ministry of Justice provided funding for an external research report on young people's perception of unwanted sexual assaults and on their inclination to report such an incident to the police.¹⁹
- The Ministry for Social Affairs and the Interior (presently the Ministry for Children and Social Affairs) has published several reports on counselling and treatment in and outside shelters, of women and men exposed to violence. The evaluation shows that psychological counselling is important in helping process violence by intimate partners.²⁰
- The Ministry for Social Affairs and the Interior (presently the Ministry for Children and Social Affairs) in collaboration with Rambøll published the report *Evaluation of Shelters for Women Exposed to Domestic Violence* in 2015. The evaluation shows that in general the shelters have a positive impact on the women accommodated.²¹
- Rambøll and the National Institute of Public Health published the report *Mapping the Experiences with Aftercare and the Need for New Support Services* in 2013. The report describes experienced needs, supply and demands for support among men and women, who are victims of violence in intimate relationships or honour-related conflicts.
- The National Institute of Public Health published the report *Men in Abusive Relationships in Denmark* in 2013. The report presents the results of a study on male victims of violence from their partner, identifying its extent and nature as well as existing services and barriers for seeking help.²²
- The National Institute of Public Health published the report *Dating Violence in Denmark* in 2012. The report assesses the development of various forms of dating violence and describes adolescents' attitudes to dating, relationships and violence within these.²³
- In 2011, the Ministry for Social Affairs and the Integration (presently the Ministry for Children and Social Affairs) published the report *Treatment of Male Perpetrators of Intimate Partner Violence* which showed positive results of treatment. Furthermore, the ministry published the report *Family Counselling to Women at Shelters for Victims of Domestic Violence* in the same year. The evaluation shows positive results of providing women at shelters for victims of domestic violence with a family counsellor.²⁴

¹⁸ Lilian Zøllner, "Kærestevold Og Dets Følger," (Center for selvmordsforskning, 2015). Available from:

<http://selvmordsforskning.dk/wp-content/uploads/sites/2/2015/10/Kærestevold.pdf>

¹⁹ Katrine Bindsbøl Holm Johansen (2016): «Seksuel vold. Opfattelser og holdninger til strafbarhed og anmeldelse blandt unge». Available from:

<http://justitsministeriet.dk/sites/default/files/media/Arbejdsomraader/Forskning/Forskningspuljen/Rapport%20Seksuel%20vold.pdf>

²⁰ The mentioned evaluations are specific evaluations regarding the experimental scheme «psychological treatment to women at women's shelters» from 2012 to 2015. The evaluation was made by SFI and the National Board on Social Services.

Link: <https://socialstyrelsen.dk/udgivelser/evaluering-af-psykologhjelp-til-born-pa-krisecentre>

²¹ Available from: <https://socialstyrelsen.dk/udgivelser/evaluering-af-krisecentertilbuddene>

²² Available from: http://www.si-folkesundhed.dk/upload/partnervold_mod_m%C3%A6nd.pdf

²³ Available from: http://www.si-folkesundhed.dk/upload/k%C3%A6restevold_samlet.pdf

²⁴ Available from:

http://nylokk.t2w.dk/files/Dokumenter/rapporterogpublikationer/voldinrerationer/Behandling_af_maend_der_udover_vold_Evaluering_af_fire_projekter.pdf

- In 2011, the consultancy agency Als Research conducted a study on young people’s experience with social control, freedom and limits on behalf of the Ministry of Immigration and Integration.
- As part of the Nordic Council of Ministers’ focus on gender-based hate speech and sexism, several Nordic studies have been performed in order to develop policies as well as concrete information materials targeting specifically young people.²⁵

New surveys that are currently being carried out include:

- A survey on youth experiences of negative social control and liberty with a focus on parents’ and younger generations’ experience of social control.
- A survey regarding views on masculinity and attitudes towards gender equality, violence, sexuality, and gender identity especially amongst men in ethnic minorities.
- Research and development of new methods related to the role of the family in preventing honour-related conflicts and negative social control.
- Mapping of existing methods employed to prevent honour-related conflicts locally.
- Survey on reciprocal violence between intimate partners, mapping the extent and causes of reciprocal violence in order to develop appropriate preventive measures.²⁶

Article 12: General obligations on prevention

This is an overview of the general measures taken by Denmark in relation to the various relevant articles of the Convention under the chapter of Prevention.

The first is Article 12 on general obligations. The general obligations cover a range of issues relating to 1) promoting changes in social and cultural gendered patterns, 2) legislative and other measures to prevent violence, 3) focus on vulnerable groups, 4) focus on boys and men, 5) focus on culture, customs, “honour” etc., and 6) empowerment of women.

As part of the current action plan on combatting violence in the family and intimate relations, the following measures have been initiated:

- Implemented practice-based initiatives of counselling and support targeting victims of stalking and their specific needs and developed a risk assessment tool to improve the police’s opportunities to handle stalking cases as appropriately as possible.
- Developed new research-based information material that will be used to educate professionals.

In the fall of 2016, as part of the National Social Fund agreement 2017, the initiative “Collective effort against violence in intimate relations” (Samlet indsats mod vold i nære relationer) was launched. The initiative has three main focuses:

²⁵ Available from: <http://www.nikk.no/wp-content/uploads/Hat-och-hot-p%C3%A5-n%C3%A4tet.pdf>

<http://www.alsresearch.dk/uploads/Memorandum%20-%20Nordic%20Council%20of%20Ministers%20seminar%20on%20hate%20speech%20and%20sexism%20%20and%203%20nov%202015.pdf>

Available from:

<http://www.alsresearch.dk/uploads/Baggrundsnotat%20for%20Nordisk%20seminar%20om%20hadytringer%20og%20sexisme.pdf>

²⁶ Available from: <http://um.dk/da/ligestilling/nyheder/newsdisplaypage/?newsID=45E71E47-6D96-433D-A0EC-7EB47AE41DA8>

- Funding for the Mother's Aid counselling and treatment programmes for women and children who are victims of domestic violence.
- Funding for Dialogue against Violence's treatment programmes for perpetrators of domestic violence.
- Establishment of a national unit against violence in intimate relations. The purpose of the new national unit, which initiated operations in 2017, is to establish a collective and inclusive approach to violence in intimate relations.

The national unit shall focus its work on different types of violence such as psychological and physical violence, sexual assaults, economic control, material destruction, honour-related violence, stalking and dating violence. It must also focus its efforts on victims of both sexes and the different types of services that are available to the victims. This includes services such as counselling (non-residential), women's shelters as well as specialized residential options for men. The unit aims to establish a united approach to the field among the NGOs rather than focus on particular subgroups such as women, men, perpetrators etc. One of the tasks is to collect and communicate knowledge and good practices to relevant personnel working with domestic violence, e.g. staff at women's shelters.

One of the institution which has promoted gender equality is KVINFO, the Danish centre for study of and work with issues relating to gender, equality and diversity. It is also a central gathering point for research, learning and information about the current discussion of equality and equal opportunities. This is a self-governing institution under the Danish Ministry of Culture with its own board of management.

Legislation and other measures to prevent violence

There are four main acts focusing on gender equality in general: Act on Equal Pay (2006, first introduced in 1973); Equal Treatment Act (2006); Act on Gender Equality (2002); Act on Equal Treatment of Women and Men in the Occupational Social Security Schemes (1998).

The Danish Criminal Code does not have a specific paragraph for domestic violence. It is prosecuted on the basis of the general paragraphs for crimes of physical, sexual, psychological or financial violence (Criminal Code, Chapters 23, 24, 25, 26 and 27).²⁷

Regarding legal provisions on protection orders, the Act on Social Services, Section 109, states that the municipal council shall provide temporary accommodation for women who have experienced violence, threats of violence or any similar crisis in relation to family or marital status. Women may be accompanied by children, and they receive care and support during their stay. In addition the municipal council shall offer introductory and coordinated counselling to women staying at women's refuges. Furthermore, the municipal council must offer psychological treatment to children accompanying their mother at a crisis centre. The psychological treatment must have a minimum extent of 4 hours and can be extended to up to 10 hours. Since 2004 it has been possible to expel violent men from the home and/or to impose a restraining order (Act No. 112 of 2012).²⁸

Pursuant to the Criminal Code Section 216 (1), a penalty of imprisonment for a term not exceeding eight years for rape is imposed on any person who (i) uses violence or threats of violence to have sexual intercourse; (ii) or engages in sexual intercourse by duress as defined in section 260 or with a person who is in a state or situation in which he or she is incapable of resisting the act. In accordance with Section 216 (3), the sentence for violation of subsection (1) may increase to imprisonment for 12 years if the rape was committed in a particularly dangerous manner or in otherwise particularly aggravating circumstances.

²⁷ Available from: [http://eige.europa.eu/gender-based-violence/regulatory-and-legal-framework/legal-definitions-in-the-eu?c\[\]=DK](http://eige.europa.eu/gender-based-violence/regulatory-and-legal-framework/legal-definitions-in-the-eu?c[]=DK)

²⁸ Ibid.

Section 216 applies, with the necessary modifications, to sexual activity other than sexual intercourse, cf. Section 225.

In Danish law there is no specific definition of sexual assault. These kinds of crimes are covered by the Criminal Code, of which the relevant chapters are 23: Offences involving family relationships; 24: Sexual offences; 25: Offences against the person; 26: Offences against personal liberty; 27: Offences against privacy and defamation.²⁹

Sexual harassment is not mentioned in the Criminal Code, but is included by the Act on Equal Treatment (Ligebehandlingsloven) with regards to working life, and the Equality Act (Ligestillingsloven) outside working life. In addition, “blufærdighedskrænkelse”, best translated as indecent exposure by touching, exposing oneself, spying on someone or by verbal and other lasciviousness, is considered a crime, cf. the Criminal Code Section 232.

The National Police has the overall responsibility for the police measures on preventing violence in close relationships, and has established a National Prevention Centre which coordinates and supports the police districts’ crime prevention work.

The Danish Government has launched several initiatives against stalking including immediate restraining orders, tougher sentencing, training of case workers and expanded treatment and counselling options for stalking victims. The police have introduced new procedures for handling stalking cases and improved training of their personnel. The government has also made broad efforts to combat rape including introducing tougher prison sentences for perpetrators and improved support and protection for victims.

Vulnerability

Young people can be said to form one particularly vulnerable group that is currently being prioritised in Denmark. Some measures taken include:

- Initiated preventive and early measures in relation to young people exposed to dating violence, including counselling of young people exposed to dating violence and awareness-raising training and events in schools involving young people in debates about acceptable and unacceptable behaviour between girlfriends and boyfriends.
- Launching of a package with a range of initiatives combatting digital sexual abuse, especially but not exclusively aimed at young people.
- A course on coping strategies for victims of dating violence has been established. New methods to combat everyday sexism are being developed, as well as campaigns and awareness-raising initiatives aimed at young people that will be launched regarding respectful behaviour online, including combating revenge porn, harassment, hate-speech and bullying.

Focus on boys and men

As a part of the action plan on combatting violence in the family and in close relations, there is a goal of providing gender-specific support measures offering men exposed to partner violence socio-professional support, legal assistance and psychological support and accommodation facilities.

Focus on culture, customs and “honour”

The work with ethnic minorities and refugees is highlighted as concrete action taken to fulfil the general obligation provided for in Article 12, paragraphs 1 to 6. As mentioned, Denmark has a national action plan to prevent honour-related conflicts and negative social control. The Ministry of Immigration and Integration has launched a range of initiatives aimed at prevention through information and advocacy:

²⁹ Ibid.

- The smartphone app “MÆRK” provides information on topics concerning gender equality, individual freedoms and rights, education, employment, economy, violence and rape, sexual topics, marriage and family. The app content is available in six languages, and there are posters and pamphlets concerning the app in four languages.

There are also several other specific measures taken such as the following:

- A national dialogue team (Dialogkorpset), where youth and parents talk about honour, gender equality, individual rights and possibilities, and negative social control. For a more detailed description of their work, see chapter 5 on highlighted practices under Article 14 on education.
- An initiative aimed at strengthening the responsibility of parents of ethnic minority origin, regarding their ability to parent in a manner that support the family and their children’s well-being, development and positive attachment to society.
- A network of youth opinion formers, who have personal experiences with negative social control and honour-related conflicts, and are already protesting repressive norms. The aim is to motivate even more young people to object to negative social control and limiting norms.
- Routines for information for refugees in the phase between asylum centre and settling in a municipality. This includes information on Danish norms and values including gender equality.

Empowerment of women

According to the legal provisions on protection orders³⁰, the municipal council shall provide temporary accommodation for women who have experienced violence, threats of violence or any similar crisis in relation to family or marital status. In addition, the municipal council shall offer introductory and coordinated counselling to women staying at women’s crisis centres. Psychological treatment must also be offered to children accompanying their mothers. This treatment must have minimum extent of 4 hours and can be extended up to 10 hours. The National Board on Social Services offers guidance to the municipalities in this matter.

The NGO Danner first started a shelter in Copenhagen in 1980 and the National organisation of women’s shelters in Denmark (LOKK), acting as an umbrella organisation, was founded in 1987. LOKK is a non-governmental organisation, a union of 41 women’s shelters and counselling centres in Denmark. The mission is to support the shelters in their effort to prevent, combat and create awareness of physical and psychological violence against women and their children. LOKK has defined some minimum standards for women’s shelters in Denmark, based on the document *The Service Package*.³¹ Danner and LOKK are not state initiatives. Danner is a private organisation that is partly financed by municipalities and further financed in a variety of ways including through application-based public funds and from private donations. LOKK is an interest-based organisation and is financed through private funds and donors.

Article 13: Awareness-raising

Article 13 of the Convention on awareness-raising covers the following issues: 1) collaborative campaigns and programmes together with NGOs and civil society to increase understanding of different forms of violence, and 2) dissemination among the general public of information on prevention of violence as covered by the scope of the Convention.

Several campaigns have been launched in accordance with Article 13 in the Convention. These include the following examples:

³⁰ Section 109 of the Danish Social Services Act.

³¹ Available from: www.lokk.dk

- “Love and control – what is OK”, a creative competition in schools. For a more detailed description of their work, see chapter 5 on highlighted practices under Article 14 on education.
- A national campaign to raise awareness on violence in the family and in intimate relations and on the help available to victims. The target group is young people.
- “Give violence the red card”, targeting football and handball players and their audience.
- “The Road to Knowledge” (Vejen til viden), a national preventive project focusing on domestic violence and dissemination of knowledge on rights and options for women from ethnic minorities who have been subjected to domestic violence.³²
- As part of “Respect for Victims of Rape” the action plan, the police will carry out an information campaign in order to encourage victims of rape to report the assaults to the police.
- “Stalking is a crime” is a nationwide information campaign launched by the Danish Stalking Centre to raise awareness about stalking.
- Campaign and information activities targeting school children to strengthen the knowledge about their right to be protected from abuse. Funded by the government, the activities have been carried out by the NGO Save the Children Denmark who also have other initiatives that aim to prevent violence against children.
- Campaigns by the National Social Appeals Board (Ankestyrelsen), targeting professionals working with children in order to raise awareness on their obligation to take action if they become aware of or suspects that a child may be or have been subjected to abuse.
- A campaign to raise young people’s awareness as well as support change of attitude in relation to negative social control and honour-related conflicts.
- A website with information about violence in relationships between young people, developed by the Crime Prevention Council (Det Kriminalpræventive Råd, DKR).³³
- “Week six on sex” is a yearly campaign for grade 0-9 in school where teachers can teach on a specific theme related to body, gender and sexuality for a week. The Danish Family Planning Association supports the work and develops teaching materials.
- “The Denmark Canon” is a campaign from the Ministry of Education. The campaign is aimed at students/pupils, and the goal is for the students/pupils work with their values and norms. Among the values are ‘Gender equality’ and ‘Open-mindedness/Tolerance’.

Article 14: Education

According to Article 14, the countries shall 1) include teaching material on equality, non-stereotyped gender roles, respect, non-violent conflict resolution in interpersonal relationships, gender-based violence against women, right to personal integrity, and 2) these principles should be included informal educational facilities, sports, cultural and leisure facilities and in the media.

Equality, hereunder gender equality and equal opportunities, is a cornerstone in the Danish society and must therefore be introduced to children at a young age through the education system. Issues like gender equality, non-stereotypical gender roles, gender-based violence etc. are a part of the curriculum in Danish and Social Studies.

³² <https://danner.dk/nyt/vejen-til-viden-etniske-minoriteter>

³³ Available from: <http://www.forvildmeddig.dk/>

As stated in the Aims of the Folkeskole (compulsory education), compulsory education intends to prepare the students to be able to participate, demonstrate mutual responsibility and understand their rights and duties in a free and democratic society. The daily activities of the school must, therefore, be conducted in a spirit of intellectual freedom, equality and democracy. Folkeskole is the responsibility of the municipalities and each school is responsible for ensuring the quality of the education in accordance with these aims.

Health and sex education and family studies is a compulsory topic, that must be taught from grade 0 to grade 9. This topic is integrated in other compulsory subjects as Danish, Social Sciences, Geography or others. The guiding goals for skills and knowledge says that the students must achieve knowledge and skills to enhance health and well-being and obtain understanding of the impact lifestyle and living conditions have on health and wellbeing, as well as the interaction between health, sexuality and family life. The students shall also obtain knowledge of their own and other people's personal boundaries and rights as well as understanding for others' rights. The teaching can be done in cooperation with health personnel, other persons with relevant qualifications as well as relevant organisations from the schools' neighbourhood.

The ministry provides national counselling including the national website www.emu.dk where teachers can find guidance and inspiration. The Government has also developed educational material about honour-related conflicts targeting primary and lower secondary school children.

The Danish Family Planning Association is an NGO supported by the Government. It has developed materials for health and sexuality education and family studies, "Dialogue in the multi-ethnic class room". The materials facilitate 24 dialogues on challenges and dilemmas related to young people wanting to decide for themselves on matters of body, sexuality and relationships. It can be used by the teachers on dialogue with the young people and with parents.

They also introduced a national programme, "Destination Well-being", that provides teaching materials from grade 0 to 10 on norms and stereotypes on gender, body and sexuality with a special focus on dilemmas of and possibilities for taking personal action.

A code of ethics has been prepared by student, teacher and executive representatives of youth education in cooperation with the Ministry of Education. This is an ethical code against sharing offensive material with others and on the internet. The code consists of 7 principles that can help create a good school culture where violent actions do not win.

The Minister for Equal Opportunities has established a working group with relevant partners in order to map the core challenges with regard to equal opportunities within day-care and the educational system and come up with new initiatives to address these challenges. The working group is expected to launch its final report medio 2017.

With regards to higher education, the Government sets the frame for the contents of the educational programmes. Within this frame, the educational institutions decide on the more detailed contents of the individual programmes. As regards to the bachelor's degree in social education there are more detailed requirements for the contents of the programmes, including teaching material about gender equality, human rights, and cultural and social aspects. To achieve a Bachelor of Education, students must complete mandatory courses in 'basic teacher skills' ('Lærernes Grundfaglighed'). In these courses, the students acquire competence regarding the concepts of tolerance, ethics, conflict management and gender equality.

Students in the new basic training programme at the Danish Police School and College have lessons about violence against women as a separate theme in the prevention module of the programme (NAP 2014). In addition, a special module concerning honour-related conflicts has been offered at the Metropolitan University College during 2013-2016 with approximately 40 students completing the course.

The Ministry of Culture has entered general agreements with The Sports Confederation / National Olympic Committee of Denmark (Danmarks Idrætsforbund), The Danish Sports and Gymnastics Association (DGI), and The Company Sports Federation of Denmark (Dansk Firmaidrætsforbund), in which they, among other issues, have agreed to address diversity and inclusion, including gender issues.

Article 15 – Training of professionals

Regarding training of professionals, the Convention states that 1) relevant professionals dealing with victims or perpetrators need knowledge on prevention, detection, equality, rights of victims, and the prevention of secondary victimisations, and 2) the training shall be multi-agency and cross-sectorial to insure cooperation. The following groups receive training on the forms of violence covered by the Convention:

Healthcare personnel

The Danish Health Authority is responsible for the administration and quality development of specialist training for medical doctors and dentists and advanced education for nurses as well as educational programmes for other healthcare professionals. In-service training for health personnel is often provided by the regions.

The two national centres for victims of sexual abuse and rape contribute to the education of medical staff in handling victims of rape.

The Health and Medicines Authority published a booklet with advice to health professionals on the detection of and support to victims of violence in 2012.

Prosecution Service

It is mandatory for all new legal staff in the prosecution service to go through basic training as a prosecutor. The prosecutor programme is provided by The Director of Public Prosecutions, which contains practical education in the local prosecution offices over a period of 3 years. In the basic training, prosecutors are educated in handling criminal cases including domestic violence. In addition, there is an optional course for all prosecutors related to crimes involving children ('forbrydelser mod børn'). In all courses international legislative obligations and human rights issues are included.

In cooperation with the National Police, the Director of Public Prosecutions also provides an e-learning course on IT-related crime, which is mandatory for all prosecutors.

The Courts

All personnel at the Courts of Denmark who interact with court users have received training, a two-day course, in how to handle and manage conflicts. These courses include training in identifying and handling vulnerable groups. Also, specific training was offered on subjects such as 'forced removal of children', 'prevention of radicalization and extremism' and 'eviction.

Municipalities

In 2012-2013, all professionals employed by the municipalities were offered a one-day in-service training on domestic violence. In addition to the general training, specific courses have been conducted for guidance counsellors 2013-2016 as well as for staff in residential youth institutions in 2016. The Agency of International Recruitment and Integration offers a two-day training seminar to relevant staff employed in the municipalities on identifying and managing honour-related conflicts.

The National Board of Social Services provides a Course Catalogue with free courses relevant for professionals working with vulnerable children, e.g. in day care institutions, including courses with a specific focus on early detection of violence and sexual abuse.

Police

Police officers are provided with training in the risk assessment tool for cases related to stalking, violence in intimate relationships and honour-related violence. Police officers are also provided with training in different themes such as handling violence against children, video interviews of children, hate crimes and conversations about concerns for vulnerable young people.

Frontline services

Training for frontline services working on violence or sexual assault may vary according local and relevant needs. As mentioned under article 10, the police play an important role in cooperating with other stakeholders in the regions. Training and dissemination of knowledge and good practices to relevant personnel working with domestic violence (e.g. at shelters) will be one of the tasks for the new national unit against violence in intimate relations.

The Centre for Victims of Sexual Assault at Rigshospitalet runs a project on “Conversation about relationships, sexually transmitted diseases, birth control and quality of life after a sexual assault – A nursing intervention focused on girls at the age of 15-18”, and an examination of what victims that report or do not report on sexual assault.

The police cooperate with relevant authorities, organizations and associations that carry out tasks in the field of violence against women and domestic violence to prevent violence and protect victims. Further, The Danish National Police has established close cooperation with stakeholder organisations engaged in the field of domestic violence and support for women in general and holds consultations with a number of these. Among these organisations are LOKK (the National Organisation of Women’s Shelters), the Council of the Unmarried Mother and her Child, Dialogue Against Violence, The Danish Stalking Centre, Ethnic Youth and RED Safehouses, which are highly secured women’s shelters for victims of serious honour-related conflicts and violence.

As part of the current action plan on combatting violence in the family and close relations there is a specific focus on developing new research-based information material that will be used to educate professionals on mutual partner violence in the family, men exposed to violence etc.

On the national level, LOKK is a union of 41 women’s shelters and counselling centres in Denmark, and offers advice and counselling to professionals and holds conferences and courses on violence. They are also represented in the Danish Violence Observatory connected to The European Women’s Lobby (EWL) Observatory on Violence against Women. This observatory is a group of experts identifying relevant issues and monitoring progress. They also share knowledge and information connecting regional initiatives, developing common tools, stimulating debate and mobilising members.

Article 17 – Participation of the private sector and the media

According to article 17, 1) the private sector, media and information and communication technology sector should participate in the work against violence as covered by the Convention, and 2) children, parents and educators should develop skills to deal with information and communication environments that provide access to degrading content of a sexual or violent nature.

The Media Liability Act and the Radio and Television Broadcasting Act set certain standards for media coverage. Furthermore, the Marketing Act regulates the type of advertisement the private sector can produce:

- According to the Radio and Television Broadcasting Act, programmes and commercials in radio, television or on-demand audio-visual media are prohibited from in any way enticing hatred due to race, gender, religion, nationality or sexual orientation. The Act prohibits programmes that can seriously harm the physical, psychological and moral development of minors – specifically programmes containing pornography or gratuitous violence. Furthermore, other programmes that can harm the physical, psychological and moral development of minors are also prohibited from being broadcasted unless it is ensured that minors do not normally listen to or watch the programmes due to the time slot or to technical measures.
- According to the Media Liability Act, the content and conduct of the mass media must be in accordance with sound media ethics. The Press Council (Pressenævnet), which is an independent public council, determines whether the conduct of the media is in violation of sound media ethics on a case-by-case basis.
- According to the Marketing Practices Act, traders shall exercise sound marketing ethics with consideration for consumers, traders and public interests. Herein lies among other things that advertising should not lead to or contribute to violence. An advertisement will be considered discriminatory i.e. if gender is constructed in a derogatory or contemptuous manner, and according to the guidelines of the Consumer Ombudsman it will be considered contrary to sound marketing ethics as well.

In addition to these acts, the Danish Broadcasting Corporation promotes gender equality and ending discrimination against women through framework, policies and other measures. The ethical guidelines set the framework for how participants as well as people being mentioned in TV and radio programmes are to be treated with respect for their personal integrity as well as the sanctity of their private life and the need for protection against violation. Advisory rules of sound media ethics have also been agreed upon by The Union of Journalists and the Association of Danish Media.

Finally, The International Chamber of Commerce advertising code states that advertising must respect human dignity and not encourage or support any kind of discrimination, including discrimination based on gender. According to the same rule, advertisements shall not give the impression that they condone or incite violent, unlawful or reprehensible behaviour. The code is not statutory, but the Consumer Ombudsman uses the code in the interpretation of the general clause on sound marketing ethics.

With regards to combatting cyberviolence, the Ministry of Education has initiated different initiatives in the recent years, aiming to improve the awareness of children and young people regarding online harassment. This includes measures to strengthen the prosecutors' handling of cybercrime cases. For example, the Director of Public Prosecutions has prepared a knowledge package for prosecutors on cybercrime which contains guidelines for cases concerning digital sexual harassment and investigation of cases involving digital traces and evidence.

In order to educate children, parents and teachers about degrading sexual or violent content online, including in social media, the Ministry of Education report that they continuously develop material and guidance on the Ministry's digital platforms, aimed at students, teachers, parents and school leaders. They also promote the work of the many non-governmental organizations aiming to prevent and deal with online assaults.

- In 2016, a code of conduct against sharing material that can offend and violate online between young people was introduced.
- Teaching materials, a Youtube-based campaign and general advice for schools and parents are provided by The Ministry of Education in cooperation with the Ministry of Justice and Ministry of Gender Equality.

- Many NGOs work in this field, and provide materials for schools to use for free.
- The Bachelor of Education includes courses which educate the student in how to approach 'faceless communication' as well as ethical issues and critical thinking related to communication on social media and other digital platforms.

The Working Environment Authority has:

- Issued guidelines concerning bullying and sexual harassment to help companies prevent and tackle bullying and sexual harassment in the workplace.
- Developed 10 recommendations with the social partners to employers and companies on prevention of sexual harassment in the workplace.
- Made it possible to file complaints regarding bullying and sexual harassment on the Working Environment Authority website.
- Established a hotline for bullying and sexual harassment in the workplace.

The Danish Chamber of Commerce and the Trade Cartel (Handelskartellet) has established an agreement on prevention of bullying and sexual harassment – HAST. A website with tools and guidelines to establish good working environment in the trade is being developed.³⁴

The Trade Union Movement's Training System (FIU-Ligestilling) provides several training courses on gender equality, inclusion, dealing with domestic violence in the workplace, and sexual harassment.

³⁴ Available from: www.detdumærker.dk

FINLAND

About Finland – facts and figures³⁵

The Republic of Finland is the easternmost country in the Nordic region, bordering Russia in the east and Norway and Sweden in the north-west. The autonomous province of Åland is also a part of Finland.

- **Size:** 338 000 km²
- **Population:** 5,5 (2016)
- **Ranking in the World Economic Global Gender Gap Report:** 3 (2017)
- **Ranking in the United Nations gender inequality index:** 23 (2015)
- **Women's suffrage:** 1906
- **Employment rate:** Finnish women have an employment rate of 67,7 %, men 69,8 % (2016)³⁶
- **Women in parliament:** 42 % (2017)³⁷
- **Key figures relating to violence against women and domestic violence:** There are high levels of domestic violence in Finland³⁸ and violence against women is a notable gender equality problem. Regarding violence and crime, 48 % of women and 21 % of men under the age of 35 reported having been sexually harassed in the past.³⁹ A total of 1114 women and 46 men were victims of reported rape offences in 2016.⁴⁰ 252 women and 12 men were registered as victims of sexual harassment the same year. In 2015, 6,2 % of women and 3,1 % of men were threatened with violence or were subject to violence by a former or present partner.⁴¹ 19 shelters were financed by the central government in 2015, and these shelters had a total of 1418 adult clients; 1316 women, 76 men, and 26 with unknown gender.⁴²

Relevant action plans

The first Government Action Plan for Gender Equality was launched in 1980. In the current **Government action plan for gender equality 2016-2019** there are thirty measures concerning working life, equal pay, economic decision-making, immigrant reception and integration services, reconciliation of work and family, parenthood, gender segregation in education and the labour market, education, sports resources and library services, violence against women and intimate partner violence, and men's health and wellbeing.⁴³

³⁵ References for facts and figures: Statistics Finland: <http://www.stat.fi/>; Statistics Finland (2016) *Women and men in Finland 2016*; World Economic Forum's Global Gender Gap report (2016) <http://reports.weforum.org/global-gender-gap-report-2016/economies/#economy=FIN>; United Nations Development Programme: *Gender Equality Index*. <http://hdr.undp.org/en/composite/GII>

³⁶ Available from: https://www.stat.fi/til/tyti/2016/13/tyti_2016_13_2017-04-12_kat_002_en.html

³⁷ Available from: <https://data.worldbank.org/indicator/SG.GEN.PARL.ZS>

³⁸ Ministry of Social Affairs and Health (without date) *Gender equality in Finland*, information leaflet.

³⁹ Statistics Finland (2016: 107)

⁴⁰ Tapio Lappi-Seppälä & Hannu Niemi: Seksuaalirikokset. In RIKOLLISUUSTILANNE 2016. KATSAUKSIA 22/2017.

https://helda.helsinki.fi/bitstream/handle/10138/191756/Katsauksia_22_Rikollisuustilanne_2016_2017.pdf?sequence=2

⁴¹ Statistics Finland (2016: 99)

⁴² Statistics Finland (2016: 104)

⁴³ The Ministry of Social Affairs and Health (2017) *Government action plan for gender equality 2016-2019*, publications 2017: 3

The action plan does not have separate funding, as all ministries bear responsibility for the incorporation of the measures in the plan.

Under the heading “Reducing intimate partner violence and violence against women”, there are three measures.

- Ensuring the implementation of the Istanbul convention, and “strengthening the network of shelters, and launching a 24-hour helpline service”.⁴⁴
- Establishing as part health and social services the practice of care pathways for victims of sexual violence, including both acute medical and psychosocial support and long-term support.⁴⁵
- Investigating the criteria applied when referring and approving cases involving violence against women and intimate partner violence for mediation and the way in which the mediation process is proceeding.⁴⁶

The Action plan for the Istanbul Convention (2018-2021)⁴⁷ contains a total of 46 measures for different administrative branches to prevent violence against women and domestic violence. The implementation of the measures will start in 2018, with NGOs involved in the implementation of several Articles. The Action plan covers a four-year period, but the Committee for Combating Violence against Women and Domestic Violence will monitor its progress on an annual basis, supplementing it as required. There are also other action plans that are relevant, namely the **National Action Plan against FGM**, the **National Action plan against maltreatment of children**, the **National Action plan for sexual and reproductive health 2014-2020** and the **Government Action Plan against Human Trafficking 2016–2017**. The Action plans for combatting FGM and maltreatment of children are currently being renewed (2018).

Status for ratification of the Istanbul convention

Finland signed the Istanbul convention in 2011, and the convention entered into force in August 2015. Finland completed drafting the first implementation plan and will report to GREVIO in 2018.⁴⁸

Article 10: Coordination

According to the Istanbul convention, each country should designate or establish one or more official bodies responsible for coordination, implementation, monitoring and evaluation of the work with the Istanbul Convention.

Gender equality in Finland is currently promoted by the Ministry of Social Affairs and Health, by the Gender Equality Unit, the Ombudsman for Equality, the Council for Gender Equality and the Gender Equality Board.⁴⁹

In Finland, the Committee for combating violence against women and domestic violence is the coordinating body. This is a permanent committee established in under the Ministry of Social Affairs and Health. The Committee is a coordinating body, with no separate budget or funding for implementation of the convention. Funding related to the implementation of the Istanbul convention is decided by each ministry individually. The Committee started operating in early 2017. Its main task for 2017 was to draw up the

⁴⁴ Ibid, p. 15

⁴⁵ Ibid, p. 16

⁴⁶ Ibid.

⁴⁷ The Ministry of Social Affairs and Health (2017) *Action plan for the Istanbul Convention for 2018–2021*, publications 2017:18

⁴⁸ <https://www.coe.int/en/web/istanbul-convention/timetable>

⁴⁹ The Ministry of Social Affairs and Health (2013) *Promoting gender equality in Finland*

Action Plan (2018-2021) for the implementation of the Istanbul Convention, described earlier in the chapter on Relevant Action Plans.

The Committee has no permanent staff, but consists of members from the following authorities: the Ministry for Foreign Affairs, the Ministry of Justice, the Ministry of Home Affairs, the Ministry of Finance, the Ministry of Education and Culture, the Ministry of Employment and the Economy, the Ministry of Social Affairs and Health, the National Police Board, the Finnish National Agency for Education, the National Supervisory Authority for Welfare and Health, the National Institute for Health and Welfare and the Association of Finnish Local and Regional Authorities. In addition, Statistics Finland and the Ombudsman for Equality are represented in the Committee. NGOs are not a part of the committee but are heard as experts and they will be represented in sub-committees to the Committee in the future (the Committee has not nominated any sub-committees yet). Some NGOs feel that they should be part of the committee. The need for sub-committees will be evaluated in 2018.

The Committee meets four times a year, and has a working committee which meets more often and prepares the meetings of the Committee. The working committee can also handle urgent matters on the behalf of the Committee.

NGOs and public administrators we spoke with highlight the good collaboration between the public sector and NGOs in Finland in the field of domestic violence, gender-based violence, and violence against women.

Article 11: Data collection and research

Each country shall, in relation to the Convention, collect disaggregated data and population-based surveys at regular intervals on forms of violence covered by the convention, and support research on forms of violence covered by the convention. The countries shall also make this information available to the general public, as well as to international experts in order to stimulate international co-operation.

As is the case across the different countries, Finland’s data can be divided into three different forms; population surveys, data from different sectors that are gathered over time, and data that are collected as part of one-off research projects. We focus on the former two in this overview, but also mention particularly interesting research projects that have been brought to our attention.

Population surveys

Entities	Type of data	Disaggregation	Selection
Institute for Health and Welfare	The School Health Promotion Study. Every four or five years there is a child victims survey, that look at experiences of violence among children.	Some questions revolve around experiences with violence, covering violence in relationships, family violence, sexual harassment and violence, and crime.	Around 200 000 pupils across Finland in 4 th and 5 th , 8 th and 9 th grade, as well as the 1 st and 2 nd year of vocational and upper secondary school are answering questionnaires.
The Finnish National Crime Victim Survey	This is a general-purpose crime victim survey with a specific aim to provide knowledge on crime victimization and fear of crime among adult population in Finland. One of the theme modules, carried out in 2012 and 2015, focuses on intimate partner violence.	Crime victimization, threats, different forms of physical violence and sexual violence, violence experienced in an intimate relationship, the circumstances leading to the incident and the consequences of	Nationally representative, random sample of 14,000 persons with a permanent residence in Finland. The main survey instrument is a postal questionnaire in the two main languages, with an option to participate online in one of the five most-spoken languages.

		violence, fear of crime.	The survey has been carried out annually in 2012–2015 There is also a rotating theme module that is repeated on a three-year cycle.
Statistics Finland	On the relation between victim and perpetrator.		Statistics Finland manually combine data from PolStat with other data to get information on the relationship between victim and perpetrator.
Institute of Criminology and Legal Policy, University of Helsinki	The Self-Report Delinquency Survey.	Dating violence, mistreatment by a former or current partner in the last year, sexual harassment. ⁵⁰	A survey carried out every four years since 1995. 68 upper secondary schools and a total of 6061 9 th grade students responded to a research questionnaire
Finnish Ministry of Social Affairs and Health/Statistics Finland	The Gender Equality Barometer. The survey is designed monitor the progress of gender equality in different spheres of society attitudes, opinions and experiences relating to equality between the sexes in Finland.	The survey's primary themes include universal assessments and attitudes relating to all spheres of society, the respondents' personal experiences and views of gender equality in the workplace or at school, reconciling work and family life, division of responsibilities and decision-making within the family. The survey also covers experiences of condescending or dismissive treatment and sexual harassment as well as threat of violence.	Published 1998, 2001, 2004, 2008, 2012 and one in progress. The sample for the 2012 Gender Equality Barometer comprised 2,500 people aged between 15 and 74. The subjects were selected by random sampling stratified by geographical area, age and gender.

Data from different sectors

Entities	Type of data	Disaggregation	Collation
Health care and social services	Health records and social services records.	There is no national code for domestic violence that is used in health	Data is collected from health care records, but their availability and

⁵⁰ Results are published; Näsi, Matti 2016. Nuorten rikoskäyttäytyminen ja uhrikokemukset 2016. Kat-sauksia 18/2016. Helsingin yliopisto, Kriminologian ja oikeuspolitiikan instituutti (Krimo). <https://helda.helsinki.fi/handle/10138/169509> (technical report <https://helda.helsinki.fi/handle/10138/152605>)

		care and social service records.	consistency vary significantly.
Shelters	Data from different shelters who differ in funding and organizing.		The shelters are now state-funded, and there will be nation-wide figures available on the use of shelters.
Institute of Criminology and Legal Policy under the University of Helsinki	Annual report on crime trends in Finland.		This annual report is not open to the public.
Police Results Information System (PolStat): at the Police University College and Statistics Finland	Crime statistics.	Produce statistics about domestic violence in cases which are classified as such. Does not specify the relationship between victim and perpetrator. PolStat can produce data (e.g. sex, age, location) about the domestic violence.	All criminal offences, violations and investigations are recorded into the system. Statistics Finland manually combine crime statistics with information about addresses of victims and perpetrators from the previous four months' anonymised data. Other types of data (e.g. disability) can be found in the description text of crime reports in the Police Information System, if that information is written down by the author of the report.
The prosecutor, district courts, courts of appeal and the Supreme Court	"Case Management System of Criminal Matters" (Sakari). This database contains district court and prosecutor data; Supreme Court and Court of Appeal databases; "Decisions in Criminal Matters application"; and Reporting and Statistics.	Domestic violence is not registered with a separate code in court cases as the relationship between victim and perpetrator is not registered.	Sakari uses the same specific codes as the Police to record data, and these codes allow distinguishing between attempted and accomplished criminal acts as well as between their basic and aggravated forms in the statistics. The coding of the database designates the crime code to be used at the police investigation/prosecution stage. The list of codes used by the court is not publicly available.
The Institute of Criminology and Legal Policy.	The Finnish Homicide Monitoring System (FHMS). For a good description of the homicide monitoring system, see European Institute for Gender Equality's best practice-description. ⁵¹	The data is disaggregated by sex, age, type of violence (=homicide), the relationship between the perpetrator and the	Collected through this system annually since 2002. Based on the police data, i.e. information produced during preliminary investigations (closed cases). The data are

⁵¹ Available from: <http://eige.europa.eu/gender-mainstreaming/good-practices/finland/finnish-homicide-monitor-fhm>

		victim, geographical location. ⁵²	collected directly from the chief investigator of each individual homicide case on a standard electronic form. It is compulsory for the investigating officers to fill in the questionnaire (80 questions).
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Selected Research and reports

- A 2013 study from the Police University College examined violence in the lives of Finnish children and adolescents, organised in a comparable manner to the child victim survey.⁵³
- The Ministry of the Interior, the Ministry of Social Affairs and Health and the Ministry of Justice funded a report on familicides and filicides committed in Finland over the years 2003-2012.⁵⁴
- The Ministry of Social Affairs and Health commissioned a study in 2013 on intimate partner violence and domestic violence experienced by Roma women. This was one of the measures in the National Action Plan to Prevent Violence Against Women.⁵⁵
- The Institute of Health and Welfare, Police University College, and the University of Jyväskylä are carrying out the project “Enhancing Professional Skills and Raising Awareness on Domestic Violence, Violence against Women and Shelter Services (EPRAS) 2017-2019”. The project aims to develop and implement training for police officers and social and health care workers so that violence against women and domestic violence in general could be better identified and the victim could be better help. The research includes an assessment of training needs.
- The Ministry of the Interior funded “Police Response to Domestic Violence Emergency Calls 2015-2016”. The project involved a study aimed to determining why only approximately one in five of the emergency calls labelled as domestic violence result in reporting a crime. Another goal was to establish the course of a typical domestic violence incident, and the actions taken on the basis of such calls.⁵⁶
- The National Institute for Health and Welfare published a 2015 guide on forming a local treatment chain for victims of sexual violence.⁵⁷
- In 2013, a book was published on the vulnerable group of disabled women and how they experience violence in Finland. (Publication in Finnish at: <http://www.julkari.fi/handle/10024/110395>)

Article 12: General obligations on prevention

This is an overview of the general measures taken by Finland in relation to the various relevant articles of the convention under the chapter of Prevention. The first is Article 12 on general obligations.

The general obligations cover a range of issues relating to 1) promoting changes in social and cultural gendered patterns, 2) legislative and other measures to prevent violence, 3) focus on persons in vulnerable

⁵² The data is published as an annual report; Lehti, Martti 2017. Henkirikoskatsaus 2017. Katsauksia 19/2017. Helsingin yliopisto, Kriminologian ja oikeuspolitiikan instituutti (Krimo): <https://helda.helsinki.fi/handle/10138/175210>

⁵³ Available from: https://www.theseus.fi/bitstream/handle/10024/86726/Raportteja_110_lapsiuhritutkimus_web.pdf

⁵⁴ Available from: https://www.julkari.fi/bitstream/handle/10024/90812/URN_ISBN_978-952-245-728-8.pdf?sequence=1

⁵⁵ Available from:

https://www.julkari.fi/bitstream/handle/10024/126171/RAP_2013_33_romaninaiset_vakivalta.pdf?sequence=1

⁵⁶ Available from: http://www.polamk.fi/tietoa_polamkista/materiaalipankki/julkaisut/polamkin_julkaisut_only_in_Finnish_abstract_in_english

⁵⁷ Available from: <http://www.julkari.fi/handle/10024/130504>

circumstances, 4) focus on boys and men, 5) focus on culture, customs, "honour" etc., and 6) empowerment of women.

In Finland there are three measures in particular that are highlighted as important, both by public officials and by NGOs. These relate directly to the implementation of the Istanbul Convention and concern the establishment of a government-run 24/7 helpline for victims of violence, improved shelters through changes and increases in funding, and the establishment of a rape crisis centre. Both public officials and NGOs mention these three as particularly relevant. There are also a number of other measures as listed below. We regard all the measures that have a strong preventive goal and that work actively towards changing cultural and gendered patterns as relevant to Article 12.

Legislation and other measures to prevent violence

The Ombudsman for Equality and National Non-Discrimination and Equality Tribunal of Finland⁵⁸ has 2015 supervised compliance with the Act on Equality between Women and Men since. The Equality Act contains stipulations on the promotion of equality, a prohibition against discrimination, and legal protection. Regulations for promoting equality apply to officials, education administrators and officials, and employers. In the activities of officials, it is important to evaluate all activities from the point of view of the different genders (gender mainstreaming).

Rape within marriage was criminalised in 1994. There is no legal definition of intimate partner violence in the criminal law.⁵⁹ Finland currently has an Equality Act, with the purpose of promoting gender equality, and preventing discrimination based on gender, gender identity or gender expressions.

In 2015, 19 shelters were financed by the central government, and these shelters had a total of 1418 (2016: 1801) adult clients, 1316 women, 76 men, and 26 with unknown gender.⁶⁰ In 2017 the number of government financed shelters had increased to 23, and the number of clients were also increasing. The funding of the shelters will increase by 70 % over the next three years.

The newly opened state-funded helpline might serve a preventive function through being a low-threshold, accessible service, where victims as well as potential victims may get help. It is not clear whether preventive work is part of the stated mission of the helpline.

Vulnerability

There have previously been very poor services for women who are subject to sexual abuse. A new centre has been opened in Helsinki as a direct result of the Istanbul convention, and more centres are opening in other parts of Finland, with the goal being one in every region. Yet there is still need for these centres all over Finland. There is also a question of how these centres might be able to work preventively to combat sexual violence.

In Finland, the Federation of Mother and Child Homes and Shelters is the umbrella organisation for the majority of the shelters. There are in total 23 shelters in Finland, and 13 of these are members of the federation. The funding of the shelters will increase by 70 % over the next three years, improving conditions for shelter work. The federation works mainly with families and children in difficult circumstances, and has an explicit child welfare strategy, as opposed to the shelter movements in other Nordic countries that have been explicitly linked to the feminist movement. Each year there are around 2000 women and children and around 60 men using the shelters. 20-25 per cent of the shelter users have a migrant background.

Services for children are given special attention, as a government key project called "Towards child and family-oriented services" aims at increasing support for parenting and strengthening timely low-threshold

⁵⁸ See <http://yvltk.fi/en/index.html> for more information.

⁵⁹ Available from: <http://eige.europa.eu/gender-based-violence/regulatory-and-legal-framework/legal-definitions-in-the-eu>

⁶⁰ Statistics Finland (2016: 104)

services, which are necessary in prevention and early detection of violence within a family. The key project received € 40 million funding for 2016-2018. Most of the finances are allocated to reform work in counties and municipalities.

With regards to disabilities, the National Institute for Health and Welfare has compiled a guidebook⁶¹ on how to identify violence experienced by disabled women and how to help them. The guidebook was compiled in cooperation with the women's network of Finnish disability organisations.⁶²

Focus on boys and men

Since 2015, the Finnish Defence Forces have educated conscripts on relationship skills, including anger management and preventing domestic violence. For a more detailed description of this, see 'Education of conscripts' described in chapter 5 on highlighted practices, under Article 14 on education.

Focus on culture, customs and "honour"

In 2017, the Finnish Supreme Administrative Court gave a decision, referring to the Istanbul Convention, that a man found guilty of assaulting his sister on the basis of "family honour" was deported back to his home country. The ruling was supported by the argument that giving "family honour" as the reason for several acts of violence towards a sibling reflects such neglect of principal values protected by the Finnish Constitution as well as international obligations, that the crime constituted a more serious crime than the mere type of assault itself provided. The ruling may be seen as preventive, as the judiciary tend to follow the decisions of the Supreme Courts.

The Finnish Human Rights League published a 2016 report on so-called honour-related violence in Finland.⁶³ The league also hosts a network to prevent this type of violence, which the public authorities also attend.

Empowerment of women

The measures described here belong partly to civil society, but they receive a substantial part of their funding from public money.

The Girls' House in Helsinki was founded in 1999 and offers low-threshold services for girls between the ages of 10 and 28. The main objective is to support growth and identity formation of girls and women. The services include open activities and an open house in Helsinki, including (mainly free) hobby groups focusing on sports, arts, cooking and so on. The house also organises support groups that are carefully organised depending on the girls' needs, focusing on sharing experiences and building strength and confidence. The Girls' House also works with young mothers, offering support groups as well as help with everyday tasks for pregnant women and mothers under the age of 21. The house does multicultural work, offering language courses and support groups, as well as organising multicultural and anti-racist events. There is a clinic on-site offering pop-in sexuality education with a health worker. This may include getting contraception, a pregnancy test or being checked for sexually transmitted diseases, as well as getting counselling on body image, dating, and sexuality. There is also some work done on sexuality education by employees at the Girls' House, especially through school visits. The Girls' house helps victims of sexual violence by offering a responsible adult contact person to help them deal with trauma after sexual violence, and also provide group support, and help and testify in court cases. There are also groups for parents. The house works together with police, the psychiatric wards, families, child protection and social services, and argue that there is need for this work because what is currently offered by the public sector limited.⁶⁴

Monika is a nationwide multicultural women's association, promoting equality and inclusion of migrant women in Finland, and preventing violence against women. The organisation has existed for around 20

⁶¹ Minna Piispa (2013) «Uskalla olla, uskalla puhua». Available from: <https://www.julkari.fi/handle/10024/110395>

⁶² Available from: <https://www.thl.fi/en/web/injury-prevention/violence>

⁶³ Available from: https://ihmisoikeusliitto.fi/wp-content/uploads/2016/06/Kunniakäsitykset-ja-väkivalta_B5_nettti-002.pdf

⁶⁴ Available from: https://tyttoientalo.fi/sites/default/files/tyttalo_eng_0.pdf

years, and now has 29 full-time employees, in addition to volunteers from all over the world. It is also an umbrella organisation for migrant women's NGOs, with 13 member associations. Monika is divided into four sub-organisations offering a range of different services; Resource Centre Monika offers low-threshold advice and psycho-social support for those who experience domestic violence or the threat of violence. Clients can receive help anonymously, and services include peer support groups and supportive housing. *Shelter Mona* is the only shelter in Finland with a secret location, and the shelter offers secure accommodation for those who experience violence or threat of violence from family or community, from all over Finland. *MoniNaisten Tila* promotes integration through individual counselling and group activities including Finnish and English classes and information about Finnish society, with the aim of building networks and promoting integration. *Osaavat naiset* work against long-term unemployment and offers support and help migrant women find work through individual counselling, workshops and mentoring for women living in the Helsinki metropolitan area. The sub-organisation offers work-related activities for those who are in need of a job or a place to study, and they also advocate more broadly in society for equal opportunities in working life.

Article 13: Awareness-raising

Article 13 of the convention on awareness-raising covers the following issues: 1) collaborative campaigns and programmes together with NGOs and civil society to increase understanding of different forms of violence, and 2) dissemination among the general public of information on prevention of violence as covered by the scope of the convention.

- In 2014-2015 there was the "Right to Choose - End to sexual violence and harassment!" awareness-raising campaign, coordinated by the Ministry of Interior, and carried out in collaboration with the Finnish Red Cross, the Tukinainen Rape Crisis Centre, Women's Line, and the Lyömätön Linja Domestic Violence Intervention Programme in Espoo. The objective was to increase awareness of sexual harassment, sexual offenses and the rights of victims among girls and young women. The project aimed to reduce sexual violence against girls and young women by increasing awareness among both women and men. The Police University College contributed to the project by providing scientific information.
- The National Institute for Health and Welfare has taken part in a "#RESPECT" campaign in 2016, which aimed at recognising and combatting sexual harassment in public spaces. #RESPECT was a very loosely administrated inter-sectoral campaign which combined NGO's, the police and different sectors of the government. It included also collaboration with media personalities, which helped catch the attention of the general public.
- In 2017, a campaign will be conducted by the Institute of Health and Welfare to raise awareness of the professionals and the public about shelter services in Finland.
- As a part of Väestöliitto (The Family Federation of Finland), the helpline Poikien Puhelin (Boys' Phone) has offered support and advice for boys and young men in a broad variety of issues; among those aggression management and life control, since 2007.
- In 2012-2013 a campaign was conducted to promote the rights of adolescents and raise awareness on sexual violence (Mun kroppa, mä päätän ["My body, my decision"]).
- The Federation of Mother and Child Homes and Shelters have carried out several campaigns as part of their general outreach work, among others 1) campaigns to educate youth on what domestic violence is, 2) information material for teachers on how to talk with pupils and parents about violence, 3) prevention work in Oulo specifically targeting the Læstadian faith community,

4) an outreach project empowering women to break free from violence, and 5) campaigns in social media about love and respect called “My space, not yours”.

- As a part of the EPRAS-project, a general awareness-raising campaign will be conducted to give the audience information on the state-funded shelter services, which are free of charge to the clients and available nationwide.

Our informants highlight separate funding as the crucial success criterion for awareness-raising campaigns.

Article 14: Education

According to article 14, the countries shall 1) include teaching material on equality, non-stereotyped gender roles, respect, non-violent conflict resolution in interpersonal relationships, gender-based violence against women, right to personal integrity, and 2) these principles should be included in informal educational facilities, sports, cultural and leisure facilities and in the media.

In schools, the following efforts are being made:

- In 2017, a book by Chimamanda Ngozi Adichie called “We Should All Be Feminists” was given for free to every 9th grader in Finland. The book was later discussed by school pupils and was intended to open views on gender equality and women’s rights.
- Equality and human rights education are included in the national curricula of primary education. The new curricula for basic education were implemented in all schools in 2016. Education on human rights is implemented in all sectors of the new curricula. Education on emotional skills, sexual identity and safety skills has been strengthened as well.
- The teaching material at hand in basic education and general upper secondary education Finland is based on what is stated in the National Core Curriculum. The following are somewhat relevant here:
 - According to the Act on Early Childhood Education and Care, one of the aims is to provide all children with equal opportunities for early childhood education and care, and to promote gender equality.
 - According to Section 2 in the Basic Education Act, the objective of education is to support pupils' growth into humanity and into ethically responsible membership of society and to provide them with knowledge and skills needed in life.
- The new act on students and school pupils’ health care improved the quality standards of access to health care in education. It also provides tools for multi-professional cooperation in helping the pupil as well as promotes early detection of violence.
- The Ministry of Education and Culture established a project called “Gender sensitivity in early childhood education – equal encounter in nursery schools (2012-2014)”, funded by the Ministry of Education and Culture and managed by The Feminist Association Union. The project was carried out with the contribution of two employees: a project worker and a project manager.⁶⁵ Besides producing an educational website, the main objective of the project was to increase awareness of the ideas and practices of gender sensitivity in the Finnish-speaking early education field through research, in-service training, and statements regarding educational policy.

⁶⁵ See the project website: <http://www.tasa-arvoinevarhaiskasvatus.fi/in-english/>

- The national Institute for Health and Welfare have collaborated to include teaching materials on safety skills for children and young people.
- The Finnish National Agency for Education has published a guide for schools. “Equality work requires skills” introduces the challenges of equality, promotes understanding for gender diversity and explains what is meant by sexual harassment. For a more detailed description of this, see chapter 5 on highlighted practices under Article 14 on education.

It is worth noting that teachers in Finland have pedagogical autonomy and can decide themselves the methods of teaching and the textbooks and materials they use in their classrooms. This means that the material listed above is not necessarily used by teachers.

Article 15: Training of professionals

Regarding training of professionals, the convention states that 1) relevant professionals dealing with victims or perpetrators need knowledge on prevention, detection, equality, rights of victims, and the prevention of secondary victimisations, and 2) the training shall be multi-agency and cross-sectorial to insure cooperation.

The following groups receive training on the forms of violence covered by the convention:

- **Municipal social and health care professionals:** About 200 professionals have been trained as key trainers to act as experts and to share their expertise in the field of preventing domestic violence.
- **Police officers:** A project called “Enhancing Professional Skills and Raising Awareness on domestic Violence, Violence against Women and Shelter Services (EPRAS)” will be carried out online in 2017–2019. The project aims to enhance the knowledge of intimate-partner violence, violence against women and shelter services among police officers and social and health care professionals.
- **Professionals in maternity and child welfare clinics:** These have been trained in the systematic use of a questionnaire for recognising violence. The questionnaire is developed by the National Institute for Health and Welfare.
- **Police Cadet Training:** Domestic violence is a part of domestic incidents training for every police cadet. Domestic violence is a cross-sectional theme during the studies, and it is a focus area in criminal, juridical, psychological and tactical lessons and exercises, as well as how to face the victim of domestic violence or sexual crime.
- **Law enforcement in service:** Violence against women consists of many forms of violence, not only domestic violence. There is special training for law enforcements in service regarding for instance human trafficking, sexual crimes, crimes against children (typically sexual crimes against girls), hate crimes, and discrimination of vulnerable groups.
- **Prosecutors:** The Office of the Prosecutor General provides training in sexual and violence crimes against women and children to prosecutors every year. They also provide training in trafficking in human beings. Crime inspectors and judges can also participate in the courses. The topics of the courses are criminal investigation, consideration of charges, prosecuting, and sensitivity training in meeting and understanding the victim of the sexual/ violence crime during the investigation and the criminal procedure. Courses are practice-based, focusing legal praxis, real cases and the problems related to them. The prosecutors who specialise in sexual and violence crimes against women and children and the specialists in forensic psychology from the five University Hospitals in Finland meet every year, with professional training as a part aim of the conference.

- **Lawyers:** Two new training programmes will be started. One is for lawyers who may become judges in the future. This programme contains themes of criminal law, sexual crimes and the specific issues of civil and family law. The training programme will last 3 years.

Regarding multi-agency collaboration, the following is reported:

- **Collaborative (police) work:** Local efforts in multi-agency partnerships to tackle domestic violence are varying substantively. However, some local efforts have been very successful, such as the Ankkuri (Anchor) model, which have been seen as examples of best practice to other police departments. Ankkuri (“Anchor”) projects are likewise working on municipal level, targeting juvenile delinquency and violence in close relationships, with quick response by a multi-agency group consisting e.g. of child protection, youth work, police, social work, psychiatric health care and conciliation. However, local adaptations of Ankkuri model have not been faithful to the original model, local variation is rather substantial.
- **MARAC:** The National Institute for Health and Welfare coordinates the permanent network of MARACs, multi-agency risk-assessment conferences for helping victims of grave domestic violence. Currently, Finland has 33 MARAC teams covering the areas of about 100 municipalities. Studies have shown that the MARAC methodology has been successful in improving the safety of victims. Local MARAC teams meet monthly to assess individual cases, but also to share ideas and understanding of the multi-professional work of countering domestic violence and violence against women. Thematic trainings and seminars are organised by the National Institute for Health and Welfare, but also by municipalities and Regional State Administrative Agencies.
- **Lyömätön linja (Unbeaten line)** in Espoo encourages the police to cooperate with other agencies to bring the suspect from pre-trial investigation to support services early on.

Article 17: Participation of the private sector and the media

According to article 17, 1) the private sector, media and information and communication technology sector should participate in the work against violence as covered by the convention, and 2) children, parents and educators should develop skills to deal with information and communication environments that provide access to degrading content of a sexual or violent nature.

Being free from government control, the media is using self-regulatory standards to control and diminish degrading stereotypes of women. Individuals may also complain to the self-regulatory bodies over degrading images/stories in the media.

- There are examples of NGO-lead campaigns against hate speech (misogyny and xenophobia) online, and private companies have been made aware of the risks of advertising on fake news sites.
- In 2017, the Finnish police founded a specialised group of investigators to uncover and investigate hate speech online.
- Finland has been active in combatting cyber violence and promoting gender equality in the media. In 2016, Finland chaired the Nordic Council of Ministers and lead the work which resulted in publishing of two studies on the themes. Both studies are available via the website of the Nordic Council of Ministers:
 - *Women and Men in the News. A report on Gender representation in Nordic News Content and in the Nordic Media Industry* (TemaNord 2017:527). Despite the development of new media and technologies, traditional news media and journalism still have a notable impact

on society. The survey examines how women and men are represented in the news media in the Nordic countries, and how the media convey and reinforce gender stereotypes.

- *Regulation of Gender-Discriminatory Advertising in the Nordic Countries* (TemaNord 2017:534) The report surveys how gender-discriminatory advertising is regulated in the Nordic countries. In the Nordic countries, gender-discriminatory advertising has been on the public agenda since the 1970s and 1980s, the time when gender equality legislation was adopted. However, the Nordic countries have chosen different ways of regulating gender-discriminatory advertising. The report surveys the differences and the similarities in the regulation and in the media environment in the Nordic countries, discusses the potential of self-regulation compared to the regulation in law, and notices that gender equality in relation to advertising is intrinsically related to a discourse about freedom of expression.
- Finland is gathering new data on hate speech and online harassment which are covered by the forthcoming *Gender Equality Barometer 2017*, to be published in Spring 2018.
- The European Institute for Gender Equality (EIGE) has recently conducted desk research that aimed to identify and analyse the existing research on different forms of cyber VAW and assess the availability of surveys and administrative data on the phenomenon. The findings of this research and the resulting recommendations are being taken into account in the drafting of the first Finnish National Implementation Plan of the Istanbul Convention.
- The National Institute for Health and Welfare has published guidelines on safety skills for both children and teenagers. One aim of the guidelines is to protect children from online sexual abuse and harassment.
- Telia, a telephone company and mobile network operator, has started a campaign called “Digiboom” with the Save the Children Fund. The theme of the campaign is children’s rights in digital media, and includes protecting children from online sexual abuse.
- The Helsinki Police Department, Victim Support Finland and the Save the Children Fund have developed a mobile application which offers children help with recognising sexual harassment and finding help.
- The National Audiovisual Institute has published a guide on how parents can monitor and guide how their children use social media.
- Regarding self-regulatory standards in the media and ICT-sector, the Council for Mass Media publishes Guidelines for journalists. It can also handle individual complaints. Discriminatory, violence-provoking or hateful commercial or non-commercial journalistic messages are not allowed in mass media. In addition, the Council of Ethics in Advertising issues statements on whether an advertisement or advertising practice is ethically acceptable. The Council deals with issues like discrimination, decency and social responsibility.
- Regarding laws, protocols and guidelines to combat for example sexual harassment in the workplace, there are laws (such as The Act on Occupational Safety and Health Enforcement and Cooperation on Occupational Safety and Health at Workplaces) banning sexual harassment in workplaces. It is the responsibility of the employer to actively hinder harassment at the workplace. Employers are obliged to draft plans to promote equality and are recommended to have an action plan for cases of harassment. Several instances have published protocols and guidelines on how to deal with sexual harassment at the workplace. The Occupational Safety and Health Administration in Finland provide legal expertise and assistance to ensure legal working conditions at workplaces.

ICELAND

About Iceland – facts and figures

Iceland is a Nordic island country located in the North Atlantic Ocean.

- **Size:** 103,000 km²
- **Population:** 334,252 (2016)
- **Ranking in the World Economic Global Gender Gap Report:** 1 (2017)
- **Ranking in the United Nations gender inequality index:** 9 (2015)
- **Women's suffrage:** 1915⁶⁶
- **Employment rate:** 80% for women, 87 % for men⁶⁷
- **Women in parliament:** 38 %
- **Key figures relating to violence against women and domestic violence:** A nationwide study on violence against women (2010)⁶⁸ showed that 42 % of Icelandic women had experienced violence at some point in life, and 22 % had experienced violence in close relationships. Another study showed that persons with disabilities has a doubled risk of being victims of violence, and women more so than men (2013⁶⁹ and 2017⁷⁰).

Status for ratification of the Istanbul convention

Iceland has signed, but not yet ratified The Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence. Though the Articles are thus not binding, this chapter on Iceland is structured around the same Articles in the convention as with the other countries.

Relevant action plans

The Action plan on Gender Equality for the period of 2016-2019 was approved by the Parliament last year. The Action Plan defines the policy of the government and includes many projects intended to disseminate information on and educate about gender equality and to further that development. The action plan also includes a collaborative project between three ministries on measures against violence and its consequences (described under Article 12: General obligations, page 53).

Article 10: Coordination

According to the Istanbul convention, each country should designate or establish one or more official bodies responsible for coordination, implementation, monitoring and evaluation of the work with the Istanbul Convention.

⁶⁶ Restricted to women over age 40. Suffrage for all women from 1920.

<https://eng.velferdarraduneyti.is/departments/gender-equality/>

⁶⁷ Available from: https://www.statice.is/media/50333/women_and_men_2017.pdf

⁶⁸ Available from: https://www.stjornarradid.is/media/velferdarraduneyti-media/media/ritogskyrslur2011/26012011_Ofbeldi_a_konum.pdf

⁶⁹ Available from: https://www.velferdarraduneyti.is/media/velferdarraduneyti-media/media/Rit_2013/ofb_fatladar-konur-skyrsla_mai2013.pdf

⁷⁰ Available from: <https://www.stjornarradid.is/lisalib/getfile.aspx?itemid=7870da7e-5811-11e7-941c-005056bc530c>

As of yet, no body has been established or designated specifically to oversee and co-ordinate Iceland's work concerning the Istanbul convention. It has been suggested that a Steering Group with representatives from several ministries on actions against violence take on that role. It has further been suggested that the Bjarkahlið family justice centre in the capital area, which is a joint project of the city of Reykjavik, the Ministry of Welfare, the Ministry of Justice, the Metropolitan Police and several NGOs, providing comprehensive support to victims of violence, could be the central entity responsible for the collection of and preservation of data and research. The Ministry of Justice and the Ministry of Welfare have put together an overview document on the necessary changes to legislation and administration as required by the implementation of the Istanbul Convention.

Article 11: Data collection and research

Each country shall, in relation to the Convention, collect disaggregated data and population-based surveys at regular intervals on forms of violence covered by the convention, and support research on forms of violence covered by the convention. The countries shall also make this information available to the general public, as well as to international experts in order to stimulate international co-operation.

The police and social services gather numerous and detailed reports in violence cases, and the government and other stakeholders use these numbers actively. Both the Ministry of Welfare and the City Council report that they expect an increase in the number of cases reported in the coming years due to their increased efforts on many fronts, as a result of raised awareness in the public, and increased trust in the system.

However, there is no strategic or systematic collection of data to support the work against violence, and there is little knowledge on for instance domestic violence against men and within same-sex couples.

Research and reports

The Ministry of Welfare funded a nationwide study on violence against women in 2010⁷¹ and on violence against disabled women in 2013⁷². The first study showed that 42 % of Icelandic women had experienced violence at some point in life, and 22 % had experienced violence in close relationships. Another recent study published in May 2017⁷³, on the health of persons with disabilities, showed that this group has a doubled risk of being victims of violence, and women more so than men. The surveys were national, funded on a project basis, and the results were made public. All three studies showed that the occurrence of violence against women and women with disabilities is a serious problem within the Icelandic society.

The survey from 2010 on violence against women showed that there was a much higher occurrence of violence against women in the Suðurnes area. This was an area hit hard by the economic crisis. Supported by the Ministry of Welfare, the local authorities decided to act. The police, social services and the local health authorities entered into a cooperation on domestic violence. The project was called "Keeping the window open", and was awarded a prize for innovation in public administration. It is a cross-sectorial co-operation project aimed at improving the first response of the police and the quality of investigations, to prevent repeated offences and provide better support for victims and perpetrators as well as make better use of the available measures such as restraining and expulsion orders. All changes made to the working methods of the participants in the project were made within the framework of domestic law and involved no additional funding or staff, but was done by enhancing co-operation, changing working methods and attitudes. As a part of the project, a brochure in three languages entitled *Is domestic violence a part of your life?* was distributed to every household in the region, in a cooperation between the Ministry of Welfare

⁷¹ Available from: https://www.stjornarradid.is/media/velferdarraduneyti-media/media/ritogskyrslur2011/26012011_Ofbeldi_a_konum.pdf

⁷² Available from: https://www.velferdarraduneyti.is/media/velferdarraduneyti-media/media/Rit_2013/ofb_fatladar-konur-skyrsla_mai2013.pdf

⁷³ Available from: <https://www.stjornarradid.is/lisalib/getfile.aspx?itemid=7870da7e-5811-11e7-941c-005056bc530c>

and the local municipalities. The brochure addresses different types of violence and provides information on the available help and support.

The “Keeping the window open” methodology has been successfully implemented in the capital area and in various areas in the country. In Reykjavik, it is part of the “Together against violence” project, a cooperation between the City of Reykjavik and the Capital Area Police Department along with the Women’s Shelter in Iceland and the Health Care Centres in the Capital Area since 2015. In the first year of the project, the number of domestic violence cases reported was doubled.

During the period covered by The Action Plan on Gender Equality (2016-2019), the Ministry of the Interior shall be responsible for carrying out an examination of the status of refugees and asylum-seekers in a gender equality and human rights perspective. The project will include an examination of whether gender equality and human rights perspectives are given sufficient attention in Icelandic legislation and practice, including considerations of gender, sexual orientation or sexual identity, individuals at risk, survivors of violent offences and trafficking in human beings. It should result in proposed reform measures that guarantee asylum seekers and refugees a fair hearing of their cases and appropriate protection.

The Ministry considers that more research is needed, both with regards to women as a whole and women belonging to certain groups. This will be dealt with further by the Steering Committee of three different Ministries.

Article 12: General obligations on prevention

This is an overview of the general measures taken by Iceland, that can be seen in connection to Article 12 on general obligations.

The general obligations cover a range of issues relating to 1) promoting changes in social and cultural gendered patterns, 2) legislative and other measures to prevent violence, 3) focus on persons in vulnerable circumstances, 4) focus on boys and men, 5) focus on culture, customs, “honour” etc., and 6) empowerment of women.

Legislation and other measures to prevent violence

The Act on Equal Status and Equal rights between women and men aims to establish and maintain equal status and equal opportunities for women and men, and thus promote gender equality in all sectors of society. All individuals shall have equal opportunities to benefit from their own enterprise and to develop their skills irrespective of gender.

In 2017, Parliament approved the legislation of the Equal pay standard, making it mandatory for companies in Iceland with 25 or more employees to be qualified for an equal pay certification every year.

In 2017, four Ministers of the newly appointed Government signed a Declaration of cooperation, stating their intention to cooperate fully with all available means and methods in the fight against violence. There is an emphasis on children, people with disabilities and other vulnerable groups.

Icelandic law defines gender-based violence as violence based on gender which results in, or could result in, physical, sexual or psychological injury or suffering on the part of the victim; the definition also includes the threat of such violence and coercion or arbitrary deprivation of freedom, both in private life and in a public venue.⁷⁴

⁷⁴ Available from: https://eng.velferdarraduneyti.is/media/acrobat-enskar_sidur/Act-on-equal-status-and-equal-rights-of-women-and-men-no-10-2008-as-amended-0101-2018-final.pdf

Regarding gender-based violence and violence in intimate relationships, the above-mentioned action plan outlines a collaborative project involving three ministries on measures against violence and its consequences. The project is led by the Ministry of Welfare, and aims to improve collaboration and procedures in preventive measures against violence and to enhance collaboration on the investigation of cases involving violence. In addition to addressing collaboration between institutions, emphasis will be placed on collaboration with non-governmental organizations. The project will include the following:

- a. Instituting nation-wide consultation aimed at improving collaboration and procedures in preventive measures against violence, and enhancing collaboration on the investigation of cases.
- b. Preparing, within the context of national consultation, a four-year action plan which is due to be presented before the Parliament in March 2018.
- c. Increasing police capacity and skills to respond when violent crimes are reported, so as to ensure quick and competent handling of cases.
- d. Increasing education and training within the law-enforcement system.
- e. Enhancing the capacity of the welfare system to provide positive support and protection for the survivors of violence.
- f. Providing assistance to the perpetrators of violence, help them face their problems and tackle them in order to reduce the incidence of violence.
- g. Increasing educational and preventive activities based on research and professional knowledge.

Since 2014, the Capital Area Police Department has made radical changes to its administration, services and priorities, in order to work against domestic violence. For a more detailed description of this, see chapter 5 on highlighted practices under Article 12 on general obligations.

In early 2017, Bjarkarhlíð was founded with inspiration from the American family justice centre model. It is a house outside the centre of Reykjavik where victims of gender-based, domestic or sexual violence can enter one door and meet the entire public apparatus dealing with their case (save the health care sector). The police, a prosecutor and several social workers are ready to help, as well as relevant supportive NGOs. Bjarkarhlíð is financed by the Ministry of Welfare, and in future might play a larger role in the preventive work and coordination of data and resources in the field of domestic violence.

Vulnerability

The former Government signed a Declaration of cooperation, stating their intention to cooperate fully with all available means and methods in the fight against violence. There is a particular emphasis on children, people with disabilities and other vulnerable groups.

Focus on boys and men

There are two NGOs that work with men and against violence, one of them with perpetrators of domestic violence and the other with survivors of sexual abuse and violence.

- Heimilisfriður is a psychological centre to help perpetrators of domestic violence stop the violence. It's called Heimilisfriður ["Home peace"], but used to be called Karlar til ábyrgðar ["Men take responsibility"].⁷⁵
- Stígamót is an education and counselling centre for survivors of sexual abuse and violence, and has a male support group.⁷⁶

⁷⁵ Available from: <http://www.heimilisfridur.is>

⁷⁶ Available from: <http://www.stigamot.is/is/languages/english>

There is also a new effort underway to form a group of men against gender-based violence. It's now a Facebook group called #égertil [I exist], meant to help men discuss masculinity and men's violence against women. It was formed shortly after the #metoo discussion in 2017, and is meant to allow men space to discuss their responsibility for the culture that is brought into the light by the stories of so many women.

Focus on culture, customs and “honour”

Justification for violence related to custom, religion, tradition or so-called honour is covered by the general penal code, for instance female genital mutilation which is covered by Article 218.

Empowerment of women

The Centre for Gender Equality has recently entered into a project against gender-based violence and has received funding from the Rights, Equality and Citizenship Programme of the EU. The project will be carried out in cooperation with among others the Ministry of Welfare, the Ministry of the Interior, the National Commissioner of the Icelandic Police, the Metropolitan Police and the cities of Reykjavik and Akureyri. The main purpose of the project is to eliminate gender-based violence in Iceland and the goal is to increase the number of formal complaints of violence to the police by approximately 20%, in the two-year duration of the project.

The core of the project is to share experiences of proven working methods, to connect the different entities that work in the area, provide education and bring about an awareness-rising for the whole population. The work is not going to focus on new services, but to strengthen the existing and available services and increase the knowledge and ability of professionals in detecting violence. There will be a particular focus on vulnerable groups, which research have shown, in this context, to be women with an immigrant background, disabled women and pregnant women. The project is for the whole country, divided by Police Districts.

The Women's Safe Shelter Kvennaathvarf, established in 1982, is located in Reykjavik and serves the whole country. The shelter is based on a feminist ideology, stating that violence against women, domestic and other sorts of violence, is a social problem, and not a private one. The shelter is an emergency shelter for women suffering from domestic violence, for women and children who have been physically or psychologically abused in their own home by a husband or another family member, for rape victims and for victims of human trafficking. The shelter is run by the Women's Shelter Alliance NGO, and it is financially supported by the government, various municipal authorities and private donors. Women from rural areas get the travel to Reykjavik funded by their municipality. The shelter is advertised on websites, in media, pamphlets, presentations in schools and workplaces, and referrals by specialists such as social workers, doctors and midwives. Services are provided in Icelandic and English at all times and in other languages through the assistance of interpreters.

Article 13: Awareness-raising

Article 13 of the Convention on awareness-raising covers the following issues: 1) collaborative campaigns and programmes together with NGOs and civil society to increase understanding of different forms of violence, and 2) dissemination among the general public of information on prevention of violence as covered by the scope of the Convention.

As part of their cooperation with the Council of Europe Convention on the Protection of Children Against Sexual Exploitation and Sexual Abuse, a joint project of the Prime Minister, The Ministry of the Interior, the Ministry of Welfare and the Ministry of Education, Science and Culture was launched in 2013, called Raising Awareness. For a more detailed description of this, see chapter 5 on highlighted practices, under Article 13 on awareness-raising.

Article 14: Education

According to article 14, the countries shall 1) include teaching material on equality, non-stereotyped gender roles, respect, non-violent conflict resolution in interpersonal relationships, gender-based violence against women, right to personal integrity, and 2) these principles should be included in informal educational facilities, sports, cultural and leisure facilities and in the media.

The Raising Awareness campaign included an effort directed at schools. The material from Raising Awareness comes with teaching guides and helps teachers in opening up the discussion on violence and use the films and other resources in various situations in schools. For a more detailed description of this, see chapter 5 on highlighted practices, under Article 14 on education.

Article 15: Training of professionals

Regarding training of professionals, the convention states that 1) relevant professionals dealing with victims or perpetrators need knowledge on prevention, detection, equality, rights of victims, and the prevention of secondary victimisations, and 2) the training shall be multi-agency and cross-sectorial to insure cooperation.

In March 2018, four Ministers of Government signed a Declaration of cooperation, stating their intention to cooperate fully with all available means and methods in the fight against violence. There is an emphasis on children, people with disabilities and other vulnerable groups. The Declaration focuses on communication, cohesion and coordination at the local level as well as the national level. A Steering Committee with representatives from the relevant Ministries is currently doing a round of consultation meetings across the country with local authorities, professionals and NGOs, in order to bring the relevant parties together and open up the discussion on how regional cooperation can be strengthened. A national consultation meeting was also held in Reykjavik, bringing together young people, NGOs and professionals from all over the country. On the basis of this consultation, the Steering Committee is working on a four-year Action Plan against violence, to be presented before the Parliament later in 2018. The Plan proposes actions on the education of different groups of the general public as well as professionals, strengthening the cooperation in the investigation of cases, and there is a specific focus on the strengthening of different support services provided by various entities to victims as well as perpetrators in order to eliminate violence.

In 2009, the Ministry of Social Affairs published five books on violence against women. The books were meant to add to the understanding of the consequences of violence and to enable professionals to identify women that suffer from violence and to assist them in improving their lives. One of the books is for the general public and the other four are written for particular professions: the social services, the health care professionals, midwives and the police. The Centre for Gender Equality is now considering ways to update and republish the books. However, they are still widely used, although they have not been updated since the original publishing. The books currently exist only in Icelandic, and are available online.⁷⁷

The Action Group on the handling of cases of sexual violence has suggested actions meant to strengthen the education of professionals. The Steering Committee against violence is working on further suggestions in this regard, to be put forward in the four-year Action Plan against violence.

2013-2015, the Ministry of Welfare Cooperation team on Domestic Violence held courses all over the country for professionals, on best practice and cross-sectorial cooperation. The courses were half day courses, and the focus was on the ways and methods of the Keeping the Window Open project. The focus was on cross-sectorial cooperation between the local police authorities and the social services in improving the first response to cases of domestic abuse, improving the handling of such cases, using the available

⁷⁷ The book intended for the general public is available here: <https://www.stjornarradid.is/media/velferdarraduneyti-media/media/Ofbeldisbaekur/OfbeldiAdalbokin.pdf>

means and methods in legislation and service, provide better support to victims and have more cases being processed by the justice system. During the courses, professionals involved in the project were a part of the team and held presentations on the working methods of the projects and their experiences from that.

“In the open against violence” was a pilot project in 2014, and involved a preschool, a school and an after-school programme in the same area of Reykjavik. The focus of the project was to enable children to talk about violence and take a stance against it, as well as teachers being able to talk about and recognise signs of violence. It provided information material directed at the children, and training for the teachers and other staff to talk about violence with the children. Importantly, the project also involved developing a coordinated procedure to be initiated when someone suspects violence. The chain of action and responsibility was not clear before this project, placing a lot of the responsibility for progress on the individual whistle blower. The teachers’ willingness and confidence in talking about violence was measured before and after, and improved greatly during the project. The Committee on the protection against violence put forth a bill that was passed by The City Council in 2017, which involves implementing this project in all school areas in the city.

Article 17: Participation of the private sector and the media

According to article 17, 1) the private sector, media and information and communication technology sector should participate in the work against violence as covered by the convention, and 2) children, parents and educators should develop skills to deal with information and communication environments that provide access to degrading content of a sexual or violent nature.

The Ministry of Welfare issued a regulation on harassment, sexual harassment and violence in the workplace in November 2015, making it mandatory for all workplaces to have an action plan on prevention and reaction.

The human rights committee is responsible of following up the human rights policy of the city of Reykjavik. The policy is progressive, including not only protection on the grounds of gender, ethnicity etc, but also on the basis of body build and type, demanding respect for all bodies.⁷⁸ The committee workers go to all the workplaces within the city and provide information about and discuss the policy, letting people know what you can do if they see or experience policy violations. The policy is linked to real-life cases that have been reported, and the committee always educates the audience about the different forms of violence during their visits. They say they always get more cases after a visit.

Under the “Gender and Democracy” headline, the Action Plan on Gender Equality instructs the Ministry of Education, Science and Culture to initiate a survey on access to, and presentations in, the media of men and women, girls and boys, and to work on policy in this area. The survey will examine access by women and men to various types of media material, and whether/how media treatment of women and men is coloured by gender-role stereotypes. It aims to examine the extent and nature of gender-based ‘hate speech’ in the media, and the project is meant to advise on policy, and raise awareness in the media.

In the fall of 2017, the fundraising organization Á allra vörum⁷⁹ donated their services to the Women's Shelter to help raise money for building apartments for women in need. This fundraising organisation only works pro bono, and choose a worthy subject every two years to raise money for. This year, the Women's Shelter was the beneficiary of the fundraising effort, and the response was very strong. Media companies, telecommunication companies, advertising agencies and other companies, as well as the fundraising

⁷⁸ Available from: <http://reykjavik.is/en/city-of-reykjaviks-human-rights-policy>

⁷⁹ Available from: www.aallravorum.is

company, all donated their services, making emotional campaign material and airing it nation-wide⁸⁰. Together they raised around 90 million ISK for the Women's Shelter.

Other measures taken or planned to prevent violence against women

In 2010, the Human Rights Office initiated a project to make bars and clubs violence free, shedding light on the gender-based issues of 'night life'. For a full description of this, see chapter 5 on highlighted practices, under Article 17 on participation of the private sector and the media.

⁸⁰ Available from: <https://www.facebook.com/aallravorum.is/videos/10155657284669293/>

NORWAY

About Norway – facts and figures

The Kingdom of Norway borders Russia to the North-East, and Finland and Sweden to the East. Norway has a vast coastline to The North Sea, The Norwegian Sea and The Barents Sea.

- **Size:** 385 252 km²
- **Population:** 5,28 million
- **Ranking in the World Economic Global Gender Gap Report:** 2 (2017)
- **Ranking in the United Nations gender inequality index:** 1 (2015)
- **Women's suffrage:** 1913
- **Employment rate:** 67.7 % women and 73.4 % men
- **Women in parliament:** 40 % (2017)⁸¹
- **Key figures relating to violence against women and domestic violence:** The Norwegian centre for violence and traumatic stress (NKVTS) find that women and men are equally subject to violence, but that the abuse of women tends to be more grave and more often of a sexual nature.⁸² 33,6 % of women and 11,3 % of men had experienced some form of sexual assault during their lifetime. 8,2 % of women and 1,9 % of men report serious partner violence, and 14,4 % of women and 16,3 % of men reported less serious partner violence during their lifetime. 25-30 % of all homicides are committed by an intimate partner.

Status for ratification of the Istanbul convention

The Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence was ratified by the Norwegian Parliament in July 2017, and entered into force 1st of November the same year. Norway's first report to GREVIO is not yet scheduled.⁸³

Relevant action plans

In Norwegian, the term consistently used is “vold i nære relasjoner”, which can be translated to “violence in close relationships”. The term is translated variously to “domestic violence”, “family violence”, “partner abuse”, “battering”, etc, mainly to distinguish this violence from more random violence perpetrated by attackers with whom the abused has no established or lasting relationship.

Norway has several current action plans that intersect with the goals of the Istanbul convention.

Escalation Plan against Violence and Abuse (2017-2021). Its stated goal is to reduce the prevalence of violence in close relationships, with a special focus on violence that targets children and youth. It focuses on victim care and cooperation among the responsible authorities and instances working against violence.

⁸¹ Available from: <https://data.worldbank.org/indicator/SG.GEN.PARL.ZS>

⁸² Available from: https://www.regjeringen.no/contentassets/a0f79a10854045c68770c5408e2b3d66/nkvts_vold-voldtekt-2014.pdf

⁸³ Available from: <https://www.coe.int/en/web/istanbul-convention/timetable>

The Action Plan against Domestic Violence (2014-2017), **A life without violence**, comprises 45 measures covering prevention and visibility, capacity-building, treatment and support, judicial measures and cooperation. The results of the action plan are being presented in bi-annual status reports.

A Good Childhood Lasts a Lifetime, Action Plan to Combat Violence towards and Sexual Abuse of Children and Young People (2014-2017). The action plan comprises 43 measures aimed at combating violence and sexual abuse against children and youth. The primary goal of the plan is to prevent children and young people from being subjected to violence and sexual abuse in or outside their home. Children and youth who are exposed to violence and abuse must be given early, appropriate help, wherever they may live in Norway.

Action Plan to Combat Negative Social Control, Forced Marriage and Female Genital Mutilation (2017-2020), **The right to decide about one's own life**. The plan has 28 measures, is cross sectoral and a cooperation between seven ministries and their implementing agencies. It includes operational measures to liberate more children and young people in Norway from negative social control and various forms of coercion. This plan is aimed at all those whose work relates to negative social control, forced marriage and female genital mutilation, particularly employees in social services, non-governmental organisations (NGOs) and policy makers.

Article 10: Coordination

According to the Istanbul convention, each country should designate or establish one or more official bodies responsible for coordination, implementation, monitoring and evaluation of the work with the Istanbul Convention.

The Ministry of Justice and Public Security has the responsibility for coordinating the government's efforts to combat violence in close relationships. In addition to the coordinating position, which was established in the Ministry in 2000, a cross-ministerial working group has been set up. It is the cross-ministerial group that has the main responsibility for the coordination, implementation, monitoring and evaluation of policies and measures covered by the Istanbul Convention.

The cross-ministerial working group consists of civil servants from The Ministry of Health, The Ministry of Education, The Ministry of Labour, The Ministry of Children and Equality, The Ministry of Local Government and Modernisation, The Ministry of Justice and Public Security. The working group also includes representatives from The Directorate of the Police, The Directorate of Health, The Directorate for Children, Youth and Family Affairs, and The Directorate for Labour and Welfare. The working group:

- Ensures the implementation of the measures in the national Action Plan against Domestic Violence (2014-2017), and report on its progress twice a year⁸⁴.
- Coordinates the activities of different stakeholders and levels of government that are involved in the implementation of the action plan.
- Proposes further efforts to combat and prevent violence in close relationships.
- Coordinates the work on the Escalation Plan against Violence and Abuse (2017-2021).

Article 11: Data collection and research

Each country shall, in relation to the Convention, collect disaggregated data and population-based surveys at regular intervals on forms of violence covered by the convention, and support research on forms of violence covered by the convention. The countries shall also make this information available to the general public, as well as to international experts in order to stimulate international co-operation.

⁸⁴ Available from: <https://www.regjeringen.no/no/dokumenter/statusrapport-for-handlingsplan-mot-vold-i-nare-relasjoner-2014-20172/id2525658>

There are few population-based surveys conducted solely on violence against women. Several surveys have been carried out to study the prevalence of violence and abuse against children, men and women. The surveys cover physical violence and to some extent sexual violence, but as far as we know psychological violence is not sufficiently covered. The surveys are conducted on the national level, and the data are not available or representative on lower administrative levels. All the surveys are available online, but only in Norwegian.

Entities	Type of data	Disaggregation	Collation
Statistics Norway (SSB)	Data indicating the prevalence of domestic violence and other forms of violence perpetrated against women. Regular population surveys, such as EU-SILC and the Living Condition Statistics, also contain data on violence. The EU-SILC includes data on personal experiences of violent acts and general feelings of security. However, these surveys do not cover sexual violence.	Prevalence.	The majority of the data are based on police records, and only reported violence is included in the statistics. The Living Conditions Statistics are collected annually and cover all forms of violence and threats.
The Norwegian Directorate for Children, Youth and Family Affairs (Bufdir)	About the work of shelters in Norway.	Age, sex, ethnicity of the users. What kinds of services are needed, violence experiences, the outcome of the stay.	Registrations from the shelters. Published yearly.
Bufdir	Collects data on reasons for intervention by the Child Welfare Services, and measures put in place. Domestic violence and abuse can be among the reasons. The quality of the data is low.	This type of data is not suitable for disaggregation, i.e., according to gender.	The Child Welfare Services collect data. Family protection services also document incidents of violence in families.
Bufdir	About the work of centres Against Incest and Sexual Abuse.	Age, sex, violence experiences, need for services.	Registrations from the Centres.
NKVTS	Violence and rape during childhood 2015.	Age, sex, different experiences of violence, sexual abuse, rape, stalking.	A national interview survey of 16 and 17-year-olds.
NOVA	Violence and sexual abuse against children and youth from 2007 and 2015.	Sex, age, experiences of violence, sexual abuse, rape, exposure to physical violence from parents, violence between parents (children as witnesses to violence).	Reports from a representative sample of students age 18 -19. Respondents were drawn from upper secondary schools.
NKVTS	Violence and rape in Norway 2014, a study on the extent of violence.	Sex, age, physical violence, sexual violence, psychological violence and stalking. Mental health and	Structured phone interview of 2435 women and 2092 men from 18 to 75 years old.

		sociodemographic information. Contact with police, courts, and health care.	To be conducted every 5 years.
Statistics Norway (SSB)	Investigated crimes.	Type of crime, place, sex and age of the perpetrator. Includes prevalence of domestic violence and other forms of violence against women.	Violence reported to the police. Yearly.
The Ministry of Justice and Public Security	Statistical data collected through registration by police officers.	Aggregated results are produced twice a year.	The data from IMDI and Bufdir are collected through a Customer Relationship Management-data based system. ⁸⁵
The Police/Kripos	National overview of all homicides. 25-30 % of all homicides are committed by an intimate partner.	The overview contains information on all homicides according to the penal code (1902 § 233 and 2015 § 275). The overview contains information on the homicide, the victim and perpetrator. The overview is based on numbers collected from 'Politiets straffesaksregister' (STRATSAK) and 'Politiets straffesakssystem' (BL), and information from the police districts.	Annual presentation of the homicide statistics for the last year and the last ten years. SSB publishes the data based on the public crime statistics.

Not every incident of abuse and violence is reported, so improving on this situation is a priority. Norway has introduced routine questions for detecting violence against pregnant women (not mandatory) in social and health services. Under the guidelines for antenatal care, physicians and midwives who practice antenatal care should be aware of signs and symptoms of abuse.

The Norwegian Directorate for Children, Youth and Family Affairs (Bufdir) uses data collected through criminal records and populations surveys. The data are broken down by the victim's gender and age. The same applies to perpetrators. Survey data on victims of violence specify the victim's gender, age, region, relationship/family status and employment status as well as the victim's relationship to perpetrator, indicating possible domestic violence. Other categories, such as sexual orientation, (dis)ability, and ethnicity are not included as variables in the statistics.

In December 2017, Bufdir launched a new website on violence in close relations, which covers violence and abuse in relationships with a certain level of trust or intimacy, including domestic violence. The indicators cover 1) prevalence of violence in close relations; 2) characteristics of the violence; 3) knowledge among the population on means of help, as well as knowledge and attitude towards violence; 4) means of help provided by the society. The indicators should be possible to disaggregate on gender and/or age, and preferably on a smaller geographical level than national.

⁸⁵ Customer relationship management (CRM) is a term that refers to practices, strategies and technologies that companies use to manage and analyze customer interactions and data

Research and reports

There are three particularly important prevalence studies.⁸⁶ The first is a study by Thoresen and Hjemdal (2014), on violence and rape in Norway.⁸⁷ This survey on the extent of violence (including domestic violence) and sexual violence was conducted in 2013, and a report on the findings were issued in February 2014 by the Norwegian Centre for Violence and Traumatic Stress Studies (NKVTS). The survey was a state-wide cross-sectional study of Norwegian men and women from 18 to 75 years of age, and covered physical violence, sexual violence, psychological violence and stalking. It showed that approximately 9 % of women over fifteen years of age in Norway have been victims of severe violence (life-threatening violence; attempted strangulation, use of weapons, beating of head against an object or wall) from their current or former partner one or more times in the course of their lives. The prevalence of lifetime rape were 9,4 % in women and 1,1 % in men. A similar survey will be conducted every 5 years at the request of the Norwegian Government. Additional surveys based on the data provided by the 2013 survey will be conducted on particular groups such as people with immigrant background, LGBT persons and people with disabilities. The survey data form the basis for further research and interventions from the government, the municipalities and NGOs.

The second particularly important study is by Thoresen and Hjemdal (2015) on violence and rape during childhood.⁸⁸ A survey on the extent of violence and sexual abuse in childhood was published in March 2015. The report was based on a national interview survey of young people aged 16 to 18 years, and covered many forms of violence from sexual abuse and rape, parental and non-parental violence, to controlling behaviour and stalking from a boy-/girlfriend. The investigation revealed that violence and sexual abuse affect a significant proportion of children and adolescents in Norway, that violence and abuse for many start in early childhood and that they often have experienced several types of violence and abuse. Women are far more exposed to sexual abuse than are men, and women also seem to have a heavier total burden of violence and sexual abuse. The results indicate a reduction over time in physical violence against children. However, the data did not indicate any reduction over time in rape against young women. Physical violence and rape varied with socioeconomic factors, and perpetrators of sexual abuse were almost exclusively men.

The third study is by Mossige and Stefansen (2016) on violence and abuse against children and youth.⁸⁹ The report shows that a significant number of youth and adults are subject to violence. It shows that less serious violence has been reduced from 2007 to 2015, while serious violence is stable. A substantial amount of the sexual violence is carried out between peers. The report compares the results from two comparable research projects by NOVA; UngVold 2007 and UngVold 2015. The respondents were 18-19 years old. 21 % of the youth reported having experienced serious violence by a at least one parent during childhood. 8 % had witnessed violence between parents. 23 % reported having experienced some form of sexual abuse during life, and girls were significantly more likely to have experienced this than boys. The report highlights risk factors, including poverty and alcohol abuse, but these risk factors are mainly valid for the more serious forms of violence.

Furthermore, numerous reports and research efforts have been carried out in Norway, and what follows here is a small overview of some of the key efforts over the last few years. In addition to publications from

⁸⁶ A third relevant study worth mentioning is the NOVA rapport from 2007 on violence and abuse of children and youth (NOVA20/07 Vold og overgrep mot barn og unge En selvrporteringsstudie blant avgangselever i videregående skole, Svein Mossige & Kari Stefansen (red.).

⁸⁷ Thoresen, S., & Hjemdal, O. K. (Red.) (2014). *Vold og voldtekt i Norge. En nasjonal forekomststudie av vold i et livsløpsperspektiv* [Violence and rape in Norway. A national prevalence study with a life course perspective.] Norwegian only. Oslo: Nasjonalt kunnskapssenter om vold og traumatisk stress.

⁸⁸ Myhre, M. C., Thoresen, S., & Hjemdal, O. K. (2015). *Vold og voldtekt i oppveksten: En nasjonal intervjuundersøkelse av 16- og 17-åringene* [Violence and rape during childhood: A national interview survey of 16-and 17-year-olds.] Norwegian only. Oslo: Nasjonalt kunnskapssenter om vold og traumatisk stress. (Rapport 1/2015).

⁸⁹ Available from: <http://www.hioa.no/Om-HiOA/Senter-for-velferds-og-arbeidslivsforskning/NOVA/Publikasjoner/Rapporter/2016/Vold-og-overgrep-mot-barn-og-unge>

research, the Norwegian Directorate for Youth and Family Affairs (Bufdir) has produced an online resource providing an overview of current statistics, quantitative and qualitative research on gender equality in Norway. The resource is available to the general public, but specifically targeted at decision makers on the national and local levels, as well as civil society actors with an interest in advancing gender equality. The website (www.kjonnslikestilling.no) outlines current challenges to gender equality in Norway, including domestic and gender-based violence, and contextualises research for the purpose of outlining particular areas of concern, with the purpose of eliciting political (re)action.

As to ongoing research, the Ministry of Justice is financing a five-year Domestic Violence Research Programme (2014-2019). The research is conducted by two Norwegian research institutions: The Norwegian Centre for Violence and Traumatic Stress Studies (NKVTS) and Norwegian Social Research NOVA at OsloMet.

NKVTS' part of the programme aims to produce more data and insights on violence in close relationships. Nine projects will focus on the following areas: prevalence and re-victimisation, violence against the elderly, violence and substance abuse, ethnic minorities, treatment and the encounters between victims and the social, health and justice services⁹⁰. In addition, the NKVTS has received an annual grant for research into the health consequences of domestic violence.

NOVAs part of the programme is organized in three thematic areas, each with many underlying projects⁹¹:

Developmental Trends, Vulnerability and Protection

- Prevalence and vulnerable groups
- Polyvictimization, resilience and mental health
- Violence perpetration among Norwegian adolescents – a study of risk and protective factors

Cultural Understandings and Underlying Causes

- Sexual violence in intimate relationships – definitions and cultural meanings
- Violence in majority and minority families – similarity and difference

Measures and Systems in Public and Private Sector

- Exploring Inter-agency collaboration among services for victims of domestic violence
- A process evaluation of the Karin model pilot, a coordinated approach to victims of domestic violence
- What influences reduction in cases of domestic violence?
- Victim support and victim protective measures in the penal process
- Domestic violence: The changing role of NGOs

In addition to this, the same two institutions will between 2017-2019 focus on research on negative social control, forced marriage plural marriages and female genital mutilation. Other recent research projects funded by the Ministry of Justice and Public Security and the Police directorate:

- 2012: Evaluation of the Norwegian equivalent to Children's Advocacy centres (CAC) Statens barnehus, part 1: *Barnehusevalueringen 2012. Delrapport 1*. Bakketeig, Berg, Myklebust og Stefansen, Politihøgskolen, 2012.
- Report on a socio-economic cost analysis of domestic violence in Norway: *Samfunnsøkonomiske kostnader av vold i nære relasjoner*, Rasmussen, Strøm, Sverdrup og Vennemo, Vista rapport 2012/14.

⁹⁰ Read about the projects here: <https://www.nkvts.no/english/topic/violence-and-abuse/>

⁹¹ Read about the projects here: <https://blogg.hioa.no/voldsprogrammet?lang=en>

- 2014: Victims of violence and their experience with the police: *Politiet og familievolden*, Geir Aas (Politihøgskolen), Universitetsforlaget, 2014.
- 2015: Evaluation of the police practice of the law against repeated and severe domestic violence: *Mishandlingsbestemmelsen. En evaluering av loven mot mishandling i nære relasjoner jf. Strl. § 219 (§ 282/283)*, Geir Aas, Politihøgskolen, PHS forskning 2017:1.
- Report on intimate partner homicide in Norway: *Partnerdrap i Norge 1990-2012. En mixed methods studie av risikofaktorer for partnerdrap*, Solveig Karin Bø Vatnar, 2015.
- 2017: Report about work on domestic violence and abuse in Sami communities: *Om du tør å spørre, tør folk å svare. Hjelpeapparatets og politiets erfaringer med vold i nære relasjoner i samiske samfunn*, by NKVTS. Rapport nr. 2 2017.

The Directorate of Integration and Diversity are responsible for the work to prevent forced marriage and female genital mutilation. A selection of research reports funded by IMDi 2011-2016 (all published in Norwegian) include:

- 2011: *Honour-Related Extreme Control – Dilemmas and Challenges*, by NTNU Samfunnsforskning AS. Rapport 2011.
- *Between Power and Powerlessness. About Young Men, Forced Marriage, Violence and Control*, by Institute for Social Research (ISF). Rapport 2011:04.
- *Research Based Politics? A Review of Research on Forced Marriage, Female Genital Mutilation and severe restrictions on young people's freedom, and of political measures in these areas*, by Fafo. Fafo-rapport 2014:16.

Article 12: General obligations on prevention

This is an overview of the general measures taken by Norway in relation to the various relevant articles of the convention under the chapter of Prevention.

The first is Article 12 on general obligations. The general obligations cover a range of issues relating to 1) promoting changes in social and cultural gendered patterns, 2) legislative and other measures to prevent violence, 3) focus on persons in vulnerable circumstances, 4) focus on boys and men, 5) focus on culture, customs, "honour" etc., and 6) empowerment of women.

On a general note, numerous Norwegian Ministries and Directorates are stakeholders in policies against violence against women and domestic violence, including Female Genital Mutilation and Forced Marriages. In addition, the Municipalities and County Governor are providers of public services in Norway, and it is a public responsibility to ensure accessible and equitable welfare services, this should be seen in relation to Norway's general obligations. The municipal and county levels are therefore both a target for national policies, but also stakeholders with responsibilities to implement policies against violence against women and domestic violence, including Female Genital Mutilation and Forced Marriages.

Other relevant participants in this work are non-governmental organizations, the Norwegian Centre for Violence and Traumatic Stress Studies (NKVTS), the Regional resource centres on violence, traumatic stress and suicidal prevention (RVTS), and research institutions. Since 2014 the government has allocated from 8,5-11,8 million Norwegian kroner yearly to various small-scale projects run by NGOs or Crisis Centres to prevent and combat domestic violence. Through IMDi, around 10 million Norwegian kroner a year since 2008 have been allocated to various small-scale projects to prevent negative social control, forced marriage,

female genital mutilation, run by NGOs. Bufdir also allocates funding to NGO efforts to combat forced marriage and female genital mutilation, such as the Red-Cross helpline against FM and FGM.

Legislation and other measures to prevent violence

The Act relating to Gender Equality (the Gender Equality Act) was adopted by the parliament in 1978. The Act shall promote gender equality and aims in particular at improving the position of women, it was revised in 2013. January 1st, 2018, this was replaced by the Equality and Anti-Discrimination Act.

In 2005, Parliament adopted a penal provision regarding domestic abuse (section 219 of the Penal Code). In the new provision, it is the perpetrator's long-term terrorisation and abuse of the next-of-kin (current or ex-spouse or partner, their own or partner's relatives, household members or others that the perpetrator has a care role for), that constitutes the criminal aspect of the act. The expression domestic violence (also referred to as «family violence», «partner abuse», «battering», etc.) covers all forms of physical and emotional abuse of current or former family members, and its victims include child witnesses. The expression also covers the crimes of genital mutilation and forced marriage. A new penal code on family violence entered into force in 2015. In addition, a new law on stalking was adopted in 2016.

The Act relating to Municipal Crisis Centre Services (Crisis Centre Act) entered into force 1st of January 2010. The purpose of the Crises Centre Act is to ensure the provision of a good, comprehensive crisis centre service for women, men and children who are subjected to domestic violence or threats of such violence.

Vulnerability

Training for parents

The Directorate for Children, Youth and Family Affairs (Bufdir) is responsible for the nationwide implementation of the International Child Development Program (ICDP) in Norway. The programme is a universal programme, but is also especially adapted to risk groups, like caregivers in prison, parents with minority background, refugees and asylum seekers, parents asking for help in shelters and parents with children with special needs. The topic of violence as part of the upbringing of children is addressed both in the universal programme and the adapted versions.

Families

First-time parents in adverse and challenging life situations are being targeted through the testing of the Nurse Family Partnership programme in Norway. The programme has international evidence demonstrating effectiveness in the prevention of maltreatment of children and violence against children. One of the goals of the programme is to prevent generational inheritance of disadvantage and adversity, including violence, maltreatment and neglect. An additional programme module concerning intimate partner violence for parents participating in the programme pilot has recently been added to the testing of the programme in Norway.

Family counselling services are a free, low-threshold service available nationwide to couples, families and individuals. The offices provide therapy, advice and counselling when problems, conflicts and crises arise in the family. Annually, around 110,000 people come to the Family counselling services for assistance.

The family counselling services have expertise that can be used to a greater degree than general family counselling and mediation. In recent years, the service has therefore gained increased responsibility to prioritize efforts in the field of violence in close relationships. They are currently strengthening their work with families that experience violence in close relationships. The service can provide guidance to parents who want assistance in dealing with aggression and anger. The service may also help to detect or prevent acts of violence in families who have been seeking family counselling for other reasons. In cases where families experience violence, a goal is that the services provide assistance to each individual separately and the whole family combined.

At selected family counselling offices, special competency has been built on how to deal with and treat violence. These offices assist other offices in their geographic region, giving them guidance. One office, located at the Enerhaugen family counselling office in Oslo, has a national responsibility to contribute to ensuring knowledge-based practice development in the field of violence in close relationships, and ensure that practices at family counselling offices in all regions are of high quality.

At risk adults

TryggEst is a model for how municipalities can work systematically against violence and abuse against at-risk adults. The target group for TryggEst is adults over 18 years, who may be in particular need of protection from violence and abuse. These may be people who, due to their life situation, receive, or should have received public or private services, and who, to little or no extent, are able to protect themselves. Persons with physical, mental or cognitive/intellectual impairment, high age/dementia, substance abuse or illness can be examples of this. In 2018-19, Bufdir will test and further develop TryggEst in a pilot in 10 municipalities.

Vermotovergrep.no (Protection Against Abuse) is a website that provides guidelines for how employees in various municipal services can detect and deal with abuse. So far, the website includes guidelines for protection against sexual abuse of adults with intellectual and developmental disabilities, employee training materials, presentations of various cases and an easy-to-read brochure about safe internet use. In 2017, the page was expanded to include children and adolescents, sexual abuse, physical violence, psychological violence and neglect.

During 2018, the page will also cover adults at risk in relation to several types of abuse. In order to be readily available to service providers, teachers, etc., the page will be facilitated for reading on a smartphone.

Over the last two years Bufdir has recruited shelters for victims of domestic violence to participate in a project to develop and strengthen the shelter services to persons with disabilities, substance abuse or mental illness. A knowledge database and models for better shelter-services have been developed for use in the project. The results and effects will be documented and used in guidance for quality and standards in the crisis centre services.

Focus on boys and men

Reform – resource centre for men is a politically independent non-profit organisation. Founded in 2002 and mainly funded by the Department for Children, Equality and Inclusion, the organisation works towards gender equality from a male perspective. Helping men in difficult life phases and life situations, Reform offers a men's helpline, anger management-courses and an open line for men who buy sex. They teach courses on sexual harassment, violence in young relationships, and fatherhood. They have cooperated with crisis centres on how to improve their services to men, and have published a brochure about and for men who experience violence in close relations. They promote male perspectives in the media and the general public, and is a Norwegian representative of the international White Ribbon-campaign to end men's violence against women.⁹²

Safety MC – Bikers against violence and sexual abuse of children and adolescents is a motorcycle club where the members share an interest in Harley Davidson motorcycles and for being a support to children in difficult life situations. They bike around the country and give lectures in schools and children's activities about bodily integrity and sexual abuse, and let the children know that the members of MC Safety can be trusted to take them seriously and advocate for them, and that they will provide the right help within the public system. They also initiate social activities for children and adults, providing a safe environment and

⁹² Available from: www.reform.no

positive community. Safety MC has both male and female members and are politically and religiously neutral. They cooperate with the public authorities and Centres against incest.

Focus on culture, customs and “honour”

The Norwegian Government presented a White paper on integration policies to the parliament in May 2016. New measures have been introduced, such as introducing courses in Norwegian culture and values for asylum seekers and dialogue groups against violence for residents of asylum reception centres. The New Action Plan **The Right to Decide About One’s Own Life** includes eight measures in the priority area ‘To Change Attitudes and Practices in the Relevant Communities’, targeting various groups such as parents, religious leaders, education in schools (both primary and secondary) as well as Norwegian language and civics courses for adult immigrants. The reasoning behind this, according to Norwegian policy makers, is that immigration to Norway has brought new customs and traditions, where some children grow up with less freedom to decide over their own life, their own body or who they can marry. In some communities, women are seen as second-class citizens and are subjected to violence, abuse and social control. Children and young people who seek assistance include both those born and raised in Norway and immigrants. Young people born or raised in Norwegian faith-based communities or sects may also be victims of negative social control.

Prevention of forced marriage and female genital mutilation

The Expert Team for the Prevention of Forced Marriage and Female Genital Mutilation (FGM) is a national, inter-agency team of experts on forced marriage, FGM and honour-based violence. The Expert Team advises public service employees in individual cases and provides competence building. In cases of forced marriage and FGM, when it proves necessary to return people from abroad, the Expert team is the point of contact for the Ministry of Foreign Affairs (UD), and for coordination with relevant agencies in Norway. The team includes representatives from the Directorate of Children, Youth and Family Affairs (Bufdir), the National Police Directorate (POD), the Directorate of Immigration (UDI), the Directorate of Labour and Welfare (AVdir), the Directorate of Health and the Directorate of Integration and Diversity (IMDi).

Norway has a national housing and support service for young people over the age of 18 who are at risk of or have been forced into marriage, or who are exposed to other honour-based violence. At present, such housing is found in 5 different local authorities, and consists of shared housing and some individual flats. Housing will give the young help and support, including necessary protection. The Expert Team for the Prevention of Forced Marriage and Female Genital Mutilation is responsible for coordinating admission to the housing according to determined criteria, while local councils are responsible for the supervision of young people. A model for cooperation between public services and voluntary organisations has been established. The Directorate of Children, Youth and Family Affairs (Bufdir) allocates funds.

Empowerment of women

In 1978, the first women’s shelters were established by volunteer activists in five major cities in Norway, today there are 47 shelters across the country, mostly run by paid employees. In 1981, the Government initiated partial funding of the shelters, and since 2010 all municipalities are responsible by law to provide shelter for their citizens, both women, men and children who are victims of violence. The vision of the Women’s shelter movement has always been to become superfluous. They have worked actively in lobbying and politics.

The relatively low employment rate among groups of female immigrants is a challenge, both for the Norwegian society and for the individuals concerned. It is a goal for the Government to increase the proportion of immigrant women in the labour market.

Article 13: Awareness-raising

Article 13 of the convention on awareness-raising covers the following issues: 1) collaborative campaigns and programmes together with NGOs and civil society to increase understanding of different forms of violence, and 2) dissemination among the general public of information on prevention of violence as covered by the scope of the convention.

Information sites online

Information site for young people

On behalf of The Ministry of Children and Equality, The Norwegian Directorate for Children, Youth and Family Affairs (Bufdir) provide governmental information to children and youth. Ung.no⁹³ is a site for governmental information on rights, possibilities and obligations for young people. For a full description of this, see chapter 5 on highlighted practices, under Article 12 on general obligations.

Web portal on intimate partner violence and rape: Dinutvei.no [Your way out]

In February 2016, the Ministry of Justice and Public Security launched a web portal on intimate partner violence and rape. Dinutvei.no (“your way out”) runs a Q&A-service where users can be anonymous, and guides its users to the organizations that can provide further help, such as crisis shelters and family services.

Dinutvei.no provides national guidelines of assistance, information and knowledge available on rape and violence, both violence within the family and violence between previous or current spouses or partners. The webpage is operated by The Norwegian Centre for Violence and Traumatic Stress Studies (NKVTS) on behalf of The Ministry of Justice and Public Security.

Dinutvei.no will help make it easier to get an overview of help services available, locally and nationally, and to gain access to knowledge about one’s own or others’ situation. Parts of the content of the webpage is translated into Arabic, Kurdish, Somali, Thai, Turkish, Urdu, Farsi, Russian, Sami, Spanish, English, French and Polish.

After ten months of operation (by mid December 2016) dinutvei.no had about 50 000 unique visitors and over 150 000 page views. There has been a steady increase in visitors per day. During the campaign periods there has been a clear increase in the number of visits.

Campaigns

The Ministry of Justice and Public security has financed several campaigns aimed at preventing violence against women and domestic violence:

Campaign on prevention of rape: “Kjernekar” [Nice guy]

In 2013, Kripos started a campaign to prevent rape, especially directed towards young people. The campaign encourages young men to be a “Kjernekar” – a “good guy” who takes care of his friends and makes sure that everybody has a good time. Kjernekar focuses mainly on so-called party-related rapes. In addition to the facts about party-related rapes and pointers to important addresses for those who have been raped, the campaign has used animation films, posters, boardrooms, choreography and stickers for the taxi industry. The campaign has also been reflected in a new textbook for the secondary school. The website is translated into English and is available on the police's internal communication channel.

Campaign on prevention of partner violence: “Hvor lite skal du finne deg i?” [How little should you tolerate?]

⁹³ “Ung” means “young” in Norwegian

Kripos also issued a campaign to prevent partner violence in October 2015, translatable to “How little should you tolerate?”. The campaign aims to increase knowledge of domestic violence and the assistance police can provide, so that persons subjected to such violence can seek help to escape from a violent situation. For a full description of this and the following campaign, see chapter 5 on highlighted practices, under Article 12 on general obligations.

Campaign on date rape and digital harassment: “ikkegreit” [Not ok]

The Ministry of Justice and Public Security has also financed the «#ikkegreit» campaign at Ung.no⁹⁴. Translatable to “#notokay”, the campaign focuses on violations that many young people experience, especially intimate partner violence, spreading of images online, and date rape.

Campaign on negative social control

In 2016 IMDi funded a large-scale campaign called #stoppekstremkontroll (“Stopextremecontrol”), implemented by the Norwegian Red Cross-helpline for Forced Marriage and Female Genital Mutilation. The campaign targeted youth/young adults in the age group 13-23 years. The aim was to inform the target group about negative social control and related topics, encourage resistance, and motivate youth to become role models and ambassadors for these issues. #stoppekstremkontroll has been assessed as successful, with 1.2 million hits on the two web pages of the campaign. The Red Cross helpline reports an increase in calls as a direct result of the campaign. Media coverage on several of the campaign themes have contributed to putting negative social control higher on the agenda. A similar campaign will be implemented in 2017.

Article 14: Education

According to article 14, the countries shall 1) include teaching material on equality, non-stereotyped gender roles, respect, non-violent conflict resolution in interpersonal relationships, gender-based violence against women, right to personal integrity, and 2) these principles should be included informal educational facilities, sports, cultural and leisure facilities and in the media.

The work on protecting children from violence and abuse is extensive, also in schools. The Directorate for Children, Youth and Family Affairs has joined forces with the Directorate for Education to ensure that violence and abuse preventive training in kindergartens and schools is systematic, quality assured and nationally equitable. They are designing a digital resource that aims to strengthen both the knowledge and skills of children and pupils, the knowledge and skills of staff as well as the knowledge and skills of parents and carers.

Additionally, the Government supports a number of NGOs that offer sexuality education in schools. In order to ensure implementation, focus is on operationalising the resources in a manner that links in with other well-established curricula topics, enabling teachers to prioritize the topics in a busy schedule. Topics that will be addressed are amongst others online abuse, bullying (incl. digital), FGM, forced marriages, deprivation of young peoples’ liberty, and all other forms of violence. discrimination/racism/hate speech, sexual abuse, substance use/abuse, parental divorce, child rights and the CRC, sexual and reproductive health, use of force in kindergartens/schools/care institutions, children’s bodies and boundaries etc.

Certain specific topics are also reported to be covered under this part of the convention. In 2012, IMDi developed resource material for teachers in upper secondary school, called “The right to make your own decisions”, addressing forced marriage and related topics. It is available on imdi.no and promoted by the School Minority Councillors, and distributed on various school-related platforms. Feedback from teachers suggest that it is a useful reference material for teaching.

⁹⁴ Available from: www.ung.no/IKKEGREIT/

In the 2014-2016 period, county governors have organised courses on talking to children about violence and sexual abuse for kindergarten staff, child welfare staff, school staff, and healthcare workers. The Norwegian Framework Plan for the kindergarten teaching content and tasks says that the staff in kindergarten shall impart and contribute to the children developing a clear awareness of their right to decide on their bodily boundaries and to respect the bodily boundaries of the others.

The school's role in preventing violence and sexual abuse has been strengthened in recent years. The goals concerning pupils' knowledge about violence, violations, violence linked to sexuality, and violence in close relationships were clarified in the learning objectives for a number of school levels in 2013. Staff skills in this area were also improved via changes to framework plans for relevant training. Challenges were discovered in continuing and further education provisions relating to violence and sexual abuse, and these will be followed up.

Article 15: Training of professionals

Regarding training of professionals, the convention states that 1) relevant professionals dealing with victims or perpetrators need knowledge on prevention, detection, equality, rights of victims, and the prevention of secondary victimisations, and 2) the training shall be multi-agency and cross-sectorial to insure cooperation.

Building capacity and competence are two central issues in the National action plan on intimate partner violence. In general, the capacity in the five regional centres on violence, traumatic stress and suicide prevention is increased in order to provide more trainings and consultations to the professionals in the field.⁹⁵ In addition to this, the following specific groups are targeted with regards to training efforts:

- **Primary health services** (frontline/first responders) have been increased through an e-learning tool⁹⁶ for GPs compiling knowledge of intimate partner violence including forced marriage and female genital mutilation.
- Tailor-made trainings has been developed for **staff at emergency health services**. Physicians and nurses working in emergency services must have undergone training in tackling violence and abuse. A module-based digital tool is under development. Financial support through MoH is available for the trainings.
- Clinical guidelines are developed for maternal health care on how to detect exposure to violence⁹⁷, and **midwives and health stations** can partake in an optional prenatal screening for pregnant women.
- The Norwegian Centre on violence and traumatic stress studies (NKVTS) has completed an e-based *Handbook for health and social professionals on child maltreatment*. The book is being implemented.
- In 2009, guidelines were developed for **schools** on how to be aware of and handle cases of forced marriage and pupils left abroad against their will by their families. The guidelines were later updated to include severe restrictions of young people's freedom and female genital mutilation. The School Minority councillors have provided training in how to implement the guidelines, and these are available on web-based school platforms and imdi.no.
- The strengthening of knowledge and competence in the **police** includes seminars for family violence coordinators, seminars for police officers and prosecuting authorities and training in the risk assessment tool SARA:SV (Spousal Assault Risk Assessment Guide: Short Version). Through the Escalation Plan against violence and sexual abuse, the Police Directorate will be given the task of reviewing the competence of all relevant functions in the police when it comes to violence and

⁹⁵ see www.rvts.no for information on activities at the centers

⁹⁶ Available from: www.legevaktmedisin.no

⁹⁷ IS-2181

abuse. The work will be seen in connection with the national competence strategy to be decided on by the Government.

- A national seminar on violence in close relationships is held at Kripos every year. The seminar content is decided in collaboration between Kripos, the Attorney General, the Police Directorate and Oslo Police District. Various aspects of both the criminal justice and prevention work forms part of the programme. Each year around 100 **police officers and police lawyers** attend the seminar.
- Since 2012 the **Ministry of Justice and Public Security** have arranged a yearly conference on cooperation and coordination in the work against domestic violence, and a similar conference on preventing domestic violence since 2017.
- Around 1200 professionals attend seminars and trainings every year on the topic of forced marriage, female genital mutilation and extreme social control, given by Østlandsnettverket. Attendees include the **Police, the Social Service, the Child Welfare Service, the Refugee Service, education services, health services, shelters for women, voluntary organizations working with minorities and others.**
- **International Child Development Program (ICDP):** The Directorate for Children, Youth and Family Affairs (Bufdir) is responsible for the nationwide implementation of the International Child Development Program (ICDP) in Norway. The programme is a community-based awareness-raising programme for parents and caregivers in kindergartens, institutions etc. The objective of the programme is to enhance the caregivers' sensitivity to the children's needs and to meet their needs. The programme is a universal programme, aiming to reach all parents/caregivers, but is also specially adapted to risk groups, like caregivers in prison, parents with minority background, refugees and asylum seekers, parents asking for help in shelters and parents with children with special needs. The topic of violence as part of the upbringing of children is addressed both in the universal programme and the adapted versions.
- **Training of the social services administration:** The Norwegian Labour and Welfare Administration (NAV) administers unemployment benefits, work assessment allowances, sickness benefits, pensions, social economic assistance, child benefits and cash-for-care benefits. NAV employs around 19,000 people, many of them located at their approximately 450 offices in municipalities and city boroughs throughout Norway. NAV offices shall have the necessary expertise on special problems and needs related to inquiries from persons exposed to violence in close relationships, forced marriages and trafficking in human beings. NAV Grønerløkka has a special responsibility for and competence in trafficking in human beings, and their experiences are shared with other NAV offices. As part of the effort to raise the competence of NAV staff about persons who have been exposed to violence in close relationships, forced marriages and trafficking, the Labour and Welfare Directorate has developed an online guide for their employees.⁹⁸ The guide provides information about the NAV office's instruments, interaction with other relevant participants, and practical guidance in how to manage and recognise cases.
- **Strengthening expertise on domestic violence, forced marriage, FGM and negative social control:** In the Action Plan against forced marriage, female genital mutilation and severe restrictions on young people's freedom (2013 – 2016), the Government gave high priority to strengthening local expertise on domestic violence, forced marriage, female genital mutilation and negative social control, in order to prevent and detect criminal offences. It also emphasised strengthening collaboration and coordination between the relevant services locally and regionally. As a result, regional level interdisciplinary network groups and/or local level network groups were established

⁹⁸ Guidelines available here: <https://www.nav.no/no/NAV+og+samfunn/Samarbeid/Relatert+informasjon/Vold+i+n%C3%A6re+relasjoner+og+menneskehandel?kap=429718>

in all six regions in Norway, arranging seminars and trainings for relevant front-line services and voluntary organizations in the region. This work continues in the new Action Plan (2017 – 2020).

Article 17: Participation of the private sector and the media

According to article 17, 1) the private sector, media and information and communication technology sector should participate in the work against violence as covered by the convention, and 2) children, parents and educators should develop skills to deal with information and communication environments that provide access to degrading content of a sexual or violent nature.

The Norwegian government's media policy is to support and maintain a strong and independent pluralistic media landscape with a well-functioning, self-regulatory system based on strong and robust ethical standards. The Ministry of Culture has not considered it necessary to encourage the media to set specific guidelines and self-regulatory standards to prevent violence against women and to enhance respect for their dignity. There are no such standards in the Norwegian Media Code of Ethics in the area of violence against women and/or gender equality. Journalists are however in general obliged to:

4.3. Always respect a person's character and identity, privacy, ethnicity, nationality and belief. Be careful when using terms that create stigmas. Never draw attention to personal or private aspects if they are irrelevant.⁹⁹

There are, however, some specific measures taken that are listed below:

Combatting hate speech

Women's vulnerability to hate speech and other forms of written violence, intimidation and abuse on the internet has received increased attention in Norway over the last couple of years.¹⁰⁰ In particular, it has been debated how women journalists, together with prominent female politicians and contributors to the public debate suffer from trolling, misogyny and sexual harassment online. Concern has been voiced about how this can negatively affect women journalists' reporting, and in general women's freedom of expression and contribution to the public debate and democracy. In a recent study commissioned by the Nordic Council of Ministers on gender representation in Nordic news content and the media industry, it is pointed out that authorities need to do more to tackle the issue.¹⁰¹

In November 2016, the Government launched a strategy aimed to combat hate speech in the Norwegian society. The strategy outlines measures and priorities in different sectors and arenas, such as the work place, schools, academia, law enforcement and the media.¹⁰²

Media coverage and advertising campaigns

Media coverage has been important when it comes to the campaigns, such as "Kjernekar" and "Hvor lite skal du finne deg i?". Dispersion through social media is effective and reaches a large part of the population. A good cooperation between Kripos, with professional expertise on violence and rape, and advertising agencies with knowledge of about how to reach the public with a clear message, has proven very successful.

⁹⁹ Available from: <http://presse.no/pfu/etiske-regler/vaer-varsom-plakaten/vvpl-engelsk/>

¹⁰⁰ Hatefulle ytringer, delrapport 1: Forskning på art og omfang, by Marjan Nadim and Audun Fladmoe, Institutt for samfunnsforskning Rapport 2016:14 (p.30), <http://www.samfunnsforskning.no/Publikasjoner/Rapporter/2016/2016-14>

¹⁰¹ Women and men in the news, Nordic Council of Ministers report, TemaNord 2017:527, <https://norden.diva-portal.org/smash/get/diva2:1092200/FULLTEXT01.pdf>

¹⁰² The strategy is available at https://www.regjeringen.no/contentassets/72293ca5195642249029bf6905ff08be/hatefulleytringer_uu.pdf

In 2017, the Ministry of Justice and Public Security conducted “A week to count” for the sixth time since 2003. The objective of this project is to survey all incidences of violence in close relationships reported to different assistance services during a week picked at random. The Ministry reports good results from cooperating with the media on the distribution of data from this survey. Agreements have been made with a national newspaper to present the results from the survey, often with several articles about domestic violence published as background material to the survey results.

Distribution of child abuse material

Established as early as 2004, the Norwegian police cooperates with Internet Service Providers using the CSAADF (Child Sexual Abuse Anti Distribution Filter), to block child sexual abuse material on the web. This arrangement is not defined by law, but is voluntary from the industry side. In addition, in March 2017 the National Criminal Investigation Service (NCIS) initiated the launch of concerted action, called “Police2Peer”, targeting perpetrators who are sharing child abuse material through peer-to-peer networks. The central objectives in this preventive initiative are to increase police presence where child abuse material is shared, increase the perceived risk of being apprehended, and ultimately decrease the demand and availability of child abuse material. Generally, Norwegian police aims to work with private sector representatives, strategically as well as operationally. Designated resources are working to build partnerships, both on national and on police district level. In the ongoing work to develop a strategy against child abuse online, the wider potential for action in public-private partnerships will be further explored.

Prevention online

The Norwegian police aims to develop better prevention measures, and aims to increasingly have an online presence as part of this objective. Since 2015, a Facebook-based Net Patrol (Politiets nettpatrolje – Kripos) has provided the public with a contact point as well as relevant preventive information for various online-related risks. For a full description of this, see chapter 5 on highlighted practices, under Article 17 on participation of the private sector and the media.

Also of significant importance is the collaboration that NMA/the Safer Awareness Centre Norway (Trygg bruk) has with the Norwegian NCIS, National Criminal Investigation Service (Kripos), on issues related to sexual exploitation of children. The NCIS has the function and role of a national hotline concerning reports on child abuse material. In the context of ongoing work to develop a strategy against online child abuse, further cross-sectoral actions and measures will be developed.

Based on funding from the European Connecting Europe Facility Programme, the Norwegian Media Authority (NMA), has coordinated the Safer Internet Centre in Norway since 2006.¹⁰³ One of the main objectives of the centre is to help children and young people protect themselves online. A core component in this work is to inform both children and parents about risks, including but not limited to, exposure to sexual and violent content. The centre's key message is that families need to have a continuing open, non-judgmental dialogue that includes children's and adults' online lives, and let children confide in their parents if they have negative or upsetting online experiences. The Red Cross' Cross My Heart helpline is also a well-known and much used service for children who need someone to talk to.¹⁰⁴ As the national Awareness Centre for the EU Safer Internet programme, NMA have encouraged cooperation and dialogue between industry, educators, governmental bodies and NGOs and more specifically the role of providing Safer Internet Services in collaboration with the Norwegian Red Cross Helpline (Røde kors/Kors på halsen).

¹⁰³ <https://www.medietilsynet.no/en/children-and-media/safer-internet-centre-norway/>

¹⁰⁴ <https://www.korspahalsen.no/>

Other measures taken or planned to prevent violence against women

Cooperation

Cooperation between actors in communities is fundamental in crime prevention. The government wants to stimulate increased cooperation between police, municipalities and other relevant state and NGO/voluntary partners to ensure better prevention. As part of this strategy, police councils have been established in almost all Norwegian municipalities, giving the municipalities and the police a formalized and strategic organ of cooperation.

The National Action Plan against Domestic Violence (2014-2017) instructed the establishment of a forum to strengthen cooperation between the authorities and organizations working against violence in close relationships. The Forum meets twice a year and is headed by the State Secretary of the Ministry of Justice and Public Affairs. Since its creation in 2014, six meetings have been held in the Forum, with around 40 participants at each meeting. Issues that have been discussed at the meetings include how to secure help and protection to particularly vulnerable groups, prevention and victim care.

Additionally, the action plan on intimate partner violence stresses the role of the regional centres on violence, traumatic stress and suicide prevention (RVTS) in inter-sectorial collaboration and coordination, highlighted in the mandate defining annual tasks for the centres as well as their reporting on activities.

Another measure from the action plan is an annual conference on good examples of collaboration and coordination. An award has been established to highlight the best examples on sustainable projects at a local level, aimed to prevent and tackle intimate partner violence. In 2013, the Police District of Eastern Finnmark was presented with the award for the coordination and cooperation behind the “Leker med ilden/Playing with fire” campaign, targeting violence in close relationships. The campaign was active for two years, and aimed to improve the knowledge about and attitudes towards violence in the general public. It was targeted at politicians, children, parents, kindergarten and school teachers, volunteer organizations etc., benefiting from existing structures and resources to improve the preventive work against gender-based violence.

The Crime Prevention Centre (Kompetansesenter for kriminalitetsforebygging) was established on November 1st, 2015. The centre is subject to the Ministry of Justice and Public Security, but also reports to a working group consisting of representatives from several other Ministries. The involvement of many ministries reflects that the centre has a broad and comprehensive approach to crime prevention. The centre has five employees and is located in Oslo. The centre’s responsibilities include furthering crime preventive work through counselling, with an emphasis on the local level, arranging an annual national conference on prevention of domestic violence, and administrating the grants scheme to prevent and combat violence in close relationships.

The Ministry of Justice and Public Security allocates 7 million NOK each year to various measures to prevent violence in close relationships.

SWEDEN

About Sweden – facts and figures

The Kingdom of Sweden borders Norway to the west and north and Finland to the east, and is connected to Denmark in the southwest by a bridge-tunnel across the Öresund.

- **Size:** 450,295 km²
- **Population:** 10 million
- **Ranking in the World Economic Global Gender Gap Report:** 5 (2017)
- **Ranking in the United Nations gender inequality index:** 14 (2015)
- **Women's suffrage:** 1919
- **Employment rate:** women 84 %, men 89 %¹⁰⁵
- **Women in parliament:** 44 %¹⁰⁶
- **Key figures relating to violence against women and domestic violence:** In 2015, about 29,000 cases of violence against women were recorded in Sweden, 37 % of those within close relationships. Over the years, the number of reported cases has risen significantly as more women speak out.¹⁰⁷ In 2012, about the same amount of women as men were victims of domestic violence, while a significantly larger proportion of women were victims of sexual violence and threats. The violence affecting women is also generally more serious.¹⁰⁸

Status for ratification of the Istanbul convention

The Convention entered into force in Sweden in 2014, after approval by the Parliament, and it was ratified the same year. Sweden has a reservation against Article 44.3 concerning exceptions from the requirement of double criminality and Article 58 on the statute of limitation. Sweden reported to GREVIO in 2017 and will receive their recommendations in 2018.

Relevant action plans

Sweden's national gender equality policy, comprising six sub-goals which must be reflected in governance of agencies and activities. One of these sub-goals concerns violence against women.

In November 2016, the government adopted a multi-sectoral, ten-year **National Strategy for Combating and Preventing Men's Violence against Women (2017–2026)**, including an action plan of 44 specific measures for the years 2017–2020. The strategy is included in the policy communication *Power, goals and agency – a feminist policy for a gender-equal future* (Govt. Comm. 2016/17:10) which has been formally submitted to the Swedish parliament. The strategy includes a plan for the coordination, implementation, monitoring and evaluation of policies and measures to combat men's violence against women and domestic violence, including honour-related violence and oppression as well as prostitution and trafficking for

¹⁰⁵ Available from: https://www.scb.se/Statistik/_Publikationer/LE0201_2015B16_BR_X10BR1601.pdf

¹⁰⁶ Available from: <https://data.worldbank.org/indicator/SG.GEN.PARL.ZS>

¹⁰⁷ Available from: <https://sweden.se/society/gender-equality-in-sweden/>

¹⁰⁸ Available from: https://www.scb.se/Statistik/_Publikationer/LE0201_2015B16_BR_X10BR1601.pdf

purposes of sexual exploitation. A total of 600 million SEK (approximately EUR 59 million) has been allocated for measures within the action plan for 2017-2020.

The strategy was developed with the Council of Europe Istanbul Convention as a crucial reference point in terms of its scope of application and specific measures. The strategy also recognises men and boys as potential victims and women and girls as potential perpetrators of those forms of violence (e.g. domestic violence) that are predominantly, though not exclusively, exercised by men and boys against women and girls. It puts special emphasis on prevention targeting men and boys as well as destructive norms of masculinity and the need for more broadly involving men and boys in efforts against violence. The strategy's four inter-related objectives are meant to guide all government interventions at national and regional levels. The objectives are:

- 1) Enhanced and effective prevention
- 2) Improved detection, protection and support to women and children subjected to violence
- 3) More effective crime control
- 4) Improved knowledge and development of methods

All interventions are likewise expected to consider nine cross-cutting principles such as respect for human rights, including the rights of the child, persons with disabilities and LGBTI persons.

The national strategy was developed in response to the findings of numerous government inquiries as well as government agencies reviewing previous policy initiatives in this area. Although notable progress had been made in various sectors, the overall impact of government initiatives for women and children at risk of violence were difficult to assess due to limitations in available data, data collection and systems of follow-up. These reviews also pointed to the need for strengthened governance and coordination of pertinent work on all levels with the aim of strengthening the efficiency, knowledge management and sustainability of efforts to prevent and combat violence against women.

A new government agency for gender equality, to be operative as of 1 January 2018, is commissioned to support the Government in coordinating the implementation and follow-up of the national strategy. Furthermore, Sweden's 21 County Administrative Boards have been commissioned to perform similar functions within their respective regions.

Along with grants for non-profit women's shelters, municipalities and county councils/regions, the Government has allocated well over 1 billion SEK (approximately EUR 986 million) for work in this area from 2015 to 2020. Note that this is a low estimate, as it does not include core funding to public authorities of key sectors such as education or the criminal justice system.

Issues falling under the scope of the Convention are also addressed by additional plans and strategies:

- the long-term national crime prevention programme "Combating crime together"
- the Environment Strategy for Modern Working Life 2016–2020
- the national strategy for alcohol, narcotic drugs, doping and tobacco (ANDT) policy 2011–2015
- the action plan to protect children from trafficking, exploitation and sexual abuse. 2016–2018
- a national action plan to protect journalists, artists and elected officials against hate speech and threats

Article 10: Coordination

According to the Istanbul convention, each country should designate or establish one or more official bodies responsible for coordination, implementation, monitoring and evaluation of the work with the Istanbul Convention.

The Division for Gender Equality, located in the Ministry of Health and Social Affairs, is the coordinating body for the new National strategy to prevent and combat men's violence against women as well as for the implementation of the Istanbul convention. To ensure coordination on the strategy and work in this field within the Government Offices, the Division convenes an Inter-ministerial Working Group.

A key measure for the strengthening of the strategic, cohesive and sustainable governance is the establishment of a national agency for gender equality, to be operative from the 1st of January 2018. The agency is responsible for follow-up, analysis, coordination, knowledge and support of the national gender equality policy goals. It will also have a specialised mission to support the Government in coordinating the implementation of the national strategy. By making this the responsibility of the gender equality agency, the work can be conducted on a long-term and permanent basis. Furthermore, Sweden's 21 County Administrative Boards have been commissioned to perform similar functions within their respective regions.

The Government includes NGOs and civil society partners in structured dialogues in the process of developing new policy measures, strategies and action plans. National action plans and mandates also include commissions for government agencies or agreements with local and regional authorities of strategic importance. This strengthens local and regional coordination and capacities. Below we list the main organising and coordinating bodies that are a part of this strategy. There is a long-term plan to transfer and coordinate the work of these bodies with the new national gender equality agency, in order to make the work less fragmented. The various involved agencies are:

- The National Centre for Knowledge on Men's Violence Against Women (NCK), a knowledge and resource centre at Uppsala University and Uppsala University Hospital, which convenes a group of 18 national agencies, the county administrative boards as well as the Swedish Association of Local Authorities and Regions with the purpose of exchanging experiences and ideas, spread knowledge and enable collaboration around specific projects. The group is also meant to raise awareness among professionals and volunteers.
- The 21 County Administrative Boards support and coordinate activities for a range of actors working on a regional level to prevent men's violence against women. Some of these boards hold special responsibilities for national coordination of the counties' measures to counter men's violence against women, honour-related violence and oppression, forced marriages as well as prostitution and trafficking for sexual purposes. The County Administrative Board of Östergötland convenes a network of 13 government agencies and authorities as well as the Swedish Association of Local and Regional Authorities (SKL), dealing with honour-related violence and oppression.
- The Swedish Association of Local Authorities and Regions (SKL) is an association for municipalities, county councils and regions. They guide and support the work conducted by municipalities and county councils. One of the association's tasks is to support the members in the development of the work against violence in close relationships. The Government has also signed a separate agreement with SKL for work on women's health. SKL runs a network, Kvinnofridnätverket, with people who work against violence in close relationships in the municipalities and regions all over Sweden.¹⁰⁹

¹⁰⁹ Available from:

<https://skl.se/demokratiledningstyrning/manskligarattigheterjamstalldhet/kvinnofrid/natverkforkvinnofrid.9286.html>

- The University of Gothenburg, where the Swedish Secretariat for Gender Research is located, is tasked by the Government to promote gender research in Sweden with a nationwide perspective, through research work and dissemination of information and in other ways that the university finds appropriate.
- The National Board of Health and Welfare (SoS) work to ensure good health, social welfare and high-quality health and social care on equal terms. They collect, compile, analyse and disseminate information and develop standards on different areas included on the work against violence in close relationships.
- The Swedish National Council for Crime Prevention does preventative work and has a special commission to work with violent men.

Article 11: Data collection and research

Each country shall, in relation to the Convention, collect disaggregated data and population-based surveys at regular intervals on forms of violence covered by the convention, and support research on forms of violence covered by the convention. The countries shall also make this information available to the general public, as well as to international experts in order to stimulate international co-operation.

Statistics Sweden is responsible for coordinating the official statistics. The Government has appointed 28 government agencies to hold responsibility for official statistics within their respective areas. The Ordinance specifies that official statistics related to individuals are to be disaggregated by sex, unless there are special reasons for not doing so.

Statistics Sweden has a gender equality portal on their website, which is updated with national statistics and indicators relating to the national gender equality objectives twice a year. There also is a range of national data on men's violence against women that is accessible as a sub-set of this portal.

The Swedish National Council for Crime Prevention (Brå) produces and publishes Sweden's official crime statistics. These statistics contain information about reported offences, processed and cleared offences, persons suspected of offences, persons found guilty of offences, prison statistics and recidivism. The data on reported, processed and cleared offences are disaggregated by sex and age for most violent offences, such as assault, gross violation of integrity, unlawful threat and rape. For assault the data are also disaggregated by relationship to the perpetrator, and for assault and rape the data are disaggregated by location (indoors/outdoors). The data are made public and published on Brå's website. Brå also publishes the Swedish Crime Survey annually.¹¹⁰

The National Board of Health and Welfare (SoS) publishes statistics on health and medical care and social services. The statistics include causes of death and hospitalisations due to injuries, for example violence-related injuries. The National Board of Health and Welfare (SoS) also publishes Regional and local comparisons and Performance Assessments called "Öppna jämförelser" ("Open comparisons"), to encourage the providers and management of health care to improve performance.

The Swedish Work Environment Authority (AV) collects statistics on the work environment and work-related disorders based on reported work-related accidents and occupational illness, as well as biannual surveys by Statistics Sweden (SCB) including data on bullying, (sexual) harassments, threats and violence.

The Children's Ombudsman collects statistics on children's living conditions within the Max18 programme, including on the themes of safety and protection/support.

¹¹⁰ Available from: <https://www.bra.se/brott-och-statistik/statistik-utifran-brottstyper/vald-i-nara-relationer.html>

Entities	Type of data	Disaggregation	Collation
Statistic Sweden (scb)	National statistics and indicators relating to the national gender equality objectives.	Sex	
The Swedish National Council for Crime Prevention (Brå)	Sweden's crime statistics, reported, processed and cleared offences, persons suspected, found guilty, prison statistics and recidivism.	By sex and age, location for most violent offences, such as assault, gross violation of integrity, unlawful threat and rape. For assault the data is also disaggregated by relationship to the perpetrator. For assault and rape the data is disaggregated by location (indoors/outdoors).	12 000 people aged 16–79 years reply to questions about exposure to crime, security and confidence in the justice system.
The National Board of Health and Welfare (SoS)	Statistics of health and medical care and social services.	Causes of death and hospitalisations due to injuries, for example violence-related injuries.	
National Board of Health and Welfare (SoS)	Open comparisons: Regional and local comparisons and Performance Assessments.	A national overview of services related to, i.a., victims and perpetrators of domestic violence in 290 municipalities.	Questionnaires to all municipalities based on defined indicators.
Swedish Work Environment Authority (AV)	Work environment and work-related disorders.	Including data on bullying, (sexual) harassments, threats and violence.	Reported work-related accidents and occupational illness as well as biannual surveys by Statistics Sweden (SCB).
The Children Ombudsman	Children's living conditions within the Max18 programme.	Safety and protection/support.	
Statistics Sweden (SCB)	Living conditions in Sweden (ULF/SILC).	Sex, age, educational level, profession, socioeconomic group, income, background, civil state, etc. + national data on incomes, pensions, taxes, social subsidies etc.	Phone interviews with approximately 13.000 randomly selected people over 16 years of age.
The Public Health Agency of Sweden (FoHM) and Statistics Sweden (SCB)	Study on sexuality and health amongst young people in Sweden, 2009, 2015 and 2017.	Various groups of young people, based on sex and gender identity.	Based on replies from 7755 young people in the ages 16–29, supported by a randomised stratified national population survey.

Research and reports

Research within the area of the convention is commissioned, conducted and funded in a multitude of models and by multiple entities in Sweden. The Swedish state research funds are allocated as direct appropriations to universities and university colleges and as appropriations to research councils and sectoral research agencies. Uppsala University is commissioned by the Government to develop and

disseminate evidence-based knowledge and information on violence against women with a nationwide and comprehensive approach.

In 2011 the Crime Victim Compensation and Support Authority (BrOM) was commissioned to distribute funds to research etc. with the aim of improving knowledge about men's violence against women, including sexual violence and other sexual abuse.

Examples of research conducted or supported by the Government 2011–2016 are:

- In 2016, the Swedish research council for health, working life and welfare, Forte, published research on *Men's Violence Against Women in Intimate Relationships*. This research gave a brief description of the current state of knowledge within the area. The aim was to identify gaps in knowledge and areas left to develop.
- The National Centre for Knowledge on Men's Violence Against Women (NCK) located at the Uppsala University performed a national study in Sweden that asked 10 000 women and 10 000 men between the ages of 18 and 74 about their exposure to sexual, physical and psychological violence, both in childhood and in adulthood. This is published in a report entitled *Violence and Health in Sweden – A National Prevalence Study on Exposure to Violence among Women and Men and its Association to Health*.
- The National Council for Crime Prevention (Brå) is commissioned to analyse the prevalence of gross violations against a woman's integrity and to study police methods to prevent repeated abuse against adults and children by a closely related person. In 2011–2015, Brå has studied unlawful persecution, the provision of personal emergency phones for people at risk, the provision on restraining orders, the provision on contact with a child for sexual purposes, the online threats and incidents of abusive or offensive behaviour against private individuals that are reported to the police.
- The National Centre of Excellence on violence against children and child abuse at Linköping University is tasked with gathering and disseminating knowledge about violence against and other abuse of children. The centre has a central role in the Government's efforts to improve prevention of violence and abuse, and provides a link between research and practice for all relevant actors, including the 'Barnahus', Children houses.
- The Children's Welfare Foundation Sweden carries out a study regarding children who have been the victims of sexual abuse via the internet. The aim is to increase understanding of the consequences of online sexual abuse for children and young people. They also do a study about the prevalence of corporal punishment and other violations of children's rights in Sweden, and a knowledge collocation about violence against girls and boys with functional impairments.
- In 2011 the Swedish Work Environment Authority (AV) published a survey-based report on threats and violence in schools (Rapport 2011:15). The report was supported by Statistics Sweden (SCB) which conducted a national randomised survey amongst female and male teachers and boys and girls in schools.
- In 2011, a state-funded survey was carried out with the purpose of describing the current situation for Swedish children and trends over time concerning various forms of abasements, with special emphasis on events at home, but also those occurring at school. The 2011 national Swedish studies on corporal punishment and other humiliating behaviour towards children are a follow up of earlier studies performed in 1980, 2000 and 2006. The Swedish Government has decided to carry out another follow-up survey. This will be completed in 2018.

Article 12: General obligations on prevention

This is an overview of the general measures taken by Sweden in relation to the various relevant articles of the convention under the chapter of Prevention.

The first is Article 12 on general obligations. The general obligations cover a range of issues relating to 1) promoting changes in social and cultural gendered patterns, 2) legislative and other measures to prevent violence, 3) focus on persons in vulnerable circumstances, 4) focus on boys and men, 5) focus on culture, customs, "honour" etc., and 6) empowerment of women.

The gender perspective in the work against violence – regardless of its type – is essential for shedding light on what can be thought to be the reasoning for violent actions and how preventative work can be developed. In the Swedish context, men's violence against women is seen as the ultimate consequence of an unequal society, and the UN declaration is used to explain how violence against women and girls is a human rights issue and a way of maintaining unequal power structures in society.¹¹¹ Measures against the forms of violence covered by the convention are thus explicitly connected to the struggle for more gender equality in Swedish society, and this includes preventive work.

Legislation and other measures to prevent violence

In 1991 the Gender Equality Act was adopted, and the current Act on Violence against Women entered into force in 1998.

In the Act, intimate partner violence is defined as violence where the perpetrator and the victim have or have had an intimate relation. Gross violation of women's integrity is defined as offences falling under the provisions of chapters dealing with crimes against life and health, crimes against liberty and peace and sexual crimes against a partner with whom the offender has a close relationship or used to have a close relationship. Each of the perpetrations must have been part of a repeated violation of the vulnerable person's privacy and integrity and also been likely to cause serious harm to the person's self-esteem. (Legal Source: Criminal Code, Chapter 4, Section 4a.¹¹²) The law states that the violence and abuse to which a woman is subjected, for instance by a man in a close relationship, is assessed cumulatively.¹¹³

In the National Strategy, several different arenas are mentioned as areas for preventive work. These are preschools, schools, universities, colleges, adult education, health care for pupils, other health care institutions, sports, religious communities and other organisations and associations, municipal family counselling units, social services, and educational institutions for newly arrived migrants. A central task is to involve boys and men in the work.¹¹⁴ The general obligations are met in a number of ways in the Swedish context, and we list some examples:

- The Crime Victim Fund distributes approximately 30–35 million SEK (approximately EUR 3–3,5 million) a year to civil society organisations. The fund is primarily built up through a special fee of 800 SEK (approximately EUR 80), which every person convicted of a crime that is punishable by a prison sentence or electronic tagging has to pay. The fund provides core financing to local crime victim support centres, but also awards grants to researchers, non-profit organisations, and to specific activities run by private or public entities ranging from simple information campaigns to extensive research projects.
- The Swedish Agency for Youth and Civil Society (MUCF) has been commissioned to actively promote violence prevention in the municipalities and civil society organisations. For a more detailed description of their work, see chapter 5 on highlighted practices under Article 12 on general obligations.

¹¹¹ Makt, mål och myndighet – feministisk politik för en jämställd framtid Regeringens skrivelse 2016/17:10

¹¹² Available from: <http://www.government.se/contentassets/5315d27076c942019828d6c36521696e/swedish-penal-code.pdf>

¹¹³ Available from: <https://sweden.se/society/gender-equality-in-sweden/>

¹¹⁴ En nationell strategi för att förebygga och bekämpa mäns våld mot kvinnor Utdrag (kapitel 5, sid 109-155) ur Makt, mål och myndighet – feministisk politik för en jämställd framtid Skr. 2016/17:10

- Examples of successful local coordination include initiatives on prevention work in the municipality of Trollhättan and the joint preventative work in Botkyrka. For a more detailed description of these, see chapter 5 on highlighted practices under Article 12 on general obligations.
- The coordinating role of the Swedish National Council for Crime Prevention has been strengthened in the preventative work. Methods for practical coordination between local actors have been developed and updated in collaboration with the Police and the Swedish Association of Local Authorities and Regions (SKL).¹¹⁵

Vulnerability

The Government has an action plan to protect children from trafficking, exploitation and sexual abuse, and there is a children’s rights delegation consisting of NGOs and government authorities that meets four times per year. A national Centre of Excellence on violence against children and child abuse is established at Linköping University. The University is tasked with gathering and disseminating knowledge about violence and other abuse against children, and provides a link between research and practice for all relevant actors, including ‘Barnahus’ [Children’s houses]. There are also other action plans targeting vulnerable groups mentioned under the chapter where action plans are presented.

The Migration Agency is tasked with identifying vulnerable persons early and meeting their specific needs. Sheltered housing is available to provide an alternative for asylum seekers in vulnerable situations like women exposed to violence, LGBTI persons or persons from religious minorities. This is an individual-based accommodation for applicants who do not feel safe within other provided accommodation.

The Centre for Andrology and Sexual Medicine (CASM) at Karolinska Hospital works to prevent sexual abuse by treating people who engage in behaviours that put them at risk of committing sexual abuse, partly through the national PrevenTell helpline. People with a pattern of sexual attraction to children are particularly prioritised.

Focus on boys and men

The National Strategy recognises men and boys as potential victims and women and girls as potential perpetrators of those forms of violence covered by the Convention. It puts special emphasis on prevention targeting men and boys as well as destructive norms of masculinity and the need for more broadly involving men and boys in efforts against violence. There is also an agreement between the Government and the Swedish Association of Local Authorities and Regions (SKL) to strengthen the integration of questions on men, boys and masculinity, including violence prevention, in gender equality work in municipalities. The “a real man”¹¹⁶ campaign that aims at developing a more open and modern notion of masculinity in the region of Värmland is one example. Another example is the Mentors in Violence Prevention (MVP) programme in Botkyrka. For a more detailed description of their work, see chapter 5 on highlighted practices under Article 12 on general obligations.

The Swedish Prison and Probation Service (KV) offers a specialised programme called “relationships and cohabitation” for convicted sex offenders. The programme, which targets adult men, is provided as individual- and/or group therapy according to the perpetrators risk and response assessment.

Focus on culture, customs and ‘honour’

The National Strategy includes measures to combat honour-related violence and oppression as well as prostitution and trafficking, and there is a separate National action plan for combating men’s violence against women, violence and oppression in the name of honour. The Swedish Government has decided to

¹¹⁵ En nationell strategi för att förebygga och bekämpa mäns våld mot kvinnor Utdrag (kapitel 5, sid 109-155) ur Makt, mål och myndighet – feministisk politik för en jämställd framtid Skr. 2016/17:10

¹¹⁶ Available from: <https://www.enriktigman.se/>

spend 214 million SEK on measures targeting honour-related violence and oppression within the framework of the national strategy 2018-2020.

The County Administrative Board of Östergötland convenes a network of 13 government agencies and authorities dealing with honour-related violence and oppression. They host the website Hedersförtryck.se which includes campaign material for multiple target groups and audiences. They organise in-service trainings for various professional groups on honour-related violence and oppression, including child marriages and forced marriages as well as female genital mutilation. In addition, they offer a national support helpline providing advice and assistance to professionals and volunteers.

There are also funds available for NGOs working with honour-related violence and oppression. Examples include Save The Children's projects "It's about love" and "Love is free". The aim is to inform children and young people about their rights, reach more children and young people who live with honour-related restrictions, and to provide secure support for vulnerable children. The project has also launched a network of NGOs with knowledge and experience from honour-related issues and the web-site dinarattigheter.se.

Empowerment of women

Women's shelters have long been at the forefront both in shaping the public's opinion on men's violence against women through awareness-raising and advocacy, as well as in providing accommodation and active support to victims of violence. The Government has granted support for the years 2015–2019 and contributes to the national umbrella organisations for women's shelters, young women's empowerment centres, youth centres and rape crisis centres through the National Board of Health and Welfare (SoS).

There are around 200 women's shelters, most of them are associated with ROKS or Unizon, the two non-profit umbrella organisations for women's shelters. More than 90 local victim support centres are also members of the umbrella organisation Crime Victim Support Sweden (BOJ) and provide support services to victims of violence, a majority of which are women.

There is a wide range of organisational models of women's shelters in Sweden. Some municipalities (21%) run their own shelters, others rely on shelters run by the non-profit sector (71%). Some have hired personnel, offices and 24/7 hotlines, whereas others have limited hours of operations and rely on volunteers. Professional training, knowledge and expertise of personnel also vary greatly.

Currently, the Government Inquiry for a strengthened children's rights perspective in sheltered accommodation (ToR 2016: 99, S 2016:08) is reviewing the need for special permits for shelters to be allowed to operate. The purpose of introducing a special permit would be to strengthen quality control for the benefit of the victim and to clarify roles and responsibilities between the non-profit and public sectors.

Article 13: Awareness-raising

Article 13 of the Convention on awareness-raising covers the following issues: 1) collaborative campaigns and programmes together with NGOs and civil society to increase understanding of different forms of violence, and 2) dissemination among the general public of information on prevention of violence as covered by the scope of the Convention.

The different national and regional units that are responsible for the implementation of the policies to combat violence against women, gender-based violence and violence in close relationships mentioned under the Coordination heading, also assemble and disseminate knowledge and best practices. In this way, they have a permanent awareness-raising function on the national, regional and local level.

The Government, through its budget allocations for preventive work, also funds separate information campaigns, programmes and information resources. Direct campaigns are conducted at the level of the

national authorities, by the country administrative boards or the municipalities. Examples of such initiatives include:

- The Police Authority's campaign "Come to us" (Kom till oss), aims to encourage the reporting of domestic violence. The information, which includes both texts and movies, is provided in 18 different languages. On the local level the Police Authorities work with young people in schools on information about crimes in intimate relationships and sexual crime.
- The police also work locally with a method called "Pledges to citizens" (medborgarlöften), which entails commitments from the local police to give priority to certain issues at the local level in consultations with the community. In the municipality of Arjeplog, the police have given domestic violence a higher priority, through the pledges to citizens' process.
- A national awareness campaign called "Travel Courage" aims to inform Swedish tourists that a Swedish citizen who sexually exploits children abroad can be convicted in Sweden as well.
- The publication series "Young and Extreme" and "the Foreign is Frightening" contain four publications about young people, gender and violent extremism created by the Swedish Agency for Youth and Civil Society (MUCF 2016a; b; c; d).
- "The information generator" (Infogeneratorn.se), a website as a resource tool for professionals and municipalities that provides quality-assured and adapted information in 24 languages to be used in the contact with victims of violence in intimate relationships.
- "Choose to stop" (Välj att sluta), a campaign conducted in the Stockholm region. It targets perpetrators or potential perpetrators of violence in intimate relationships, aiming to increase the number of perpetrators that seek help with their violent behaviour.
- The Swedish Media Council runs the Swedish version of the Council of Europe "No Hate Speech" campaign. The campaign specifically addresses online sexism and hate speech through a gender equality perspective, includes educational material and podcasts for teachers, parents and children and young people about hate speech and rules and regulations that apply online¹¹⁷.

Article 14: Education

According to article 14, the countries shall 1) include teaching material on equality, non-stereotyped gender roles, respect, non-violent conflict resolution in interpersonal relationships, gender-based violence against women, right to personal integrity, and 2) these principles should be included informal educational facilities, sports, cultural and leisure facilities and in the media.

According to the Swedish Education Act (2010:800) and the national curricula, the teaching and all school activities should be carried out in accordance with fundamental democratic values. The school should also actively and consciously further equal rights and opportunities for women and men, and has a responsibility to counteract traditional gender patterns. These fundamental values and tasks of the school should be reflected in the teaching material used by the schools and in the education provided.

Sex education is included in several of the course and subject syllabi for primary and upper secondary school as well as adult education. This means that the responsibility for this topic falls on several teachers. According to the national curricula for primary and upper secondary school, the head teacher also has special responsibility for ensuring that the pupils receive education on sex and intimate relationships.

The Swedish National Agency for Education (NAE) offers support material for schools for working with furthering equal treatment in and as part of the education. The fundamental values in schools include gender equality and the prevention of degrading treatment and harassment is part of a national school development programme.

¹¹⁷ Available from: <https://statensmedierad.se/nohate.1295.html>

In higher education, universities and university colleges are obliged by law to always take gender equality into account and promote it in their operations. Furthermore, from 2018 the Systems of Qualifications require that the student shall demonstrate knowledge of men's violence against women and domestic violence for certain study programmes. For a more detailed description of their work, see chapter 5 on highlighted practices under Article 15 on training of professionals.

Article 15: Training of professionals

Regarding training of professionals, the convention states that 1) relevant professionals dealing with victims or perpetrators need knowledge on prevention, detection, equality, rights of victims, and the prevention of secondary victimisations, and 2) the training shall be multi-agency and cross-sectorial to insure cooperation.

According to the Swedish Social Services Act (2001:453, Ch 3, para 3), the municipalities are obliged to ensure that their social services are delivered by staff with appropriate training and experience. In addition to the education system, different entities provide in-service training and seminars:

- The National Centre for Knowledge on Men's Violence Against Women (NCK) provides courses on men's violence against women for **students pursuing degree programmes as well as for professionals**. The centre also develops specially adapted courses for different occupations. Examples are a course on investigative methodologies in relation to violence in intimate relations for police officers and contributed to other courses offered for the police. NCK also provides a free web-based course on violence.
- **The Courts** of Sweden Judicial Training Academy arranges various courses for judges where violence against women is an integrated part.
- The Swedish Crime Victim Compensation and Support Authority conducted a training programme to increase knowledge about victims of sexual crimes and to improve the treatment of these crime victims in connection with reports to the police, preliminary investigations and trials. The target groups were **staff in the Police Authority, the Swedish Prosecution Authority and the courts system**.
- **The county administrative boards** are organising regional in-service trainings on work against domestic violence with the support of the National Board of Health and Welfare (SoS). Under the coordination of the County Administrative Board of Östergötland, the county administrative boards are also organising in-service trainings for various professional groups on honour-related violence and oppression including child marriages and forced marriages as well as female genital mutilation.
- The Swedish Agency for Youth and Civil Society (MUCF) works to promote the use of effective gender-aware programmes of violence prevention among **municipalities and civil society organisations**. In 2015 and 2016 the agency organised regional conferences, workshops and seminars.

NCK has recommended that questions on violence should routinely be asked within the health care services. Asking about violence increases the possibilities to make it visible and gives the individual patients help and support. Within the framework for a government gender mainstreaming commission for public agencies, the Swedish Social Insurance Agency (FK) has developed procedures and training for desk officers handling case files to identify violence as a possible cause of sick leave and to enable referrals to support services.

Article 17: Participation of the private sector and the media

According to article 17, 1) the private sector, media and information and communication technology sector should participate in the work against violence as covered by the convention, and 2) children, parents and educators should develop skills to deal with information and communication environments that provide access to degrading content of a sexual or violent nature.

- There are self-regulating ethical rules for press, radio and TV which have been agreed upon by the major stakeholders in the media sector. A key principle is that ethnical background, gender, nationality, profession, political affiliation, religion or sexual orientation of a person should not be exposed if it is not of particular importance to the context. Individuals feeling disadvantaged by published material can (if it is within the broadcaster's responsibility according to the Fundamental Law on Freedom of Expression and the Freedom of the Press Act) file a complaint to the Press Ombudsman (PO) and cases can be referred to the Press Council (PON).
- The public service broadcasters and other suppliers of media services are obliged to conduct all broadcasting activities based on a gender equality and diversity perspective. It is explicitly regulated in the Radio and Television Broadcasting Act (2010:696) that programme activity must be characterised by the principle of equality and the freedom and dignity of individuals (5 c 1 §).
- TV programmes with graphic violence or pornographic images must either be preceded by a warning signal or contain an ongoing warning on the screen throughout the transmission. Such programmes may not be aired during a time or in a way that leads to a high risk of children seeing them, unless there are special justifying reasons.
- The Swedish Media Council is a government agency whose primary task is to promote the empowering of minors as conscious media users and to protect them from harmful media influences. The Media Council gathers relevant research and disseminates information on media development, media effects and media use of children and young people, for example through the No Hate Speech campaign. The Council also classifies films for public screening.
- The National action plan to protect journalists, artists and elected officials against hate speech and threats addresses the specific nature, and at times greater volume of, threats and hate that is targeted towards women in these professions.
- The Swedish Advertising Ombudsman (RO) is a self-regulatory organization founded by the industry. RO applies the code set by The International Chamber of Commerce (ICC), which states that marketing communications should respect human dignity and should not incite or condone any form of discrimination, including that based upon race, national origin, religion, gender, age, disability or sexual orientation. RO also provides information, guidance and training in the field of ethical marketing.¹¹⁸
- The Swedish Work Environment Authority (AV) was given 46 million SEK (approximately EUR 4,5 million) in the 2012–2016 period to develop and implement preventive measures to improve the work environment in women dominated professions.
- The Equality Ombudsman cooperates with the unions to advice on compulsory measures for employers to prevent discrimination and promote equal rights and opportunities in the work place in accordance with the national Discrimination Act in 2016.

¹¹⁸ Available from: <http://reklamombudsmannen.org/eng/>

- The confederation of Swedish Enterprise (Svenskt Näringsliv), employer and worker unions collaborate to develop checklists and guidelines, information and resource materials, trainings, capacity-building measures and other services that help employers and unions ensure compliance.¹¹⁹
- Swedish Music festivals have collaborated with RFSU and Make Equal to develop measures and guidelines to make events more inclusive, and to protect participants against rape, sexual harassment and assault.

¹¹⁹ An example of such collaboration is the website www.prevent.se

ÅLAND

About Åland – facts and figures

Åland is an archipelago in the Gulf of Bothnia, halfway between Sweden and Finland, consisting of over 6000 islands. Åland is an autonomous, demilitarised, Swedish-speaking region of Finland and has its own government, Ålands landskapsregering. The capital is Mariehamn. Åland has around 30 000 inhabitants, spread across 16 municipalities. About 11 000 inhabitants live in Mariehamn.

Although Åland is autonomous, Finnish state law applies in some areas where the Åland Parliament does not have legislative powers, including foreign affairs, most areas of civil and criminal law, court system, customs, and state taxation.¹²⁰

The gender equality unit has responsibility for gender equality in Åland. One of their overarching goals is the freedom from gender-based violence and the right to bodily integrity for all.¹²¹

Status for ratification of the Istanbul convention

The Parliament of Åland approved the Istanbul Convention in 2011 and it entered into force in 2015, the same year the convention entered into force in mainland Finland. Areas for amendment of legislation that fall within the jurisdiction of the country have also been approved.

According to the self-government act of Åland, in case the Convention at hand includes certain provisions which are under the jurisdiction of Åland, the Åland parliament (lagting) needs to accept the statute bringing the Convention into force in order for the provisions to enter into force in Åland. The acceptance is included in the statute.

Relevant action plans

The Government of Åland has expressed zero tolerance against violence in close relations in its government programme and in the budget for 2018. This requires measures to prevent, detect and treat instances of domestic violence. The Government will draw up an action plan for the work against violence in close relations for the period 2018-2019. The action plan will focus on

- Steering and routines
- Knowledge-enhancing efforts
- Organised collaboration
- Particularly vulnerable groups
- Early and long-term prevention work

Article 10: Coordination

According to the Istanbul convention, each country should designate or establish one or more official bodies responsible for coordination, implementation, monitoring and evaluation of the work with the Istanbul Convention.

¹²⁰ Available from: <http://www.legco.gov.hk/research-publications/english/1314fsc43-autonomy-of-the-aland-islands-20140902-e.pdf>

¹²¹ Available from: <http://www.regeringen.ax/demokrati-hallbarhet/jamstalldhet>

A working group has been formed with people with leading functions (senior management) from the Government of Åland, social security, the shelter, the police, Åland healthcare and Alternatives to violence. The working group identifies the needs for more knowledge and data, and collaborates with relevant authorities. Mapping of the current situation involves looking at how authorities collaborate internally, and what needs there are for further collaborations with authorities and civil society partners. This work started in 2016, and is gaining momentum.

From 2012-2015, Åland has had a Government framework programme for gender equality.¹²² In this programme men's violence against women was given special attention.

In 2012, the Government of Åland appointed a Women's Committee (Kvinnofridskomite) with representatives from, among others, health care, alternative to violence-initiatives, social welfare, police and the government. The mission was to provide suggestions on how to translate research-based knowledge on perpetrators, as well as how violence affects women and children, into practical work. The goal was to provide targeted efforts so that those who need support and help actually get it, along with mapping the responsibilities and tasks of relevant authorities and actors.

Article 11: Data collection and research

Each country shall, in relation to the Convention, collect disaggregated data and population-based surveys at regular intervals on forms of violence covered by the convention, and support research on forms of violence covered by the convention. The countries shall also make this information available to the general public, as well as to international experts in order to stimulate international co-operation.

Every four years the government, in collaboration with Åland Statistical and Investigation Bureau (Ålands statistik- och utredningsbyrå, ÅSUB), publishes a report on gender equality ('På tal om jämställdhet').¹²³ The report offers statistics on gender difference in various areas of society, including population statistics, income and wages, social and health care, education and justice, leisure time, and political influence and power. Each year, a gender equality appendix is included in the proposal for the budget and the 2018 annex focused on 'Gender perspective on households, care for the elderly and violence in close relationships'.¹²⁴ The statistics on violence in the annex are based on crime statistics from 2009-2016, and among other things point out that elderly people are more at risk for domestic violence. It is also stated that crime statistics are not necessarily a good tool for measuring domestic violence, because of the emotional power the perpetrator has over the victim, making many victims reluctant to report domestic violence to the police.

The *Violence in intimate relations in Åland 2017* report¹²⁵ presents some key numbers on the current situation in Åland. The report looks into the percentage of people aged 18-79 that have been exposed to domestic violence during their lifetime, to what extent the violence has been repeated or not, and what percentage of those who have recently been victims of violence who have sought help. 36 % of women and 20 % of men reported having experienced violence in their lifetime. 16 % of women and 9 % of men had been exposed to violence during the past 12 months. Psychological violence was the most common form, and physical violence and threats the second most common, yet 9 % of women and 1 % of men had also been exposed to sexual violence during their lifetime. 11 % of the people who had been exposed to violence during the past 12 months had used the available shelter, while the majority had sought help from friends and relatives.

¹²² <http://www.regeringen.ax/sites/www.regeringen.ax/files/attachments/page/ramprogram-2012-2015-engelska.pdf>

¹²³ <http://www.regeringen.ax/sites/www.regeringen.ax/files/attachments/article/pa-tal-om-jamstallldhet-aland-2017.pdf>

¹²⁴ http://www.asub.ax/sites/www.asub.ax/files/statistics/oversikter_och_indikatorer2018_jamstallldhetsbilaga.pdf

¹²⁵ <http://www.regeringen.ax/sites/www.regeringen.ax/files/attachments/article/vald-i-nara-relationer-webb.pdf>

It is stated as an explicit goal by the Government of Åland that all statistics should be broken down by gender.¹²⁶

Key measures relating to the Istanbul convention

The Parliament of Åland has adopted a law regarding the availability of shelter for victims of domestic violence, which relates directly to the Istanbul Convention. The aim is to ensure availability of protection for victims of domestic violence. This involves regulating the type of services a shelter should have as well as what qualifications the staff should hold. The shelter is funded by the government rather than the municipalities, meaning that all residents in Åland have equal access and right to use the shelter.¹²⁷ The law gives the government and the health authorities in Åland a specific task in ensuring access to the shelter, as well as coordinating and monitoring shelter activities.

The Government has a collaboration with the Sweden's National Women's Helpline, where people from Åland can call to get help and support. From 2004 there has also been an Alternative to violence-programme in Åland for men, which is a collaboration between Åland and the Alternative to violence-programme in Oslo.

Åland has also been working with preventive work with specific focus on integration of gender and gender equality for a long time, among other things in childcare and leisure. Between 2010-2011, all day care centres in Åland participated in the regional government project "Equal Child Care - Integration of gender and gender equality in the Åland childcare area". The Equal Child Care project continued in 2012-2013.¹²⁸

There has also been a project called "Equal leisure 2013-2015". The objective of the project was to explore whether girls and boys had the same opportunities to participate on equal terms, whether there was equal resource allocation, and how boys and girls were viewed by staff. The project was initiated in order to strengthen the work in Åland in terms of providing high quality childcare, and to increase gender equality in boys' and girls' everyday lives.

The government has also organized several conferences in recent years with the goal of increasing knowledge on the field. Examples are a conference on health and gender where domestic violence was a focal point. During 2018 an important theme will be masculinity and norms, and a project will be centred on this.

Several laws have been changed during the current decade, and this has affected the situation regarding domestic violence in Åland. In 2011 sexual exploitation of an unconscious or otherwise helpless person was criminalised, and stalking was criminalised in 2014.

¹²⁶ Available from: <http://www.regeringen.ax/styrdokument-rapporter-publikationer/overgripande-mal-alandska-jamstalldhetspolitiken>

¹²⁷ For more information on the shelter, see: <http://www.mariehamn.ax/omsorg-stod/barn-ungdom-och-familj/tallbacken/>

¹²⁸ Available from: <http://jamstalldbarnomsorg.ax/>

FAROE ISLANDS

About the Faroe Island – facts and figures

The Faroes comprise 18 islands, located in the northern Atlantic, almost midway between Norway, Iceland and Scotland. The total land mass is 1,399 square kilometres, a sea area of 274,000 square kilometres and the Faroes has a population of approximately 50,000. While 17 islands are inhabited, around 40 % of the population live in the capital, Tórshavn. The Faroe Islands are an autonomous, self-governing nation under the external sovereignty of the Kingdom of Denmark¹²⁹ with an exclusive right to legislate and govern independently in a wide range of areas, including social security, culture, and education and research. It has its own democratically elected legislative assembly, the Løgting, and an executive government headed by the løgmaður (Prime Minister). There are several members of the Cabinet, known as landsstýrismaður (Ministers) all of whom are also heads of specific government ministries. The Faroese court system is under the jurisdiction of the High courts in Denmark. The islands are divided into 29 municipalities and six regions. The municipalities are run by publicly elected councils.

Faroese gender equality policy has been characterised by the late entry of women in the political arena and late institutionalisation of gender equality policy, compared with the Nordic countries. The institutionalisation started with the act on equality between women and men in 1994 in the Faroese legislative assembly. The Faroes have the highest levels of part-time work in the Nordic region with over half, 51%, of all women in the labour market working part time. On the other hand, the Faroe Islands has the highest employment rate in Europe. Faroese women stand out with an employment rate of 76%, as compared to 79% for Faroese men in the 15-75 age-bracket.¹³⁰

Status for ratification of the Istanbul convention

In accordance with Article 77 of the Istanbul Convention, Denmark declares that, until further notice, the Convention shall not apply to Greenland and the Faroe Islands¹³¹.

Relevant action plans

In 2010, Amnesty International invited the Faroe Islands to a meeting on violence against women and domestic violence. All the political parties were represented, and it was decided that an action plan should be drafted on domestic violence that affects all vulnerable groups. A steering group consisting of different ministries and politicians developed an action plan with 18 goals, which have been implemented. Several of these goals concerned information that has been a part of the campaign “Tell!” (Sig frá).¹³² Services have also been established, such as psychological help through the women’s shelter, treatment for children through the children’s house, along with a perpetrator programme for the perpetrator.¹³³

¹²⁹ Available from: <https://www.faroeislands.fo/>

¹³⁰ Available from: <http://www.hagstova.fo/en>

¹³¹ Available from: https://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/210/declarations?p_auth=DSRSdM4T

¹³² Available from: <http://www.amr.fo/arbeidsoki/hardskapur-i-parlagi/>

¹³³ Hardskapur i parlagi og nærsambondum, 2011

Article 10: Coordination

According to the Istanbul convention, each country should designate or establish one or more official bodies responsible for coordination, implementation, monitoring and evaluation of the work with the Istanbul Convention.

The Minister of Social Affairs is responsible for implementing the policies on gender equality and also the measures to combat violence in close relationships. The Faroese government has an advisory committee for gender equality matters (Javnstøðunevndin). Its primary task is to combat gender discrimination and ensure everyone's equal opportunities regardless of gender. Government agencies, organisations and individuals can contact the committee for advice on gender equality issues. It also handles complaints and can take initiatives to address any situation it sees needs attention. The members of the committee are appointed by the minister in charge, and both the social partners and the women's organisations are represented.¹³⁴

Article 11: Data collection and research

Each country shall, in relation to the Convention, collect disaggregated data and population-based surveys at regular intervals on forms of violence covered by the convention, and support research on forms of violence covered by the convention. The countries shall also make this information available to the general public, as well as to international experts in order to stimulate international co-operation.

Key measures relating to the Istanbul convention

The Crisis Centre in Tórshavn (Kvinnuhúsið), which opened in 1990 and is open 24 hours a day, is the only institution in the Faroes that has gathered statistics on violence against women. The Faroe Islands are in a special situation in the area of criminal law. As an autonomous unit within the Kingdom of Denmark, the Faroe Islands have taken over responsibility for criminal law, whereas the police force and judiciary remain Danish competences. This means that the Faroese Government does not have direct access to statistics from the police force or the judiciary regarding violence against women or in close relationships.¹³⁵

¹³⁴ Available from: <http://www.nikk.no/en/facts/gender-equality-policy/faroe-islands/>

¹³⁵ CEDAW/C/DNK/Q/8/Add.1

GREENLAND

About Greenland – facts and figures

Greenland is part of the North American continent and the northernmost point of the Island, Cape Morris Jesup, is just 740 kilometres from the North Pole. It is the world's largest island, with a total area of around 2.2 million square kilometres, yet only approx. 410,000 square kilometres are not covered by ice. Greenland has about 57 000 inhabitants and 48000 of them live in towns¹³⁶.

Greenland is a part of the Kingdom of Denmark. In 1979, Denmark granted home rule to Greenland, and in 2008, Greenlanders voted in favour of the Self-Government Act, which transferred more power to the Greenlandic government.

62% of Greenlandic women have experienced violence at least once in their lives, and approximately a fourth of Greenlandic children have witnessed their mother being subjected to domestic violence.¹³⁷

Status for ratification of the Istanbul Convention

Greenland has not ratified the Istanbul convention. In accordance with Article 77 of the Istanbul Convention, Denmark declares that, until further notice, the Convention shall not apply to Greenland and the Faroe Islands.¹³⁸

Relevant action plans

The Government Strategy and Plan of Action against Violence for 2014-2017 integrates gender equality and perspectives on gender in several ways. The Action Plan includes 31 measures including measures on violence and violence against women. A new Gender Equality Act came into force in 2013. The Act emphasizes gender-related violence as a central and permanent issue for the Greenland Council on Gender Equality. The Act also explicitly prohibits gender-based harassment and sexual harassment.

The Government Strategy and Plan of Action against Violence for 2014-2017 also includes a development and expansion plan for shelters for battered women in Greenland, designed to help women who are victims of domestic violence, and their children. In 2014, the nationwide Illernit shelter opened, providing treatment and housing for women and children for up to a year. In addition, a three-year project has been launched which aims at upgrading the qualifications of staff at the shelters and strengthening cooperation.¹³⁹

Article 10: Coordination

According to the Istanbul convention, each country should designate or establish one or more official bodies responsible for coordination, implementation, monitoring and evaluation of the work with the Istanbul Convention.

The Minister for Social Welfare, Family, Gender Equality and Justice in Greenland's autonomous government (Naalakkersuisut) has the overarching responsibility for gender equality matters and the

¹³⁶ Available from: <http://www.stat.gl/publ/da/GF/2014/pdf/Greenland%20in%20Figures%202014.pdf>

¹³⁷ Available from: <http://www.maryfonden.dk/en/kattunneq-eng>

¹³⁸ Available from: https://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/210/declarations?p_auth=DSRSdM4T

¹³⁹ Available from: <http://www.nikk.no/en/facts/gender-equality-policy/Greenland/#goals>

implementation of the gender equality legislation. The Gender Equality Act from 2013 states that all public agencies are in charge of all gender equality matters within their respective areas of responsibility. The Ministry of Social Welfare, Family, Gender Equality and Justice holds the overall responsibility for the implementation and monitoring of the Strategy and Action Plan against Violence for 2014-2017. An annual progress report is submitted to the Government which includes an evaluation of the measures taken.¹⁴⁰

Greenland's Council of Gender Equality (Naligiissitaanissamut Siunnersuisoqatigiit) is politically independent, aiming to promote gender equality at a broad level in the Greenlandic society. It investigates issues related to gender equality, either on its own initiative or following a complaint. Moreover, the Council follows the developments in and around Greenland and advises the autonomous government, municipalities and the public on gender equality matters. Each year, the Council presents a gender equality report to the Cabinet and the Parliament.¹⁴¹

¹⁴⁰ Committee on the Elimination of Discrimination against Women Sixtieth session List of issues and questions in relation to the eighth periodic report of Denmark

¹⁴¹ Available from: <http://www.nikk.no/en/facts/gender-equality-policy/Greenland#goals>

4. Gender and domestic violence: Exploring the problem

Carol Bacchi notes that behind every policy measure lies a specific understanding of the problem.¹⁴² In this chapter, we examine more closely some of the measures that are taken in the Nordic countries, and how these measures also have an impact on what the problem is represented to be. Specifically, we discuss how gender plays a part in the understandings of these forms of violence.

The policies that are developed and the measures that are taken suggest something about the underlying understanding of violence against women and domestic violence. This is not an attempt at evaluating the various measures in the Nordic countries, or their effectiveness. To do so would require looking closely at prevalence studies over time and seeing these in relation to various measures taken, along with examining other factors that may influence the rate of violence, such as economic instability.¹⁴³ The aim of this chapter is rather to take glance across the Nordic countries at the work that is being done, as highlighted in the previous chapters. In addition to the material presented throughout the discussions in this chapter, we also base our analysis on a general overview of some of the Articles (see Appendix 1).

We start by analysing the work reported by the Nordic countries under Article 10 and 11 on Integrated policies and Data collection, and comment on similarities and differences in how the countries have chosen to fulfil their obligations (for those these obligations apply to).

Following this, we look more closely at the work that falls under the heading of Prevention, and the ambition to change society which we argue underlies the way the Convention frames this. We examine how the convention defines the different forms of violence, followed by a discussion of various understandings of intimate partner violence. In research as well as in policy making, there are different ways of understanding the phenomenon. Some of these understandings involve a more gender-neutral approach, and some define the problem as explicitly gendered. We look at the academic debates on these issues, with reference to the work that is currently being done in the Nordic countries.

However, there may also be a need to move beyond gender. Using Bacchi's approach to policy analysis requires us to not only look at what the problem is represented as in policy documents, but also at what is being left out. While gender, as discussed above, is central both in the Convention and in the work being done by the Nordic countries, it can be argued that the Convention, and the Nordic countries, to some extent builds on gender essentialism, or the assumption that women have some experiences in common independent of race, class, sexual orientation and gender identity, and other realities of experience. Violence may take different forms depending on who you are, and we examine more closely some aspects of the work that is partly missing in the Nordic countries' reporting.

Finally, we look at some structural aspects of preventive work, both in terms of time (short and long-term efforts), and in terms of some key institutions that are particularly well placed for doing preventive work. Shelters, schools and kindergartens are institutions that are in a particularly good position to do preventive work. We round off by pointing towards what could be an ambition for the Nordic countries, namely to keep making more inclusive policies.

¹⁴² Carol Lee Bacchi, *Women, Policy and Politics* (London: Sage, 1999).

¹⁴³ Available from: https://vawnet.org/sites/default/files/materials/files/2016-09/AR_EconomicStress.pdf

Coordinating and knowing a complex field

In the following we take a closer look at what is being done under the heading of Integrated policies and Data collection across the different Nordic countries, focusing on Article 10 on coordination and Article 11 on data collection and research.

Article 10: Coordination

According to the Convention's Explanatory Report, Article 10 involves the obligation to

entrust one or more official government bodies with four specific tasks: co-ordinating, implementing, monitoring and evaluating the policies and measures which the respective Party to the Convention has devised to prevent and combat all forms of violence covered by the scope of this Convention.¹⁴⁴

As far as we can see and based on what the countries have reported, there are similarities in the ways the countries have organised coordination of the implementation of the Convention. One important aspect of this is that they all use inter-ministerial working groups. This can be seen as a way of acknowledging and dealing with the fact that violence against women and domestic violence is something that affects many different groups of people, in several different aspects of life, and across many contexts. Inter-ministerial working groups are in a better position to transgress silo mentality and assess and address the problem of violence against women and domestic violence more broadly. The need to share responsibility and collaborate and coordinate the work across sectors is also visible at other levels of the countries' organisation and coordination of efforts, including in frontline services. Many of these collaborative efforts are included in the chapter on highlighted practices, because we acknowledge the importance of making these collaborative efforts work. Coordination on different levels can also be seen as an attempt at mainstreaming the work against the forms of violence covered by the convention.

At the same time, there are several risks involved in coordinating efforts in a field where the problem does in fact stretch across different sectors and different responsible parties. One risk is that the coordinating body, such as a set ministry, for all intents and purposes ends up with the responsibility for the field in question. This means that breaching silo mentality and collaborating across sectors may in practical terms be difficult. In order to overcome this problem all involved parties need to "own" the problem at stake. Another possible risk in dividing responsibility across sectors is that the problem becomes fragmented in a way that means that it is difficult to solve in practical terms. This may indeed be the case in some Nordic countries, where the field of domestic violence is divided in at least three parts, with three different authorities: Sexual health is located at the ministry of health (who may not be able to do preventive work efficiently), violence is located at the ministry of justice (who may not be able to take sexuality into account sufficiently), and prevention may to a large extent be located at the ministry of education (where teachers may lack the specialised knowledge on both sexuality and violence). This may be the "division of labour" in several if not all the Nordic countries, and it may pose a challenge to the work against domestic and gender-based violence.

Whether the countries and their coordinating organs manage to avoid these pitfalls or not, it is important to acknowledge that violence against women and domestic violence is in fact a field that requires broad coordination of a diverse field with diverse policies and efforts. Shazia Choudry notes the following:

The Convention evidences an integrated approach to [violence against women], based on the premise that no single agency or institution can deal with violence against women and domestic violence alone. The Convention therefore asks state parties to

¹⁴⁴ Council of Europe, "Explanatory Report to the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence," in *Council of Europe Treaty Series* (2011).p. 13

implement comprehensive and coordinated policies involving government agencies and NGOs as well as national, regional and local parliaments and authorities.¹⁴⁵

A way of operationalising this is through designing good national action plans that are also comprehensive, involving all the actors above. The fact that many of the Nordic countries have good national action plans is positive. Most countries have specific action plans for combatting violence against women and domestic violence, and some also have plans that describe the implementation of the Istanbul Convention. This suggests that action plans may be a useful tool for the coordination of work, as a part of implementation of the Convention. This work, however, requires financial and administrative resources in the coordinating unit, as well as good knowledge and understanding of the field.

The distribution of responsibilities through both action plans and inter-ministerial working groups may be one of the aspects of the convention that makes it easier in practical terms, also for the Nordic countries, to succeed in the work on violence against women and domestic violence. Distributing responsibility without dissolving it, and demanding awareness of the problem across many sectors may, as noted by Choudry¹⁴⁶, be a success factor for the convention and the countries implementing it. The Nordic countries appear to be on the way of doing this.

Article 11: Data collection and research

According to the Explanatory Report, systematic and adequate data collection is essential for policy-making in the field of preventing and combating the forms of violence covered by the convention.¹⁴⁷ However, important differences in how and what data is collected, little comparison across countries, and different definitions of violence may make the task of comparison difficult, and this may be the case in some of the Nordic countries.¹⁴⁸

The Explanatory Report describes in more detail how and what data may be collected and notes in particular that different types of data have different purposes. They state that it is important to

highlight the distinction between population-based surveys and statistical administrative and judicial data for they serve different purposes and answer different questions. While the first can shed light on the level of severity and frequency as well as on the socio-economic and cultural factors leading to violence against women and domestic violence, the second can contribute to address capacity issues of government agencies and evaluate the effectiveness of services provided for victims of such violence. Using both types of data collection methods in conjunction can help gain an in-depth picture of the problem.¹⁴⁹

In this study we have not been able to look at all the national statistics and research in detail, and this is thus not an evaluation of the available data collection and research. We notice, however, that the countries overall have both forms of data collection highlighted by the drafters of the Explanatory Report. The availability of studies that combine good prevalence studies with statistical administrative and judicial data, is scarce. This may suggest that there is a potential to utilise the available data better, also across countries, in order not only to gain a good understanding of prevalence, but also of the effectiveness of policies.

¹⁴⁵ Shazia Choudry, 'Towards a Transformative Conceptualisation of Violence against Women - a Critical Frame Analysis of Council of Europe Discourse on Violence against Women', *Modern Law Review*, 79/3 (2016), 406-41.

¹⁴⁶ Ibid.

¹⁴⁷ Explanatory report p. 14

¹⁴⁸ European Union Agency for Fundamental Rights (2014) Violence against women: an EU-wide survey.

<http://fra.europa.eu/en/publication/2014/violence-against-women-eu-wide-survey-main-results-report>

¹⁴⁹ Explanatory Report p. 15

There is another aspect to the combination of population-based surveys and other forms of data (including e.g. shelter data), and that is that these forms of data may in fact be “mapping different parts of reality, due to different sampling strategies”¹⁵⁰, where patterns of violence discovered in shelter samples may differ from those found in and national samples.¹⁵¹ Viveka Enander calls for the development of new survey methodologies that take gender and context into account, and notes that research on same-sex intimate partner violence may be pioneering in developing survey methodology.¹⁵² These methodologies may contribute to refining data so that nuances that relates to e.g. *intimate terrorism* and *common couple violence*¹⁵³, to use Michael P. Johnson’s typology, become visible in the available data.

We would also like to add that in addition to the need to combine population-based surveys and administrative and judicial data to gain a fuller picture of prevalence along with the effectiveness of policy, there is a need for good qualitative studies that can help shed light on the available data. As far as we can see, there is a lot of interesting research being carried out in the Nordic countries. However, we think there is still potential to do a lot more qualitative research, in particular on groups or persons in vulnerable situations where more knowledge is needed (such as different ethnic minority groups including national minorities and indigenous peoples, sexual and gender minorities, people with disabilities), and on “new” forms of violence (such as stalking, revenge porn, online harassment, being exposed to online control by a partner).

Intersectionality may furthermore be a useful theoretical framework, both in qualitative research and in the collection and collation of population-based survey and administrative data. In all these instances it may be important to include questions on background variables that show variations in e.g. sexuality, gender identity, disability, ethnic or religious identity, geographical belonging or other aspects that may be important to who a person is.¹⁵⁴ However, it is also important to be mindful of what these variations may mean, whether the context is mapping prevalence, gathering statistics in a frontline service, or using this data for policy-making. An intersectional approach may contribute in helping researchers as well as policy makers with taking into account how many different aspects of life may be interconnected and influence also how violence affects, what violence means, and how it is best combated.¹⁵⁵

To summarise, there are some aspects with regards to data collection in the Nordic countries that could be improved, for example with regards to the comparability of data across countries. There also seems to be some internal shortcomings in some of the countries. Finally, intersectionality may be a useful approach that the Nordic countries could benefit from including to a greater extent in both qualitative and

¹⁵⁰ Viveka Enander, "Violent Women? The Challenge of Women's Violence in Intimate Heterosexual Relationships to Feminist Analyses of Partner Violence," *NORA - Nordic Journal of Feminist and Gender Research* 19, no. 2 (2011): 114.

¹⁵¹ M. P. Johnson, 'Patriarchal Terrorism and Common Couple Violence: Two Forms of Violence against Women', *Journal of Marriage and the Family*, 57/283-294 (1995) at 285. P. 285

¹⁵² Enander (2011) P. 118

¹⁵³ Johnson defines these forms of violence as follows: “an individual can be violent and non-controlling and in a relationship with a partner who is either non-violent or who is also violent and non-controlling. This is what I called situational couple violence. Second, one can be violent and non-controlling but in a relationship with a violent and controlling partner. Given that the behavior of the partner suggests an attempt to exert general control, I labeled this type violent resistance. Third, one can be violent and controlling and in a relationship with a partner who is either non-violent or violent and non-controlling. This is the pattern I have called intimate terrorism. Finally, a violent and controlling partner may be paired up with another violent and controlling partner. I have labeled this mutual violent control”

Johnson, Michael P. (2006) Conflict and control: Gender symmetry and asymmetry in domestic violence, *Violence Against Women*, 12(11), pp. 1003– 1008. P. 1006

¹⁵⁴ Skilbrei, May-Len, Ingrid Smette and Kari Stefansen (2013) ‘Seksuell vold – en introduksjon’ in *Sosiologi i dag*, vol. 43(4), pp. 5-14

¹⁵⁵ Crenshaw, 'Mapping the Margins: Intersectionality, Identity Politics, and Violence against Women of Color', see also for example Natalie J. Sokoloff and Ida Dupont, "Domestic Violence at the Intersections of Race, Class, and Gender: Challenges and Contributions to Understanding Violence against Marginalized Women in Diverse Communities," *Violence Against Women* 11, no. 1 (2005). and Dominique Damant et al., "Taking Child Abuse and Mothering into Account. Intersectional Feminism as an Alternative for the Study of Domestic Violence," *Affilia* 23, no. 2 (2008).

quantitative research. Although we also argue that there is a need also for more qualitative data, specifically on vulnerable groups, there is a lot of very good research being done in the Nordic countries.

Prevention: changing society

In this section we look more closely at what the Nordic countries are doing with regards to prevention. Article 12 on general obligations is of particular interest, in the sense that it explicitly addresses the need to change “social and cultural patterns of behaviour”, and aim to “eradicate prejudice, customs, traditions and all other practices which are based on the idea of the inferiority of women or on stereotyped roles for women and men”.¹⁵⁶ This article can thus be seen to be in line with the overall prevention work, and also interestingly frames a set of solutions to violence against women and domestic violence that, arguably, de facto involves changing society.

The Istanbul Convention firmly establishes that gender inequality is both a “cause and consequence of violence against women”, especially with reference to Article 12 which the following Articles build on.¹⁵⁷ Preventive work can be done on a number of different arenas and levels, and in order to be done most effectively preventive work needs to happen on levels including society, institutions, family/peers, and on an individual level, according to a model developed by the End Violence Against Women Coalition.¹⁵⁸ The Nordic countries seem generally to be taking measures on all these levels, but to different extents. While some include furthering gender equality as an overall policy goal for all of society or introduce mandatory gender-equal pay, others “hide” overall gender equality policy goals in a human rights discourse.

In the following we look more closely at the preventive measure taken by the Nordic countries, with specific focus on Article 12 on general obligations. We will also be touching upon other articles, in particular the articles relating to the work of schools and other key institutions. First, however, we would like to clarify the definitions of domestic and gender-based violence as presented by the Convention, and how the Nordic countries understand and operationalise the gendered in domestic violence.

Definitions of violence in the Convention

In the Istanbul convention, the terms being used are violence against women, domestic violence, and gender-based violence against women.¹⁵⁹ It should be noted that children are included in the convention.

The Convention defines “violence against women” as “a violation of human rights and a form of discrimination against women and shall mean all acts of gender-based violence”.¹⁶⁰

The Convention further defines “domestic violence” as “all acts of physical, sexual, psychological or economic violence that occur within the family or domestic unit or between former or current spouses or partners”.¹⁶¹ Violence against women and gender-based violence are thus gender-specific, whilst domestic violence as defined in the Convention is gender-neutral. The Explanatory Report does however note that

¹⁵⁶ The Istanbul Convention, Article 12, part 1.

¹⁵⁷ Marianne Hester and Sarah-Jane Lilley, "Preventing Violence against Women: Article 12 of the Istanbul Convention. A Collection of Papers on the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence," (Council of Europe, 2014). P. 6. Available from: <https://rm.coe.int/168046e1f0>

¹⁵⁸ End Violence Against Women Coalition, "A Different World Is Possible: A Call for Long-Term and Targeted Action to Prevent Violence against Women and Girls," (London2011). Available from:

http://www.endviolenceagainstwomen.org.uk/wp-content/uploads/a_different_world_is_possible_report_email_version.pdf, See also:

http://www.endviolenceagainstwomen.org.uk/wp-content/uploads/Hagemann_White_Diagram_Factors.pdf

¹⁵⁹ For an analysis of the Istanbul Convention and the work of the Council of Europe, see Shazia Choudry, "Towards a Transformative Conceptualisation of Violence against Women - a Critical Frame Analysis of Council of Europe Discourse on Violence against Women," *Modern Law Review* 79, no. 3 (2016).

¹⁶⁰ The Istanbul Convention, Article 3-a - Definitions

¹⁶¹ The Istanbul Convention, Article 3-b - Definitions

domestic violence “constitutes a form of violence which affects women disproportionately and which is therefore distinctly gendered”.¹⁶²

The Convention defines “gender-based violence against women” as “violence that is directed against a woman because she is a woman or that affects women disproportionately”.¹⁶³ The Explanatory Report further notes that

The term “gender-based violence against women” (...) refers to any harm that is perpetrated against a woman and that is both the cause and the result of unequal power relations based on perceived differences between women and men that lead to women’s subordinate status in both the private and public spheres. This type of violence is deeply rooted in the social and cultural structures, norms and values that govern society, and is often perpetuated by a culture of denial and silence.”¹⁶⁴

The Convention explicitly connects gender-based violence against women with the wider social structures and unequal power relations between women and men. It is also explicit in defining domestic violence as something that disproportionately affects women, despite the gender-neutrality of the term.

The convention, in other words, uses three different terms; “violence against women” which is a form of discrimination, “domestic violence” which is gender-neutral and refers to violence within the sphere of the family, and “gender-based violence against women” which is gender-specific and relates to the gendered social structures.

The gendered in violence against women and domestic violence

Although the Nordic countries that have ratified the Convention are all bound by it, there are certain differences in the measures that the countries take. Through these measures, we also see the contours of differences in the understandings of the forms of violence highlighted by the convention, and also of how and to what extent gender is explicitly understood as an important factor in, for example, preventive work against violence. This is not to suggest that the countries are not fulfilling their obligations, but rather that historical and other differences continue to play a part despite ratification of international conventions. Furthermore, certain aspects of the Convention may be prioritised over others, which will also be reflected in for example how the Nordic countries conceptualise and work with gender at any given time. Put simply, we see the outlines of different, but also at times overlapping and co-existing views on violence in the Nordic countries. One involves a more gender-neutral understanding and policy approach to domestic violence, and the other involves a more explicit understand of the forms of violence covered by the convention as more gendered phenomena.

The reality of the Nordic ideal of gender equality has been questioned, and one aspect of the critique relates to the overall paradox in that the Nordics have a high level of gender equality *and* a high level of domestic violence.¹⁶⁵ While the global lifetime prevalence of intimate partner violence is at 30 % and the average in the European Union is at 22 %, the average rate in the Nordics is around 30 %.¹⁶⁶ Several possible explanations have been suggested, and we will not go through them all here.¹⁶⁷ One possibility we would

¹⁶² Explanatory Report, Article 3-42 - Definitions

¹⁶³ The Istanbul Convention, Article 3-d - Definitions

¹⁶⁴ Explanatory Report, Article 3 – Definitions, 44

¹⁶⁵ Monica Campo, "Gender Equality, Violence against Women, and the "Nordic Paradox"," Australian Government - Australian Institute of Family Studies, <https://aifs.gov.au/cfca/2017/03/22/gender-equality-violence-against-women-and-nordic-paradox>. See also: Valerie Hopkins, "Finland’s Paradox of Equality: Professional Excellence, Domestic Abuse," Open Democracy, <https://www.opendemocracy.net/5050/valerie-hopkins/finlands-paradox-of-equality-professional-excellence-domestic-abuse>.

¹⁶⁶ Enrique Garcia and Juan Merlo, "Intimate Partner Violence against Women and the Nordic Paradox," *Social Science and Medicine*, no. 157 (2016).

¹⁶⁷ See Garcia and Merlo (2016) for some of the suggested explanations.

like to explore, however, is that the Nordics do not sufficiently address gender-based structural inequality, nor “how groups of women experience gender inequality differently”.¹⁶⁸ Considering the relevant articles, and in particular Article 12 on general obligations in the Istanbul convention, there may be reasons to examine closer what kinds of general preventive work is being done in the Nordic countries, focusing on the more overarching social structures. Furthermore, it may also be useful to look more closely at how different women experience inequality, and how this is included in the preventive work against domestic and gender-based violence. First, however, we will look more closely at what the connections between gender and violence is, and what gender neutrality may imply.

Gender and gender-neutrality in the field of domestic violence

As is made clear in the convention, gender (in)equality plays a key part in the conceptualisation of violence, and the ways in which violence is manifested as a problem. There are certain social structures that are particularly important in how violence and gender is connected, and these structures are economic, social and sexual.

Violence is a part of the more general gender system, which according to Yvonne Hirdman can be understood as

a network of processes, phenomena, imaginations and expectations, that through their interrelations make the basis of a sort of pattern-effect and rule structure. The gender system is thus a structure for sorting gender. This is the basis for other social structures.¹⁶⁹

There is, furthermore, a clear connection between violence, and economy and socio-economic class.¹⁷⁰ On a structural level international violence prevention work highlights women’s economic empowerment as important in the struggle against domestic violence.¹⁷¹ At the same time, on an individual level, socio-economic status, e.g. where a woman earns more than her male partner, this may in fact make her more prone to experience violence.¹⁷² Finally, violence and sexuality are intimately connected. This is evident in research on sexual harassment and sexual assault among young people¹⁷³, which attests to young people’s struggles with navigating (hetero)sexual relations without putting themselves at risk of becoming victims or perpetrators of sexual violence.¹⁷⁴ While some researchers posit that sexual violence is a natural, albeit problematic, effect of gender differences in human sexuality per se,¹⁷⁵ others suggest that the problematic interrelations between sex, power and violence is an unwanted effect of a gender culture that could and should be changed.¹⁷⁶ Both interpretations underscore the need for acknowledgement that efforts against

¹⁶⁸ Ruth Lister, "A Nordic Nirvana? Gender, Citizenship and Social Justice in the Nordic Welfare States," *Social Politics: International Studies in Gender, State and Society* 16, no. 2 (2009).

¹⁶⁹ Yvonne Hirdman, 'Genussystemet - Reflexioner Kring Kvinnors Sociala Underordning', *Tidskrift för genusvetenskap*, (1988), 49-63. Our translation.

¹⁷⁰ Kristin L. Anderson, 'Gender, Status, and Domestic Violence: An Integration of Feminist and Family Violence Approaches', *Journal of Marriage and the Family*, 59 (1997), 655-69.

¹⁷¹ See e.g. Mara Bolis and Christine Hughes, "Women's Economic Empowerment and Domestic Violence," in *Oxfam Intersectionality Series* (Oxfam, 2015).

¹⁷² Heidi Fischer Bjelland, 'En Voldsom Maktbalanse?: En Studie Av Relativ Makt Og Forekomst Av Partnervold', *Sosiologisk Tidsskrift*, 22/1 (2014), 51-74.

¹⁷³ Redd Barna, "'Den Som Er Emed På Leken...'" Ungdoms Oppfatninger Om Voldtekt, Kjønnsroller Og Samtykke', (Oslo: Redd Barna, 2015).

¹⁷⁴ Røthing, Åse, and Stine H. Bang Svendsen. 2009. *Seksualitet I Skolen. Perspektiver På Undervisning*. Oslo: Cappelen Akademisk Forlag. See also Redd Barna (2015) and Jeffner (1997).

¹⁷⁵ Leif E. O. Kennair and Mons Bendixen, "Sociosexuality as Predictor of Sexual Harassment and Coercion in Female and Male High School Students," *Evolution & Human Behaviour* 33, no. 5 (2012).

¹⁷⁶ Stina Jeffner, "'Liksom Våldtäkt, Typ' Om Betydelsen Av Kön Och Heterosexualitet För Ungdomars Förståelse Av Våldtäkt" (Uppsala Universitet, 1997). See also Åse Røthing and Stine Helena Bang Svendsen, *Seksualitet I Skolen : Perspektiver På Undervisning* (Oslo: Cappelen Damm, 2009).

gender-based violence against women needs to take into account patterns of desire that accommodate power differences.

Gender neutrality means that the factors listed above that are gendered (social, economic, sexual) are not taken into account. In the understanding of the phenomenon violence against women as domestic violence, the act of violence is framed by a situation; the home. The act is understood in light of the immediate family situation, and the perpetrator's criminal act. Of structural factors, the public/private divide, which posits family matters as "private", is the clearest. The social, structural, economic and sexual factors that can be seen to facilitate these actions in a gender perspective, are not taken into account, however.

Understanding the phenomenon as gendered means pointing to the factors that make gender-based violence against women prevalent in society at large, including, but not limited to, the family. This means that one takes women's economic independence, women's job opportunities, and the erotic dynamic where power plays a part, to play a role in the social problems that legitimate continued domestic violence.

Against gender-informed interpretations, critics sometimes posit the fact that men are also victims of domestic violence. When the convention states that such violence should not be understood as "gender-based violence against women", it suggests that the structural factors that explain the prevalence of violence against women do not explain or seemingly justify domestic violence against men. That does not make violence against men less important. It does, however, suggest that it should be considered as a different phenomenon. However, this picture needs to be further complicated. Nousiainen (no date) notes about the gender neutrality in the law in Finland that this is problematic because:

Where the legal system is based on formal equality in the sense of gender neutrality, the impact of the legal system may be detrimental to women (and at least occasionally even to men), because the manner in which the sexes typically lead their lives vary. At the individual level, a man or a woman living in a manner that is typical for the other sex may suffer similar disadvantage. Partly, the differentiated lifestyle is chosen voluntarily, but it is also based on stereotypical assumptions about the sexes.¹⁷⁷

Nousiainen points out that the structural factors that put women at risk of gender-based violence may also be in place for men in some cases. Certain sexual and gender-based minority groups do experience gender-based violence, even if they are not women. But the gender-neutral framing of "domestic violence" should not be considered more inclusive of people with non-binary gender expressions. On the contrary, a deeper engagement with the different gendered aspects of violence is needed to properly address the predicaments of these groups.

Family violence or violence against women?

The issue of whether domestic violence is mainly committed by men against women is both "well-settled and hotly contested".¹⁷⁸ In all the violence statistics presented for each country in this report, women are more often than men victims of violence. This is also the case for children; girls to a greater extent than boys are victims of violence from their parents, and there is also a connection between serious forms of violence between parents, and between parents and children.¹⁷⁹

Despite this, two conflicting perspectives on violence have evolved in research, and the typologies and distinctions that surface here are also useful in order to understand the different perspectives in the Nordic countries. There is family violence research (FV) which takes a gender-neutral stance and claims that

¹⁷⁷ Kevät Nousiainen, "Access to Justice Finland," in *Feasibility Study: Equal Access of Women to Justice* (Strasbourg: Gender Equality Commission, Council of Europe, 2013). P. 32

¹⁷⁸ Julie Goldshied, "Gender Neutrality and the "Violence against Women" Frame," *CUNY Academic Works* (2014). p. 311

¹⁷⁹ Svein Mossige and Kari Stefansen, "Vold Og Overgrep Mot Barn Og Unge. Omfang Og Utviklingstrekk 2007–2015," (Oslo: Norsk institutt for forskning om oppvekst, velferd og aldring 2016).

“intimate partner violence is symmetrical, with men and women equally likely to be the perpetrator of violence against an intimate partner”, and violence against women (VAW) where men are more likely to be the perpetrator and women to be the victim.¹⁸⁰ Viveka Enander¹⁸¹ has looked at the scholarly debates between FV and VAW-researchers and argues that researchers with a family violence perspective view violence as something which is limited to the family, without taking into account the “larger context of violence and how violence is gendered”¹⁸². While both sides acknowledge that both women and men are violent, VAW-researchers are calling for refined analysis of both violence and gender, where gender should not be a simple, mutually exclusive category that can be ticked in boxes.

Several researchers, including Michael Johnson, have argued that this distinction between family violence and violence against women (as an expression of a feminist approach to violence) is in fact discussing different phenomena.¹⁸³ Johnson argues that it is not a matter of gender neutrality but that different forms of research cover different forms of violence. Two different terms circulate in this research, namely “common couple violence”¹⁸⁴, which is situational and often mutual, but rarely leads to serious injuries, and “intimate terrorism” which is more one-sided and often escalates over time.

There are certain differences in how the Nordic countries conceptualise and address the forms of violence covered by the Convention. Some researchers, such as Keith Pringle, Dag Balkmar and LeeAnn Iovanni¹⁸⁵ have pointed to these differences, in particular between Sweden and Denmark. They argue that in Sweden there is a tendency towards a more critical, power-oriented approach than in Denmark. Although their research is 8 years old (in 2018), we see some of the same tendencies in the countries’ reporting and in the general work with this report. Some of our informants, including public administrators, have also specifically highlighted the problem of gender neutrality and gender-blindness in the work against domestic violence, and some have also pointed towards a shift towards more gender-neutrality in policy and policy-making from the early 1990s until the early 2000s.

Gender and beyond?

The particular approach to policy analysis that we apply in this report requires us not only to look at how problems are represented through policy, but also what is being left out.¹⁸⁶ While gender, as discussed above, is central both in the Convention and in the work being done by the Nordic countries, there is substantially less focus on identity markers and categories beyond gender. It can be argued that the Convention, and the Nordic countries, to some extent builds on gender essentialism, or the assumption that women have some experiences in common independent of race, class, sexual orientation and gender identity, and other realities of experience.

The anti-violence movement, which can be said to historically have adopted a more gender-essential approach, largely arose from radical feminism, focusing on patriarchal oppression. As argued by Montoya and Agustín, this movement has been slow to acknowledge that “the trauma of domestic violence is frequently amplified by victimization outside of intimate relationships, including that cause by racism,

¹⁸⁰ Russell P. Dobash and Emerson Dobash, “Women's Violence to Men in Intimate Relationships,” *British Journal of Criminology* 44 (2004).

¹⁸¹ Viveka Enander, ‘Violent Women? The Challenge of Women's Violence in Intimate Heterosexual Relationships to Feminist Analyses of Partner Violence’, *NORA - Nordic Journal of Feminist and Gender Research*, 19/2 (2011).

¹⁸² *Ibid.*, at 113.

¹⁸³ Johnson, ‘Patriarchal Terrorism and Common Couple Violence: Two Forms of Violence against Women’. See also Michael Johnson and Janel M. Leone, “The Differential Effects of Intimate Terrorism and Situational Couple Violence. Findings from the National Violence against Women Study,” *Journal of Family Issues* 26, no. 3 (2005).

¹⁸⁴ Hilde Pape and Kari Stefansen, ‘Den Skjulte Volden. En Undersøkelse Av Oslobefolkningens Utsatthet for Trusler, Vold Og Seksuelle Overgrep’, (Rapport nr 1: Nasjonalt kunnskapssenter om vold og traumatisk stress, 2004).

¹⁸⁵ Keith Pringle, Dag Balkmar, and Leeann Iovanni, ‘Trouble in Paradise: Exploring Patterns of Research and Policy Response to Men's Violence in Denmark and Sweden’, *NORA - Nordic Journal of Feminist and Gender Research* 18/2 (2010).

¹⁸⁶ Bacchi, *Women, Policy and Politics*.

xenophobia, heterosexism, and class oppression".¹⁸⁷ This points to what we identify as a tension, or a lack, in the Convention, and subsequently in how the Nordic countries work with these issues. In the Convention the intersections of different forms of violence is to some extent highlighted in the Explanatory Report, but not in the Articles of the Convention discussed here.

Previous research has firmly established that gendered violence is a highly complex phenomenon, and a phenomenon that is not only about gender, but that also relates to numerous other aspects of lived life.¹⁸⁸ And while violence is gendered, other aspects have been highlighted by researchers, survivors of domestic violence, advocates and activists including women of colour and lesbians.¹⁸⁹ This has involved challenging

the primacy of gender as an explanatory model of domestic violence and have emphasized the need to examine how other forms of inequality and oppression, such as racism, ethnocentrism, class privilege, and heterosexism, intersect with gender oppression.¹⁹⁰

These intersecting life experiences and identities may influence the prevalence of violence, both in the ontological sense but also in terms of the ability to name and thus measure violence, as defining domestic violence and speaking about it is very much a culturally specific endeavour.¹⁹¹ This may include the re-naturalisation of the gender binary that conceptualisations of gender-based violence *by men, against women* implies. This in turn may make it hard to speak about domestic violence for LGBT-persons and others transgressing the gender binary.¹⁹²

In addition, the intersecting of different forms of inequality may also influence what access an individual has to suitable help.¹⁹³ The fear of racist treatment from the police may prevent ethnic minority women from calling the police, and lesbian and bisexual women who are not open about their sexuality, and are subject to partner-violence from a same-sex partner, may not disclose information about the violence to frontline services.¹⁹⁴ We will discuss these issues further below, under the heading of 'Intersectionality and vulnerability'. We believe it is important, as noted by Weismann, to have a deeper understanding of the determinants of domestic violence in order to be able to end the cycle of violence.¹⁹⁵ And it may indeed be the case that policy makers are moving in this direction; Emanuela Lombardo and Lise Agustín found that there is an increase in policy-making with an explicit intersectional perspective in EU gender-based policy, with an increasingly broad perspective including for example gender perspectives on people with disabilities, Roma communities, and undocumented migrants.¹⁹⁶

Taking these perspectives on board, i.e. that violence may in fact take very different forms depending on different life experiences, identities, and discrimination grounds, what are the Nordic countries currently

¹⁸⁷ Celeste Montoya and Lise Rolandsen Agustín, 'The Othering of Domestic Violence: The Eu and Cultural Framings of Violence against Women', *Social Politics*, 20/4 (2013), 534-57 at 536.

¹⁸⁸ Kimberlé Crenshaw, "Mapping the Margins: Intersectionality, Identity Politics, and Violence against Women of Color," *Stanford Law Review* 43, no. 6 (1991). See also Natalie J. Sokoloff and Christina Pratt, eds., *Domestic Violence at the Margins. Readings on Race, Class, Gender and Culture* (New Brunswick: Rutgers University Press, 2005).

¹⁸⁹ Natalie J. Sokoloff and Ida Dupont, "Domestic Violence at the Intersections of Race, Class, and Gender: Challenges and Contributions to Understanding Violence against Marginalized Women in Diverse Communities " *Violence Against Women* 11, no. 1 (2005).

¹⁹⁰ Ibid.

¹⁹¹ Ibid. p. 42. See also Wagner Sørensen, "Voldens Kontinuum Og Kvinders Voldserfaringer," *Sosiologi i dag* 43, no. 4 (2013).

¹⁹² Goldshied. p. 314

¹⁹³ Eric Burman, "Domestic Violence and Minoritisation: Legal and Policy Barriers Facing Minoritized Women Leaving Violent Relationships," *International Journal of Law and Psychiatry* 28, no. 1 (2005).

¹⁹⁴ Sokoloff and Dupont. p. 43

¹⁹⁵ Deborah M. Weissman, "The Personal Is Political-and Economic: Rethinking Domestic Violence," *BYU Law Review* 387, no. 2 (2007). p. 387

¹⁹⁶ Emanuela Lombardo and Lise Rolandsen Agustín, "Intersectionality in European Union Policymaking: The Case of Gender-Based Violence," *Politics* 36, no. 4 (2016). p. 368

doing as shown through the country reports, and what does the Istanbul Convention and Explanatory Report state about this?

Intersectionality and vulnerability

Although intersectional perspectives seem to be lacking in the Convention, the Explanatory Report addresses this through focusing on 'vulnerable groups'. Article 12 in the Istanbul Convention on prevention specifically urges parties to "take into account and address the specific needs of persons made vulnerable by particular circumstances".¹⁹⁷ The Explanatory Report elaborates on this, and defines persons made vulnerable by particular circumstances to include

pregnant women and women with young children, persons with disabilities, including those with mental or cognitive impairments, persons living in rural or remote areas, substance abusers, prostitutes, persons of national or ethnic minority background, migrants – including undocumented migrants and refugees, gay men, lesbian women, bi-sexual and transgender persons as well as HIV-positive persons, homeless persons, children and the elderly.¹⁹⁸

It is worth noting here that the focus is not on "vulnerable groups", but rather on circumstances that makes people vulnerable, such as "social, economic and cultural processes and inequalities that are changing and shifting over time, so that indeed certain groups are 'made' vulnerable".¹⁹⁹ In other words, persons are made vulnerable by circumstances. Vulnerability can thus be seen as contextual, and not an attribute of a person or a group.

In the convention itself neither of these groups are explicitly mentioned, and this is also to a large extent reflected in the work that is listed by the Nordic countries. This is not to suggest that no work is being done (and there are indeed many explicitly mentioned efforts targeting women with young children), but this work is not highlighted by the Nordic countries. At the same time, all the Nordic countries use various action plans in their work to combat domestic violence and against women. The UN Women's Handbook for National Action Plans on Violence Against Women from 2012 recommends that national action plans should

Recognize that women's experience of violence is shaped by factors such as their race, colour, religion, political or other opinion, national or social origin, property, marital status, sexual orientation, HIV/AIDS status, migrant or refugee status, age, or disability.²⁰⁰

The handbook further notes that prevention-based activities can involve promoting "not only respectful relationships and gender equality, but also challenge discrimination and stereotyping based on other identity characteristics."²⁰¹

In the material presented above from the different countries, what is generally highlighted is substantial focus on families and children under the heading of vulnerability. There is furthermore focus on migrants and ethnic minority groups, and to some extent also on people in particular circumstances, such as inmates in prisons, asylum seekers, victims of trafficking, LGBT migrants, marriage migrants, rape victims, youth subject to dating violence, and people with disabilities. People belonging to one or several of these groups may live under particular conditions or have certain experiences that mean that mainstream prevention and other measures do not "fit".

¹⁹⁷ The Istanbul Convention, Article 12, part 3.

¹⁹⁸ Explanatory Report.

¹⁹⁹ Hester and Lilley. p. 8

²⁰⁰ UN Women, "Handbook for National Action Plans on Violence against Women," (New York 2012). p. 15

²⁰¹ Ibid.

Furthermore, for some of these groups research shows that they are particularly at risk, such as pregnant women who had previously experienced violence.²⁰² For others, such as elderly people exposed to violence, their life situation and the type of violence they were exposed to meant that they did not get help from available services.²⁰³ This may be the case for several groups, including bisexual women, where the risk of domestic violence may be slightly higher than for heterosexual women²⁰⁴, yet the level of knowledge and experience in e.g. frontline services about the particularities in bisexual women's lives may be lower, meaning a higher threshold for seeking help.

In terms of policy, there is a need for looking more closely at the specificities of these groups and the situations they may be in, and for making policies according to knowledge of each group. Although the Convention is less clear, the Explanatory Report explicitly suggests factors that may increase or change vulnerability for specific groups. We would like to discuss the particularities of some of these groups below.

Violence against women with disabilities

There are a few measures on the prevention of violence against women with disabilities, as listed by the Nordic countries. Although women with disabilities experience the same kind of violence, and as much as or more than non-disabled women, there are also important differences. One such key difference is that disabled women seem to experience a slightly different cycle of partner violence compared to non-disabled women.²⁰⁵ Furthermore, women with disabilities experience a wider range of abuse, by more perpetrators. In addition to intimate partner violence, they may also experience institutional violence.²⁰⁶ A barrier identified here was the experienced inability to leave a perpetrator, particularly if the women relied on them for practical everyday help. They note that

Women with disabilities were clear that violence stemmed from power imbalances between themselves and perpetrators and in society more generally. (...) Violence typically became worse at times when women's power decreased and when they needed more help, such at the onset of impairment, during pregnancy and the birth of children and when migration status was uncertain.²⁰⁷

In this research the disabled women valued contact with individuals who understood the situation they were in, and they highlighted the importance of, among other things, specialised support services for women. In addition, the project has formulated a range of recommendations for women's support services, disability services, and for national policy makers. Some of these recommendations include the willingness and ability to work with the topic, the hiring of disabled women in organisations, peer-support groups, broad public awareness on the issue, sufficient prioritising politically and financially, making available

²⁰² Hafrún Finnbogadóttir, Anna-Karin Dykes, and Christine Wann-Hansson, "Prevalence and Incidence of Domestic Violence During Pregnancy and Associated Risk Factors: A Longitudinal Cohort Study in the South of Sweden," *BMC Pregnancy and Childbirth* 16, no. 228 (2016).

²⁰³ A. Sandmoe, T. Wentzel-Larsen, and O. K. Hjemdal, "Vold Og Overgrep Mot Eldre Personer I Norge: En Nasjonal Forekomststudie," (Oslo: Nasjonalt kunnskapssenter om vold og traumatisk stress, 2017).

²⁰⁴ Norman Anderssen and Kirsti Malterud, "Seksuell Orientering Og Levekår," (Bergen: Uni Helse, 2013). For a literature review on the international research on domestic violence among the LGBT-community, see also Eivind Gripen Fjær, Tonje Gundersen, and Svein Mossige, "Lesbiske, Homofile, Bifile Og Transpersoners Utsatthet for Vold I Nære Relasjoner. En Kunnskapsoversikt," (Oslo: NOVA, 2013).

²⁰⁵ Vigdis Mathisen Olsvik, 'Overgrep Mot Kvinner Med Nedsatt Funksjonsevne. En Kunnskapsoversikt', (Oslo: Nasjonalt kunnskapssenter om vold og traumatisk stress, 2010).

²⁰⁶ Sarah Woodin and Sonali Shah, 'Report on Research with Women with Disabilities and Providers of Specialised Services for Women Who Have Experienced Violence', *Access to specialised victim support services for women with disabilities who have experienced violence. Comparative Research Report: Austria, Germany, Iceland and United Kingdom* (2014).

²⁰⁷ *Ibid.*, at 8.

support and resources also in rural areas, and the promotion of sexuality education for disabled women and girls.²⁰⁸

While there seems to be an increased focus on the issue of violence against women with disabilities, this is not particularly visible in the countries' reporting. We therefore suggest that more attention is brought to this issue in the Nordics.

Violence against sexual and gender minorities (LGBT)

The term gender-based violence is being used in the Convention, but women are not the only ones who are disproportionately subject to gender-based violence. For example, trans* and others who transgress the gender-binary may also experience gender-based violence including domestic violence. Yet these groups are also particularly at risk of being victims of homicide²⁰⁹ as well as gender-based hate crime²¹⁰. Furthermore, violence in same-sex relations are generally thought to be the same as in heterosexual couples.²¹¹ Yet, the prevalence of domestic violence among same-sex couples is difficult to measure, and available literature suggest a prevalence rate (including all forms of domestic violence, and with no specific limit regard when the violence occurred) between 3 and 90 %.²¹²

There are certain issues with general framing of "domestic violence" and "violence against women" that are being used in the Convention, and by the Nordic countries. UNHCR (2011) use the term "sexual and gender-based violence" instead of merely "gender-based violence".²¹³ In practice, this means that they also explicitly include sexual and gender minorities in strategies.²¹⁴ A problem with the framing of domestic and gender-based violence as a "women's issue" is the following, identified by Julie Goldshied:

In addition to statistical problems, the gender-specific frame is empirically problematic in that it inaccurately suggests that men are never subjected to intimate partner abuse and sexual violence. To the contrary, studies consistently confirm the unremarkable fact that men are subject to intimate partner violence, although at far lower rates than women. The erasure of violence against men poses a particular problem for gay and trans-identified men who are subjected to abuse. Studies indicate that gay men experience high rates of intimate partner violence, particularly when compared with men living with female partners. Transgender people, including those who identify as male, also experience high rates of intimate partner violence, though data is sparse.²¹⁵

Furthermore, studies on violence towards lgbt-persons internationally suggest a tendency that people judge the same violence as more serious if it happens between a woman and man compared to a same-sex couple.²¹⁶ This seems also to be the case to some extent among shelter workers in a Norwegian context.²¹⁷

²⁰⁸ Sonali Shah, Susie Balderston, and Sarah Woodin, "Access to Support Services and Protection for Disabled Women Who Have Experienced Violence. Results and Recommendations," (2011). Available from:

<http://www.sociology.leeds.ac.uk/assets/files/research/cds/vadw/UK-brochure-service-providers.pdf>

²⁰⁹ TvT research project (2015) Trans Murder Monitoring, "Transrespect versus Transphobia Worldwide" (TvT) project website, available from: <http://transrespect.org/en/research/trans-murder-monitoring/>

²¹⁰ 'ProTrans Project: documenting violence against trans people in Eastern Europe and Central Asia' Available from: <https://tgeu.org/pro-trans/>

²¹¹ Fjær, Gundersen, and Mossige.

²¹² See for example Anderssen and Malterud; Fjær, Gundersen, and Mossige; Nationellt Centrum för Kvinnofrid, "Våld I Samkönade Relationer – En Kunskaps- Och Forskningsöversikt," (Uppsala: Uppsala Universitet, 2009).

²¹³ UNHCR Division of International Protection, "Action against Sexual and Gender-Based Violence: An Updated Strategy," (2011). Available from: <http://www.unhcr.org/4e1d5aba9.pdf>. See also UNHCR, "Sexual and Gender Based Violence," <http://www.unhcr.org/sexual-and-gender-based-violence.html>.

²¹⁴ UNHCR Division of International Protection.

²¹⁵ Goldshied. p. 312

²¹⁶ For a discussion of this, see Fjær, Gundersen, and Mossige.

²¹⁷ Elisabeth Hesselberg, 'Et Knust Hjerte. Om Vold I Lesbiske Parforhold', (University of Oslo, 2011).

Furthermore, lesbian women are more reluctant to seek help if they are victims of violence, both in their own communities as these communities are generally small, and in the various professional services out of fear of homophobic attitudes.²¹⁸ As noted in a Swedish study, “homosexuals deem the shelters as ‘heterosexually coded’”, and may therefore not seek help, and LGBT people may also lack frames of reference with which they can understand the violence they are exposed to.²¹⁹ Regarding research, a further problem is that while violence among lesbian and gay couples are to some extent researched, the same is to a lesser extent true for bisexual people and trans*.

There is very little preventive work mentioned by the countries on violence among sexual and gender minorities. Some of our public servant informants in the countries openly admit that there are no measures targeting sexual or gender minorities. Other countries initially listed actions plans on lgbt-issues as relevant for the convention, although the plan contained no specific measures relating to violence. This lack of measures should be seen partly in relation to the specific framing of violence by the convention. This way of framing the problem suggest that it is specific to heterosexual relations, and may in fact make it difficult for the countries to prioritise the problem. Nevertheless, as research shows, there is good reason to do so. Some education material has been produced in Sweden, aimed at students in e.g. health care professions, social services, court systems and voluntary organisations.²²⁰ This is perhaps a good starting point. Agencies providing help and support to lgbt-people who are subject to violence need to actively establish themselves as inclusive.²²¹ Including awareness on lgbt-issues in education and training of professionals is also suggested as a measure by Fjær, Gundersen and Mossige.²²² They further suggest Nordic research looking into the attitudes of available frontline services towards violence in same-sex relations.

Honour-related violence

A positive aspect in the Nordic countries is that honour-related violence is generally heavily integrated in the general work to combat violence against women. Based on the reporting of the countries, there seems to be a substantial focus on honour-related violence, and in several countries this is also reflected in funding and the development of separate action plans for these measures. Including honour-related violence in general policies on violence against women is a way of indicating that honour-related violence is not understood as “a ‘cultural’ or ‘religious’ problem that afflicts particular immigrant communities (in this case, often those perceived and represented as Muslim” as noted by Korteweg and Yurdakul.²²³ Instead, honour-related violence is better understood as “a specific manifestation of the larger problem of violence against women (which concerns all communities, whether immigrant or not)”.²²⁴ Korteweg and Yurdakul argue for policy responses to honour-related violence that understand gendered violence within a specific social, cultural and political context, where migrants and migrants’ experiences are a natural part of society and one context among many that has to be taken into account in prevention work.

While honour-related violence is generally included by the Nordic countries as a part of the overall preventive work against violence against women and domestic violence²²⁵, there are also numerous more general measures taken by all the Nordic countries that specifically target migrant communities and refugees. The Nordic countries to some extent attempt to address honour-related violence through

²¹⁸ Turell & Hermmann 2008

²¹⁹ Nationellt Centrum för Kvinnofrid. p. 68

²²⁰ See NCK’s educational material, available from: <http://nck.uu.se/utbildning/utbildningsmaterial/>

²²¹ Alysondra Duke and M. Meghan Davidson, 'Same-Sex Intimate Partner Violence: Lesbian, Gay, and Bisexual Affirmative Outreach and Advocacy', *Journal of Aggression, Maltreatment & Trauma*, 18/8 (2009), 795-816.

²²² Fjær, Gundersen, and Mossige.

²²³ Anna C. Korteweg and Gökçe Yurdakul, "Religion, Culture and the Politicization of Honour-Related Violence. A Critical Analysis of Media and Policy Debates in Western Europe and North America " in *Gender and Development Programme* (Geneva: United Nations Research Institute for Social Development, 2010). page iv

²²⁴ *ibid*

²²⁵ For a description of good measures regarding honour-based violence and FGM in a European context, see p. 26-31 in Hester and Lilley.

educational efforts in reception centres. In Denmark, there also seems like the general action plan on combatting violence in the family and in intimate relations (2014-2017) has in fact been replaced by an action plan specifically on honour-related violence (2017-2020). Despite all these efforts including substantial amounts of funding for measures targeting honour-related violence, negative social control and female genital mutilation, neither Norwegian nor Swedish authorities have empirically-based knowledge that verifies that these issues are prevalent in the communities.²²⁶ The lack of empirical data on the prevalence of FGM is mirrored in Sweden, where the size of the problem also remains unknown.²²⁷

A number of scholars across the Nordic region have noted how gender-based violence against women in ethnic minorities is framed differently than in the white majority population (see discussion above). Hannah Helseth notes that white ethnic majority men's violence is more often explained as an individual family tragedy, rather than a problem deeply rooted in Nordic culture. When the focus is on ethnic *minority* men's violence, however, culture becomes a key ingredient.²²⁸ She further notes that there is a noteworthy absence of economic perspectives in the discussion of violence against minority women:

*Sexual and other violence against women in Native communities and communities of color must be understood in the context of White supremacy, patriarchy, colonialism, and economic exploitation of marginalized communities, not as if such violence is inherent in the culture.*²²⁹

The consequence of such a difference in framing is that measures against violence for different groups are made under different headings. For instance, Norway has a series of measures in the Govt. Action Plan against negative social control, forced marriage, and female genital mutilation (2017-2020).²³⁰ All three problems are examples of gender-based violence against women. The focus areas for measures include strengthened judicial aid and protection for at-risk persons, strengthened help services for victims, efforts to influence attitudes and practices in relevant communities, availability of information in support services, and strengthening research and information sharing. These overarching efforts are suitable for addressing gender-based violence against women regardless of ethnicity. On the positive side, the compartmentalization of efforts directed towards ethnic minority women ensures focus on the specific challenges that migrant women and descendants of migrants face. A problem with this approach, however, is that measures that could benefit all women at risk are targeted towards specific ethnic groups.

Research has shown the importance of gender equality in the construction of national belonging, where gender equality is perceived as inherent in the nation.²³¹ As noted by Suvi Keskinen, "women's bodies become battlegrounds in the construction of the nation highlighting its inclusions and exclusions."²³² In other words, there is a tightrope to walk in terms of policy and legislation, between including and taking seriously honour-related violence as a part of the overall problem of violence against women, and targeting specific communities in a manner that contributes to constructing honour-related violence as a "proof" of certain migrant or Muslim communities presumed inherent lack of gender equality.

²²⁶ Justis- og beredskapsdepartementet, "Retten Til Å Bestemme over Eget Liv. Handlingsplan Mot Negativ Sosial Kontroll, Tvangsekteskap Og Kjønnsmlestelse (2017-2020)," (2017). See page 6, 14, 16 and 19 for notes on prevalence of negative social control, FGM and forced marriage in Norway.

²²⁷ Nationellt Centrum för Kvinnofrid, "Kvinnelig Omskärrelse/Könsstympning i Sverige – En Kunskaps- Och Forskningsöversikt " (Uppsala: Uppsala universitet 2011).

²²⁸ Justis- og beredskapsdepartementet.

²²⁹ Sokoloff and Dupont. p. 47.

²³⁰ Justis- og beredskapsdepartementet.

²³¹ See e.g. Salla Tuori, "Cooking Nation. Gender Equality and Multiculturalism as Nation-Building Discourses," *European Journal of Women's Studies* 14, no. 1 (2007).

²³² Suvi Keskinen, "'Honour-Related Violence' and Nordic Nation-Building," in *Complying with Colonialism*, ed. Suvi Keskinen, et al. (Farnham&Burlington: Ashgate, 2009). p. 258. See also P. de los Reyes, I. Molina, and D. Mulinari, "Introduktion - Maktens (O)Lika Förklädnader," in *Maktens Olika Förklädnader. Kön, Klass & Etnicitet i Det Postkoloniala Sverige*, ed. P. de los Reyes, I. Molina, and D. Mulinari (Stockholm: Atlas, 2003); Nira Yuval-Davis, "Gender and Nation," *Ethnic and Racial Studies* 16, no. 4 (1993).

In relation to this, it is important that policies against honour-related violence not construct an exclusionary rhetoric. Keskinen has shown how “culturalist explanations” of honour-related violence are common, in other words, an explanation that attributes honour-related violence to the presumably static culture of immigrant communities.²³³ While Keskinen has studied Finnish media and professionals working in the field of domestic violence, Tuuli Hong²³⁴ shows that this is also the case for a number of Finnish policy documents, especially those dating back to before 2012.²³⁵ In an analysis of such documents (including action plans and security policies) in Finland, Hong²³⁶ argues that “It is characteristic of the discourse [of the culturalist explanation] to locate the origin of the violence outside Finland, and to imply that immigrants have brought the practices with them.”²³⁷ Several other authors have also pointed to the ‘othering’ of domestic violence through the analysis of EU policy documents. Celeste Montoya and Lise Augstín points to the cultural framing of violence that produces a dichotomy between the “insiders” (non-violent Europeans) and the “outsiders” (violent others).²³⁸

One example of policies and measures in relation to the argument above are from Finland. Under the heading of ‘Culture, customs and honour’, Finland reports a description of a supreme court decision to deport a migrant back to his country of origin after carrying out assault based on “family honour”. While there may indeed be good reasons for including this description in the country report, the framing of the problem and the solution nevertheless suggest that honour-related violence can literally be deported from the nation-state, rather than solved where it is in fact happening. While this is not likely to be the intention of the supreme court decision nor the intention of the policy-makers reporting it as a measure, the framing of the problem through this particular solution nevertheless has that particular effect. This effect is what Hong points to, namely the locating of the problem as something (belonging) outside Finland. If the perpetrator had not been deportable, he would perhaps have been enrolled in an alternative-to-violence programme or some other perpetrator programme. As Hong notes, as honour-related violence “occurs in Finland, it is a problem for Finnish society.”²³⁹ And this of course is the case for all the Nordic countries. The highlighting of this practice as a measure against honour-related violence further suggest *deportability*²⁴⁰, in that it constructs some people and types of problems as literally deportable.

Furthermore, while the general emphasis on honour-related violence including female genital mutilation and forced marriages are highly important, we suggest a cautious approach with regards to policy-making and measures. Although cultural attitudes are a problem across *all* ethnic groups, measures against attitudes that justify violence are disproportionately directed at ethnic minority groups, which might result in conflicts between the targeted communities and authorities. Hong emphasises the importance of including NGOs in the work with honour-related violence, and we agree that this is important. In the Finnish context, in particular the work that the NGO Monika is doing appears to be a good illustration of how work on violence against women and honour-related violence can be done in an inclusive and holistic manner. At the same time, it is equally important that there are good, long-term policy measures that are based on

²³³ See e.g. Keskinen.

²³⁴ Tuuli Hong, "Discourses on Honour-Related Violence in Finnish Policy Documents," *NORA - Nordic Journal of Feminist and Gender Research* 22, no. 4 (2014).

²³⁵ This argument is also valid for a number of other Nordic and European countries (see e.g. de los Reyes 2003; Carbin 2010; Montoya & Rolandsen Agustín 2013)

²³⁶ Hong.

²³⁷ Hong, p. 318. See also Sherene H. Razack, "Imperilled Muslim Women, Dangerous Muslim Men and Civilised Europeans: Legal and Social Responses to Forced Marriages," *Feminist Legal Studies* 12, no. 2 (2004).

²³⁸ Celeste Montoya and Lise Rolandsen Agustín, "The Othering of Domestic Violence: The Eu and Cultural Framings of Violence against Women," *Social Politics* 20, no. 4 (2013).

²³⁹ Hong, p. 325.

²⁴⁰ Nicholas De Genova, *Working the Boundaries: Race, Space, and "Illegality" in Mexican Chicago* (Durham&London: Duke University Press, 2005). See also Maja Sager, "Constructions of Deportability in Sweden. Refused Asylum Seekers' Experiences in Relation to Gender, Family Life, and Reproduction," *NORA - Nordic Journal of Feminist and Gender Research* 24, no. 1 (2016).

detailed knowledge of the problem, as well as awareness concerning how certain policies may contribute to in effect marginalise and further discriminate already marginalised groups.

Ethnic minorities, national minorities and indigenous people

Gender-based violence against ethnic minority women has received significant political and media attention over the past few decades in the Nordic countries, mainly through the frame of honour-related violence as discussed above, but also partly in other forms. Shelters across the region report a high proportion of users who are women with migrant or refugee backgrounds, and these are often married to ethnic Nordic men.²⁴¹ Ethnic minorities, national minorities and indigenous people are sometimes grouped together as a “particularly vulnerable group”, that involves a higher risk of violence, worse consequences of violence, difficulties in getting support, lack of knowledge about rights, or economic or other forms of dependency.²⁴² Considering this, what is done across the countries that is specifically targeted towards ethnic minorities, national minorities, and indigenous people?

While there are numerous measures targeting migrants with ethnic minority backgrounds, no measures specifically targeting national minorities²⁴³ have been brought to our attention through the work with this report. The empirical data on gender-based violence against women among national minorities in the Nordic countries are scarce. Nevertheless, Amnesty International’s reports on the prevalence of violence against women and children in and against traveller communities in Europe suggests that women with the Roma and Romani backgrounds are likely to suffer heightened risk of victimization to the forms of violence that the convention covers.

We have not uncovered any measures directed specifically towards Sami communities in the Nordic countries either.²⁴⁴ Regarding the Finnish part of Sápmi, in the region of Lapland, there is only one shelter in Rovaniemi, and one MARAC team in the region, and no preventive work is being done specifically taking into account the cultural specificities of the region. Some research is being carried out on violence against women in Sami communities. A recent quantitative study from Norwegian side of Sápmi shed light on this. Astrid Eriksen suggest in this study that Sámi women are more often victims of violence and sexual assault than women in the majority population.²⁴⁵ Comparable studies are lacking on the Swedish and Finnish sides of Sápmi, and Swedish authorities have been repeatedly criticised by CEDAW for lacking this data.²⁴⁶ The presumption until such research exists should be that Sámi women are a at risk group when it comes to the forms of violence covered by the convention, regardless of citizenship.²⁴⁷ This should be the presumption because of the similarities between Swedish, Finnish and Norwegian Sápmi, and because gender-based violence against women disproportionately affects indigenous women worldwide.²⁴⁸

To summarise our discussion of targeted efforts against violence against ethnic minority women, indigenous women and women from national minorities, we would like to stress some recommendations

²⁴¹ In Norway, for example, 63 % of users of shelters have a migrant background, and 21 % of these report the perpetrator to have ethnic Norwegian background. For more information, see: <http://www.krisesenter.com/sekretariatet/statistikk/>

²⁴² Monica Burman, "Men's Intimate Partner Violence against Sami Women - a Swedish Blind Spot," *Nordic Journal on Law and Society* 01, no. 01-02 (2017): 199.

²⁴³ These are somewhat differently defined in each country. In Norway they include Kvens/Norwegian Finns (in Northern Norway), Jews, Forest Finns, Roma and Romani people/Tater. In Sweden it include Jews, Roma, the Sami indigenous people, Swedish Finns, and the Torne Valley Descendents (Tornedalians). In Finland it includes the Swedish-speaking minority, Sámi indigenous people, Roma, the Russian speakers, Jews, Tatars, and Karelians.

²⁴⁴ Monica Burman (2017) notes that the national Swedish telephone support line, Kvinnofridslinjen, offer interpretation to northern Sami, but not for the other Sami languages.

²⁴⁵ Astrid Margrethe Anette Eriksen, "'Breaking the Silence". Interpersonal Violence and Health among Sami and Non-Sami. A Population-Based Study in Mid -and Northern Norway" (UiT The Arctic University of Norway, 2017).

²⁴⁶ Burman.

²⁴⁷ Rauna Kuokkanen, 'Gendered Violence and Politics in Indigenous Communities', *International Feminist Journal of Politics*, 17/2 (2015), 271-88.

²⁴⁸ Ibid.

for further policy development. The first is that efforts that target specific communities should be based on the documented needs of women in the communities. This requires a research-based approach to the identification of at-risk groups, which also studies experiences of violence in a double perspective that takes into account both gender and ethnicity. Furthermore, measures that can be universalised, should be, in order to ensure that women from non-targeted groups benefit from the measures, and to minimize the risk of conflict over measures between ethnic minority groups and authorities. At the same time, targeted measures that directly include local communities in the work against violence may also be important.

Concluding remarks on an intersectional approach to violence

An intersection approach (also in policy analysis and policy-making) involves thinking about how various social structures intersect with each other, and how different types of experiences and different forms of exclusion and discrimination affect particular individuals and groups. It involves thinking about different contexts and what may arise from these contexts. As noted by Lombardo and Agustín, an intersectional approach promotes more inclusive and equality-oriented policies²⁴⁹, that are in fact also inclusive beyond gender.

As we have shown above, there is potential for the Nordic countries to strengthen their work on prevention, targeting a variety of groups in situations that for various reasons may not be covered by the general prevention work. We have tried to show the different ways this happens above. We have also tried to outline some of the possible underpinnings as well as consequences of focusing perhaps too much on certain forms of violence, which may be the case regarding the Nordic countries' efforts against honour-related violence. There is a danger that conflation between certain forms of violence and certain groups may strengthen stigmas attached to racialised minorities in particular.

In the following we look at some structural aspects of preventive work, both in terms of time (short and long-term efforts), and in terms of some key institutions that are particularly well placed for doing preventive work.

Short and long-term efforts

There are a lot of good short-term efforts carried out by the Nordic countries, and a lot of the prevention work is being done on a project basis (see Appendix 1, and Article 13 on awareness-raising in the country overviews). There are also a number of good long-term efforts (examples being institutions like the Girls' house in Finland and the shelters all over the Nordics – for further examples, see Chapter 5 on highlighted practices). Whether a project is short- or long-term furthermore may suggest something about how the problem is understood, how serious it is perceived to be, whether it is a “new” problem (an example being revenge porn), and whether there are strong interest groups working with a given issue. The question we would like to pose regarding this is whether it is possible to improve the situation during a targeted effort over a few years, or whether there is in fact often a need for “enrolling” project-based work into established institutions or establishing new institutions that can deal with a problem on a long-term basis.

Effective short-term campaigns may play an important role in spreading information on particular problem areas or on certain vulnerable groups. While it may be good to use shorter projects to draw attention to particular issues, project-based work may also mean that there is little consistency in the preventive work and that expertise that is being built up through projects is lost when the projects end. We would argue that that for each short-term project carried out, it would be beneficial to consider how e.g. awareness-raising campaigns could be accompanied by training of professionals in the same field. This is to some extent already happening in the various Nordic countries. This involves combining short- and long-term-efforts, and balancing the need for research, data, and awareness-raising campaigns with the need for specific long-

²⁴⁹ Lombardo and Agustín.

term measures, such as establishing new services for certain target groups, or training of frontline services on “new” issues.

The scope of work of this report has not allowed for us to look in-depth and over time at these issues with reference to particular projects or problems. More research may be needed into how specific short- and long-term preventive efforts work.

Key institutions

Certain institutions are in a particularly good position to do preventive work, and are also in the Nordic countries to various extents doing this already. There are in particular two institutions, shelters and schools, we would like to highlight here; partly because they are themselves important, and partly because all the countries have these institutions and are prioritising their work.

Shelters

There are shelters in all the Nordic countries, including in Åland, Greenland and the Faroe Island. This means that in all the countries, there are professionals whose main priority and professional expertise is providing shelter for victims of the forms of violence covered by the convention.

There are, however, some differences in how the shelters are financed, how they work, who their target groups are (men, women, both, all), if there are separate shelters for specific target groups (such as migrant women), what their main focus is (e.g. on children and families, or battered women) which has historical and political reasons, and the density of shelters in the Nordics varies substantially (see table).

Regarding density, there are also other ways of measuring access to shelters, such as the number of places in each shelter, and the geographic location of shelters. However, density gives a general picture of the accessibility in the Nordic countries. Furthermore, shelters provide help and support beyond emergency accommodation, and this also means that accessibility is important, and density may be a way of measuring this. The numbers are to some extent concerning, in particular in the countries/areas where there is only one shelter, or where the density is low. This may increase vulnerability for those not located geographically close to the shelter. We have not looked at where the shelters are geographically located, meaning that there may be areas with low density, even in countries where the density appears high. Furthermore, with regards to Norway, Sweden and Finland, the density of shelters in areas with Sámi population may not be high enough, and given the scope of this report we have not been able to look into to what extent these shelters have the necessary cultural and language competencies.

Density of shelters in the Nordics

Denmark = 1:125 000 (5 750 000 inhabitants, 46 shelters)
Finland = 1:203 700 (5 500 000 inhabitants, 27 shelters)
Iceland = 1:330 000 (330 000 inhabitants, 1 shelter)
Norway = 1:110 000 (5 360 000 inhabitants, 47 shelters)
Sweden = 1:50 000 (10 000 000 inhabitants, 200 shelters)
Åland = 1:30 000 (30 000 inhabitants, 1 shelter)
Greenland = 1:56 000 (56 000 inhabitants, 1 shelter)
The Faroe Islands = 1:50 000 (50 000 inhabitants, 1 shelter)

There is a general tendency towards professionalisation of shelters in the Nordics, with an example being the Finnish shelters that are now publicly financed as a direct result of Finland’s implementation of the Istanbul convention. A clear benefit of this is that the financial situation for shelters is more secure. On the other hand, for countries that have a long history of shelters run on principles of feminist activism, this professionalisation may involve a watering-down of the services. While the feminist movement to a large extent can be said to have established the shelters in Sweden and Norway, the shelters in Finland have been and are still run primarily with child welfare in the forefront, as opposed to a women’s rights’ approach

according to Sari Laaksonen. She is the leader of the Federation of Mother and Child Homes and Shelters in Finland, and further notes that because of the new and more secure funding situation, women without children who would have had a hard time getting a place in a shelter, will now have a better chance.

According to the information we have available, in several countries preventive work is not part of shelter's core funding. We think this is problematic, as shelters are in a particularly good position to do this kind of work. They know the local areas where they work, they are experts in the field, and know the other frontline services. We would therefore recommend that, where it is not already being done, the Nordic countries use the shelters and their expertise, and include prevention work as part of the core activity for shelters, along with financial means to do this kind of work.

Schools and Kindergartens

Schools have a potential to work preventively against the forms of violence covered by the convention. This relates specifically to the structural and cultural conditions that sustain the problem of gender-based violence against women. As noted earlier in this chapter, gender as a social structure is manifested in gender differences in occupational choices, economic dependency, social roles and sexual culture. Schools in the Nordic countries share a curriculum-based ambition of fostering gender equality. Educational efforts often include awareness of the gender division in the work place, and encouragement of non-traditional education and vocational choices.

A significant untapped potential might lie in a critical focus on sexualized gender dynamics among children and young people. Sexual harassment is a pervasive problem in schools across the region.²⁵⁰ Sexual harassment figures prominently in the enculturation of children into a sexual culture that normalises violence. Schools and kindergartens are obliged to report on preventive measures and actions on children's risk of harassment and bullying across the Nordic region. It differs, however, whether efforts on sexual harassment is explicitly addressed in the measures and requirements in this field. For instance, Sweden specifies that such measures and plans should include prevention of sexual harassment²⁵¹, while the Norwegian law on basic education states nothing specific on sexual harassment.²⁵² This suggests that the awareness of gender-based violence against women as a problem for and among children and young people varies in the region. However, the effect of legal requirements on schools to report in effect relies on education professional's knowledge and competence about gendered violence against women.

It seems to be a pervasive challenge to the prevention work that sexual harassment and assault among children and young people is not necessarily commonly understood as part of the violence that the convention is supposed to cover. While there is some research and some measures covering children as victims of violence (including as witnesses to violence), the gendered dynamics that produce gender-based violence against women are learnt at an early age, and kindergartens and schools could do more effective preventive work. Key measures to achieve this, in addition to strengthening the existing ambitions to further gender equality in schools, could be:

- Legal requirements on schools and kindergartens that specify the responsibility to address sexual harassment
- Curricular requirements for schools and kindergartens concerning gender equality that specify prevention of sexual harassment and sexual assault among children and young people.

²⁵⁰ Hannah Helseth, "Kunnskapsstatus Om Kjønnsrelatert Mobbing Blant Barn Og Unge," (Nesna: Høgskolen i Nesna 2007). See also Fanny Ambjörnsson, "I En Klass För Sig: Genus, Klass Och Sexualitet Bland Gymnasietjejer" (Ordfront, 2004).

²⁵¹ Skolverket, 'Åtgärder mot kränkande behandling', available from:

<https://www.skolverket.se/skolutveckling/vardegrund/krankning-av-elev>

²⁵² Lov om grunnskolen og den vidaregåande opplæringa (opplæringslova), Kapittel 9 A. Elevane sitt skolemiljø. Available from: https://lovdata.no/dokument/NL/lov/1998-07-17-61/KAPITTEL_11#KAPITTEL_11

- Specific requirements for education of professionals on gender equality and gender-based violence against women, including violence among children and young people themselves.

The chapters on the countries' fulfilment of article 14 shows that they meet these ambitions to varying degrees, but all have significant room for improvement.

Concluding remarks

How we define a problem and work to solve this problem is central to how the problem is understood and what it is understood to be. Above, we have critically discussed some of the policies and measures taken by the Nordic countries, specifically focusing on different understandings of gender, as well as how it is possible to think violence prevention beyond gender and why this may be important.

With regards to coordination and data collection, the Nordic countries are doing a substantial amount of good work. As noted by Choudry, the Istanbul Convention acknowledges that a multi-faceted and multi-disciplinary approach is required in the work against violence against women and domestic violence. Through inter-ministerial working groups and action plans, the countries seem to be succeeding in distributing responsibility for violence against women and domestic violence without dissolving the obligation to work against these forms of violence. With regards to data collection, we have argued that there may be a need to do more work to collect data that go beyond gender, and that to a greater extent take into account other factors that may be of equal importance and that may influence how the forms of violence and experiences with violence.

With reference to the various understandings of intimate partner violence among the Nordic countries that we have observed in this project, we have discussed the various ways this has been conceptualised and discussed in research. While the family violence-approach is more gender-neutral, this approach also looks more closely at the less serious violence and frames the violence within the home. The gender-specific approach of naming the problem violence against women involves a structural take on violence. This is also the understanding that has been adapted by the Istanbul convention.

We have outlined how the Istanbul Convention represents the problem and discussed this. How problems are represented affects the solutions. And the way the Convention defines the problems as violence against women and domestic violence, also influences how the problem is understood in the Nordic countries. When the convention genders the problem, it is likely that the Nordic countries over time will also (have to) adopt this understanding of the problem.

This framing of the problem necessarily also generates more attention towards violence against *women*, in a manner that may suggest that women is one, distinctive category with a specific set of experiences. In discussing violence beyond gender, focusing on intersectionality, and discussing how the Nordic countries work with particular groups, our aim has been to suggest some alternative focal points and perspectives for preventive work. Certain policies and measures do not take into account how intersectional oppression works, and this may make them exclusionary. As noted by Montoya and Augustin, inclusionary intersectional policymaking focus on recognising the interplay between different categories, identities and experiences, yet do not overemphasise or generalise, and state:

An inclusionary intersectional approach to policymaking should avoid stigmatization of specific groups, i.e. framing particular problem holders in a negative way. (...) While a failure to acknowledge contextual differences among women can be detrimental to the fight for women's rights, so can overemphasizing it. Whereas an inclusionary model of intersectionality acknowledges different positionalities while aiming for equality in policymaking, exclusionary approaches emphasizes one inequality at the expense of or accentuation of other inequalities. Advocating gender equality may

happen through exclusionary practices that construct and emphasize the difference between an ethnic majority “us” and an ethnic minority “them” which is victimized or patronized.²⁵³

In the discussions of the policies and measures against honour-related violence, we discuss how some of the Nordic countries appear to overemphasise certain types of violence and target certain groups in the manner described here. At the same time, there is perhaps not enough emphasis on other groups, such as national minorities and indigenous people in the Nordic countries.

Bacchi’s approach, asking ‘what is the problem represented to be?’, also contains a sensitivity to the context-specific. The Nordic countries’ understandings of gender have developed differently over time because of particular circumstances in the different countries, e.g. what role the women’s movement along with men’s rights movements have had. What might be interesting in the years to come is to examine how ratifying the Istanbul Convention might change the understanding of the problem.

Recommendations for further research

The scope of this project has not allowed for a full-scale policy analysis across the Nordic countries. It would be interesting to do such an analysis in order to get a fuller picture of the ways in which the Nordic countries differ from one another. It would also be interesting to look more closely at one of the Articles from the Istanbul Convention examined here, in particular Article 12 on general obligations, Article 14 on education, or Article 15 on training of professionals. We deem these to be of particular interest with regards to doing effective preventive work. There is furthermore a need for more research on the specific ways violence affects various groups, including national minorities and indigenous people. The knowledge is scarce, and in order to develop good measures to prevent violence, substantially more knowledge is needed.

²⁵³ Montoya and Augustin.

5. Highlighted practices

In this section we have included practices and measures related to prevention work that the countries themselves highlight or that we have learned about from civil society participants. We have chosen to include these specific practices because they are unconventional, simple, creative, effective, or because they may inspire other countries and civil society in terms of organisation of work, possible campaigns, or making existing services more effective.²⁵⁴ We divide the highlighted practices into coordination and collaboration in existing services, civil society and NGOs, education, training of professionals, and participation of the private sector and the media. All of these can be seen in relation to and as a part of preventive work.

We only look at practices related to prevention work. For comments on how the Nordic countries work with coordination and data collection, see chapter 4. We have organised the highlighted practices below according to the relevant Articles in the Istanbul Convention. However, several of the practices, in particular those that involve larger projects that run over a longer period of time and involve many different actors, may have been included in several Articles.

Article 12: General obligations

Goals for Gender equality policy (Sweden)

- **Target group:** General public
- **Prevention or early/first response:** Prevention
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public society

The overarching goal of Sweden's gender equality policy is to enable women and men to have equal power to shape society and their own lives. To achieve this goal, women and men must have the same rights, opportunities and responsibilities in all areas of life. Starting from this objective, the Government is working towards six sub-goals:

- Gender equal division of power and influence.
- Economic gender equality.
- Gender equal education.
- Equal distribution of unpaid housework and provision of care.
- Gender equal health.
- Men's violence against women must stop. Women and men, girls and boys, must have the same right and access to physical integrity.

These goals are connected to strategies and action plans. For the goal on ending men's violence against women there is a ten-year strategy and a targeted action plan for 5 years at the time. The national strategy is included in the Government's gender equality policy communication to the Riksdag (2016/17:10)

Gender mainstreaming is the Swedish Government's main strategy to achieve the national gender equality objectives. Each minister is responsible for gender equality matters within his or her respective domain. The Minister for Gender Equality coordinates the gender equality policy. The Gender Equality Division –

²⁵⁴ For a further overview of good practices on violence against women, see EIGE Europe's overview of best practices: <http://eige.europa.eu/gender-based-violence/good-practices>

operating under the Ministry of Health and Social Affairs – also works with the coordination of the Government’s gender equality policy. At the regional level, all county administrative boards have special staff with gender equality expertise. The county administrative boards are required to promote the fulfilment of the national gender equality objectives at the regional level.

Servant leadership and harm indexing within the police (Iceland)

- **Target group:** Population of the Reykjavik Capital Area
- **Prevention or early/first response:** Prevention and first response
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public society

Since 2014, the Capital Area Police Department of Reykjavik has made radical changes to its administration, services and priorities, in order to combat domestic violence. It has adjusted to so-called servant leadership, abolishing a lot of hierarchic structures, and making it easier to adjust to the requests and needs of the public. The police have started using a harm index; focusing on the severity of the crime, and not the number of offenses. Great Britain has been doing this for some time, and it leads to more of both prevention and intervention against domestic violence, at the expense of the clearance rates of frequent, petty crime. There is a strong emphasis on making more cases go to court, to create legal precedent and gain the public’s trust in the judicial system in this area.

Girls’ house / Tyttöjen Talo (Finland)

- **Target group:** Girls between 10 and 28
- **Prevention or early/first response:** Mainly prevention, but also early response
- **Short or long-term effort:** Long-term
- **Public or civil society:** Civil society

The Girls’ House in Helsinki was founded in 1999 and offers low-threshold services for girls between the ages of 10 and 28. The house is founded on the values of equality, acceptance of difference, respect for the rights of individuals, and trust in individuals and communities to solve problems. The main objective is to support growth and identity formation of girls and women. There are around 35 employees as well as volunteers working at the house.

The services include open activities and an open house in Helsinki, including mainly free hobby groups focusing on sports, arts, cooking and so on. The house also organises support groups that are carefully put together depending on the girls’ needs, focusing on sharing experiences and building strength and confidence. The Girls’ House also works with young mothers, offering support groups as well as help with everyday tasks for pregnant women and mothers under the age of 21. The house does multicultural work, offering language courses and support groups, as well as organising multicultural and anti-racist events. There is a clinic on-site offering pop-in sexuality education with a health worker. This may include getting contraception, a pregnancy test or being checked for sexually transmitted diseases, as well as getting counselling on body image, dating, and sexuality. There is also some work done on sexuality education by employees at the Girls’ House, especially through school visits. They also work with victims of sexual violence. The Girls’ house helps victims of sexual violence by offering a responsible adult contact person to help them deal with trauma after sexual violence, they also provide group support, and help and testify in court cases. There are also groups for parents. The house works together with police, the psychiatric ward,

families, child protection and social services, and argue that there is need for this work because what is currently offered by the public sector limited.²⁵⁵

The objective of the Girls' House is to provide a holistic approach to help and support, as opposed to the more fragmented public services. The help is both based on one-to-one counselling with responsible adults, as well as support groups where the girls can help each other. The physical house is colourful, welcoming, and provides a safe space for those who visit, around 1000 girls every year. Some of the most important work is recognising sexual violence. The work also has an explicit feminist angle, in the sense that they try to bring out the structural aspects of gender-based violence in their work.

The Girls' House is funded through various sources, but mainly through the City of Helsinki. They are also funded through the Ministry of Social Affairs and Health. Their sexual violence work gets further funding from the Ministry of Justice. There is also a Boys' House in Helsinki, that works with similar issues.

Monika – Multicultural Women's Association / Monika – Naiset Liitto Ry (Finland)

- **Target group:** Migrant women
- **Prevention or early/first response:** Both
- **Short or long-term effort:** Long-term
- **Public or civil society:** Civil society

Monika is a nationwide multicultural women's association, promoting equality and inclusion of migrant women in Finland, and preventing violence against women. The organisation has existed for around 20 years, and now has 29 full-time employees, in addition to volunteers from all over the world. It is also an umbrella organisation for migrant women's NGOs, with 13 member associations.

Monika is divided into four sub-organisations offering a range of different services; Resource Centre Monika offers low-threshold advice and psycho-social support for those who experience domestic violence or the threat of violence. Clients can receive help anonymously, and services include peer support groups and supportive housing. Shelter Mona is the only shelter in Finland with a secret location, and the shelter offers secure accommodation for those who experience violence or threat of violence from family or community, from all over Finland. MoniNaisten Tila promotes integration through individual counselling and group activities including Finnish and English classes and information about Finnish society, with the aim of building networks and promoting integration. Osaavat naiset works against long-term unemployment and offers support and help for migrant women to find work through individual counselling, workshops and mentoring for women living in the Helsinki metropolitan area. The sub-organisation offers work-related activities for those who are in need of a job or a place to study, and they also advocate more broadly in society for equal opportunities in working life.

The goal for the organisation is to offer a holistic service to their users. The organisation explicitly connects integration, including participation in the labour market or studying, self-determination and building independence and confidence, with the prevention of violence. Many users move in between the different sub-organisations, depending on their needs at any given time. The fact that all the sub-organisations, except for Shelter Mona, are physically located in the same space means that the threshold is low for seeking help for women who are experiencing domestic violence, because they may visit Monika for other reasons.

²⁵⁵ Available from: https://tyttojentalo.fi/sites/default/files/tyttalo_eng_0.pdf

Monika is financed by the City of Helsinki and the Ministry of Social Affairs and Health with proceeds from Veikkaus (STEA), the Ministry of Social Affairs and Health/the National Institute for Health and Welfare (THL), the Ministry of Education and Culture, Stiftelsen Den Sjunde Mars Fonden and the City of Vantaa.

Vern for eldre - National helpline for the elderly and e-learning tool for professionals (Norway)

- **Target group:** People over the age of 62
- **Prevention or early/first response:** Prevention and early response
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public society

This is a service for people over the age of 62, and is one of the local authority's safety measures to help old people who are at risk of being or have been exposed to abuse. The World Health Organisation defines elder abuse as "A single or repeated act or lack of appropriate action, occurring within any relationship where there is an expectation of trust, which causes harm or distress to an older person". The service is free and anonymous, and the helpline is manned by professionals who help the caller find a solution through counselling, coordinating measures and establishing cooperation between assistance services. In addition to direct help for callers, the helpline also strengthens competency within and cooperation between assistance services, as well as disseminating knowledge about violence against the elderly in the overall public. There is an affiliated home page where a well-renowned e-learning programme about violence against the elderly is offered free of charge.²⁵⁶

Mandatory Equal Pay Standard Certification (Iceland)

- **Target group:** Entire work force
- **Prevention or early/first response:** prevention
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public and civil society

The Icelandic trade unions, employers' confederation and government officials have developed an Equal pay management system, called The Equal Pay Standard, that will help employers prevent salary discrimination and enable them to become certified. The equal pay standard describes the process that companies and public institutions can follow to ensure equal pay within the workplace. The employer must determine which work tasks each position entails and then assign a value based on the position, not the person carrying out the work. The idea is that this will eliminate salary discrimination, and the pilot project that started in 2012 concludes that the whole workplace benefits from a fair and transparent salary system. One of the positive side-effects of the standard is that it increases the awareness of the reasons for the gender pay-gap, about how differently women's and men's work is valued among both employers and employees. The ensuing debate might close what is then remaining of the gender pay gap. In 2017, the Equal Pay Standard was mandated for companies and institutions with 25 employees or more, through amendments to the Act on Equal Status and Equal Rights of Women and Men. Employers are expected to renew their equal pay certification every three years. The standard is international and developed so that it can be used outside the Icelandic context. However, it does need to be adapted to each country's specific labour market and labour laws.

²⁵⁶ Available from: <http://www.vernforeldre.no/>

Long-term prevention work against violence in Botkyrka municipality (Sweden)

- **Target group:** children and youth
- **Prevention or early/first response:** Prevention
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public and civil society

Since 2012, the Municipality of Botkyrka has done general violence prevention work with a gender perspective. The work concerns the whole local community and involves local actors like associations, housing cooperatives, faith-based organizations and civil society, but has the schools as the focal point. A central tool in the work is the Mentors in Violence prevention programme. This is an education declaration of cooperation designed to prevent gender-based violence and harassment through mobilising the whole community to react against violence in their daily life – to bring in the bystander. They also work to fight against stereotypical gender norms and promote gender equality. The Social service unit in the Municipality coordinates the work and has close cooperation with the police. In each school there is a coordinator who works with the programme. The personnel in the schools are trained and young students are appointed as mentors for their peers.

Online Information sites for young people (Several countries)

- **Target group:** Young people between 13 and 20 years of age
- **Prevention or early/first response:** Prevention
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public society

Ung.no

On behalf of The Ministry of Children and Equality, The Norwegian Directorate for Children, Youth and Family Affairs (Bufdir) provides governmental information to children and youth. Ung.no²⁵⁷ is a site for governmental information on the rights, possibilities and obligations of young people, and includes a lot of information about healthy and unhealthy relationships, sex, violence and hate speech. The target group is youth between 13 and 20 years of age. The site contains 74 subjects of interest, where the users can browse through a vast variety of articles, quizzes, polls and films. As of 2017 the site has an average of 1,2 million user sessions a month, while the total page views reached nearly 22,5 million²⁵⁸. The Ministry of Justice and Public Security is financing a campaign at Ung.no called #ikkegreit²⁵⁹. Translatable to “#notokay”, the campaign uses short videos to focus on violations that many young people experience, especially intimate partner violence, spreading of images online and date rape.

All material on ung.no has been updated and quality controlled, you can therefore be certain that what you read is correct and trustworthy information. The site does not contain advertisement of any kind. All information on ung.no is in Norwegian.

Youmo.se

The Youmo.se website targets youth between 13 and 20 years old and is available in 6 languages in addition to easy Swedish. It contains information in a range of formats about topics regarding the body, sex and health, including information on violence, sexual violence, abuse and relevant support services. The site is

²⁵⁷ “Ung” means “young” in Norwegian

²⁵⁸ Numbers are generated from Google Analytics

²⁵⁹ Available from: www.ung.no/IKKEGREIT/

run by the County Council of Stockholm on behalf of all county councils and regions of Sweden, and is funded by the Government through the Swedish Agency for Youth and Civil Society (MUCF).

Forvildmeddig.dk and Ditforhold.gl

In Denmark there is a website with information about violence in young relationships developed by the crime prevention council (Det Kriminalpræventive Råd, DKR). In Greenland, the Ministry for Family and Justice has also developed an information site for young people to prevent violence in close relationships. The site offers general advice as well as questionnaires that indicate whether a relationship is healthy or not. It also guides readers to further information about violence, and where they can seek help. The site is part of Greenland's action plan against domestic violence, **Break the silence – stop the violence**.

Gender equality in national school curricula and mission statements (Several countries)

- **Target group:** All pupils in several Nordic countries
- **Prevention or early/first response:** Prevention
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public

There are several efforts made in schools across the Nordics that could fall under Article 14 on Education, but that are in fact fundamental to changing attitudes by emphasising gender equality from an early age. These efforts work on the ground level and are important prerequisites for combatting violence against women and domestic violence. Several of the Nordic countries explicitly state that gender equality is an integral part of the national curricula. Teacher autonomy is highly important, and teachers themselves are in the best position to decide how to do their job. This is the general attitude in the Nordic countries. But this also means that how national curricula are shaped and worded becomes even more important, along with what mission statements there are for the educational sector. We would like to highlight the practice of including gender equality explicitly in curricula and mission statements for the education sector as a good practice for general prevention work.

Shelter services in the Nordic countries

- **Target group:** All victims and perpetrators, and potential victims and perpetrators of domestic violence
- **Prevention or early/first response:** Prevention and early response
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public and civil society

One thing all the Nordic countries have in common is shelters for victims of domestic violence and other forms of violence. The shelters that are operating today across the Nordics take slightly different forms, have different models of funding, organisation and primary target groups, and the shelters in the Nordics have different historic backgrounds. While some countries have had an active shelter movement that emerged out of feminist activism in the 1970s, other countries have only recently established shelters. We would like to highlight the shelter services overall as a key practice in the preventive work against violence against women and domestic violence. There seem to be differences in the extent that shelters do preventive work, and whether this work is part of their core funding. We would like to stress a number of practices that are carried out to varying extents in the Nordics, and that we think are particularly good: Shelters that have particular knowledge on specific conditions that contribute to vulnerability, that work broadly and include prevention work in their core activities, and that are located close to where people live meaning that there has to be a certain density of shelters in any country. We would also like to stress that

shelters, their employees and their networks have two specific strengths when it comes to prevention work: they are experts on the field of domestic violence, and they know the local areas where they work.

Article 13: Awareness-raising

Overarching project “Raising awareness” (Iceland)

- **Target group:** All children, parents and relevant professionals
- **Prevention or early/first response:** Prevention and early response
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public society

As part of their cooperation with the Council of Europe Convention on the Protection of Children Against Sexual Exploitation and Sexual Abuse, a joint project of the Prime Minister, The Ministry of the Interior, Ministry of Welfare, and the Ministry of Education, Science and Culture was launched in 2013, called Raising Awareness. Its aim was to raise awareness about sexual violence against children in Iceland, and encourage citizens to report instances of child abuse and misuse. The project aimed both to raise awareness in the general public and to educate children about their right to live free from abuse, violence, or the threat of violence. It also educated adults on the importance of discussing sexual violence with children. The project included the broad distribution of a postcard that reminded the public of the seriousness of child sexual violence and encouraged communication with child welfare services on suspicion of abuse. It also produced and distributed educational material for various age groups of children, parents and people who work with children. Courses were also held, as well as conferences where several specialists shared their expertise.

A part of the project involved an effort directed at schools. The material from Raising Awareness comes with teaching guides and helps teachers in opening up the discussion on violence and use the films and other resources in various situations in schools. One of the resources that this project produced was a short film for the secondary level and the upper secondary level about the boundaries between violence and sex.²⁶⁰ It has been shown in all 10th grades in the country, and most upper secondary schools. The short film includes teaching guidelines that are educational for parents, too, about the importance of discussing sex and sexual violence.

Surveys show that in the premiere year of the film, approximately 95% of pupils in 10th grade in Iceland had seen it, and that their understanding of the boundaries between sex and violence had increased, as well as the film having had a positive influence on their view of the importance of sexual consent. All films from the project are available online and have subtitles in different languages.²⁶¹

The key success factors of this project were good funding, publicity and cooperation. Raising Awareness had good funding which provided ample opportunities to produce quality material. Further, there was a lot of cooperation within the administration, with professionals, with NGOs, activists etc. The project also got good publicity which helped promote it and its products.

Socio-economic investment model (Denmark and Sweden)

- **Target group:** Policy makers
- **Prevention or early/first response:** Prevention

²⁶⁰ Available from: https://www.stjornarradid.is/media/velferdarraduneyti-media/media/fadu-ja/Fadu_Ja_1080p_enska.mp4

²⁶¹ Available from: <https://www.stjornarradid.is/verkefni/felags-og-fjolskyldumal/malefni-barna/ofbeldi-gegn-bornum-fraedsluaefni/>

- **Short or long-term effort:** Long-term
- **Public or civil society:** Public society

The Danish National Board of Health and Welfare has developed the SØM model to calculate the short- and long-term economic impact of social initiatives. The purpose is to provide the municipalities and other who need this information with insight in economic consequences of their efforts.

The socioeconomical investment model consists of different tools that provide knowledge about the costs of different measures, their effects and financial gains.²⁶²

In Sweden, national economist Ingvar Nilsson and his colleague Anders Wadeskog have developed a model that shows what exclusion and alienation costs society. Ingvar Nilsson's thesis is that social investments will free resources to create long-term thinking and holistic approach in decision-making, thereby increasing resource efficiency. The development of social investment funds in Swedish municipalities is inspired by this work.²⁶³

Danish Stalking Centre (Denmark)

- **Target group:** Victims of stalking and frontline services
- **Prevention or early/first response:** Early response
- **Short or long-term effort:** Long-term
- **Public or civil society:** Civil society

The Danish Anti-Stalking Association has opened at specialized knowledge, counselling and treatment centre, supported by the OAK Foundation Denmark, in 2015. The Danish Stalking Centre meets the demand for treatment and counselling from victims of stalking and professionals who work within the area of stalking.

The knowledge centre gathers information on stalking and develops new projects. Through public information campaigns, this department provides the public with knowledge about stalking, holds lectures and teaches professional groups who meet victims of stalking through their line of work. The knowledge centre works to ensure a continuous qualification and development of the psychosocial counselling and treatment through documentation, project and method development. Among others, the knowledge centre cooperates with the University of Southern Denmark, the University of Copenhagen, local police districts and the National Centre for Prevention. Furthermore, Danish Stalking Centre has initiated the establishment of a professional network for knowledge sharing about stalking. They have also developed a guide about stalking for professionals that meets victims, and a new 'Skytsengel'²⁶⁴ app which seeks to provide victims with a sense of security and reassurance.

Campaign on prevention of partner violence: "Hvor lite?" [How little should you tolerate?] (Norway)

- **Target group:** All victims and potential victims of domestic violence
- **Prevention or early/first response:** Prevention and early response
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public society

²⁶² Available from: www.socialstyrelsen.dk

²⁶³ Available from: <https://www.utanforskapetspris.se>

²⁶⁴ Available from: www.skytsengel.org

The National Criminal Investigation Service (Kripas) issued a campaign to prevent partner violence in October 2015, translatable to “How little should you tolerate?”. The campaign aims to increase knowledge of domestic violence and the assistance police can provide, so that persons subjected to such violence can seek help to escape from a violent situation. The campaign is funded by the Ministry of Justice and Public Security. The purpose of the campaign is to reduce barriers between the general public and the public authorities, and to encourage more persons exposed to violence to contact services for help. The campaign consists of a website (www.hvorlite.no) with a checklist for danger signals, posters, a film, and advertising available in several languages.

Through the webpage, the police can also provide advice and guidance, and can help both victims and perpetrators of violence get in contact with other parts of the system, such as health and social services, family counselling offices, shelters, child welfare and various treatment facilities.

Results from November 2016 showed that a total of 239 500 users had entered the website www.hvorlite.no. Over one million people had been reached through the Kripas Facebook page. The online advertisements in the big city newspapers have had approximately 4 million views and has given about 30.000 clicks to the website. Campaign material, information and instructions have been sent to police districts, health centres, colleges, student organizations and municipalities.

Speak out! A campaign in the Faroe Islands

- **Target group:** General public
- **Prevention or early/first response:** Prevention
- **Short or long-term effort:** Short-term
- **Public or civil society:** Civil society

Since the Action Plan against violence in close relationship was launched on the Faroe Islands in 2011, there has been a great effort to raise awareness and enhance knowledge about violence. The clear message was that violence is not acceptable in the Faroe society.

Information has been disseminated among children, youth, the general public and migrants via presentations in schools and youth associations, there have also been features on children’s radio shows and a leaflet distributed to schoolchildren. In terms of general information, car stickers and postcards have been produced. There have also been media features and adverts, a lit-up billboard in the town centre of the capital and at a major music festival. An information leaflet for anyone moving to the Faroes has been produced, which explains rights and duties in Faroese society. It also includes contact information for anyone in need of help or seeking further information.

In 2013 and 2014, a series of public meetings entitled “Speak Out” was held. The meetings featured a psychologist, police officer and legal expert explaining different aspects of violence.

Training is provided to two classes of university students training as social educators and to primary and lower secondary school teachers. One student group also received a copy each of a book on child sexual abuse.²⁶⁵

Campaign for positive masculinity: “En riktig man” [A real man] (Sweden)

- **Target group:** All men
- **Prevention or early/first response:** Prevention

²⁶⁵ Available from: <http://www.amr.fo/arbeidsoki/hardskapur-i-parlagi/>

- **Short or long-term effort:** Short-term
- **Public or civil society:** Public society

The Swedish National strategy to prevent and combat men’s violence against women recognises men and boys as potential victims and women and girls as potential perpetrators of violence. It puts special emphasis on prevention targeting men and boys as well as destructive norms of masculinity and the need for more broadly involving men and boys in efforts against violence. There is an agreement between the Government and the Swedish Association of Local Authorities and Regions (SKL) to strengthen the integration of questions on men, boys and masculinity, including violence prevention, in gender equality work in municipalities. The campaign “A real man”, which aims at developing a more open and modern notion of masculinity in the region of Värmland, is one example.

The campaign uses films, banners and leaflets on a sport arena that gathers many men during the hockey season. Famous athletes and others participate in the campaign as role models, talking about their experience with breaking the norms for being a real man.²⁶⁶

Article 14: Education

Gender equality plan for schools (Finland)

- **Target group:** All pupils in Finland
- **Prevention or early/first response:** Prevention
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public

Promoting equality is part of all teaching in Finland. Although teachers have professional autonomy, Finnish national curricula have a strong emphasis on equality. One of the practices we would like to highlight is that every school is required to have a gender equality plan. In this regard, the Finnish National Agency for Education has published a guide for schools. The guide *Equality work requires skills* introduces the challenges of equality, promotes understanding for gender diversity and explains what is meant by sexual harassment. The guide includes practical suggestions for schools on how to proceed with the statutory equality work with students, staff and parents.

Another practice worth highlighting is the circulation of a book by Chimamanda Ngozi Adichie called “We Should All Be Feminists” (as was also done in Sweden). This was handed out to every 9th grader in Finland in 2017. The book was later discussed by school pupils and was intended to open views on gender equality and women’s rights. Equality and human rights education are included in the national curricula of primary education.

Education of conscripts (Finland)

- **Target group:** All Finnish conscripts
- **Prevention or early/first response:** Prevention
- **Short or long-term effort:** Unclear
- **Public or civil society:** Both

²⁶⁶ Available from: www.enriktigman.se

Since 2015, the Finnish Defence Forces have educated conscripts on relationship skills, including anger management and preventing domestic violence. All conscripts take part in this education as a part of their compulsory military service. This means that every year, approximately 21 000 young men are educated with the aim of preventing violence against women and girls. Inspired by the Poikien Puhelin (Boy's Phone) helpline, the armed forces approached the Väestöliitto NGO with a proposal to develop a similar, free-of-charge helpline especially for conscripts. The Varusmiespuhelin (Conscripts' Phone) service functioned 2008–2014, offering advice e.g. in human and social relations.

Väestöliitto also developed a special model for addressing aggression and violence prevention within the conscripts' education. This happened as a part of The Finnish Government's Action Plan to Reduce Violence Against Women (adopted in 2010). The project, financed by the armed forces, was aimed at improving the capacity to address matters related to aggression and human and social relations among the conscripts. A trainers' training as well as a lecture concept for the conscripts was piloted in 2012. Based on the feedback from the piloting sessions, the *Varusmiesten ihmissuhdetaidot – Aggression hallinta on elinikäistä harjottelua* (Conscripts' Interpersonal Skills – Aggression Management is Lifelong Practicing) training guide was developed further, as well as a DVD for conscripts' self-learning. The trainer's trainings for the armed forces' staff were carried out 2013-2014 and reached out to social workers, military chaplains and regulars (soldiers and others).

School system promoting equality (Iceland)

- **Target group:** All pupils
- **Prevention or early/first response:** Prevention
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public

The National Curriculum guides for primary school and upper secondary school states that every student should be taught how to take a stand against intolerance, bullying and other forms of violence. It further states that children should be taught to apply critical thinking to certain ideas in society and to analyse the causes of discrimination. The National Curriculum Guide is based on six main pillars, one of which is equality. Gender studies are available as a course in 17 upper secondary schools where students are taught about the gender gap and its many different aspects.

The Ministry of Education has also produced a checklist for the authors of teaching materials for children in schools, where it is stated that all teaching material should promote human rights and equality and should be free of any kind of prejudice. Teaching material should further take a firm stand against violence and oppression. Teaching material should not deal with the gender roles in a stereotypical manner, men and women should be equal in numbers in teaching material, in both text and illustrations, and the material should not show girls and boys in stereotypical gender roles.

Puppet show and educational videos about violence (Iceland)

- **Target group:** All pupils
- **Prevention or early/first response:** Prevention
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public

Every year since 1991, a puppet show is played to every class of 8-year olds in Icelandic schools, educating them about their right to a life without violence, and informing them of the support available for children. Research indicates that the project has had an impact on the school community, that it gives children an

opportunity to express themselves about violence and contributes to reports from professional staff on suspicions of negligence or violence against children. The project is funded by the Ministry of Welfare.

“Raising Awareness” about violence against children was a three-year collaborative project of the Ministry of the Interior, the Ministry of Education, Science and Culture and the Ministry of Welfare.

One of the main objectives was to produce and distribute educational material for various age groups of children, parents and people who work with children. Courses have also been held, as well as conferences where several specialists have shared their expertise.

The key success factors of this project were good funding, publicity and cooperation. “Raising Awareness” had good funding which provided ample opportunities to produce quality material. Further, there was a lot of cooperation, within the administration, with professionals, with NGOs, activists etc. The project also got good publicity which helped promote it and its products.

“Raising Awareness” comes with teaching guides and helps teachers in opening up the discussion on violence and use the material in various situations in schools.

One of the materials that this project produced was a short film for the secondary level and the upper secondary level about the boundaries between violence and sex.²⁶⁷ It has been shown in all 10th grade classes in the country and most upper secondary schools. The short film includes teaching guidelines that are educational for parents, too, about the importance of discussing sex and sexual violence.

Surveys show that in the premiere year of the film almost all adolescents in 10th grade in Iceland had seen it; approximately 95% of students, that their understanding of the boundaries between sex and violence had increased as well as the film having had a positive influence on their view of the importance of sexual consent.

All films from the project are available online and have subtitles in different languages.²⁶⁸

Handbook for violence prevention among children and youth (Sweden)

- **Target group:** professionals and volunteers working with children and youth
- **Prevention or early/first response:** Prevention
- **Short or long-term effort:** Short-term
- **Public or civil society:** Public and civil society

The Swedish Agency for Youth and Civil Society (MUCF) is a government agency that works to ensure that young people have access to influence and welfare²⁶⁹. *Nothing to wait for* (Inget att vänta på) is a handbook for violence prevention among children and youth. The handbook provides knowledge about violence, gender and prevention and is developed in a cooperation between MUCF, the NGOs MÄN a feminist organization for men²⁷⁰ and Unizon, one of the member organizations for Swedish women’s shelters, young women’s empowerment centres and other support services.²⁷¹

²⁶⁷ Available from: https://www.stjornarradid.is/media/velferdarraduneyti-media/media/fadu-ja/Fadu_Ja_1080p_enska.mp4

²⁶⁸ Available from: <https://www.stjornarradid.is/verkefni/felags-og-fjolskyldumal/malefni-barna/ofbeldi-gegn-bornum-fraedsluefni/>

²⁶⁹ Available from: <https://www.mucf.se/>

²⁷⁰ Available from: <http://mfj.se/>

²⁷¹ Available from: <http://unizon.se>

Creative school competition "Love and control - what is OK?" (denmark)

- **Target group:** Pupils from the 7th grade
- **Prevention or early/first response:** Prevention
- **Short or long-term effort:** Short-term
- **Public or civil society:** Public society

The Danish Ministry of Education, in cooperation with the Break the silence (Bryd Tavsheden) NGO and the Crime prevention council (Det Kriminalpræventive Råd), launched a competition: "Love and control – what is OK".²⁷² This is a creative competition for pupils from the 7th grade. The participants, individuals or groups, creates poems, films, novels, photos and other creative expressions to illustrate the topic. The purpose is to encourage schools to bring up discussions about violence and control.

Dialogkorpset [The dialogue corps] (Denmark)

- **Target group:** Minority youth and their parents
- **Prevention or early/first response:** Prevention and early response
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public and civil society

As part of the National strategy against honour-related conflicts the Danish Ministry of Social Affairs and Integration's has established a national dialogue team (Dialogkorpset). This team consists of youth and parents, who engage in dialogue with other youth and parents on ideas about honour, gender equality, individual rights and possibilities, negative social control etc. The members of the team have experiences or have direct knowledge about honour-related conflicts and they are trained in dialogue and acknowledging communication. The dialogue visits are carried out in schools, clubs, civil society organizations etc. The team also facilitates a special workshop for young women, where they are provided with information about their rights and possibilities, to strengthen their resilience towards social control.²⁷³

Article 15: Training of professionals

Special police for children gone missing (Iceland)

- **Target group:** Children gone missing
- **Prevention or early/first response:** Prevention and first response
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public society

Children who run away from their homes are likely to be living in violent conditions, and to get tangled up with criminal and violent behaviour. They are especially vulnerable, and it is urgent that the authorities get involved very quickly and effectively. The police in Reykjavik have prioritized the full position of a police investigator to the task of bringing missing children to safety and connecting them with the public services they need. The investigator has 180 cases per year, many of them repeat disappearances by a few individuals. For the majority of children, they only run away that one time, which makes it vital for the police to quickly find and help them. The project has resulted in criminals no longer recruiting the children, as they

²⁷² Available from: <https://www.brydtavsheden.dk/aktiviteter/kreativ-konkurrence/>

²⁷³ Available from: <http://uim.dk/arbejdsomrader/aeresrelaterede-konflikter-og-negativ-social-kontrol/tilbud-og-vaerktojer-til-fagfolk/vaerktojskassen>

know that the police is on their heels and will prosecute anyone harbouring a missing child. It has also given the children a safe person to turn to within the police, a safety net that they trust and use. The police say that this is one of their most effective means to prevent people from remaining or becoming abusers and victims.

Support-line for professionals (Sweden)

- **Target group:** Professionals in the frontline services
- **Prevention or early/first response:** First response
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public society

The County Administrative Board of Östergötland holds special responsibilities for national coordination of the nationwide work with honour-related violence and oppression. They offer a national helpline where professionals in frontline services and volunteers get advice and support regarding matters related to honour-related violence, forced marriages, child marriages, FGM and oppression. The helpline is open from 9-16 on working days. The helpline publishes statistics on the types of cases they assist in, and what challenges professionals meet in their daily work.

In addition to the helpline, they provide the website Hedersförtryck.se, containing education material on these issues, along with campaign material for multiple target groups and audiences. They also organise in-service trainings for various professional groups on honour-related violence and oppression, including child marriages and forced marriages as well as female genital mutilation.

Coordinating municipal resources in the campaign "Playing with fire" (Norway)

- **Target group:** The population, administration and services within several municipalities.
- **Prevention or early/first response:** Prevention and first response
- **Short or long-term effort:** Short-term
- **Public or civil society:** Public society

Finnmark police district was awarded the Ministry of Justice and Public Security award for best cooperation and coordination in violence-preventive work in 2013, for their two-year campaign against domestic violence, called "Playing with fire".

The campaign aimed to improve attitudes and knowledge about domestic violence in the local communities, as well as improving the cooperation and awareness about domestic violence in the municipalities' services. The campaign was divided in three intersecting phases, beginning with the Police Chief inviting all municipalities in the region to inspire, motivate and make everyone accountable in a shared effort against violence. Phase two spread knowledge about violence and abuse to the general public, and phase three was about improving cooperation and creating new routines in each municipality, adjusted to the existing collaborations and the local demography, geography, culture and resources.

MARAC - Multi Agency Risk Assessment Conferences (Finland)

- **Target group:** All groups of professionals working in frontline services
- **Prevention or early/first response:** Early/first response, with potential for prevention
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public

MARAC stands for Multi Agency Risk Assessment Conferences. It is a risk assessment tool that aims at mapping the situation for the victim through multi-professional cooperation. Involved in the MARAC team are experts from different professions, such as police, victims support agencies, health care workers, child welfare officials, shelter workers, health care workers and immigrant officials. Victims themselves contribute to deciding who should be involved. The victim gives informed consent to share their case with a MARAC team. The team then work together to assess the victim's risk and develop a joint plan. The National Institute for Health and Welfare is coordinating the work of introducing MARAC to all 18 regions of Finland.

Rather than focusing on the perpetrator, MARAC focuses on the victim. The victim gets a trained support person assigned to them, who will assist them throughout a MARAC process. According to a study done on the effects of MARAC the prevalence of police house calls on domestic violence calls has up to an 80 % decrease in areas where MARAC was being used. This suggests that MARAC works in the sense that it helps the most vulnerable victims, who have often been victims of violence for a very long time.²⁷⁴ The project is funded by the Ministry of Social Affairs and Health.

Keeping the window open - new routines in responding to house calls (Iceland)

- **Target group:** Police, psychologists and social workers responding to house calls.
- **Prevention or early/first response:** First response, with potential for prevention
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public society

The survey from 2010 on violence against women showed that there was a much higher occurrence of violence against women in the Suðurnes area of the country. This was an area hit hard by the economic crisis. Supported by the Ministry of Welfare, the local authorities decided to act. The police, social services and the local health authorities entered into a cooperation on domestic violence. This project was called "Keeping the window open", and was awarded a price for innovation in public administration. It is a cross-sectorial co-operation project aimed at improving the first response of the police and the quality of investigations, to prevent repeat offences and provide better support for victims and perpetrators as well as making better use of the available measures such as restraining and expulsion orders. All changes made to the working methods of the participants in the project were made within the frame of domestic law and involved no additional funding or staff, but was done by enhancing co-operation, changing working methods and attitudes. The methods of the project have been successfully implemented in the capital area and in various areas in the country.

The project has strengthened the first response of the authorities when faced with domestic violence. The new routine is that they send a team of three parties to the scene: the police handling the abuser, a social worker handling the victim, and a child worker taking care of any children on the scene. They say they hope to break the circle of violence, especially for the children, as many children grow up to repeat the violent patterns they have witnessed. The change has led to more accurate statistics and enhanced cooperation between authorities. It has strengthened trust between the public and authorities, more cases are tried in court, and the amount of reported cases has doubled during the project period. The police say they take this increase as a sign that the system is working better, creating trust and raising awareness about the issue.

As a part of the project a brochure in three languages entitled "Is domestic violence a part of your life?" was distributed to every household in the region, a cooperation between the Ministry of Welfare and the

²⁷⁴ Available from: http://www.thl.fi/attachments/kasvunkumppanit/MARAK/THL_MARAK_haitariesite_ENG.pdf

local municipalities. The brochure addresses different types of violence and provides information on the available help and support.

Screening as prevention - the Uppsala model (Sweden)

- **Target group:** Women exposed to violence
- **Prevention or early/first response:** Early response
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public society

The Swedish National Centre for men's violence against women, NCK, is a knowledge and resource centre based at Uppsala University. In addition to training for different personnel categories and courses at university level, NCK's mandate includes the conduct of research in connection with patient services and the development of methods for the treatment and care of women exposed to violence. NCK's patient services provide an important foundation for research and a good platform for the development of new methods and includes a 24-hour national helpline, Kvinnofridslinjen.

One of the results is a model with routines and structures for asking questions about exposure to violence and also to give adequate help to women who has experienced violence, Uppsalamodellen. The National Board of Health and Welfare recommend that questions about experiences of violence is asked in the health and social services through the country.

It requires:

- knowledge about violence,
- routines for asking questions about exposure to violence,
- knowledge about how to handle the answer
- routines for documentation
- monitoring
- cooperation with other services

Violence against women as part of educational programmes (Sweden)

- **Target group:** Students
- **Prevention or early/first response:** Prevention
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public society

From 2018 the Systems of Qualifications Ordinance for certain study programmes require that the student shall demonstrate knowledge of men's violence against women and domestic violence. These programmes are those deemed most relevant, in which the students can be expected to encounter perpetrators and victims of violence in their future professions. (These are: Degree of Bachelor of Science in Physiotherapy, Degree of Master of Law, Degree of Master of Science in Medicine, Degree of Master of Science in Psychology, Degree of Bachelor of Science in Nursing, Degree of Master of Science in Dental Surgery, and Degree of Bachelor of Science in Social Work.)

Article 17: Participation of private sector and the media

FIU-Equality: Training of elected union representatives for MORE equality

- **Target group:** Work force

- **Prevention or early/first response:** Prevention and early response
- **Short or long-term effort:** Long-term
- **Public or civil society:** Civil society

FIU-Equality²⁷⁵ is a partnership between The Danish Metalworkers' Union (Dansk Metal), National Federation of Trade Unions in the Service Sector (Serviceforbundet) and The United Federation of Danish Workers (3F). FIU-Equality develop and offer education, courses, conferences, dialogue meetings and network activities. The tasks are taken care of by a network of resource persons and passionate people, who have competences, experience and knowledge within the equality field.

FIU-Equality looks at the workplace as a possible arena for violence prevention and handling of violence. They give advice on how human resource policies can help victims to break out of violent relationships. They also provide training for elected union representatives and colleagues on how to discover victims of violence, how to react and help.

Making festivals safer (Sweden)

- **Target group:** Organisers of festivals, concerts and similar events
- **Prevention or early/first response:** Prevention
- **Short or long-term effort:** Short-term
- **Public or civil society:** Civil society

The night shift, Nattskiftet, is an NGO established to fight against violence and sexual assault and for the right to feel safe at night. The organisation consists of volunteers who visits festivals, concerts and nightclubs to make these events safer. They have also developed a safety list for organizers of festivals. This list contains advice collected among participants in different Swedish music festivals. What do they need to do to avoid violence, rape and sexual harassment?²⁷⁶.

Mandatory company action plans against domestic violence (Iceland)

- **Target group:** Work force
- **Prevention or early/first response:** Early response
- **Short or long-term effort:** Long-term
- **Public or civil society:** Civil society

In November 2015, The Ministry of Welfare issued a regulation on harassment, sexual harassment and violence in the workplace, making it mandatory for all workplaces to have an action plan on prevention and reaction.

Campaigns and measures against online harassment (Finland)

- **Target group:** Children and youth
- **Prevention or early/first response:** Primarily prevention, some early response
- **Short or long-term effort:** Short-term

²⁷⁵ Available from: <http://fiu-ligestilling.dk>

²⁷⁶ Available from: <http://nattskiftet.org>

➤ **Public or civil society:** Public, private and civil society

There are a number of campaigns and efforts that relate to combatting harassment made by the public and private sector and civil society. The National Institute for Health and Welfare has published guidelines on safety skills for both children and teenagers with the aim of protecting these against online sexual harassment and abuse. Another measure is carried out by the phone company Telia, which has started a campaign called “Digiboom” with the Save the Children Fund. The theme of the campaign is children’s rights in digital media, which includes protecting children from online sexual abuse. In addition, the Helsinki Police Department, Victim Support Finland and Save the Children Fund have developed a mobile application which offers children help with recognising sexual harassment and finding help. Finally, the National Audio-visual Institute has published a guide on how parents can monitor and guide how their children use social media.

Measures against violence in city nightlife (Iceland)

- **Target group:** customers of bars and clubs
- **Prevention or early/first response:** Prevention and early response
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public and private society

In 2010, the Human Rights Office in Iceland initiated a project to make bars and clubs violence free, shedding light on the gender-based issues of “nightlife”. The bars will never know that a rape has happened on their location unless charges are pressed, and so there were a lot of bars and clubs in this project that did not know their premises enabled sexual violence. Some were made aware that women advised each other against going to their venues. The dialogue that was then opened up to was very positive, and led to a combination of small actions making a big change. It involved better lighting outside and furnishing corners differently, checking on toilets every 10 minutes, and having the police respond more quickly. In 2017, the cooperation between the authorities and bars continues, this time initiated by the City Council and the Police.

Police present online through “Web-patrol” (Norway)

- **Target group:** The public
- **Prevention or early/first response:** Prevention and early response
- **Short or long-term effort:** Long-term
- **Public or civil society:** Public society

The Norwegian police aims to develop better prevention measures, and having an online presence is part of this. Since 2015, a Facebook-based Net Patrol (Politiets nettpatrolje – Kripos) has provided the public with an easily available contact point online for people experiencing violations, and it is also used for spreading relevant preventive information about various online related risks.

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Appendix 1: A collation of a selection of data on the Nordic countries

(except for Åland, Greenland and the Faroe Island)

Country	Denmark	Finland	Iceland	Norway	Sweden
Action plans on domestic violence	Action plan on combatting violence in the family and intimate relations (2014-2017) Action plan on prevention of honour-related conflicts and negative social control (2017-2020)	Government action plan for gender equality (2016-2019) The action plan for the Istanbul convention (2018-2021)	The action plan on gender equality (2016-2019)	Escalation plan against violence and abuse (2017-2021) Action plan against domestic violence (2014-2017) Action Plan to Combat Violence towards and Sexual Abuse of Children and Young People (2014-2017) Action Plan to Combat Negative Social Control, Forced Marriage and Female Genital Mutilation (2017-2020)	National Strategy for Combating and Preventing Men's Violence against Women (2017–2026) National action plan for combating men's violence against women, violence, and oppression in the name of honour (2018-2020)
Article 10: Coordination	Inter-ministerial working group	An inter-ministerial committee (with members also outside the ministries), under the Ministry of Social Affairs and Health.		The ministry of Justice and Public Security is coordinating the work. In addition an inter-ministerial working group has been set up, and this group has the main responsibility for coordination.	The Division for Gender Equality, located within the Ministry of Health and Social Affairs, is the coordinating body for the new national Strategy to prevent and combat men's violence against women as well as for the implementation of the Istanbul convention. The division convenes an inter-ministerial working group.
Article 12: special focus	Stalking, women and children	Helpline for victims of violence, shelters, rape	Equal pay between women and men Enhance capacity and competence among police, law-enforcement, welfare system Police collaboration	Negative social control, FGM, forced marriage.	Men's violence against women, where boys and men need to be involved.
Vulnerability	Young people and dating violence Digital sexual abuse	Victims of rape, families, children	Children, people with disabilities	Training for parents in vulnerable situations (caregivers in prisons, minority background, asylum seekers, shelter users parents with children with special needs) First-time families (to prevent maltreatment of children)	Children (as victims of trafficking, exploitation and abuse), asylum seekers in vulnerable situations (victims of violence, LGBT), marriage migrants
Boys and men	«a goal of providing gender-specific support»	Education of conscripts Boy's line (phone service)	Two established NGOs, where one work with victims of sexual violence and abuse.	Reform – resource centre for men help men in various difficult situations, and have	The national strategy recognise boys and men as victims of domestic violence, and there are

			Support groups, psychology centre focusing on boys and men, awareness group online	worked with shelters to help improve services for men. Safety MC give lectures on bodily integrity and sexual abuse, and provide a safe community for victims of sexual abuse.	campaigns that target men specifically but mainly as perpetrators.
Violence against disabled persons			Mentioned as a special focus area in the Government declaration of cooperation, concerning violence	People with disabilities are included in the programme TryggEst, a working model for municipalities to prevent violence and abuse against at-risk adults	
Violence against LGBT-persons					
Ethnic minorities					
Honour-related violence	App Dialog team on negative social control Strengthening ethnic minority parents Youth opinion network Information for refugees on Danish norms on e.g. gender equality	Decision by the supreme court of evicting a perpetrator of honour-related violence	FGM and violence related to culture, customs and honour is covered by the general penal code.	A national expert team advise public service employees on FGM, forced marriage and honour-related violence. "In cases of forced marriage and FGM, when it proves necessary to return people from abroad, the Expert team is the point of contact for the Ministry of Foreign Affairs (UD), and for coordination with relevant agencies in Norway." Shelter services for victims of forced marriage and honour-related violence Teaching material and information leaflets on forced marriages and social control has been spread to schools and minority councillors.	214 SEK is allocated for measures targeting honour-related violence between 2018-2020 Website including training for professionals on honour-related violence including FGM and forced marriage, including a national support helpline. Projects targeting children and youth to inform about honour-related restrictions.
Empowerment of women (in an intersectional perspective)	Shelters	Girls' house MONIKA multicultural women's association Strengthening of shelters	A project is carried out with a goal to eliminate gender-based violence and increase reports of violence to the police. There is particular focus on pregnant women and disabled women. Shelter	Migrant women in the labour market. Shelters	Shelters
Article 13: target groups for campaigns and topics	School pupils: on love and control, protection from abuse, values, and on sexuality education Youth: on domestic violence, and on negative social control Football and handball players and audiences: violence	Girls and young women: sexual violence and harassment Everyone: sexual harassment in public spaces Frontline services&professions: awareness of shelter services Boys&men: aggression management	General public, children, professionals who work with children: Awareness of sexual violence against children	Youth: general information Victims of domestic violence: information on violence and how to get help Youth/young adults: prevention of date rapes and party rapes, domestic violence, revenge porn, online harassment	General public: encouragement to report domestic violence to the police Swedish citizens who exploit children abroad: information on conviction in Sweden Children and youth: general information website

	Women from ethnic minorities: subject to violence Victims of rape Everyone: awareness of stalking Professionals working with children	Adolescents: body awareness and sexual violence Teachers: domestic violence General population: domestic violence Christian community: prevention Social media users: love and respect		General public: awareness of domestic violence Youth: negative social control	Municipalities: guidelines for helping victims of domestic violence (Potential) Perpetrators: encouraging perpetrators to seek help Teachers, parents, children, youth: no hate-speech online
Article 14: Education. Explicit focus in schools on gender equality?	Gender equality is included as a topic.	Gender equality included as a topic Every school is required to write an equality plan	Gender equality included as a topic	Gender equality included as a topic	Gender equality included as a topic
Gender equality included explicitly in the aim of the general education/basic schooling/national curricula	Human rights	Human rights.	Gender equality is one of six main pillars for the National Curriculum	Equality is mentioned in the Education Legislation. Generally a human rights focus.	Human rights. In addition, "schools should actively and consciously further equal rights and opportunities for women and men and has a responsibility to counteract traditional gender patterns"
Article 15: Training of professionals. Which professionals are trained and what is the focus?	Healthcare personnel: sexual abuse, rape, detection of violence Courts: no specific mention of domestic or gender-based violence Municipalities: domestic violence, honour-related conflicts, early detection of violence and sexual abuse Police: stalking, domestic violence, honour-related violence, children, hate-crime Frontline services: youth, mutual violence, men exposed to violence, LOKK-training for shelters	Municipal social and health-care professionals: prevention of domestic violence Police: awareness of domestic violence Maternity and child welfare clinics: detection of violence Police cadet training: domestic violence and sexual crime Law enforcement: trafficking, sexual crime, hate crime, discrimination Prosecutors: sexual and domestic violence Lawyers: sexual crimes, civil and family law	Social services, health care professionals, midwives, police: guide book on domestic violence Teachers: violence against children Various frontline services: cooperation, domestic violence School and pre-school: talking about violence	Health services: domestic violence, forced marriage and FGM, detect violence, prenatal screening for pregnant women, child maltreatment. Schools: forced marriage, FGM, negative social control Police: spousal assault risk assessment, domestic violence Frontline services: forced marriage, FGM, extreme social control Caregivers in kindergartens etc: awareness of violence Social service administrators: domestic violence, forced marriage, trafficking	Students and professionals in frontline services: men's violence against women Courts: violence against women Police, prosecution, courts: sexual crime Country administration: domestic violence, honour-related violence, forced marriage, FGM Municipalities and civil society organisations: gender-aware prevention of violence

Appendix 2: Questionnaire

On legislative and other measures giving effect to the provisions of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention). Based on article 10, 11, 12, 13, 14, 15 and 17

Adapted by KUN for the Nordic Countries.

Please provide answers in a separate document, in English. Make sure to mark your answers with the numbers/letters corresponding to each question. Please send the document to elisabeth.stubberud@kun.no by the 22nd of May.

Integrated policies and data collection

Article 10 – Co-ordinating body

1. Parties shall designate or establish one or more official bodies responsible for the coordination, implementation, monitoring and evaluation of policies and measures to prevent and combat all forms of violence covered by this Convention. These bodies shall co-ordinate the collection of data as referred to in Article 11, analyse and disseminate its results.
2. Parties shall ensure that the bodies designated or established pursuant to this article receive information of a general nature on measures taken pursuant to Chapter VIII.
3. Parties shall ensure that the bodies designated or established pursuant to this article shall have the capacity to communicate directly and foster relations with their counterparts in other Parties.

- 10a.** Have your authorities established or designated one or more official bodies²⁷⁷ in application of Article 10, for the co-ordination and implementation of policies and measures to prevent and combat all forms of violence covered by the Convention?

If so, for each body, please indicate the

- 1 name;
- 2 administrative status;
- 3 extent/length of term (permanent/temporary);
- 4 powers and competences;
- 5 composition (in particular, please specify if NGOs active in combating violence against women are members);
- 6 annual budget;
- 7 human resources (namely number of staff, their general professional backgrounds and any training on the Convention received); and
- 8 main results obtained since its establishment.

²⁷⁷ The term "official body" is to be understood as any entity or institution within government (Explanatory Report, paragraph 70).

10b. Have your authorities established or designated one or more separate body(ies) for monitoring and evaluating policies and measures to prevent and combat all forms of violence covered by the Convention?

If so, for each body please indicate the

- 1 name;
- 2 administrative status;
- 3 extent/length of term (permanent/temporary);
- 4 powers and competences;
- 5 composition (in particular, please specify if NGOs active in combating violence against women are members);
- 6 annual budget;
- 7 human resources (namely number of staff, their general professional backgrounds and any training on the Convention received); and
- 8 main results obtained since its establishment.

10c. Please elaborate on how the national coordinating unit(s) work(s) in your country.

Article 11 – Data collection and research

1. For the purpose of the implementation of this Convention, Parties shall undertake to:
 - a. collect disaggregated relevant statistical data at regular intervals on cases of all forms of violence covered by the scope of this Convention;
 - b. support research in the field of all forms of violence covered by the scope of this Convention in order to study its root causes and effects, incidences and conviction rates, as well as the efficacy of measures taken to implement this Convention.
2. Parties shall endeavour to conduct population-based surveys at regular intervals to assess the prevalence of and trends in all forms of violence covered by the scope of this Convention.
3. Parties shall provide the group of experts, as referred to in Article 66 of this Convention, with the information collected pursuant to this article in order to stimulate international co-operation and enable international benchmarking.
4. Parties shall ensure that the information collected pursuant to this article is available to the public.

11a. Please specify the entities²⁷⁸ collecting relevant data and the type of data collected by each of them.

11b. With regard to each type of data, please indicate if the data is disaggregated by sex, age, type of violence as well as the relationship of the perpetrator to the victim, geographical location, and any other factors deemed relevant, for example disability.

11c. How is this data collated?

11d. Is the data made public at national level?

11e. Please give information on the main research projects supported by your government in relation to Article 11 paragraph 1b in the years 2011-2016.

²⁷⁸ Please specify if data are collected by all publicly funded agencies which are mandated in your country to assist victims and prevent violence. If so, please explain which data are collected, for example, by:

- a. law enforcement agencies/criminal and civil justice services (including the police, prosecution services, courts, and prison and probation services);
- b. health care services (for example doctors, accident and emergency services, hospitals);
- c. social services, social welfare and specialist victim services (state and NGO); as well as
- d. other official bodies generally mandated for data collection, such as the statistical office/bureau.

11f. Please indicate research programmes funded by your government, and the amount of money allocated for this research.

11g. Please provide information on main population-based survey(s) conducted on violence against women as required by Article 11, paragraph 2.

For each survey, please indicate

1. the form(s) of violence covered;
2. its geographic reach (state-wide, regional, local);
3. its main results; and
4. whether the results were made public (with an indication of the sources).

11h. How do population based surveys and research influence policies and decision-making?

11i. Has there been identified any particular needs for further developments of either population-based surveys, or other forms of research on violence against women?

Prevention

Article 12 – General obligations

1. Parties shall take the necessary measures to promote changes in the social and cultural patterns of behaviour of women and men with a view to eradicating prejudices, customs, traditions and all other practices which are based on the idea of the inferiority of women or on stereotyped roles for women and men.

2. Parties shall take the necessary legislative and other measures to prevent all forms of violence covered by the scope of this Convention by any natural or legal person.

3. Any measures taken pursuant to this chapter shall take into account and address the specific needs of persons made vulnerable by particular circumstances and shall place the human rights of all victims at their centre.

4. Parties shall take the necessary measures to encourage all members of society, especially men and boys, to contribute actively to preventing all forms of violence covered by the scope of this Convention.

5. Parties shall ensure that culture, custom, religion, tradition or so-called “honour” shall not be considered as justification for any acts of violence covered by the scope of this Convention.

6. Parties shall take the necessary measures to promote programmes and activities for the empowerment of women.

12a. In light of the overarching general obligations in the area of prevention provided for in Article 12, paragraphs 1 to 6, please provide an account of preventive action taken, including to promote changes in the social and cultural patterns of behaviour of women and men with a view to eradicating prejudices, customs, traditions and other practices which are based on the idea of the inferiority of women or on stereotyped roles for women and men.

Such preventive action must address the specific needs of persons made vulnerable by particular circumstances and place the human rights of all victims at their centre. It must also encourage all members of society, especially men and boys, to contribute actively to preventing all forms of violence, and include the promotion of programmes and activities for the empowerment of women. Please also indicate which measures have been taken to ensure that culture, custom, religion, tradition or so-called honour are not considered as justification for any acts of violence.

Please bear in mind that the above principles apply to all preventive measures taken in accordance with the obligations contained in Chapter III.

- 12b.** When it comes to preventing violence against women, domestic violence, and gender-based violence, are there at present any particular areas or groups that are being prioritised in this work?
- 12c.** Which administrative units, political institutions, research institutions, civil society-actors and others are at present involved in the main measures to raise awareness about equality, and prevent violence against women, gender based violence and domestic violence?

Article 13 – Awareness-raising

1. Parties shall promote or conduct, on a regular basis and at all levels, awareness-raising campaigns or programmes, including in co-operation with national human rights institutions and equality bodies, civil society and non-governmental organisations, especially women’s organisations, where appropriate, to increase awareness and understanding among the general public of the different manifestations of all forms of violence covered by the scope of this Convention, their consequences on children and the need to prevent such violence.
2. Parties shall ensure the wide dissemination among the general public of information on measures available to prevent acts of violence covered by the scope of this Convention.

- 13a.** What campaigns and programmes on any of the forms of violence covered by the Convention have your authorities promoted or conducted in accordance with Article 13, paragraph 1?
- 13b.** Which particularly successful campaigns, programmes, actions, policies, etc. would you like to draw attention to, that have been promoted or conducted in accordance with Article 13, paragraph 1 *and* 2?
- 13c.** Please elaborate on what preconditions made these campaigns, programmes, actions, policies, etc. successful.
- 13d.** Do you have any particularly good examples of collaborations between the public and private sector, NGOs, the media, and other relevant bodies in the field? What characterised these collaborations?

Article 14 – Education

1. Parties shall take, where appropriate, the necessary steps to include teaching material on issues such as equality between women and men, non-stereotyped gender roles, mutual respect, non-violent conflict resolution in interpersonal relationships, gender-based violence against women and the right to personal integrity, adapted to the evolving capacity of learners, in formal curricula and at all levels of education.
2. Parties shall take the necessary steps to promote the principles referred to in paragraph 1 in informal educational facilities, as well as in sports, cultural and leisure facilities and the media.

- 14a.** What steps have your authorities taken to include teaching material²⁷⁹ in formal education curricula at all levels of education, and/or in non-formal education, as required by Article 14, paragraph 1?
- 14b.** How is knowledge about issues such as gender equality, and the various forms of violence that are part of the Istanbul convention, included in teaching material?
- 14c.** How is this education implemented? Is it limited to particular subjects, or particular times of the school year, or is it mainstreamed across subjects?

²⁷⁹ The term “teaching material” refers to material on issues such as equality between women and men, non-stereotyped gender roles, mutual respect, non-violent conflict resolution in inter-personal relationships, gender-based violence against women and the right to personal integrity.

- 14d.** What resources are teachers provided with, in teacher training or otherwise, in order to be able to include the topics that are part of the Istanbul convention?

Article 15 – Training of professionals

1. Parties shall provide or strengthen appropriate training for the relevant professionals dealing with victims or perpetrators of all acts of violence covered by the scope of this Convention, on the prevention and detection of such violence, equality between women and men, the needs and rights of victims, as well as on how to prevent secondary victimisation.

2. Parties shall encourage that the training referred to in paragraph 1 includes training on coordinated multi-agency co-operation to allow for a comprehensive and appropriate handling of referrals in cases of violence covered by the scope of this Convention.

- 15a.** Please indicate (using Table 1 in the Appendix) the categories of professionals who receive initial training (education or professional training) as required by Article 15²⁸⁰. Additional information which you consider relevant in this context may be provided in narrative format.
- 15b.** Please indicate (using Table 2 in the Appendix) the number of professionals per year who have benefitted from in-service training on violence against women. Additional information which you consider relevant in this context may be provided in narrative format.
- 15c.** Which areas are of particular priority regarding in-service training for professionals who work in the frontline services (including, e.g., police, medical personnel, social workers at shelters etc.) on violence against women and domestic violence?
- 15d.** Which arenas are established for the frontline services working on domestic violence and violence against women, where they can meet and develop common understandings of the issues at stake?
- 15e.** To what extent is information about particularly vulnerable groups prioritised for the in-service training? These groups can be, for example, children, youth, migrants or elderly people?

Article 17 – Participation of the private sector and the media

1. Parties shall encourage the private sector, the information and communication technology sector and the media, with due respect for freedom of expression and their independence, to participate in the elaboration and implementation of policies and to set guidelines and self-regulatory standards to prevent violence against women and to enhance respect for their dignity.

2. Parties shall develop and promote, in co-operation with private sector actors, skills among children, parents and educators on how to deal with the information and communications environment that provides access to degrading content of a sexual or violent nature which might be harmful.

- 17a.** What action has been taken to encourage the private sector, the information and communication technology (ICT) sector and the media, including social media, to participate in the elaboration and implementation of policies as set out in Article 17, paragraph 1?
- 17b.** What work is being done to counteract negative and/or degrading stereotypes of women in the media?
- 17c.** What work is being done to increase knowledge about gendered cyber violence?

²⁸⁰ This comprises training on the prevention and detection of violence against women, standards of intervention, equality between women and men, the needs and rights of victims, prevention of secondary victimisation, multi-agency co-operation.

- 17d.** What specific measures are being taken to educate children, parents and teachers about degrading sexual or violent content online, including in social media?
- 17e.** Please specify which self-regulatory standards such as codes of conduct for the ICT sector and the media, including social media, exist in the area of violence against women and/or gender equality (for example to refrain from harmful gender stereotyping and spreading degrading images of women or imagery which associates violence and sex).
- 17f.** What measures have been taken to encourage the establishment of protocols or guidelines, for example, on how to deal with sexual harassment in the workplace; and to raise awareness of human resources staff on issues of violence against women, including domestic violence?
- 17g.** Please indicate any other measures taken or planned to prevent violence against women.

Appendix 3: Intervjuguider

Spørsmål til byråkrater

Generelle spørsmål

Hva og hvordan drives arbeidet på voldsfeltet fremover? Handlingsplaner? Andre dokumenter?
Hvem driver arbeidet fremover? Hvilke departement, etc?

Koordinering

Hvem har koordineringsansvar for voldsfeltet? Hvilke departement?
Hvem har ansvaret for arbeidet med Istanbulkonvensjonen og rapportering til Grevio?
Hvem har ansvar for monitorering og evaluering av arbeidet som gjøres knyttet til Istanbulkonvensjonen?
Hvem har ansvar for handlingsplaner om kjønnsbasert vold?
Hvem følger opp tiltak i disse handlingsplanene?

Datainnsamling

Hva vil du si er de største utfordringene på voldsfeltet som ditt land står ovenfor nå?
Hvordan har dere kommet frem til at dette er det største problemet akkurat nå?
Hvordan skaffer dere bakgrunnskunnskap for å utforme politikk?
Hvor får dere data fra?
Er det noen datakilder dere savner?
Hvordan offentliggjøres data på voldsfeltet? Hvordan gjøres det tilgjengelig for de som jobber på feltet?
Ser dere gjennom eksisterende data, for eksempel gjennom tid, at noen gjennomførte tiltakene på voldsfeltet har gitt resultater?

Forebygging

I hvor stor grad jobbes det voldsforebyggende i ditt land?
Hvordan opplever du at klimaet er her for å jobbe preventivt mot kjønnsbasert vold?
Knyttes arbeid mot kjønnsbasert vold opp mot maktulikhet mellom kvinner og menn i ditt land? Har du noen eksempler på dette?

Avslutning

Fra et byråkratperspektiv, hva er de største utfordringene med å jobbe mot kjønnsbasert vold i ditt land nå?
Hva gjør ditt land som du synes fungerer spesielt godt?

Spørsmål til sivilsamfunnsaktører

Om organisasjonen

Hvordan jobber din organisasjon på voldsfeltet?
I hvor stor grad finansieres organisasjonen av offentlige midler?
Hvordan finansieres enkeltprosjekter?

Forebyggende arbeid

Jobber din organisasjon voldsforebyggende? Hvordan?
Har du noen spesielt gode prosjekter/eksempler du vil trekke frem?
I Istanbulkonvensjonen fokuseres det på forebyggende arbeid på følgende felt: awareness-raising, education, training of professionals, participation of the private sector and the media. Knyttes deres arbeid opp mot disse feltene? Hvordan?
Kjenner du til andre organisasjoners arbeid som har vært spesielt godt?
Hvordan vet du at dette arbeidet har fungert spesielt godt?

I hvilken grad knyttes arbeid mot kjønnsbasert vold opp mot maktulikhet mellom kvinner og menn i ditt land, mer overordnet? Har du noen eksempler på dette?

Datainnsamling

Har din organisasjon tilgang på nødvendig bakgrunnskunnskap om den nasjonale statusen på voldsfeltet som dere føler at dere trenger?

Hvilke typer data/kunnskap bruker dere i deres arbeid? Hvor får dere denne dataen/kunnskapen fra?

Er det data eller kunnskap dere savner eller ikke har tilgang på?

Avslutning

Fra ditt perspektiv, hva er de største utfordringene med å jobbe mot kjønnsbasert vold i ditt land nå?

Hva gjør ditt land som du synes fungerer spesielt godt?

Garcia, Enrique, and Juan Merlo. "Intimate Partner Violence against Women and the Nordic Paradox." *Social Science and Medicine*, no. 157 (2016): 27-30.



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perspectives for change

