

Honour Related Violence

European Resource Book and Good Practice

Based on the European project
"Prevention of violence against women and girls in patriarchal families"



Kvinnoforum
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Preface

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Abbreviations

HRV - honour related violence

FGM – female genital mutilation

CSO – civil society organisation

NGO – non governmental organisation

EUROPOL – European Union Law Enforcement Co-operation

UN – United Nations

Resourcebook Honour Related Violence

1 Introduction

This Resource Book is one of the outcomes of a European project regarding honour related violence. The purpose of this Resource Book is to increase and improve the support to those who suffer from honour related violence (HRV), and to prevent the future occurrence of this violence. The Resource Book gives an overview of the present situation of HRV in the respective countries that have participated in this project, and discusses the level of occurrence of HRV. It also points out important findings and gives recommendations for future work against HRV in the participating countries.

This Resource Book also provides a presentation of examples of good practice. We have chosen to highlight a number of good examples of supportive and preventive work from both authorities and civil society organisations to cover different areas in regard to working against HRV, but there are many more. Additional contacts can be found at the end of each country report in an overview of organisations working against HRV, and the various preventive and supportive work they do. There is also a presentation of initiatives, contact persons or resource groups from different authorities.

The material and discussions presented in this report is based on interviews with professionals from different sectors of society and do not claim to be complete, statistically substantiated or provide the ‘whole truth’, but rather give an overview of the situation based on the interviews we have done. We have tried to let as many people as possible have their voices heard regarding HRV in order to give a comprehensive picture. Since there are many countries represented in this Resource Book we had to limit the amount of the material for it to be manageable. As a consequence, this might lead to restricted possibilities of giving a justified account to all the topics discussed below. But hopefully this will serve as an inspiration to learn more and also provide the tools to do so.

This Resource Book is the result of a project financed by the European Commission, DG Social Affairs and Employment. It is part of the Transnational Exchange Program, which is part of the European work to combat poverty and social exclusion. Since HRV in many ways could be seen in relation to social exclusion, this is also addressed in this report.

This Resource Book is a complement to, and an updated version of, the Resource Book produced in this project in 2003. There has been an addition of four countries; Bulgaria, Cyprus, Germany and the UK, as well as an addition of perspectives highlighted. Last year’s report focused mainly on the work of civil society organisations (CSOs). This time it has been complemented with the views of the authorities; social services, police, the judiciary, prosecutors and schools.

During 2004 the project has been responsible for organising two major conferences on the theme;

- In June at the EUROPOL headquarters in the Hague, the Netherlands, Kvinnoforum held a conference on honour killings and honour related violence together with the Metropolitan Police Service (UK) and EUROPOL for high ranking police officers from all over Europe. At the conference a plan of action was discussed and a network was formed with police officers from over 20 European countries.
- In October 2004 in Stockholm a European conference on HRV was organised by Kvinnoforum with partners, called “Honour Related Violence within a Global Perspective: Mitigation and Prevention in Europe”. The conference was attended by 140 participants from all sectors of society from 12 different European countries, several Middle Eastern countries and the USA. The focus of the conference was primarily to exchange knowledge and experience regarding status and good practice, and also to form a European plan of Action, which was unanimously approved by the participants. (See appendix “the Stockholm Declaration”)

Parts of the discussion in this Resource Book stem from these two conferences.

The seven partners that produced this Resource Book are;
Stiftelsen Kvinnoforum, Sweden.
Metropolitan Police Service/New Scotland Yard, UK,
TransAct, the Netherlands,
Papatya, Germany,
Mannerheim Child Foundation, Finland
Mediterranean Institute of Gender studies, Cyprus,
Bulgarian Gender Research Foundation, Bulgaria,

Stiftelsen Kvinnoforum is the co-ordinating organisation of the project, and has written the main introduction of the Resource Book. Each partner organisation contributed, and is responsible for the content of one chapter each.

The Resource Book consists of eight parts.

Part I gives a brief background description of honour related violence, discusses the definition of HRV and puts it in the context of the European work to combat poverty and social exclusion. It also presents an overview of the main findings and recommendations for future work.

Parts II-VIII presents the participating countries' reports. They are based on interviews with organisations and authorities that work to prevent and/or support those suffering from HRV. The reports describe the situation of HRV, discuss the occurrence of HRV and the preventive/supportive work. They also problemize the situation of boys/men, and discuss co-operation between actors of society in terms of prevention and support. There are also examples of good practice in regard to the work to combat and prevent the occurrence of honour related violence.

- Part I and II are written by a team from the intercultural unit at *Kvinnoforum*: Johanna Förberg, project manager, Cecilia Palmgren, Head of unit, Camilla Rahman, project staff. Majda Mujakic, intern, has performed part of the interviews.
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Honour related violence is a global problem. Challenging the parameters of the power dynamics involved in honour related violence is complex since they are embedded in interpersonal relations, family, community and culture. It is vital to emphasise the importance of approaching honour related violence on the basis of human rights, to be able to find constructive solutions. The strategy to combat HRV must therefore be multileveled and include interventions at the level of the state, community/family, and individuals.

The situation in many European countries today provides the opportunity for raising the problem of HRV to the agenda, to develop cross sector co-operation, to make an inventory of the situation of HRV, and thus to alleviate the situation of those suffering from HRV.

Many notable initiatives regarding HRV exist today, along with expressed support from society to combat this problem. It is however, vital that the knowledge is spread, that the work is co-ordinated and that the level of awareness is raised substantially. The small efforts will not suffice to reach the goal of ultimately eradicating HRV worldwide.

We hope this Resource Book will serve as an instrument for actors working against HRV, and that it will lead to increased co-operation to combat violations of human rights committed in the name of honour.

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2 Background

Honour related violence (HRV) is a specific form of violence against women. Like most forms of oppression and violence against women it is based on claims to control women's sexual and social choices and the perception of women as male property, which pervades all societies around the world. Honour related violence is a global problem, but the practice of it can be seen as more common in certain parts of the world, such as India, Pakistan, Bangladesh and countries in the Middle East. With female genital mutilation included in the definition also many parts of Africa. In the last years the problem has been identified as extensive in many parts of Europe as well.

The areas in countries where the occurrence of HRV is frequent are usually distinguished by collectivist societies. The family in these societies is the smallest entity, not the individual and the family has a strict hierarchic structure. The norms and values based on honour are embedded in the collective identity and actions have consequences for the public reputation of all actors involved, i.e. the whole extended family. It is this normativity and the collectivist aspect of honour that makes it so complex and resistant to change. The female reputation in these societies is a way to ensure a good economic relation with other families. In small societies you are in need of good relations with each other for a good life. There is no state to take care of you if something happens. This has to be seen from the point of view of the magnitude of the importance of keeping the collective group together. It is a fundamental part of a social welfare system, in a society where the state is next to non-existent and the collective is all there is. These systems often stem from periods when that was the only societal structure there was and has persisted through time and still serves a purpose in most of these areas. The value attached to honour is a way to maintain the social system.

The concept of honour is strongly connected to control, the control is mainly executed by the males in the family, but also the females, such as mothers, and married sisters take part in this control and function as gatekeepers for this system. In general, if they would not keep up the system they too would be subject to violence or even get killed. To correct 'mistakes' with violence and sometimes even killings is fundamental for this system to survive.

It should be kept in mind that it is difficult to lift the system connected to values and norms based on honour out of its context, without simplifying the complexity. This should be seen as an overview into the complex of problems it constitutes.

When the honour of a man or a family is threatened or 'stained' the punishment is aimed at the woman responsible for trespassing the limits of accepted behaviour. That could be interaction with the opposite sex, or maybe just rumours of such interaction. In relation to a man's honour, the control of women's sexuality is of great importance, which means that women's behaviour must be controlled for the honour to be kept intact. This entails for instance, that her contact outside the family and the home is very limited. The female's role is to stay virgin until married off, then breed children and take care of the household. Therefore her virginity is of utmost importance to keep intact before marriage. The reason for the early marriages within these groups is also a way of securing the purity of the bride. Within the group a man's honour is an asset for him and for his extended family. There is an asset in a girl's virginity to be able to marry her off. Commonly the marriage is part of some form of trade between families for example by attaining another girl/woman in return for a male in the family. It also gives the males status if they keep the female family members 'pure', i.e. virgins, for marriage. It gives them the right to be met with respect from others in the social group the males belong to. This, as mentioned above, functions as a social security system in many of the communities where HRV is practised, as means of survival of the community where dependence on each other permeates everyday life.

Contrary to popular belief, honour crimes do not have anything to do with religion, although perpetrators may try to justify their actions on religious grounds.

In UNFPA's (United Nations Population Fund) report "State of the World Population 2000", it is estimated that approximately 5000 women and girls are killed in what they call 'honour killings' every year all over the globe. This figure is probably a fraction of the real numbers, and is also on the rise world-wide according to Asma Jahangir, former special rapporteur on extrajudicial, summary and arbitrary execution (UNFPA 2000). Separate reports account for higher numbers. The Independent Women's Organization in Kurdistan reported in 2001 that up to 4,000 women

have been the victims of honour killings since 1991 in Iraqi Kurdistan¹ and according to Pakistan's Interior Ministry in August 2004, more than 4,000 males and females have been victims of honour killings since 1998².

In 2002 the UN General Assembly was able to adopt Resolution 57/179, "Working towards the elimination of crimes against women committed in the name of honour". It called upon states to "investigate thoroughly, prosecute effectively and document cases of crimes against women committed in the name of honour and punish the perpetrators. States need to intensify efforts to raise awareness of the need to prevent and eliminate crimes against women committed in the name of honour, with the aim of changing the attitudes and behaviour that allow such crimes to be committed by involving inter alia, community leaders". An updated resolution presented by the UK and Turkey was adopted by the UN on the 28th of October, 2004, this time including girls in the definition. The resolution, calls on the international community to intensify efforts to prevent 'honour crimes', and presses for states to ensure they have effective legislation in place to punish those responsible. The resolution was co-sponsored by 79 countries from all parts of the world³.

Honour related violence, with honour killings as its most extreme form, has come to manifest itself more clearly in Europe in the last decade. This includes honour killings, forced marriages, early marriages, and family-based violence and threats by predominantly males against females. The European Union (EU) has equality between men and women as one of its primary goals. However, the implementation of policies of equality has proved to be a hard task, especially when it comes to ethnic minority groups. Many girls and women today all over Europe are subjects of discrimination and violence within their families. The recognition and the level of awareness about HRV however vary within the European countries. The report of the Committee on Equal Opportunities for Women and Men, drawn by the Parliamentary Assembly of the Council of Europe adopted in April 2003, entitled "So called honour crimes", gives the member states recommendations to actively work to end this violence through a number of measures⁴.

The Dutch presidency of the European Union held a ministerial conference on emancipation in July 2004, where EU ministers spoke about the continuation of the creation of laws and appropriate measures to combat harmful practices, such as female genital mutilation, early and forced marriage, and crimes committed in the name of honour. It was suggested by the presidency to start a feasibility study for a possible community action programme to prevent and combat traditional practices harmful to women and girls⁵.

In several European countries, cases of murder and violence in the name of honour have become increasingly common – or more likely, they have been common for many years, but have now started to become visible. This is mainly due to the influx of immigrants, refugees, asylum seekers and relatives from regions of conflict or poverty where the system of norms and values based on honour is prevalent. People from these areas in general have a low level of trust in the state compared to the majority in the countries of reception, where the tendency is a higher level of trust in the state authorities and reliance on a social welfare system. The need of belonging to specific social groups for survival is not as relevant in the reception countries. Therefore, when families emigrate from countries with strong patriarchal traditions, collective and family-based values, a clash of socio-cultural patterns occur when the families encounter the new countries' more individualistic values and attitudes.

According to Al-Baldawi (1998), there are three ways of handling the process of integration and shaping their family structures for immigrant families with strong patriarchal traditions. One way to integrate is to abandon the culture of origin and shape a family structure similar to those in the new country. Another is to adapt the old culture while still integrating into the new society. And a third way is to preserve the old, traditional, patriarchal family structure, and perhaps stick to these even more strongly than in the home country. Which of these strategies is chosen, can be said to

¹<http://web.amnesty.org/library/Index/engACT770012001?OpenDocument&of=THEMES%5CWOMEN>

²http://www.plusnews.org/report.asp?ReportID=43885&SelectRegion=Central_Asia&SelectCountry=PAKISTAN

³ <http://www.wluml.org/english/news/UN-res-L-25.pdf>

⁴ <http://assembly.coe.int/Documents/AdoptedText/TA03/ERES1327.htm>

⁵ http://www.emancipatieweb.nl/pagina_2

depend on many factors in the country of immigration⁶. Which factors influence the families' strategies will be discussed further on in this report.

Girls and women suffer physical and psychological violence within their own families. Boys are also subjected to HRV, although not to the same extent as the girls, usually through forced marriages, and in the case of homosexuality, threats and psychological violence is common. Boys can also suffer in this system of oppression in their role as perpetrators having to control their sisters or other female relatives, and sometimes perform acts of violence or even murder. Often, younger male members of a family are designated to commit the threats, the violence and sometimes even murder in order to keep the family honour intact. Boys have also been used in order to avoid severe punishment since they are minors. They also risk severe repercussions from the family/community if they do not do their 'duty'. These boys and young men carry a great weight by being in a society that is becoming more and more multicultural, where this behaviour is not accepted, in a society where other mechanisms are more important than to maintain the honour of the family.

Knowledge of the cultural background of this kind of violence is needed in order to support the members of strongly honour normative families, especially those who suffer from HRV and to prevent its occurrence. Knowledge is also important in order to prevent that these groups risk further marginalisation in society. Moreover, it is important to discuss the societal support and the effectiveness of the social welfare system to immigrants at large, especially to the most socially excluded among this group.

It is highly important to base the discussion of HRV on the principle of maintaining respect for universal human rights in order to avoid the risk of stigmatising immigrant communities, which could result in anti-immigrant sentiments and policies and also further social exclusion. In the case of immigrant communities it is also essential to analyse the structural and policy constraints that may prevent the equal participation of individual immigrants in the wider society. This situation may leave them dependent upon the solidarity network of their own community and therefore a higher probability of maintaining these norms and values.

3 Definition

In order to make sure that those who suffer from honour-related violence receive accurate support, and in order to prevent HRV from occurring, it must be seen as vital that HRV is distinguished from other forms of violence against women. By distinguishing HRV, as a specific kind of violence against women, should by no means be interpreted as giving priority to one form of violence committed against women and girls. The aim is rather to draw attention to the existence of this problem and emphasise what can be done to eliminate it. Experience has showed that the acknowledgement of the existence of a problem is the first and maybe the most important step in tackling it.

To be able to discuss the definition of honour related violence, there is need to distinguish crimes in the name of honour and so called 'crimes of passion'. The choosing of terminology in regard to passion is as contradictory as the use of honour, but these terms are used in lack of other more useful ways for a majority to comprehend what the discussion focuses on.

One way to practically distinguish so-called 'crimes of passion' from HRV, is to look at the perception of the act of the perpetrator. In the case of crimes of passion the act of the perpetrator is usually condemned by both the perpetrator's and the victim's family. In the case of HRV the act of the perpetrator is usually encouraged, or at least accepted, by his/her family, extended family and/or community and in some cases this is the same as the victim's very own family.

The importance of having a working definition has proved most important to be able to raise the issue and clarify that this is a specific form of violence within the umbrella term 'domestic violence'. In this project the working definition of honour related violence is:

⁶ Al-Baldawi, R. (1998). *Psykosociala konsekvenser av en förändrad familjestruktur*. Läkartidningen, volym 19, nr. 19/1998, sid 2223-2231

“Honour related violence is a form of violence perpetrated predominantly by males against females within the framework of collective based family structures, communities and societies where the main claim for the perpetuation of violence is the protection of a societal construction of honour as a value system, norm or tradition.”

4 Honour related violence and social exclusion – a gender issue

The Transnational Exchange Program, that funded this project and the Resource Book, is part of the European Commission’s work against poverty and social exclusion. Therefore the focus of the analysis of this chapter will be on the relation between HRV, poverty and social exclusion.

Violence against women is a crime against basic human rights and freedoms. It is also a barrier to the development of societies. In many strongly honour normative families, women’s fears of violence limit their movement and activity outside the home, as well as their integration into society. In this sense their possibilities to work and study are severely limited. The violence and control thus works against social inclusion. Both women that are experiencing violence and men that are using the violence, are at risk of social exclusion and poverty. Violence against women in strongly honour normative families is therefore individual social tragedies as well as a great socio-economic loss to society. In general, young women and men as a group are also at great risk of poverty. There is much evidence that children growing up in poverty tend to do less well educationally and have poorer health, therefore they enjoy fewer opportunities to participate and develop socially, both recreationally and culturally. They are also at a greater risk of being involved in or affected by anti-social behaviour and substance abuse.

The families in Europe where HRV occurs are more often than not immigrant families where the integration process, at varying levels, have been insufficient and are already poor and socially excluded. Generally members of these families have not entered the labour market or have low paid jobs. When being poorly integrated, not feeling part of society and far away from the well-known structures in the country of origin, there are tendencies to maintain traditions in order to preserve an identity, a belonging to the group. It is a social phenomenon not uncommon in minority groups outside their normal environment all over the world and the mechanisms to return to familiar practices when society is perceived to be unstable and insecure is a human trait. As long as the minority group or collective have more to offer than the majority community individuals will continue to seek contact with their compatriots. In this sense, HRV can be seen as an indicator of social exclusion and poverty. It should be said, to avoid a simplification of the problem that HRV also occurs within rich and well-established families, so wealth and integration is not necessarily a guarantee that HRV does not occur. But the extent of it seems to vary.

The girls and young women at risk of being subjected, or subjected, to HRV are especially at risk of poverty and social exclusion for two reasons. First of all, because of the prevalent honour norms and values, such as being married off to have children and take care of the household, they are often hindered from taking part of education, particularly on higher levels, and therefore also integration into society. Secondly, the lack of support in the situation of the girls that are forced to flee their homes in fear of violence or even being killed. The situation for these girls right now is that they are placed in a new location with no jobs, they have difficulties to get the studies started again and a total lack of social networks. It is important to keep in mind that these girls usually come from a very tight social network with a large extended family and probably never lived by themselves. In addition to this, the girls who have to flee are also in danger of social exclusion because of their fear of being discovered. These girls have problems to settle with a new identity, are on the constant move out of fear, which leads to difficulties to continue their studies, get a job and therefore also managing their economy.

On top of the above mentioned, the families tend to cement their patriarchal honour traditions, and to pass these values and attitudes on to their sons and daughters, who will then have problems in adapting to a democratic society with gender equality as a core value. It is therefore relevant to break the social inheritance of these values in order to maintain basic human rights.

The relation between girls, women and boys suffering from HRV and the key risk factors identified in the EU Joint Report on Social Inclusion⁷, is accounted for below. All of these risk factors function as barriers to their inclusion in society, and further their difficulties in adjusting to the respective host society.

4.1 Long-term dependence on low/inadequate income and long-term unemployment

The European National Action Plans (NAP:s) against poverty and social exclusion are based on four goals that have been formulated by the European Council. For example the current Swedish NAP describes how the welfare system, including an income related and extensive social security system, has not managed to secure the welfare of many young people, immigrants and single parents. The employment crisis in the beginning of the 1990s was most severe for these groups, which meant that, compared to other groups, they were the most affected. This is also the case in many other European countries. The risk of young immigrants to become unemployed long-term and/or dependent on a low income is thus higher.

Immigrant families, where HRV occurs, are more likely to experience unemployment and depend on low income. This affects the status and power of the men in the families, their role as the family supplier being very central in the communities of origin (as it can be said to be in the majority of societies around the world). The lack of this status threaten the men's position, and may make them focus more on power and control of young girls and women of their families. Without work it is hard to participate in the life of the majority community. Unemployment, or jobs below their competence, might breed indifference, resentment, self-destructive or socially destructive behaviour, and an exaggerated and idealised appraisal of the country of origin and the cultural background. It is also recognised by the Joint Report on Social Inclusion, that people who have been jobless for a long time tend to lose the skills and the self-esteem necessary to regain a foothold in the labour market. Unless appropriate and timely support is provided, this risk is considered a major factor behind poverty and social exclusion.

4.2 Low quality employment or absence of employment record

Young people, and especially immigrant youth, have problems entering the labour market in most European countries, among them, young women face the greatest problems. The lack of higher education, due to for example early marriages and pregnancies, among these groups, makes this risk stronger for girls and women in strong patriarchal families, since the mechanisms of not encouraging continued studies and employment career are very common.

4.3 Low level of education and illiteracy

Young immigrant women suffering from HRV are often stopped from taking part of higher education, and at times also aspects of education on lower levels. They are often forced to marry early, and are then often expected to be supported by their husband, and therefore not supposed to go on to higher studies. Lack of skills and qualifications is a major barrier for the inclusion of women in society, especially in the case of an increasingly knowledge-based society.

4.4 Growing up in a vulnerable family

Another risk factor that has been identified as contributing to HRV is growing up in a vulnerable family. A vulnerable family can be understood as one affected by divorce, single parent households, poor households with numerous children, jobless households, or households in which there is domestic violence. These factors are also attributed to poverty and social exclusion. Added to these factors can be a background in dictatorships, living as a refugee and traumatic experiences in war.

⁷ http://europa.eu.int/comm/employment_social/soc-prot/soc-incl/final_joint_inclusion_report_2003_en.pdf

4.5 Poor Health

Poor health of girls, women and boys is obviously a risk when it comes to violence and threats. The mental health of these groups is in great danger. There are often clashes between the older parent generation that has mostly grown up in their country of origin and the younger generation with norms from both the country of origin and the country of reception, which can be very psychologically straining. The girls and women who have to flee their families suffer greatly. In addition, they often suffer from lack of social support as they are struggling to find a new base for their lives.

4.6 Living in multiple disadvantaged areas

Many of the families where HRV occurs live in areas of multiple disadvantages. This has been identified as a key factor intensifying the exclusion and marginalisation of those in poverty and makes their inclusion into the mainstream of society more difficult. Immigrants living in areas with mainly immigrant populations proves to be a recipe for segregation, especially for the first generation and then a segregated education for the second. These areas are also breeding grounds for conservative, patriarchal attitudes and social pressures which are most readily accepted by disaffected, nostalgic residents, shorn of their social status and, particularly among the male population, of their dignity, as a result of poverty, unemployment, social exclusion and strong social control. Such areas also often tend to develop welfare dependency, experience high levels of crime, along with drug trafficking and high levels of anti-social behaviour.

4.7 Precarious housing conditions and homelessness

Girls and women that flee their families because of HRV often have problems in finding appropriate housing. Inaccessibility to adequate housing or accommodation is a significant factor in increasing isolation and exclusion and is perceived as a major problem in some member states. It has also been discovered that some of these girls and women end up in prostitution or homelessness, where they suffer with little to no social support system, because of lack of adequate housing in regard to their situation.

4.8 Immigration, Ethnicity, Racism and Discrimination

The majority of the member states clearly identify ethnic minorities and immigrants as being at high risk of social exclusion. But there is a lack of taking issues related to HRV into consideration in the processes of integration when it comes to help and support for the victims of HRV, which leads to a deterioration of the situation for these women, girls and boys. The lack of appropriate services and support to help them integrate into society and to build a more multicultural and inclusive society needs to be recognised. This is by many seen as an expression of 'structural racism'. There are many reports indicating the great difficulties for immigrants getting a job, despite higher education.

One effect of unsuccessful integration is also the reservation among certain immigrants into with mixing the majority society. This can be openly or more covertly voiced from the immigrant groups, and in strongly honour normative families, they are often related to control of the female sexuality.

5 Methodology

The methodology consists of three steps:

1. Based on the questionnaire and the experience from last years mapping and gathered knowledge from networks working with HRV, a questionnaire was formulated by Kvinnoforum. The questionnaire was then sent to all partners for consultation, reflections and comments and a revision of the questionnaire was done. There were some slight regional changes on how the issue was presented in respective country, due to the fact that HRV was a new issue and had to be explained. The questionnaire had a total of 32 questions covering support and preventive measures, aspects of the occurrence of honour-related violence, and a section on good practice. (See appendix "Questionnaire").

2. To prepare for the interviews there was a lot of research done to find the right people and activities to focus on for the interviews. A “snowballing” method was applied in order to get an overview of good contacts, i.e. one contact led to another. The starting point for the research was the network and contacts from phase I of this project. For the new partners in this phase of the project the existing networks on, for example, violence against women or in minority communities was used. Since the work with HRV mainly has very local solutions it is very difficult to find all initiatives taken. The Internet was used to search for events, courses, seminars, studies etc, that might have been taken place since the last mapping during phase I. Through the people interviewed we found out about new initiatives and new people to contact.
A number of organisations, schools and authorities were added during the course of the project as the partnership asked the organisations what other actors and projects they already co-operated with or at least knew about. Interviews and strategic contacts were also made with other key players working in the areas of honour-related violence, violence against women and social exclusion in respective country. The interviews were carried out by the project partners. Ms. Hilde Bakker and Mr. Sezai Adoygan from TransAct (the Netherlands), Ms. Anna Mikkonen from the Mannerheim Child Foundation (Finland), Ms Maria Xanthou, Mediteranean Institute for Gender Studies (Cyprus), Mr Salman Asif, Metropolitan Police Service (UK), Ms Corinna Ter-Nedden, Papatya (Germany), Bulgarian Gender Research Foundation (BGRF) and its branches in the towns of Plovdiv and Haskovo, Demetra Association, Janeta Association, Ethnic Cultural Research Center and Ms. Iilina Konakchieva (Bulgaria). In Sweden, a team from the intercultural unit at Kvinnoforum; Ms Johanna Förberg, project leader and Ms. Majda Mujakic, project staff conducted the interviews. The interviews were made mainly during the spring and summer, and the final ones were made in August-September 2004.
3. The third step was to compile the results from the interviews in the form of a Resource Book. Representatives from the different areas of work have read through the text and reflected and commented on the content in order to provide a solid presentation. The Resource book gives an overview of authorities and organisations working with HRV and forms a basis for further co-operation around HRV. It also presents an overview of existing support, preventive work and co-operation around issues of HRV. Moreover, it presents example of good practice in regard to HRV. Finally, the Resource Book presents important findings and gives recommendations for future work preventing HRV. This Resource Book will be spread through networks, at press conferences and will be used in international conferences on HRV. Experience with other issues, such as trafficking, has shown that this kind of Resource Book is an important tool in the work to improve the situation for vulnerable groups.

There are several reasons for using this type of methodology:

- To present an overview of the situation of HRV, which can serve as a starting point in the work against HRV.
- To serve as a basis for networking around the issue at stake.
- To help bring the issue of HRV to the agenda of practitioners, politicians and researchers and create increased activity and involvement in HRV, among civil society organisations, authorities and people at large.
- To serve as a result itself, as an end product of the first year of phase II, and to serve as a foundation for the second year of phase II in the European project against HRV, a part of the European work to combat poverty and social exclusion.

Literature studies were made continuously all through the project. (See also the literature overview in the end of each country’s chapter of this Resource Book.)

6 Findings and Recommendations

The results from this mapping show there is a lack of awareness of HRV in almost every sector of society today. There is also an expressed need of increased knowledge and co-ordination of co-operation concerning work against HRV. Many CSOs can provide knowledge and expertise on the

issue. Knowledge needs to be consolidated in each sector and disseminated to every authority. Co-ordination must be improved between different sectors of society, to make work more efficient and identifying and overcoming obstacles in the work against HRV. Below is a list of important findings and recommendations from mapping the situation of honour related violence in Europe. They are listed under the main categories used in the mapping. More specific findings and recommendations can be found in each country report following this introduction. These are all issues that need to be addressed in the work against HRV.

6.1 Occurrence of HRV

Findings

- In several of the countries the concept of HRV is generally unknown. There were no settled definitions of HRV. Many of the interviewees thought that nobody paid attention to HRV until recently possibly because most people were unaware of the category. In a European context it is considered a rather new and not so well known phenomenon. There is no established term for *honour related violence*. Interviewees considered a definition of HRV very important in order to understand and to be able to notice it. Generally HRV is not being distinguished; it is being accounted for as a part of the broader problem of domestic violence. Women's shelters do not differentiate between domestic violence and HRV. (So called *crimes of passion* are different from an honour motive as they are usually motivated by jealousy and personal reasons.)
- In general there was a great lack of statistics and statistical information on HRV. Very few CSOs have statistics on their work. This makes their work and the problem of HRV difficult to make visible and also difficult to measure and therefore, the figures that appear in the material are nowhere near the 'real' numbers. The hidden figures are deemed to be very high. The lack of statistics also seem to be caused by a lack of differentiation of different forms of domestic violence and a reluctance to make that delineation among both CSOs and authorities.
- Another category should be added to these, namely "Girls and women missing", as this issue was often mentioned by interviewees during the mapping. Four categories of HRV were used in this mapping. These were *Killings, Violence and Threats*, with subheadings certain cases, suspected cases and probable cases and *Hard control in every day life*, such as forced marriage, not being allowed to participate in certain classes in school, etc.
- Victims of HRV often have psychosomatic symptoms of different kinds, sometimes even suicides could be an expression of honour related violence and oppression. These were either staged suicides or suicides triggered by the pressure of and need to cleanse the family honour.
- One group that is seen as especially vulnerable were the girls 'imported' as brides, who find themselves extremely isolated and socially excluded, with very little protection and tools to find support and care.

Recommendations

It is important that there are proper systems for the occurrence of HRV within the authorities. Equally important is to find a system for organisations. Many organisations express the desire to keep records of their work, but do not know how to get started.

6.2 Boys and men suffering from HRV

Findings

- Boys and young men suffer from HRV as well, although not to the same extent as the females. There appears to be four different categories for boys who suffer from honour related violence; 1) boys forced into marriage, 2) brothers who stand up for their sisters, 3) "unwanted" partners and 4) boys with a different sexual disposition than the majority. Most HRV murders of males are due to these males not wanting to marry a chosen bride, or marrying a bride of their own choice, but against the will of the family etc.
- Few reports address the situation of boys/men, and there is little support available for them. Many express that they would like to be able to do something for boys and men affected by

HRV, but have discovered it is a difficult group to reach. It has also been recognised that boys and men have to be involved in the process, on a long-term basis, to find solutions to the problems on HRV.

Recommendations

- To look for good examples of methods with positive effects used in other contexts to involve men and boys in social issues.

6.3 Support

Findings

- There is a tendency among decision-makers to focus too much on short-term support. There is a lack of long-term support. There needs to be more focus on how a woman can rebuild her everyday life after the shelter.
-
- There are many examples of effective support work within the CSOs. However it is not enough.
- The most common combination of support offered by CSOs is sheltered housing coupled with the contact of support persons and conversational support.
- In many cases the security and support in the shelters are not enough for victims of HRV.

Recommendations

- The support of the victims of HRV needs to be developed. It is also relevant to formalise the spreading of good examples by successful programs, activities and organisations, in order for all actors to learn from each other and build from the good examples already made.
- Increased cross sector co-operation needs to be developed in order to support the victims of HRV.
- Referral systems within organisations and authorities need to be further developed since they often are of only informal character. There needs to be proper follow-ups of a client. Guidelines and plans of action should be drafted in each organisation that works with support to encourage more cross sector expert groups.
- The protection of victims is a prerequisite to every other measure. It is critical that this works effectively. Hence, short-term support needs to aim at the immediate protection and care of victims.
- Sheltered housing is needed to protect the girls and women in the most serious cases.
- Support after living in a women's shelter need to be improved, e.g. support flats.
- Support persons and support families are too few and of great need.
- Internet counselling was by many considered a good approach for these girls and boys since it might be difficult for them to seek help and support in other ways.

6.4 Preventive measures

Findings

- There is a great lack of preventive measures. Prevention needs to be more emphasised in order to come to terms with and combat HRV.
- Segregation, a lack of common meeting places, and the deficient introduction of asylum seekers in most of the participating countries are by many in the mapping considered as problems that the authorities and the government have to deal. Integration is fundamental to successful preventive measures of HRV.

Recommendations

- Prevention is needed on all levels and needs political support and should be encouraged by governmental institutions.
- General awareness raising and training should be the first step in a future strategy for combating HRV. There is a lack of personnel that has both multicultural competence and specialisation on gender or violence. This part of the integration process has been neglected. There should be special training for all people who work with immigrants (school staff, social and health workers, maternal care, police, etc). Otherwise significant effectiveness and long-term results can hardly be expected.
- There are already some well functioning initiatives in the area of preventive measures, but the amount and effort needs to be increased to a much larger extent on all levels. It is important to spread examples of good practice, and co-ordinate learning and co-operation on the issue of HRV.
- There is a great need for co-operation and co-ordination and the organisations working with preventive measures must get a much better support in their work in terms of resources.
- If we do not act now society will need to take care of an increasing number of cases of HRV in the future. We will fail all the girls and women who have grown up in families with strong honour norms today who didn't have the strength or support to break up from their situation of violence. Many of these women have had a glimpse of another life before being forced into marriage and violated both physically and psychologically. Authorities often dismiss these women when they do not go against the collectives' wishes, values and norms, as if it is not a problem anymore.
- Information and educational campaigns should be developed for specific groups and communities in society.
- Producing and spreading information, about laws, human rights and common practice in the host community in regard to social life, among immigrant communities is one of the most important ways of preventive work.
- There is a need for the politicians to see the extent of the problems of HRV in connection to the lack of working integration policies.
- There is a need of preventive work in for example schools, youth recreation centres and within the social service. This preventive work must have focus on strengthening the self-confidence of girls and increase the understanding and empathy of boys regarding equality and honour related norms. One goal of the work should be to encourage the brothers to support their sisters when it comes to issues concerning HRV.

6.5 Schools

Findings

- Schools are the most important arena where we may come into contact with girls and boys who suffers from HRV. Schools also have the possibility to be an arena where support can be given to persons suffering from HRV. Many children of immigrant families spend a lot of time at school because it is an accepted place to spend leisure time. This means that other important actors in prevention of HRV need to co-operate with the schools.
- Schools lack of resources to work more with the issue, and it is unclear whether the responsibility lies on the school or if it is the responsibility of other authorities.
- Schools are also the natural place to communicate with parents and there is a need for increased contact and dialogue with them. Schools are considered the easiest accessible place, where also adults can be reached.
- Personnel of schools (counsellors, psychologists, nurses, and teachers) need to be more educated on honour related violence.

Recommendations

- School is one of the best places to offer information about all sorts of issues, as all young people attend school, including immigrant girls that are hardly permitted to go anywhere else.
- School staff needs support and co-operation with social services, police, youth leaders and NGOs to work better with HRV.
- Schools represent the possible way to facilitate access to risk groups, through special classes, meetings with parents, etc
- There is clearly a need to train schoolteachers in HRV. The personnel of schools need information, training and guidelines on how to work with HRV issue and how to prevent it
- Parents, teachers and children must be informed of children's human rights and any relevant national legislation early on in the education system. They must also be informed about the sources of support available.
- Increased co-operation between schools and families is needed. There should be more education and discussion on gender issues, taboos and different groups and minorities at schools.
- The school should start a debate on these problems, for instance by arranging information meetings for parents, in groups as well as individually. To really tackle the problems of HRV collaboration between all parties is very important.

6.6 Social services

Findings

- Many accounts were given of the social services making mistakes and errors, proving a real lack of knowledge of this issue, which in many cases can be a real threat to the situation of the girl. For example contacting the parents if the girl is a minor or not understanding the pressures these girls and boys are under and not take their stories or threats seriously.
- They do not make sufficient use of other networks and actors on HRV.
- The fact that the social services often have a family perspective⁸, and not a child perspective, which has the girl in focus, can lead to further harm for the girls.
- Education and training of social services is low in regard to intercultural issues. It is often dependent on an individual social worker's initiative and private efforts to gain more info and skills.

Recommendations

- Education and training on HRV and related issues. Development of expertise, guidelines and forms of co-operation with other actors in e.g. police, sheltered housing, contact persons, etc.
- Important ways of preventing HRV is to train people working with immigrant women about HRV and related issues.

6.7 Police

Findings

- The Police lack routines for gathering information on the occurrence of HRV.
- There seems to be a varying competence and knowledge regarding HRV between different districts, regions and countries. This is leading to great varieties in support to victims of HRV,

⁸ The family perspective is based on that the staff at the social services presupposes that the parents tell the truth, know best and their version of the story is usually prioritised in relation to that of the child.

and the Police seem to be too dependent on single efforts. The Police have a general lack of knowledge, and are in need of training and spreading of methods on HRV.

- Many of the interviewees believe that the Police is improving their approach to HRV in their work, that they are one of the actors in the work against HRV and perceive them as very positive to work with.

Recommendations

- It would be useful in the future if the police reported HRV cases as a specific crime category.
- Building up of expertise among police staff is essential. The police force need training on the issue and education on HRV should be part of the training of new police officers.
- Increased co-ordination between the police, other institutions and CSOs is needed and has proven to be very useful for the target group, both in terms of support and prevention.
- There is an urgent need for the set up of counselling service and support schemes for the police officers that deal with such cases.
- There should be a well-developed and reliable Witness Protection Programme for victims who are in great risk of further violence to urge them to testify and create a safer environment.
- The Police needs to invest more on research, be it research within the police or victim survey to help determine the seriousness and frequency of HRV crimes. They might consider co-operating with either local or international research institutes.

6.8 The legal system

Findings

- There is a great lack of competence and even awareness within the legal system, which have clear effects on the implementation of the laws in place.
- The legal system lacks routines for gathering information on the occurrence of HRV.
- It is difficult to work on a case of HRV, where the plaintiff commonly withdraw the charges because of pressures and threats from the family and no one is willing to talk and witness.
- The laws in most countries, participating in this mapping, are adequate and strong enough as they are, but courts and judges should be better aware of HRV and related matters.

Recommendations

- Training of judges, jurors, prosecutors and lawyers is deemed to be essential in order to combat HRV and other related crimes.

6.9 Research

Findings

- Academia and practice need to have more profound impacts on each other. More research is needed:
 - 1) into the occurrence of HRV,
 - 2) to develop methods for practical work, and
 - 3) to identify good practices.
- Research on HRV in most participating European countries seem to be just beginning and in some countries next non-existent. There is research on integration, intercultural issues, immigrants, but very little specifically on HRV.

Recommendations

- It is important to co-ordinate research internationally in order for it to be efficient and useful in the work against HRV. There is need for more research on HRV, and intercultural dialogue.
- Based on the findings of this first research, further research on the symptoms and incidence of HRV should be carried out.
- Increased research into good practice on individual, family, community, and national level. It is important in order to make the work against HRV more efficient just like the spreading of good practice. The wheel does not need to be reinvented every time professionals come across cases of HRV.

6.10 Civil society organisations

Findings

- CSOs often fill vacuums where e.g. social services and other authorities fail. Many CSOs host much experience and competence on this issue, while others working with related issues need to develop both knowledge and competence in their work.
- Victims of HRV often prefer to contact a CSO rather than an authority, therefore it is highly important that the CSOs are given support to keep up their work, in order to provide an alternative to the care of the authorities.
- CSOs cannot be expected to work on their own to fight HRV, but needs proper support.
- CSOs need to develop co-operation between themselves and with authorities.
- Ethnic minority CSOs need to be encouraged to implement action plans for promoting gender equality and also further knowledge on HRV.
- It is important to find liberal men and women among the immigrant CSOs that knows the language and cultural codes to work as role models by standing for an alternative view to the strongly traditional ones, creating a dialogue concerning issues related to HRV with their compatriots.
- It seems easier for other organisations than immigrants' own organisations to talk about honour related violence in some countries.

Recommendations

- CSOs needs long-term funding and contact with authorities.
- Immigrant organisations should be involved in the process of working against HRV, since many of these organisations are male dominated and enforce and maintain strong honour norms and values. There should be an open dialogue in order to reach them and discuss these issues. But as mentioned above there needs to be a proper investigation into the actual activities organised within the organisations, if the honour norms are prevalent the chance at being able to involve them in supportive and preventive work might actually be counter productive.

Also other organisations with an ethnic minority base working with issues of human rights should be involved as mediators and key persons in order to reach in to the groups of ethnic minorities.

6.11 Politicians

Findings

- There is scepticism among these interviewees of the real political will despite attention given to the issue of HRV.
- There is a lack of resources and many organisations are held back in their efforts due to financial strain. More money should be allocated to the police, social services and schools as

well in order to be encouraged to invest into e.g. finding out occurrence, develop methods for support and prevention.

Recommendations

- Prevention needs political support and should be encouraged by governmental institutions.
- Politicians need increased awareness of HRV.
- Politicians need to encourage and foster cross sector dialogue and co-operation.
- Politicians could encourage and influence the increased allocation of funding.
- Politicians need to solve the issues regarding segregation and discrimination since these problems contribute to keeping the collective together, which could have as a consequence social exclusion and maintenance of strong honour values and norms.

6.12 Co-operation

Findings

- Generally there is a lack of more cross sector co-operation, larger networks and a good co-ordination. Increased co-operation needs to be developed in order to support the victims of HRV. It is therefore relevant to formalise the spreading of good examples in the work against HRV.
- Especially co-operation between authorities, women's shelters and other actors is relevant in issues of violence and multicultural questions. However, there has not been enough co-operation specifically regarding HRV.
- There is an expressed will to involve some immigrant associations in this process. The reason is that they have a natural channel reaching the target groups, but also because some of them have knowledge about the complexity of the problem. Although it is important to note that some interviewees pointed out that there are immigrant organisations, which strive to keep the strongly patriarchal traditions, directly working against improving the situation for girls and women.

Recommendations

- Need for co-ordination of co-operation between actors in contact with issues of HRV, i.e. social services, police, the legal system, schools, NGOs, both locally and nationally.
- Co-operation is necessary not only between NGOs where it is more developed, but also with local and national authorities. The national and local authorities have to become aware that this is a specific problem. Thus the problem should become part of the public agenda.
- The co-operation between the different organisations offering support needs to be improved.
- Transnational co-operation regarding HRV needs to be developed.

6.13 Other

Findings

- The problem of honour related violence is sometimes hidden, because ethnic minority communities do not talk about it. Many immigrants' family problems are dealt within the families and consequently social and health care personnel do not see it.
- There are few countries with guidelines in social work on how to deal with honour related violence.

Recommendations

- The development of National Action Plans for HRV.

- Guidelines on how to prevent HRV and support possible victims of HRV should be produced.
- There is an expressed need from interviewees in most participating countries for a proper structure to take care of issues related to HRV. An organisation and/or a governmental body of whose main aim would be to fight against HRV.

This resource book reveals that the majority of the findings from the participating countries in this mapping show the same results. Some of the countries in this project are further ahead than others in the process of giving HRV public attention as a problem related to the abuse of human rights. It still seems that acknowledging the extent of the problem of HRV is a process and that lessons can be learned from mistakes made in a country that has passed the first stages of that acknowledgement and moved on to dealing with this issue. It clearly shows that this is a transnational problem and that co-operation between countries and regions can accelerate and improve that process to make the work more efficient. By exchanging and spreading knowledge and experiences there is a chance we are able to speed up the work against the abuse of human rights and come closer to eliminating oppression, violence and murder in the name of honour.

As mentioned previously the recognition and the level of awareness about honour related violence vary within the European countries.

In Sweden this problem started after a few honour killings were made public a couple of years ago, the first one in 1998, but the one that received most public attention was in 2002. Since then there have been several governmental efforts and resources allocated to come to terms with this issue. There are civil society organisations that have been working with this issue for many years.

In the UK the government, through the Home Office, has mainly worked on guidelines and action plans in regard to forced marriage, but in the past years also been forced to see the larger context of HRV. The Metropolitan Police Service/New Scotland Yard have been working hard to try and improve their approach towards HRV.

In the Netherlands there have been several honour killings in the past couple of years, which have pressured and triggered efforts from the government and other authorities. There are now numerous discussions, in among other places, the parliament regarding HRV. The police must be seen as quite progressive in regard to this even here, although far from sufficient.

In Germany, just like in the countries above, there are organisations that have been working with this issue for many years and just recently in the past year or two have managed to get this issue on the political agenda. But there is still a governmental reluctance to acknowledge and deal with HRV. The former Swedish Minister of the Integration, Mona Sahlin, was quite alone when meeting her colleagues in Europe and acknowledging HRV as a problem in European countries. The attitude was pity over Sweden for these problems.

In Finland this is not yet an issue on any level in the country it is very taboo to talk about it. This might be related to the fact that Finland has very small groups of immigrants in relation to for example UK and Germany. The Finnish partner held the first ever networking meeting on HRV in 2004.

In Cyprus this issue is also very new, at least to discuss in public. HRV is close to norms and values presently existing in Cyprus, which might be one of the obstacles for raising a debate about it.

In Bulgaria this is a new issue, although the problem obviously exist, although still most invisible and there is a lot of work to be done.

What needs to be kept in mind for all the above countries is to keep a human rights perspective in order to discuss HRV, it is a human rights issue. It seems this has not quite been recognised yet. Many countries are still lacking tools, knowledge and creative ideas in how to bring these issues up for discussion in a fruitful way or to start a dialogue and try to create a change.

In terms of moving the work against HRV forward all countries have a lot to learn from each other, this exchange of knowledge has proved to be very valuable in this project. Some of the participating countries have very little experience of HRV and some a lot more, as briefly accounted for above and more extensively in each country report. But both roles has been and is very useful, but also reflections on which consequences that are effective for this work and what is not so effective in regard to the issue as a whole and concerning specific target groups. This co-operation and this form of intercultural transnational collaboration will probably prove to be equally useful for other countries working with issues of social inclusion.

Sweden

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1 Introduction

In Sweden, an intense debate on integration began after several honour killings were covered extensively in the media. The case that received most attention was that of Fadime Sahindal who was shot dead by her father in January 2002. He claimed she had dishonoured the family by living like a 'Swedish girl'. She became a symbol for honour related violence (HRV) and drew public attention to the difficulties that girls and women in families with strong patriarchal honour norms in Swedish society meet in form of threats, violence and other forms of oppression practised mainly by the men in the family.

Despite the fact that the problem has existed for a long time, the increased investments and commitments have been made only after discussing HRV publicly on a political level and thereby acknowledging it as a problem. Subsequently, more funding and resources have been provided by the government in order to come to terms with the issue. This as a result of many years of work and lobbying by civil society organisations (CSOs) trying to get the problem of HRV onto the political agenda.

Today in Sweden the debate concerning HRV have come far in terms of acknowledging it as a societal problem, which in many ways is the first step to be able to combat the phenomenon. The Swedish debate does no longer separate boys and girls in regard to this issue by only looking at the girls or women who were subjected to HRV, but also focus on boys and men, both as victims and as perpetrators. Now the focus is turning to consider the preventive and supportive work as parallel processes where everyone has to be included, i.e. girls, boys, women and men. We cannot come to terms with HRV without involving all actors in the process. Because of the societal acknowledgement of the existence and the problem of HRV in Sweden, we have the possibility to move on with the process. Hence Sweden could be considered to be at the forefront of this issue in Europe and also be part of guiding the process ahead at the European level. Even though there is now a public consciousness of HRV as a problem, there is still a great uncertainty of the true figures of girls and women living under these circumstances in Sweden today. There is also a great lack of knowledge and understanding of the background and mechanisms of this violence. This has complicated the possibility to find tools and methods to support all the girls, boys and women who live in social entities where honour values and norms are dominant, and methods to prevent the occurrence of this form of violence.

The focus of the Swedish report is to complement the material from last years mapping made in this project of CSOs working with issues of HRV, with the views and work of authorities concerned, such as police, social services, legal system and schools. One of the objectives is to provide a good overview of different organisations' and authorities' work, and to complement and build upon other previous mappings and reports made on the subject. Another objective is to present some good and well-functioning examples in the work to combat HRV. The findings are presented in three general categories; occurrence, support and preventive measures. Then a more detailed overview of each sector in society, an overview of co-operation and finally a presentation of good practices. We conclude with a final discussion and recommendations for future work in Sweden.

1.1 Methodology

The starting point for the research for this report was the network and contacts from phase I of this project. Since the work with HRV predominantly consists of isolated local solutions it is very difficult to find all initiatives taken. The Internet was used to search for events, courses, seminars, studies etc. that might have been taken place since the last mapping during phase I in 2003. We also found out about new initiatives and new people to contact through the people we interviewed.

In the first phase of finding out what different institutions, authorities and organisations are doing in regard to HRV, letters were sent out via email and fax, with four basic questions used as a quickscan, on HRV and the work against it. Attached was also a short project description. It was then sent to people on all levels within the different authorities and organisation to increase the possibilities of receiving a reply. It also gave us the possibility to find out where the responsibility lied and what priority HRV had been given.

The geographical areas of focus were Stockholm, Gothenburg, Malmö, Linköping, Norrköping, and Eskilstuna. These cities were chosen on the basis of documented occurrence of HRV. The focuses were the cities and areas with great numbers of immigrants, refugees and asylum seekers. The only exception to the geographical delimitation was the prosecutors' office, where the quickscan was sent out to all offices all over the country. Everyone who replied with affirmative answers to the quickscan were contacted once again and asked to give an interview, which all of them did. After having decided on a date and time for an interview the participants were sent a copy of the interview form. The first letter/email was followed by a reminding email after about a month, which led to more answers followed by more interviews.

Kvinnoforum has conducted interviews with 45 persons within different authorities and schools nationally both over the telephone, on the premises of interviewees and at Kvinnoforum. Each interview lasted between 45 minutes to two hours depending on the amount of information. During the interviews conducted over the telephone, the interviewer took notes directly into the questionnaire. As stated above some of the interviews were conducted at Kvinnoforum or the office of the interviewee. These interviews tended to be lengthier and more in depth. A couple of interviewees preferred to fill in their answers directly on the questionnaire and send them back to Kvinnoforum by e-mail or post.

In addition, Kvinnoforum received 30 emails responding to the 'quickscan', the four questions, adding valuable information for the Resource Book.

The interview form consisted of 32 questions and was prepared by Kvinnoforum. Before use it was sent out to partners for consultation, reflections and comments.

The interviews in Sweden were conducted by Ms Johanna Förberg and Ms Majda Mujakic, at the Intercultural unit at Kvinnoforum.

After concluding the interviews the material was compiled in the form of a Resource Book. Summaries of the material from last years' mapping were made and then complemented with the new information attained this year. The CSOs that participated last year were contacted to update and correct their specific information in the contact list at the end of the report. Experts from different sectors have read through the text and given reflections and comments.

This Resource Book will be distributed to all the participants from this year's and last year's mapping for further spreading and also through the networks founded at the two European conferences held during 2004 and other networks.

1.2 Definitions

The working definition of this project and a discussion concerning it can be found in the main introduction of this Resource Book⁹. Below the findings in regard to established definitions in Sweden will be accounted for.

The public debate concerning HRV in Sweden started only a few years back. The term honour crimes or HRV started to gain usage after the killing of Sara Maisam Abed Ali in 1998, Pela Atroshi in 2000, but mainly after the killing of Fadime Sahindal in 2002. In many ways this mapping has shown that HRV existed in Sweden many years previous to these murders, but also that it has been on the rise for the past ten years or so. The difference between now and then is that this type of oppression and violence lacked a name, therefore it was very difficult to talk about it or even see patterns of it in terms of a specific form of oppression or violence.

Previously HRV had been defined as domestic violence or child abuse in immigrant families. In many ways professional staff looked at it as cultural expressions and nothing to get involved in. There was a distinction made between the human rights of Swedish citizens and others, laws were

⁹ The definition used in this project is: "Honour related violence is a form of violence perpetrated predominantly by males against females within the framework of collective based family structures, communities and societies where the main claim for the perpetuation of violence is the protection of a societal construction of honour as a value system, norm or tradition."

applied differently based on their cultural and ethnic background. Children were, and still are today, treated differently by the authorities, that are supposed to protect and safeguard their best depending on if they are 'Swedish' or with a different ethnic background.

Times are changing and we have learnt that HRV is a specific form of domestic violence and that it has to be handled as a specific form of violence, in order to be able to find ways to deal with it properly. This without diminishing the importance of highlighting other forms of abuse or violence against girls and women.

The mapping shows that there are still very few local authorities, schools or CSOs that do have a settled definition of HRV. Some have working definitions such as 'girls in strongly patriarchal families', or 'girls who cannot do what they want to do, that most girls are allowed to'. Whereas others 'knew' when it was HRV based on their experience working with the issue. Some used a set of questions in order to define and distinguish the problem of HRV. A number of interviewees expressed they would have liked to have and use definitions of HRV in their work.

1.3 Policies, guidelines and plans of action

The Swedish government has for the past couple of years openly talked about HRV as an issue that needs to be taken seriously and has also allocated funding for projects focusing on supportive or preventive measures. Despite this, there still seems to be a great lack of guidelines, policies and/or plans of action within the different authorities and schools in regard to HRV. In some municipalities they have started to work on plans of action and there are discussions in some parts of the country to work on guidelines or plans of action. In the summer of 2004 more state funding was allocated to the County Administrative Boards¹⁰ for work against HRV. A couple of the County Administrative Boards have been, or are in the process of, setting up plans of action in regard to HRV. One County Administration even has a website set up specifically for HRV¹¹. A few others have a resource webpage with documents related to HRV, such as mappings, reports, and seminars.

The majority of the local authorities, such as social services, police and schools are however without guidelines, or policies in regard to HRV. It is still down to the dedication of a single individual, such as a school counsellor, a social worker or a police officer to establish their own material on how to deal with cases of HRV. This obviously leads to individual interpretations of the situation and therefore the handling of these cases is also very arbitrary.

Two types of guidelines or policies had been disseminated through networks and seminars to a number of interviewees in the last year. The first one is a compilation made by a school counsellor, Lasse Johansson, who has been working with this issue for many years. He is now a project manager for HRV at the County Administrative Board of Västra Götaland. This material focuses on what to think of in regard to cases in the school environment. It could also be used as advice for other professionals, such as social workers.

The second material disseminated was compiled by Marita Lager and Mikael Thörn at a social welfare office in the same region, the legal unit at the social services in Lärjedalen outside of Gothenburg, where they have one unit that is specialised on cases of HRV. This material also provides a form of checklist for professionals, in particular within the social services, who encounter cases of HRV.

One of the main problems for the set up of guidelines or policies is the lack of political will and resources. Furthermore, the decentralisation in Sweden makes it very difficult to enforce an implementation of such in for example all schools. There should be a flexibility to find local solutions to this, but it would be more efficient if there was a basic policy document to use as a starting point. Another problem is the lack of co-operation and co-ordination between different regions, different authorities and the contacts with the local CSOs.

¹⁰ Sweden is divided into 21 counties, each of which has its own County Administration and County Governor. The County Administrations function as representatives of the state in their respective counties, and as links between the inhabitants, the municipal authorities, the Central Government, the Swedish Parliament and the central state authorities. Read further:

http://www.ab.lst.se/upload/dokument/publikationer/L/Info/lansstyrelserna_engelsk.pdf

¹¹ Länsstyrelsen Östergötaland, <http://www.e.lst.se/hedersfortryck/>

A majority of the respondents, especially within the authorities, would like to see the existence of some kind of plan of action or set of guidelines to turn to when encountering cases of HRV, especially in emergency situations.

2 Occurrence

2.1 General overview

One of the purposes of the Resource Book produced within this project last year was to try and uncover some of the hidden statistics of the occurrence of HRV through contacting CSO's since they supposedly could see another side of reality than authorities and similar institutions. The information present below should be seen as a complement to the Resource Book from 2003 and other reports mentioned above.

HRV manifests itself in a spectrum of oppression and violence that ranges from severe restrictions and intimidation in daily life to honour killings. There is a tendency that the violence escalates if the sanctions, made at an initial stage against a person, are not followed by a wished for response, e.g. the girl continues with the behaviour that is considered unacceptable to her family. It can also diminish over periods when things are moving smoothly according to the rules and norms, i.e. it is not static and one needs knowledge to be able to define where in the spectrum a person is and where it is heading. The threat of repercussions for a certain behaviour depends on the circumstances. It is common that the violence escalates when a girl reaches her puberty. A more detailed account will follow below.

2.1.1 Statistics

In terms of finding out the occurrence of HRV in Sweden, a number of reports have been made. For example the County Administrative Board in Sweden conducted special reports on HRV in three Swedish counties; Stockholm, Västra Götaland, and Skåne in 2002. One of the aims of the reports was to find out the amount of girls subjected to HRV. In each of the counties there had been at least 200 girls contacting either the social services, other authorities, or CSO's for help in 2001.¹²

In 2003-2004 this mapping was carried out in the rest of the 18 counties in Sweden. Unfortunately the effort was not co-ordinated, i.e. not using the same parameters. This led to results that cannot be used for comparative analysis, since the numbers are arbitrary. What was established though was a total of between 1500-2000 young people in Sweden contacted different authorities or CSOs because they were subjected to or at risk of being subjected to HRV in the last two years. Of them approximately 10-15 %, or 150-300 individuals, are judged to be in need of sheltered housing. The reports also concluded that there are unidentified, but great hidden figures in regard to the occurrence of HRV. Many of the CSOs interviewed last year did not keep any statistics on cases of HRV, mainly for lack of time and resources.

The National Council for Crime Prevention (Brottsförebyggande Rådet, BRÅ), is an agency under the Swedish Ministry of Justice. Their principal task is to encourage crime prevention measures through evaluation, research, and development and information activities within the field of criminal policy. The Council is also responsible for the official Swedish judicial statistics. Unfortunately they are in general not able to provide statistics where the motives of the crimes are shown and therefore it is impossible to discern any figures of occurrence of HRV in their statistics. Instead the cases of HRV fall under other headings such as domestic violence, or violence in close relationship, murder, suicide.

¹² Länsstyrelsen i Stockholms Län, Rapport 2002:13, *Rätten till sitt eget liv, behovet av skyddat boende för flickor i patriarkala familjer*. Länsstyrelsen i Västra Götaland, Rapport 2002:40, *Ett eget liv?* and Länsstyrelsen i Skåne Län, Rapport 2002:23, *Utsatta flickor i patriarkala familjer, om behov av skyddat boende och andra insatser*.

2.1.2 Honour killings

There are only a few cases of honour killings that have actually made it to court, of those there are the three well-known ones of Sara, Pela and Fadime mentioned earlier. But according to the interviewees there are many more suspected and probable cases, this as a result of 'accidents' while on holiday in the country of origin or girls and women just disappearing. For example in one case an 11-year old boy, upon his return to Sweden, told the story of how his mother had been killed while on holiday visiting relatives in the country of origin. One of the reasons for committing the crime abroad is that there are still extenuating circumstances for crimes committed in the name of honour in many of the countries of origin, since it is still deeply embedded in the country's culture and an accepted social behaviour. Sometimes the punishment for the crime is as little as paying bail to the local police authority and walk out of the police station again. This is a very complicated situation for the Swedish police as it turns into a transnational issue if the girl was a Swedish citizen. The international mechanisms of co-operation regarding this are far from satisfactory.

Another category of honour killing that can be identified is involuntary suicide. The reason for the increased occurrence of this phenomenon seems to be to avoid being brought to court, since HRV has been given attention in Sweden over the past years. According to several of the interviewees the girls are now either killed in a way so that it seems to be a suicide or encouraged to commit suicide themselves. The system of norms and values of honour is extremely strong and deeply rooted, and these are strategies to evade the Swedish legal system.

According to several police officers interviewed there are many more cases of honour killings than the ones brought to court, since they are removed from the cause list because of lack of evidence. People often refuse to witness. One of the problems linked to this is also that many girls and women renounce their police reports out of fear and there is not much anyone can do to make them change their minds.

The police have gained more knowledge about these murders and are now reinvestigating several cases that they deem to have been honour killings, but were not judged that way at first. One of the reasons for that is that there is not just one perpetrator in cases of honour killings.

2.1.3 Honour related violence

When it comes to the occurrence of violence not leading to killings the numbers rise quickly. From the respondents there were comments like "many thousands per year", or "70 % of all the girls with an immigrant background" have been subjected to HRV. These statements are subjective since there are no statistics to back them up, but also give an image of how it is perceived among those working with HRV.

The school counsellors, police officers and social services reported it was not unusual for them to be in contact with cases of girls and boys exposed to threats, psychological and/or physical violence. This violence is often preceded by threats and intimidation, but not necessarily. The psychological violence should not be forgotten, as it is very extensive and much more difficult to prove and to deal with. Most respondents agreed that the psychological violence was something very common, more than we could imagine.

2.1.4 Restrictions and harsh control in everyday life

The spectrum of HRV mentioned earlier starts out with restrictions of life space, of freedom of movement and harsh control in every day life. In regard to the school environment common restrictions are not being allowed to participate in physical education, to shower at school, to go swimming classes, and to participate in sexual education. In relation to school many girls are not allowed to go on fieldtrips/school trips or camps, not even to youth centres for after school activities. They are not permitted to wear what they want, have their hair the way they want it, wear make-up and are sometimes forced to wear a veil. Girls are not allowed to pick their friends or their boyfriends, if they are even allowed to have one. The same goes for some of the boys who are not allowed to chose their own girlfriends. A lot of girls have extremely strict curfews and many girls cannot come home a minute later than the time it takes for her to get back from the last lesson in school without reprimands. There is a strong control by siblings and cousins attending the same school, during school hours.

When many girls come back from school they have household chores to attend to, picking up younger siblings, cook, put siblings to bed, clean, wash up, etc. This leads to the only time for homework is late at night if at all, which inevitably effects schoolwork in general. When it comes to women, the situation looks pretty much the same, many of them are just as restricted. But women are also part of the control.

A girl's reputation is of great importance, and a tool for keeping an eye on the girls is gossip. The reason for the weight attached to the girl's reputation is, as mentioned earlier, the gender roles in the counties of origin and the idea of the collective. A girl's reputation reflects the whole family's reputation, hence the significance of the gossip to control the girls' behaviour in order to keep up a good reputation. This might be perceived as particularly oppressing during the summer, when school is out, therefore more spare time spent outside the family. The weather also is warmer and the girls might wear a little less clothing, and all of this increases the chances of rumour and gossip that is not in their favour and might create problems for her.

Another manifestation of the pressures and difficulties in regard to HRV that professionals need to be aware of are other forms of symptoms the girls show such as anorexia and self-harm in different ways, e.g. cutting and/or burning themselves. And as mentioned earlier suicide thoughts and even suicide attempts due to the social and/or psychological pressures.

2.1.5 Early and forced marriage

Another dimension of HRV is early and forced marriage, which is considered a great problem. There has been a lack of a proper debate on arranged and forced marriage in Sweden. But in April 2004 the law on the age limit for marriage was finally changed, earlier non-Swedes could marry at the age of 15, if that was a traditional practice in the country of origin. This caused many girls and boys to be forced into marriage without being able to do anything about it. Now the age limit has been changed to 18, as applied to the rest of the Swedish citizens.

Many forced marriages are also entered into by a Swedish citizen and a partner that lack Swedish citizenship and that never visited Sweden. This has its explanation not only in the alliances between families but also citizenship/permit to stay, as a consequence of marrying a Swedish citizen, is a very attractive document. It is quite common with family conflicts based on disappointments within the family in the country of origin related to promises of marriage (thereby a Swedish citizenship). This also shows the aspect of trade of HRV and women as a commodity.

Some of the interviewees have pointed out that in regard to the group at risk of HRV the new law will not make a difference since there are still gaps in the Aliens' Act, which excludes the girls being brought to Sweden from abroad for marriage, or if the marriage was held abroad. Therefore these girls are still not protected from early and forced marriage. The common rule of practice for the Swedish Migration Board concerning marriages between a Swedish citizen and a non-Swede is that the relationship is considered serious when the partners know each other, share beliefs on how to live together. They should also have a common language and have met enough times to judge the character of the partner. When it comes to arranged or forced marriages these demands are not usable, since the partners seldom have met and also lack knowledge of each other. On these marriages there are totally different demands on behalf of the Migration Board, such as an arranged marriage has to be part of the traditional culture pattern to be accepted. As a consequence these cases are given special treatment in the Alien's Act. There is also a lack of understanding for the traditional and cultural structures within these families and how that affects the individual's possibilities to chose. In Sweden there are no clear distinctions between marriage, arranged marriage and forced marriage, which in many ways can be considered to be divided by a very thin line. The effect of the new marriage law, without changes in the Alien's Act, consequently seems very limited.

In addition to this as long as there is no proper control of or reprimands for the people performing the wedding ceremonies including minors in Sweden, this practice will stay a very common phenomenon.

The different expressions, mentioned by the interviewees, of early and forced marriage consist of for example boys and girls being sent off to the country of origin to marry someone, especially during school holidays. One respondent told the story of a ten-year old boy who said that his

'wife-to be' had just been born in his country of origin the day before and therefore he had been home from school. In regard to the many girls and women being brought to Sweden for arranged marriages many of these women are especially vulnerable since they do not have a social network of their own and quite often end up in abusive relationships. These girls and women become extremely isolated and are often subjected to violence and threats. The control in these marriages follows the same patterns as the control of the girls in families with strong honour related norms before marriage. They are often forced to stay at home, with very little, if any, freedom at all.

2.2 Discussion

As accounted for above there are many different forms of HRV existing in Sweden, which in many ways can be seen as a spectrum going from restrictions of space to murder. When it comes to the occurrence of HRV, there are cases of girls from all over the globe with a very wide range in age. In this report, just like in the Swedish County Administrative Board's reports, it has been established that the figures that appear in the material are nowhere near the 'real' numbers. It can also be concluded that there is no proper recording of statistics within the majority of the organisations and authorities, which makes it even more difficult to present any true figures. None of the authorities keep any specific statistics on this category of crimes, since they do not mention the background or the motive behind violence for reasons of integrity, which results in the invisibility of honour related crimes. Statistics on HRV could also be kept by schools and the social services as a way of coming to terms with the real numbers. The hidden statistics when it comes to the occurrence of HRV allegedly is very high, which also point out the importance to give this very complex problem the attention it needs.

3 Support

3.1 General overview

Many of the civil society organisations (CSOs) interviewed in 2003 offer a whole range of different forms of support. In addition to that the authorities can offer some support, but it has to be recognised that the predominant part of the support for this group today is still offered as part of the activities of the CSOs.

3.1.1 Psychological support

Hotlines are quite common among the CSOs, both telephone and e-mail based, quite often active in the afternoons and evenings whereas the support based on telephone and email services within authorities and schools are predominantly limited to office hours.

Psychological support for persons suffering from HRV or threats is mainly offered by CSOs with qualified psychologists, social workers or even women who themselves have lived under similar conditions. Psychological measures include supportive talks and conversations, care, assistance, mentoring and counselling. The CSOs hosting the most qualified professionals have developed extensive programmes and methods for working with these girls and women. They work with risk and needs assessments, crisis management, investigation of circumstances, and barriers to treatment.

While some CSOs mainly focus on the psychological needs of the individual girls, others take the whole family into consideration, including the perpetrators. They then investigate the possibilities for working with the family as a whole while trying to keep the girl or woman in focus the whole time. Sometimes the boyfriends of the girls subjected to HRV take part of the treatment as well.

The access to psychological support through the social services must be considered limited, with very long waiting lists. In schools, this form of support is mainly offered by school counsellors. But the girls are often reluctant to take contact with them or the social services since they are afraid that their case might be reported and therefore automatically involve the parents if the girls or boys are minors. These girls often have a feeling of living between two cultures, or rather living with two cultures that are not in between them compatible. They are often struggling to combine the demands and the expectations that these two cultures have on them, i.e., society and their

families. This could in many ways express itself in truly living two different lives, one at home and one in school or outside the family environment. The effect of this is often a loyalty conflict that, in turn, creates severe psychological strain apart from the threat of being discovered not conforming to the norms. Hence, the support offered by the CSOs is crucial for this group, a form of haven to find ways to handle their situation.

Examples of the support provided by different CSOs can be found in the chapter on good practice and in the contact list at the end of the Swedish report.

In regard to specialised psychological support for HRV provided by different authorities the range of options is still limited. In Stockholm there are two reception centres specialised on HRV, Kruton and Linna, which offers support to young people before, during and after the emergency phase. Support and advice is also offered to professionals in regard to sheltered housing and other forms of support to the target group. A couple of the different city section administrations also have qualified support for young women above the age of 18, and women subjected to HRV, for example Oliven, in Rinkeby.

In Uppsala municipality a centre for support of HRV, Famnen, was set up in the beginning 2004. They offer a whole range of support and prevention, e.g. informational work with schools, supporting professionals on cases of HRV, direct support to the girls, contact and mediation with the families of the affected girls and boys.

Many interviewees considered the competence within units of psychiatric care for children and youth (BUP/PBU) very low and insufficient in regard to HRV.

3.1.2 Support persons

Many of the CSOs have teams of support persons, who are either employed professionals or educated and trained volunteers. These support persons are available to assist in contacts between the girls/women and other actors such as counsellors, lawyers, and doctors. In other words, a support person can accompany the girl to authorities and support her in the contact with the authorities' representatives, and even in trials. A support person can also give legal, practical and financial advice. In certain areas the social services seem to be using this system more and more, often in co-operation with CSOs. But this is a form of support that should be developed to a much larger extent and become part of the support the social services can provide all over Sweden.

3.1.3 Legal support

Legal help and assistance is offered by some organisations, but few of them actually have trained lawyers or legal representatives. Instead they carry general information about possibilities for legal help and have general knowledge about the legal system. Many have established referral systems with good legal representatives who they know have a good level of knowledge and competence of HRV, and experience from assisting particularly vulnerable groups.

3.1.4 Sheltered housing

If a person is under severe threat what is needed is sheltered housing. Last year the government through the County Administrative Boards provided funding for the development of sheltered housing. The assessment of the need for sheltered housing through the mapping in 2002 by the County Administrative Boards, showed clearly that there was a great lack of that form of support. After the assessment the government commissioned the three larger city regions, Stockholm, Västra Götaland and Skåne, to build up 60 new places in sheltered housing.

It was also clear that in the case of these girls there was a need of different forms of housing. Some of the girls needed their own place whereas others, never having left home before needed a family to stay with, or a housing with professional staff. These girls are generally used to live in big families with a wide social network and when they break with their families they are all of a sudden very lonely when placed in a sheltered housing. In addition to that the fear that the family might find her, and the guilt over having left the family. It is difficult as it is to leave the family, but to on top of that have to deal with the situation by herself can often be so difficult that many girls chose to return to their families and thereby put themselves at great risk.

In regard to this specific form of violence there are often minors involved, which creates difficulties for the women shelters who 'can' only house women above the age of 18. This requires other forms of housing, and maybe ordinary treatment homes for girls are not always the best option.

Out of the 60 places commissioned by the government, Skåne is setting-up 10 places within family homes and 10 places with a women's shelter, for victims above the age of 18. In Västra Götaland 24 places are being set-up through an apartment pool, protected study places at colleges of higher learning made available, as well as a 'treatment home for children' for the target group. In Stockholm 16 new places are being set-up. There has been a sheltered housing in Stockholm run by the city district of Stockholm for the past couple of years called Kruton¹³, specialising on HRV.

First and foremost sheltered housing is supposed to offer a safe environment where the victim is also given time and space to regain her strength and decide on how she wants to deal with the situation. She might need support in order to find the strength to break the ties with her family, if the situation so requires, and not have to turn back after the break-up. Or she may need support in order to be able to keep contact with members of the family and re-establish relations. In other words, shelters need to be staffed by competent, understanding and caring professionals with knowledge about the issue and readily available at all times of the day.

The interviews have covered a variety of opinions about the structure and models of the sheltered housing for this vulnerable group.

Some of the CSOs interviewed offer sheltered housing and/or other forms of accommodation and protection for the women they support. However, many do not offer formal sheltered housing, but rather assist in helping their clients by contacts with women's shelters or others that do provide accommodation. A number of CSOs have established good networks, with e.g. families, and methods for placing these girls after years of doing this work. Some organisations are currently developing new forms for sheltered housing either in networks with other CSOs or in co-operation with the social sector.

3.1.5 Long-term support

It is clear from the interviews that we are far away from having a good transition for the time after the acute and urgent situation has ceased. We need to develop much further what should happen to a girl after she has received sheltered housing. Also in the long term, when the extent of the threat may have decreased, the girls need organisational help to find good and suitable accommodation, get back to school, studies, get a job, and a functioning social network.

3.1.6 Other

Several of the CSOs and youth centres, sometimes in collaboration with the social services or schools, offer other types of support to victims of HRV. Such as different leisure activities, courses, and group activities and discussions, e.g. dancing classes, feministic self-defence, or group discussions on sexuality and the body, and about how violence has affected their lives. This could be considered a form of support when they create a forum for discussing the issues for girls who are subjected to HRV. It could also be a preventive measure in regard to the girls that are at risk of being subjected to HRV, by giving them tools and knowledge about their rights to be able handle their situation.

A more detailed overview of the support offered within different sectors of society will be found in the respective section further down this report.

3.2 Discussion

The complexity of, and variety of experiences of HRV, calls for numerous options of support. This is reflected in the range offered mainly by CSOs, but also the authorities, as a consequence of the demand of persons subjected to HRV. As discussed above the existence of many forms of support give the girls and boys a chance to choose what suits them. Sometimes there might be a great need of acute support, other times maybe a person just needs to talk about the situation and receive

¹³ See Good practice.

feedback to be able to make his or her choices. It is of great importance to fit support measures according to each and everyone's individual needs. It is consequently difficult to generalise between short and long term support and to say that one is more important than the other for they are closely inter-linked and both necessary. Many forms of support also give a greater opportunity to get hold of the problem, since HRV has many different shapes.

In cases of violence and threats, protection is however a first and immediate need. It is a prerequisite for all other measures. First, support should generally provide immediate shelter, protection and care, and in the long run it should be work in the direction of helping the girl, boy or woman to live a normal life. The mapping also shows that there is a need for developing support much further in order to fit the girl's, boy's and women's needs. It is essential that empowerment and 'aid to help oneself' is emphasised in the support, many of these girls do not want to be treated as victims, but rather being given the tools to change the situation themselves, make their own decisions.

It is also essential for the actors involved to assist the girls and women to get into new social networks, both in the short and the long term. Girls and women living in families where norms and values are closely connected to honour live in two cultures. This is often a very complex situation and these girls therefore need assistance to make the process less difficult and less isolating. The cultures and identities need to be merged or at least made sure they are not contradicting one another. Girls and young women need support in "finding themselves", both in the short and long term. Consequently, social networks are important both from a preventive perspective and in terms of long and short-term support.

In many ways it is crucial for the support to be effective and sufficient so that the co-ordination and communication between the actors involved function properly and smoothly. It also needs to be ensured that competence is developed in authorities, and in many CSOs as well. More emphasis needs to be put on identifying good practice and to develop methods for support, as well as in investing in well-functioning co-operations.

There is a need for established systems for follow-up on the girls after contact or intervention. Systems that will provide an overview of the girl's situation to be able to see what works out and what does not, where there are insufficiencies in the process of helping the girl to return to a 'normal' life.

Support for the family may also include informational work done on children's rights, gender equality, democracy, women's rights, and discussions on integration issues. Within these forums the cultural dilemma between the social collective and the individual can be solved with the help of others.

It is very important to realise that other individuals within the family may suffer from HRV indirectly. For instance, brothers, sisters or children of the women exposed to the violence also need support and counselling. This provides one more argument for the importance of bearing a holistic approach when dealing with HRV in the support and help measures.

4 Prevention

4.1 Introduction

When discussing HRV in Sweden, the debate often involves issues of integration, segregation, multiculturalism and racism. This indicates the complexity of the problem. There are many different views in regard to whether, and to what extent, the lack of integration and existence of segregation has an impact on the occurrence of HRV.

According to a number of interviewees there are many cases where girls and boys express concern over a change in attitude in their parent's behaviour after arriving in Sweden. Often because the parents have turned more rigorous controlling their children, which can have severe consequences as discussed earlier. Many children are also worried about the wellbeing of their parents and would

like to find support for them somehow. Because they often believe that the parents are feeling inadequate, socially excluded, not being able to live life the way they want to.

When looking at this phenomenon it is highly important to do an analysis of power. According to the sociologist Mehrdad Darvishpour¹⁴ these girls find themselves either in inferior positions or challenging their positions in four forms of power struggles in regard to gender, age, ethnicity and class. To this can be added sexuality for the girls, and boys, who apart from the above also have a different sexual disposition than the majority population.

Strongly connected to this thesis is that the father used to be on top of the family hierarchy, responsible for the economic provision of the family. Arriving in Sweden this position is often challenged by difficulties of integration and segregation. The children often learn the new language faster and also through schooling enter the new society faster and easier than the parents. This gives the child power and changes the balance of power within a family. In addition to this there are difficulties for an adult immigrant to find a proper job or a job at all, therefore they find themselves far down on the social hierarchy as unemployed or low-paid. Not being in control of the financial situation and a proper family provider, as for example having to rely on the social welfare office for the money instead of gaining them himself, can be a severe blow to a man. This could be a totally different situation than that in the country of origin, which could create feelings of despair and lack of self-worthiness.

The women quite often manage to create a greater living space than they had prior to living in Sweden, which also poses a threat to the order of things within the family. There is a human tendency that, when being away from the usual social context, the efforts to keep the traditional and cultural structures intensify. This might be the only perceived way to secure a sustainable existence and keep the control over a life that was shattered by political and social hardships, such as war and severe abuses of human rights.

The form it takes here is a simplified discussion and certainly there are many factors that have an impact on the situation, but in general terms this is how these conflicts can be described.

4.2 General overview

In order to get a comprehensive picture of preventive measures being done and what is considered needed in relation to HRV an extensive overview of many areas of society is necessary, since it relates to fundamental human and societal issues.

This mapping shows that for such a complex problem there is a need for many different locations of preventive work, and many different ways of dealing with HRV as to permeate all levels of our society.

The most important place for preventive work, according to the mapping, is school, but also locations for the introduction for newly arrived asylum seekers and centres of immigrant associations. Clearly, there are many other places that can be and are being used for preventive measures, such as youth centres and different training locations for professionals in relevant areas.

According to most respondents, it is absolutely vital for the efficiency of the preventive work to involve men in the process on all levels. Over the last year some projects have been started with the focus on HRV and boys or men within the target group. But they are still very scattered and few. One reason for this according to the respondents is this group is very hard to reach, both boys and men, and methods to work with this group in regard that the questions related to HRV are still to a large extent undeveloped.

For the girls it is often work such as girl groups, with either general activities such as cooking, dancing, writing or more focused ones such as discussion groups or feminist self-defence. For the boys there are few projects with them as the direct target group. But mainly it involves discussion groups, working on finding good role models, giving them tools to break negative patterns,

¹⁴ Darvishpour, M., "Makt eller uppfostran" (*Power or upbringing*), Sociologiska texter, nr 10, "Om familj, etnicitet, feminism och rasism" (*About family, ethnicity, feminism and racism*), October 2004, Centrum för välfärdsforskning, Mälardalens högskola.

thereby helping them to avoid becoming perpetrators. For the parents there are forums often connected to different women's groups or immigrant organisations focusing on issues such as being a parent, living in Swedish society. For professionals within different areas of society, the preventive work consists mainly of training and education concerning the issue of HRV.

A common preventive measure and also one deemed to be necessary to be able to make a difference and bring about change is to create forums for discussion and education. Giving people a chance to reflect and discuss different aspects of life. Many of the initiatives both run by CSOs and different authorities, do not specifically use the term HRV in relation to the target group, although the target group consist of potential or actual victims and perpetrators of HRV. The reason for this is, among others, not to stigmatise a certain group. The issue is still a very delicate one, and to be able to reach as many as possible by avoiding to nominate an issue that have been connected to certain minority groups in the Swedish media seem to be a strategy well-used. Instead the focus for discussion are general topics, that often have relevance for or could be connected to, HRV, such as discussing life space, being a teenager in Sweden today, being a parent, living with two cultures, sexuality, human rights, gender roles.

It was pointed out that there is a need to develop models to break taboos and negative peer pressure for all parts of the family. A number of interviewees mentioned that sometimes the parents are quite liberal in regard to their children, but that the pressure from the social group is extremely strong creating great difficulties to break the pattern. One reason for the maintenance and efficiency of the system of gossip and rumour as a mechanism of control, strongly connected to the social pressures within these groups, is the closeness to the collective through housing segregation. Many immigrants in Sweden are living in areas where the majority consists of immigrants as well. It is not unusual that the main part of the extended family or inhabitants from a village in the country of origin live in the same area. Many of the asylum seekers or refugees that come to Sweden tend to move to areas where they have family or acquaintances. This way the same system of maintaining control of the family's reputation through the female's behaviour can continue to exist. There are also people who would like to move away from their fellow compatriots for several reasons but often does not manage, for financial reasons, difficulties to find a job or housing in another area.

There are also preventive efforts through advocacy work, mainly from CSOs, in order to influence the public opinion and raise awareness on HRV. This is done through local TV and radio in several different languages, seminars, conferences, manifestations, and debate articles.

A more detailed overview of the preventive work within different sectors of society will be provided within the section, focusing on different areas of society further down in this report.

4.3 Discussion

Today there are many good and fruitful ideas and initiatives, mainly on behalf of CSOs, in regard to preventive work and it has improved for the last couple of years. But, they are still too few and too far apart to make a proper impact in order to prevent the occurrence of HRV. If the activities were done to a greater extent both to the number and geographically there is a chance to change things for the better and improve the situation for everyone involved in this multifaceted problem.

It needs to be pointed out that there is still a great lack of comprehension in regard to the complexity of HRV. There is a need for knowledge of the background in the countries of origin, such as societal structures, norms and values to be able to deal with HRV in constructive ways.

This is not a prioritised issue for the authorities, just like most work focusing on issues regarding girls and women in general. As a consequence these are often the activities that suffer from economic cutbacks. The work to prevent HRV is very far from done extensively and in a long-term perspective all over the country. It is very uneven between different municipalities and regions and often seems to depend on one or a couple of 'driving forces' who take this issue seriously.

Political initiatives commonly focus on short-term solutions, therefore solid efforts and commitments are still missing. The long-term solutions in this matter do not need to be very

resource demanding and would be more cost efficient in the long-term. But the results might not be as tangible as an effort made in an emergency situation (without compromising the significance of that) and therefore not as attractive for the politicians.

5 Schools

5.1 General overview

The school is pointed out by the majority of the interviewees to be most important location for work against HRV. It is a place for both supportive and preventive measures. This is the site where it is possible to reach most children and through them also their parents. The school is a neutral arena in the eyes of most parents, therefore do not pose a threat, which might be the case of the social services or other state actors. The school is for this group the most important social arena where they meet friends and might be able to act as any other youth.

The knowledge of this issue seems to vary a lot within and between schools all over the country. Once again, it is often down to a single dedicated individual such as a principal, a teacher, a school counsellor or a school nurse, whether this issue is taken seriously and if there are guidelines or plans of actions for discovering and appropriately dealing with a case of HRV.

Some school staff was of the opinion that there is a huge lack of resources in the schools to possibly take on yet a greater responsibility in regard to HRV. The responsibility of the school and the school staff was discussed with most interviewees. The importance of the school as an arena to prevent HRV was emphasised, but did not necessarily mean that the school staff alone should deal with the problem. The teacher's role is not primarily to be a social worker, therefore there has to be a co-operation between the social services and the schools. In a couple of schools there are preventive projects run by CSOs or the social services in co-operation with the school. This form of co-operation should be encouraged to be developed further in order to create a viable mean for the schools to deal with HRV.

Many pointed to the simple fact of educating the staff, for them to be able to note the signs of a student that might be subjected to HRV and then they can hand over to other professionals.

In regard to forced marriage many of the interviewees told stories about how girls, and sometimes boys, often are brought home to the country of origin during school holidays. Sometimes they do not return. This happens especially during the summer holiday between Compulsory School and Upper Secondary School and therefore nobody is expecting them when school starts again, since it involves a change of schools. Teachers and school staff need to be made aware that this occurs. A general mechanism in the school system that could be a problem for children who are subjected to HRV is that the parents must sign the documentation of a student when they change from Compulsory School to Upper Secondary School. Thereby the information shared in confidence is not handled with secrecy towards the parents who, in the case of HRV, might be the perpetrators and this could put the girl in a very difficult situation. Related to this is also the issue of the great lack of follow-ups being done of the girls and boys in order to make sure their rights are protected, this needs serious improvement.

There are contradictions within the School Law in regard to HRV and teaching. One of the expressed problems from professionals within several sectors working with HRV, is that there are children who are not allowed to follow some of the classes or school activities, i.e. religion, athletics, sexual education, exhibitions, camps. According to the School Law every child should participate in all the school activities, but on request from parents a student can be dismissed from certain compulsory classes and activities. The decision concerning exemption are made by the principle. This decision should be based on the mission of the school in terms of the regulations based on values. On the one hand the principle has the possibility to give exemption on the other hand the school has the mission of equality and a duty to oppose traditional gender patterns, which creates a dilemma concerning principles of conduct.

Numerous interviewees also mentioned the importance of creating and/or improving the relationship between the school and the parents. In many cases this is lacking, and several motives were accounted for as the reason for that. One major problem was the language, many parents in the target group do not speak or read sufficient Swedish. This makes the mechanisms commonly used in trying to communicate, such as newsletters, letters and reports in Swedish sent home, quite inadequate. A problem related to that is that there are seldom any resources to use interpreters for meetings with parents or translating documents.

There are initiatives to increase the involvement of parents in the school, such as parents associations, which have been very successful in order to activate the parents and also as a way to facilitate integration into Swedish society. But it is highly important to point out that this is not done without difficulties in relation to HRV. The effects of it must be carefully analysed and made with great awareness of the complexity of HRV. For many of the girls the school is the only place where they can be themselves, without the control of parents, siblings (unless they are students as well) and other relatives, and therefore very precious for them. By involving parents in the school a consequence could be having the presence of parents even during school hours and thereby limiting the girls' 'living space' even further, i.e. a counter productive result.

5.1.1 Support

The main support offered in schools is psychological and informational and is predominantly given by either the school counsellor or the school nurse. A couple of schools had well-functioning student-care teams in which the principal, a teacher, a nurse and counsellor were part of and who co-operated around students of concern. Often there was a referral to other professionals for better care.

One school nurse said that she got in contact with cases of HRV among the students when doing normal health check-ups, because often there were somatic expressions for psychological concerns related to issues of HRV, which led to follow-up conversations. There was often a high level of absence due to illness, which could be a sign of HRV, since many are not allowed to participate in a great part of the school teaching. This would then be pointed out by a teacher to other school staff or the student-care team that discussed how to go about with the student. It could also be a boy who is a 'trouble maker' and acting out in different ways due to severe pressure from home to act in a certain way. A dilemma was that the student care teams, consisting of the school counsellor and schools nurse and sometimes a doctor, have professional secrecy, which makes it difficult to discuss cases of HRV with for example teachers.

It was also pointed out that the school for many of the girls at risk of, or subjected to, HRV is the only 'free zone' and that should be respected and also used to help them find time for themselves, which they otherwise might be lacking. In numerous schools the girls are being timed, the parents know the schedules and how long it takes to get home from school, and if the girls are not back exactly on time, they are in trouble. The girls try and create extra space for themselves by asking for permits from school staff that assures that an activity or a class ends at a little later, in this manner buying themselves some time.

The girls seek support for many different reasons, from various forms of control and oppression to violence and/or threats. The boys usually contacted school staff for support when they were forced to marry a girl against their will. It was pointed out that it would be good if there was male staff for the boys to turn to.

Interviewees considered it of great importance to find individual solutions and make clear what kind of options the student have and the consequences of those options. Based on this each girl/boy could determine when and what kind of help she/he wants.

Many of the school staff expressed great concerns over being very overstrained and therefore not able to support the children that needs it. This concern was especially raised among school staff in more troubled areas with multileveled problems and many introduction classes for newly arrived refugees and asylum seekers where many traumatised children were students. In these areas there was also a constant lack of resources in relation to the workload, which led to an even greater overload of work.

5.1.2 Prevention

The preventive initiatives consciously taken in regard to HRV in schools in Sweden are not many. The main activities are various forms of forums for discussion often in separate girl and boy groups. In these groups the focus is either on this particular issue, but more commonly the topics covered were human rights, gender roles, sexuality, love, being a teenager etc. These are general topics, which are all relevant and can be connected to HRV in one way or another. The main aim is to have the students learn about these topics through discussion and reflection. Added to this was often a film or different interactive methods to work with groups. Some groups focused more on strengthening the girls and discussing relationships with both boys and girls. Some of the interviewees specifically targeted girls at risk of HRV, whereas others thought that was the wrong strategy, because it would lead to stigmatisation. One school counsellor who first worked in a specifically targeted group had girls who really felt pointed out, as the girls with trouble and that did not ease the process of the work they carried out. It is also important to bare in mind that these discussions can create reactions, which there should be a back up for.

5.2 Discussion

There are several problems in regard to HRV and schools. One great problem is the lack of knowledge of HRV, which then has spillover effects into how it is being or not being dealt with. This is a very complicated matter and there are no easy solutions, but the school staff has to work more with preventive measures and have to learn to see the signs and indications of HRV. Some of the interviewees felt that the teachers should be neutral and that the support in the case of HRV should come from the student care teams, school counsellors or nurses. The mission of the school is to teach, therefore other actors need to be involved. But just by giving the students knowledge of human rights and gender roles was considered to improve the chances for many of the girls and boys who are subjected to this type of violence, this should permeate the activities of the whole school. Issues of equality should be discussed more in the overall teaching, teachers should be encouraged to take more responsibility to have gender equality as part of all topics in schools. For this to be realised gender training of schools staff was considered necessary and a more detailed education about HRV should also be part of the training of teachers.

In order to improve the work in the schools there are many good examples that should be disseminated on a larger scale. Different forums for discussion seem efficient, interactive theatre/'theatre of the oppressed' and other methods to visualise the problem and make it more concrete were mentioned as positive means of preventive work. Numerous respondents wanted to see more work involving the parents, discussions, education, and forums to meet and exchange ideas and experiences.

Almost everyone wanted to see improvements in regard to finding faster paths of decision making and methods of co-operation with other authorities in regard to cases of HRV. But today there are problems turning to the social services when the staff at social services does not have enough knowledge on HRV, which can be very dangerous for the girl or boy. Plans of action or guidelines was lacking in most schools and considered essential in order to be able to provide sufficient support.

Many thought that the introduction classes with newly arrived refugees and asylum seekers should have some form of 'life-knowledge' (so called livskunskap in Swedish), where these issues were discussed, as part of their education and integration.

It is very important not to forget the boys in this process. The boys should be given alternative male role models to help them find ways to break the pattern of oppression and violence. By having other boys and/or men as teachers and youth leaders standing up for and representing other values and norms based on every human's individual human rights.

There have been a lot of financial cutbacks in many municipalities and several initiatives were unfortunately unable to continue, although they were highly appreciated by the target groups.

Another dilemma mentioned earlier is the informality of the networks between schools and different authorities and the fact that these networks are very fragile because it is attached to a person instead of a unit or institution. It is also important to emphasise that both school and social

services should look at HRV from the girl's, boy's and not the family's perspective, which could be devastating.

5.3 Skolverket (the Swedish National Agency for Education) och Myndigheten för skolutveckling (the National Agency for School Improvement)

In 2002 the Swedish National Agency for Education (Skolverket) was commissioned by the government to produce a support material for schools about the role of the school and possibilities to prevent conflicts between an individual and a family where the cause could be patriarchal structures. In March 2003 this commission was passed on to the Swedish National Agency for School Improvement (Myndigheten för skolutveckling) and in August 2003 they published a book called "Stronger than you think"¹⁵. It includes texts concerning the concept of honour, gender roles, power and ethnicity, several interviews with students, parents and schools staff and also some advice on how to act in an emergency situation in regard to HRV.

The work today includes network development for schools in areas where there are many immigrant children, supporting a qualitative development of sexual education, development regarding the contact between school and parents (a book on the subject should be published in 2005).

One of the problems faced by the Swedish National Agency for School Improvement is the great insecurity among school staff on how to behave in regard to HRV. There are tendencies not to look at the specifics of HRV and therefore not be able to see the signals of it and understand the vulnerability of a girl. The Swedish National Agency for School Improvement also has a lack of funding to do more thorough work on this issue. For example, when the book "Stronger than you think" was published there should have been more complementary efforts, such as seminars and discussions. This in order to be able to get the information across to the school staff to integrate it better in the every day life of the school.

6 Social services

6.1 General overview

The social services have been intensely criticised the past couple of years for their way of dealing with cases of HRV. Even though there have been efforts to improve their knowledge and competence it is generally still very limited.

There is a prevailing attitude to focus on the family and be family orientated instead of being child oriented, i.e. from the girl's or boy's point of view¹⁶. Another dilemma many interviewees have brought up is once again related to the tendency to believe the parents rather than the child, for example, how parents ensure the social services that everything is under control, how it is just a teenage problem and then act in a totally different way at home. Only this time perhaps the situation has worsened, since the child has contacted the authorities. This, as has been discovered too many times, could be a very dangerous situation for the person at risk of, or subjected to HRV. It has been shown that for many years the abuse of these (mainly) girls and boys has been 'excused' as an expression of ethno-cultural tradition and not been taken care of in the same way as of 'Swedish' girls in similar situations.

One of the biggest problems in regard to the social services is the implementation of the Social Services Act. If a minor contacts the social services for problems at home the handling officer is obliged by law to report to the custodian of a minor if an investigation on the family has been opened. Within these families bringing the family problem outside the family is a great shame, and goes against the values and norms related to the family honour. This could be just as challenging

¹⁵ <http://www.skolutveckling.se/publikationer/publ/main?uri=scam%3A%2F%2Fpubl%2F109&cmd=download>

¹⁶ The family perspective is based on the staff at the social services presupposes that the parents tell the truth, know best and their version of the story is usually prioritised in relation to that of the child.

as the girl breaching any other norm or value, such as being seen with a boy. The fact that the social services then contacts the parents, could put the girl at great risk of reprimands of different kinds, sometimes it could even be life threatening for the girl.

There is the possibility for so called 'counselling conversations' to determine the gravity of the situation where an investigation is not yet opened and therefore not necessary to contact the parents. This is unfortunately very seldom used.

A major problem apart from the lack of knowledge is the lack of co-ordination of the different units within the social services. One section deals with the investigation and one deals with the finances. Who does what in which order? Who makes the decisions? It is a very slow structure and each organisation has its own structure, which demand a lot of time and effort.

The staff at the investigative units found it very difficult for these girls to get financial support, their situation is often met with disbelief and scepticism and they have problems to prove their difficulties before it is too late. One representative working specifically with HRV confirmed that the work they do does not fit the existing organisational structures, since HRV deals with so many areas. The staff perceives that there is a lack of resources on behalf of the political will, they consider more money should be allocated to prevention. There is also a lack of clear signal and directions from the politicians.

Another problem seems to be that the situation is often quite severe when the social services meet the girl, which creates difficulties. Since the mechanisms for handling cases of HRV properly in most places are insufficient.

There appears to be difficulties to have a holistic perspective while dealing with HRV, which would make the handling of these cases much easier.

All the examples above lead to the conclusion that in general there is a lack of knowledge, cultural competence and a child perspective in the work of the social services.

6.1.1 Support

The support provided for cases of HRV are often the same as for any child in a difficult social situation. In case of emergency, they try to provide a sheltered housing, there seem to be difficulties or reluctance in financing this form of housing for a longer period of time, which has caused stress for the girls. This also because the co-ordination between different units is not always very functional in regard to HRV.

In the municipality of Eskilstuna the social services is running a project, 'Isabel', since 1996 with focus on girls at risk, where they have support and discussion groups in co-operation with schools and youth centres. In another municipality the social services have held a girls group for 10-12 year olds in association with a pre-school. These girls were noticed because they were the ones taking their younger siblings to pre-school and picking them up. There is a need for more awareness concerning this age group, in order to work with preventive measures, since HRV is more obvious when the girls reach their teens. There have also been efforts to support the girls through the youth health care centres, but there have been difficulties reaching the target group.

The integration unit at a couple of social services are or have been involved in projects regarding different forms of interaction with teenagers or parents.

6.1.2 Prevention

Where there are active preventive measures taken it often involves creating forums for discussion in different ways. There are forums for young people, mainly for girls, but a few also focus on the boys, and some for parents or adults. In regard to parents the initiatives try to make the participants reflect on their situation in Sweden, focus on for example being a parent here, concepts like culture, freedom and respect are discussed. Sometimes it has proved useful to look at the situation in the country of origin where they might have made progressive changes since the parents/adults left it and compare it to how they are interpreted and using the honour norms and values here in Sweden. A great aid in this is to have professionals with an immigrant background as well to be able to use their extended tools of communication. Some respondents suggested using the tools of

culture and religion while discussing issues of HRV, but also pointed out that there is a need for deep knowledge for that to be constructive. Another suggestion is to use an intern from the minority group the work is focusing on, to be able to reach out better.

There are resource groups in a few municipalities that can be contacted by professionals to help in cases of HRV. These resource groups are also working on plans of action for the municipality¹⁷.

6.2 Socialstyrelsen (the National Board of Health and Welfare)

The main tasks of the National Board of Health and Welfare (Socialstyrelsen) is to supervise the social services by undertaking activities such as follow-up and evaluation, quality promotion, data collection and analysis, guidelines and recommendations. In regard to HRV the Board published an information leaflet in April 2002 called "Girls who live under threat and coercion in families with strong patriarchal values" ("Flickor som lever under hot och tvång i familjer med starkt patriarkala värderingar")¹⁸, with some guidelines on how to deal with cases of HRV. This after the social services received severe criticism for their work with HRV. But unfortunately the implementation or spreading of such information is up to each head of office and not always considered a priority, therefore the handling of cases of HRV have been very arbitrary.

At the moment there are no policy plans within the authority. They are right now commissioned by the County Administrative Board to investigate if there is a need for national support to the municipalities in regard to HRV.

6.3 Discussion

The social services have received severe criticism of their lack of knowledge in regard to HRV as accounted for above.

Despite the many cases of HRV it is of utmost importance to keep an individualistic perspective while handling these cases, because they differ greatly. Educating staff in 'culture competence' is considered necessary to handle the cases properly. Greater flexibility is needed because sometimes the meetings should be held somewhere else, if the girl is afraid of being seen contacting the authorities. This suggests looking at new forms of organising the units.

There is a great need for the social services to put more resources in to preventive activities such as work on discussing attitudes, norms and values, through discussion groups and seminars that stimulates reflection and insight. Discussing concepts of freedom, respect and culture, that these are not static concepts, but changes over time.

The 'street-walkers' belonging to the resource unit at the local social services are supposed to work with preventive measures in regard to for example crime, drugs. This is done through individual spontaneous meetings, groups and advocacy on policy level. They should be educated in the issue of HRV to be able to meet the youngsters where they are, which could be a very efficient way to deal with HRV in preventive ways. Apart from walking the troubled areas, they could also do this work in youth centres and in schools. The staff at the social emergency services also needs to be trained, the treatment should not be arbitrary or depend on luck based on who the girl or boy meets that day.

More co-operation with other authorities and immigrant associations, including better networks both to discuss cases, but also to develop ideas and exchange knowledge and experiences. A mobile unit would be very useful in order to come to terms with HRV and provide the support necessary. It is efficient both in terms of time and finance and also assures the standard of the procedure in handling cases of HRV.

¹⁷ For more details on contacts, see contact list at the end of the report.

¹⁸ <http://www.sos.se/SOS/PUBL/MEDBLAD/mb0206.pdf>

7 Police

7.1 General overview

The police, just like the other authorities, is a multileveled organisation with a high level of decentralisation. This complicates matters in regard to policies, training, and exchange of knowledge and experience. The work with HRV varies greatly nationally in Sweden and so does the level of knowledge and expertise. The specific initiatives and special knowledge regarding HRV is usually found within the family violence units and sometimes, although rarely, within the integration units. Just like violence against women, this is not a priority in a very male dominated 'police world'. The status of working with this issue is low. There is still a lot of work to be done on values concerning violence against women in society within the organisation, for which there is a constant struggle to make space and receive resources, but this is slowly improving. In some areas HRV is just now being brought to the staff's attention. It seems, once again to be down to dedicated individuals whether or not the work in regard to HRV is well functioning.

The difficulties the police are confronted with in an emergency situation are related to finding somewhere to place the girl where she can begin a new life. Many police officers perceive difficulties in regard to the social services for their lack of understanding of the issue, especially in regard to placing a girl in another municipality, there is a great lack of flexibility on part of the social services to help these girls. Many of the interviewees pointed at the importance of using authorised interpreters in these cases, and not friends, children or neighbours to make sure the information is as accurate as possible. There is a need for greater networks in regard to these crimes in comparison to other forms of crimes.

Despite all this, the police are the only authority who received some praise regarding their work against HRV. In the eyes of a number of respondents their work has improved over the last years.

7.1.1 Support

The police are not able to offer much in terms of support for victims of crime. The more common form of support the police can offer is in terms of protection, which mainly consists of an alarm telephone for emergency situations. Instead they are able to give contacts for other forms of support. They cannot offer personal protection unless a person changes identity.

There are initiatives such as forming a unit able to handle cases of emergency, but there still seem to be a lack of efficient ways to deal with all the components after a crime has been committed. It should be pointed out that the police mainly encounter victims of HRV when a crime has already been committed.

In Stockholm the local police districts have a co-ordinator for victims of crime, who works with support and protection and co-operates with, among others, social services and CSOs. The County Administrative Board in Stockholm is responsible for the ongoing build-up of a resource team composed by 10-12 competent professionals from different sphere of activities, including two police officers and a prosecutor from the legal system. The team is supposed to support the police, the social services and others in individual cases of HRV.

7.1.2 Preventive measures

There have been cases where early interference by the police successfully prevented girls from being killed. Therefore it is highly important for the police to do a proper risk assessment. Police staff in all regions should have the same education, produce a common risk assessment model and co-ordinate internally within the police force and externally with other actors. The Eskilstuna County Criminal Investigation Department, have developed a model for this that seems to be working well. Individuals and CSOs also need to be encouraged to contact the police when fearing HRV taking place in order to prevent crimes.

Some of the respondents thought it would be good if they had some extra resources to be able to come out to schools, immigrant associations to give lectures and answer questions, and as well as create a greater trust for the police. In some areas the police do come and give lectures, but only

when asked and to a very little extent. Representatives of the Eskilstuna police force are sometimes involved in training support persons in HRV.

There were accounts of several examples of successful cases where the police mediated in a family conflict that tended to get out of hand. The police could be perceived as an authoritarian actor by the perpetrators in a family, which might lead to a possibility for them to convince the families of the gravity of their actions and thereby prevent them from committing any crimes. Some thought that the police should be more involved in mediation in order to prevent crimes of honour, but it was also considered a very delicate matter, and the method of mediation should only be used by experts on the issue.

In regard to co-operation there are attempts to set-up networks in some regions and even between some regions as mentioned earlier under the heading Co-operation and Policies/guidelines. This is being developed between the counties of Sörmland, Östergötland and Jönköping to educate staff, combine networks and open channels of co-operation in case a girl or a woman needs to be moved from one region to another to ease up the procedures.

7.2 Rikskriminalpolisen (the National Criminal Investigation Department)

The National Criminal Investigation Department (Rikskriminalpolisen) is responsible for providing national guidelines for the police across the country, regarding different issues including HRV. The department has an expert on HRV, Kickis Åhré Ålgamo, who is preparing a policy document with guidelines for honour based crimes consisting of both internal material for the police only and external material available for other professionals. She also gives numerous lectures to professionals, not only police, on crimes committed in the name of honour. Unfortunately, she is the only expert and therefore gets called in to support the local and regional police departments on cases of honour crimes. This causes problems in terms of the limited amount of support she is able to provide, which clearly shows the lack of priority given to these crimes.

7.3 Discussion

The relationship with the prosecutors have worked out quite well according to the interviewees, but it was also pointed out that they need a lot more training on HRV, to understand the greater picture. It would be good to have a couple of prosecutors in each region that was specialised on this issue.

In regard to the preliminary investigations it was considered important to have established forms for investigating these crimes, since it is different from cases of 'normal' abuse or violence against women. There are no proper action plans to follow up on the threats, that often come from fathers, brothers or other relatives. It is still problematic legally to deal with threats, where the system seems very far from a solution.

The reports to the police regarding violence against women in general are increasing, but not the resources to investigate these reports. And especially the investigations of HRV tend to be quite demanding, to do risk assessments etc, since there are usually several perpetrators involved. Many girls are too afraid to talk, and so are others around them, therefore it is difficult to get the information and evidence the police need for the case.

A problem pointed out by the witness protection units was the discipline of the girls, i.e. they are often minors and have very strong relations with the family. And after being placed in sheltered housing, there is a great risk, which increases the younger the girl is, that she contacts the family, relatives, the wrong friends etc. and therefore jeopardize the protection.

In cases when the witness protection unit have been involved, the police officers have often had to function both as fathers and as friends, since the social services have not been taking their responsibility, and also if the girl have refused help from the social services. They also find it very hard to deal with the boys, since they are often both perpetrators and victims of this system.

Different crimes are marked or coded with a number from the National Council for Crime Prevention, but there is no coding for crimes committed in the name of honour. They are classified as for example physical abuse against women. Having a specific code for HRV would help both in terms of providing statistics and in order for the police to work with preventive measures. Many of the cases of honour killings have a record of previous physical abuse. But there is a need for political will to bring about this coding.

The police need to give good, reliable risk assessments and the girl's story should always be taken seriously. Her support needs to be investigated according to the circumstances, for instance, in cases where the threat is grave she needs to be offered protection and be supervised immediately. A general information of HRV should be part of the training of police officers and particularly of the family violence units.

There is a wish for regional units with representatives from social services, support, schools, healthcare, financial intermediaries for housing, so that there is only need for one phone call instead of several. The necessity to improve the co-operation with other authorities, mentioned by interviewees from all sectors, was also pointed out by police staff.

8 The legal system

8.1 General overview

The legal system consists of several authorities. The focus in this report will be the prosecutors and the judges. In general, there still seem to be a great lack of knowledge regarding HRV among legal practitioners, which only reflects the attitude and priority of violence against women in general. There has been quite an extensive debate concerning rape in Sweden and how that is dealt with in the courts and during investigations. This brought on a general discussion about obsolete attitudes within the legal system when looking at gender roles, law making and the implementation of the laws. The issue of HRV is quite new and there are few cases that actually make it to court, even though it is an extensive problem in Sweden. Below follows a short account of the situation the within prosecutors' offices in Sweden.

In Gothenburg several prosecutors have participated in trainings regarding HRV, so called "crimes in close relations", which is the category HRV often falls under, is a prioritised area there. They work closely with other authorities, a co-operation that has been developing over the last couple of years. There are HRV projects in the region where the prosecutor is part of a regional resource group. There are and have been cases of HRV in Västerås. Discussing the investigative problems have been part of the training organised by the Prosecutor-General. They do not work with any special methods regarding HRV, but use common procedure for violence in close relationships. Sometimes the intelligence units of the police are called in for protection of the plaintiff.

In Stockholm HRV crimes are not investigated differently than other family related crimes. The family related crime is a so-called 'prioritised area', which means they are supposed to be dealt with faster. The prosecutor is always leading the preliminary investigations in these matters.

There are a number of preliminary investigations on cases of HRV at the international prosecutors' office in Linköping. There are no established methods for dealing with these cases, but there are several competent police officers called in on these cases.

In the courts of Malmö there have been several cases of HRV and representatives from the prosecutors office in Malmö is part of a network initiated by the County Administrative Board regarding HRV. According to the prosecutors' office in Umeå, there seem to be a lack of HRV cases reaching the legal system in northern Sweden.

The established methods for family related crimes are considered to be well functioning in cases of HRV as well. Some of the prosecutors said that since there are several actors involved in the preliminary investigation that might have an impact on the success of the investigation, although the prosecutor is responsible.

8.2 Riksåklagaren (the Prosecutor-General)

There was an attempt on behalf of the Prosecutor-General (Riksåklagaren) to do an investigation on how cases of HRV are dealt with that started in 2002 where all the prosecutors were asked to send in their cases of HRV. Only about 20-25 replied. The reason being, according to the person responsible for the investigation, was probably not that there were only 20-25 cases, but rather that the majority of the prosecutors did not reply. The amount of material collected was considered too small to be able to find out whether there were any irregularities and therefore the project was terminated.

According to representatives at the office of the Prosecutor-General, the authority is about to go through a large reorganisation with a starting point in January 2005. It will be divided into four large development and knowledge centres, one of these centres will focus on violent crimes, which includes HRV. One of the issues will be how to work with HRV in both the short and the long term.

The Prosecutor-General has also been working on a criminal case in the Supreme Court to see whether an honour related motive could have any bearing on the penalty. According to the training unit at the Prosecutor-General's office none of the trainings to become a prosecutor involves any specific training on HRV. It might be mentioned and discussed during the training if brought up by the students or during discussing specific cases. The training unit is planning to hold a seminar in the near future in regard to HRV, but nothing is settled yet.

8.3 The National Courts Administration

According to the training unit at the National Courts Administration (Domstolsverket) there is no special training on HRV, possibly there are discussion about it in courses on intent, violence against women, ethics and cultural meetings. Presently the judges receive training by staff from National Women's Centre, but after contacting the centre it turns out the training is only for two hours and according to them there is not enough time to bring up HRV.

During 2002-2003 almost all permanent judges received a half day training in "A multicultural society", where HRV was mentioned. A one-day course in human legislation (humanjuridik) that was given in November 2004 included elements of HRV and will continue during 2005 with elements of violence in close relationships. Five judges from the court of appeal in Gothenburg participated and approximately 25 judges from Stockholm. This course is a pilot course, which will be evaluated and then decided if it should continue.

This training is far from sufficient in order to understand the mechanism of HRV, as mentioned above, most judges are still lacking knowledge of the issue.

There is a general lack of understanding and knowledge according to the interviewees, as mentioned above, in regard to different cultural expressions and social norms within the legal system.

8.4 Discussion

The legal system is in great need of raising their level of awareness and knowledge concerning HRV, this mapping clearly shows that it is insufficient. Efforts are being made, but it is undoubtedly not a priority of any of the institutions of the legal system. It is, once again, only very isolated initiatives and there is a lack of long-term thinking. This might have an impact on how the preliminary investigations are conducted and thereby on the quality of them.

The lack of understanding the mechanisms of HRV also has consequences for the proceedings in court, how a case is presented, and what is taken into consideration in regard to the verdict. There is also a perceived scepticism based on that as to why HRV would be any different than other cases of family violence. This just confirms the present lack of knowledge.

9 Research

9.1 General overview

When looking at the world of research in regard to HRV a number of perspectives can be discerned:

The 'ethnic' or cultural perspective where HRV is considered a cultural condition, i.e. it does not occur in the 'Western world'. They are of the opinion that the violence in the Western world lacks the legitimacy that HRV has. This perspective reduces the problem to a cultural conflict between different norms (e.g. Wikan, 2003). In the media in Sweden this perspective has received a lot of attention, but only few researchers stand behind this position.¹⁹

A second perspective, which reject any assertion that one culture could be better than another, could be the cultural relativistic view, which have lost its importance among researchers today. But these researchers were very active a few years ago. It is the opposite of the universalistic perspective mentioned above. This perspective has a particularistic starting point and of the opinion that there has to be consideration taken to different norms and cultures, that are tied to their historical context and one should refrain from judging other cultures and what is wrong or right on the basis of one's own culture. (e.g. Karl. Olov Arnstberg, 1993). They try to legitimise HRV and the cultural traditions backing it up. These researchers take the cultural background into consideration and are of the opinion that the second perspective is ethnocentric and racist and that human rights is a western phenomenon.

But it is not only culturalrelativism, but all the below mentioned perspectives criticise the first perspective of having an ethnocentric starting point and can be related to postcolonial discourses that try to present 'Western' culture as fine culture based on equality versus the oriental cultures as evil and patriarchal. Many researchers more or less agree in their criticism of the culturally conditioned perspective, as a source for increasing racist conceptions of 'us and them', but they do have different opinions on their analysis of HRV.

The third perspective discernible belong to researchers who consider the first position to be a racist discourse, giving immigrant a collective guilt for HRV, and an ethnocentric approach, since they are trying to put the 'Western' culture as superior other cultures. Instead the third perspective is very individualistic, i.e. individuals are responsible for the violence and there is no difference made between different forms of violence²⁰

The fourth perspective is neither individualistic nor cultural. It has a feminist and universalistic approach. Some of the researchers here say that violence is a human trait and that we do not need an ethnic perspective. On the one hand researchers here do not separate different forms of violence against women just like the third, individualistic perspective, on the other hand they consider the individualistic perspective to legitimise patriarchy by reducing the phenomenon to an individual question.²¹

The fifth perspectives have a more nuanced view, which departs from intersectionality and considers the fourth position to be naive feminism and believe HRV is much greater among the ethnic groups concerned than among ethnic Swedes. It has a multidimensional view where the conflict includes gender, class, age and ethnic relation (discrimination). The researchers here are of the opinion that the risk of violence increases considerably because of the existence of discrimination in different forms and also because of a displacement of power in the relationship between parents and youth among immigrants. But the collective control of the females' sexuality should not only be seen as connected to certain ethnic minorities, since it existed in Sweden as well not to far back in time, although this violence now lacks collective legitimacy in Sweden.²²

¹⁹ For example Cecilia Englund, Idris Ahmedi

²⁰ For example Masoud Kamali.

²¹ For example Eva Lundgren, Åsa Eldén

²² For example Mehrdad Darvishpour

9.2 Discussion

In general there seem to be very little research on the subject today in relation to the amount of space the issue has occupied in the media. There are two of the most important areas that need more research and investigation. Firstly finding forms to establish the occurrence of HRV. This has proven very difficult for everyone working with this issue. Neither the police, the courts, nor women's shelters in Sweden have developed routines that make it possible to gather the data on the occurrence of HRV and threats, therefore methods for statistics and indicators need to be formed. Secondly, we need to do more research on methods for good practice. It has now been established that HRV is a serious problem in our society and it has been agreed that much more work must be done to prevent it. It is therefore necessary to focus on improving the methods for practical work, to find good practice in working with the girls, the boys, and families. We should further investigate successful methods and evaluations to work with HRV and methods that have reached desired results. It was also emphasised that ways need to be developed and improved where academia and practice become better at 'meeting' one another in order to ensure that research can become more beneficial for those working practically and to allow synergy effects to take place. We also need to improve the possibilities for more immigrants to do research in Sweden in order to pursue a more nuanced and multifaceted research. Moreover, as HRV is an international problem, it is absolutely necessary to increase international co-operation and exchange research. Many also suggested that academia should focus more on the causes for HRV such as migration, ethnic minorities, expression of values in different European countries, gender equality and cultures, sexuality, cultural relativism, integration and comparative integration policy, feminism and the women's movements in the Middle East and Political Islam. There is also a clear need to put more focus on girls and women to include their own experiences and stories in research.

10 Civil Society Organisations

10.1 General overview

While it is the authorities, such as the police and the social sector, that carries the main responsibility for preventing HRV and to ensure good support to persons who are threatened or suffering from HRV, the role of civil society organisations (CSOs) is of critical importance. The truth is that CSOs fill a vacuum that appears where the state does not succeed. That is what happened in the area of HRV, where the state was late in realising the magnitude of the problem. Many CSOs do host a great competence and experience, especially as many of them have been working with immigrants, girls, women and gender based violence for a long time. The CSOs are actors of utmost importance for the work against HRV and a greater dialogue with the authorities is needed to create channels of exchange of knowledge and experience and facilitate the process towards a more efficient co-operation concerning HRV.

There is a need for a diversity of locations where these boys and girls can seek support and also, as accounted for above, where preventive measures are, and should be, taken. The CSOs has a very important function in being a neutral contact before going to the authorities where the girls, women and boys can reflect upon their situation, receive some feedback, without having to worry about the consequences of contacting an authority. Sometimes this contact might be enough to find a solution to the problem. It would be of great value if the CSOs who are in contact with cases of HRV kept proper statistics. As mentioned earlier, the lack of statistics is a great problem and many of these girls, women and boys who find themselves on a difficult situation might only be contacting a CSO.

Many of the CSOs that work with HRV are presented in the contact list at the end of this report, where there is a more detailed presentation of their work.

10.1.1 Immigrant associations

In the immigrant associations in Sweden the vast majority of the members are male. Sometimes they have a female committee, where issues deemed to be women's are dealt with. But often these women's wings are quite marginalised from the basic organisation and therefore do not have

access to much of the funding. With exceptions, these associations are cultural associations, mostly creating a sphere where cultural traditions are enforced and maintained, therefore not perceived as progressive organisations. Many want to see increased co-operation with the immigrant authorities to combat HRV. Many of the staff at the different authorities expressed a will to co-operate to a much larger extent with the CSOs, especially the ethnic minority based ones since they are perceived to be significant actors in regard to HRV. In terms of dialogue, but also in terms of their knowledge and competence of HRV. But this should be done with a great amount of awareness in regard to the internal structures of these associations and what kind of activities, norms and values they are actually pursuing for the work not to be counter productive. Hence the questions has to be asked who are the members of these associations? Why are they part of these associations?

Many of the interviewees are of the perception that people within many of these associations do not want admit to the problem, therefore it becomes very difficult to find forums for discussions in order to meet and reflect different norms and values. There seem to be a great reluctance to this. There are few meeting points with native Swedes and the difficulties perceived in Swedish society, with a great lack of integration, has led to a narrow-minded view of the Swedish way of life, which is something that is not being opposed in many of the ethnic minority associations.

There were many comments on how a majority of these associations are leading a double life, one in regard to the authorities and another one in their actual work. Therefore there should be efficient ways to control the state funding of these organisations. Conditions have to be established to the funding they receive in order to assure the quality of the work. There is a need for higher demands on the immigrant and ethnic minority organisations to work more with gender issues, families and integration.

There is a great fear of conflict among Swedes and also a fear of being called a racist if uttering anything negative against the ethnic based CSOs, which hardly improves the situation.

10.2 Discussion

Collaboration and co-ordination between authorities and civil society based organisations need to be improved and encouraged. CSOs ought to be encouraged to work more actively together, not against each other in regard to HRV. There is a need for solidarity, dialogue and exchange, the CSOs are after all often having the same goals. The work on women by women is still a work that gets very limited resources.

Some interviewees underlined the need for exchange and solidarity between transnational women's movements in Sweden and in the Middle East, since they have a lot of experience in regard to HRV and there are lessons to be learned from them.

One conclusion, to be made on the basis of the interviews, is that more conditions need to be attached to the funding of some CSOs, particularly some immigrant associations. These conditions should include that the organisations prove their commitment to equality work. This can be done through formulating action plans for gender equality activities and including more women as members, board members, and stakeholders.

It is important to find liberal men and women among the immigrant CSOs that knows the language and cultural codes to work as role models by standing for an alternative view to the strongly traditional ones, creating a dialogue concerning issues related to HRV with their compatriots. But as mentioned above there needs to be a proper investigation into the actual activities organised within the organisations, if the honour norms are prevalent the chance of being able to involve them in supportive and preventive work might actually be counter productive.

11 Co-operation

11.1 General overview

The extent of the different forms of co-operation discovered during this mapping varied greatly. Last year, the mapping of the CSOs showed that several organisations already had well-established co-operations, whereas many were working very hard, but remained isolated. The same description seems to fit the authorities and the schools.

The majority of the interviewees would like to see co-operation to a much greater extent on many different levels with many different actors. In many ways the barriers to the co-operation seems to be dependent on two things; political will and resources. The authorities also seem to have different views on how to deal with HRV.

A number of interviewees wanted to co-operate on specific activities whereas others were open to anything as long as it was considered relevant for the target groups.

But almost everyone pointed out the importance of co-operating more with each other and that there is a need of co-ordinating everyone's efforts for it to be more efficient and less time consuming. A problem that was pointed out by most was that the co-operation at the moment are mainly informal and tied to a specific person within different authorities such as the social services and the police. This informal co-operation works well as long as that person is around, which makes the co-operation very vulnerable to change, in the case of for example that person changing workplace.

Below you will find a short overview of the different levels of co-operation.

11.1.1 Internationally

Some CSOs in Sweden have transnational co-operations. Several of the women's organisation that have a specific cultural/geographic background, or are involved in women's struggle elsewhere in the world apart from the work they do in Sweden, are co-operating and exchanging knowledge internationally. There are also initiatives on the EU-level for exchanging methods on for example sheltered housing. The police are trying to improve their co-operation, since this often is a transnational issue and they lack proper tools and knowledge to handle the cases. Kvinnoforum was one of the organisers in co-operation with the Metropolitan Police Service, UK, of a conference that was held at EUROPOL in June 2004 where a network of police officers from 20 European countries was formed, but they are just getting started. At Kvinnoforums European conference on HRV in Stockholm in October 2004, a cross-sectorial network was set-up of representatives from law enforcement, social services, schools, research institutes and CSOs.

A Nordic conference was held in November 2004 in Stockholm sponsored by the Nordic Council of Ministers, to focus on HRV and co-operation in the Nordic region. In December 2004 the Swedish government organised an international conference on violence against women, focusing on violence in the name of honour, to raise the issue on the international agenda.

11.1.2 Nationally

There are a few networks that extend beyond regional boundaries in Sweden, and a couple of national organisations have ongoing projects in different parts of the country. Otherwise, not many of the interviewees mentioned any present co-operations on the national level. Kvinnoforum held network meetings in 2004, within the framework of a project called Shehrazad, with representatives from different sectors of society from many parts of Sweden. In regard to that it became clear that there is a great need for this kind of forum to increase co-operation and exchange of knowledge and experiences. There is one initiative mentioned by the interviewees to form a cross regional network between a couple of different police forces, to be able to discuss and handle cases of HRV better, especially when a girl needs to be moved from one region to another.

11.1.3 Regionally

The County Administrative Boards in some of the counties are setting up resource groups or other forms of networks related to HRV. These consist of representatives from the County Administrative Board, social services, the police, and CSOs in the area. Only one county has an active expert group since a couple of years back²³. In general, it differs greatly between regions.

11.1.4 Locally

There are many local CSO networks, very often between women's shelters. As mentioned above there are informal co-operations between the social services and the CSOs, often to find sheltered housing. In some locations, a form of local co-operation is that between schools and CSOs for educating teachers, holding lectures, "theatre of the oppressed" or discussion groups in classes. The CSOs are also often contacted by social services to advice a handling officer on a case.

In some municipalities there are networks of police, CSOs and social services, that organise themselves concerning different cases of HRV, especially in regard to emergencies and non-minors. This co-operation is still limited and to complicate matters there are often conflicts between and within several authorities for example the social services, because of unclarities in regard to responsibility. This becomes particularly obvious in cases of emergency when so many things have to function within a short time span, i.e. protection, sheltered housing, finances.

Concerning different immigrant associations the co-operation seems to be very limited. In the cases of so called 'dialogue projects' it appears as if one CSO is often the spider in the net, offering projects to the other associations, but the associations do not seem to be in contact with each other. Representatives from the police and social services would like to see a much improved co-operation with the immigrant associations to be able to reach the target group, create trust and dialogue in order to attempt to prevent HRV. There are few existing initiatives, but very local and isolated. Many of the women's shelters also stay in contact with different lawyers, psychologists and doctors.

The co-operation can be divided into two parts, one focusing on supportive measures and the other on preventive measures. The distinction between the two is sometimes difficult to make. Some would like to do either supportive or preventive work whereas many would like to co-operate doing both. Most of them are open for all sorts of suggestions, but in some cases there seems to be a need for someone else to take the initiative. Below are suggestions for co-operation.

Co-operations for supportive initiatives was for example concerning various activities for girls in sheltered housing e.g. get them together and do sports etc. Also involvement of Arbetsförmedlingen (the Employment Office) as a collaborator for making it easier and faster to create a normal life for the girls that had to escape their homes and help them establish contacts in their new environment.

Suggestions for co-operations in regard to preventive work was concerning surveys on the girls' situation, follow-ups, school activities such as holding discussion groups in classes about values, gender roles etc. Co-operation between different parts of Sweden, the EU and the countries of origin, work with families and activate parents and youth to be able to level for dialogue. Mentioned were also expert groups, creating meeting places, reaching the parents through SFI (Swedish for Immigrants), and co-operating with youth centres and youth clinics to spread knowledge and information.

11.2 Discussion

The co-operation needs to be multileveled; locally, regionally, nationally and internationally, and is fundamental to be able to handle and combat HRV. In order to assess the need for co-operation it is important to look at the network around these girls, boys and women. Who are or could they be in contact with, where are the crucial links between different authorities, also with CSOs.

Co-operation is also fundamental when it comes to processes of change, especially regarding issues as profoundly rooted as the ones concerning HRV.

²³ The County Administrative Board of Västra Götaland

As discussed above using the school as an arena for co-operation to combat HRV was emphasised, where other authorities and organisations can come and for example talk about their work or hold discussion groups. If the networks of co-operation were formalised as part of the organisational structures and in this manner secured with specialised staff, that would probably have a very positive impact and consequently make it easier on all the individuals involved, not least the person being subjected to HRV. It would also be a signal from decision-makers showing that this is an issue that is taken seriously by incorporating these structures in the ordinary activities.

Although there is a great lack of co-operation and co-ordination of the efforts regarding HRV, in some places it is slowly improving in cases of emergency. This due to the attention HRV has been given the last couple of years, but also because of funding provided by the government. What is greatly needed is co-operation on a long-term basis. There is an obvious lack of follow-up work especially in regard to the girls who have entered a sheltered housing. There should be a network of police for protection issue, social services, schools and universities and the Employment Office to secure the individual with a possibility to start a new life in a new place.

Generally, there seems to be a need of a larger network and a much better co-ordination and co-operation between all actors involved in both supportive and preventive work in regard to HRV to be able to handle this issue efficiently and professionally, since this is a question of supporting an individual in the struggle against collective norms and forces.

12 Good practice

One of the aims of this project has been to identify best practice on how to work with this issue both in regard to support and prevention in different fields of society and also in the different countries. There are several motives that argue against the use of the term best practice when discussing HRV. One reason is that there are many examples of good practice within different areas that tackle this problem and therefore they do not necessarily compete with each other to allow a ranking system, but rather complement each other in the work to combat the complex of problems that HRV constitute. A second reason is that we cherish many forms of work in their attempts to combat HRV. Thirdly there are many good examples, but many of them have been done without ways and means to document and evaluate them properly and therefore create difficulties in locating them. Especially in countries where talking about HRV is still very taboo or the knowledge of HRV is very limited. We have instead chosen to highlight some examples of good practice that we have come across looking for best practice that are either focused on HRV or could be applied to work on HRV.

Apart from the examples presented below there is also material, mentioned earlier in the report, that have been considered as good practice as far as guidelines go and a basis for plans of actions for the work on HRV. The material focusing on schools was produced by Lasse Johansson, school counsellor at Angeredsgymnasiet, now working as a project manager for the County Administrative Board in Västra Götaland for issues of HRV. Marita Lager and Mikael Thörn produced the material for staff at the social services at the social services in Lärjedalen within the same county. Their material has been used to produce the report “Violence in the name of honour, the duty to see and help vulnerable girls and women” (“Om våld i hederns namn, om skyldigheten att se och hjälpa utsatta flickor och kvinnor”) by the County Administrative Board of Östergötaland²⁴.

The examples below are aimed at encompassing different aspects of HRV, from state to non-state initiatives, from supportive to preventive measures.

²⁴ <http://www.e.lst.se/hedersfortryck/dokument/OmValdIHedernsNamn.pdf>

12.1 Elektra

Elektra started in 2001 and is a project run within Fryshuset, a big house for youth in Stockholm with social projects, educational programs, sports, culture and entertainment. Elektra works to prevent the limitation of girls' life space caused by honour related oppression.

Method

The work is based on a holistic perspective, which is also the reason for working both with support and prevention, with both boys and girls.

Support

- They provide support persons for girls, which are trained by Elektra and external trainers. These trainings have been evaluated and much appreciated. The support persons have access to professional counselling in case of difficult situations.
- A 'hotline', which is open certain hours, where a girl or professional staff can phone and receive advice. The girls are informed that the staff have secrecy externally and will do their best to help out and that anyone within Elektra can work on a case if necessary. At first an investigation is done on the girl's situation and needs. The support provided is always based on every girl's individual needs. They inform the girls about how much support they can offer and when the girls need to contact other organisations or authorities for help (with the assistance of Elektra of course).
- They have a webpage (www.elektra.nu) with information in several different languages. It includes: contacts in emergency situations, relevant links and articles, information on human rights, the body and sexuality and a notice board where one can write down thoughts and comments.
- There is also a meeting point, where girls can receive advice and counselling, meet other girls in similar situations, a relaxed environment and a peek into other activities offered in the same building.

Prevention

- Theatre in co-operation with Uppsala Stadsteater/Riksteatern (Uppsala city theatre and Sweden's nation-wide theatre). Theatre is well known for able to connect to feelings and provide knowledge beyond ordinary teaching. Elektra combines theatre with discussion and dialogue. The theatre group consists of school students and staff. The theatre set up last year focused on girls, this year a new piece has been set up that focuses on the situation of the boys and their participation in the oppression of the girls.
- They also provide a study material with a large number of exercises and topics for discussion that can be used in classrooms or youth groups. The change of attitudes is built on involving the youth in their own process of change. Through value and norm exercises and 'theatre of the oppressed', they are given the possibility to change opinions without feeling that adults force their opinions upon them. It is very important for the adults be able to bounce the questions back to the youth in order for this to work and for them to find their own sensible answers. Elektra uses the same methodology with professionals who find it difficult to handle cases/problems of HRV.
- Sharaf Heroes is a recently started initiative, which focuses on boys and young men. A group of 8 boys and young men with immigrant backgrounds, who have decided that HRV is despicable and actively take a stand against it, have been trained to go and talk to other boys and young men and work as role models for an alternative point of view.

Definition

Elektra uses a longer description of the phenomena rather than a short hand version, which can be found on their website (www.elektra.nu).

Target group

Girls and boys who live with oppression in the name of honour, professionals working with the target group, and politicians.

Aim

To support girls subjected to HRV, and reach a change in attitude in the group that oppresses and violates the girls.

Components

To reach out to individuals with support, work on attitudinal change on a group level, as well as on a structural level.

Co-operation

They co-operate with different municipalities, police authorities, legal experts and other CSOs.

Factors of success

Their activities have increased steadily since they started, and is still increasing. Growing numbers of mainly girls and professionals contact the staff at Elektra for support in individual cases. They are often invited to conference and seminars to talk about their work and thereby increase knowledge about the issue.

Evaluation

There is no external evaluation, but rather separate evaluations of different activities in terms of follow-up on their own methods, revise and try to improve what does not seem to work. The girls getting support and our support persons have evaluated their activities. Each training of support persons is evaluated by the participants, which has led to a highly appreciated training due to the improvements they have made on the basis of those evaluations. When they have theatre performances in schools, the students answers a few questions to try and measure the attitudinal change in the target group.

Problems perceived

There is a lack of knowledge among professionals, who often mixes problems of HRV with 'normal' teenage problems. The financial difficulties on a municipality level in order to give the support needed, i.e. money to place the girls when necessary or to give them financial support. The ideological or political differences among CSOs working with the HRV complicate co-operation. The fear among professionals within authorities of taking a proper stand against this violence is another problem. If there were blonde, blue-eyed girls who were forced into marriage, genitally mutilated or not allowed to learn how to swim, this would never be accepted by the same professionals. Elektra considers that this form of racism is unfortunately existing today on many levels in society. They also think that they are limited in their work due to lack of finances.

Ways to improve

The dialogue between different actors regarding HRV must improve. The municipalities must educate the staff that meets these young people. The bottom line is that there has been a failed integration process, which needs to be profoundly overseen and improved.

12.2 Kruton

Kruton is divided into two parts; a sheltered housing and a support and counselling centre and is run by a unit at the social services in the municipality of Stockholm.

The sheltered housing is for girls subjected specifically to HRV and has eight places. They take emergency placements round the clock, day and night, where they provide protection, crisis management, care and investigation. The time of placement differs depending on the commission/assignment and need. Priority is given to placements from the city districts of Stockholm, but if there is space, they also take girls from other parts of the country. The placements are always made by the social services.

There is also an apartment for a couple of girls when the severe risk situation has ceased and they manage to live by themselves, but still receives support and care from the sheltered housing. The aim of the apartment placement is to teach the girls how to live with a threat and how they can keep up a way of thinking in terms of protection in their daily lives and also to build up new networks around the girls and support them to gradually manage by themselves.

The support and counselling centre is for girls and young women with an immigrant background who is at risk of or subjected to HRV. At the centre a girl can receive advice and guidance in her situation. She can be anonymous if she wants to.

Kruton also offers knowledge, support and guidance for professionals within social services, schools etc. who meet the girls in their work. There are activities such as discussion groups, showing films held at the centre on Wednesday evenings in co-operation with a CSO (Terrafem) in order to reach the girls in a way that the social services have a hard time doing on their own and use each others knowledge and competence.

Method

Kruton's assignment is to receive both emergencies as well as planned placements of girls in a protected environment. The work is constituted of care, crises management and individual planning of the placement based on each girl's special need for protection. The crisis management consists of supporting the girl through the crises that preceded the placement. This is done through conversation, support and care. A plan of action is set up between the handling officer and the girl based on the girl's individual needs of protection and the threat that caused the placement. A risk assessment is done in order to judge the need of protection and restrictions during the time at the shelter, (questions asked are for instance: Who is threatening? Who is the girl most afraid of? Has the threat changed? What is the mother's role? Who does the girl trust? Who knows about the girl's situation?).

In addition to that geographical network maps are made, which describes how the girl came to Sweden, what her childhood was like, what the parents did in the country of origin, was there violence there as well? For the girls, this part of the work is important, since it is often the first time somebody listens to their story and believes what they are saying. Kruton also checks different locations with the girl, in order to find good options for future living alternatives. Occupation during the stay is planned based on the girl's individual needs and the possibilities in regard to the aspects of protection. If there is a need for a psychologist or a doctor that contact is supplied. The girls are given two contact persons and there is always a woman on every shift, although the staff consists of both women and men. The school is often very important to the girl, but about half of the girls are not able to attend their schools anymore, sometimes the girls meet a teacher in a secret place, receives homework on the e-mail etc. There is a reference group with handling officers from city districts in Stockholm that meets six times a year to discuss cases, improve methods and also includes lectures from different specialists.

Definition

Kruton uses questions to define the problem in conversation with the social services who places the girls based on the following:

- Family situation, country of origin, how long in Sweden, age, has the girl been subjected to threat (what kind), any violence (physical, psychological, how, when), who in the family threatens and/or violates (if it is the boyfriend, Kruton does not place the girl), why. How long has this been going on, is the family previously known to the authorities, where is the girls right now, school, work. How is the risk assessment, have the threats and violence been documented, is there a police report/will one be made, is the girl under the Care of Young Persons Act (if not why, since nobody should know where she is and where Kruton is located). How is the girl's physical and mental status (if there is drug abuse for example in the picture she cannot be placed with Kruton). If she is not in need of sheltered housing right now, or not ready to make that decision she can come to or be put in contact with the support and counselling centre.

Target group

Girls between 13 and 20 years old who, because of honour related violence, or threat from close relative, is in need of sheltered housing

Aim

To give the girls a safe and stable environment in an emergency and create options for the future.

Components

The commission of investigation is based on the girl's story map her future needs and make an inventory of resources in her network. The investigation can include suggestions for future support

after the placement. Based on a deal they can offer a follow-up contact of support with the girl. Everything has its starting point in never questioning the girl's story.

Co-operation

With the city districts in Stockholm, social services, women's shelters, police and others to give the best help and support to the girls.

Factors of success

Kruton are sought after in terms of their knowledge and working experience. They hold lectures all over Sweden. They are also considered an established institution and receive girls and have exchanges with sheltered housing in other parts of the country. Since the start in 2002 they have successfully helped some 80 girls through their sheltered housing and many more through the support and counselling centre either directly with the girl or via other persons trying to support and help the girl.

Evaluation

Kruton is evaluated, just like all other municipality activities in activity reports. Apart from that there are evaluations with the handling officers of the girls and also evaluation with the girls themselves. After six months there is a follow-up on the girl with the handling officer. Through the support and counselling centre Kruton keeps in touch with the girls that left the sheltered housing. Internally the evaluations consist of very valuable information for the staff and enabling them to constantly improve and develop their work and also to find new ways and co-operations for the future. Previously there have been requests from the girls leaving the sheltered housing to set up a meeting point at the centre for the girls, which is now a reality through the centre. Next year Kruton will also be evaluated through Uppsala University.

Problems perceived

Kruton perceives problems in regard to the lack of clear and formal deals made in case a girl moves back home again. Lack of awareness that the risk assessments of these girls can change very quickly. A girl can find herself in a low need of protection, but this can escalate very quickly at any given time, which could be life threatening. Lack of attaching enough importance to the circumstances for placements made after the shelter, to be done with a considerable amount of care, where a risk assessment is made, also in terms of continued studies, schools and workplace. There is a need to form a forum or a centre for girls who do not dare to contact the ordinary social services.

Ways to improve

Kruton is open for suggestions and co-operations, especially in regard to the support and counselling centre, in order to get in contact with the large hidden figures of girls in the Stockholm area.

12.3 Flera Kulturer Ett liv (FKEL) (Several Cultures One Life), Kvinnoforum

Method

FKEL use a gender and empowerment perspective and work preventive with both students and school staff. The students are divided into separate girl and boy groups. The work with the students is parallel to the work with school staff, such as head master, school counsellor, school nurse and teachers.

Definition

Honour; with focus on the girl's lack of freedom and honour related oppression.

Target group

School staff in Compulsory School and Upper Secondary School in contact with girls and boys who are brought up with honour norms and values.

Aim

- To develop methods concerning existing, or formulate new, approaches, methods and knowledge on the subject.

- To increase knowledge of the school staff on the situation for girls and boys who live in families with honour norms and values.
- To enlighten and influence students' attitudes that lay the basis for honour related oppression and give them a wider perspective in order to empower those who live in families with honour norms and values.
- To give school staff competence to work with the developed methods. The project should result in a manual with methods, tools and knowledge for different staff groups in school.

Components

- Study days with the purpose of developing competence and educate school staff through lectures on honour norms and honour related oppression. In addition to that there are workshops where school staff gets to test the different methods used with the students.
- Co-operation with workgroups in the schools consisting of student care teams and teachers. There are continuous meetings where school staff gets to highlight the problems they face in meeting the students brought up with honour norms, which lead to discussions concerning how to work with preventive measures.
- Student meetings, girls and boy groups, discussing topics such as honour, sexuality, power structures, gender equality, gender roles, respect.
- Benchmarking meeting, where staff from all three schools and the project staff meet to exchange ideas, knowledge and experiences.

Co-operation

The co-operation within this project consists of three schools within the Stockholm County; Hjulstaskolan, Farsta Gymnasium and S:t Botvidsgymnasium.

Factors of success

FKEL can see that both girls and boys and school staff start a process of reflection on their own opinions in regard to HRV, but also other topics brought up during the time of the project.

Evaluation

The evaluation is continuous during and after each phase. Evaluations are made both with the students and school staff has been very positive. The students have appreciated the meetings and the school staff has appreciated the study days.

Problem

One problem is that school staff often is not given time and space to discuss issues related to HRV. There are no guidelines for the school staff on how to handle problems arisen due to honour norms. In general school staff usually report to the social services as soon as there is a need to worry about a child, but in cases of HRV they are reluctant to because they are unsure and afraid that it might worsen the situation.

Ways of improvement

In order to improve it is important school staff and other professionals who meet the girls and boys do to ignore the problem. It is highly important to continuously work with preventive measures before the great conflicts arise between the youth and their families.

12.4 Dialogprojektet (DP) (The Dialogue Project), Save the Children

DP creates forums for communication and dialogue, and encourages the immigrant association to bring up issues in regard to the traditional male role model, violence and the role of the father. They focus on segregated areas and started out as a project to decrease youth crime and violence. They also do constancy work in regard to male role models in for example Russia.

Method

To get in touch with and create an entrance with immigrant associations, with help from women's organisations that have contacts with male networks and help DP to enter. DP works preventive with HRV to create a dialogue for bridge building and attitudinal change. The three men taking part of DP are specialised in different areas; positive male role models, the modern father role and the structural aspects of the male gender role, the meaning of the culture of violence in boys' upbringing.

Definition

HRV is a global phenomenon of violence exercised in a collectivist spirit of ethics that regards the family's and extended family's honour dependent on the girls' and women's chaste behaviour, which also effects the upbringing of boys, with an absolute ban on premarital love relations. (It is important to remember that boys are hurt and killed as well)

Target group

Traditionally male dominated groups who live a segregated life in the suburb more or less without contacts with Swedes. Boys and men above the age of 15, military police, politicians, fathers and fathers-to-become.

Aim

To help and inspire immigrant associations to start their own projects focusing on prevention of violence and gender equality, where DP supports the project for a period of time as long as the partner wishes to keep up the co-operation. The immigrant associations cannot handle the work by themselves, especially the conservative groups, because the forces against change are too strong and the progressive forces are often in minority. Another aim is to influence the Country Administrative Boards in regard to the contact and dialogue with the associations who stick to their traditions. DP also stimulates the build-up of immigrant organisations' own social work for support and social defence to decrease the youth crime and violence. DP wants to create positive attitudes towards the raising of boys and father figures, to take responsibility for an equal upbringing and eradicate violence in the name of honour. It is an issue of rights, which means that today girls from certain ethnic minorities do not have the same individual rights as the majority population.

Components

The project methods are in stages composed of first networkmeeting, then holding monthly meeting for a couple of test-seminars with an immigrant organisation, and from then on building up a project within that organisation. At a seminar a key person within the immigrant organisation introduces representatives of the DP, DP introduces their questions; that they see the causes of violence in political and social constructions and in the traditional male gender role. At this stage people in the group at the seminar are usually interested, so DP hold a short introductory lecture about this. DP then points out that they are there to create a dialogue and a discussion, not to lecture. The debate starts and touches upon related subjects such as the law against corporal punishment in Sweden, girl's virginity etc. After that there is often a workshop or DP receives a lot of questions.

Co-operation

DP co-operates with many immigrant associations, other CSOs and authorities on different levels.

Factors of success

One example is when a girl from the Syrian-orthodox church, a partner organisation of DP, held a speech at a conference in the parliament about HRV and preventive measures taken, this was unthinkable a few years back. This is mainly due to the priest in the parish, but could be seen as a result of the co-operation with DP, as they asked the priest if she could represent the church at this occasion. This parish has also solved several cases similar to that of Fadime Sahindal without a violent or deadly ending.

The fact that representatives within immigrant associations with the support of DP have managed to start several groups and get a dialogue and discussion concerning traditional male gender roles started. These representatives have also reported that new meeting points and areas of contact with the Swedish society have been created through the project.

There is also an increased activity within social issues, such as family counselling and support to girls in crises. Although it is extremely difficult to measure attitudinal change, there have been occasions when members of the partner organisation have started to ask about educational programs for fathers and also during seminars stated that “it is crazy we have not discussed these issues before”.

Evaluation

DP is evaluated by Save the Children and the work of the immigrant associations is evaluated by the National Board of Integration.

Problems perceived

DP perceives a lack of capacity and resources internally, if they had more resources, they would be able to follow-up on their work better and thereby hopefully creating a more substantial attitudinal change. Parts of the message DP bring with them are still controversial and therefore it takes time to create a steady base. On the field there is a lack of proper integration policies with a focus on children's and women's rights, which would bring about dialogues in the traditional male dominated groups in co-operation with progressive Swedish groups or other human rights groups. There is a lack of focus on well organised and long-term attitudinal change.

Ways to improve

DP needs more resources, and at least two progressive male co-workers with immigrant background in order to reach out and also to increase the support of the representatives who are running the projects related to DP in the immigrant associations.

In general, DP considers there is a need for a stronger political will and courage in regard to the integration politics, which should focus significantly more on children's and women's rights, reaching out to male dominated organisations and to the introductory courses for the newly arrived immigrants.

12.5 Kvinnors nätverk (Women's Network) and the Dalila project

Women's Network is a CSO that work for human rights, with the focus on girls' and women's human rights. They mainly work against sexual oppression of women and girls who suffer from honour related violence in immigrant families.

Women's' network includes:

- Dalila, a project for girls and young women to facilitate their integration in Swedish society. For many of the girls there is a great gap between the world and the traditional values they grew up with and the life they want to create for themselves. Therefore problems such as finding a place to live, education, relationships, sexual health can be more complicated to solve for them than for a person who is already well integrated in the Swedish society.
- The project Matilda: focuses on battered women who need support and help to get out of a very difficult and destructive situation.
- Women's Voice/ Kvinnors Röst is a local radio program transmitted every Sunday in Persian, discussing different issues in society today from a gender perspective.

Method

Women's network offers support to women and girls through counselling, legal advice or therapy. They act as their representative at the first meeting with different authorities, such as police, social services, lawyers etc. After the emergency situation has ceased, they help the women and girls to create a new social network, if they had to break with their conservative social context. This work is done in co-operation with volunteers that are trained by Women's Network as support persons or support families.

Women's Network does not only act in crisis situations, but also with preventive and reconstructive measures. They arrange different forms of courses, create meeting points for the women and girls to share their experiences, receive support and inspiration from each other and strengthen their often destitute self-esteem. They also arrange activities for women and girls, such as drama courses, creative courses and lectures on relevant themes.

Women's Network also gives guidance and advice to professionals in regard to cases of HRV.

Definition

Womens' network stress that patriarchal oppression exists all over the world, but that statement is not explicit enough. When it comes to helping the girls it is important to find out their specific needs. The families often have a clear male hierarchy with fathers and male relatives on the top and the young females has the lowest status. Control of the female sexuality is an important and collective issue for the family.

Target group

The target group for Women's Network is women subjected to domestic violence. The target group for Dalila is young women who are controlled, threatened or harassed by their parents or other relatives. There are no age limits, but mainly the young women are between the ages of 14-25.

Aim

To strengthen the girls and improve their individual situation. But also to spread knowledge about the issue of honour related violence and these girls' situation.

Components

Mainly emergency measures, individual support measures such as counselling, group activities such as different kinds of courses, open house, excursions, and contact with support persons.

Co-operation

Co-operate and seek co-operation with different groups and organisations that share the same values. Dalila have co-operated with among others Elektra (presented previously), Save the Children and the Red Cross.

Factors of success

The girls perceiving an improved situation and life, especially in regard to the level of control they have over their own lives.

Evaluation

An evaluation will be presented in February and is done by an external evaluator.

Problems perceived

Women's Network is a flat, i.e. non-hierarchical, organisation, which means that the employees have freedom of action when it comes to shaping the activities. The employees appreciate this, but at the same time they express a feeling of being alone and isolated. Many of the employees work overtime without overtime salary or do voluntary work and due to the scarce resources the ends wouldn't meet otherwise.

Ways of improvement

Women's Network needs more resources. When it comes to the employees and volunteers feeling secluded, it could be solved by more extensive co-operation between them, but due to the lack of financial resources there is not enough time to enter deeply co-operation or supervision.

Women's Network also would like to see the government and the authorities taking a greater responsibility when it comes to helping these girls. To accomplish this there is a need for greater co-operation between women's organisations and women's shelters in Sweden. There is also a need for greater knowledge when it comes to helping the girls when the girl decides to leave her family and perhaps is placed in a support accommodation.

The examples of good practice presented above have clear aims to work against HRV. We have chosen to present the example below as a way of highlighting the importance of the role of the parents and the connection between and the consequences of HRV and social exclusion, integration and segregation. The role of the parents is fundamental for the well being of the children and the lack of communication between the homes and the school, mainly in segregated areas, has in this mapping proved to be most inadequate, but of great significance.

12.6 Hermodsdalsskolans Föräldraförening (The Hermodsdals School's Parent Association)

This parent association, created in May 2003, consists of parents of children that go to Hermodsdalsskolan, teachers and other staff. The school is located in an area with a majority of immigrants in Malmö.

The main task is to support the homes and school in the neighbourhood in order to give the children a safe environment and facilitate their versatile development. The association also works for the development of co-operation between the school and homes and the increase of parents' influence in the school. The work is done in co-operation with the school and other institutions and authorities in the area. The members are parents, children and teacher and the association uses the school facilities for the activities.

Method

The board consists of parents with different countries of origin, which speaks different languages, which makes it easier to contact other parents who do not speak Swedish. The association has members that contribute in different ways, athletics, music etc. They keep the school open a couple of evenings a week where the children can get help with their homework etc. They are starting a mentor program where students from a high school in the area are mentors for the students in the lower classes.

During the fall parents study circles have been started which are held in co-operation with school, police and other actors and authorities in the area. The themes have been: *About school, Drugs, crimes and youth, Corporal punishment and custody of children, Sex and coexistence in school, Environment in school and neighbourhood, and Integration.*

To increase integration in the Swedish society the association also arranges excursions for parents and children in the area.

They have also engaged parents to do 'nightwalks' on Fridays and Saturday to be at hand for the youth as support and as adult role models.

In addition to this they have a homepage where there is information in several languages, document relating to the Swedish school system, minutes etc.

Target group

Parents, children and school staff.

Aim

The aim of the parent's association is; to be a bridge/link between the homes and the school, a support for the school in its mission, to make parents participate more in the work of the school, to open the school for the local community for different activities, to increase the understanding and the awareness between different groups of parents with different ethnic origins and nationalities, to develop the parents knowledge about Sweden and the Swedish language, and to increase parents integration in the Swedish society through a possibility to socialise and co-operate with 'Swedish' parents.

The purpose and the goal of the association is to contribute to the development of the school's activity that facilitates children's' learning and development, to work for a good physical and psychosocial working environment for both students and school staff, to organise different activities within the school for children and adults in the neighbourhood, to increase the youth and parents participation and influence, to increase parents' dedication and possibility to influence questions within the school and to develop and supply ideas for supporting parenthood.

The school should be available for the neighbourhood's need for education, leisure activities, social and cultural activities, all year round and be a centre to build co-operation with other institutions, authorities and organisations.

Components

Organised activities: athletics for women, Sewing in Swedish for women, Support for children (with for example home work), oriental musical entertainment, open school for parents and children in the evenings, computer courses, 'night walkers', girl group, parents' study circles. The parent's study circles is one of the main components of the association where the aim is to create a forum, a meeting point for parents where they can discuss common problems and share experiences. It is also important to create a common platform for discussions concerning issues such as parenthood in Sweden and other countries, men's and women's health and an active dialogue about gender equality, democracy and participation. The goal is to increase the parents' knowledge about the school and to be a parent in a new country and help them meet their children in the right way.

Co-operation

Apart from Hermodsdalskolan, the association co-operates with representatives from local authorities, police, social services, landlords, organisations, institutions and associations in the area to develop further the co-operation.

Factors of success

According to staff in the school, there has been a great positive change and improvement in the relation between the parents and the school. The parents come directly after a phone call and school staff can use the increased knowledge they have received through the parents' association. Many of the children are satisfied with the improved interaction with their parents and the increased support in regard to the schoolwork.

Evaluation

It is very good with active parents, but it is important that the school is doing its job with the norms and regulations that are established for the national schoolwork. The most difficult ones to bring along towards a change are the parents. There is a great pressure on the students to get high grades in the senior classes and this in a school where approximately 50% are not qualified to Upper Secondary School. It is not possible for the student to get grades high enough when he/she only have been in the country for a couple of years.

Problems perceived

It is highly important to look at the consequences of the close co-operation between the parents' association and the school in regard to HRV. Many of the girls need to handle the schoolwork, the friends and a possible boyfriend (whom she is not allowed to have) during school hours. Since there are now more parents in the school area it can create even greater control of the girls. There is no noticeable difference in regard to the boys' behaviour.

There has been a clear attenuation in both membership and content lately. The difficulties have arisen as a result of a conflict between the one of the larger groups in the association and the school. A one of the groups have left the association after dissonance in regard to the norms and values of the school and that of the group on a religious basis. The clan leader who represented the ethnic group decided he disapproved and therefore the rest of the group left as well.

Ways to improvement

This was a pilot project that developed on the initiative of an action researcher who was a language teacher at the school. Therefore much has been learnt during the process in terms of reproducing the method elsewhere, which will be part of the analysis in the thesis of the researcher. Here are some suggestions.

In regard to having the parents in the school, there was very little preparation concerning taking care of the parents when they finally came to the school where there were signs of HRV. If there had been a proper dialogue between the school staff and the parents in regard to HRV, the above problem in increased control of the girls might have been avoidable or handled properly.

13 Short discussion and recommendations for further work in Sweden

In Sweden HRV has been lifted as a societal concern, rather than a problem of just one small group. Based on the findings in this Resource Book there is no doubt that this question needs to be raised and prioritised through supportive and preventive measures and policy work on many levels of our society. On the basis of the discussions made in society and an overview of the actors involved it becomes obvious that HRV is a very complex issue and that dialogue and exchange of knowledge is fundamental to be able to carry the problem towards progressive solutions. The work against the occurrence of HRV in Sweden is closely related to processes of integration, segregation, gender equality and democracy. Therefore preventive measures and the dissemination of knowledge together with a proper review of the procedure of democracy, gender equality and integration is fundamental to be able to deal with this in an efficient and long-term way. At the same time it is absolutely necessary to provide immediate support for the girls, boys and women that have been or are at risk of being subjected to HRV. There needs to be well-anchored procedures of e.g. sheltered housing when necessary combined with a long-term plan for them to be able to continue their lives.

In this mapping it has been established that there are many good initiatives both when it comes to support and preventive measures. It is however crucial that those initiatives are extended and expanded on a much larger scale, for they are far from sufficient. There is also a need for co-ordination of those efforts and to raise awareness of the issue throughout the societal system.

Below you will find general recommendations for the future work in Sweden. A more detailed account of the findings and recommendations can be found in part I, the Introduction, of this Resource Book, under heading 6. *Findings and Recommendations*.

- Improved routines of gathering information and statistics on occurrence within police, social services, school, legal system and CSOs.
- Improved transferral of information and clarity regarding the responsibility of the different authorities concerned.
- Different forms of sheltered housing needs to be established.
- Improved transition for the time after the acute and urgent situation has ceased. Development of what should happen to a girl after she has received sheltered housing. In the long term there is a need for organisational help to find good and suitable accommodation, get back to school, studies, get a job, and a functioning social network.
- Training on HRV and related issues for staff concerned within police, legal system, social services and schools.
- Prevent ad-hoc solutions by incorporating knowledge of HRV, guidelines and plans of actions in the structure of the authorities and organisations.
- Increased cross sector co-operation of the authorities and CSOs both in regard to support and prevention.
- Establishment of a co-ordinating networks between different authorities, both nationally and locally.
- Establishment of plans of action nationally within schools, social services, police etc.
- Review of the authorities' lack of use of the international conventions on human rights, such as the Convention of the Rights of the Child, e.g. how the social services apply and implement the Social Services Act in regard to young people asking for help and support.
- Part of the support offered by the social services for young people should be allocated to schools, in co-operation with the school staff.
- Make use of and develop existing projects, methods and guidelines, both nationally and internationally.

14 Contact list HRV

Agora

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Main Activities: A meeting-place for women and girls with the aim to increase their self-esteem through activities, courses and lectures.

Support/preventive work: Activities after the participants needs and suggestions, information about the body, dance-courses and discussions (sometimes in co-operation with the schools). Information to the parents to make it possible for the girls to participate in the activities.

Alima- Bris Region Syd / (Bris Region South)

Östra Rönneholmsvägen 7, 211 47 Malmö
Tel.: 040-690 80 70, fax: 040-690 80 71
bris.syd@bris.se, www.bris.se
Project manager: Hanna Cinthio, mob: 0730-308812, hanna.cinthio@bris.se

Main Activities of the organisation as a whole: Influencing public opinion, education, support for children and parents through the children's helpline, the BRIS e-mail and a helpline for parents.

Support/preventive work: Alima is a three-year project focuses on girls in patriarchal families that started in September 2002. The focus of the project is on preventive measures in high schools and junior high schools in Malmö. The project is aimed at girls that have problems with their freedom and who are/have been threatened and/or violated. Alima work with training and education for personnel at schools and at the social services, as well as individual "coaching" for personnel in honor related cases. Alima work out common guidelines regarding this issue for schools in Malmö, create workgroups in some districts for better communication with schools, social services, health care and the police. They also create separate supportive measures in schools like support groups for girls, parents groups, supportive mentors etc.

Elektra

Fryshuset, Box 920 22, 120 06 Stockholm
Tel: 08-4622206, fax: 08-462 22 19
www.elektra.nu, elektra@fryshuset.se

Main Activities: To meet young people and work with the social issues that concern them. To create opportunities for a better life for young people. Turn something bad into something good.

Support/preventive work: See heading Good practice above.

Famnen

Väderkvarnsgatan 17B, 753 75 Uppsala
Sureya Calli, tel: 018-727 15 75, 0708-56 36 14, Sureya.calli@uppsala.se,
Mitra Rastegar, tel: 018-727 62 28, 0708-21 68 16, Mitra.rastegar@uppsala.se

Main activities: A resource team and forum for youth in multicultural families, within the social services in the municipality of Uppsala. Famnen helps young people to come to terms with how they want to live their life and how to make necessary changes in relation to parents, siblings, school, relatives, friends, relatives and in regard to marriage. Famnen has secrecy and one can be anonymous.

They also give advice to professionals on cases of HRV.

Supportive/preventive work: Support to young people in regard to the above mentioned. Preventive measures: Work in schools with attitude change, discussion groups, lectures concerning concepts of culture, freedom etc. They also hold conversation with families and parents of youth who asked for support if they wish that. They have held classes for newly arrived immigrants.

Föreningen Kvinnofrid / The Association Women's Peace

Cattis@kvinnofrid.org, www.kvinnofrid.org, 076-220 62 39, hotline: 073-725 27 99 between 22:00-06:00 and 073-5810120 between 09:00-21:00.

Main Activities: Hold lectures, and study circles addressing gender based violence, and help vulnerable women and children.

Support/preventive work: Offer shelter, financial assistance, help to access health care and legal advice. Spreading of information. Has recently started a forum for battered women who have developed an abuse of alcohol, pills, drugs, food etc to handle their own pain. The forum is also open for the women's families and for children living in homes where there is abuse.

Glöm aldrig Pela och Fadime / Never Forget Pela and Fadime

C/o KFKS Box 15203, 10465 Stockholm,

Tel. och fax: 08-399734

sara_mohammad1607@yahoo.se; pela_fadime@yahoo.se;

fadime_pela@yahoo.se, www.pelafadime.org

Main Activities: To help girls and women practically when they have been beaten. Give information and hide them before they can get to a women's shelter. Stay in contact with the social services the police, lawyers and contact their families if necessary. On a political level; panel discussions, seminars, lectures to spread our knowledge.

Support/preventive work: Support: Counselling, contacts with public lawyers, contacts with psychologists and accompaniment to healthcare centres. They do not have their own sheltered housing, but contact other organisations or members for that. Do not want to take over the job of the social services, but need a temporary sheltered housing for the girls.

Hermodsdalsskolans föräldrarförening /The Hermodsdals School's Parent Association

Hermodsdalsskolan, Erikfältsgatan 99, 215 50 Malmö

Tel: 040 6714331

mangfald@aktivstad.net, www.aktivstad.net/mangfald/

Main activities: See heading Good practice above

IFFI, Internationella Föreningen För Invandrarkvinnor / The International Association for Immigrant Women

Norrullsgatan 45, 11345 Stockholm

Tel: 08-342199, 08-335323 (to the chair woman Meri Helena Forsberg)

Main Activities: Language courses in English and Swedish at different levels, sewing and cooking-courses for women from many different countries. Swimming and aerobics for muslim women. Through courses and information women are prepared for the open labour market and are given the possibility to practise their own culture and also take part in others'.

Support/preventive work: Support: Have been working with this problem long before the concept of honour-related violence occurred, but not only with this problem, but generally with women's issues since 1993. Among other things, women who cannot leave their marriages because there are no other alternatives forced marriage, etc. They help them with health care, legal advice, social and psychological support through therapy groups.
Preventive: Information meetings, seminars, capacity building, and give their point of view on new parliamentary bills etc.

Kruton

Tel: 08- 508 44 550,

anders.borjes@sot.stockholm.se, www.sot.stockholm.se

Main Activities: Kruton provide a shelter for girls exposed to violence or threats from close relatives. A resting-place for the girls where they through talks can come to terms with the situation and find solutions to their problems.

Support/preventive work: See the heading Good practice above.

Kurdiska Ungdomsföreningen i Göteborg/ The Kurdish Youth Association in Gothenburg

Box 251 04, 400 31 Göteborg
Tel: 0707-124534, fax: 031-993031
kawa.k@spray.se

Main Activities: Women's issues, youth health, youth and alcohol/drug abuse.

Support/preventive work: Support: Social and psychological support
Preventive: spreading information and knowledge to Kurdish women, through e.g. radio programs in Kurdish about equality. The radio programs are also available on the Internet.

Kurdistans Kvinnoförbund i Sverige / The Kurdish Women's Association in Sweden

Gustavslundsv 168, Box 15218, 104 65 Stockholm
Tel.: 08-642 21 55, fax: 08- 650 21 20
www.kurdiskakvinnor.net, info@kurdiskakvinnor.net

Main activities of organisation:

They work to organise Kurdish women in Sweden. They work for gender equality, women's rights, against discrimination and racism. They work to improve the living conditions of Kurdish women in Sweden and in Kurdistan, and to integrate Kurdish women into the Swedish society. Activities include seminars, meetings, demonstrations, projects, and active informative and awareness raising work.

Support/preventive work: Support: Counselling, advice and help with sheltered housing. Despite not officially being a women's shelter, they bring the girls with them home when the situation so requires or else they contact other women's shelters.
Preventive: For instance, they organise weekend conferences to change attitudes and discuss issues related to these problems.

Kvinnoforum

Karlbergsvägen 77, 113 35 Stockholm,
Tel.nr. 08-56228800, fax. 08-56228820
www.kvinnoforum.se, info@kvinnoforum.se

Main Activities

Kvinnoforum is a civil society organisation founded in 1988 with the overall goal to enhance women's empowerment in the private and working life, and in society. KVF's activities area are mainstreamed by a gender perspective. Focal areas include gender and development, gender violence and women and health. KVF bridges between theory and practice in all its methods and strategies. KVF works with NGOs, as well as with public institutions, private sector and the academia. KVF believes that structural gender changes can only be achieved through multi-disciplinary methods.

Support/preventive work

Long-term in-depth work with schools in order to develop methods and approaches for school personnel for preventive measures in order to support young girls facing honour related oppression or violence. The work includes working with students (girls and boys), parents, school staff and municipality representatives.

Combating honour related violence through raising the level of awareness/consciousness of the occurrence of such crimes in Europe through identifying and developing methods in international co-operations. Efforts involve exchange of good practice, establishment of a sustainable regional

multisectoral network, creation of national action plans, international conference and training of professionals.

Kvinnogemenskapen MOA/ The Women's Fellowship MOA

Ö Tunagatan 9, 632 27 Eskilstuna
Tel.: 016-512109, fax: 016-139028
k.moa@telia.com, kvinnor@hem2.passagen.se, <http://hem.passagen.se/kvinnor/>

Main Activities: Women's shelter

Support/preventive work: Support: Sheltered housing, counselling, help out with contacts with different authorities. Preventive: When they have resources for it they do informative work with e.g. SFI (Swedish For Immigrants).

Kvinnojouren i Göteborg / The Women's Shelter in Gothenburg

Box 8084, 42108 Västra Frölunda
Tel. and fax: 031-453173, kvinnojouren@compaqnet.se

Main Activities: Sheltered housing for abused women and their children, crisis support and counselling.

Support/preventive work: Support: Sheltered housing, crisis support and counselling in co-operation with the social services, help in relation to authorities. The women and girls are offered counselling over the phone as well as face to face.
Preventive: Work with information to the authorities and schools.

Kvinnojurer i Väst / Women's shelters in the West

Box 129, 46139 Trollhättan
Tel: 0520-737 14 (To chair woman Marianne Örtell)
www.kvinnojour-vast.nu, info@kvinnojour-vast.nu

Main Activities: Organising all the women's shelters in the county of Västra Götaland. To make the problems of violence against women visible, to educate new workers and volunteers and to create networks for women's shelters.

Support/preventive work: Kvinnojurer i Väst is an umbrella organization. At their website women who need support can find all the shelters in the county and contact one in the vicinity.

Kvinnors Nätverk / Women's Network

Box 2242, 103 11 Stockholm
Tel: 08-4117855, fax: 08-6461070
www.kvinnonet.org, azam@kvinnonet.org

Main Activities: See Heading Good practice

Kvinnors Rätt / Association for Women's Rights

Karlbergsv 77, 113 35 Stockholm
<http://www.womansrights.org>
haideh@zeta.telenordia.se, tel: 08-329634, fax: 08-56 22 88 20

Main Activities: To culturally prevent honour-related violence and to change the traditional view on violence and women. Social and supportive activities.

Support/preventive work: Acts as a 'transit' where the organisation helps the girl or woman to get the right help and support and to see what help there is to get. They are informed about their rights. Kvinnors Rätt also provides means for help and advice and keep professional secrecy. They air a radio programme in Persian every Saturday from 19.00-21.00 on 88,9 Radio Sydväst, where they discuss women's rights, and the culture of honour, the situation of women worldwide, and prostitution and trafficking, etc. They engage in the public discussions about women's rights,

homosexuality, they do interviews and write articles. They organise meetings, film viewing, panel discussions, and conferences.

LINNA mottagningen / The LINNA reception centre

Box 1108,183 11 Täby

Tel: 08-728 00 55/ 020-40 80 40, fax 08- 728 93 55

marianne.rhedig@varljus.se, 070 222 35 01, <http://www.LINNA.se>

Main Activities: Support and sheltered housing for girls/boys between 13-25 that have problem with their family system. They can't live the life they chose.

Support/preventive work: Anonymous counselling to young people, support according to individual plans of action, adapted sheltered housing, contact persons with special competence, provide professionals in cases of HRV.

Mansjouren/ Hotline for men

Karlbergsvägen 35, 11362 Stockholm,

Tel: 08-303020

info@mansjouren.net, www.mansjouren.net

Main Activities: To give support to people in crises, over the phone and through meetings. Start up discussion groups and run different social projects. The one related to honour related violence is called 'Pappa till Pappa' ('Father to father').

Support/preventive work: Support: they have a hotline for both men and women, although there are only a few immigrant women phoning us. Preventive: they have started discussion groups with fathers, containing both Swedish fathers and immigrant fathers. These groups aim to create space to talk about what it is like to be a father and get advice on how to deal with fatherhood in Sweden today. This is a preventive measure in the sense that problems are discussed and dealt with before they get out of control.

Oliven, Rinkeby Kvinnofridsteam / The Olive, the Women's Peace Team in Rinkeby

Rinkeby Allé 18, Rinkeby stadsförvaltning, Box 5028, 163 05 Spånga

Tel.: 08-50802393, fax: 08-50802067, hotline: 08-50802021

oliven.kvinnofrid@rinkeby.stockholm.se

Main Activities: Work with women who have been physically, psychologically or sexually abused. Their clients are above 18 years old with or without children or women under 18 with children. They also work with men who use violence in close relationships under 18 with children or men above 18 with children, and give support to children who have witnessed violence.

Support/preventive work: Support: Counselling, practical and legal advice, estimating risks, finding sheltered housing. Preventive: Education in schools and for personnel at the social services.

Orientalhälsan / The Orient Health

St. Göransgatan 76, 112 38 Stockholm
Tel.: 08-653 53 51, fax: 08-653 53 16
www.orienthalsan.nu, info@orienthalsan.nuProjekt

Main Activities: Orientalhälsan is a multicultural and multidisciplinary centre working with investigations and rehabilitation of individuals and families of different ethnic and cultural backgrounds. They host specialists in areas such as psychiatry, general medicine, sociology, psychotherapy, and work therapy etc. They have 15 languages represented including Arabic, Kurdish, Persian, Urdu, Hindi, Pashtu etc.

Support/preventive work: Support: social and psychological support, healthcare. They always do an estimation of the individual girl's needs, risks and the threatening picture and look at the possibilities to work with the family, but always keep the focus on the individual. Preventive: education for parents and youth. Education for personnel within schools, the police, social services etc. We used to have a hotline, but do not anymore.

Regnbågen – Kvinnojouren i Botkyrka/ The Rainbow – The Women's Shelter in Botkyrka

Box 7, 146 11 Tullinge
Tel.: 08-607 3206, fax: 08-53180716
regnbagen.botkyrka@comhem.se

Main Activities: Supportive conversations, shelter with seven spaces for girls and women in Botkyrka.

Support/preventive work: Social support through our shelter, accompany the women to the social welfare office, police, trials etc. Letting the girls have supportive conversations.

RFSL, Stockholms brottsofferjour / RFSL, The Hotline for Victims of Crime in Stockholm)

Box 3444
Tel: 08-457 13 26
anneli.svensson@stockholm.rfsl.se

Main Activities: To promote homo- and bisexuals' and transpersons' health and wellbeing.

Support/preventive work: Support: Social and psychological, to accompany and arrange contacts on all levels. Lectures (honour related crimes are closely connected with hate crimes), work on an individual level, work with the crimes based on homophobic grounds, campaigns, and research.

Riksorganisationen för Kvinnojouren och Tjejjourer i Sverige (ROKS)/ The National Organization for Women's Shelters and Young Women's Shelters in Sweden

ROKS, Hornsgatan 66, 118 21 Stockholm, Sweden
Tel.: +46-8-442 99 30, fax: +46-8-612 73 25
www.roks.se

Main activities

Support and service for the shelters, Monitoring investigations and information, Activity for public opinion and debate, Resourcebank for research, International

Rädda Barnens Centrum för Barn och Ungdomar i Kris / Save the Children's Crisis Centre for Children and Youth

Rädda Barnen, 107 88 Stockholm, visitingaddress: Torsgatan 4
Tel: 08-6989000, fax: 08-6989016
www.rb.se, sevil.bremer@rb.se, www.flicka.nu, flicka@rb.se

Main Activities: Work for children's rights. The team 'Barn i krig' ('Children in war') at the Centre for Children and Youth in Crises was assigned to start consultation for 'Flickor i dubbla kulturer' (Girls in double cultures').

Support/preventive work: Support: We do direct clinical work with girls and give free, professional, psychological support primarily through psychotherapy or if the girls wish so through family or network therapy. We also have an e-mail hotline for girls who have difficulties leaving home and need to talk. Most girls write to us more than once. Our intention is to reach out to all these girls, which hopefully the homepage and the e-mail address will help us with. We also offer telephone consultation to professionals who need advice, from different parts of Sweden. We have a local and national network that consists of professionals and volunteers who work directly with girls who are oppressed at home.

Preventive: We have network meetings with school staff. We hold lectures and workshops to shed light on these issues and to discuss possibilities and solutions. At the Centre we try to get in touch with the girls at an earlier stage through our network, which could be preventive. We also have a hotline, the email and our website, which is supposed to be both a supportive and a preventive measure. We have tried to reach out through different immigrant magazines when they have allowed us to print the ad for free. Through the 'Dialogue-project', working with changing of attitudes among men, the Swedish section work with policy-issues and influence on the debate.

Rädda Barnens Dialogprogram / The Dialogue Program, Save the Children

10788 Stockholm

Tel/fax: 08-338444

www.integration.nu/foreningar/mote/dialogprojektet.htm, dialog.kelemen@emaila.nu

Vidar Vetterfalk, tel.: 08-6045152, vidarvfalk@hotmail.com

Main Activities: Activities for Children's Rights

Preventive work: See heading Good practice above.

Sesamhuset

SDF Gunnared, Box 34, 424 21 Angered

Tel: 031-3651290, 0707-804983

sesamhuset@gunnared.goteborg.se, muna.dahl@gunnared.goteborg.se

Main Activities: Sesamhuset is a knowledge-centre for sex and coexistence; providing information regarding sexual health and hiv/STI-prevention to immigrants living in Gothenburg. Their goal is to give information in a cultural and linguistically appropriate way but also to challenge certain cultural taboos regarding sexuality, sexual diseases and also cultural practices such as female genital mutilation and honor related violence. Sesamhuset also acts as a resource centre for the public service employees dealing with the same issues. Sesamhuset is financed by the Swedish National Institute of Public Health (Statens Folkhälsoinstitut).

Preventive work: Generally speaking many immigrants have so little knowledge about sex and the anatomy of their bodies compared to the Swedish people. At the same time, sex is a forbidden area and filled with myths and false information. Sex education is not a part of the education system in their home countries and when they arrive to Sweden and their children start to engage in society, problems start to arise. Their own children have more sex information than they do. That, in many cases, leads to conflict within the family. Through continued discussions with adult immigrants and by raising their awareness about sex and coexistence the gap between them might get smaller and they will be able to understand their children better and the adjustment to the new country become easier.

Sveriges Kvinnojourers Riksförbund (SKR)/ The Swedish Association of Women's Shelters

Bondegatan 40 2tr, 11633 Stockholm

Tel: 08-6426401

www.kvinnojour.com

Main activities: The Swedish Association of Women's Shelters is a national organization for local women's shelters and other organizations that work against men's violence towards women. It is a non-profit, non-denominational and politically independent organization. Work so that women and

children who have been exposed to violence and assault shall be well taken care of, believed and receive the best possible.

Supportive/preventive work: Offer, amongst other things, a help line, protected women's shelters and help with contacting the police and social services. All advice is free and anonymous.

Systerjouren Somaya / The Women's Shelter Somaya

Box 5041, 163 05 Spånga,

Hotline: 08-795 95 91, 08-760 96 11, fax: 08-760 96 11

kvinnojouren@somaya.nu, www.somaya.nu

Main Activities: One hotline for women and one for girls. They also run a sheltered housing mainly for women but also for girls. Together the staff and the volunteers manage 17 languages.

Support/preventive work: Support: Through hotlines, sheltered housing and contact persons who can communicate with the women and girls in their own language. Psychological assistance and support as well as practical legal advice, assistance with interpretation, support and guidance in contacts with the authorities. They also refer to specialised expertise if the situation so requires. Preventive: Encouraging girls and women to contact them as early as possible and to provide educational material and information to authorities.

Are starting 'self-help groups' for girls and women who have suffered from honour-related violence, but whose situations have improved, where they can meet with each other and talk and do activities together. They have had some courses in feminist self-defence, which have been much appreciated and will continue during 2005. They are also planning conferences for young muslim girls and women about honour-related violence.

Tensta Kvinnojour (Al Mare-Dumarka-Jin)/ The Women's Shelter in Tensta

Tenstagången 6-8

Tel: 08- 508 03 439, mobil: 070- 414 24 21

sahra.bargadle@spanga-tensta.stockholm.se

Main Activities: Women's shelter working against violence against women and girls, lectures and seminars.

Support/preventive work: Support: Legal advice through lawyers that come to the organisation's premises, psychologists that give counselling, and four female doctors who come when needed. We will soon get housing. When we receive the woman, we ask her if it is ok to contact the man. If the woman thinks it is ok we send our "support brothers" to him, they meet and discuss the problems etc.

Preventive: Educational measures, lectures and seminars that deal with these issues. We educate young people, boys and girls and we hold lectures for parents once a week.

Terrafem

Box 891, 101 37 Stockholm

Tel.: 08-643 05 10, fax: 08-650 54 25

info@terrafem.org, www.terrafem.org

Main Activities: Terrafem runs Sweden's only national helpline (020-52 10 10) for immigrant women of all ages. At present they offer support and advice in about 35 languages. Terrafem offers a place of refuge for women of all ages who have been exposed to sexual violence, as well as training for women who join the helpline work and external education and lectures at the request of people outside the organisation. They also work on influencing public opinion on the gendered order of society through a feminist and ethnicity perspective.

Supportive work: Terrafem is an organisation working for girls/women who have been or are beaten, raped, harassed, threatened, in risk of forced marriage, repressed in their personal life or in some other way experience abuse by their husband, partner, boyfriend, father, brother or some other person. We can assist in finding a place to live in a safe house together with Womens houses all over Sweden. Terrafem has a protected house in Malmö.

Unga Kvinnors Värn / Young Women's Protection

Tel.: 08-6529998, fax: 08-6529911

ukv@telia.com, www.ukv.se

Main Activities: A sheltered housing for young women between the ages of 18 and 30. A crises and motivation home.

Support/preventive work: Support: Crises management, mainly through supportive and self-strengthening counselling. The young women have two contact persons each who continue counselling throughout their time here. We also offer creative activities, for example by expressing themselves through pictures or texts. We have a close co-operation with the girl's social service officer and together with the girls we draw an action plan in the beginning of the stay, that is followed up through continuous meetings. UKV accompanies the girls to meetings with the authorities and to court whenever the girls want.

14.1 Resource groups/persons and contact persons within authorities

Stockholm

Länstyrelsen i Stockholms län/County Administrative Board Stockholm

Contact: Maria Pilar Reyes projectmanager HRV, tel 08-785 43 02, maria-pilar.reyes@ab.lst.se

Östergötland

Länstyrelsen Östergötland/County Administrative Board for Östergötaland, the Resourcegroup

Contact: catharina.alpkvist@e.lst.se, 013-19 63 72

www.e.lst.se/e/amnen/Jamstalldhet/hedersrelaterat_vald/resursgrupp.htm

Skåne

Länstyrelsen Skåne/County Administrative Board Skåne

Contact: Maria Lindberg, 040/044 252229, maria.lindberg@m.lst.se

Malmö

Kvinnofridsprogrammet

Contact: Margot Olsson, co-ordinator, margot.olsson@malmo.se, 040-34 38 27

www.kvv.se/upload/om_kriminalvarden/kvinnofrid.pdf

Kriscentrum för Barn/Crises centre for children

Contact: Annika Björk, co-ordinator, annika.bjork@malmo.se, tel: 040 - 34 40 64

Kriscentrum för kvinnor/Crises centre for women

Contact: Grangatan 11, 21214 Malmö, office 040-34 41 42, hotline 040-29 09 99, fax 040-689 15 39

Kriscentrum för män/Crises centre for men

Contact: Amiralsgatan 20, 040-97 06 07, kriscentrum.man@malmo.se

Gothenburg

Länstyrelsen Västra Götaland, Resourcegroup

Contact: Lasse Johansson, 031-60 50 00, 031-60 51 29, lasse.johansson@o.lst.se

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1 Introduction

1.1 Definition

From the onset it is accepted that it is not easy to form a universal definition for the so-called 'Honour Killing.' Especially because the issue of the so-called 'honour crimes' from within a very different world-view poses real difficulties to those outside that world-view.

However, there is a broad range consensus that the so-called 'Honour Killing' is a summary punishment, meted out to a woman or a man resulting in her/his death on often suspected breach of the honour codes of a household or a community, by her/his close family member/s or by any other member/s of the community — often with some degree of real or perceived approval/support from other family members or the community.

In 2003 the London Metropolitan Police Multi-agency Violence Murder Reviews pointed out in its section on 'honour killings,' that "practitioners and academics have yet to come up with a more appropriate and shared name/label for this type of killing, or a common definition. It must be emphasised that there is no "honour" in murder."

The concept of so-called 'honour crimes,' hence, is a complex issue which is justified or explained (or mitigated) by the perpetrator on the grounds that it was committed as a consequence of the need to defend or protect the honour of the family/community.

The British Home Office definition of Domestic Violence enshrines what encompasses the cycle of violence perpetuated against women in the name of Honour. According to the consultation document, 2003/2004 consultation document, Safety and Justice: the Government's Proposals on Domestic Violence, "Any violence between current and former partners in an intimate relationship, wherever and whenever the violence occurs. The violence may include physical, sexual emotional and financial abuse. Domestic violence occurs across society regardless of age, gender, race, sexuality, wealth and geography. However, it is predominantly women who suffer as a result of it."

The perception of what defiles the 'honour' appears to have been perpetually extended to the point where it is now almost fluid. Male control, in instances of honour related crimes, does not only extend to a woman's over all sense of morality, body or her sexual behaviour but all of her behaviour, including her movements, her language and her actions. In any of these areas, defiance by women may translate into undermining male honour and ultimately family and community honour. Severe punishments are reported for bringing food late, for answering back or for undertaking forbidden trips etc. Killing her alleges a man's honour defiled by a woman.

How is then honour defined? Honour is seen as exclusively masculine and shame as exclusively feminine within the regions/cultures where honour related crimes against women find wider approval or support. From this perspective, if a man's honour is seen as damaged, he is shamed and has to reinvent his masculinity by undertaking a killing. The concept of honour is, hence, viewed as having three distinct layers: a man or a group's own feeling of self-worth; their assessment of their worth in the eyes of others and the actual opinion of others about them. Dishonouring should be understood as a "collective injury" in which daughters and sisters, not only wives and girlfriends (or ex-wives and ex-girlfriends), are victims. In contrast, a crime of passion is an "individual injury" and a result of sexual jealousy. Abu-Odeh, L., 'Comparatively Speaking: The "Honour" of the "East" and the "Passion" of the "West"', *Utah Law Review*, (1997), 287-307.

There are concerns, and quite rightly so, regarding the use of the term 'Honour,' to describe these crimes. The general contention is; 'what at all is so honourable about these crimes?' For such crimes to be associated with 'honour.'

It is important to note that the term 'Honour Killing' is often used to identify such killings within regions/cultures where the "plea of honour" is recognized as a legitimate defense for carrying out such killings as lawful murders.

'Honour,' therefore in certain cultural belief systems legitimizes abuse, even the murder of women, as violations of honour codes. An 'honour killing' is typically a situation where a woman or girl is murdered by a close male relative, usually her father, brother, uncle, cousin or husband – sometimes with the aid and assistance of the other women in the family – for the perceived transgression of a prescribed code of conduct which aims to preserve the 'honour' of the family. The so-called "honour crimes" occur and affect a whole spectrum of cultures, communities, religions and ethnicities in a wide range of countries around the world including Afghanistan, Bangladesh, Brazil, Egypt, India, Iran, Israel, Jordan, Lebanon, Nigeria, Pakistan, Palestine, Peru, the United States of America, Turkey, the United Kingdom, Italy, Norway, Sweden, Germany etc.

What distinguishes Honour Crimes from other forms of murders? Cultural Defense — a "cultural defense," which invokes racial, cultural, ethnic and religious factors to lessen a defendant's responsibility for certain crimes.

A clear distinction is made by an Islamabad-based NGO, Sahil that maintains that Honour Killings are carried out not by an individual overcome with emotion, but are precipitated by an individual, group or a community that sits in judgement and pronounce the victim guilty.

Therefore, a major difference between honour killing and other forms of murders is the 'excuse' for such murders based on 'cultural concepts of morality.' Most importantly, where possible, a distinction ought to be made between a 'crime of passion' and a 'crime of honour.' The term crimes of passion is a concept recognised in French and certain south European jurisprudence, whereby crime of passion defense is only available to a man who is or has been sexually involved with the woman he has killed, and thus could claim that he was defending the 'conjugal honour' or his individual masculine honour. The term 'crime of honour' is wider, and in such cases, the perpetrators may include the victim's closest blood relatives — none of whom, at least by law, may be or have been in a sexual relationship of any kind with her. The honour being defined here is not asserted as a personal or conjugal honour.

In the Amnesty International report on 'honour crimes' in Pakistan, figures from Sindh illustrate the substantial proportion of cases (in karo-kari killings) where husbands are the murderers. In Jordan, information collated from the Amman District police department indicated a lower proportion of husbands implicated in what the police classified as 'honour killings'. That said, honour killing can not be reduced to merely the psychological problems of individual killers. Honour-based violence, it is argued, is a social, patriarchal, institution, which reproduces the supremacy of the male gender. "In our times, a host of factors, ranging from religion to public policy to media to academic theories, play a role in the perpetuation of honour killing," says Asma Jehangir, Human Rights Activist.

At the first glance, honour killings might appear to be the sort of violent tragedy that could take place in the crime-ridden quarters of any city in the world. Yet these killings are not the work of deranged serial killers run amok. Nor are these slaughters the result of a turf war between rival gangs — intra-family murder for the sake of family honour is hardly explicable in terms of the anthropological theories used to explain murders of other kinds. A closer examination of such murders reveals they bear all the hallmarks of "honour killing" a cultural phenomenon.

Abu-Odeh presents an archetypal example of an 'honour killing' as follows:

"Where were you bitch?" Maria Isa snapped as her daughter Tina, 16, entered the family apartment.

"Working", Tina shot back.

"We do not accept that you go to work", interrupted Tina's father, Zein.

"Why are you doing this to us?" asked Maria angrily.

"I am not doing anything to you," Tina bristled.

"You are a she-devil," hissed Zein, "and what about the boy who walked you home? He wants to sleep with you in bed. Don't you have any shame? Don't you have any conscience? It's fornication."

With that her parents threatened to throw Tina out of the apartment; rebelliously she challenged them to it.

“Listen, my dear daughter,” her father finally replied, “do you know that this is the last day? Tonight you’re going to die!”
 “Huh?” said Tina bewildered
 “Do you know that you are going to die tonight?”
 Suddenly realising he is serious, Tina let out a long scream. Then there was a crash, and the girl’s shrieks became muffled, as if someone were trying to cover her mouth. “Keep still, Tina,” her father shouted.
 “Mother, please help me!” Tina cried
 But her mother would not help. Instead, she held her struggling daughter down as Zein began stabbing Tina in the chest with a seven-inch boning knife. “No, please!” Tina cried.
 “Shut up!” her mother shouted.
 “No! No!” Tina shrieked.
 “Die! Die quickly! Die quickly!” her father shouted.
 Tina managed to scream again.
 “Quiet little one,” her father said, stabbing her the last of six times.
 “Die, my daughter, die!”²⁵

The daughter Tina in this instance is perceived to have behaved in an immoral and rebellious manner that threatened her father’s honour and that of the entire family, bringing shame upon them.

‘Honour killings’ fall under the wider category of ‘crimes of honour’, which in turn are defined as encompassing all forms of violence against women inflicted where the woman’s conduct or misconduct is deemed to be inextricably linked the honour of the males in the family.²⁶ These can include, but are not confined to coerced marriage following an alleged rape or otherwise, unlawful confinement/restrictions on movement, systematic domestic violence, abduction and even enslavement.²⁷ Similarly, all crimes of honour fall under the category of gender-related violence, which delineates “any socio-cultural norm, the impact of which is less immediate and visible, which implies an element of violence or coercion against women”.²⁸

Such violence can occur in three distinct contexts²⁹, namely:

- within the family unit where there may exist unambiguous hierarchical relations based on father rule and male power
- within the community where violence is perpetuated through social, economic, religious and cultural institutions which reinforce men’s control over women
- at the state level through the enactment and/or application of discriminatory laws favouring men

Although both are a form of gender-related violence, ‘crimes of honour’ are distinguished from ‘crimes against honour’ referred to in some international law instruments, such as the Geneva Convention of 1949. Crimes against honour denote the existence of an act of sexual violence that undermines the female victim’s honour, such as rape, assault or trafficking for prostitution. Crimes of honour however occur where the actions of the female are perceived as a serious moral transgression affecting the honour of her male relatives.³⁰ In that sense, she is no longer the victim but conversely the perpetrator of an act which ‘victimises’ her male kin by denting their honour and social standing. Such an assault upon the male and family ‘honour’ can only be corrected by punishing the female ‘culprit’.

1.2 Policies/guidelines

Despite fact that in UK cases of ‘honour killings’ and honour related violence largely involve members of ethnic minority and diasporic communities composed mainly of South Asian and

²⁵ Abu-Odeh, 1996, p. 142-43

²⁶ See CIMEL & INTERIGHTS, 1999.

²⁷ CIMEL & INTERIGHTS and SBS

²⁸ Hammad, 1998, p. 17

²⁹ *ibid*, p. 368

³⁰ Mahmud, 1996, p. 368

Middle Eastern communities, the readings suggest that gender and honour-related violence against women is in fact a world-wide occurrence. Although it may assume different forms and degrees in different societies, the subsistence of notions of 'honour and shame' and the use of these to control, and in cases of a breach, punish female misconduct is prevalent in many communities and societies throughout the world. Where Zeid for example discusses the interplay between gender-related violence and honour/shame among Egyptian Bedouins³¹, Campbell identifies similar honour codes and related cultural practises/attitudes amongst the nomadic Sarakatsani people of rural Greece.³²

Similarly, Baroja draws attention to cultural remnants of historical honour systems still operating at some level in Spanish societies.³³ Whereas Yousef, Araj and Spatz discuss honour and gender in the context of some Latin American societies and in Western countries like the United States.³⁴ On a theoretical level, attaining a deeper understanding of the culture of 'honour' and its interplay with other accepted social norms, institutions and behaviours on the part of actors seeking to address 'honour killings' is critical.

The selected readings all present in varying degrees detailed conceptualisations of 'honour' as approximated in different contexts. However, common premises of the 'honour/shame' paradigm as related to the sexual conduct of women and the perceived social cost of any breach in behaviour for the women's family, or indeed community, can be identified and summarised as follows. Abu-Odeh's article goes the furthest in outlining an "anthropology of honour".³⁵ Here she explains that the notion of 'virginity' is not only obsessively fundamental to ideas of social morality in Arab societies. But that very importance of the ideal of virginity allows it a wider definition, which goes beyond the physical or biological hymen into a "social hymen" that is constructed for the benefit of the wider audience – namely the community or society at large. In that sense an 'honour killing' commonly occurs when a bride fails to bleed during sex on her wedding night, and is therefore returned by her new husband and his family to her own family. Incensed by the dishonour and social embarrassment that her shame has brought upon them, the bride's family may decide to kill her. The idea is that "only her bleeding in death can erase the shame brought about by her failure to bleed during sex on her wedding night"³⁶

The interlinked notion of the physical and social hymen acts to "delineate the boundaries of the body that is called female" and as a result rigid systems of control and surveillance of female behaviour and activity become necessary for the preservation of honour.³⁷ Abu-Odeh points out that these restrictions are not only limited to requiring the female to abstain from pre-marital sexual activity, but to avoid any act that may lead to sex, and any act that may lead to an act that may lead to sex etc. In that way, practically every aspect of female behaviour is controlled through an elaborate system of 'dos' and 'donts' in the name of 'honour'.³⁸ Any rebellion or transgression from these controls, no matter how trivial, can result in an 'honour crime' or 'honour killing'. Bradby likewise asserts that the duality of the role of gossip and surveillance postulate that there cannot exist any doubt as to the chastity of a women. Thus a woman may be subjected to violence or killed for simply being seen talking to an unrelated male.³⁹

Similar controls can be found in other societies as Campbell and Yousef point out in the cases of nomadic mountainous Greece and some parts of Latin America. Likewise, South Asian communities view women as embodying the honour of, and are consequently policed by, the men to whom they belong. In societies that are regulated by reputation and gossip, any violation of this scenario on the part of the woman is seen as a loss of the male's gharat (honour), which diminishes his izzat (social standing and reputation).⁴⁰

³¹ Zeid, 1966.

³² Campbell, 1987.

³³ Baroja, 1966.

³⁴ Yousef, 1973, Araj, 2000 and Spatz, 1991

³⁵ Abu-Odeh, 1996, p. 149. See also Zeid, 1966

³⁶ Abu-Odeh, p.149 See also Hammad, 1998, p.19

³⁷ Abu-Odeh p.149-50

³⁸ *ibid*, p.150

³⁹ see Bradby, 1999.

⁴⁰ Bassef, Sunday Mercury, 2003

In addition to sexual conduct, other social institutions can play a role in constructions of 'honour' and the control of female behaviour. These include economic, social and political motivations of honour. For example, Baker et al suggests since families that impose stringent controls on their women benefit from a good reputation in the community, honour can sometimes be equated with wealth and strength. Campbell clearly shows that this is the case in the Greek Mountains where the Sarakatsani people rely on a reputation of economic and social standing when competing with other groups and other families within their group.

A similar notion can be extended especially in terms of diasporic ethnic minority communities in the UK. It can be submitted that the idea of 'keeping up with the Jones' is not uncommon in mainstream British society. This aspiration however, takes on a particular meaning when viewed from the perspective of minority communities that may compete materially, but also socially for recognition and respect amongst themselves and in the eyes of their families 'back home', with which they mostly retain strong links. In the case of the latter, minority families may feel pressured to present an image of themselves as having achieved a 'successful' new life in Britain without, most importantly, having compromised their cultural or moral identities.

Class also plays an important role in defining risk groups for 'honour killings'. The readings that do discuss class to some extent vary in their identification of economic groups where intrinsic notions of 'honour' and gender-based violence are most prevalent. Some authors argue that the practise is more likely to occur amongst the lower classes. The reasons given here include lack of education and socio-economic mobility leading to the reinforcement of traditional attitudes rather than 'liberal' or 'enlightened' ideas. One author quotes the common maxim "the poor have only their honour, when anyone wants to snatch it they will never be spared".⁴¹ This highlights that lesser privileged communities tend to over emphasise their non-material qualities, such as 'honour' and reputation in the absence of any real material wealth. In the case of minority communities in the West, it can be argued that social alienation or marginalisation act to create a climate of defensiveness within minority communities and a perceived threat to their identities and way of life causing these communities to obsessively 'cling to their roots'. Whereas, wealthier members of the community not only enjoy the successes and privileges that come with status or social mobility, such as education, but are also more willing perhaps to assimilate to the mainstream culture as a result of their physical location.

Others argue that gender-related violence premised on notions of 'male honour' and 'female shame' can be equally found in the higher echelons of society, precisely because the importance attached to status and 'appropriateness'. This class sees itself as the guardian of society as a whole, its impeccable behaviour as far as normative standards are concerned is therefore paramount and serves to reinforce this classes superiority setting it above all the rest of the 'common folk'. This model is exemplary amongst Western upper classes and can also be found in non-Western societies such as India, where honour is essential for the success of commercial and political success of the upper classes. Another example can be seen in the case of the execution of the Saudi royal princess, Mishaal bint Fahd bin Mohamed n Jeddah in 1977.⁴² However, having said this, it is not uncommon for 'honour killings' to occur in the middle classes neither.

1.3 Methodology

The study sponsored by the MPS, looks into the phenomenon of honour killing limited statistical significance, is nevertheless such a significant social phenomenon, research into which thereby becomes a sort of window on conflicts between the perpetrators and the victims. Rather than simply an isolated, idiosyncratic and bizarre psycho-pathological phenomenon, honour related crime in this study is regarded as a social-historical phenomenon in forensic behavioural science.

The study aims to examine the 'crime of family honour' and the diversity of its manifestations including the 'hidden incidence' of such crimes:

- To reach a consensual definition of a 'crime of honour;'

⁴¹ Khan, Dawn Pakistan, 2002.

⁴² see in Brooks, 1995, p. 52

- To assess the incidence of 'crimes of honour' in different countries of the world, and identify the range of ongoing initiatives by practitioners to address 'crimes of honour' within diverse legal, political, religious and cultural contexts;
- To provide a strategy document for engaging the affected communities;
- To provide an evidentially based risk assessment toolkit through an academic institution which builds on the present toolkit in the early identification of cultural issues as a high risk factor;
- Assist forces in early recognition of factors leading to homicide within the BEM communities;
- To identify specific barriers to reporting from BEM communities.

The study aims to assist those working to combat crimes of 'honour' by facilitating research and the development of strategies of response and to identify commonalities in incidence, practice and law that might assist activists and lawyers in developing strategies to challenge the phenomenon of 'honour crimes'.

Social Surveys and community-focussed research

The research focussed, on issues including:

- Attitudes of society to the particular manifestation of 'honour' being addressed, for example, attitudes towards a woman who has been abducted and/or raped, which would include considering: threats and other forms of violence with the threatened ultimate sanction of femicide or 'honour killings'.
- The factors that appear to provoke changes in the requirements of 'honour' – for example, changing levels of education, changes to the type of economic activity available to men and women, dispossession from land, war and other national (and personal) traumas, and other social, economic and political circumstances that have an impact on the kind of behaviour that might provoke the threat or incidence of an act of violence against women: 'crime of honour' being a core of its manifestations.
- Victims and Survivors: research work being focussed on the victims endeavours to develop a range of instruments in order to seek to understand: when survivors felt at risk, what action they took, what remedies they sought, and what remedies they felt were lacking.
- Profiles of some victims were taken from case reports and from the work of support groups. Further to these the focus group responses may help to expand an understanding of the circumstances that make a woman particularly vulnerable to these forms of violence, and/or be used to disseminate information on strategies of response.
- Movers & Shakers: The study in question also endeavours to track and analyse the attitudes of key actors and opinion formers such as religious leaders, village heads, community elders, leading intellectuals, representatives of political parties, in conjunction with interview work as well as a search for publicly issued statements (e.g. fatwas) addressing directly or indirectly the subject area selected.
- In the event of there being, for example, different positions expressed by different figures of the same religion or cultural back-ground, an examination of the discourses and argumentation relied upon in support of the positions would be critical. This might be supported by an analysis of any similar (or different) positions having been taken in the past.

Another focus of the study in question deals with media and press coverage:

- Is there any possibility of feeding or re-instating stereotypes in the course of reporting the facts?
- How are the facts reported?
- Whose voice gets heard?
- Can the impact of the coverage (or lack of it) be evaluated?

2 Occurrence

2.1 General overview

In 2000 it was estimated that 5,000 women a year – more than 13 a day – died worldwide because they were deemed to have brought shame on their families or communities.

London based Southall Black Sisters' (SBS) advice centre receives over 1000 cases and inquiries every year, many of which concern allegations of domestic violence. These include cases of assault, murder, forced marriage, the abduction of girls and women, female genital mutilation, acid attacks and violence following demands for dowry.

2.2 Honour Killings

The Metropolitan Police said the practice was believed to have been the reason behind 12 murders in Britain in the recent years, including six in London.

Accepting that 'honour-based violence', is part of the continuum of family and domestic violence, general data on domestic violence and reporting has been used, supplemented where possible with evidence from specialist sources. According to the MPS, about 25% of all domestic homicides concern the killing of women; in many such cases, (as in many matrimonial and custody cases) men invoke a cultural defense.

According to 'Change,' a report prepared by the Kvinnoforum Shehrazad Project 2004, an average of two women per week is killed by their male partners. Commander Andy Baker of the Metropolitan is said to have stated that in 2003, thirteen such murders of women (sometimes known as femicide) were honour killings. And as reported below, there is now a review taking place of 117 other murders over ten years to establish whether 'honour' was a contributory factor so as to understand it as a risk indicator. According to the British Crime Survey, in 2002/03, the total number of violent offences in England & Wales was 2,781,000; these included 501,000 incidents of domestic violence; 942,000 incidents where the offender was an acquaintance; 949,000 incidents where the offender was a stranger; 388,000 incidents of mugging.

According to the Shehrazad Project, "one in four women (and one in seven males) of a population of 59.2 million will be a victim of domestic violence in their lifetime, one in ten experience violence in any given year, and domestic violence has the highest repeat victimisation of any crime."

The report accepts that under-reporting is still very high, especially when women seek to protect children, and it is believed that 'female victims of domestic violence in ethnic minority communities may be discouraged from speaking out about violence for fear of bringing dishonour upon their family or community.

According to the study, on 1st April 2003, a Women's Aid Federation 'Census Day', it was calculated that 2786 women and 3609 children were in any one of their affiliated 400 refuges/shelters in England. Women's Aid Scotland has 37 refuges, and there are 42 refuges in Wales, and 11 in Northern Ireland. These venues were assessed to be less than adequate in the face of incidents of domestic violence. A similar census, the report mentioned, 'The Day to Count', was taken on 28th September 2003, to give a 'snapshot' of the impact of domestic violence on all of society in England, Scotland, Wales and Northern Ireland. "This was done on a Thursday, as 53 percent of domestic violence is reported to take place on weekdays before 6pm on Friday, although many attribute it largely to alcohol fuelled week-ends. It showed that 127 women contacted Women's Aid in England, but 941 calls could not get through; in Wales there were 138 calls for advice, support and refuge, but 46 women had to be turned away. Refuges responding direct to the survey indicated that over 200 women asked for a safe place in a refuge, but these shelters were already full," according to 'The Day to Count. A snapshot of the Impact of Domestic Violence in the UK,' by Prof Elizabeth Stanko, Director, Economic & Social Research Council's Programme on Violence.

2.3 Forced marriage

According to the British Foreign Office document, *FORCED MARRIAGE - THE OVERSEAS DIMENSION (04/08/00)*, diplomatic posts overseas see over a hundred cases of British nationals forced to marry abroad against their will. For every case the FCO see there will be more that are remain unknown, say the FCO. "Some of the victims are held against their will by their own family and violated in other ways. All have had their human rights abused and their freedom stolen.

"The Government wants to help the victims of forced marriage. It wants to work with the communities and women's groups in the UK to stop the practice from happening. The Government's Working Group on Forced Marriage has published its report. We welcome it and congratulate them on a difficult job well done. They have bravely broken the taboo on discussing this difficult issue openly and objectively. Their report describes the nature of the problem and its causes. It sets out what we have to do if we want to help the victims of forced marriage and stop the practice from continuing. It sets a challenge – to parents, to the government, and to Britain's communities," the document says. The FCO and the Home Office say they are determined to meet that challenge. "That is why we have produced our joint Action Plan on the overseas dimension of forced marriage, taking the Working Group report as our starting point. Our action plan sets out an ambitious programme of initiatives, reform and dialogue. It is intended not as a blueprint but as a living document, to be honed and improved as we learn from both successes and failures. "We wish to make it clear that this action plan is about assisting young people whose fundamental human rights are at risk; we will not be using this to create more restrictive immigration rules and most certainly will not re-introduce the unfair and discredited Primary Purpose Rule," the document says.

The department accepts that the issue of domestic/family violence – when associated with or as a consequence of honour related/Forced Marriage issues, in terms of experience of and the service system's response to it, is a complex and sensitive one.

To address this, the project consisted of quantitative and qualitative techniques including; interviews, a questionnaire, consultations and media strategy.

FORCED MARRIAGE - THE OVERSEAS DIMENSION (04/08/00) further states: "Our Consular staff overseas are tasked to protect all British Nationals wherever their interests or rights are threatened. One key objective is to help the victims of forced marriage. Often, this will involve working with and through partners – inside and outside government. But our staff has a key role to play themselves in helping the victims. We need to ensure that we are doing as much as we possibly can – to locate and rescue the victims, to ensure they can contact us, to help them escape and return to the UK. We will: Task each post to re-examine procedures for looking after victims of forced marriage, to see where they can be improved and more support can be given, and report within three months to FCO and Home Office. Look in particular at procedures for:

- entry into consular section
- initial treatment and speed of treatment
- time taken between arrival at post and departure from country
- personal safety before departing country, including safe houses
- transport of victims
- booking and check-in procedures at airport
- duty officer procedures for out-of-hours cases
- Aim for female victims of forced marriage to be seen by a trained female member of staff able to deal with victims of violence and abuse.
- Develop an information base about refuges, women's support organisations and help centres in countries sometimes affected by forced marriage cases. Test their ability to look after victims of forced marriage, and develop working links with them. Support their development where possible. Find ways to avoid victims being placed into jail-like 'safe custody', to include identifying more acceptable alternative places of refuge.

- Test out quality and accessibility of other countries' help-lines for victims. If they work, find ways to support them and develop working links with them. Publicise their numbers in FCO leaflets and elsewhere.
- Arrange for Consular officials to attend key court hearings, such as those where victims are produced on order of the court, so that they can witness the proceedings, ask questions of the victims if permitted, press for the victims to be offered an opportunity to speak confidentially and in private, and take custody of the victim if the court orders it. Consular presence will also underline the importance and urgency of these cases.
- Write a clear guide on the help available to victims of forced marriage who are UK nationals and return to the UK, giving contact details for relevant authorities, NGOs, self-help groups for victims of forced marriage, social security that is available and other practical advice. Non-UK nationals should be put in touch with relevant women's organisations that may be able to help.
- Take initiatives to heighten public awareness of the remedies available under our domestic law both to protect children and adults from removal abroad for purposes to which they are opposed.
- Create mechanisms for referring known cases of forced marriage to social services in the UK, who will ensure the welfare of the victims once they have returned.
- Ensure victims know where to turn
- Some victims are tricked into going abroad by their families, only to find that their family has prepared a marriage for them without their knowledge or consent. They often do not know where to go for help. People at risk need to be aware of this practice, and we need to ensure that they know what to do and where to turn if it happens to them.

The FCO document further states that it will:

- Re-design FCO forced marriage leaflet to make the key message and contact details clearer. Ensure it is culturally sensitive by designing it in consultation with women's organisations and other community groups. Include a small help-card with contact details that can be detached and carried discreetly.
- Explore with other Government departments, local groups and others - such as travel agents and airlines - how these leaflets can be distributed more effectively to those who most need to see them.
- Discuss with other Government Departments, local groups and schools other culturally sensitive ways to get the message across to potential victims.
- Improve accessibility of consular sections for victims of forced marriage. Find out why so many victims find it difficult to approach our missions and make it easier for them.
- Explore possibility of creating a dedicated 24-hour help-line in the UK and overseas, for victims of forced marriage to hear the basic advice, and guarantee a return call to out of hours calls at the start of the next working day.
- Consider how to help people such as in case study three who tell us they are being forced into marriage but do not want us to reveal that such information may be used to refuse a visa. When it is pointed out that a forced marriage is not genuine and so a visa ought to be refused, the person explains that their life might be at risk if the information is revealed. Officials cannot make secret decisions because they affect both parties and both have a right to an appeal in open proceedings. Explore with representatives of women's organisations, community groups and legal representatives what steps might be taken to address this dilemma."

2.4 Violence and threats

According to MPS study "Enough is Enough", Domestic Violence Strategy document (December 2001) a number of DV cases have highlighted that worrying patterns can go unnoticed resulting in cases of domestic murder even after numerous reports to and interventions by the authorities. It is estimated that domestic murder accounts for 25% of all murders in the MPS. By attempting to

identify factors that suggest a high risk of lethality, the MPS is striving to increase the safety of victims of domestic violence in terms of the intervention and prevention of homicide. There are two areas currently under development: Cold case murder research project and Domestic violence murder reviews.

Cold Case Murder Research Project and Domestic violence murder reviews

The MPS is looking at new and challenging ways of focusing on domestic murder by tracking the events from first contact with the victim to the eventual court case/judicial disposal (a cold case). This will explore the link between domestic violence murders, multi agency working and intervention and will support the findings of the Multi Agency Domestic Violence Murder Reviews (MADV MRs).

These are to :

- Track through five closed domestic homicide sequences of events and ecological factors (Foa et al 2000) associated with the homicide by a current or former partner, with the purpose of identifying antecedents to domestic violence homicide.
- Identify repeating patterns/themes/issues, some of which might not have been identified in previous research in other countries such as the United States of America (USA).
- Lay the foundations for sound policy and early interdisciplinary intervention (for example, social workers, general practitioners, and police officers) in practice for the prevention of domestic homicide with people at risk.

The document states that over the past 5 years, approximately 35% of murders investigated nationally are domestic violence related. 25% of murders investigated by the MPS are domestic violence related. MADVMR is a further initiative that is being piloted by the MPS. It should be viewed in tandem with the risk assessment model and is designed to complete the loop by feeding back information and lessons to inform the process of investigation and intervention. The aim of the process is to review the involvement and interventions made by all agencies in domestic violence cases that result in murder, to: establish whether there are lessons to be learnt from the case about the way in which local professionals and agencies work together to safeguard victims; identify clearly what those lessons are, how they will be acted upon, and what is expected to change as a result, and as a consequence; and to improve inter-agency working and better safeguard of domestic violence victims.

2.5 Kidnapping to country of family's origin

According to the British FCO, every year dozens of victims of forced marriage ask their staff not to issue visas to their spouses. "Our staff want to help. But even if they do reject the visa, it will normally be granted on appeal unless the victims are prepared to appear before an Adjudicator or give permission for written evidence to be produced at the hearing. The Adjudicator needs to explain why they have upheld the rejection. That needs evidence. So we have to make it easier for victims of forced marriage to openly declare their reluctance," the FCO says. However the British Foreign & Commonwealth Office has under taken to:

- Improve communication for everyone involved in the process, in particular between consular staff, Entry Clearance Officers (ECOs), Presenting Officers and Adjudicators. The objective - as soon as a sponsor or applicant says they have been a victim of forced marriage everyone involved in the process should be aware of that fact and know how to respond to it.
- Produce a best practice guide for Entry Clearance Officers, Presenting Officers and Adjudicators on handling cases involving reluctant spouses. Ensure the handling of forced marriage cases is dealt with effectively in their training.
- Work with immigration NGOs, including the Immigration Advisory Service, to ensure that they provide support to the victims of forced marriage, and that we can refer victims to them.
- Agree Code of Conduct on handling forced marriage cases with the Immigration Law Practitioners Association.

- Ensure that Entry Clearance Officers follow best practice and provide sensitive handling for non-British victims of forced marriage as well.
- Designate, train and brief lead ECOs in each affected post to be experts in the subject, liaise with partners, case co-ordinators, trainers, and the interviewers of choice for cases known to involve reluctant spouses.
- We need to ensure that the Foreign and Commonwealth Office, the Immigration and Nationality Directorate and posts have the capability and expertise they need to handle these cases effectively. If we want our staff to do more, we have to give them the tools and time.
- Create a dedicated Community Relations desk in the FCO's Consular Division to help the FCO build stronger links with minority ethnic communities in the UK.

One of the functions of the desk would be to link both policy and case-handling on forced marriage, including to: build links and dialogue with the communities in the UK; lead implementation of the FCO Action Plan; link into the efforts of the rest of Whitehall; track each individual case, from start to finish; initiate action on long-running cases rather than simply react to events; try out new approaches and potential partners in a systematic way; ensure that a clear strategy is agreed for each case to avoid confusion; link the broader work on the subject to practice in individual cases. Further objectives include creating a virtual team of all those officials tackling the problem, both at home and overseas. The team would be linked by e-mail. Its objectives would be to share best practice, ideas and advice, and ensure that policy and ideas translates into action in individual cases. This will then lead to get each key post to set up a post team to bring together consular, visa, and political sections, Department for International Development and British Council.

It has been recorded that three out of five victims of domestic rape have made previous reports of domestic violence to police, and that the level of escalation of violence can rise rapidly. Taking this and the close proximity of the perpetrator to the victim into account it must be recognized that the next incident could potentially be a murder.

An analysis of domestic violence offenders coming to the notice of the MPS during January to March 2001 shows that one in three of all offenders flagged as high risk in re-offending. One in 12 of all offenders were judged to be a very high risk and dangerous, and the analysis shows that over half of the victims were separated or separating from their offenders at the time of the offence. Where we have the information, we know that one in four of the incidents took place in front of a child. The evidence gathered from CRIS reports demonstrates the need for careful assessment of the danger to domestic sexual assault victims. In every report of domestic sexual assault the investigating officer should routinely record information about the presence of children, the details of the sexual acts and the obstacles victims may face in prosecuting their offenders. In every case of domestic sexual assault officers complete CRIMINT reports and search all available databases on the defendants' past criminal history. Risk assessments will be piloted and include sexual assault as an important element to assess the danger to the victim.

Where a domestic violence perpetrator is charged with a violent or sexual offence, DNA must be taken. It has been shown in the past that some perpetrators who commit domestic violence sexual offences have also committed other sexual offences against acquaintances or strangers. This is a source of intelligence and information that cannot be underestimated.

2.6 Female genital mutilation

According to an Amnesty International Report an estimated 135 million of the world's girls and women have undergone genital mutilation, and two million girls a year are at risk of mutilation - approximately 6,000 per day. It is practised extensively in Africa and is common in some countries in the Middle East. It also occurs, mainly among immigrant communities, in parts of Asia and the Pacific, North and Latin America and Europe.

There is an estimate that 74,000 women in the UK, mostly of African origin, have undergone some form of FGM and that there are 7000 girls at risk of being sent back to their country of origin for this 'right of passage'. Operations performed in the UK, whether in private clinics or clandestine ceremonies, were outlawed in 1985 in the Female Circumcision Act. Under that provision, FGM

cannot legally be undertaken 'on the grounds that a girl's mental health would suffer if she did not conform with the prevailing customs of her country.' A new law, the Female Genital Mutilation Act, enacted in 2003 came into force in March 2004 under which it became an offence for a UK naturalised citizen or a permanent UK resident to carry out an excision, infibulation or other genital mutilation, or to 'aid, abet, counsel or procure' one for another person even where it is still legal. The punishment is up to 14 years imprisonment.

In industrialized countries, genital mutilation occurs predominantly among immigrants from countries where mutilation is practised. It has been reported in Australia, Canada, Denmark, France, Italy, the Netherlands, Sweden, the UK and USA. Girls or girl infants living in industrialized countries are sometimes operated on illegally by doctors from their own community who are resident there. More frequently, traditional practitioners are brought into the country or girls are sent abroad to be mutilated. No figures are available on how common the practise is among the populations of industrialized countries.

According to Explanatory notes to the Bill, prepared by the Home Office, with the consent of the Baroness Rendell of Babergh, are published separately as HL Bill 98-EN (2003 2004):

- Offence of female genital mutilation: A person is guilty of an offence if he excises, infibulates or otherwise mutilates the whole or any part of a girl's labia majora, labia minora or clitoris.
- Assisting a non-UK person to mutilate overseas a girl's genitalia is also an offence.
- A person is guilty of an offence if he aids, abets, counsels or procures a person who is not a United Kingdom national or permanent United Kingdom resident to do a relevant act of female genital mutilation outside the United Kingdom.

2.7 Milder forms of HRV

According to the Shehrazad Project Report: "It could be possible to include female genital mutilation (FGM) among issues of honour, given that, as a cultural 'right of passage', the act includes accepting the girl into her society, with the status, of an adult. FGM is contested and campaigned on worldwide, but still prevails, particularly in countries where the state has failed, there is limited civil society, or violence against women is still not a subject of debate, policy or action to eliminate it."

According to a BBC Report (22 November, 2000) The number of women in the UK who seek medical help after undergoing FGM is growing. "Clinics are treating hundreds of women with FGM related complications. But there has never been a successful prosecution under the Prohibition of Female Circumcision Act. Christine McCafferty, chair of the cross-party group, said FGM was a "violation of human rights." Ms McCafferty said the government must give support to organisations that were dealing with the issue. She said: "It is clear that that there is a growing problem of FGM in the UK. "It is a scandal that there have been no prosecutions under the UK law and that awareness of the law is minimal."

A report by the parliamentary group called for:

- A change in the law to ensure that UK residents who take girls abroad to have them circumcised can be prosecuted on their return
- FGM to be categorised as a form of physical abuse under local authority guidance
- Health professionals and other relevant authorities to be required under law to report incidents of FGM
- An information and media campaign targeting specific grassroots community groups
- Inter-agency research involving the immigration service, refugee councils and health and education departments

The group carried out research among local health and education authorities, social services departments and refugee councils. According to the BBC report the group found just 46% of respondents were aware of current legislation, while 25% expressed a fear of being perceived as racist or culturally insensitive when dealing with FGM issues. Ms McCafferty said: "It is vital that

we listen to the leaders of Black Women's Groups and community groups working to eliminate FGM in the UK. "It is not a question of culture of race. Cultures are only sacred if they are consistent with human rights."

3 Support

3.1 General overview

Amongst a number of initiatives undertaken at various levels an Interdepartmental (Inter-ministerial) Working Party on Domestic Violence was established 1994, to coordinate a national and local response to the problem, in particular by improving victim's services, encouraging coordination at the local level, and initiating public awareness campaigns.

With the transition of government office to the Labour, in 1997, the new government brought in a succession of Ministers for Women, where none had existed hitherto. These appointments has impacted to priorities in government policy, especially when coupled to increased political representation of women, and there have been a range of initiatives. The Working Party was replaced in 1999 by the Interdepartmental Group on Violence Against Women and Domestic Violence, and again in 2002 by the Domestic Violence Ministerial Group. In 1999 Living Without Fear, an integrated approach to tackling violence against women was published, setting out the government's strategy framework in relation to violence against women and offers examples of good practice from around the country. In 1999 a domestic violence publicity/awareness campaign 'Break the Chain,' was launched for England and Wales, in addition to which, the government has also commissioned studies on the prevalence of domestic violence as well as best practices for its elimination, culminating in the consultation document, Safety and Justice, and the Domestic Violence, Crime and Victims Bill. The Home Office introduced a Domestic Violence Unit in 2002 and in February 2003 awarded £14 million to agencies tackling domestic violence over three years. England's 376 crime and disorder reduction partnerships will use the funding to develop local strategies to deal with domestic violence.

Amongst the beneficiaries of this change is the Women's National Commission, which was started in the 1970s as a collection of established national women's organisations, but had minimal mandate and resources within government resulting in exuding limited impact. In the late 1990s it changed its structure and working practices hence becoming more effective. .

A Working Group on Forced Marriage, chaired by Baroness Uddin, the first woman of Bangladeshi origin to become a local government councillor and later a member of the House of Lords was formed by the Home Office in 1999. This sought evidence from community representatives, as well as women's groups. Its report, "A Choice By Right: the report of the working group on forced marriage, Home Office 2000" published in 2000 advocated family conciliation which received opposition from the women's groups who deal with the physical and psychological fall-out of forced marriage.

Within the Foreign and Commonwealth Office and British consular services a Community Liaison Unit was set up to address issues regarding forced marriages involving abduction of a British national who is taken overseas, to provide protection within the countries to which girls are taken or sent, and then to repatriate the girls and house them securely. This led to the issuing of a detailed joint Action Plan by the FCO and Home Office relating to police forces in 2000 which comprised of recommendations. The Unit produces information leaflets in a wide remit of languages spoken within multicultural UK. While the leaflets could be procured by anyone, these are targeted for young women leaving or entering the UK who may be deemed vulnerable by consular or immigration services. While this initiative has been welcomed by many women's groups it has been held by certain concerned quarters that this practice does not go far in deterring forced or 'community' marriage within the UK, and there is a greater room for collaborative working with the communities to prevent girls being married under-age or against their consent. Further to this however, the unit continues to produce awareness-raising videos about freedom of choice, as well as the stories of girls who have escaped forced marriage and rebuilt their lives and

commissioned research on the Pakistani and Bangladeshi communities' attitudes towards forced marriage.

According to the Shehrazad Project Report, an effective Co-ordinated Community Response (CCR) of a county domestic violence intervention projectlo' will be a multi-agency initiative, aiming to improve the response by those agencies so as to increase the safety of and service provision to victims and survivors of domestic violence, and reduce domestic violence. This, the report says, will have a network map of the agencies such as the country health trusts, probation service, education department, social services, city council, county police, prosecution service, chief executive group of the district councils (which are subsidiary to the county council), the housing department of the district councils, crime and disorder partnerships/community safety coordinator, the judiciary and magistrates.

The overall research design, was aimed at being multifaceted with a broad range of consultative processes occurring simultaneously. The techniques outlined above use the following data collection processes:

4 Prevention

4.1 General overview

The Metropolitan Police Service (MPS) claims it is committed to working in partnership with all key agencies to deal most effectively with issues relating HRV & domestic violence. While domestic violence and suspected HRV cases require victim orientated policing, the emphasis of the work of the MPS must remain the investigation of criminal offences and pursuit of prosecutions where appropriate. The MPS therefore recognises that the best way of providing a comprehensive service to domestic violence victims is to develop effective working relationships with all other service providers. In this way the MPS aims to improve the safety of domestic violence victims by offering support through the criminal justice system if that is the most appropriate course of action, whilst also providing access to alternative options and advice. Sections 5 and 6 of the Crime and Disorder Act 1998 provide a statutory responsibility on the police and other agencies to formulate and implement crime and disorder reduction strategies. It is therefore recommended that initiatives targeting domestic violence be explicitly included in the Borough Crime and Disorder Partnership strategy. It is also recommended that borough CSUs then develops a domestic violence strategy to incorporate multi-agency fora with protocols for joint working. Within the umbrella of multi-agency partnerships, each agency involved will have its own individual constraints and priorities in relation to joint working and information sharing. The MPS recognize this, and have identified the following as important considerations when working towards the safety and support of people experiencing domestic violence. The considerations are:

- key agencies;
- police objectives for a multi-agency fora;
- policy makers and practitioners;
- protocols and information sharing; or
- best practice and joint working.

Key agencies

The MPS says it does not aim to dictate the composition of any multi-agency fora and is keen to work with those agencies best placed to deal with domestic violence from two complementary angles; Addressing and improving the safety of victims and their children suffering domestic violence. Stressing the accountability of perpetrators of domestic violence.

Police objectives for a multi-agency fora

Domestic violence fora will take on different forms depending on the individual CSUs and partner agencies. However as a participant on any fora the MPS are willing and able to work towards the following objectives;

- to promote earlier and increased reporting of domestic violence from all communities;
- to share information to conduct comprehensive risk assessments on victims and perpetrators;
- to reduce repeat victimisation;
- to reduce the rate of attrition of domestic violence cases;
- to conduct case reviews and devise action plans on specific cases where necessary,⁽⁷⁾ and;
- to conduct joint training in order to promote awareness of domestic violence amongst agency practitioners.

Policy makers and practitioners

The MPS also says that it is committed to being involved at both a strategic and practical level. Where Fora have the support of both the senior policy makers and the practitioners in the relevant organisations, they are more likely to impact on service provision and less likely to become “talking shops”. The MPS says it is also committed to helping to devise and is signing up to protocols to ensure the effective working of any multi-agency body. Again, the protocols will be particular to each forum and each agency, but they should lay down the obligations of each agency and provide boundaries of responsibilities.

Protocols and information sharing

Effective sharing of information is crucial to the successful working of any multi-agency forum. Section 115 of the Crime and Disorder Act 1998 provides the statutory framework for the sharing of information. Section 115 ensures all agencies have a power to disclose information to statutory authorities, which is necessary and expedient for any provision of the Act. This is a power rather than an obligation, so control of the information still rests with the agency concerned. This is an important factor in ensuring that breaches of confidentiality do not undermine an individual’s willingness to come forward to relevant agencies. For this reason it is important that information-sharing protocols are carefully formulated and adhered to by the agencies involved. These protocols must state clearly under what circumstances information can be shared and when confidentiality must be observed. There are no barriers to the sharing of aggregated depersonalised information if it is shared to enhance the multi-agency knowledge about a response to domestic violence. When information is about a particular individual protocols must operate within the responsibilities of the Human Rights Act and the Data Protection Act 1998 and include clear guidelines governing the sharing of such information. The overriding principle of sharing information is that the victim’s safety is always paramount. It is important to gain informed consent of the victim wherever possible to respect the right to a private life. If consent is withheld then the officers can only share information if it is proportionate and necessary to prevent crime or disorder or protect the rights of the victim and/or children.

4.2 Discussion

Analyses suggests that socio-cultural determinants, such as the need to silence attempts to speak out about the occurrence of the domestic violence, or coercion into entering into a forced marriage privatize the crime in order to safeguard family honour and reputation. It revictimises and weakens the victim. However, the findings suggest that there is no universal method of dealing with these issues. While a line could be drawn between consent and coercion, each case ought to be studied as individual.

Any investigation or examination of honour related crime need anchor the efforts within the cultural context, while at the same time treating each victim as a world unto herself. This calls for rethinking at both the socio-political and the individual levels. In colloquial usage, women do not use the explicit Urdu word ‘Zina’, using instead the phrase *izzat lootna* (losing one’s honour). This calls for discussing a consensual strategy to challenge the status quo. The problem with ‘challenging’ the concept of honour is that it may dramatically raise the stakes for the community and enable the supporters of forced marriage to discredit its opponents as agents/purveyors of an alien culture determined to malign or ostracise the community itself. In contrast, a strategy that emphasises ‘freedom of choice’ in marriage as enhancing, rather than diminishing, the community’s honour and social stability, is both more desirable as a matter of principle, and more likely to succeed in practice.

What are the costs of non-conformity? (Studies such as the one conducted by Hannah Bradby in Glasgow. Bradby's interviews with young women demonstrated that they understood the "costs of non-conformity to the family contracted marriage system, both to their families and to themselves."). Women are put under great pressure to marry, which they are taught will enhance their self-worth and status within the community. These images and values are reinforced by the local 'ethnic' press who argue that parents are to be honoured and respected and to challenge their authority is to challenge their honour. It is women who are seen to embody this honour for the family and resistance to arranged marriages is perceived as a direct threat to the honour of the family and in some cases the community.

There's a need to foster relationship between local culture and human rights standards to open dialogues between international human rights standards and local communities as a way of changing certain oppressive traits of religious and customary laws and thus ensuring conformity with international law.

5 Co-operation

5.1 General overview

This strategy, used by most human rights groups, insists on the classification of 'honour killings' as a breach of international human rights law. Although there is a view that gender-based violence, particularly in the context of the home or the family is a matter of private or national law and not public international, this position has been severely undermined by the legal acceptance of individual human rights as a matter of international law.

On that basis, An-Naim emphasises states' responsibility under international legal structures to address and remove harmful customary and religious laws and practises that threaten its subjects, particularly women. This obligation he adds is enshrined in both international conventions relating to the treatment of women as well as customary international law – i.e. accepted international norms. However, he also recognises the limitations of law, both national and international, in its ability to enforce human rights standards. A principle reason for such non-compliance is the perception of human rights as a Western value system being imposed on the rest of the world, constituting a form of 'cultural imperialism'.

To combat such claims, An-Naim focuses on developing a methodology for building global cultural legitimacy for human rights. That is, although cultural neutrality is neither possible nor desired, neither is continuing harmful practises an option. Therefore dissenting voices and states generally should be persuaded to adopt human rights laws voluntarily. This can best be achieved through a combination of internal discussions on human rights within the culture/the state and cross-cultural dialogue that identifies commonalities amongst different cultures, thereby culturally legitimising international human rights law. He proceeds to outline conditions that are designed to guarantee that external actors are not seen to be interfering in the internal dialogue.⁴³

This option is particularly attractive in the context of Muslim communities. Given the current prevailing climate of mistrust and misunderstanding between Muslim minorities and wider Western societies, this approach would emphasise civilizational cooperation rather than collision and may be more readily acceptable to Muslims – or any other minority group – than forcibly imposing human rights.

Hossain on the otherhand discusses abduction and forced marriage as a human rights problem. She highlights that although there exist remedies in the legal systems of the victims' countries of origin (Pakistan, Bangladesh and India), there are also considerable practical obstacles. She suggests that the UK and UK actors must act in a cooperative manner with the countries and parties involved to address these issues

⁴³ REF

Siddiqui, Hossain and SBS all argue that the acceptance of cultural defences as mitigating circumstances in cases relating to 'honour crimes' in UK courts is in itself a violation of international and domestic UK and EU laws. In that it denies women from minority backgrounds the same level of protection it would grant their counterparts from the main society where gender-related violence is not framed within cultural contexts but is simply criminalized.

Finally, Spatz's analysis of reduced sentences for men who have committed 'honour killings', show that leniency does not seem to be constricted to any particular country or culture but seem to apply more or less worldwide. She insists that the attitudes of the courts reflect a universal devaluing of women rather than prevailing cultural paradigms. She argues that there is a need to coordinate global efforts to highlight that gender-related violence must be seen as an international human rights problem that is not culturally specific although its implementation and method may be.

6 Schools

6.1 General overview

According to the British Home Office study *Domestic Violence: Break the Chain Multi-Agency Guidance for Addressing Domestic Violence* children and young people cannot learn or develop effectively if they are concerned or frightened about what might be happening at home. They have a right to expect education and leisure services to provide a safe and secure environment. The study suggests that:

- Women of all ages can benefit from participation in arts, sports and general leisure activities. These can increase confidence and improve self-regard. Opportunities to take part in these activities should be a key element in the range of services offered to everyone affected by domestic violence.
- Educational work can raise levels of awareness about domestic violence and support children and young people in accessing help. It can also seek to prevent domestic violence in the future by helping young people respect themselves and one another sufficiently to develop non-abusive relationships.
- Informal education settings such as youth clubs can provide many opportunities for promoting awareness of domestic violence amongst younger people. It is important to give young people an opportunity to explore these issues both to give those who have witnessed domestic violence an opportunity to access support services, and to educate those young people who may be victims, witnesses or potential perpetrators in the future.
- Even when they are not being abused themselves - and child abuse and domestic violence may often be linked - children can suffer psychological damage if they know that a parent or step-parent is being abused. Effective information sharing between organisations in this regard is essential in ensuring that children and young people in this position can be properly identified and supported as appropriate.
- Teachers, auxiliary staff, educational welfare officers and others in regular contact with children and young people are well placed to notice whether a child might be affected by violence in the home. They should not however intervene directly in situations for which they do not have the appropriate professional qualifications and experience. Where they believe that they have identified pupils who may be living in a home where there is violence they should make their concern known to the relevant authority (according to their internal child protection policy). NGO's demand that Absences from school must be traced and girls/women assisted if help is needed. Parents should be prosecuted if they fail to comply with the Education Act 1996 in respect of non-attendance or withdrawal of daughters from school and sanctions such as fines and imprisonment should be applied in cases of deliberate withdrawal. Civil groups demand that Excuses of 'going on holiday' must be properly investigated and monitored by schools in all cases. Procedures, which demand contact addresses and evidence to show the child will return to the UK, should be implemented, the groups ask.

Good practice examples for schools can be found under heading Good Practice.

7 Social services

7.1 General overview

Strategies at varying national levels in the UK are best discussed in SBS's report on forced marriage⁴⁴, but can be extended to all honour related violence including 'honour killings'. They include the following:

- Must investigate cases and protect victims enforcing their statutory duties towards children and vulnerable adults.
- Under Children Act 1989, social services must be aware of their powers to protect minors and those over 16, up to the age of 21. This includes providing safe and supportive environments where girls and young women do not fall under pressure to conform to their cultural and religious practises.
- Young women over 16 must be left to make their own decisions as to whether they wish to maintain contact with their parents.
- All minors and young persons must be made aware of their rights to independent representation and legal advice.
- If a child or young woman does return home, effective monitoring procedures must be in place and the question of safety and protection reviewed regularly.

The Sherazad Project report notes that there is new domestic violence and health initiatives are being undertaken within healthcare organisations throughout England, based on the Women's Aid Health and Domestic Violence Survey 2000, updated in March 2004, funded by the Department of Health. This survey included all health authorities within England and a representative sample of NHS Trusts and Primary Care Groups/Trusts. Initiatives reported on here include: Domestic violence policies, protocols and guidelines; Innovative training programmes; Systematic data collection and recording; Innovative ways of identifying and directing help towards those experiencing domestic violence; Co-ordinated inter-agency initiatives; Pilot projects funded through the Home Office Crime Reduction programme; Information leaflets, directories and other publications; Policies for responding to health service staff who themselves suffer from domestic violence. Most of these initiatives, notes the Project report, are in their early stages and very few have yet been evaluated. "Counselling for women experiencing or at risk from honour-based violence is available from many of the specialist centres. One example is Newham Asian Women's Project (NAWP) which serves an area of East London where nearly half the population is from Black and ethnic minorities, both established and newly settled with a very poor public health profile⁴⁵. NAWP provides legal advice, mainly to women from the Indian subcontinent, but they also provide health counselling for women who are referred by their doctors, or refer themselves, with accredited counsellors who speak Urdu, Gujarati and Bengali. They have a Mental Health Support Project and a programme called Zindaagi (life) which is aimed at promoting the positive mental health and well-being of Asian women, and especially those who 'express their pain through self-harm and attempted suicide.' Zindaagi liaises with mainstream mental health care providers to ensure that genuine and proper access is given to those Asian women experiencing distress, and appropriate interventions developed. NAWP also runs workshops for lawyers and healthcare workers to explore and explain the issues to them. Ravi Thiara⁴⁶ says that Black and ethnic minority women require a high level of support over a longer period of time than majority women, because of the need for

⁴⁴ SBS, 2001

⁴⁵ Newham Asian Women's Project, *Supporting Women to Support themselves, Annual Report 2002, The women of the world.*

⁴⁶ Ravi K Thiara, 'Domestic Violence and Women from Black and Ethnic Minority Communities: Some Issues and Implications for Domestic Violence Services' in *Fempower/WAVE* 3/2002 No 6

family mediation, language interpretation and specialist counselling. She cites a further five particular psychological problems for these women who experience domestic violence, including the effects of uncertain immigration status, the dual fears of racism and community rejection, the desire to protect and stay with children - the greatest factor

7.2 Discussion

There is a robust discussion amongst groups working with women who demand that government must set targets to reduce suicide amongst women from minority communities. Many of these civil groups continue to demand that coroner's courts must. These groups demand that the Housing Act 1996 must be amended to accept domestic violence, including honour-related violence, as a priority ground for determining homelessness. Code of Guidance, they say, should include duties on all local authorities to house women with and without dependants who become homeless as a result of violence; amongst other points of discussion are: Code of Guidance must incorporate all forms of abuse within its definition of domestic violence; Local authorities must not carry out checks with relatives to establish homelessness as this can endanger the applicant; Women with no or little recourse to public funds must be eligible for assistance under the Housing Act be more alert as to reasons for 'suicides' or 'accidental' deaths involving Asian and other minority women.

8 Police

8.1 General overview

The under reporting of domestic violence within certain communities may be compounded by additional stigmas and an unwillingness by the community to acknowledge the problem. However, the MPS does not accept that cultural differences are ever an excuse to fail to protect a victim of domestic violence. In fact the MPS strategy includes a strong undertaking and involvement in multi-agency working practices to develop an effective service, capable of responding to all victims of domestic violence and addressing their specific needs. The MPS is striving to increase the levels of reporting of domestic violence from hard to reach groups, by increasing sensitivity and flexibility towards these communities, and the introduction of 3rd party reporting sites as mentioned earlier. This is an issue that affects all operational police officers. One of the main areas, which need addressing, is ensuring that initial investigating officers are establishing effective foundations for the full investigation. Further, the work of the CSU investigating officer can be made more difficult, and even impossible, by inappropriate comments or actions made at the initial and often crucial stages. This fits in with the general training needs of all staff on domestic violence (*see* separate section) but it is essential that specific training elements are devised covering the needs of minority communities. This training should be developed with other relevant agencies and individuals," notes Metropolitan Police 'Enough is Enough,' Domestic Violence Strategy Document, published in December 2001.

According to a report from the Women's National Commission and Thames Valley Police report *Seen but Not Heard. Women's Experience of the Police*, while women generally demonstrate high expectations of the police yet their actual experiences remain negative. The study suggests that this is even more the case of women from ethnic and religious minorities, who may have their own reasons to what has been described as distrust of the 'institutional racism' of the police forces" by Sherazad Project Report. The project report asserts that the ethnic Minorities experience of crime and policing: findings from the 2000 British Crime Survey shows that people from ethnic minorities are more at risk from crime than White people, but this data is not segregated by sex so no cross-cutting inferences can be made about gender. "This failure to disaggregate data by sex demonstrates the continuous policy dichotomy between race and gender, rather than recognition that they cut across each other; this creates particular problems, including those of obscuring crime within ethnic communities and making victims and their particular needs invisible," the report says.

8.2 Discussion

From the 1970s DV emerged on the agenda with mixed response from police forces within the UK. “`A bit of domestic' was not regarded as a real crime, and `an Englishman's home was his castle' regardless of what he did in it to others, says the Project report. It also suggests that there was a culture of policemen at times siding with other men who were perpetrators. But the situation has changed on grounds that are varies. A principal reason is the sheer increase in the number of policewomen, research and lobbying by the women's movement, the creation of multi-agency domestic violence initiatives, which involved the police and a gradual change in public opinion's acceptance of domestic violence as an immutable reality. “Concern for the protection of children also played its role when research showed that around half of all men who were violent to their partners also abused their children, and half of all women who were repeatedly abused had children living with them,” the Project report says.

Thus the Association of Chief Police Offices (ACPO) uses a definition of domestic violence as stated in the Minimum Standards of Investigation (July 2000): `Any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults who are or who have been intimate partners or family members, regardless of gender.' Unlike the Home Office definition of Safety and Justice the ACPO definition includes other family members and other motives for the threat or abuse. It therefore implicitly embraces the use of `honour' as a moral excuse or legal defence.

2001 saw the Metropolitan Police ushering the campaign, `Enough is Enough - Domestic Violence Strategy,' within the Hate Crimes section of the Diversity Directorate (Racial and Violent Crime Task Force) advised by Elizabeth Stanko, who earlier had headed the nationwide Economic and Social Research Council Domestic Violence project. This has extensive guidelines for the police force and their relations with the public with the Risk Assessment model being critically important to it.

9 The legal system

9.1 General overview

Reports suggest that legal aid ought to be made more readily available for representation by interested parties in cases of wider public interest, such as gender/honour related violence. The reports recommend that Coroner's courts must accept expert knowledge and third party intervention and representation in cases of honour crimes. Educational authorities, the reports say, must promote awareness of the issue of `honour crimes' as an abuse of human rights in schools and colleges. Positive action must be taken to assist girls/women in seeking protection and assistance, demand the civil groups. Since the term 'honour-based violence' does not yet appear in any legislation, therefore there should be a discussion as to whether it would be a constructive inclusion into legal terminology.

9.1.1 Criminal law

While Domestic violence has been covered by a number of different Acts including the Protection from Harassment Act, the Family Law Act 1996, the Crime and Disorder Act 1998. Murders are covered by the 1995 Homicide Act, the Family Law Act 1996 provides a single set of remedies available in all Family Courts including the High Court, County Court and Family Proceedings (Magistrates) Court. There are two main types of orders - commonly known as injunctions - under the Act: occupation orders, which prohibit a violent person from residing at the matrimonial (or family) home and non-molestation orders, for protection from all forms of violence and abuse and which prohibits the offender from having any contact with the victim. Powers of arrest may be attached to the orders. Both criminal and civil action can be, and often are, pursued simultaneously. Besides these civil remedies, under criminal law, domestic violence is treated, in the majority of cases, under general `common' assault provisions (with various offences according to the gravity of the assault) in the Offences Against the Person Act 1861, which does not always encourage the police to intervene decisively to protect victims. The arrest and removal of offenders can provide women with `breathing space' to consider their future actions. However, a suspect,

once arrested, cannot usually be held longer than 24 hours. Conditions cannot be attached to police bail, in theory, and therefore perpetrators can be released to return to their home addresses; however bail is less likely to be granted if the assaults took place in the 'matrimonial' (or family) home. Criminal charges may then be laid: guilty pleas in magistrates' courts (usually the day after the charge) result in an immediate sentence - but this has sometimes been only been a fine or commitment to an anger management course, leaving the women and their children unprotected.

If abusers plead not guilty, trials are arranged but may be weeks in the future. While awaiting trial, bail conditions may be imposed, for example that abusers are not allowed to reside at the family home. The abusers may put in a plea for the charge to be reduced to a lesser offence whereupon the Crown Prosecution Service (CPS) then decides whether to accept this (more commonly) or to go ahead with a trial. If trials are held, the victims have to appear as witnesses and the abusers have the right to cross-examine them. If the abusers are convicted, they may receive a prison sentence, which again, removes the immediate threat, but nonetheless may increase the women's fear of violence on his release. In November 2001, the Crown Prosecution Service (CPS) announced a new policy to facilitate the prosecution of crimes of domestic violence, which includes the establishment of a domestic violence coordinator in each CPS unit in England and Wales and the use of alternative evidence, such as witness statements from neighbours or teenage children, or medical evidence. This means that prosecution will still be possible even when women retract their statements out of fear, or do not wish to appear as a witness. Since fear and intimidation play such an important role in controlling women's behaviour, and especially their capacity to leave a violent home and seek independence, which is considered as a critical advance.

9.1.2 Laws for asylum and refuge

⁴⁷In the UK, a person is a refugee only when the Home Office has accepted their application for asylum. When a person has lodged an asylum claim with the Immigration and Nationality Directorate at the Home Office and is waiting for a decision on their claim, s/he is called an 'asylum seeker'.

The Integrated Casework Unit at the Home Office Immigration and Nationality Directorate makes decisions on asylum claims. They will assess claims on the basis of an asylum seeker's credibility, the current political situation in their country, evidence on the country's human rights record and, if applicable, medical evidence of torture and abuse. The asylum applicant will have to show that they meet the criteria laid down in the 1951 Convention relating to the Status of Refugees. If the asylum application is refused, the applicant still has further appeal rights with the Immigration Appellate Authority and the Immigration Appeals Tribunal. An asylum applicant is granted refugee status if they meet the criteria laid down in the 1951 UN Convention on Refugees. Many people fall outside the strict definition of who a refugee is under the 1951 Refugee Convention, because they have not been individually targeted for persecution, or because their persecution is not due to a 'Convention reason', yet they still face danger if they were to return home. In such cases the Home Office has, until April 2003, granted Exceptional Leave to Remain (ELR). ELR is a discretionary status, which falls outside the Immigration Rules. It may be granted on human rights grounds - if, for example, a person is likely to be 'subjected to inhuman or degrading treatment' or would not receive a fair trial in their home country. ELR was usually, but not always, granted for a total of four years (one year initially, followed by a three-year extension). A person can apply for Indefinite Leave to Remain (ILR) four years after being granted ELR.

From 1st April 2003, the Home Office changed this type of status and began granting either 'Humanitarian Protection' or 'Discretionary Leave'. Humanitarian Protection is granted where the Home Office recognises that there is a real risk of death, torture, or other inhuman or degrading treatment, which falls outside the strict terms of the 1951 Refugee Convention. Those granted Humanitarian Protection are normally given leave to remain for three years, during which time they will have access to mainstream welfare and be allowed to take up employment in the same way as someone with refugee status. After this period, their case is subject to active review. This may result in an extension of protection, a grant of discretionary leave, a grant of Indefinite Leave to Remain (ILR) or, if the need for protection is no longer found to exist, the applicant will be refused leave and arrangements will be made for his/her return. A person who has been granted Humanitarian Protection will be eligible to apply for ILR after three years.

⁴⁷ Info centre: UK Asylum Law & Process; the refugee council

The Home Office grants discretionary leave to those who do not qualify for refugee status or humanitarian protection but cannot be removed. This may be because they have a serious medical condition making travel or return dangerous, or because removal would contravene their human rights. There may also be other practical or legal obstacles making removal impossible.

Discretionary leave is normally granted for a period of three years but as with humanitarian protection, it can be granted for shorter periods. For example, when an unaccompanied child under 18 is refused, a period of discretionary leave would be granted for the period up until their 18th birthday. Those with discretionary leave will also have full access to mainstream welfare and employment during the period of protection. Discretionary leave will be granted outside the Immigration Rules. Those on Discretionary Leave are normally eligible to apply for ILR after six years. Refugee agencies are concerned that this shift towards more temporary and insecure forms of protection will exacerbate feelings of uncertainty and trauma, and frustrate the integration process.

9.1.3 Child protection:

According to the British Children Act 1989 (amended by Part 4 Family Law Act 1996) Emergency protection orders or interim care orders can be imposed. The amended act now allows for these to take the form of an exclusion order, removing the perpetrator from the home rather than removing the child. Power or arrest can be attached. However "Children are unbeatable!" an Alliance of more than 350 organisations and projects has reported that seven in ten people (71 per cent) support a change in the law to give children the same protection from being hit in the family home as that currently enjoyed by adults, according to a new MORI public opinion survey for the Children Are Unbeatable! Alliance. Only ten per cent would oppose such a move.

Parents (74 per cent), young adults under 24 years old (76 per cent) and women (73 per cent) are most likely to support law reform of this kind. In a separate question, 29 per cent of people go further and say that "children should be given more legal protection from being hit than adults". More than half of the public agree that "it is wrong for someone to hit a child in their family" (56 per cent agree vs 31 per cent disagree). Parents are significantly more likely to support this view (63 per cent). MORI conducted the research study with a representative sample of 2,004 adults between 26 February and 2 March 2003. "At present, the law allowing "reasonable chastisement" dating back to 1860 means that children, though smaller and more fragile, have less protection from being hit than adults," said The Children Are Unbeatable! Alliance. NSPCC Director & Chief Executive Mary Marsh said:

This shows that the general public supports sensible and fair modernisation of the law to give children equal protection. The current law giving children less protection dates back to the century before last and is clearly out of step with modern family values. In the 21st Century, equal protection must be every child's right. It is vital that hitting children becomes as socially unacceptable as hitting anyone else, which means modernising the law, as at least ten other European countries have done successfully. Children are the weakest and most fragile in our society. The least we should do is afford them equal protection, backed up by mass public education on positive parenting and greater support for parents. The time is right for us all to move on and so should the law. Professionals and the public are united behind equal protection reform, and the politicians should listen and lead.

Ten European countries already give children equal protection: Austria (1989), Croatia (1999), Cyprus (1994), Denmark (1997), Finland (1983), Germany (2000), Iceland (2003), Latvia (1998), Norway (1987), Sweden (1979). These reforms have led to dramatic changes in attitudes and behaviour.

9.2 Discussion

Women who come to court to seek an order against a domestic violence perpetrator, or as witnesses in criminal proceedings, should be able to do so without their experience at court adding

to their worries. The Courts Charter recognises the needs of those who may feel vulnerable or apprehensive about appearing in court. The special booklet that has been prepared for witnesses in the Crown Court (*Witness in Court*) should be made readily available, and the important role that the Victim Support Witness Service has here in offering support to those who need it, as well as other voluntary sector organisations, should be recognised and facilitated. In 1998 the European Court of Human Rights ruled that UK law does not provide adequate protection for children in this respect and Council of Europe monitors are pressing Ministers to act. The European Social Rights Committee, overseeing compliance with the European Social Charter, urges abolition of all corporal punishment and the UN Committee on the Rights of the Child has twice recommended reform, most recently in October 2002.

In June 2003, the parliamentary Joint Committee on Human Rights and the House of Commons Health Select Committee called for the law to change. A MORI survey for the NSPCC has shown that 45 per cent of MPs support giving children equal protection (35 per cent opposed, the rest undecided), with a majority of Labour MPs (55 per cent) supporting reform. More than 100 MPs and Peers are now signed up to the aims of the Children Are Unbeatable! Alliance. At least ten European countries already give children equal protection from assault in the home: Austria (1989), Croatia (1999), Cyprus (1994), Denmark (1997), Finland (1983), Germany (2000), Iceland (2003), Latvia (1998), Norway (1987), Sweden (1979).

10 Research

10.1 General overview

New Scotland Yard sponsored research carried out in the year 2004, was being carried out with the help of London/West Midlands based Focus and Reference Groups in order to identify direction and actions required to build a multifaceted, cohesive, responsive and creative service system, which is focused on prevention of honour related domestic violence-homicide; increased reporting of the crime by meeting the needs of those affected by domestic/family violence.

The research aims to be developed into a strategic service plan for the prevention of honour related crimes against women. Whilst domestic violence and sexual assault are often largely hidden as community issues, many social/community workers, local services and crime prevention agencies also need to obtain greater understanding enhanced by analytical date of the issues to respond appropriately and pre-emptively for the prevention of such crimes.

Principles for collaborative strategies for domestic violence/honour related crime prevention include successful collaboration requires a shared framework for the response to victims of domestic/honour related violence. Core principles already guide collaborative efforts in communities across the country.

The following questions were tackled in the course of setting up Focus Groups, as they pose some unique challenges in cases involving domestic violence.

- How do we minimise factors leading to failure to protect the victims?
- How do we hold offenders accountable when they are responsible for repression and coercion?

As these issues are largely rooted in socio-cultural moorings, hence, realistically cannot be completely comprehended in the course of one or one-off study. The policy dilemmas will not be resolved overnight. They will require that we embrace a shared agenda of safety for victims of domestic violence. The answers to the many questions it raises can be provided in local communities only through concerted and collaborative efforts. In each locale, collaboration efforts can move us from these problems to new solutions meeting the safety needs of women and families.

10.2 Discussion

The issue of domestic/family violence – when associated with or as a consequence of honour related/Forced Marriage issues, in terms of experience of and the service system's response to it, is a complex and sensitive one. To address this, the project consisted of quantitative and qualitative techniques including; interviews, a questionnaire, consultations and media strategy. The overall research design was aimed at being multifaceted with a broad range of consultative processes occurring simultaneously. The techniques outlined above use the following data collection processes:

- Focus Groups interviews
- Reference group interviews
- Community consultation/regional case study
- Specialists target group interviews
- Inclusion of Faith Group representatives
- Service provider questionnaire
- Consultation with women who have experienced domestic/family violence
- Discussion with people from diverse backgrounds.
- Interviews with 'family-community elders,' or parents.
- In addition to in-depth interviews data from existing case studies will be collated.
- Media polls.

Focus groups

Focus groups allow for informal and (hopefully) frank discussion among individuals who share something in common. Focus groups generally are comprised of no more than 8-10 people, last no more than 2-3 hours, and are guided by some open-ended but "focused" questions.

Reference Groups

A wide range of services and professionals from a variety of settings were approached for recording their specialised responses. Some of these will include general practitioners, personal counsellors, marriage and relationship counsellors, child specialists, psychiatrists, psychologists, mental health services, teachers, hospital staff, solicitors, family support services, self-help and support groups such as An-Nissa, faith group representatives and charity organisations. The purpose of the interviews was to document professional and non-professional perceptions of the barriers in accessing appropriate services, gaps in the service system, and current training needs not currently being fulfilled.

Central to all discussions was gaining their ideas in relation to how to build a comprehensive integrated service system, which is coordinated and meets the needs of women affected by domestic violence and honour related crime or coercion.

Inclusion of Faith Group representatives

Religious leaders/organisations are essential to the culture and sustenance of communities and are uniquely positioned to champion efforts to end violence against women. Although ideological differences have created tension between religious, spiritual, and faith organisations and victim advocates — common ground can be found in shared interests to end violence against women.

11 NGOs

11.1 General overview

There is a wide and varied spectrum of NGOs now involved in addressing prevention of domestic violence and there are just as many more engaged in providing services to victims, which is an

area largely but not totally funded by local government or central government (usually the Home Office). While it is not possible to chart each one of them in this report, or indeed list even all the 'specialist' centres of groups which include, among others, Chinese and Moroccan sources of advice, and the only refuge for Jewish women in Europe. There are also a number of NGOs that are not state funded for any of their work, either because they are not regarded as service providers, or because they choose independence. In addition to these centres there are academic units and departments who conduct community-based as well as countrywide research, often with local women's groups and NGOs, as well as the national organisations. The following have been taken from the Sherazad Project Report 2004:

Ashiana Women's Refuge is located in South Yorkshire, where there are concentrations of people of South Asian origin, particularly from Pakistan. It is run by women who understand the cultural backgrounds and specific needs of Asian women, and offers confidential advice and support, and safe accommodation to women and children escaping violence and abuse in the home.

Website: www.ashianahelp.org.uk

The *Domestic Violence Research Group*, School for Policy Studies, University of Bristol is one example of an academic centre which has been long established and has numerous publications, for example evaluating multi-agency intervention projects or issues of secure contact by children with their violent fathers, which has been very contentious in law and police practice.

Website: www.bris.ac.uk

11.1.1 Women's Rights Organisations

Justice for Women is a feminist organisation formed in 1990 with the primary concern of the failure of the law to deal with men's violence against women effectively. They highlight both the inadequacy of the response to the perpetrators of domestic violence, which at its most extreme, contributes to the murder of women, and the disproportionate punishment of women who are victims of domestic violence and retaliate. Thus they have been involved in numerous court cases both at the first instance and at appeal for women of all races. These have included the case of Karanjit Ahluwalia, who killed her husband after years of abuse. They also provide opinion legal issues and responses to consultative documents from government and State bodies, such as the Law Commission". There are now branches of JfW in Justice for Women in three Leeds, London, Norwich and Manchester. www.jfw.org.uk on violence towards women. They use the 'Three Ps' approach: active Prevention, adequate Provision of quality support services and Protection for women and children who experience violence. In 2004 they called for greater focus on Primary Prevention, and have introduced the Respect Initiative, which has an education focus.

11.1.2 Support for Girls

Amongst international NGOs based in the UK, or those that have reported on forms of violence against within the UK, paramount is Amnesty International - International Secretariat (which appointed a former Southall Black Sisters associate as gender adviser in 2002) has recently launched a worldwide campaign against different forms of violence against women, especially those claiming a cultural defence as cause or immunity.

Further information may be found on: <http://www.amnesty.org.uk/svaw/vaw/causes.shtml>

The Project on Strategies to Address 'Crimes of Honour', initiated in 1999, is jointly coordinated by CIMEL (Centre of Islamic and Middle Eastern Laws) at the School of Oriental and African Studies, London University and INTERIGHTS (International Centre for the Legal Protection of Human Rights). This action-oriented collaborative research project seeks to support the work of local partner projects and others as well as facilitating networking and co-operation among activists, lawyers, academics and others and to develop and deepen understanding, explore theoretical frameworks and build upon diverse and multiple strategies, nationally, regionally and internationally, to combat impunity for those responsible for 'honour' crimes and to challenge the climate of support for the practice amongst state institutions. The Project has produced several useful research/advocacy tools including a Directory of organisations and individuals working on 'honour crimes' in 25 countries, an Annotated Bibliography and a compilation of Selected International Human Rights Materials and 'Crimes of Honour' (all available from the Project website). Website: www.soas.ac.uk/honourcrimes

Women Living Under Muslim Laws was started in 1985 and was situated in France until a few years ago. Publishing Dossiers on the situation of women in many countries, they have also managed a major survey of laws in Islamic countries. It has an extensive documentation centre and is a major source of information and support for those campaigning for women's human rights in these regions, particularly through its website and emailings. Website: www.wluml.org

11.1.3 Support for Women - Women's Neighbourhood Centres

There is a broad diversity of women's centres that firmly pursue growing awareness and enhancing education at various levels on domestic violence, forced marriage and honour crimes among a cross-section of communities. The curriculum used in these centres generally based on universal human rights values expressed in languages that are familiar in the home, which can be used so that they cannot be said to be just conveying so-called Western values. The endeavours undertaken in these centres are two-fold on the one hand girls need to know that they have rights, while boys need to know that girls have rights, and are of equal worth and dignity to themselves. Discussion often explore nature of masculinity that is not based of dominance over another is essential which is an important entry-point to eliminate honour related violence and other forms of coercion against women. "Some of the 'specialist' women's centres also try to encourage girls from communities where female education is not favoured to stay on at school to gain qualifications, or to acquire skills for jobs in the labour market, and reduce their isolation, dependence and poverty. The Zero Tolerance Trust focuses on Primary Prevention through education," Shehrazad Project report states.

11.2 Discussion

There is an enhanced and enthusiastic focus presently on 'Gender equality,' and 'Diversity' training and education that are seriously and robustly sought after by corporations, small civil groups, large NGOs this area of study and research prominently in graduate & post-graduate studies curriculum and State bodies over the past decade contributing to a transition in what have been characteristically gender biased organisational cultures. Hence catalyzing the promotion of tolerance and providing fora for reducing racial and religious misunderstandings, as well as enabling those entities to work more effectively with fewer expensive races disputes. The focus on gender studies and diversity continues to account of and impact issues related disability and age as well as race, ethnicity, religion and gender. However, there have been some concerns that this trend might have diminished the importance of gender as a variable cross-cutting all the others, sometimes when it has taken a very slender hold in organisations research and practice, and thus obscuring the disadvantages within different communities. The fear is that if handled and implemented without due thought and sensitivity diversity training can contribute to render women and their experiences marginalised or wrapped in ambiguities.

12 Good practice

12.1 Schools

12.1.1 Hackney's RESPECT pack

Hackney's RESPECT pack is an educational curriculum for secondary schools promoting positive and non-violent relationships and challenging all forms of domestic and sexual violence.

Contact: Rachel Morley

Community Psychology Department

Child and Adolescent Services

St Leonard's Primary Care Centre

Nuttall St

London. N1 5LZ

Phone: 020 7301 3456

Fax: 020 7301 3270

12.1.2 London Borough of Richmond Leaflet for Children

The London Borough of Richmond has developed a leaflet for children under 11 on domestic violence, produced with the direct involvement of children.

Contact: Juliette Taylor

Room 301C

Civic Centre

42 York St

Twickenham

TW1 3BZ

Phone: 020 8891 7155

Fax: 020 8891 7155

Email: j.taylor@richmond.gov.uk

Below are given three examples of good practice reported in British Foreign & Commonwealth Office document FORCED MARRIAGE - THE OVERSEAS DIMENSION (04/08/00)

12.2 Case study one – working with in-country partners

One of our High Commissions got a letter from P pleading for our help. She was being held against her will in her uncle's house in a village a long way from the capital. She was desperate to escape. But she told us not to phone or visit, as doing so would put her life in danger. This put our staff in a difficult dilemma. They wanted to help. But they could not risk her life – and possibly their own – by going to the village themselves. And nor did they want to place such a difficult case in the hands of a local police station that they had not tried out before. So they co-ordinated an approach with a human rights organisation working in the area. The organisation used their local contacts to locate the woman. Through careful planning they got her out safely and into the hands of the High Commission. Our staff then put her in a safe house, got her a ticket and passport, and ensured she was put safely on a flight back home.

12.3 Case study two – working with the courts

We were told about K by her boyfriend in the UK. He said that she was being held against her will by her family, abused because she would not marry the man of their choice, and even raped by her own relatives. She had already appeared in court overseas and said that she was there of her own free will, but her boyfriend said that this was her sister pretending to be her. We spoke to a local lawyer who specialises in women's rights. She filed a writ of habeas corpus in the High Court, which then instructed the family to produce her before the court. Our Consul attended to make sure it was really K that appeared. K did appear. We made sure it was she. And she made clear – in no uncertain terms – that she was there by choice. She was not being held against her will or abused. She was fed up with her ex-boyfriend causing trouble for her. The Consul even got the judge to agree that she could speak to K alone to ensure that it wasn't just an act for the court.

12.4 Case study three – working with the local police

D had been taken overseas by her family to see the village where her father had grown up. It was a reward for getting through her GCSEs. But when she got there she was married to her own cousin, and then taken to his village to live with his family. Far from going back to do her 'A' level, she was forced to fetch water, light fires and clean the house every day. When D didn't return to school the next term, one of her teachers contacted us. We found out where she was living, and spoke to the local police chief. He was a trusted contact, who had helped us before and proved his determination to help the victims of forced marriage. His officers went to the village and picked D up. A member of staff was close by to reassure her and take her back. Within hours, she was back at the High Commission, talking to her sister on the phone. Within days, she was back in the UK, doing her best to re-build her life.

12.5 Leeds Domestic Violence Cluster Courts

Leeds Magistrates Court in partnership with other criminal justice, local authority and voluntary organisations have initiated a pilot scheme whereby all people charged with offences related to domestic violence have their cases dealt with in a dedicated court sitting. This ensures that

information relevant to the victim's interests and safety is available to the prosecution and magistrates, and that support services are mobilised for victims. The pilot has been developed in line with the new government "Narey Measures" which require defendants to make their first appearance in court very soon after being charged. It also involves ongoing-shared training across all partner organisations with an evaluation underway by Huddersfield University.

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13 Contact list HRV

13.1 NGOs

The Kurdish Women Action Against Honour Killing (KWAHK)

kwahk@hotmail.com

www.kurdmedia.com/kwahk

Main Activities: KWAHK, whose slogan is 'No Honour in Murder', is a network of Kurdish and non-Kurdish activists, lawyers and academic researchers. It was established in London in 2000, and aims to raise national and international awareness about the issue of violence against women in the Kurdish communities, in particular honour killing, both in Kurdistan and the Diaspora.

Preventive work: It held a national meeting in 2000 and an international one in Paris in February 2002, but became most well-known for its role in preventing the excuse of 'honour' being used in mitigation by the defence of Abdala Yunes during his court case in 2003.

The National Association of Citizens' Advice Bureaux

www.nacab.org.uk

www.citizensadvice.org.uk

Main Activities: The national Association of Citizens' Advice Bureaux is a network of centres, mostly run on a voluntary basis, that give free, confidential, independent advice on a range of problems including handling domestic debt, dismissal from employment and disputes with neighbours, also has a website and series of leaflets on domestic violence.

The National Association for the Protection of Children (NSPCC)

Main Activities: This is the largest organisation established to help children who are suffering from poverty or abuse. There are autonomous Welsh and Scottish NSPCCs. To deal with intergenerational conflict and forced marriage, it has an Asian child protection free telephone helpline with respondents who speak five South Asian languages.

The Newham Asian Women's Project,

661 Barking Road,
Plaistow E13 9EX.

info@nawp.org

www.nawp.org

Main Activities: This is a long established group in East London, where 45% of the population is non-White in the census, with a range of local activities, including a refuge and a second stage hostel, counselling, advice on accommodation, and skills training for victims or other vulnerable women. It has a substantial panel of lawyers and other professionals from whom it gets free services for those who apply. It has a mental health project called Zindaagi, life, and a TEENS@NAWP service both of which are particularly aimed at young women who harm themselves or attempt suicide to escape intolerable domestic situations. Recently NAWP has developed a research, policy and advocacy wing called Imkaan, which has produced several publications.

Middle East Centre for Women's Studies and Kurdistan Refugee Women's Organisation.

Caxton House, 129 St. John's Way,
London N19 3QR

mecws@ukonline.co.uk

Main Activities: have highlighted and campaigned on honour killings among the Kurdish population, while providing a centre and services for their countrywomen.

The Refugee Women's Association,

Print House, 18 Ashwin Street
London E8 3DL
arefugeewomen.org.uk
www.refugeewomen.org.uk

Main Activities: emerged from the World University Service and British Refugee Council and was registered as an autonomous organisation in 1995, with the majority of its staff and management committee being refugees. RWA provide advice, guidance and counselling in confidence to refugee women. They also provide skills training and job mentoring. In 2003 they held a conference on honour killing and crime.

There is also a useful website providing multiple links to other organizations. Health for Asylum Seekers and Refugees Portal: www.harpweb.org.uk

Refugee Women's Resource Project

28 Commercial Street
London E1 6LS
info@asylumaid.org.uk

Main Activities: started by Asylum Aid in 2000 undertakes research and advocacy, particularly on the need to apply persecution on grounds of gender guidelines by immigration authorities. As such it has also undertaken many background studies on forms of violence against women in sending countries.

Reunite

www.reunite.org

Main Activities: originally formed for parents of whose children have been abducted, usually by the other parent, now also assists minors who have been sent overseas by their parents for purposes of forced marriage. Based in Leicester, a city with many settled communities of South Asian origin, it is a party to the Joint FCO/Home Office Action Plan on Forced Marriage.

Rights of Women

RoW, 52-54 Featherstone Street
London, EC1Y 8RT
Info@row.org.uk
www.rightsofwomen.org.uk

Main Activities: was founded in 1975 committed to informing, educating and empowering women concerning their legal and to obtaining justice and equality. They have been a major source of confidential legal advice to women on family law, divorce, child protection etc since that time. They undertake training for other organizations on legal issues, produce publications, responses to government consultations and so forth.

Southall Black Sisters

53 Norwood Road,
Southall, Middlesex UB2 4DW
44 (0) 208571 9595
www.southallblacksisters.org.uk

Main Activities: has been in existence for 25 years, being the first South Asian feminist group in the UK to publicly challenge the state, their own communities and white women's movements to recognise that there are a range of ignored dimensions to being ethnic minority women in the UK. They also provide services for victims among the concentration of women in families originating from the Indian subcontinent in West London. They have been prominent in challenging the control multiculturalism has over women's safety and exercise of rights. The Report of this official Group had said that mediation, even in cases of domestic violence, was desirable, which in the SBS view implicitly gave approval to violence.

Women's Aid

www.womensaid.org.uk

Main Activities: a federation of 250 shelters/refuges throughout England (there are also Northern Irish, Scottish and Welsh Women's Aid federations). Between them these handle the majority of domestic violence victims and survivors in the UK. They also have a range of services, activities and research programmes, and are consulted by national and local government, legal authorities and other agencies, as well as offering responses to all legislation when they are not.

The Zero Tolerance Trust

www.zerotolerance.org.uk

Main Activities: started in Edinburgh, Scotland in the 1980s has been concerned with public educational campaigns on the unacceptability of any form of violence towards women. These have included nationwide poster campaigns, as well as questioning politicians seeking election to the new Scottish Assembly about their views on violence against women. They use the 'three Ps' approach active Prevention, adequate Provision of quality support services and Protection for women and children who experience violence. In 2004 they called for greater focus on Primary Prevention, and have introduced the Respect Initiative which has an education focus.

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1 Introduction

At the end of June 2003 TransAct sent its report on the actual situation of HRV in the Netherlands to Kvinnoforum, to be used for the “Resource Book Working on Honour Related Violence”. Since then, several incidents have occurred in the Netherlands resulting in a social debate on HRV.

An interview with TransAct on HRV in a popular newspaper drew the attention of members of parliament and the media. Shortly thereafter a Turkish-Dutch girl, Zarife, was killed by her father (August '03). The responsible ministers were called to parliament again to explain some issues. The government took a clear stand against this type of violence. The head of the school that Zarife attended wanted to start a social debate and decided to turn to the media. Zarife's case was the third at his school that involved HRV. The media were eager, regional as well as national. Zarife's family was not happy with all the attention. Members of the family felt that the father did not kill to purge the family honour but out of pure impulsive anger. Her brother emphasised that the autopsy showed that his sister was still a virgin, so no honour was violated. Another Turkish woman, Gül, was then killed by her ex-husband in front of their two children (March '04). After years of abuse by her husband, Gül had run away with the children. Helped by informants he always knew how to track her down. She fled from one shelter to the other. Meanwhile she had filed for divorce and reported the abuse and the threats to the police.

After the killings the gaps in the protection offered by the police and women's shelters became painfully clear. Can women's shelters offer the necessary protection and did the police act appropriately? The police actions at the time and the question whether they did everything in their power to protect the woman, are under investigation as we speak. As a matter of fact, for a certain period the entire shelter was evacuated after the other residents as well as the staff were also threatened by family members of the perpetrator. Politicians, government, police, judiciary, women's shelters, immigrant organisations, etc., all became aware that something had to be done around the issue of HRV. The media played an important part in the discussion. Various articles and interviews appeared in the national and regional press, several television news and talk shows featured the subject, with a positive outcome. The subject became more open to discussion and politicians as well as social organisations became much more aware of the size and gravity of the problem. Whether the Dutch media reach as far as the traditional immigrant communities, however, remains to be seen.

Beside the positive effect of media attention, there are also some pitfalls, like the craving for sensation or the danger of creating a label of negativity for immigrant groups within the Dutch society. The political climate towards immigrants has toughened during the past years and groups that are 'different' are less and less tolerated.

1.1 Definition

In 1987 an expert on Turkey, A.H. Nauta MA, of Leiden University, introduced the notion of 'honour revenge' in the Netherlands, to describe homicides that are planned and executed to 'purify' the honour ('namus') of the family. These killings can occur when the family knows or suspects that a woman's or girl's chastity is violated, meaning that she has had sexual contacts outside the marriage, and that the community knows about it.

This definition, however, is limited, as it assumes that there must have been actual sexual contact/intercourse. In a lot of cases, however, this is not at all crystal clear. Some perpetrators claim to have killed a woman or girl to purge the family-honour, while there was never any extramarital sexual contact. Some of these women had run away to a women's shelter. This way, the husband and the family could no longer control them and they feared a possible loss of her chastity. This can be a motive for murder. Another possible reason is that a man's personal honour (Turkish 'seref') is violated. The latter, the violation of a man's pride, can be a motive for murder for men of all cultures, including the ethnic Dutch, on (ex-) wives who leave them. However, for men from traditional patriarchal immigrant communities in the Middle East, where honour revenge occurs considerably more than in other places, personal honour is much more an important social issue.

“Honour Related Violence” is a much broader concept than ‘honour revenge/blood feuds’, as it applies to all violence against women and girls and men and boys, which is committed out of

'honour'. Violence that either seeks to prevent the violation of chastity, or to purge the 'honour' in case of undesirable contacts, or suspicions thereof. HRV is a form of domestic violence, but the underlying motives in immigrant families can be altogether different.

1.2 Policies/guidelines

In the Netherlands different ministries are responsible for the policy on actions against HRV, co-ordinating is the Minister of Immigration and Integration. It is closely linked to the policy concerning the tackling of domestic violence, and of the emancipation of immigrant women. The involved ministers will, in the autumn of '04, inform the parliament about their intentions on HRV. Partly upon request of the Lower House the government initiated, among other things, the following matters:

1.3 Tracing and persecution

To offer two police districts the opportunity to build a registration of incidents of HRV and to develop a transferable police method. Emphasis will also be put on protection, tracing and persecution

1.4 Shelter and Protection

- To investigate how protective measures can be improved. One is considering binding agreements between police and care institutions, the protection of address information, clients and staff.
- To develop pilots of so-called "safe houses". These are secret, private houses where women and girls that bear the highest safety risk can find shelter.
- To provide an amount of up to 7 million Euro in 2007 to improve the tackling of domestic violence. Four million is for structural enforcement of women's shelters.
- To stimulate that all partners in the chain against domestic violence (police, Public Prosecutor, social services, women's shelters) are sufficiently informed about domestic violence amongst ethnic minorities, including cultural related forms of violence. A helpdesk for professional groups and organisations, where expertise can be gathered and added to, has been suggested.
- To lend a subsidy to FORUM, institute for multicultural development, to put up four intervention teams to investigate, offer advice and consultation in local cases involving ethnicity and violence. One of the teams was composed around the following theme: Relational stress and violence. The teams are to run for two years and will take off in the second half of 2004.

1.5 Opening the subject for discussion

- To finance various projects around opening the subject of domestic violence for discussion among migrants, also of HRV.
- To integrate issues like gender relations and "Knowledge of Dutch Society" in the exam programs i.e. naturalisation courses for newcomers
- To reserve under the heading 'rights and safety', an emancipation subsidy budget 2004 for around 1.5 million Euro on a yearly basis, for projects that mean to inform migrant women about their rights and safety. TransAct is one of the organisations that benefits from this subsidy for an HRV project.

1.5.1 Immigration policy

- To improve the situation of abused women with a dependent residence permit. Women that have been living in The Netherlands with their partner for less than three years, and are being abused, can receive an independent permit.
- To make stipulations on migrants who want to marry a partner from abroad, the so-called 'import marriages'. Most Turks and Moroccans still prefer these kind of marriages, some of

them are arranged. In the near future, to bring in a partner from abroad you will have to earn at least 120 % of the minimum wage. The import bride or groom has to take a naturalisation exam in the country of origin. Finally the minimum age to come over will be 21.

1.6 Methodology

In this chapter on The Netherlands TransAct will sketch an overview of the recent developments in the field of HRV, starting from the summer of 2003. This report is an addition to the 2003 mapping. Last year's report focused on the interviews with several NGOs. We have asked the same respondents to give us an update on their work. This year we have interviewed people from government organisations: police, justice, Child Protection and Education. For the gathering of information for these reports, TransAct has also used Policy letters from different ministries, project plans of and consultations with different organisations.

2 Occurrence

2.1 General overview

In the Resourcebook 2003 it was already mentioned that there are no actual numbers on HRV, as this type of violence and killings are not registered as such. This is a definite shortcoming as it kept the problem hidden for many years, and policy measures never seemed to be called for. Since last year, the opinion has swung around. There is now a plan for pilots in two police districts to build up a registration on HRV.

Since the summer of 2003 a number of killings of Turkish women has been elaborately discussed by the media, and naturally branded as 'HRV'. To what extent these cases involved (supposed) violated chastity and damaged family honour ('namus') or the slurring of the perpetrator's personal honour ('seref')⁴⁸ or a burst of anger, is not always clear. What we do know, is that domestic violence and HRV were indeed part of these tragic events.

In August 2003 the Turkish-Dutch girl Zarife was shot in Turkey by her father. They had a history of arguments about her father's strict upbringing and her desires to be free.

Another case that received a lot of media attention was the murder of Gül, a Turkish woman, mother of two young children that was killed by her husband right in front of the shelter where she was staying.

The Kezban foundation organised a silent walk through the town where Gül was killed. Hundreds of people participated.

Shortly after, another Turkish woman was killed under similar circumstances by her ex-husband. This made it even clearer that additional safety measures had to be made by the women's shelters and by the police.

It is not clear how many killings are actually committed in the name of of honour. Some of the killings will never be linked to HRV. Meanwhile, it has come to the attention that there are some suicides that are also triggered by the need to purge the family honour. The number of suicides among immigrant girls is three to four times higher than that of their native Dutch counterparts. In particular, cases involving Hindu girls seem to have their basis in issues around honour. In the Hague, an investigation has been initiated by the Dutch Mental Health Authority.

Homicides attract the attention of bystanders, the police, justice and media. Every killing is one too many and extremely serious. The number of killings, however, comes nowhere near the total scale of domestic violence and HRV. With a lot more women and girls from traditional, patriarchal immigrant communities that are under constant supervision of their husband or their family we can speak of 'silent suffering'. Their freedom and personal growth are restrained, either partly or completely. If they (seem to) break the rules they are more often than not, confronted with

⁴⁸ Seref is the personal honour of a male. The perpetrators can also be female.

violence. The number of women and girls that suffer from this type of domestic violence and HRV is vague. It is, however, a fact that for the past years 60 % of the population in the women's shelters exists of immigrant women, most of whom have fled from their violent partners or his family.

3 Support

3.1 General overview

TransAct has particularly monitored the situation at the women's shelters, around child protection and at a few migrant women aid organisations. TransAct is under the impression that in the area of support, one or two things have certainly changed with regard to the issue of HRV. One is more aware that better care and additional safety measures are necessary to meet the group of women and girls that is threatened by HRV. For example, some women's shelters and the Child Welfare Council already initiated several measures and started to attract the necessary expertise. However, there is a long way ahead of us. All the respondents of the 2004 mapping reported the same things: there is no room in the shelters; ambulant care can't always be reached 24 hours a day and even then they often do not respond adequately to calls from clients that are threatened by HRV. Support institutions structurally suffer from a lack of money.

3.1.1 Existing

Underneath is a short description of a number of facets of the existing support, mostly not specifically aimed at HRV, but often centred on actions against domestic violence. It is meant as an addition to the 2003 mapping.

- In many regions in the Netherlands, surely in the cities and in larger municipalities, networks are active against domestic violence. In these networks we find at least the following organisations: police, Public Prosecutors, women's shelters, rehabilitation, social services, mental health care, Child Welfare and juvenile care. This collaboration is based on covenants. The policy is grounded on the principle that both the victim and the perpetrator receive assistance, as well as their children.
- In cases involving HRV or the threat of it this network can also be of help, not in the least with regard to the collaboration of police, justice and women's shelters. The different parties can easily get in touch and should be able to set up a plan of action without any delay. Whether this is always so depends on the concerned municipality and on the nature of each situation.
- There are many shelters for women all over the Netherlands, many of which have secret addresses. Still, it appears that the total capacity does not suffice. From research by the *Trimbos Instituut* about the inflow (2003) it is clear that many women seeking shelter cannot be taken in.
- During the past years the women's shelters showed an increase of immigrant women to more than 60 % of the total of residents. This bears no relation to the number of immigrants in the Netherlands, this being less than 15 %. Most women seek help after (a threat of) domestic violence, the amount of women that, in addition, has to deal with HRV is not clear.
- At the *Allochtone Vrouwentelefoon Oost Nederland* women are able to tell their stories and get information in their original tongues. This is the only Phone Line left exclusively for women. The number is free of charge and it cannot be traced on the telephone that was used to make the call. The volunteers behind the number speak about ten different languages. After Zarife, who came from the region where the phone line has its base, was murdered, the service received many calls from women and girls in similar situations. If she wants, a girl or woman can have a personal contact.
- In the Netherlands, everybody, professionals as well as the public, can (anonymously) report (suspicions of) child abuse at the Advies- en Meldpunten Kindermishandeling in The Netherlands. This organisation will investigate the case and has the power to mobilise family care. The Raad voor de Kinderbescherming (Child Welfare Council) can be brought in if the

children are in any danger. The Council is a judicial organisation; it investigates, finds adequate relief and shelter and refers or asks for measures at the juvenile court. This can lead to a (temporary) guardianship or a deprivation of parental rights.

- Through the method of the ‘Family Group (in Dutch ‘Eigen kracht conferentie’) conference’ one has gained experience in solving family problems by bringing in the family system. Restoring prospects for all parties involved by locating pillars (supportive persons) from the family’s immediate surroundings and involving them in the solution. They discuss possible solutions among themselves without interference from support institutions. By now the method has been tried with a number of cases involving HRV, but TransAct has no information on the outcome of these conferences.

3.1.2 Needed

Women and girls

- The possibility to initiate so-called “safe houses”, secret, private places of shelter to take in women that run a great risk of danger.
- For girls and women that run from their families there is often no way back, or not before years have gone by. As they have been living in isolation for so long, many of them have no social network outside the family. They should, in fact, be supported and/or supervised by the health care system for a longer period of time.
- A national registration desk on domestic and honour related violence. Explicitly mentioning HRV encourages people to call in about it.
- There ought to be more initiatives where people can (anonymously) turn to a confidant for help and advice. These confidants should preferably be of immigrant origin and, together with every client they should try to find the best possible plan of action for their particular problem.

Men and boys

- Support is necessary for boys and men that are threatened with HRV, maybe through the registration desk mentioned before. It is not clear where men can turn to now.
- Also support for those who want to shake off their traditional role and do not want to check on their female relatives (anymore). Men that refuse to be responsible for purifying the family honour by killing are not seldom threatened to be murdered themselves.

3.1.3 Juvenile care

- Juvenile care will have to be attentive to the children in traditional families that may suffer from HRV. The development of a sufficient programme to deal with HRV issues is still at an early stage.
- More appropriate places of shelter for Islamic girls that now have to stay at secret addresses are needed. At this moment some children that are abused at home are placed in juvenile penitentiaries by force.

4 Prevention

4.1 General overview

In this overview the distinction is made between prevention of HRV in acute situations and long-term activities like education, information and breaking the taboo. In Holland there are several on-going activities focused on opening the discussion on domestic violence (DV), often including the subject of HRV.

4.1.1 Existing

In acute situations mediation can prevent the killing. Sometimes victims go directly to the police but mostly they turn to a women's shelter or a migrant women organisation, to get help. The police needs to be informed to offer protection and trace the (potential) perpetrators. Sometimes mediation by the police, or by leading family members or other leading figures from the community, leads to a solution without killing.

When the Child Welfare Council gets a report, e.g. from the police, of a HRV threat to a minor an investigation is prompted. If the safety of the child requires it, the parents will only be notified after the judge has decided on a temporary guardianship and the child is brought to a safe place.

4.1.2 Actions against potential perpetrators and families

If there is any indication that a family is planning a killing, it may have preventive qualities if the police authority informs them that they know of the plans, and are clear about the fact that murder in the name of honour is a felony and will be punished accordingly. They should also state that they will keep a close eye on the family and that they will not hesitate to interfere in case of anything suspicious or illegal.

Informing the public and opening the discussion

In the Netherlands there are many initiatives that are aimed at opening domestic violence (DV) to discussion in immigrant communities. One example is the project *Aan de grenzen* (at the borders) from the Public Health Care Organization (GGD) in the Hague. It aims at the quiet, introvert young women and men between the ages 13-25 of Surinamese, Turkish, Moroccan and other origins. An investigation from the Hague showed that the number of attempted suicides in this group is three to four times higher than it is among non-immigrant ethnically Dutch peers, especially among Hindustan-Surinams. Balancing 'on the borders' of two cultures and the barriers they encounter in their search for help and guidance hamper the development of many immigrant youngsters. There are often problems around honour and the loss thereof.

On a national level TransAct plays a leading part in this by initiating several projects, always in close co-operation with immigrant organisations and other national institutes. Influenced by the social debate on HRV that rose in the summer of 2003 the issue of HRV has been more or less integrated.

There are also several immigrant organisations that organise meetings with their target groups to inform them and to open the discussion on domestic violence and HRV. Some of them and other organisations used creative forms and developed very successful theatrical performances and films on the subject of domestic violence. Recently some of the Islamic organisations also took initiatives in developing projects and courses on opening the discussion on DV in their member communities (11.1 and 13.5). In May 2004 the Islamitische Universiteit Rotterdam (Islamic University of Rotterdam) organised the conference *HRV can be prevented*. There were guest speakers from Islamic, scientific and social fields. TransAct was one of the organisations invited to speak. The aim was to show people ways to find a solution in 'marriage and relational issues', and to make it clear that Islam does not approve of HRV. The report can be found at www.islamicuniversity.nl.

4.1.3 Needed

- One of the ideas of the respondents was to start 'monitoring' children from very closed, traditional immigrant, families, mainly to keep close track of the position of girls (but also boys), starting at the infant welfare centre, the General Practitioners, the school. Indications of violence and extreme restriction of freedom should be reported as soon as possible so that e.g. the Child Welfare Council can intervene at an earlier stage.
- A measure that is often suggested to prevent HRV is to prohibit arranged marriages, especially with partners from the country of origin.
- Some respondents thought it was essential that men and boys learn how to treat their wives, and how there are differences with the country of origin. He will have to adapt to the Dutch standards where man and wife are each other's equals.

- One person mentioned that it were the boys who needed to be informed, "as they are tomorrow's fathers. The thought that they have to be machos needs to be addressed at an early stage".
- Support in parenting for parents was deemed to be important in the light of the differences in upbringing in the Netherlands and in the country of origin, as well as to be able to break with old harmful traditions.

5 Co-operation

5.1 General overview

5.1.1 Existing

Networks domestic violence

In the cities and in larger municipalities networks are active against domestic violence. In cases involving HRV or the threat of it this network can also be of help, not the least with regard to the collaboration of police, justice and women's shelters. The different parties can easily get in touch and should be able to set up a plan of action without any delay. Whether this is always so depends on the municipality and on the nature of each situation.

Nationaal Platform aanpak HRV (national platform against HRV)

In 2004 TransAct started a 'National Platform against HRV'. Its main aims are to exchange expertise and experiences in the fields of research, information and prevention, victim relief and (legal) actions against perpetrators. Next to this the Platform serves to attune activities and establish fruitful collaboration between different disciplines. It can initiate new methods and utensils and policy recommendations can steer police, justice, shelters and care. The participants come from (women) immigrant and refugee organisations, police, health care, women's shelters and the scientific field. The 20 members meet three times a year.

Future

There is a need for more co-operation between the different sectors: especially between the 'Dutch' institutions on the one hand and immigrant organisations on the other. But also the co-operation between the different organisations offering support needs to be improved.

6 Schools

For this mapping TransAct has conducted interviews with a regional education centre (ROC) and the attached professional association. There was no contact with other educational institutes.

6.1 General overview

The regional educational centres (rocs) are large colleges for lower and regular professional education. More than 50 % of the young immigrants attend classes at these institutes. Many rocs offer naturalisation courses for newcomers. The rocs are united in a professional association for adult education, *the BVE-Raad*. It set up the 'Platform Safety & Violence' (*Veiligheid en Geweld*), to augment the social safety inside the school. This was triggered by the 'Veghel case' in 1999, where a Turkish Kurdish boy tried to shoot another student at a school in Veghel because the latter had a forbidden relationship with the perpetrator's younger sister. A spokesman from the Platform Safety and violence will also join in the TransAct Platform against HRV.

As the rocs have become quite huge there is much less individual attention than before. To immigrant youngsters the school is often the only place where they are outside of their own culture. A considerable part of these students has such family problems that they interfere with their learning process and eventually even prevent them from graduating. A large part leaves the

school without a diploma. At school students can take their different kinds of problems to the always present care structure: a mentor, a confidence officer or a dean. Also, the students can turn to 'sexual harassment officers', who are part of the schools' inspectorate. For some years now they also cover physical and psychological abuse. Sometimes the officers are called in when violent situations occur in the homes of the students.

The managing director of the *Van Rhijn College*, (part of the *roc Twente Plus*, which was attended by the girl that was killed by her father, Zarife, reckoned the care structure at the school was inadequate. From 2004 a Moroccan female mentor was appointed to encourage communication about problems, between the school, the students and the parents. For more on this, see chapter 12 Good practices.

6.2 Discussion

Many organisations feel that the school is very important. School seems to be the best place to offer information about all sorts of issues, as all young people attend school, including immigrant girls that are hardly permitted to go anywhere else. Also, at the *rocs* the men are reached as well through naturalisation courses (also for 'oldcomers').

One of the two respondents from the field of education for the Resourcebook 2004 is a member of the board of the professional association for adult education (*Bve-Raad*), also chairman of the board of governors of a *roc*. The second one is the managing director of the *roc Van Rhijn College*.

The *Bve-Raad* does not consider prevention much a matter for the school. It is impossible to build lessons around every current theme from society. Besides, he thinks such an approach is only useful if an issue concerns everyone, if not, the few individuals that do have links with the issue could very well feel threatened in this minority position.

It is important that schools with large numbers of immigrants find contacts within the communities and establish direct lines with the imams, mosques, priests, churches etc. in addition to the existing care structure. In ongoing cases the school can interfere by contacting 'sensible persons' from the family, with sensible viewpoints and the ability to possibly change the other people's minds.

The *roc*-director thinks schools should pursue an active policy toward immigrant students. School is the perfect place to pick up on alarming signs of problems at home at an early stage and act upon them as well. To bring up children is an important task of the school. He says that the school can make start a debate on these problems, for instance by arranging information meetings for parents, in groups as well as individually. Educating juveniles is essential. To really tackle the problems of HRV, collaboration between all parties is very important.

About the support network the *Bve-Raad* thinks participants can take their different kinds of problems to the always present care structure: a mentor, a confidence officer or a managing staff member. However, HRV mostly occurs in the private realm. In the school there could be a desk with external care workers.

The *roc*-director suggests that every school should develop and execute a policy to deal with the problems that students have at home, and gather specific expertise on immigrant groups. The student counsellor plays an important part. Whenever there are arguments around honour the school can try to mediate with the family or organise some kind of mediation. If the victims in these cases need to be kept safe the school can arrange it for them at the women's shelter. Students that wish to break with cultural patterns and that want to make different choices, should be supported by the school.

Both respondents mentioned the importance of a 24-hour shelter and an anonymous call centre.

7 Social Services

7.1 General Overview

Every municipality has its own social services. Most of them participate in the before mentioned networks on domestic violence. TransAct does not have any particular information on experiences with problem on HRV.

7.2 Discussion

In the social work system there should be more care workers of a non-western background. This way, clients with an immigrant background can get information in their own language and find more understanding for their culture. A large number of immigrants never find their way to social services, or get out too soon. Support institutions, including women's shelters, should have a more direct line with migrant organisations and immigrant healthcare workers to be better informed about the situation in the communities. They should be sure to know a number of figures with authority within the communities that may play a part in the mediations between families around issues of honour.

8 Police

The information in this chapter is mostly based on interviews of two 'professional minority advisors' from different police departments.

8.1 General overview

In some police districts special experts on immigrant issues have been recruited. These experts know the language and culture of one or more groups and have built networks of important contacts inside the communities. The experts advise their detective colleagues, local police, etc. in cases where cultural issues (may) play a part. They also join in investigations and interrogations and they help establish and maintain contacts with key-figures and families in different communities. They have access to a large network in the communities and play an important part in the mediation around conflicts, or know whom to bring in. TransAct knows experts in the following districts, all of which are very familiar with the problems around honour issues:

- District police Utrecht: Bureau EXPA: Expertise centre Police and migrants;
- District police Haaglanden: 'expert on multi-ethnicity';
- District police Zuid Holland Zuid: 'regional professional advisor ethnic minorities'.

Next to this, for quite some time now, different bodies have appointed 'special officers ethnic minorities'. Senior local policemen that have long been working in the same multi-ethnic area, often have a similar, albeit informal, status for immigrant groups. The professional advisors will establish links with the target groups to form a network that can answer questions and/or ask for support about how to handle specific problems in the community. It is important that people know the police officer in question and trust him or her. This also means that police officers should preferably work in one and the same district for a longer period of time. (See also 12 Good practices).

8.1.1 Actions against HRV

The first thing for the police to do when HRV is likely to be committed is to keep the victim safe by arranging shelter. The police should also advise her e.g. on legal and financial issues. The police should always move strategically and diplomatically, always keeping a balance between the best interests and the possible dangers. The police can advise but never force people to make a particular decision. At times this hampers the good work because even though a situation might be extremely dangerous, a girl or woman may choose to act against police advice and walk right towards the danger, sometimes reasoning that it is 'her destiny'.

The police would very much benefit from a central phone line for information, care and shelter. Sometimes they have to spend a whole day on the phone to find a place in a women's shelter.

Preventive activities

The building up of expertise among police staff is essential. The professional experts advise, inform, consult and train their fellow-workers. Members of the police force can also turn to the Intranet for useful information and tips about other cultures as on themes like HRV.

The professional experts work together with various other institutes to organise meetings to inform the public on themes like 'safety' and 'promotion of integration' for different target groups.

8.2 Discussion

The impression is that the appointment of specialised officers is often not based on any existing policy, but more a result of experiences and naturally executed with the approval and consent of the people in charge of the police corps. Much of what they do comes down to 'networking', to keep informed on what goes on within the immigrant communities. However, this type of action does not agree with the so-called 'nuclear responsibilities' of the police that have been the latest subject of discussion between the police and the government about the measurable achievements. There is a danger that these tasks will disappear with the current cutbacks and a political climate that is hardening towards ethnic minorities. Also, if there are changes in the management, there is a considerable risk that the work will end. In addition, it is doubtful whether professional experts will be replaced after they leave.

9 The legal system

The information on the legal system is based on an interview with a public prosecutor, working in the district of Zwolle/Lelystad. He will represent the Public Prosecution service in the National Platform against HRV.

9.1 General overview

During the past years, the *Public Prosecution Service* (in Dutch: *Openbaar Ministerie*) has actively joined the aforementioned regional 'Networks Relational Violence'. The persecution, prosecution of perpetrators and care of victims of domestic violence is therefore much more organised and structured.

The Public Prosecution Service considers HRV to be a particular type of relational violence, arising from honour. HRV is a fairly new phenomenon to the Public Prosecution Service, with which the districts are confronted once or twice every year. An HRV killing is treated as a murder and when the judgement is made attention is paid to if the murder was committed for reasons of honour.

The Public Prosecution Service does not adhere to specific guidelines or a particular policy in HRV cases. This may be liable to change, depending on the two planned registration pilots in two police districts.

Public prosecutors have difficulty reaching the victims of HRV. After they have survived an attempt or case of heavy abuse the victims often wish to let the case rest, not escalate. Often, it is very hard to show the victims how they can benefit from prosecution; they are often ill educated and very, very afraid of more violence. Women are often inclined to stop prosecuting when they are pressured by their family.

9.2 Discussion

The Public Prosecution Service considers preventive measures against HRV and honour revenge no subject for the Public Prosecution Service, but for social organisations that have to open the debate on this phenomenon. Signals should be taken seriously from the beginning and the women's safety should be secured. The Public Prosecution service and the Police are in an awkward position: When, in case of a possible future criminal offence, can the government

intervene in a private situation? The Police and the Public Prosecution Services can only act preventively if there are positive and clear indications. In this case they have to act promptly by contacting the persons involved and clearly explain to them that what they are about to do is illegal and will not be tolerated. Also, the police may want to contact the head of the family to convince him to convince the others that they should not do anything illegal. The police should also warn the (possible) victims.

A real life example: A woman that was heavily abused by her husband fled from the house. Her doctor reported this to the police, who contacted the woman. After she was seriously urged to do so she officially reported the abuse (if not the Prosecutor could have prosecuted ex-officio). Subsequently, the family was contacted, because the brother of her husband was planning to kill her for violating the family honour. The husband had to serve time for the abuse. The brother was arrested (and set free for lack of evidence) and confronted about the threat. The public prosecutor made sure to let him know that the police and the family are watching him.

Severity of the penalty does not have any preventive effect on the perpetrators, according to the interviewed public prosecutor. However, from a social point of view, the punishment for HRV and murder must be appropriate. In case of heavy abuse you could also impose measures to hamper the contact between victim and perpetrators, like a long probation period through a court injunction. There should be treatment for HRV perpetrators, to serve as a provisional punishment, in the form of psychological education on why HRV is superseded, on the consequences for the children if you kill the mother, on aggression control, etc. The same sort of psychological education should be offered to potential perpetrators. For example, on how to deal with the situation when your wife leaves you; or why you should not abuse your wife but treat her differently. It is important to make proper arrangements with regard to the children because they are often extremely important to the family and to the father. Often, the father is afraid to never see them again if his wife leaves with them. If they can come to a solid long-term parental access agreement, the father and the family will be better able to find peace with it.

10 Research

10.1 General overview

In the Netherlands various scientists are actively doing research into the aspects of HRV. Here are the most important researches. For literature we refer to the literature update at the end of this report and to the report of 2003.

- Cultural anthropologist and expert on Turkey, Ms. Clementine van Eck MA has investigated HRV among Turkish groups in the Netherlands. On occasions she enters the discussion through the written press and in forums at congresses.
- Ms. Sanitary Saharso MA is a sociologist and attached to the University of Amsterdam. She has published on the subject of HRV. Turkish Expert Ane Nauta MA, at the University of Leiden, and Arabist and Turkish expert Rob Ermers MA together founded the '*Midden Oosten Cultureel*', offering consultation, advice and courses. They have described family ties and family honour with the Turks and with the Kurds and used the material in their courses.
- Criminologists Y. Yesilgöz and F. Bovenkerk of Utrecht University, dep. of Criminology, regularly publish the results of their research, mainly on the legal sides of HRV.

10.2 Discussion

Investigating 'good practices', about successful ways to combat HRV is considered to be very important. It should be done on the individual/family level, community and even national level.

11 Non Governmental Organisations (NGOs)

11.1 General overview

There are many non-governmental organisations in the Netherlands. Practically every immigrant community is represented in one of the participation bodies. These are official consultative bodies that consult with the government about among other things, the integration policy. Refugee organisations are gathered under the umbrella *Vluchtelingen Organisaties Nederland (VON)*. Every community has several ethnic minority organisations, and there are many women's organisations of immigrants and refugees as well. Some of the women NGOs offer special support for immigrant women, like *Stichting Kezban*, *Het Spiegelbeeld* and *the Migrant Women Phonenumber*. Some of these organisations concern themselves with one of the many aspects of HRV, or plan to do so in the near future.

Recently some Islamic organisations have started projects on domestic and honour related violence: *Stichting Ihsan*, the Islamic Institute for social activation, *AL NISA*, Association for Dutch Muslim Women, and the Association of mosques *Milli Görüs*.

There are a few national NGOs with a special focus on immigrants and refugees. *FORUM* is the institute for Multicultural Development and *Pharos* is the national refugees and knowledge centre in the field of refugees and health. *TransAct*, the centre for gender issues in health care and the prevention of sexual and domestic violence, often co-operates with these two organisations in projects concerning immigrants and refugees. (For a complete overview: 13.1. NGOs).

11.2 Discussion

Some of the Turkish organisations like the participation body *Inspraak Orgaan Turken (IOT)*, together with the Netherlands *Centrum Buitenlanders (NCB)*, has already started a discussion among their members on issues such as the position of women, domestic violence and HRV. This was after a request of the Minister of Immigration and Integration, after the so-called 'Veghel-case' in 1999 (a Turkish-Kurdish boy shot the Dutch boyfriend of his sister). The *Steunpunt Turken in Overijssel (STO)* was also actively discussing the matter over a longer period.

After the murder on Zarife (August '03) many immigrant organisations took a stand in public. Some of them referred to HRV as "a backward tradition", that should be eradicated as soon as possible. Now the discussion moved to a much broader plan and became far more explicit. NGOs, ethnic minority organisations and organised volunteers have picked up this work and, all acting from their personal motivation, have introduced the discussion among their own ranks. After a while, the Islamic organisations followed by openly disagreeing with HRV, emphasising that Islam condemns it and by stating that they wished to distance themselves from it.

12 Good Practices

In this chapter, three examples of 'good practice' (according to TransAct) will be described in detail. Two descriptions are of police cases and one of an educational institute.

12.1 Bureau EXPA

Bureau EXPA, « Expertise Migrants and Police », is part of the district police Utrecht (a description of the bureau can also be found in the mapping 2003 by TransAct). EXPA offers information, advice, consultation and training to the police on culture, violence and HRV. Ms Jannie Limburg is attached to EXPA as trainer and advisor. Until recently there was also a police detective professional expert on ethnic minorities.

Ms Limburg sketches recent police practices, which she considers examples of good practices. Lately, a considerable number of Turkish parents have turned to the police when their daughters have gone missing, telling them that they have been 'kidnapped'. Unlike in cases where people are

reported 'missing', according to the protocol the police have to act immediately. This way the parents force the police to take action while a girl may well have left voluntarily, e.g. to escape from an arranged marriage or to be with a boyfriend, all the while making it look like a kidnapping. However, the police should always beware that it could be a real kidnapping. 'Things are only untrue, if they are proven to be', should be the motto. At one time, a young, socially underdeveloped girl was lured away by a boy. He wanted to obtain a residence permit and force the father to let him marry her to get it: "Either I marry your daughter, or I'll dishonour her!" was his threat. Most 'kidnapping cases' get solved in two or three weeks through a strategy of methodical questioning.

Success factors

- Seeking contact and getting information through friends and colleagues of the girl.
- Sending her an SMS to ask her to get in touch. Also show her that you understand the situation, which sometimes forces her to lie at home, and that you want to help. Get her to trust you.
- Trying to settle things so that she can still return to the family. Sometimes this takes a longer period of time.
- In some cases the police can mediate and change the perpetrator's mind. Sometimes it is useful to bring in someone with influence from the same background.

Specific success factors

- The police should maintain frequent contact with the cultural organisations and key informants in order to gain their trust and stay informed on what goes on inside the communities.
- Make it clear that you know what goes on, e.g. by dropping the phrase 'namus'.
- It is important to keep repeating the role of the police and their role as bystanders during talks and meetings.

Problems / obstacles

When the political climate changes there is often not much attention paid to background research, instead people tend to go by some very rigid, preconceived ideas about immigrants. The police should always maintain an open-minded attitude. However, a harsh, repressive approach seems to be more effective, but whether this is a long-term solution remains to be seen. In addition, deep-felt emotional reactions and disapproval sometimes obscures the police's view on HRV cases. Here too, we can detect some sort of fatigue with regard to immigrant issues. There are also different insights within the police force with regard to the influence of culture in problem cases and it is clear that the corps managers are not giving enough direction anymore.

12.2 Regional professional advisor, ethnic minorities, police district Zuid Holland Zuid

For more than 4 years now, Mr Niko Barut has been a 'regional professional advisor ethnic minorities' within the police district of Zuid Holland Zuid. During his time with the immigration's department, which was more than 26 years, Barut met many immigrants and became a well-known figure in their communities. The trust that he built then, appears to be an important condition for him to be able to properly execute his current tasks.

The police of Zuid Holland Zuid have been dealing with HRV for about ten years already, as there have been a number of killings from HRV in the region. The police do not adhere to a specific policy around HRV but does have special skills. They go by EXPA's developed 'Step-by-step plan'. Barut advises his colleagues and they can call him when they have difficulties 24-hours a day during the investigations and consult him on the right approach and strategy.

An important part of the work of the "regional professional advisor ethnic minorities" is to prevent violence and murder. He or she will keep track of possible signs or is informed on possible plans to commit a crime. Barut tries to intervene before a problem escalates. To do this he will also consult his network inside the community. To intervene at an early stage is very important, as well as talking to both parties separately, never together to make it safe for the person who is being

threatened. Barut needs to be extremely careful with the information he gathers to avoid unnecessary upheaval or even danger. Subsequently he will try to find a mediator that both parties can accept, often a leading member of the family. Through mediation it is often possible to come to a 'solution' that all can more or less accept. In any case a murder and sometimes repudiation can be prevented.

Success factors

- Knowing what goes on and reacting upon signals fast, intervening before a problem escalates.
- Being clear towards the family that violence and murder in the name of honour are by no means accepted and will be severely punished in the Netherlands.
- A good mediator that has a certain status and is trusted by both parties.
- Letting people know that you know about honour issues and acknowledging their problem.
- Every case is different, make solid analyses about the situation and the background.
- Advise a person that is threatened with HRV never to confess to anything. As long as you have not confessed, you are innocent in the eyes of the community.
- Always have the newest 'step-by-step plan' of EXPA near.

Specific success factors

- To have links with the communities, to gain their trust and to know what goes on inside.
- To know about other cultures, their habits and tradition.
- To always check back with the family after some time. Showing an interest, showing them that the police have not forgotten them, creates confidence. Next time they will find it less hard to go to the police.

12.3 Problems / obstacles

The public does not know where to go for help. It is not easy to find a place in a women's shelter. Because of the heavy workload it is hard to keep in touch with the migrant communities and contacts.

All organisations have financial problems as they all depend on subsidies. This leaves little space and time for proper attention to issues like HRV.

12.4 Expert by Experience "immigrant student counsellor" Van Rhijn College

After their student, Zarife, was murdered and the school was confronted with the third honour-case around one of its students, the management of the ROC (educational centre) *Van Rhijn College*, part of the *Twente Plus*, decided to take measures. From January 1, 2004 an immigrant student counsellor was appointed. Ms. Karima Ouchan is of Moroccan descent and knows the problems around honour issues from her own experience. One of her main tasks is to be the bridge between the school, the student and the parents in case of problems in the private sphere of immigrant students. The percentage of immigrant students at the Van Rhijn College lies between 15 and 20 percent, much lower than at schools in the Randstad (built-up area of Western Holland).

Ms. Ouchan is at school every day and the students can come to her with any possible problem. She takes an active position towards the students by presenting herself during lessons in social science, speaking about things like HRV. She talks for example about her own experience of her father kidnapping her to Morocco when she was a girl. She tries to build a bond of trust with the immigrant students, so that they might share possible problems with her at an early stage. Problems at home with the parents, also due to feeling stuck between two cultures, are frequently heard. Girls often have to deal with honour issues. If there are problems, the first thing Ouchan does is to try to get the family to talk and find a solution among them. Often, she calls in a mediator, an acquaintance or family member that is trusted by everyone in the family including the girl. Her aim is to prevent any violence, to help the girl to find a position in life where she is accepted in the family as well as integrated in the Dutch society. However, sometimes escalation is inevitable. If a girl finds herself in a dangerous situation,

Ouchan will offer active support by seeking shelter for the girl as well as the necessary care. The school had always been on the lookout for possible problems around parenting and honour issues, arguments and domestic violence, but they have learned from Zarife's situation. At the time they were happy that Zarife made the difficult decision to run away from home. However, at the end the consequence of this choice was disastrous. Now, the school would not encourage or stimulate anyone to leave their homes, not until it has tried to solve things with the parents. If this is really not possible, running away is the very last option.

Success factors

- The student counsellor must be very familiar with various cultures. An immigrant woman that has personally experienced problems around honour in her past has a considerable advantage.
- Being accessible and using an outreaching method.
- Realising that every case and every person is unique, and so are the possibilities.
- To keep information to yourself and treat it with care.
- Timely intervention in threatening situations is essential.
- To meet and talk with both parents (at first anyway) and meet with the daughter separately.
- To realise that it is an illusion to think that HRV is easily and quickly tackled.
- It is very important to always check up on how she or he is doing after some time has gone by.
- Furthermore, one should aim to establish fruitful and optimal collaborations between the organisations involved.

Problems / obstacles

It is inconvenient that the care organisations are not open 24 hours and the shelters always full. It also has an adverse effect that victims need to file a report before the police can take any action.

13 Contact list HRV

13.1 NGOs

Organisations mentioned below are already involved in actions to tackle HRV or planning to become involved in the near future. The survey does not assume to be complete. Except for the *NCB*, *STO*, *Spiegelbeeld*, *Milli Görüs*, all of the NGOs mentioned are part of the National Platform against HRV.

13.1.1 National centres of expertise and umbrella's

TransAct

P.O.Box 1413

3500 BK Utrecht

Ph: 030 232 65 00

Fax: 030 232 65 55

h.bakker@transact.nl

s.aydogan@transact.nl

www.transact.nl

Main activities: TransAct is the Dutch centre for gender issues in health care and the prevention of sexual and domestic violence. It develops project, methods and materials and also offers trainings, (policy) advice and information.

Support/preventive work: TransAct participates in the European project *HRV in Europe*. In the Netherlands TransAct initiated the project *HRV in the Netherlands* and the 'National Platform against HRV'. TransAct has several projects on informing the public and opening the discussion on DV (and HRV) in migrant communities.

FORUM

P.O Box 201
3500 AE Utrecht
Ph: 030 297 43 21
p.nieuwenhuizen@forum.nl
www.forum.nl

Main activities: FORUM, Institute for Multicultural Development, develops projects and methods, offers (policy) advice and expertise aiming to improve the understanding and cohabitation between the different cultural groups in the Netherlands.

Support/preventive work: FORUM is composing an intervention team 'Relational Stress and Violence', for, among other things, advice on domestic violence and HRV. Another project is 'Taboes doorbreken' (breaking taboos) in group meetings for women, men, girls and boys of Turkish and Moroccan communities. They use psycho-education to make them understand the importance of breaking taboos and discussing precarious issues. At the same time these taboos (like domestic violence, arranged marriages) are discussed.

Nederlands Centrum Buitenlanders (NCB)

P.O. Box 638
3500 AP Utrecht
Ph: 030 239 49 59
Fax: 030 236 45 46
Info@ncbnet.nl
www.ncbnet.nl

Main activities: The NCB is an independent project organisation that offers products and services aimed to improve the position of migrants in the Dutch society.

Support/preventive work: Some years ago one of its activities was to organise and chair meetings/forums for Turkish men and women on the position of women and violence against women and HRV. In this they collaborated with the *Inspraak Orgaan Turken*. In 2003 the NCB published an investigation after HRV in Turkish communities (Gezik, E.).

Stichting Pharos

P.O.Box 13318
3507 LH Utrecht
Ph: 030 234 98 00
n.wassie@pharos.nl
www.pharos.nl

Main activities: Pharos is the national refugees and health knowledge centre in the field of refugees and health. It develops methods, materials, projects and trainings on several subjects. Pharos focuses among other things on circumcision of girls and women and domestic violence.

Support/preventive work: Recently Pharos has added HRV to its agenda, as it is an actual part of a number of refugee communities.

Federatie Opvang

Johan van Oldebarneveltlaan 34-36
3818 HB Amersfoort
Ph: 033 461 50 29
j.gortworst@opvang.nl
www.opvang.nl

Main activities: The Federatie Opvang is the national umbrella for social shelter, including women's shelters.

Support/preventive work: The Federation has initiated an HRV project to develop strategies to recognise HRV against women and to make plans for more adequate shelters. It is also investigating the possibilities of so-called 'safe-houses'.

13.2 Participation bodies minorities

Inspraak Orgaan Turken (IOT)

Maliebaan 13
3581 CB Utrecht
Ph: 030 234 36 25/ 030 231 32 47
Fax: 030 670 05 17
info@iot.nl
www.iot.nl

Main activities: The IOT represents the Turks in contacts with the government. It promotes the interests of the Turks and brings the Dutch policy to the Turks.

Support/preventive work: In the past the IOT and the NBC (centre for immigrants) have organised discussion meetings for the communities on domestic violence and HRV against women. These and corresponding themes are still focal points in the IOT policy.

Hindoeraad Nederland (Hindus in the Netherlands)

Brouwersgracht 2
2512 ER Den Haag
Ph: 070 310 75 74 / 070 427 70 50
Fax: 070 427 52 58
Nsmathura@wxs.nl

Main activities: The Hindoeraad represents the Hindus in contacts with the government. It is founded by nine religious organisations.

Support/preventive work: The organisation does not expressly deal with HRV but was invited to the Platform HRV by TransAct, as honour related problems do frequently occur in the Hindu community.

Vluchtelingen Organization Nederland (VON)

Merelstraat 2 bis
3514 CN Utrecht
Ph: 030 271 45 05
adesta@vluchtelingenorganisatie.nl
www.von.nl

Main activities: VON is an umbrella for various refugee organisations, that look out for the interests of and develops activities around refugees.

Support/preventive work: In some of the refugee communities HRV is an issue as well and VON wishes to contribute in the actions to tackle this form of violation of women's rights.

13.3 Ethnic minority organisations

Tiye International

Boven Vredenburg 65
3511 CW Utrecht
Ph: 030 238 25 47
Tiye International@worldonline.nl
www.tiye-international.org

Main activities: Tiye International is a platform of organisations for black migrants and refugee women, which organises various activities to tackle domestic violence.

Support/preventive work: Tiye has organised several projects to combat domestic violence: support groups, trainings and a diversity of methods to open the discussion. The members of Tiye issued a powerful call to deal with HRV.

Koerdische Vrouwen Vereniging (Kurdish Women Organization)

P.O.Box 7427
2701 AK Zoetermeer
Ph: 079 323 71 50
Fax: 079 323 71 51
Helpdesk: 079 351 45 19 (every Thursday between 15.00 – 19.00)
kvv.nl@zonnet.nl
www.kvvonline.net

Main activities: The KVV organises activities and seminars around health, emancipation, work and education for Kurdish women.

Support/preventive work: The KVV has a helpdesk telephone, where they listen and give information. They help women in contacting the regional foundation's members or Kurdish female lawyers or doctors. In November 2004 the KVV held a national conference, during which HRV was one of the themes.

Steunpunt Turken in Overijssel (STO)

Assenstraat 13
7411 JR Deventer

Main activities: The STO, a desk for Turks, is a ethnic minority organisation that is very active in the field of the discussion on domestic violence and HRV. Although it is a provincial organisation, it has a national coverage

Support/preventive work: The organisation has presented meetings and written publications on HRV.

13.4 Immigrant women support

Stichting Palet

Noordstraat 80,
5038 EK Tilburg
Ph: 013 – 532 14 36
E-mail: Stezcan@paletweb.nl

Main activities: Main task is to develop projects on labour, care, liveable circumstances and education.

Support/preventive work: Palet initiates and develops projects and supports womensorganizations by demanding subsidy/grants, or to implementate a project. Palet also gives advise to local authorities and supports regional projects on domestic violence.

Vrouwenopvang Rotterdam (Women's shelter)

Heemraadsingel 82, 3021 DE Rotterdam
Ph: 010 – 476 90 44
Fax: 010 - 476 05 83
info@vrouwenopvang.org
www.vrouwenopvang.org

Main activities: To give shelter and support to battered women (and their children), and to activate a good system of prevention.

Support/preventive work: One of the shelters, called 'Saadet' is especially for Islamic women and girls, where they can live according to Islamic rules. If she likes, Saadet seeks contact with the

girls' families, especially for young girls this is very important, also for the future. Sometimes Saadet mediates between the girl and her family. Social workers of different cultural background like Turkish, Moroccan, Surinamese, Antilles and Iranian make it easier for women in Vrouwenopvang to express themselves.

Stichting Kezban

P.O.Box 166
1110 AD Diemen
info@st-kezban.nl
www.st-kezban.nl

Main activities: Stichting Kezban puts the subject of domestic violence and HRV in migrant communities on the agenda and develops policy. They organise lectures, workshops, and presentations on domestic violence and HRV. Stichting Kezban also gives social assistance to migrant victims, especially Turkish and Moroccan women.

Support/preventive work: They organise information meetings on domestic violence and HRV. The production of the educational documentary *Als ik haar was ...* (If I were her ...) that was issued in January 2004 by St. Kezban that shows a situation of domestic violence in a Turkish and Moroccan edition. The film touches on themes that have to do with 'honour'. During informative meetings, like naturalisation courses, by experienced information officers, the issue of HRV is frequently discussed. Migrant women can turn to the organisation's regional migrant volunteers for information and support.

The Immigrant women Phonenumber East Netherland

P.O.Box 555
7550 AN Hengelo OV
Ph: 074 255 25 51
avtel@smt.nl

Main activities: The Migrantwomen Phonenumber offers women the opportunity to talk about their problems in their native tongue and anonymously.

Support/preventive work: Women can get information and advice on possible actions. Domestic violence and HRV are frequently heard problems in this organisation. If necessary the women are visited in their homes by volunteers. The women phone line also organises information meetings, among other things on HRV.

Stichting Het Spiegelbeeld

Mrs. Saida El Hantali
Madurastraat 58-1
1094 GP Amsterdam
Ph: 020 665 78 01

Main activities: Het Spiegelbeeld is an open house to Moroccan girls for information, advice and protection on issues like sexual abuse, abortion, forced marriages.

Support/preventive work: Spiegelbeeld supports Moroccan girls who live isolated from their family, because they are cast out. The organisation offers to listen, to refer and to search for solutions together with the girls.

13.5 Islamic organisations

Stichting Ihsan

Luijbenstraat 19
5211 BS s'Hertogenbosch
Ph: 073 613 92 07
c.weber@ihsan.som.net
www.ihsan.net

Main activities: Stichting Ihsan is the 'Islamic institute for social activation, which aims to increase the involvement and dedication of the Islamic community in the Netherlands with regard to social issues'.

Support/preventive work: In 2003 the project *Overgave en Verzet* (Surrender and Resistance) set off to open the discussion on domestic violence in Islamic communities in the Netherlands. Since then, HRV has been a theme of Ihsan. IHSAN strives to improve the situation of vulnerable women and girls.

AL NISA

P.O. Box 9
3500 AA Utrecht
Ph. 020 421 81 50
Info@alnisa.nl
www.alnisa.nl

Main activities: AL NISA, Association for Dutch Muslim women, organises meetings for women to offer information on Islam and to encourage (Muslim) women to study the Koran and the position of women.

Support/preventive work: Domestic violence is one of *AL NISA*'s focal points, and HRV was recently added to the list.

Moskeevereniging Milli Görüs

Stichting Vrouwenfederatie Noord Nederland (Womenfederation)

Zuidermolenweg 25-A
1069 CE Amsterdam
Ph: 020 618 31 44
Fax: 020 689 30 87
Info@mgvrouwenfederatie.com
www.mgvrouwenfedratie.com

Main activities: Milli Görüs is an association of mosques.

Support/preventive work: In the project *Geweld in Huis* (violence at home) of the Milli Görüs – Women 's Federation they wish to open the discussion on domestic violence and improve the position of women. They organise group information sessions for the people. In reaction to the murder of the Turkish woman Gül, a text against HRV was uttered during the speech in 22 different mosques of Milli Görüs. It was said that Islam prohibits HRV, that murder is unacceptable and cannot be endorsed.

13.6 Local contact persons within authorities

This is a survey of the respondents that were interviewed by TransAct for the resourcebook 2004.

Public Prosecution Service

District of Zwolle/Lelystad
Name of interviewee: Mr Dikran Sarian, public prosecutor
Postbus 2003
8203 AA Lelystad
Ph.: 0320 74 13 00
Fax: 0320 74 14 00
D.Sarian@zwoarr.drp.minjus.nl

Main activities: The Public Prosecution Service has the monopoly with regard to proceedings of legal offences.

Victim support: Victims of serious violent crimes (vice cases, heavy abuse, and attempted murder) are generally entitled to a consultation with the public prosecutor that will explain the proceedings of the criminal trial and the expected penalty. They listen to the wishes of the victims

with regard to the penalty, e.g. a court injunction. Also, there is an internal victim and damage mediation desk that will make a claim for compensation and mediate about it.

District police Zuid Holland Zuid

Interviewee: Niko Barut, regional professional advisor ethnic minorities
Visserdijk-Beneden 2
3319 GW Dordrecht
Postbus 1070
3300 BB Dordrecht
Ph: 0900-8844
niko.barut@zuid-holland.poltie.nl

Main activities: Tracing and investigating criminal offences. Guarding safety. Networking with various target groups.

Victim support:

Making sure the woman is safe, finding a shelter. Also, advising her on juridical and financial issues.

Bureau EXPA: Expertise Politie en Allochtonen (migrants)

Interviewee: Mrs Jannie Limburg, trainer/adviser
De Slinger 2
3995 DE Houten
Ph: 030 634 67 34
Mobile: 06 53 46 12 32
Fax: 030 634 67 35
jannie.limburg@utrecht.politie.nl

Main activities: To explain, to give advice and courses and trainings of policemen on working with migrants and to deal with subjects like HRV. EXPA develops a method to easily and effectively detect the risk of HRV, to be used by the police.

Victim support: EXPA can refer a woman to other care organisations as the social services and women's shelters. They can advise and try to help her finding financial resources to survive.

Raad voor de Kinderbescherming (Child Welfare Council), Zaanstreek/Waterland, Haarlem

Ms. Marianne Ypma, team manager
Jansweg 15
Postbus 1175
Ph.: 023 888 2500
Fax: 023 888 25 52
M.Ypma@rvdk.minjus.nl

Main activities: Research and information on protection (in case of parenting problems). The same for parental access arrangements after divorce and situations without joint legal custody. Research on and advising of the Public Prosecutor or juvenile judge after criminal offences by under aged children of 12 to 18 years old. The same for adoption, renunciation and descent cases. Finding appropriate care and shelter for children and referring.

Victim support: The Council guards the interests of children aged 0-18, does not offer actual care but finds adequate relief and shelter and refers to care organisations. If safety requires it, the Council will decide on a (temporary) guardianship with court custody.

Professional organisation for Adult Education (BVE-Raad)

Mr Ronald Wilcke, member of the board; vice-chairman Platform Safety & Violence;
Postbus 196
3530 AD De Bilt
Ph.: 030 221 98 11

Main activities: Promoting sector interests. Facilitating strategic policy development. Supporting employers.

Victim support: Participants can take their different kinds of problems to the always-present care structure: A mentor, a confidence officer or a managing staff member. However, HRV mostly occurs in the private realm.

Van Rhijn College

Jaap Krikke, managing director
Bornerbroeksestraat 361
7609 PJ Almelo
Ph.: 0546 830 700
jkrikke@roctwentepius.nl

Main activities: Educating and supporting students.

Victim support: The school is always willing to listen to students, tries to mediate with the family if problems arise, e.g. around honour. If necessary, the school will arrange a safe place in a women's shelter

13.7 Resource groups

*** Nationaal Platform aanpak Eerwraak**

Presidency: TransAct
P.O.Box 1413
3500 BK Utrecht
Ph: 030 232 65 00
Fax: 030 232 65 55
h.bakker@transact.nl
s.aydogan@transact.nl
www.transact.nl

The about 20 participants from (women) migrant and refugee organisations, police, health care, women's shelters and researchers meet three times a year. They exchange expertise and experiences in the fields of research, information and prevention, victim relief and (legal) actions against perpetrators of HRV. It can initiate new methods and utensils and policy recommendations.

Intervention team 'Relational Stress and Violence'

Co-ordination: FORUM
Ms. F. Kors
P.O Box 201
3500 AE Utrecht
Ph: 030 297 43 21
f.kors@forum.nl
www.forum.nl

Organisations on a local level can invite this team to investigate, consult and deliberate with problems that involve ethnicity and violence, for instance domestic violence and HRV. The members of this team have different backgrounds, different fields of expertise and experience. They will intervene on an intermediary level.

Midden Oosten Cultureel

Drs. A.H. Nauta, Turkish Expert
Dr. R. Ermers, Arabist and Turkish Expert
P.O. Box 16067
2301 GB Leiden
Ph: 073 623 55 34
Info@mo-cultureel.nl

www.mo-cultureel.nl

Professionals that are confronted with issues involving HRV can turn to the organisation *Midden-Oosten Cultureel* (Middle East Cultures) for advice by sending an email. The organisation also gives courses on subjects like 'Family ties and Family Honour in the Middle East and Turkey'.

Vrije Universiteit, Faculty of Social-Cultural Sciences, Dept. Sociology

Ms. Sawitri Saharso (sociologist/researcher)
De Boelelaan 1081 c,
1081 HV Amsterdam
Ph: 020 – 444 68 04
e-mail: s.saharso@scw.vu.nl

University of Leiden

Ms. Clementine van Eck (anthropologist/Turkish expert)
Ph: 070 531 12 30
Cvaneck@planet.nl

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Germany

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1 Introduction

1.1 Definition

The German network group together developed a definition of HRV, using the definition of the Shehrazad project (Kvinnoforum 2004) as basis. Since there did not even exist a German word for HRV, the network agreed to translate it in German as "Gewalt im Namen der Ehre".

"As honour related violence we understand psychological and physical trespasses, which are carried out in patriarchally structured families, communities and societies. They are aimed mainly at women and girls. The term "honour" is socially constructed and it is interpreted again in every context. Honour in this meaning is a term, which subordinates freedom and human dignity of the individual to collective claims. The violent acts are justified as a legitimate way to protect or re-establish the (family) honour and to keep up a traditional system of values and norms."

Questions and discussions in the process of building a definition covered aspects as follows: How exotic are the norms of the honour codes? Which bridges can we find to 19th century male duellists in Western Europe killing each other for honour reasons? Which patriarchal structures seem to be similar? Which differences do on the other hand exist, if one takes into consideration that HRV concerns family and community based ideas of honour - not individual ones? Distinguishing between "passion crimes" and "honour crimes" helps to develop a better understanding.

In Germany a lot of murders concern women who were attacked by male persons in their close surroundings, most times their partners. Newspapers are full of stories about husbands/fathers who extinguish their whole family after their wives wanted to separate or to divorce them. These men are of most different ethnic backgrounds – German as well as Polish, Turkish or South American to name some. But while these deeds can be interpreted as brutal last means of individual men who try to take revenge for "individual wounds" they feel they have suffered, perpetrators in cases of HRV try to heal "collective wounds" they imagine their family or community has endured through the misbehaviour of an individual. If a father refuses to sanction his daughter, who has breached the honour code, his brother, her uncle, might take action. Honour codes are not kept up by one family alone, but by communities. Families who change their attitude against honour codes might possibly have to fear harsh reactions and social exclusion from their community.

The definition emphasises the patriarchal structure of honour codes. They centre around the control of female sexuality and reproduction, paternal succession and establish and support male dominance. HRV is no gender-neutral term, even if men can become victims of the honour codes too: Men are sometimes objects of forced marriage; they are attacked if their relationship with a girl/woman is not accepted by the family/community; homosexuality is a strong taboo and they can get pressured if they refuse to control their female relatives` behaviour.

Honour codes are socially constructed, so what is an offence to honour will be defined differently in different families/communities and may change through time. One family sanctions a girl who looks in the eyes of a boy, another sanctions pregnancy of an unmarried girl. Not only the actual behaviour of a person can be an offence to the honour code. It is appearances that count: Allowing yourself to get into a situation, where a breach of honour is possible, can already be an offence. So social control tries to extinguish not only unwanted behaviour but also the occurrence of situations, in which unwanted behaviour could possibly happen. Those who sanction the breach of honour feel legitimated, imagine themselves in a kind of self-defence position where even murder might be the minor evil to shame.

1.2 Policies/guidelines

If HRV occurs in Germany the German society is responsible for taking measures against it. This is deeply linked with its understanding of integration. The major society has to understand HRV as a societal problem and not as the exotic problem of a few immigrant women, which, after costing a few miserable victims will vanish by itself in an ongoing self-fulfilling process of integration.

HRV is a taboo subject. Domestic violence was too, until recently and may still be to some extent. HRV is even touchier, since it does not only raise the common "domestic violence"- questions whether society may intervene and invade in "private" matters, but also touches the relationship between the majority society and ethnic communities. A human rights perspective has to be introduced and emphasised to make clear that the fight against HRV is not about securing dominant German norms but about securing the rights of all citizens to physical integrity and participation in society.

For many years Germany has not perceived itself as an immigration country. Also large groups of the immigrants perceived themselves as long-term visitors who planned to remigrate to their country of origin. Meanwhile there is a second and a third generation of immigrants and it has become clear that they have settled down and intend to stay. Discussions are still going on about the multicultural society, about parallel societies and the core values every citizen has to respect. All this will be reflected in the way society deals with HRV: between scandalisation and belittling, ignorance and an exaggerated eagerness.

The occurrence and manifestations of HRV may differ between the countries of origin and Germany. Most of the time the honour codes have not been brought through time and migration unchanged. Members of minority groups often have conservative idealised ideas of traditions, which have undergone modernisation in the countries of origin. In addition they tend to see the outside world as more dangerous and full of potential harms for their wives and daughters than a monocultural surrounding. But not even they have left traditions untouched themselves:

The more families fear to be forced into marginalisation, the more dreams of a brilliant future through migration are shattered, the more fathers and brothers have to face the loss of influence in the outside world they seem to need to hold on to their power over women and children. This connection between perceived loss of power and readiness to violence may be true for German men as well, but in the context of honour codes it can get very dangerous for the potential victims. In a kind of reactive culturalism especially marginalised families want their daughters to demonstrate that the parents are still in control of their own life, in connection with their country of origin and their past. This may be why honour codes on women seem to be more persistent than on men.

HRV roots not only in traditions but also in marginalisation. Therefore it is closely connected to integration and its success or failure. By increasing the possibilities of participation in work and society and stimulating successful education processes we will indirectly be able to affect HRV.

Interventions aiming at extinguishing HRV on an individual level will touch core values of the families/communities for whom honour codes are central. This may not be possible without confrontation and conflict. Persons who support victims of HRV can be at risk too, be they professionals or not, and be they of German or of other ethnic background,

1.3 Methodology

Papatya, a crisis facility for girls with immigrant backgrounds who face family conflicts, is Kvinnoforum`s partner in Germany. Papatya is situated in Berlin.

Germany has a federal structure with 16 federal states all following policies of their own in a lot of relevant areas (schools, prevention, police). To get a complete overview about the activities everywhere is almost impossible. To co-ordinate their efforts Papatya decided for a close co-operation with the human rights organisation Terre des Femmes which fights women`s human rights violations. In 2004/2005 it has put its emphasis on the work against HRV and is involved in a Daphne project on a European level. Terre des Femmes is an experienced campaigner with knowledge about political structures. It is based in Southern Germany but through city groups of volunteers gets information from places all over Germany. Terre des Femmes and Papatya have co-operated before in TdFs 2002 campaign against forced marriage. They have worked together at official hearings, in developing information material and at direct referrals of girls who sought help at Terre des Femmes to Papatya.

Another existing network easy to involve was the Berlin Work Group Against Forced Marriage (Berliner Arbeitskreis gegen Zwangsverheiratung) which organises NGOs, officials and politicians on a local level.

The main focus of 2004 of the German activities in this Kvinnoforum project to fight HRV were two network meetings of different social actors (school, police, social services, NGOs, lawyers) in Berlin. A third one is planned in November 2004.

Partners to the network were invited according to existing contacts, which had been built around the above-mentioned campaign against forced marriage. Some institutions were contacted anew (for example police, politicians, and researchers). At present the network is acting as a kind of pioneer group bringing together ideas and impressions of different social areas and trying to start some kind of snowballing effect. It hopes to find more participants as well as to gather all existing relevant information. First it had to work out its own understanding of HRV. Both meetings started with input lectures (by Terre des Femmes, Papatya, a lawyer and an official of the ministry of Justice of Baden-Württemberg) and went on with work groups. The work groups subjects were determined by the plenum according to the most important aspects that it wanted to have covered. Written protocols document the discussion processes and their outcome. Terre des Femmes has established an Internet platform for the network members where they can share information. At the second meeting some of the members took over special tasks in their fields.

With some of them Papatya has planned further shared activities, to name the most important:

- In co-operation with the Berlin Intervention Centre Against Domestic Violence (BIG: Berliner Interventionsstelle gegen häusliche Gewalt, see appendix) the Kvinnoforum questionnaire, which was used before in Sweden, Netherlands and Finland, was spread to about 100 women's shelters and counselling centres all over Germany to gather information about knowledge and occurrence of HRV in anti-violence networks. The answers are still coming in. Conclusions one can already draw, confirm that HRV is still no common category.
- A small workgroup formed in order to identify bureaucratic factors (regulations on birth certificates, social security money, health insurance etc.) which make it possible that victims of HRV who want to hide from their families can be traced. Proposals for concrete changes here have to be made and lobbied.

Not all invited to the network meetings did attend, especially immigrants' organisations did not respond. Actors considered "key persons" in their field we tried to reach through personal telephone calls, they were sent protocols and were asked about their opinions and activities.

Complementary specialised actors are looked for by Internet search-researchers, institutions in the field of prevention of violence, activities at schools, immigrant women's organisations and especially NGOs working with boys/men. This is not easy and it is still an ongoing activity. Together the network chooses a multilevel way of working: Trying to raise public consciousness, trying to stimulate research, and forcing politicians to become aware of the need to respond and at the same time taking concrete measures for better help for individual victims.

2 Occurrence

2.1 General overview

Germany is named in UN- and EU-Reports as one of the countries, where honour killings occur. In all cases known to us, members of the ethnic minority communities were the victims. Honour related violence is part of the work of most women's shelters, it is present at counselling centres, in police work and at schools – only to name some. But until 2004 there was no word to name it in German, opening a category summing up all the different social acts from forced marriage and female genital mutilation to more subtle forms of limitations placed upon an individual by a family/group. In short words: Nobody has paid any attention to HRV until now, because nobody has been aware of the category. So translating the term HRV and promoting its use is a first, but

very important basis to be able to get an overview of the occurrence. For Papatya this category helps a lot in making its self-definition clearer and more concise. All the 60 to 70 girls each year, who seek shelter at Papatya since its opening in 1986, flee not only from family violence. Their desperate need of a secret address results from the honour codes their families cling to. HRV may not be the initial reason why they had to flee, but when they had to leave their home, this by itself is perceived as a major violation of the honour code and will drive their families to action.

Papatya is keeping detailed statistics from the first day on. So it can produce figures about the occurrence of HRV in detail also. What is unclear is how representative the data are: Are they the tip of an iceberg or are they the few hard cases representing mainly themselves?

2.2 Honour Killings

From time to time individual cases reach the media but unlike in Sweden and in the Netherlands they have not been followed by governmental actions until now. The crime statistics of the police, which is ascertained each year the same way in every federal state, does count the number of delinquencies of a certain category. Gender of victims and the relationship between victim and offender are given, but information about the nature of the relationship is not very detailed.

Murder and manslaughter 2003:	completed	attempted
Female victims	426	639
Male victims	433	1360

Relationship victim/offender	Murder men	Attempts men	Murder women	Attempts women
Relative	22,7 %	11,7 %	49,3 %	38,7 %
Acquaintance	36,5 %	29,6 %	31,0 %	39,1 %
Compatriot*	4,4 %	5,4 %	0,0 %	0,8 %
Casual Acquaintance	11,5 %	13,9 %	4,7 %	3,8 %
No relationship	13,6 %	26,8 %	7,0 %	11,1 %
Unclear	11,8 %	12,6 %	8,0 %	6,6 %

*same nationality, no relative, no acquaintance

How many of these killings that are honour killings is unknown.

The Federal Deputy on Integration (Bundesbeauftragte für Integration) 2004 started efforts to get an overview but gave up because of the lack of reliable sources for data.

Papatya has collected a number of cases, which reached the media (trans-regional newspapers) and published them in a small booklet in order to stimulate further research. Even this quite casual and superficial approach showed five potential honour killings already in 2004 in Berlin only. Only those cases were summed up in which honour as a possible motive in the background was named. In a period of eight years (1996-2004) already 59 potential cases of HRV (almost all of them murder or manslaughter) were found all-over Germany. Most of these cases reached the papers when a trial against the offender was opened. Almost half of the victims (42 %) were men, some of them in the case of blood feuds.

The 'hidden figures' are not known either. Murderers/offenders can be imported from abroad for a short time, but honour crimes are more likely to be exported. Victims of HRV, who are convicted by their families, can be brought to the country of the family's origin to cover traces easily, without stirring any investigation. Honour killings could be covered as suicides or accidents.

2.3 Forced marriage

Since 2002 there is some attention on forced marriage. This is due to the activities of NGOs coordinated by Terre des Femmes, who raised public awareness through information campaigns and

distribution of information material. Forced marriage got some media coverage. In 2002 the Berlin city government counted 230 cases of forced marriage which were reported at counselling centres and women's and girls' shelters. The Federal Ministry for Family, Women, Seniors and Youth (Bundesministerium für Familie, Senioren, Frauen und Jugend) engaged the Centre for Women's Studies (Frauenforschungszentrum) in Bielefeld for a nation-wide survey on violence on women. Special research concentrated on East European and Turkish migrant women. The Turkish women were questioned about their marriage. Half of the marriages were arranged by relatives. 25 % of the women concerned had not been asked for their opinion. Also one quarter of the married Turkish women did not know their husband before marriage. 75 % agreed with the choice of their relatives, 23 % would have preferred to choose their husband themselves and about 2 % gave no comment. 17 % said they felt that they were forced into marriage. A connection between forced marriage and later violence of the partner could not be proven.

At Papatya about 30 % of the girls face forced marriage, in 2003 there were 20 cases, a lot of them were minors and most of them ran away before they were married legally. Forced marriage has to be seen as an important issue of child protection since already 12-year-olds can be affected.

2.4 Violence and threats

Women's shelters do not differentiate between domestic violence and HRV. Specialised organisations like Papatya see 60-70 girls a year who have to stay at a secret place because they are threatened by their families. Over 80 % of them have been beaten severely, 30 % of their mothers face domestic violence. Codes of honour are closely connected to gender and age hierarchies, which are kept up violently if threatened. A survey of the Federal Ministry of Family, Seniors, Women and Youth on the educational means and attitudes of Turkish parents showed a still widespread acceptance of violence against children. Connections to honour codes are not emphasised in the survey, but seem obvious. Another recent research of this Ministry on Turkish immigrant women showed a higher risk of physical violence through a partner for them (38 %) than for the German average (25 %), the reasons for this are not interpreted. (Research often concentrates on Turkish/Kurdish immigrants because they form by far the largest immigrant group in Germany with about 2 million people.)

2.5 Kidnapping to country of family's origin

If potential victims of HRV do not behave according to the family's wishes they are disciplined by the threat to bring them abroad, where no one will be able to help them. With girls this often happens during summer holidays. How many do not return and are held against their will, nobody counts. Single cases reach the media – like a whole school in Berlin fighting for the return of two teenage girls from Jordan.

2.6 Female genital mutilation

The Federal Bureau for Statistics (Statistisches Bundesamt) estimates that 38.000 women concerned live in Germany. The Centre for Family Planning and Sexuality sees about 6000 girls every year in acute danger to be mutilated, a lot of girls are brought abroad for their maiming.

2.7 Milder forms of HRV

are even more difficult to register. A lot of girls are not allowed to go on class holidays (Klassenreisen), women and girls are secluded in the family's house and never allowed to go out alone, they are verbally insulted as whores, they have to follow rules concerning their looks/clothing, are forbidden further education etc. Papatya has developed a guided interview for girls taken in. They are asked about rules they had to obey at home and about their views on honour. This will deliver small-scale but actual information. Results will not be due before 2005.

3 Support

3.1 General overview (existing/needed)

Victims of HRV can come from most diverse backgrounds and may have different legal statuses, which will effect the social support they will be able to get. Asylum seekers with a short residence permit or young imported brides speaking no German will face a lot more difficulties than German nationals of the third generation. Especially young imported brides are an extremely vulnerable group. Their contacts with the outside world can be totally limited and they have no relatives to support them. Those rare cases, in which they have looked for help successfully, show, how isolated and controlled their situation as a household slave to their in-laws can be. Since Germany has nothing like integration courses for newcomers until this day (this is about to change according to the new Immigration Act 2004, Zuwanderungsgesetz) the newcomers totally depend on their own private attempts to learn the language or inform themselves about German society. Often their in-laws misinform them about their rights and chances in order to keep them under strict control.

At the moment a change in attitudes at counselling agencies and the police starts: from the idea that victims of domestic violence seek support actively towards more proactive strategies. Counselling centres (up until now in Berlin and Mecklenburg-West Pomerania) phone or visit women in their own homes or at other meeting points after the police has informed them about incidents of domestic violence. Evaluation shows that this proves extremely valuable for immigrant women, especially with language difficulties, in social isolation or without knowledge of the German support system. Interpreting services can be called in if the notion of the police indicates their necessity. Proactive support systems identify structural obstacles, lower barriers and reduce pressure on the police.

Direct support for female victims of HRV is provided through those organisations, which offer support in cases of domestic violence too. There are about 400 women's shelters in total. In big cities 50-80 % of the their clients have a non-German background. In many cases the security and support the shelters are able to offer are not sufficient for victims of HRV. Because all members of their community might look for them, they often have to change the city to cover tracks. The break with the family leaves them in isolation, since they often were not allowed to have friends of their own. If they have friends or colleagues the family knows about, these might be in danger too. They often have no income and lack education as well as residence and work permits of their own. Their language skills may be poor and they may be ashamed to tell about their problems and be insecure whether they are understood and secured properly. Recruiting staff of multiethnic background, which could ease some of these aspects, is an aim at women's shelters, but not a reality at present.

Only in Berlin since 2001 there is a specialised intercultural women's shelter and counselling centre (Interkulturelles Frauenhaus, see appendix) for women with an immigrant background. Girls suffering from HRV, who decide to leave their home can turn to **Papatya** as a crisis centre and immediately be taken in. If needed girls from other German cities up to the age of 21 years can also come. Other specialised organisations offer long-term sheltered residence for girls. (see contact list). The importance of specialised organisations lies in their function as a knot in a network. A lot of other organisations can refer to them when they need to. For girls and women they open an ability to choose whether the "normal" support of non-specialised organisations is sufficient for them or whether they need stricter security, more intensive care and deeper intercultural knowledge.

While female victims can find some support under the roof of existing NGOs for domestic violence - even if it may be inadequate in some aspects, there is no support for males. In some aspects their risks will be smaller. If a boy flees from home because he is forced to marry, the family will not be afraid he could lose his virginity. But if he starts a relationship with a girl against the wishes of her family he will be in danger too. Most cases of men murdered in the name of honour have this background.

Also being a homosexual is an absolute offence to honour codes. Homosexuality is that taboo that it is rarely spoken about. In Berlin the organisation **MILES** (see contact list) has started to fight

for the rights of homosexuals of ethnic minority background, offers counselling and has stepped into the open with posters and information material.

A pilot study on interpersonal violence against men in Germany has just been published (see appendix). There is no special research on immigrant men and HRV.

4 Prevention

4.1 General overview (existing/needed)

Better integration is an important aspect of prevention of HRV. Generally the perception of gender roles tends to depend on level of education and social position. Marginalisation can explain – not excuse – violence to some extent. The German National Action Plan states the risks of immigrants for unemployment and resulting poverty to be double.

Central to prevention is further that victims of HRV have access to support outside their families. Early low-level intervention may help to prevent problems from escalating. For minors schools are the easiest accessible place where adults can be approached, but teachers can not perform alone. They depend on reliable co-operation with Youth Social Services as well as NGOs, which can shelter when necessary.

In many German cities NGOs provide counselling centres for women/girls of immigrant or a certain ethnic background. They offer German courses, sewing courses, courses on how to read and write and give women the opportunity to meet other women as well as seek professional assistance in legal, social or psychological matters. To keep their influence these centres have to balance between empowering women and being perceived as "harmless" in the ethnic communities. If they are suspected to "spoil families", women/girls will not be allowed to come anymore.

The health care system is another important actor – especially for imported brides. Often victims of HRV have psychosomatic symptoms, sometimes they attempt suicide (about 20 % of the girls before coming to Papatya), often injuries of battering have to be treated. Even the very confined living girls/women are allowed to see a doctor, who can insist on seeing the patient confidentially and alone. Despite its importance co-operation between medical system and other actors is still an exception. In Berlin the project **Signal** (see 13 Contact list HRV) is a model for sensitivity training of hospital staff on the identification and treatment of cases of domestic violence (not especially HRV). Recent research shows that about one third of the victims of domestic violence in Germany has to seek medical help and that immigrant women are injured more severely. Doctors also are the first group, which is approached by victims for support. Only secondly they turn to counselling agencies/women's shelters or to the police (Bundesministerium für Familie, 2004). The possible impact of the health system is again underlined.

Papatya is busy establishing Internet counselling in German and Turkish at present in a sponsored project. Surveys show that young people in particular seek help on the Internet and respond very well to counselling services presented there. Internet counselling is approachable from any place and the clients can stay totally anonymous. A special server secures that no traces are left on the computer from which the service is approached.

A secret address is vital for victims of HRV, who flee. Specialised NGOs like Rosa, Kardelen, Saadet and Papatya (see contact list) try to guarantee this. Papatya as the only crisis facility of these has the concept to offer high-level safety on one hand, but seek to establish some form of contact between girl and family on the other. In this confrontation the intercultural staff takes the girl's side of and supports her in developing a new perspective of her further life. Often this setting can de-escalate conflicts, but it can also provide a quite dependable risk assessment for the girl, if she decides to leave her family definitely. Parents, who might have overacted and done harm, if they found the girl at a friend's place, accept her stay with an all-women team, who guards her around the clock. Girls, who might have misjudged the family's reaction on their leave, get a more

realistic picture. This definitely helps to prevent honour killings as the worst outcome of escalated conflicts.

4.2 Discussion

Prevention is needed at all levels. Policies on integration exist only marginally. Unlike Sweden or the Netherlands who have concepts and a long experience on integration and language courses for newcomers, Germany starts only this year with activities. The National Action Plan on Poverty and Social Exclusion names immigrants and women who are affected by domestic violence both as vulnerable groups but does not connect both risks in identifying the multiple discrimination women of immigrant communities might face. The government activities for integration have had a slow start and have to be enhanced. Especially the performance of young immigrants in education is alarming as the PISA survey shows. Primary prevention activities concerning HRV, which aims directly at changing attitudes, are still not available. Not only the attitudes of immigrant communities should be targeted; professionals at social services, police, schools and in the juridical system also have to be qualified.

5 Co-operation

5.1 General overview (existing/future)

- Co-operation on HRV is established through the network meetings for the first time.
- A lot of previous co-operation has been established around casework.
- Co-operation in the field of domestic violence is well developed as a result of yearlong activities of the feminist movement. Many NGOs are connected; a lot of local networks in cities and districts exist. Intervention Projects against domestic violence have been established. Recent evaluation shows the success of their approach. They serve as important centres for exchange of information and lobbying. Co-operation with the police is especially close and quite well established through them. The Berlin intervention project is involved in the network against HRV. Some women lawyers have specialised in representing victims of HRV and are active also on a political level.
- Co-operation between NGOs and the medical system still happens only occasionally. Especially the co-operation of NGOs with psychiatric hospitals, where victims of HRV may be brought, is extremely difficult.
- Co-operation with immigrants' organisations is important for primary prevention of HRV, but not easy to achieve. Organisations like Terre des Femmes and Papatya, who lobby the situation of victims of HRV and who, like Papatya, hide girls from their families, can not run the risk of confrontation and have to pick their partners with caution. The position of immigrants' organisations is not easy either: Often they do not want to raise subjects, which in the eyes of German society possibly put them in the "oppressed women/violent men" corner voluntarily and have to be approached. Some of them put emphasis on a rigid preservation of their culture and might see the fight against HRV as an attack on family values. For others the trust of the community is essential to be able to do their work and they cannot afford to be connected with taboo-subjects. Others still deny that such backward tendencies (as forced marriage) do exist in their community at all anymore.
- Primary prevention needs political support and should be encouraged by government institutions. The impulses for co-operation with officials and authorities seem to have to come from the NGOs. So far government institutions or politicians have taken only little action and although invited to network meetings did take part only at a small level. An encouraging step was the Federal Ministry for Youth's initiative for a hearing about forced marriage in 2002.
- Papatya has built up an international network of NGOs, which support girls of ethnic minority background through a Daphne project. This will make sure that results of this Kvinnoforum project will be made known in Austria too, from where no organisation participates.

- Co-operation with the media is a balance between publishing on the subject and avoiding scandalising the topic. Sensitive, committed journalists can be of great help. Victims of HRV appearing in the media will find public response quite easily, but they have to be advised very thoroughly. If they step out into the open this can increase their risks and leave traces.

6 Schools

6.1 General overview

- Schools have a most important role in prevention and first aid for victims. Very often school is the only place where girls, whose lives are very restricted by their families, are allowed to go. Teachers and school social workers are the ones who first register if a girl is in trouble. Schools are the first ones to report missing girls after school holidays, who probably have been left in the home country of the parents, to Youth Social Services (if they are interested there...). Sports teachers notice the physical traces of violence. Schools can help to make a risk assessment of the potential violence of a family and give information about their long-term impressions of the girl. All this is not included in the official duties of schools but anyhow provided by teachers and head teachers who take interest in their pupils.
- Social workers are present at some schools but not as a matter of course. Where they exist, they are frequented a lot and often take an active role in helping a girl escape.
- Schools are "Ländersache" (federal states concern), which results in an incalculable kaleidoscope of small local initiatives of violence prevention and mediation projects between NGOs, police and schools.
- Terre des Femmes has developed a teacher's handbook on forced marriage as well as a training program for teachers. Further initiatives on HRV are not known.

6.2 Discussion

Schools find themselves in the middle of a discussion process about their role and duties right now. Germany's bad results at the PISA test have shaken the officials and they have promised to introduce the whole-day school. Schools are expected to fight youth delinquency, increasing drug and alcohol abuse, violence in the schoolyard and everywhere, and – in the future - teach German to the newly arrived foreign mothers of their pupils. For most of this there are neither concepts nor sufficient financial or staff resources. Also the education of teachers does not prepare them for these tasks. So often teachers feel left alone. If they are confronted with forms of HRV, their support seems to be a private decision. If a family suspects them of supporting a girl, they may be threatened too. Co-operation between schools and Youth Social Services has to be stimulated.

7 Social services

7.1 General overview

Although the laws they follow are the same all over Germany, social services are organised differently in each municipality, which again makes an overview difficult. What is true for all regions: Since some years there seems to be an unwritten policy along with the written one about case work and support, which forces the social workers to think about saving public money as much as about the individual case. This affects all people looking for help, but it makes it more difficult for victims of HRV to get listened to and be understood properly. Empirical research about girls' access to youth social services proves that support begins at a later age; problems have become more manifest; professional attention is lower; shelter at crisis facilities is needed more often and the girls often have to apply for support very actively, all in comparison to boys. Social Services are often not easy to approach. Sometimes it takes days to find out who is responsible and responsibilities often change. Emergency lines exist only seldom.

Very often the legal demands of clients have to be emphasised and pushed through with the help of supporting professionals from shelters or counselling centres. One of the major concerns of NGOs working with young people at the moment is that Youth Social Services deny their responsibility for anyone older than 18. According to the law there are possibilities for support up to the age of 27, but actually even 17 ½ year olds have to fight for help and are often turned down.

Victims of HRV often wait until they are adult before they seek assistance. The restrictions they faced at home have left them unaccustomed to independence and they have to build up a completely new life. They desperately need more than to be thrown into a vacuum with just some financial support.

Due to financial restraints supervision provided by the Social Services staff is rare; education and training often are limited to the utmost extent. So the knowledge about intercultural aspects as well as about other subjects often is dependent on the individual social worker's initiative and private efforts to gain more information and skills.

Staff of different ethnic background is still an exception although the slogan "intercultural opening of social services" (interkulturelle Öffnung der sozialen Dienste) has been used for decades now. Even if there is a staff member of - for example - Turkish background it is sometimes an unwritten policy to refer all "Turkish" cases to her/him, which also does not help in the process of intercultural sensitisation as an important basis qualification for all staff. These scarce "country experts" can play a very problematic role for victims of HRV. Sometimes they sympathise and identify too much with the family/community and put women's and children's rights second. If their interpretation of a case is accepted as an indisputable truth by the German staff, the victims' chances to get somebody to listen to them turn minimal.

The attitudes of staff differ a lot. In general there is a lack of sensitivity to the situation of victims of HRV - especially, if the family does not look conservative (e.g. the mother wears no headscarf!) and behaves very politely against the official, who is not capable of imagining the existence of polite complaisance towards an authority and brutal disposal over a daughter in one and the same person. Tendencies of cultural relativism of social workers with German background, who want to avoid to be called racist at any price, can be found as well as discriminating attitudes, which want to free girls of an intolerably backward culture without further consideration. Often girls and women are confronted with a social worker who thinks to know beforehand that their strong family ties will make them return home anyway and who does not want to spend a lot of energy on them.

The legal basis for the work of Youth Social Services with minors, the Child and Youth Support Act (Kinder- und Jugendhilfegesetz.), gives parents a very strong position (see legal system). The only support minors can apply for on their own is to be taken into care in case of their threatened well being. Social Services have to inform the parents as soon as possible. If the conflicts cannot be mitigated a family court has to decide.

In cases of HRV staff members can sometimes get in a very difficult and even dangerous situation. If they refuse the family's wish for immediate reunification and keep the address of the child secret, they can be threatened too. Since their names and offices are known they can get under strong pressure.

7.2 Discussion

The double role of social services to support and to control can be of great help for victims of HRV. If their situation is recorded properly there, this means emotional as well as legal, financial and social support very close to their needs. This possible positive influence can be turned negative to the same extent. Lack of resources and lack of professional responsibility of the social worker can lead to high risks, resignation and surrender on the victim's side. Despite their important role social workers seem to be left alone by their institution. Their workload is often enormous, training is often not provided and not stimulated, supervision scarce, they are rotated through the institution by ever-changing plans of organisation and they are often not protected, if they are threatened by families in cases of HRV.

Emergency centres which take in cases of HRV should be financed in total and not depend on money which social services hand out to individuals whose legal demand they accept. If girls/young women depend on social services first to accept their claim before they can be referred to a shelter, this can lead to their invisibility despite of their often desperate situation. The Köln “House for Girls with an Islamic background” WASTA had to close in 2004 because of the lack of referrals through social services. Women who are waiting for a clearance of a residence permit, girls from other districts/cities and young adults in need are often sent away with the information that there is no legal basis to support them. Qualification and supervision of social workers is desperately needed.

8 Police

8.1 General overview

The federal structure of Germany again structures the organisational division of the police. The State Criminal Police Office (Landeskriminalamt) of every federal state has administrative duties but also brings out main points according to federal state’s policies – especially concerning prevention.

The Berlin LKA department for “behaviour-orientated prevention” was easy to approach and very ready to co-operate on HRV. They are experienced in the yearlong co-operation with NGOs on domestic violence and sexual violence already. If it were politically wanted, the department would be ready to investigate about the occurrence of HRV. It holds itself also responsible to think about better measures for the safety of victims. The Berlin LKA co-operates with the LKAs of other federal states at regular meetings and is willing to spread information about HRV there too.

The Bundeskriminalamt BKA is responsible for all homicides that have a cross-border dimension, for big accidents with a lot of deaths and for background research. Honour-related violence is no subject until now. The BKA sends co-operating officers to Europol meetings as the Europol conference on HRV at The Hague in June 2004 where Papatya was invited to. The BKA representative estimates, that only a comparatively small number of the 900 murders a year could be honour killings.

8.2 Discussion

Co-operation of police and NGOs has proved to increase the safety of victims of domestic violence a lot. The police are serious about its crime prevention duties and will be a valuable ally in mitigating HRV, if it gets sufficient staff resources to work on this issue.

9 The legal system

9.1 General overview

9.1.1 Criminal law

Offences connected to HRV are gathered and prosecuted mainly under: Bodily injury, murder, manslaughter and duress/constraint. Jurisdiction on lower court levels can not be overseen. Concerning ethnic background/honour related motives as mitigating circumstances in a murder trial the German Supreme Court (Bundesgerichtshof) stated in a complicated reasoning that different moral standards resulting from a non-German ethnic background couldn't be considered as mitigating. Since 2002 Germany has introduced a new law on domestic violence (Gewaltschutzgesetz) which follows the slogan: “hit out and you clear out”. Based on the legal mandate to avert danger police can take the offender into custody and can prohibit him to approach the victim and house for some time, even if he is the tenant or owner of the house. For victims of

HRV this is not sufficient: they are not safe, when the offender is forced away, but his brother and uncles stand on the doorstep the minute after he had to leave. Also in general trespasses against issued injunctions are not easy to sanction. Concerning domestic violence in general the public prosecution services still see victims as witnesses at first and rarely impose sanctions. Public interest in prosecution is very often denied and dismissal rates are high.

A lawyer at the HRV network meeting told about her experiences in representing women in court. She concludes with the thesis that women who are potential victims of HRV are in fact deprived of their rights, because they can not be protected, if they claim them. From her practical experience she demands a right to withhold testimony (*Zeugnisverweigerungsrecht*) also for women, who are no relative to the offender, because the legal constraint to testify can result in acute danger to be violated or killed.

For battered women with children a new law on parental custody counteracts the positive effects of the above named *Gewaltschutzgesetz* (Protection from Violence Act). Before this law in cases of divorce and separation the parental custody normally stayed with the mother. Now the "right of the child to both parents" is guaranteed. In cases of domestic violence – and HRV- the father's right to see the child can mean great danger for both mother and child. Women's groups fight against the worst consequences and lobby for a priority of the Violence Protection Act over the Act about Shared Parental Custody.

Terre des Femmes` campaign against forced marriage has inspired the federal state of Baden-Württemberg to launch a political initiative for changes in the law. Forced marriage should be prosecuted as an offence of its own and judged no more under duress/constraint but under trafficking. Also the *Foreigners Act* (*Ausländerrecht*) should be changed through this initiative. Until now spouses get an independent right of residence if their marriage has existed for two years. This forces a lot of women to stay in violent relationships because they fear to be sent back to their countries of origin if they flee. In their home countries as divorced women they often face stigmatisation, social exclusion and poverty. In cases of particular hardship – for example domestic violence – they can get a residence permit of their own earlier. Following the Baden-Württemberg initiative forced marriage should always be treated as hardship.

An additional item concerns kidnappings: If non-German nationals are brought abroad for forced marriage or other reasons his/her status of residence ceases to exist after half a year. This brings a lot of hardship on victims, who cannot immigrate back to Germany again, when they finally succeed to persuade their family to let them return. The initiative wants to secure their right of residence if they were abducted.

9.1.2 Laws for asylum and refuge

Since summer 2004 Germany has a new Immigration Act (*Zuwanderungsgesetz*), which recognises gender-based reasons to grant asylum. Women and girls who face HRV can now seek refuge on this basis.

9.1.3 Child protection

The right of children and young people to non-violent education is granted by the law. But the legislation of the Children and Youth Support Act (*Kinder- und Jugendhilfe-gesetz*) puts the parents' right to decide about the education of their children very high. From the age of 15 minors can apply to family courts if they wish to leave their family against its will. The jurisdiction is difficult to predict, but mainly follows the objective that in cases of violence the parental custody is withdrawn. It depends on the individual judge what proof for violence is wanted – medical certificates are best, witnesses who speak to the Youth Social Services are good, a statement only by the girl is not always sufficient.

Girls who complain "only" about restrictions of their freedom are often sent back. Their situation then has worsened a lot, so it is no wonder girls are very scared to go to courts and only dare, if they are accompanied and encouraged. Empathic Youth Social Services can relieve the pressure of them a lot, if they apply for them or support them. Family courts decisions can only be changed by a higher court. Girls who have been sent back normally do not have nor the strength and courage, nor the possibility, to follow this path.

Minors of foreign nationality have to be treated equally to German minors, if their nation has signed *The Hague Minor Protection Act* (Haager Minderjährigen-Schutzabkommen). This is not always known to officials, who might tell the daughters of asylum seekers that they cannot live apart from their families.

9.2 Discussion

Training and information of members of the jurisdiction is highly necessary. Rights of children in family conflicts have to be strengthened. Since some years the participation of the new profession of *Verfahrenspfleger* (a sort of child's advocate) at family court trials could be helpful. Their effect is limited because it is up to the judge to decide whether they are called in or not.

10 Research

10.1 General overview

There does not exist any research on HRV in general. Concerning forced marriage there are some ongoing related surveys. The Berlin Institute for Comparative Research (Berliner Institut für Vergleichende Sozialforschung) has finished a study on marriage migration in 2004, also covering marriage agencies. It was financed through the Daphne program. Forced marriage is a part of it. Concerning potential numbers of victims it has no statistics. Also on the subject of forced marriage the survey of the Ministry for Women (see above page 158) is able to present numbers for the first time.

Possibly linked to aspects of HRV is a survey the Federal Ministry of Youth commissioned the University of Magdeburg with. Research has shown that children from migrant families with low social position face a two- to three times higher risk of becoming victims of parental violence (Kriminologisches Forschungsinstitut Niedersachsen). This is especially emphasised under preventive aspects because the intergenerational passing on of violence is well known. The survey will compare attitudes of Turkish, Turkish-German and German families on education and violence.

In order to stimulate more research *Terre des Femmes*, the network and *Papatya* have launched some "pre-tests" (see above). The network decided to invent a short questionnaire which could be used by social services and NGOs covering the occurrence of the most outstanding aspects of HRV such as murder, murder attempts, forced marriage and bodily assaults.

10.2 Discussion

HRV is a very sensitive subject. A lot of surveys show, that the stigmatisation of ethnic minorities as criminal, backward, not integrated, women-oppressing etc. are not accurate. The existence of HRV can stimulate prejudices, which are difficult to overcome anyway. But its existence cannot be denied and the victims' human rights have to be guaranteed. Politicians and authorities will not act until more data are available, but are at least responsible to stimulate research. The German Information Protection Act (*Datenschutzgesetz*) allows questions about religion, politics and ethnic background only for very substantial research purposes. Data have to be anonymised and persons interviewed have to give their consent to their use.

11 NGOs

11.1 General overview

For many years government policies concentrated on limitation of immigration and remigration of migrant workers. Activities for integration like language courses; social and juridical counselling depended on the commitment of NGOs, who often have to fight a constant battle for their financial survival. The new Immigration Act (*Zuwanderungsgesetz 2004*) might bring improvements in

some fields, at the same time the financial situation of many long established NGOs gets worse. Also concerning the mitigation of HRV NGOs will have to be the central actor in raising awareness and supporting victims.

An overview of all NGO activities in Germany is not possible. They often depend on public money from governmental bodies although they try to raise funding from other sources too. Specialised shelters are often more expensive than "general" institutions which holds the risk that the Social Services will refuse to pay for them. Although HRV is present at many NGOs they will not have named it like that until now.

11.1.1 Women`s Rights Organisations

Women`s Rights Organisations as Terre des Femmes and Amnesty International for Women will campaign against HRV from autumn 2004 onwards. Both organisations engage with others in KOK, a national co-ordination group against trafficking and violence against immigrant women.

11.1.2 Support for Girls

Intercultural meeting-points for girls (Interkulturelle Mädchenläden). Social work aimed at the Empowerment of girls has become a work field of its own since the 70s. Sometimes youth activity centres (Jugendfreizeitzentren) started girl groups as a special activity; sometimes special places for girls were opened. With the number of girls with a immigrant background growing, the female social workers often undertook great efforts to make these places accessible for girls and young women from strict patriarchal families too. They tried to persuade the families that their daughters would be supported in their homework from school, that they would meet only girls and women and that they would look after the girls properly. These girls` cafés and meeting points are often easy for girls to approach and have an important role also in detecting and offering support in cases of HRV. (For some examples: see appendix)

Shelters for girls, some with a secret address, do exist in some German cities. The extent of sensitisation on issues connected to HRV will differ. IMMA (Initiative Münchener Mädchenarbeit) in Munich and the Mädchennotdienst Wildwasser Berlin (Emergency Service for Girls Berlin) have engaged themselves against forced marriage. Both offer counselling as well as shelter.

Specialised shelters for girls long-term housing is available in some German cities; short-term crisis intervention and sheltering are up to now only offered by Papatya in Berlin.

11.1.3 Support for Women - Women's Neighbourhood Centres

In a similar way as girls' centres, meeting centres for women were founded. Today they often offer a great variety of activities from language and alphabetisation courses over juridical and psychological counselling to higher-level education courses which increase the qualification of immigrant women. They try to be as easily accessible for women as possible and may offer first help on HRV (some examples: see appendix)

The only specialised Women`s Shelter is the Interkulturelle Frauenhaus at Berlin.

11.2 Discussion

The safety of life and the protection from bodily harm are basic rights governments have to guarantee their citizens – all citizens. Germany performs quite well on a European level concerning the sheltering it can offer both to victims of domestic violence and HRV. Professional experiences on how to support victims of HRV who leave their home have been made since almost 20 years. The German performance on measures for integration looks poor in comparison. But the funding of NGOs, which work against domestic violence and HRV is no fine weather task, which can be stopped if the government's bodies' budgets get smaller. Currently a lot of these NGOs are facing financial cuts, which endanger their work. At the same time more activities on prevention and professional education are needed. For this NGOs need co-operating partners in the authorities who support their work and politicians who set the mitigation of HRV on their agenda.

12 Good practice

Despite the long existence of HRV its mitigation is still a field for pioneers. Germany has some small projects sheltering girls, which turn out to be good practice also in the European context, since they respond to the special needs of victims of HRV. Concerning domestic violence in general there are some organisations, which also are examples for good practice. Although they do not address HRV specially they have established co-operation-models which can be built on and adjusted also for fighting against HRV.

Concerning public and political awareness the multi-dimensional campaign against forced marriage of Terre des Femmes clearly shows results. Terre des Femmes has organised hearings in co-operation with the ministries and politicians, has held conferences on the subject, published a handbook and a teaching manual for schools.

12.1 Papatya: Shelter for girls and young women with a migrant background, since 1986

Papatya offers the utmost possible extent of security and the support of an intercultural team. The intake does not depend on social services` permission since the financial basis is formed by funding of the City of Berlin. Papatya can provide immediate intake and round-the-clock-service. The staff is taking the girls` side, but also stimulating contacts with the family. It centres on the wishes of the girls, but takes their ambivalence concerning their family into consideration. It uses the self-support potential of the girls group and offers all-round support concerning medical, judicial, financial and educational issues in order to build up a starting point for a better future for the girls. Apart from safety, the empowerment of the girls is an important aim.

Each girl is encouraged to search for her perspective on her life, her past and her future and supported to make her voice heard. Papatya`s concept of an only-female place with strict curfew regulations is suited to soothe the parents` fears and to support the possibility for family talks. During the stay at Papatya a risk assessment of the danger posed by the family is made and expertise is available for the long-term placement of the girls.

Two more projects are not addressing HRV especially but are good practice in the field of domestic violence.

12.2 BIG e.V. Berlin Intervention Project on Domestic Violence

Model Project of the Federal Ministry of Women, Youth, Seniors and Family from 1995-2001. BIG has built up continuous and systematic communication and co-operation between women's protection projects, administrative departments of the Berlin Senate, the police and the judicial authorities. Its main tasks are related to reformulating and networking police, legal and social procedures.

Today, it has established co-operation in the form of round table discussions and expert meetings. Inter-disciplinary and inter-institutional expert groups cover police intervention, civil law, prosecution and penal law plus support programmes for women, children and young people. BIG provides training courses for professionals; offers a lot of information material (for example guiding principles for policing in cases of domestic violence) and develops additional educational and training programmes for violent men. Similar networks have been established in Bremen, Freiburg, Gladbeck, Hannover, Mecklenburg-West-Pommerania, Passau, Rhineland-Palatinate, Schleswig-Holstein and Stuttgart.

12.3 The "BIG Hotline for domestic violence against women"

It operates between 9 a.m. and midnight 365 days a year, providing information, counselling and support for women and their children exposed to domestic violence. Evaluations show their proactive approach to be extremely valuable for immigrant women (see: Support).

12.4 Signal

A co-operation and model project between a big Berlin Hospital, NGOs and the Federal Ministry for Youth, Family, Seniors and Women. It offers on-site training and awareness raising for hospital staff in the field of domestic violence. Staff is encouraged to speak to a woman who seems battered, should interview her about her needs, should examine new and old wounds, note all findings, establish safety and provide the patient with telephone numbers to counselling centres and shelters.

12.5 Key factors

Key factors in successful work against HRV are the provision of safety for victims and those who support them and the close and reliable co-operation of different social actors. Intercultural teamwork of professionals is needed to make very clear that the victims do not have to abandon their cultural background in total, but find support concerning the violation of their human rights also by people of the same cultural background. Support has to be offered on various levels (psychological, legal, medical, social, and financial) and in an intensive way since the victim's private resources are likely to be low when they oppose their families.

13 Contact list HRV

13.1 NGOs

13.1.1 Intercultural meeting points for girls, counselling for girls

Azade

Interkultureller Mädchentreff Bonn
Dorotheenstr. 20
53111 Bonn
Tel: 0228/65 94 91

Beraberce e.V.

Türkisch-Deutscher Mädchenverein
Putlitzstr. 18
10551 Berlin- Mitte
Tel: 030/ 3967561 oder 3967561

Elisi Evi

Skalitzer Str. 50/51
10997 Berlin
Elisi-evi@gmx.de

MaDonna

Falkstr. 26
12053 Berlin
Fon: 030 / 621 20 43
Fax: 030 / 621 20 48
madonnaedchenpower@web.de
www.madonnaedchenpower.de

Rabia

Interkulturelles Feministisches Mädchenprojekt
Wrangelstraße 84A,
10 997 Berlin
Tel: 030/ 611 41 33
Fax: 030/ 61 07 68 76
kontakt@maedchenprojekt-rabia.de
www.maedchenprojekt-rabia.de

13.1.2 Intercultural neighbourhood centres for women, counselling for women

Al Dar Berlin

Al-Dar Arabischer Frauenverein e.V.
Sachsendamm 66,
10829 Berlin
arabischer_frauenverein_al_dar@hotmail.com

Al Nadi

Moselstr. 3
12 159 Berlin
Alnadi@nachbarschaftsheim-schoeneberg.de

Bacim

Oldenburger Str. 22
10551 Berlin
Tel: 030 395 30 37
www.drk_berlin.de/kv_city/bacim.htm
bacim@berlin_city.drk.de

Hinbun

Jagowstr. 19
13585 Berlin Spandau
030/336 66 62
hinbun@t-online.de

Infrau

Infrau - Interkulturelle Frauenarbeit e.V.
Berger Straße 211
60385 Frankfurt
069/ 45 11 55
info@infrau.de

TIO

Köpenicker Str. 9b
10997 Berlin Kreuzberg
030/612 20 50
tio-ev@gmx.de

Ugrak

Beratung für Frauen aus der Türkei
Weisestr. 36
12049 Berlin
030/ 62 11 03 7

On supra-regional scale in many German cities:

IAF Verband binationaler Familien und Partnerschaften (Association of Binational Families and Partnerships)

www.verband-binationaler.de

13.1.3 Support and counselling for homosexuals with migrant background

Miles

Zentrum für Migranten, Lesben und Schwule
Willmannsdamm 8
10827 Berlin
www.miles.lsvd.de

13.1.4 Crisis intervention, referral to safe shelters for women

BIG e.V.

Berliner Initiative gegen Gewalt gegen Frauen
Koordinationsstelle des Berliner Interventionsprojekts gegen häusliche Gewalt

Postfach 61 04 35
10927 Berlin
www.big-interventionszentrale.de

BIG-Hotline

030/611 03 00
www.big-hotline.de
info@big-hotline.de

Intercultural Women's Shelter/Housing Project/Counselling Service

Since 2002 exists an intercultural women's shelter in Berlin. It offers emergency sheltering for 23 women, long-term housing for another 25 and a counselling centre. The staff is of multicultural background, language and integration courses are offered and there is a pool of interpreters.

Postfach 37 05 42
14135 Berlin
Interkulturelleinitiative@t-online.de

13.1.5 Crisis intervention, shelter for girls and young Women

Papatya

C/o Jugendnotdienst
Mindener Str. 14
10589 Berlin
Info@papatya.org
www.papatya.org

Main activities: Papatya at Berlin can take in 8 girls/young women aged 13-21 years, who face HRV and want to leave their family, at a shelter with secret address. All-women staff of Turkish, Kurdish and German background takes care of them around the clock and looks for a new perspective with them. The girls stay as short as possible and as long as needed – mostly about 2 months. The team supports them in their dispute with their family and in building up a new life of their own if they choose for this option.

Papatya has built up a European network of partner organisations through the Daphne program and has founded the Berlin Work Group against Forced Marriage. At present Internet counselling for victims of HRV is being established.

13.1.6 Long-term shelters for girls and young women

Imma

Initiative Münchener Mädchenarbeit
Jahnstr. 38
80469 München
089/238891-20
www.imma.de
kontakt.informationsstelle@imma.de

Kardelen youth co-operative for young female migrants

Kardelen c/o Woge e.V.
Bahrenfelder Str. 244
22765 Hamburg
Tel. 040-39 84 26-0
Info@wogeev.de
www.wogeev.de/wogeev/maedchenwohngemeinschaften

Rosa e.V.

Postfach 40 10 67
70410 Stuttgart
Tel: 0711- 53 98 25
www.graswurzel.net/253/rosa/shtml
redaktion@graswurzel.net

Rosa at Stuttgart takes in 8 young women of non-German background between 16 and 21 at a secret address for long-term housing and psychosocial support. Rosa shelters victims of HRV and hopes to open a specialised counselling centre in the near future, depending on financing of the federal state Baden-Württemberg.

Saadet

c/o AWO e.V.
Postfach 130 104
90113 Nürnberg
www.awo-nbg.de/Seiten/Kinder/KI_Weges

Youth coop for girls from Islamic background

Wasta

Wasta at Cologne has sheltered young girls up to 18 years with an Islamic background. It supported in cases of emergency as well as for a long-term perspective. It had to close down in 2004 due to a lack of referrals through Social Services (see above).

13.1.7 Women's and human rights organisations

Terre des Femmes e.V.

Postfach 2565
72015 Tübingen
Tel. 07071- 79 73 0
www.terre-des-femmes.de
tdf@womensrights

A human rights organisation fighting for the rights of women. TdF is working within different fields, each year one issue is put on the agenda in a public campaign: for example against female genital mutilation, in 2003 against forced marriage (was prolonged in 2004) and in 2004 against violence in the name of honour. TdF also supports women's organisations abroad (a women's shelter in Algeria, a school in Afghanistan).

Amnesty for Women

Städtegruppe Hamburg
Grosse Bergstr. 231
Tel. 040- 38 47 53
Info@amnestyforwomen.de

Supports female migrants of all nationalities, aims at enforcing their rights and improving their legal status.

Solwodi e.V.

Probsteistr. 2
56164 Boppard (7 more centres in other German cities)
Tel. 06741 22 32
www.solwodi.de
info@solwodi.de
solwodi@t-online.de

Offers help to female victims of trafficking, co-operates with organisations in Africa, Asia and Latin America.

Agisra e.V.

Steinberger Str. 40
50733 Köln
Agisra@migrantinnen.de
www.agisra-koeln.de

Information and counselling centre for female migrants and refugees

13.1.8 Migrants' organisations

Türkischer Bund in Berlin-Brandenburg

Tempelhofer Ufer 21
10963 Berlin
Tel.030- 623 26 24
Info@tbb-berlin.de
www.tbb-berlin.de

13.1.9 Health sector

AOK Berlin Zentrum für Gesundheit Institut für psychogene Erkrankungen

Member of the Network Against HRV
Rochane Falsafi-Amin (psychiatrist and psychotherapist)
Müllerstr. 143
10957 Berlin
Tel: 030-253 143 20
Rfalsafi@gmx.de

Projekt S.I.G.N.A.L.

Hindenburgdamm 30
D-12200 Berlin
signal@cipmail.ukbf.fu-berlin.de
www.medizin.fu-berlin.de/SIGNAL/signal.htm

13.1.10 Genital mutilation

Balance

Zentrum für Familienplanung und Sexualität
Mauritius-Kirch-Str. 3
10365 Berlin
Tel: 030-55 36 792
Balance@fpz-berlin.de
www.fpz-berlin.de

G.R.A.F Gesellschaft für die Rechte afrikanischer Frauen

Schaperstr. 19
10717 Berlin
Tel: 030- 88 68 37 00
Graf_brd@yahoo.de

13.2 Local contact persons within authorities

Bundesfamilienministerium für Familie, Senioren, Frauen und Jugend

Referat 403 Protection of Women from Violence
Dr. Birgit Schweikert
Jägerstr. 8/9
10117 Berlin
birgit.schweikert@bmfsfj.bund.de

Responsible for the German National Action Plan on Poverty and Social Exclusion:

Bundesministerium für Gesundheit und soziale Sicherung

Referat 524 Wirtschaftliche und finanzielle Fragen zu Sozialhilfe und sozialer Ausgrenzung
Daniela.kuck-schneemelcher@bmgs.bund.de

Berliner Senatsverwaltung für Arbeit, berufliche Bildung und Frauen

Abteilung Arbeit, Malin Schmidt-Hijazi
Storkower Str. 134
10407 Berlin
Infostelle@senwiarbfrau.verwalt_berlin.de
Malin.schmidt-hijazi@senarsozfrau.verwalt-berlin.de

Stabsstelle Ausländerbeauftragte Baden-Württemberg

Christian Storr
Schillerplatz 4
70173 Stuttgart
Tel: 0711-126 2990
storr@auslaenderbeauftragte-bw.de

Polizeipräsident von Berlin

Landeskriminalamt Stab IV
Öffentlichkeitsarbeit Leitung
Kriminaldirektor Roll
Platz an der Luftbrücke 6
12 101 Berlin
Tel: 030- 4664-914301
winfried.roll@lka-berlin.de

Polizeiinspektion Celle

4. Fachkommissariat, Ullrich Borchers
Jägerstr. 1
29221 Celle
Tel: 05121-277-3442
Ullrich.borchers@polizei.ni

Has established a local work group against violence against Kurdish women since there were some cases of HRV in the region

13.3 Resource groups

Berliner Arbeitskreis gegen Zwangsverheiratung

C/o Gleichstellungsbeauftragte Bezirk Friedrichshain/Kreuzberg
Petra Koch-Knöbel
Frankfurter Allee 35/37
10216 Berlin
Tel: 030-90298-4111/4109
Petra.koch-knoebel@ba-fk
C/o Papatya/Jugendnotdienst
Mindener Str. 14 10589 Berlin
Info@papatya.org

14 Literature useful when working with honour related violence

German National Plan Against Poverty and Social Exclusion

Bundesministerium für Gesundheit und Soziale Sicherung:

Strategien zur Stärkung der sozialen Integration

Nationaler Aktionsplan für Deutschland zur Bekämpfung von Armut und sozialer Ausgrenzung 2003-2005

www.bmgs.bund.de/deu/gra/themen/sicherheit/nat_aktionsplan

On forced marriage:

Ausländerbeauftragte der Landesregierung Baden-Württemberg in Kooperation mit Terre des Femmes. *Dokumentation der Fachtagung: Zwangsheirat- Maßnahmen gegen eine unehrenhafte Tradition*. Stuttgart, 2003

Gulicova-Grethe, M. *Marriage Migration and the Significance of this Migration Issue in Germany* Berlin: Berlin Institute for Comparative Social Research, Country Study, 2004.

Informationsbroschüre Zwangsverheiratung (in German, Turkish, Arabic). *Berliner Arbeitskreis gegen Zwangsverheiratung*. Berlin: 2002. (can be ordered through info@papatya.org)

Unterrichtsmappe Zwangsheirat Terre des Femmes e.V. Tübingen, 2003.

Zwangsheirat: Lebenslänglich für die Ehe Terre des Femmes e.V. Tübingen, 2002.

On honour related violence:

Mord im Namen der Ehre. Entwicklung und Hintergründe von "Ehrenmorden"- eine in Kurdistan verbreitete Form der Gewalt gegen Frauen (mainly about Kurdistan). Bonn: Internationales Zentrum für die Menschenrechte der Kurden IMK e.V., 2003.

Schiffauer, Werner. *Die Gewalt der Ehre. Erklärungen zu einem türkisch-deutschen Sexualkonflikt*. Frankfurt am Main: 1983.

On honour crimes in Germany:

Verbrechen im Namen der Ehre in Deutschland: unvollständige Fallsammlung 1996-2004. Papatya, 2004. (can be ordered through info@papatya.org)

On female genital mutilation:

Schnitt in die Seele: Die weibliche Genitalverstümmelung. Terre des Femmes e.V., Tübingen.

By women who were confronted with HRV:

Ayse. *Scheherazades Tochter. Von meinen eigenen Eltern zum Tode verurteilt*. 2004.

Fatma B. Hennamond. *Mein Leben zwischen zwei Welten*, 2001.

Maglicoglu, Serpil. *Für Yasemin. Eine Mutter entscheidet sich*. 2002.

Serpil Cileli. Serap. *Wir sind Eure Töchter, nicht Eure Ehre*. Michelstadt: 2002.

By men who were confronted with HRV:

Bulut, Nezir. *Gefangener der Rache*. Norderstedt, 2003/2004. Written by a Yezid Kurd who killed the murderer of his brother in a blood feud.

On the situation of girls and young women fleeing family violence:

Kultus, E. *Der Preis der Freiheit. 10 Jahre im Leben einer jungen türkischen Frau*. Frankfurt a.M.: 1998.

Protection of girls and young women from Islamic countries from family violence. European Daphne Network, 2000/2001. In German, English, Turkish, Dutch, Swedish. (can be ordered through info@papatya.org)

On intercultural education and parental violence:

Kriminologisches Forschungsinstitut Niedersachsen (Hrsg.). *Jugendliche in Deutschland zur Jahrtausendwende: Gefährlich oder gefährdet?* Hannover: Ergebnisse der KFN Schülerbefragung 2000, 2001. (unveröffentlichtes Manuskript)

Toprak, Ahmet. *Wer sein Kind nicht schlägt, hat später das Nachsehen. Elterliche Gewaltanwendung in türkischen Migrantenfamilien.* Herbolzheim: 2004.

Uslucan, Haci-Halil. *Interkulturalität in Erziehung und Familie: Risiken und Chancen.* www.liga-kind.de/pages/603Uslucan.htm

On domestic violence:

CD-Rom AVA1/AVA2. *Domestic Violence: Information for Victims/ Domestic Violence: Training and Sensibilisation.* In Turkish, Russian, Polish, Serbian, English, French., Spanish. Cream e.V. Berlin: 2003. In co-operation with BIG e.V. Berlin, WAVE Wien, LOKK Helsingör, TransAct/Utrecht, Förderung durch das Daphne Programm und das Bundesministerium für Familie, Senioren, Frauen und Jugend.

Federal Ministry for Family Affairs, Senior Citizens, Women and Youth. *Health, Well-Being and Personal Safety of Women in Germany. A Representative Study of Violence against Women in Germany.* Berlin, 2004.

Federal Ministry for Family Affairs, Senior Citizens, Women and Youth. *Evaluation of intervention projects against domestic violence in Germany. Working together to combat domestic violence.* Berlin: 2004.

Overview survey on Domestic Violence in Germany:

Federal Ministry for Family Affairs, Senior Citizens, Women and Youth. *Situation, Security and Health of Women in Germany. Representative Survey on Violence Against Women in Germany.* Berlin: 2004.

On men:

Federal Ministry of Family Affairs, Senior Citizens, Women and Youth. *Violence Against Men Men`s experiences of interpersonal violence in Germany- Result of the Pilot Study.* Berlin: 2004.

Finland

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1 Introduction

This report is part of the EU-funded project “Honour Related Violence in Europe” led by the Swedish organisation *Kvinnoforum*. The project received funding from the European Commission for the year 2003 and 2004. The Finnish partner of the project was the *Mannerheim’s League for Child Welfare* (Uudenmaan piiri). The project co-ordinator on the Finnish part was Sirkku Pekkarinen-Keto. Anna Mikkonen made the interviews and wrote the Finnish part of the report during the summer of 2004. Other partners of the project were TransAct (Holland), Papatya (Germany), Metropolitan Police Service (UK), the Mediterranean Institute of Gender Studies (Cyprus) and Bulgarian Gender Research Foundation.

The following chapter of the resource book is the result of the Finnish part of the project. The report includes full information from Sweden and other partner countries as well. The report will be available to download from Kvinnoforum’s website www.kvinnoforum.se by the end of 2004. The project report “Resource Book for Working Against Honour Related Violence” from last year is currently available in <http://www.kvinnoforum.se/english/publications.html>. If a continuation of funding for the project is received, the project will continue in the beginning of 2005 with focus on training.

As honour related violence (HRV) is a rather new and not so well known phenomenon in Finland most respondents were pleased that the subject has been brought up in Finland by this project. They stated that more research and discussion is needed. They agreed that an open discussion is needed to make the phenomenon better known. Some of the interviewees also stated that it is easier for other organisations than immigrants’ own organisations to talk about honour related violence. On the other hand it was also stressed that immigrant organisations are definitely necessary in the action to stop HRV.

1.1 Definition

There is no established term for *honour related violence* (*kunniaväkivalta*) in Finnish. Therefore longer versions of the term were used in the project (e.g. *kunniakysymyksiin liittyvä väkivalta*, *kunnian nimissä tehty väkivalta*). There is a term for *honour killing* exists (*kunniamurha*), but it is not appropriate in most cases because there are no known cases of honour killings in Finland and the term has such a different meaning. The terms *collectively based violence* and *socially sanctioned violence* describe well the collective nature of HRV and HRV as a sanction but they cannot be easily expressed in Finnish. Another commonly used alternative term is *shameful femicide* (can be translated as *häpeällinen naisenmurha* in Finnish). A *customary/ conventional or traditional killing* has also been proposed to make clear that HRV is a bad habit and not honourable (*tapamurha* in Finnish, see e.g. Härkönen 2004, 86–102). Some women studies researchers have proposed terms such as a murder to control woman’s sexuality or gender (in Finnish *sukupuolisuuden / seksuaalisuuden hallintamurha, vaimon kontrollimurha*).

The participants of the co-operation meeting organised by the project expressed that the definition of HRV is very important in order to understand and to be able to notice it. Differences between domestic violence and HRV were discussed. The honour of the family is often dependent on women’s sexuality especially in so-called strongly patriarchal families. Whereas domestic violence is often kept hidden and seen as shameful, honour-related violence is traditionally committed in public in order to regain the family honour (this is however changing in order to avoid punishments). Domestic violence continues in many cases for months and years whereas HRV may occur all of a sudden when something that is experienced as shameful happens or becomes known to others. So-called *passion crimes* (*intohimorikos*) are different from those with an honour motive as jealousy and personal reasons usually motivate them.

1.2 Policies/guidelines

Amnesty International reports that violence against women is the largest human rights catastrophe in the world. AI demands in its campaign on violence against women⁴⁹ the following actions: Religious, social and cultural attitudes and stereotypes that weaken women’s humanity has to be

⁴⁹ Amnesty International Finland focuses its campaign against violence against women (Joku raja!) on “majority men” meaning Finnish men.

overruled and disproved. Further on Amnesty demands that on national level all the laws that allow rapists and murderers of women to go unpunished should be reviewed. On regional level Amnesty recommends that religious communities and traditional and unofficial leaders to condemn all action that tolerates or facilitates violence against women. (Amnesty International 2004.)

According to Amnesty International Finland, Finnish authorities have not managed to provide sufficient support services to stop domestic violence and to help families that struggle with violence. There are proportionally more women in Finland who die because they are subjected to violence from their spouse than in any other EU country. Amnesty Finland states that the support to victims is almost solely provided by NGOs. Amnesty therefore demands that the Finnish Government should urgently establish a countrywide public service network that provides sufficient information and help to victims and perpetrators. The Government ought to direct sufficient funding for this. (Amnesty International Finland 5.3.2004.)

So far, Finland has no guidelines in social work on how to deal with honour related violence. There are no specific guidelines or policies on HRV either. The Ministry of Social and Health Affairs has however prepared a national programme on prevention of violence against women and violence in families on a more general level⁵⁰. The aim of the programme is to prevent violence and increase safety by different kinds of measures. The starting point is that the State and municipalities take the main responsibility of service provision. The programme enforces ways that allow the society to intervene in domestic violence. Support to children and young people facing violence will be improved and professional knowledge and public awareness increased. (For further information, see www.stm.fi).

The government has started to allocate more resources for prevention of violence against women and the topic has been discussed more than before. Recommendations on how to take into account immigrant women who experience violence have also been proposed to municipal integration programmes (Qvist 2002).

A multicultural women's organisation (Monika Women) is currently producing a practical guidebook for authorities on how to work with immigrant women on issues related to violence. It includes information on recognising immigrant women who suffer from violence, supporting them and prevention of violence. The book also discusses how to recognise, deal with and prevent other forms of violence, such as female genital mutilation; honour related violence and forced marriages.⁵¹

The UN Committee on the Rights of the Child recommended establishment of the post of an ombudsman for children⁵². The Government has included establishment of the post in its budget. The most important duty of the ombudsman would be to strengthen the position of children in society. The future will show how the ombudsman will take multicultural issues and situation of immigrant children into account.

1.3 Methodology

Several authorities, NGOs, immigrants' foundations and individuals have first been contacted by phone and e-mail to find out the names of persons who know about violence against immigrant women, especially honour related violence (HRV). Information about the project was also sent out in two national e-mailing lists (one is for ethnicity and migration researchers (ETMU) and one is run by the Finnish League for Human Rights and is working against racism (Rasmus)).

In 2003 altogether 14 people and nine in 2004 were interviewed face to face for the project. In addition 12 people in 2002 and seven in 2004 were interviewed by phone or the issue was discussed more generally on the phone. For anonymity reasons the names of the interviewees are not mentioned in the text but the list of participating organisations is attached in the end of the report. Single HRV cases that interviewees told about were included in the report in 2003⁵³ (see above for details) but not in this one.

⁵⁰ Lahisuhde- ja perheväkivallan ehkäiseminen 2004-2007, STM:n esitteitä 2004:9.

⁵¹ The book will be available in the end of 2004. For more information, see www.monikanaiset.fi

⁵² Working Group Memorandums of the Ministry of Social Affairs and Health.

⁵³ Single cases were reported in 2003 because it is felt that they are essential for illustrating concrete examples.

Interviewing immigrant women and men who have personal experiences or who can tell about the situation in their community was accomplished in the second phase of the project in 2004. The interviewees who are immigrants or have an immigrant background were interviewed because of their work experience and general knowledge about the situation in their ethnic community and not about their personal experiences.

The actual interview questionnaire was not used in many cases because the interviewees felt that the questionnaire was too detailed for their knowledge of the occurrence of HRV and related supportive and preventive measurements in Finland. Most people preferred to meet face to face rather than being interviewed by phone. This way some of the interviews became deeper, but were also more time-consuming.

The emphasis of the project was in a metropolitan area (Helsinki, Vantaa and Espoo), but also a southern city, Turku, was visited in 2003 and some of the phone interviewees were in Turku. In addition, some of the respondents had previous experiences of other parts of Finland.

It appeared that honour related violence is a rather new and undiscovered topic in Finland. Many people could tell about violence against immigrant women, but they did not know about honour related violence. Ethnic minority community members may face a risk of talking openly, which makes it even harder to find information about HRV.

Many interviewees were concerned about cultural explanations of violence and the portraying of some immigrant groups in a negative light. They stressed that violence does not belong to any culture and its occurrence does not depend on a culture. Consequently they were careful with their comments.

2 Occurrence of honour related violence in Finland⁵⁴

2.1 General overview

Low numbers of immigrants partly explains why the phenomenon of honour related violence is not common or well known in Finland. Relatively small and newly established ethnic communities may also cause a lack of friends and relatives to whom immigrant women could turn to when they are in trouble. There has hardly been any public discussion about violence against immigrant women or honour-related violence, except after the “Fadime case” in the beginning of 2002 in Sweden.

As far as it is known, there have been no honour killings in Finland and none of the interviewees reported any cases. The police do not know about any honour killings in Finland. However, most interviewees agreed that honour related violence in Finland is a problem among some of the refugee groups. It was noted already in 1997 that violence against second generation immigrant girls was increasing in Finland (Maahanmuuttajanaiset Suomessa 1997).

A general estimation of numbers of honour related violence in Finland is not drawn up in this report. There is no statistical information on honour related violence available in Finland. Consequently most interviewees found it very difficult to try to estimate the numbers of cases of honour related violence. The interviewees were afraid to either underestimate or exaggerate the occurrence of honour related violence. The interviewees therefore reported single cases they knew about. Many of the interviewees see the problem somehow differently and their interpretations of the dimension of the problem varied greatly.

⁵⁴ For more detailed information on occurrence of HRV in Finland, please see the HRV Resourcebook from 2003 at www.kvinnoforum.se or contact Anna Mikkonen at mikkonenanna@hotmail.com for a more detailed version of this report.

There are several causes that may make HRV invisible. Some social and health personnel perceive honour related violence as domestic violence in families, which makes the phenomenon invisible. There are also some professionals working with women and violence issues who think that HRV should not be brought up as a specific issue and that immigrant women do not need special services on this or other matters. Some of the interviewees think that the problem of honour related violence is hidden in Finland because ethnic communities do not talk about it. According to them, many immigrants' family problems are dealt with within the families and consequently social and health personnel do not see it. Some sexual therapists stated that HRV is as hidden as homosexuality in immigrant families and perceived as a taboo.

Some respondents state that the problem of honour violence has been exaggerated in Finland because of HRV cases in Sweden. On the other hand, some of the interviewees felt that they have seen extreme cases, which are only the tip of the iceberg. However, most interviewees agreed that a Fadime case is possible in Finland. After Fadime's death some Kurds wrote to the Ministry of Labour to warn that a similar case could take place in Finland. One respondent from a Kurdish organisation reckons that the Fadime case has made immigrant men in Finland afraid of severe punishments and this prevents efficiently possible HRV.

The police department of the Ministry of Interior conducted a research of crimes that occurred in 2002 (Sisäasiainministeriön poliisiosasto 2003). According to the research, there were five HRV cases in Finland in 2002. The number can be seen as high because it includes only cases that came to the knowledge of the police and because HRV is typically a hidden kind of crime.

Members of Kurdish communities and one Kurdish organisation stated that HRV is a daily problem in many families, especially between fathers and daughters. One Kurd estimated that more than half of the parents do not want to see their children dating Finnish boys and girls. One interviewee suspected that there could have been a couple of honour killings in Finland, but that they would have passed unnoticed from the authorities.

Some of the interviewees speculated that it could not be possible that the problem of honour related violence does not exist in Finland if, at the same time, it is a clear problem in Sweden. Ethnic communities in Finland are so small and scattered around the country that there is not the same kind of pressure to keep up honour norms as in larger and denser communities in Sweden. Honour is usually not defended in order to regain respect in the eyes of the majority but of their own community members. According to Ville Komsí⁵⁵, who is a politician active in Kurdish issues, the problem of honour related violence has not gone as far as in Sweden, but the situation could "explode" in Finland as well. Komsí says that there are very difficult familial situations in Finland, too.

2.2 Hard control in every day life

Several respondents stated that everyday control is the most common way of honour related violence in Finland. Controlling children and young people is usually related to threats, e.g. by threatening to send the child back to the home country. Several interviewees stated that many immigrant girls are threatened and controlled by their families and male relatives because girls want to study or work or because of their "improper" dating or plans of marriage. There can be a tight control of what girls do, where and with whom.

According to the interviewees, the situation of young girls between 14 and 20 years is especially difficult. In many cases men of their ethnic community control them, prohibit leisure time activities and tell them off if they go out to a disco, etc. Interviewees also accounted for hard control of virginity in many families. The interviewees told that rumours of immigrant girls would easily spread around among ethnic community members. Rumours can be made up, but have serious consequences. Girls are easily called "whores" in order to keep them under control and to protect the family honour. Girls find it very distressful to live in continuous lies if they feel that they cannot tell their parents many important things of their lives. Girls are in many cases forced to lie and to live double-lives.

⁵⁵ Ville Komsí is a former member of the Finnish parliament. He is also known for being active in Kurd issues and for knowing Kurd communities in Finland. He was interviewed by Helsingin Sanomat in 5.5.2003. He also participated in the co-operation meeting organised by the project.

Some respondents reported that young girls and women are not as afraid of their parents, especially fathers, as their mothers and other older women have been. They do not obey and allow e.g. forced marriages easily. This can be seen as a positive change, but it may also cause serious familial crises. One member of an ethnic community reported that there were at least a couple of Kurdish girls in 2003 in Finland who had gone hiding underground for some time due to this. Community members also get calls from girls and women who need help.

2.3 Forced marriage

HRV may occur if girls and young women (sometimes also men) do not marry a person that their parents have chosen or if they choose a partner by themselves. HRV does not constitute a danger in most families but the marriage of children is the most important thing for many immigrant parents and it may cause HRV. In some communities, such as for example Kurdish communities, it is common that parents wish that their children married another Kurd.

Many interviewees saw all sorts of arranged marriages as a common phenomenon in Finland. They told stories about girls and young women who are afraid and who do not want to marry a person from their home country or a person their parents have found in Finland. Forced marriages are difficult for girls if they do not know their future spouse or if a man is much older than the girl. In many cases girls and young women do not have many other choices than marrying; unless they want to live on their own and if they do not mind becoming marginalised in the eyes of their community. Most girls choose living with their family and relatives. Personnel working with girls and young women try to postpone marriages that are against the girls' will.

2.4 Ages and countries of origin

The ages of victims of honour related violence vary a lot according to the interviewees. There is a clear difference in the situation of older women than from that of younger women who suffer from HRV. Teenage girls and young women had problems with becoming too "Western" according to their family's norms, dating Finnish boys and being forced to marry a fellow countryman. Older women had different problems, e.g. not being able to move freely, lacking a social network, not having control of the family's money, not speaking the language nor having chances of integration, education and employment.

Most interviewees mentioned Kurds and other groups from Iran and Iraq as the main ethnic groups among which honour related violence occurred in Finland. People from Iran and Iraq usually come to Finland as asylum seekers. In addition, Turkey, Jordan, Pakistan, India, Vietnam, Morocco and the Near East, Far East and Mediterranean countries were mentioned. Refugees and immigrants from the former Yugoslavia, Albania, Kosovo and Northern African countries were also indicated. Other African and Asian countries were mentioned, too. Some respondents expressed that Arab girls do not have to be afraid of their lives like some Kurdish girls do but that the control is very tight for them, too.

2.5 Boys/men suffering from honour related violence

Most of the interviewees did not know much about honour related violence against men or boys. However, some interviewees stated that boys are just as well as girls often forced into marriage. Nevertheless, they may have more freedom of choice than girls and women. The interviewees estimated that there could be a lot of hidden problems among brothers and male cousins who can be forced to use honour related violence by their parents or others. According to the organisation for Sexual Equality in Finland (SETA) the situation of homosexuals is extremely difficult and people do not usually tell even family members or close friends about it.

3 Support

3.1 General overview

There are no special support services for women who suffer from honour related violence in Finland but they can naturally turn to the general services for women exposed to e.g. domestic violence or for those with other social problems.

In general, it seems to be easier for immigrant girls and women who have suffered from violence to come to centres and meeting points for immigrants rather than turn to shelters and services for women who suffer from violence. Immigrant women are usually not aware of such special social and health services, but many of them know about services for immigrants and they may talk to personnel of projects for immigrants.

The interviewees pointed out that people have very different understandings of 'violence'. Or rather that the acceptance of violence varies. Violence can sometimes be accepted if there is an opinion that the act of violence has a legitimate base. This could lead to the perception that hitting, pushing, or threatening is not considered against the law. The interviewees reported cases of husbands who had stopped being violent after they were told that violence is forbidden and a crime in Finland. However, the psychological violence often remains. The solution is often much more complex than just providing information about the illegality of violence, but in some cases it has been helpful.

3.2 Women's shelters

According to the capacity recommendations of the European Union on women's shelters there ought to be 1 place /10 000 residents in shelters. Accordingly there should be a capacity of 500 shelter places in Finland instead of current 100. The women's shelters lack the capacity to allow women to stay as long as would be needed in many cases. (Amnesty International Finland, Akkaposti 1/2004.)

In recent years, the amount of clients with an immigrant background and clients of multicultural marriages and families has increased in shelters. In 2001, about 20 % of women and their children were immigrants in shelters in Southern Finland. Immigrant women are disproportionately represented in most women's shelters⁵⁶.

The first and only research about immigrant women in women's shelters in Finland was done in 1999 (Haarakangas, Ollus, Toikka 2000). According to the research, approximately 14 % of the clients were immigrants in all shelters in 1998. In the metropolitan area the percentage of immigrants to native Finns was about 20 %. Women came from over 30 different countries. According to the personnel of the shelters, immigrant women come to the shelters mainly for the same reasons as Finnish women. Shelters usually provide information about laws, women's rights, social and health services and economical independence. Unfortunately there is a lack of sheltered housing in the metropolitan areas. (Ollus & Haarakangas 2002).

Shelters can help those who have turned 18 years, but the situation of minors is more difficult. Many teenage girls are dependent on child welfare services. Personnel of the shelters usually contact child welfare authorities if they know about underage children who are at home with a violent parent.

Some of the interviewees with an immigrant background told that some members of their communities do not accept women going to women's shelter or to a youth shelter. According to the Girls' house in Helsinki, girls do not want to go to the shelters and prefer staying with their friends. Their families reprimand them if they go to a shelter and talk to outsiders.

⁵⁶ The proportion of people with an immigrant background is about two percent out of the total population in Finland and about 2-10% in metropolitan areas depending on the district.

3.3 Sheltered housing⁵⁷

There is one sheltered housing in Finland, but many interviewees discussed establishing another one since the existing one mainly has women from Eastern neighbouring countries and it does not deal with the HRV issue at all. Respondents brought up many positive and negative aspects related to the possibility of establishing a new sheltered housing. Co-operation of several different instances such as ministries, the police and the State are needed in planning a new centre.

Sheltered housing is needed to protect the girls and women in the most serious cases. Some of their clients' lives are in danger. Some interviewees stated that it is better for the integration of immigrant women to stay in an ordinary shelter with other women. Some of the interviewees saw sheltered housing as a threat to family members, which can make things worse and raise opposition especially in male relatives. They also listed several practical problems, such as how to keep the location confidential, high costs, where to place the centre and how to take people there. In general, it has to be figured out how and where women should live after being in a shelter, whether it is an ordinary shelter or a sheltered housing. Changing one's identity is an extreme solution and a tough process that is seldom used.

4 Prevention

4.1 General overview

There are no specific measures in Finland aiming to prevent HRV. However, there are numerous measures, services and projects that are indirectly linked to prevention of HRV. These are e.g. programmes to promote integration, employment and facilitate studies, learning the Finnish language and adjustment to the everyday life. There are groups and activities for different immigrant groups (depending on nationality, age, life situation, needs, and hobbies). Immigrant parents are given counselling help to make it easier to raise children between two cultures. Schools have preparatory classes for newly arrived immigrant children where they learn the language and Finnish society until they are ready to join an ordinary class.

The law on Reception of Refugees and Integration of Immigrants was enacted in 1999 in Finland⁵⁸. Preventing and recognising violence and helping victims of violence promotes integration in the meaning of the law. The social authorities have proposed that there should be information about violence in municipal immigration programmes and in personal integration plans made to immigrants.

According to the interviewees, producing and spreading information among immigrant communities is one of the most important ways of preventive work. According to Nurmi (2002, 44), people who do not have knowledge about the Finnish society and principles of equality do not often know that violent behaviour is prohibited. Violence can be understood only as extreme acts, such as murder or a serious abuse. It is, therefore, important to provide immigrants with information about Finnish laws upon arrival.

Another important way of preventing honour related violence is to train people working with immigrant women about honour related violence and related issues, such as how to recognise it and what to do. Most immigrants and refugees live in a metropolitan area and in bigger cities in southern Finland. There is more knowledge of immigrant questions in these cities but information and training of personnel working with immigrants is needed all over the country where asylum seekers are placed according to a dispersal policy.

There are projects and organisations that help violent men in Finland. For example, "Jussi"-project offers counselling and discussion groups help for violent men. According to one of their personnel they have some immigrant men as clients but they have not had HRV cases. They have noticed

⁵⁷ Sheltered housing meaning a women's shelter that has contact information which is not known to the public. Women who stay at these shelters do so without their families knowing their whereabouts.

⁵⁸ Laki maahanmuuttajien kotouttamisesta ja turvapaikanhakijoiden vastaanotosta. (The Act on integration of immigrants and reception of refugees). Säädöskokoelma nro 439/1999. To be found at www.finlex.fi

that the same methods do not function as well with immigrant men as with Finnish men. It is voluntary for men to come to counselling.

5 Co-operation

5.1 General overview

Most of the interviewees and their organisations working with refugees and other immigrants have a lot of co-operation with authorities and other organisations concerning reception, integration, schooling, employment and so on. There is also co-operation between authorities, women's shelters and other actors that are relevant in questions of violence and multicultural questions. However, there has not been co-operation regarding HRV specifically.

The co-operative network meeting organised by the Mannerheim League for Child Welfare was the first one ever on HRV in Finland. A considerable number of participants from municipal social services for immigrants, schools, police, child and women's organisations, Finnish Red Cross and Kurdish organisations attended and discussed intensively.

The regional Employment and Economic development centres (TE-keskus) and municipal integration services could be responsible for providing co-operation on HRV. In the southern district of Finland⁵⁹ there is a group that meets on a regular basis to discuss issues concerning violence where HRV could also be included. The reception centres of asylum seekers and authorities are in a key position to organise co-operation in their region and with municipalities that receive asylum seekers after they are granted a residence permit. This kind of co-operation should be established and co-ordinated by the Ministry of Labour and the Ministry for Social and Health Affairs.

6 Schools

6.1 General overview

Pupils with an immigrant background attend a preparatory class at school after their arrival in Finland. After learning enough Finnish they can attend ordinary classes. Language and religious studies and after school support is usually also provided. Some schools have assistants with an immigrant background to teach in the mother tongue during or after a class.

Several interviewees stated that school personnel (counsellors, psychologists, nurses, teachers) do not know much about honour related violence. Sometimes school personnel turn a blind eye to the problem or they might be afraid of interfering or they might not know what to do if they recognise honour-related violence. In some cases the personnel do not have enough time to solve complicated problems.

It was stated that more co-operations between schools and families is needed. Schools should more often invite immigrant families to visit, to see the school environment. There are parents' evenings, but often immigrant parents do not attend. Teachers could also talk with parents about the importance of having hobbies and leisure time activities. School counsellors are in a key position to organise a meeting if they hear about or notice HRV or other problems. They can arrange a meeting between a teacher, parents, psychologist, youth centre, etc. There should be more education and discussion on gender issues, taboos and different groups and minorities at schools.

One school counsellor who has specialised in multicultural issues and has an immigrant background stated that there have been no HRV cases in schools in Helsinki. Another counsellor confirms that HRV in its traditional meaning has not taken place, but claims that girls are kept well

⁵⁹ The State Provincial Office of Southern Finland (Etelä-Suomen lääninhallitus, ESLH).

protected. Many children of immigrant families spend a lot of time at school because it is an accepted place to spend leisure time.

A multicultural project to support immigrant families in the city of Vantaa has developed a model for an integration plan for children and young people⁶⁰. It also includes helping the children to preserve their own cultures. The idea is that schools and kindergartens can work out an integration plan together with relevant actors, such as school counsellor, parents, psychologist, and teachers. The plan provides information for both teachers and parents and it includes networks of each child. The provision of integration plans has already been taken into practice in Vantaa for all pupils in preparatory classes. It is evident that at first it causes extra work at schools but it has proven to be beneficial in the long run. In a case of HRV, it is a lot easier to deal with the issue as backgrounds and information on networks can be found in the plan.

The same project also provided a booklet on Finnish schools and school system for parents with an immigrant background. Schools deliver these booklets for parents.

6.2 Discussion

The school personnel need information, training and guidelines on how to work with the HRV issue and how to prevent it.

7 Social services

7.1 General overview

Refugees and immigrants are usually entitled to integration services for three years after their arrival to Finland. During these first three years it is easier to notice possible problems related to violence but afterwards when immigrants transfer to municipal social and health services there might be less scrutiny and specialisation.

The respondents stated that authorities should not ignore HRV. Honour related violence should not be a taboo neither among authorities nor among social and health workers or immigrants. Some of the interviewees stated that authorities should believe that the problem exists also in Finland. Social workers and other personnel (nurses, psychologists, health nurses, school counsellors and teachers) should be aware of the phenomenon and take possible cases seriously.

Whenever there is a possible HRV problem, the authorities and social workers should act straight away. The best thing is to visit the family but often first when the husband is not there. In many cases men do not want to admit or talk about these issues and women are too afraid to talk. In these cases authorities may find out too late. The interviewees saw it as a common problem that still these days in many immigrant families only the man continues to meet social workers.

A major problem among many Kurdish and other immigrant women is that they are afraid of talking about family problems with authorities because it may not be safe for them at home if it turns out that they talk to outsiders. Many interviewees told that it is very difficult for immigrant women to come to meet e.g. a social worker because their husbands do not like it or they do not allow it. It is difficult to help families if men deny problems and their wives and children do not talk if a husband/ father is present. Families may feel that they cannot talk to authorities, relatives or friends about private and family matters because of the honour of a family.

Many social and youth workers stated that women and girls do not talk before confidential relations are established and this can take a long time, at least several appointments. Some interviewees proposed that authorities could organise immigrant groups where an atmosphere would be confidential enough for women to talk. Social authorities usually meet families, but for health care personnel it is easier to have appointments with only women. It is a good practice to

⁶⁰ Lapsen ja nuoren kotoutumissuunnitelma ja kulttuurinen tukeminen. Kotiinpäin-projekti, Vantaan kaupunki.

ask girls and young women about dating, boy friends etc. if they come to an appointment on their own.

It is important that honour crimes are reported to the police. It is possible that reporting to the police may cause further and more serious problems for women but it is however a main path to reduce honour crimes. Girls and women need all the possible support from social workers, the police and authorities to be able and willing to report. Several interviewees expressed that their female clients who suffer from violence often do not let the social worker or other personnel contact the husband or other relatives. All the information about their clients is kept confidential and, in many cases they cannot contact the police if a client does not give permission to it.

It is difficult for girls and young women to think about themselves and what is best for them because they think about the entire family and ethnic community. Some interviewees pointed out that it should be possible to help families as a whole. Otherwise girls and women may sacrifice too much since they do not really have a choice other than losing their community.

In many cases immigrant parents are not familiar with youth work and youth centres and they are unwilling to let their daughters participate in youth activities. It is important to increase familiarity of youth work in immigrant families.

There are differences between municipalities in relation to immigration and violence issues. Some cities and municipalities are more advanced than some others are. The Ministry for Social and Health Affairs is funding local projects to improve work with immigrant women who suffer from violence for example in the city of Porvoo where approximately 80 % of the clients in the shelter have an immigrant background.

7.2 The reception centres of asylum seekers

Some of the interviewees pointed out that there are a lot of problems of violence at the reception centres for asylum seekers. One interviewee told that during ten years there were constantly a couple of cases of honour related violence in one of the Finnish reception centres. The situation of asylum seekers who are waiting for an asylum decision at the reception centres is extremely difficult because waiting can last years and they are far from their family and relatives. Some asylum seekers have temporary relationships during the asylum procedure. During the procedure asylum seekers do not yet know whether they are allowed to stay in Finland or not. This complicates their situation regarding honour and reputation for they cannot start fully living according to the Finnish norms in case they are returned to their home country or a third country where they could be judged further.

7.3 Discussion

Possible HRV cases should be notified by social services as soon as possible and action should be taken accordingly. Confidential relationships with clients are essential, as many women with an immigrant background are afraid of talking to outsiders and fear that their husbands/ fathers would find out. In some municipalities there is more knowledge on refugee and immigration issues than in others but generally HRV is not well known and personnel of social services needs training on it.

8 Police

8.1 General overview

Amnesty International estimates that most of the violence against women does not come to the knowledge of the police (Amnesty International 2004).

At the moment the police keeps accurate national statistics of crime reports in different crime categories. It is possible to pick up e.g. abuse cases of immigrant women. To know more about details such as honour related violence you have to look at individual case papers. This would be

very time-consuming and it is possible that not much information would be found. It would be useful in the future if the police reported HRV cases as a specific crime category that could be entered into their database.

Often the police do not hear about HRV cases unless they become really serious. The police encourage social and health personnel to report violence to the police even in spite of the confidentiality rules. Often the police do not have means of solving HRV cases if it is not officially reported and if the police e.g. cannot interview a large number of relatives. The police expressed that they wish to get all existing information from social authorities on violence against immigrant women. In some cases police has not been fully informed and later police had been accused of not taking HRV cases seriously enough.

Some of the interviewees had noticed an improvement in the police force regarding violence in immigrant families. According to them, the police nowadays react faster and more efficiently when help is called for from immigrant families. Earlier it used to take longer to get a police to come and sometimes they would not come at all. Still it may take too long in some cases. The police should be extra careful when dealing with HRV issues. If the police comes, but leaves quickly it may only create more problems as other family members find out that a women has talked to the police.

One police officer from the Police College participated in the international HRV conference organised by Europol in June 2004. The plan is to continue this work on an international and national level.

8.2 Discussion

The police take the issue of HRV and possible cases very seriously. However, the police force needs training on the issue and education on HRV should be part of the training of new police officers. It is important also from the police's side to encourage and support girls and women to report honour crimes.

9 The legal system

9.1 General overview

The Parliamentary Assembly of the Council of Europe⁶¹ has called the member states of the Council to amend the national asylum and immigration law, to ensure that immigration policy acknowledges that a woman has the right to a residence permit, or even to asylum, in order to escape from "crimes of honour". The Council also calls the member states to relieve women of the threat of deportation if there is, or has been, any actual threat of a "crime of honour".

According to the interviewees, a general problem in work against honour related violence is the contradiction of the Finnish law and old traditions of many countries. The interviewees stressed that the importance of membership in an ethnic community in many other countries has to be kept in mind when trying to find a solution for honour related violence. Becoming ostracised from one's community can be really difficult for immigrant women especially when living in a foreign country. It is also difficult for professionals to help immigrant women until they decide what kind of help they can or are willing to accept.

It is hard to estimate the proportion of victims who contact the police or a lawyer out of all victims of HRV. Most immigrant women who come to a lawyer have first been at a women's shelter. One lawyer, who has specialised in immigrants and refugees, states that cases of honour related violence are rather clear in the court. Men who perpetrate HRV do not usually try to deny or hide what they have done because they see the violence as justified. On the other hand, there are also immigrant men who are careful with what they say. Sometimes women can be behind the crime

⁶¹ Committee on Equal Opportunities for Women and Men.

and they may have “ordered” men to be violent to punish somebody in order to regain honour that is perceived to be lost.

One immigrant organisation has demanded the Minister of Labour (who is e.d. responsible for reception and integration of immigrants) to ensure punishments on forced marriage, force to use a veil and on honour related issues. According to the Ministry of Labour, the Finnish laws are adequate and strong enough as they are, but courts and judges should be better aware of HRV and other matters. The Penal Code of Finland (39/1889) prohibits forcing and obliging. On the other hand there is freedom of religion. Parents decide upon education and religion of small children, but older children have a certain autonomy.

It is a problem for a lawyer when underage children contact them because a lawyer cannot take a case of a minor without a permission of a parent or a guardian. Sometimes lawyers contact child welfare organisations.

9.2 Restraining order

The Act on Restraining Order was enforced in 1999 in Finland⁶². The purpose of the Act is to prevent crimes and to improve possibilities to interfere with severe harassment. A restraining order means that in order to protect the life, health, freedom or peace of a person, another person may be ordered not to contact him/her.

In serious situations immigrant women have applied for restraining orders with the help of social worker or other personnel. With a restraining order future violence and attacks can be prevented or made more difficult. It gives women a right to call the police and police will come immediately. It is also easier to punish men who break the restraining order. One interviewee told that the local police are not well aware of the possibility of issuing restraining orders and that support persons of immigrants or other personnel of immigration services have to demand it because the police does not propose it.

10 Honour related violence and asylum seekers

It is difficult to apply for asylum on the grounds of gender specific persecution because gender has not been listed in refugee conventions as a base for persecution. From the legal asylum perspective domestic violence and honour related violence are problematic because the agent is a private person or persons. A lawyer, Sari Sirva, argues that the issue of a private agent of persecution and violation of rights traditionally considered to belong to the private sphere needs to be elaborated. We can then elaborate the concept of what can be considered a human right’s violation serious enough to amount to persecution and violation of rights and to receive an asylum or a residence permit. (The Refugee Advice Centre, senior lawyer Sari Sirva 7.6.2003.) The Government Bill of the reformed Aliens’ Act mentions women as an example of a particular societal group⁶³ in the meaning of the Geneva refugee convention, but it is to be seen in the future how it may affect decision making.

Police officers who are responsible for their part of asylum interviewing receive only a little training on gender sensitivity. As opposed to the police’s training, the Directorate of Immigration⁶⁴ trains its staff on gender-specific issues and sensitivity training on confronting traumatised asylum seekers. The interview protocol includes a specific question on trauma caused by past torture or experiences of maltreatment

⁶² Laki lähestymiskiellosta 4.12.1998. Säädöskokoelma nro 898/1998. (The Act on Restraining Order). To be found at www.finlex.fi

⁶³ “Persecution subjected to women on grounds of their gender can also be interpreted in context of a particular social group meant in Subsection 1 as a separate element of asylum. Women can in some cases be persecuted also for reasons which cannot be considered to be based on race, religion, nationality or political opinion. In these cases the ground for persecution can be considered membership of a particular social group. Also sexual orientation can be mentioned as an example of membership of a particular social group as a ground for persecution.” (Government Bill 28:2003, p.175.)

⁶⁴ The Directorate of Immigration is responsible together with the police for asylum interviews and asylum decisions in Finland.

There are some women in Finland that have applied for asylum because of domestic violence in their home countries. For these women their husband or other male relatives are the worst threat to their lives. HRV may be taken into account in the overall decision-making but it is not usually specifically written out in a decision. According to some interviewees, this shows that authorities do not take private violence seriously enough. They see that this practice is discriminating to women because political violence is seen as a base for asylum but domestic and private violence is not.

There are no specific regulations or provisions in the law on sexual violence. According to the Refugee Advice Centre, the Directorate of Immigration, the Helsinki Administrative Court and the Supreme Administrative Court have made several decisions in which sexual violence of both males and females has been one element in the background of persecution. However, there are no cases where asylum would have been granted solely on basis of sexual violence.⁶⁵

In many countries sexual violence destroys the honour of a woman and her family. In extreme cases an honour killing can be committed to get rid of the “shame”. There are very seldom cases in Finland where asylum applicants base their application on sexual violence. According to Härkönen (2004) asylum seekers do not mention experiences of sexual violence for two reasons: in many countries sexual violence is not regarded as a criteria for asylum. Another, and possibly more important reason is what Härkönen calls “a burden of shame”. It is difficult to talk about sexual violence and many victims are able to talk only after several years.

Lawyers of the Refugee Advice Centre have had some asylum cases where HRV has been involved. They have for example had female clients who would be in a danger of an honour killing or public killing if they were returned to their home countries. In some cases lawyers have written additional information to asylum applications to attach statements of UNHCR, explain the situation in a respective country, e.g. commonness of HRV in Pakistan, impossibility of getting a divorce. One woman had “disgraced” the honour of her (violent) husband by finding a new man and leaving him. She was afraid of a revenge of her husband or extreme Islamists.

The interviewees suggested that the foreign law should have violence and sexual violence as a base to deny a visa or a residence permit to protect people who are in Finland. It was also proposed that it should be regularised by law in Finland that a person who has committed domestic violence would be taken away from home for a certain time period (see Ruusuvoori 2002, 14). Respondents also proposed that a Finnish nationality or a permanent residence permit should never be given to a person who has behaved violently.

10.1 Discussion

It is estimated that the proportion of women who suffer from HRV and who contact a lawyer or the police is very small. In court HRV cases are usually rather clear but with asylum claims it is more complicated. Finland has had only a couple of asylum cases where HRV was involved.

11 Research

11.1 General overview

There is a clear lack of research on honour related violence in Finland. There are very few research reports, articles and information available about immigrant women and their experiences of violence in Finland in general.

The Statistics Finland (Tilastokeskus) carried out a survey on the living conditions of Vietnamese, Somalis, Russians and Estonians in Finland (Pohjanpää, Paananen & Nieminen 2003). In the survey immigrant groups were asked questions, e.g. on experiences of violence. The results of the Immigrants’ Living Conditions Survey indicate that it is common to all four groups that

⁶⁵ UNHCR’s Comparative Analysis of Gender-Related Persecution/Questionnaire/Finland. Senior lawyer Sari Sirva, Refugee Advice Centre, 23rd January 2004.

approximately 70 % of the violence experienced by immigrants did not come to the knowledge of the police. A majority of the violence had taken place in Finland. (Pohjanpää, Paananen & Nieminen 2003, 67–71.) There were no questions on HRV or open questions in the survey. It is therefore difficult to interpret the experienced violence, its reasons and background.

In 1998-2002 the National Research and Development Centre for Welfare and Health (Stakes) had a project aiming to prevent prostitution and violence against women⁶⁶. The project had a multicultural department that collected information about violence against immigrant women and children. The project provided training, seminars and discussion about immigrant women's position and measures to reduce violence. The project also organised the first seminar about violence against immigrant women that took place on May 16th, 2001, in Finland. (Nurmi 2002.) The first large mapping of immigrant clients of all women's shelters (23 at the time) in Finland was done as part of that project (Haarakangas, Ollus & Toikka 2000).

The first comprehensive research about women's experiences of violence was done in Finland as late as in 1998 (Heiskanen & Piispa 1998). According to this research, about 40 % of women are victims of domestic violence annually in Finland. Unfortunately, immigrant women were not included in this study. There are a couple of researches published about violence and immigrant women but they include very little or nothing about honour related violence. (Haarakangas, Ollus & Toikka 2000, Nurmi & Helander 2002. For research results, see chapter on Women's shelters). Statistics about honour related violence from the police is not available either.⁶⁷

Katja Luopajarvi (2002, 2003) has conducted research on HRV from an international human rights perspective at the Human Rights Institute of Åbo Akademi. She highlights state responses to honour killings, honour killings on the international human rights agenda and strategies to address honour killings.

Researcher Suvi Keskinen is currently starting a postdoctoral research project about immigrant women, violence, and the Finnish welfare system at the University of Tampere.

Kaarina Kailo has done research in women studies at the University of Oulu. She has found references of culture of honour and shame from Finnish literature and history. In her research into honour notions in the Nordic countries Kailo has found out that the patriarchal cultures of both Finnish and immigrant men form a continuum with more affinities than is usually recognised. Kailo argues that HRV is geared to the maintenance of the status quo of dominant groups and to conceal mere power relations and self-interest under the mask of "family (male) honour". Seeing honour killings in Nordic countries as the clash of two cultures (the individual rights -based Western and the more collective Eastern cultures) can be reductive and misleading, for in both East and West men have more individual and collective rights than women. (Kailo 2003.)

A national women studies web portal in Finland is currently under construction (www.minna.fi). The web portal will serve universities, NGOs, authorities, media and the public in issues of equality. The portal will have links, articles, statistics and news on action against violence, the women's movement, human rights and development co-operation. The portal will also include a register of experts. Multiculturalism and religion were also proposed as topics and the project co-ordinator has been informed about the HRV project.

11.2 Discussion

Research on minority issues, refugee and immigrant women have been conducted in Finland but there has been hardly any research on HRV. Both qualitative and quantitative research is needed in Finland to find out about occurrence, experiences of girls and women and ways to prevent HRV and to support victims and their families. The issue is delicate and sensitive and therefore researchers have to deal with it extra carefully.

⁶⁶ The Programme for the Prevention of Prostitution and Violence against Women 1998–2002 (in Finnish: Naisiin kohdisutvan väkivallan ja prostituution ehkäisyhanke 1998–2002). For more information, see www.vakivalta.net.

⁶⁷ The police keep accurate national statistics of crime reports (rikosilmoitus) in different crime categories. It is possible to extract e.g. abuse cases of immigrant women. To know more about details such as honour related violence you have to look at individual case papers. This would be very time-consuming and it is possible that not much information would be found.

12 NGOs

12.1 General overview

Honour related violence is part of the work of many NGOs and organisations but there are no organisations working solely on the HRV issue in Finland (see the attached list of the contact information in the end of the chapter on Finland).

12.2 NGO's, immigrant organisations and others

More co-operation is needed between so called immigrant associations and Finnish associations. In work concerning honour related violence it is necessary to have both parts involved. Some respondents stated that in some cases it can be easier for Finnish people to talk about honour related violence because they are outsiders in a way and therefore do not feel threatened. On the other hand, to recognise problems, find target groups and to provide suitable training for Finnish people and people with immigrant backgrounds, people with a relevant ethnic background and with insight to their communities are greatly needed. Although it depends on the agenda of the immigrant association, sometimes they are the bearers of strong honour norms, where dialogue is needed in order to try to decrease the importance of this norm system.

12.3 Discussion

A specific civic society organisation as well as a governmental body should be established to work solely against HRV and to find supportive and preventive measures.

13 Good practice

As it was stated earlier in this report, honour related violence is part of the work of some NGOs and organisations that work with immigration issues, women and violence, but there are no organisations working solely on HRV in Finland. It is therefore difficult to find good practices that have already been tested.

However, recommendations and good practices are discussed in this chapter in terms of proposals for future work. First of all, there are recommendations proposed by the Parliamentary Assembly of the Council of Europe (13.1). After that there are recommendations of the respondents under different headings (13.2). The next chapter is about recommendations on women's shelters based on previous research (13.3). The last chapter (13.4) presents an example of a good practice in Finland. It highlights the work of the Girls' house in Helsinki that provides good conditions for addressing HRV.

13.1 Recommendations on preventive measures of HRV proposed by the Parliamentary Assembly of the Council of Europe⁶⁸ (2003)

These recommendations are addressed to all member states of the Council of Europe and they fit well into the current situation in Finland.

- Launch national awareness-raising campaigns involving the media, the educational system, religious institutions, etc,
- Provide special educational programmes regarding the human rights for women coming from communities where so-called "honour crimes" occur;
- Provide training to law enforcement officers, the judiciary and social workers to enable them to address complains of violence in the name of honour;
- Ensure that children, and boys in particular, are made aware of gender equality from an early age;

⁶⁸ Committee on Equal Opportunities for Women and Men 7th March 2003.

- Encourage the collection and dissemination of statistical information on occurrence of honour crimes.

Additionally the Parliamentary Assembly calls for protective measures

- Provide support to the actual victims of failed so-called “honour crimes” and potential victims, including personal protection, legal aid and psychological rehabilitation;
- Create conditions for people to report such crimes in a safe and confidential environment;
- Support financially and in other ways NGOs and women’s associations that combat these practices;
- Ensure a stronger female presence within the judicial bodies and the police.

13.2 Recommendations proposed by the respondents of the project

General recommendations

- There should be one organisation and one governmental body of which the main aim would be to fight against HRV.
- There should also be more co-operation between Finland and other countries regarding the issue.

Recommendations on co-operation with and within immigrant communities

- All action taken to prevent HRV should be taken in co-operation with immigrant communities. Authorities and NGOs should discuss the issue more with liberal forces in immigrant communities as they have experience and knowledge of preventing HRV.
- It is essential not to label or isolate immigrants or cause feelings of inferiority.
- Change is not possible without getting leaders of the concerned ethnic communities involved.
- Discussions between elderly immigrant women and men and younger generations would be helpful in order to define together which traditions should be kept up and which could be modified or changed.
- Hobbies and leisure time activities are important for young people. Parents may need information and education before they will let their daughter have hobbies, go out etc.
- Many immigrants have a feeling that people who are not religious do not have morals in the same sense that religious people do. It has been proposed that interaction between immigrants and “natives” should be increased in order to discuss these issues.

Guidelines

- Guidelines on how to prevent HRV and support possible victims of HRV should be produced in Finnish.
- A multicultural women’s organisation (Monika Women) is currently finalising a guidebook for authorities on how to work with immigrant women on issues related to violence. It includes information on recognising immigrant women who suffer from violence, supporting them and prevention of violence. The book also discusses how to recognise, deal with and prevent other forms of violence, such as female genital mutilation; honour related violence and forced marriages.⁶⁹

Recommendations on education

- HRV can be seen as an equality problem and not as an integration problem. To prevent HRV it should therefore be possible to find ways to change people’s ways of thinking by education and training.
- Language skills and education are necessary to improve the situation of immigrant women.

⁶⁹ The book will be available at the end of 2004. For more information, see www.monikanaiset.fi

- More seminars on violence, legal aspects and human rights should be organised for immigrants. Education and information for immigrants about functions of the society, laws and human rights are essential ways to reduce honour related and other violence against immigrant women.

Recommendations on training

- The interviewees agreed upon that there should be training for all people who work with immigrants (personnel at schools, staff from social services, health care, maternal care, police, etc). Training is needed on violence in general and specifically about honour related violence. All personnel working in the reception centres and authorities of these municipalities should be trained in cultural sensitivity gender issues and sexuality.
- This involves a great amount of people and so far there is no training material available on the subject.
- More people with immigrant background should be trained to become family workers and counsellors who help victims of violence.

Recommendations on social service provision

- Qualified interpreters and personnel with an immigrant background are helpful in building trust with clients. There has to be enough time for talking with clients in a setting and atmosphere that is as informal as possible. It is important to stress to clients that staff strictly upholds professional confidentiality. This way it is easier to prevent crises and the families know where to seek help. The interpreters needs to be a person without reference to the boy or girl, since it could put the girl/boy in danger if the confidentiality is broken and the information get to the perpetrators.
- There ought to be more work performed in pairs, where a native Finn and a person with an immigrant background work together. There is also a lack of male workers. Males and females working in pairs would also be a good practice.
- When asylum seekers and immigrants arrive in Finland the issue of integration and up bringing of children should be discussed with them. It would be important to make parents understand that their children will integrate into the Finnish culture. This could prevent many familial crises later.
- Many immigrants are on their own after three years of integration measures in the beginning. However, often crises may start later when immigrants do not have a support network anymore. If the only support persons available are relatives, it may increase the occurrence of HRV and reinforce traditional norms.

Recommendations on gender issues and sexuality

- There is a need to talk openly about gender and sexuality with asylum seekers and other immigrants. Sexual issues should be a part of social and health work with all clients. People's sexuality usually changes when immigrants move into Finland, and this could be used as one way to approach HRV.
- There is a lack of personnel that has both multicultural competence and specialisation on sexuality or violence. This part of integration has been neglected.

13.3 Research-based recommendations on women's shelters

Haarakangas, Ollus and Toikka (2000) have proposed several recommendations in their research about immigrant women in the women's shelters. These recommendations do not address honourrelated violence specifically, but they aim at improving the situation and services of immigrant women who suffer from violence and who are clients of women's shelters. The focus here is mainly on women's shelters but most of the recommendations can be seen in a wider perspective as well. Some of their recommendations are listed here:

- More information about legal rights, the Finnish society and social system should be provided to immigrant women by e.g. leaflets in different languages. (The Ministry of Labour and some organisations have already provided this kind of material, but the respondents felt that more work is still needed on this.)

- Helping immigrants and especially immigrant women who suffer from violence should be included in the education of social and health personnel.
- The personnel of women's shelters need training on legal issues concerning immigrants, knowledge of the social system and cultural knowledge.
- Support persons and support families are needed.
- Support after living in a women's shelter need to be improved, e.g. support flats.
- More personnel with an immigrant background should be recruited to women's shelters and other services for women.
- More research on violence against immigrant women and violence among immigrants is needed.
- A shelter specialising on immigrant women should be established.

13.4 An example of a good practice: The work of a Girls' House in Helsinki

Definition

Girls' Houses are meeting places for girls and young women. There are several Girls' Houses in Finland, but the example given here focuses on the one in Helsinki. The House provides discussion groups, courses, clubs and other activities for girls. The Girls' House also organises discussions and happenings on various themes. In addition the House has a café, computer, art and handicraft facilities. There is always an adult present at the House and girls can have counselling appointments if they wish to.

The personnel are actively aiming at involving immigrants and quite a few immigrant girls do attend their activities. There are groups for Somali and Russian girls and other multicultural groups as well. Young mothers have their own group and in the near future it might be possible to have a specific group for young mothers with an immigrant background.

Common topics for discussions with immigrant girls include sexuality and sexual education, human rights, gender roles, FGM, forced marriages, taboos, etc. The premises and activities of the Girls' House can thus be seen as forming a good base for discussing HRV, supporting girls who face HRV and prevention of HRV.

The staff of the House is currently working on a book for immigrant girls to be published in Finnish.

For more information on the Girls' House, see www.tytojentalo.net

13.5 Evaluation

The research findings indicate that the prerequisites for developing multiculturalism at the Girls' House are good (Laurent 2004).

13.6 Success factors

The Girls' House has created a confidential and relaxed atmosphere where girls can express themselves in many ways and feel like home.

Some staff members are immigrants themselves and they usually work in pairs with native Finns.

The personnel say that it is important to show parents of immigrant girls what kind of place the House is and what is going on there. The personnel have to work extra with these parents so that they allow their daughters to attend the house.

13.7 Aim

The Girls' House provides a multicultural meeting place where girls can get together, spend time, discuss various issues and get help, support and counselling.

The personnel of the house offer girls different kinds of role models and visions for the future and alternatives for early marriages. They also encourage girls to study.

13.8 Problems/obstacles

The Girls' House wishes to have a permanent funding for their multicultural activities.

13.9 Ways of improvement

Based on her Master's research and work experience at the Girls' House, Lina Laurent has come up with a Multicultural Action Plan for the Girls' House that includes practical recommendations for developing their multicultural activities. First of all the action plan proposes continuing the multicultural girls' groups. It also recommends e.g. that more personnel with an immigrant background should be employed and that training in intercultural issues for both the staff and multicultural girls' groups should be provided.

13.10 Discussion and analysis of good practice

Since there are no good practices specifically on HRV in Finland, recommendations and proposals were presented in this chapter. The core recommendations on HRV involve awareness raising with media, training of police, social workers, and judicial bodies and elaborating guidelines on HRV. Education on topics such as gender, equality, human rights and sexuality was also set as a priority goal in a fight against HRV. Co-operation with immigrant associations and within immigrant communities should also be increased and developed concerning HRV.

Research based recommendations concerning women's shelters were also included. The work of the Girls' House in Helsinki was brought up as a good practice where premises are good for leading the fight against HRV.

14 List of NGO:s and other actors working against honour related violence ⁷⁰

Girls' house, (Tyttöjen talo)

+358-9-8240 5222
www.tyttotentalo.fi

Main Activities: Courses, clubs and other activities for girls. For more information, see above chapter on Good practice.

Lentävä Lautanen, a multicultural activities centre for youth, city of Vantaa

Venuksentie 4
12480 Vantaa
+358-9-839 32342
tiina.kentta@vantaa.fi

Main Activities: Working with girls/ youth, girls' evenings, clubs, hobbies and activities for Finns and immigrants. Multicultural activities. A lot of Kurdish girls of the area come to the centre regularly. Together with other project partners they have produced a guide about the Finnish school to immigrant parents and a model on how to work out an integration plan for children and young people.

Centre for Torture Survivors in Finland - Kidutettujen kuntoutuskeskus

358-9-685 2828
www.hdl.fi/english/immigrants/torturesurvivors.htm

Main Activities: The Centre for Torture Survivors in Finland (CTSF) provides treatment and rehabilitation for refugees who have been traumatised in their home countries as a consequence of torture, and for their close relatives. The Centre carries out mental health work among immigrants. The Centre offers therapy and consultation. It operates on a nation-wide basis, but its clinical work is centred in Southern Finland. The CTSF develops and tests new ways of working and serves as a national centre of expertise for other organisations working with the treatment of torture victims.

SOS-Centre (previous name: Crisis Prevention Centres - Ulkomaalaisten kriisikeskus) SOS-keskus

+358-9-41 35 0501
www.mielenterveysseura.fi

General information: There are two Crisis Prevention Centres in Southern Finland and the Finnish Association for Mental Health runs them. They offer help for immigrants and their families and promote their integration into society. Clients can solve their life situations and problems with the help of professional workers and interpreters. The services are free of charge for immigrants. (For more information: www.mielenterveysseura.fi/apua/ukk.asp). The SOS-Centre is interested in the training part of the project in 2005.

Foundation of Kurdish Women- Kurdinaisten yhdistys ry, Irakinaisten yhdistys

shahla2@jippii.fi

Co-operation with organisations/interested in such: Interested in working with questions of honour-related violence and other related issues, a member of many working groups.

Women's shelter in the metropolitan area- Pääkaupungin turvakoti ry, Mixeri-work with immigrants

Steniuksentie 20
00320 HELSINKI
+358-9-4777 180
pkt.mixeri@co.inet.fi

⁷⁰ Most organisations listed here do not work especially or only with honour-related violence but they work with women, immigrant women and/or violence and their work is related to honour-related violence among other matters they deal with.

Main Activities: The organisation works with families and with issues related to violence, which includes e.g. shelter for women, after care, "Mixer"-after care for immigrants and a project that works with violent men ("Jussi"-project). The aim is to prevent domestic violence, find out its reasons and support victims of violence as well as perpetrators.

Monika Naiset – The Multicultural Women's Association

+358-9-6923385, 694 3485

www.monikanaiset.fi

monika.naiset@kolumbus.fi

Main Activities: MONIKA Women is the one of the very few organisations in Finland that focuses on helping women of multicultural backgrounds who are victims of violence. MONIKA offers different forms of service, such as counselling, information and help with concrete matters. It also offers support persons and forwards its clients to other services if needed. Personnel and support persons present different ethnic groups and there is a peer group for Russian women. MONIKA is located in Helsinki but people from all over the country can call and receive help. The aim is also to influence decision-makers and develop networks.

There is a Multicultural Women's Empowerment Centre MONIKA (Voimavarakeskus Monika), which has an on-call line (09-6922 304). MoNaTuki is a support centre that functions in Eastern Helsinki. They also have an on-call telephone line (09-2243 0250).

Turku Women's Centre – Turun Naiskeskus ja Appelsiinipuu-projekti

Uudenmaank. 1

20500 Turku

358-2-251 7996

www.appelsiinipuu.net

leena.stark@appelsiinipuu.net

Main Activities: The Orange Tree-project, for immigrant women, provides activities, services and employment counselling for immigrant women. The Centre has immigrant guides who offer personal counselling for employment etc.. It has interns and immigrant guides who help women from their own countries. In cases of violence the Centre offers counselling and support and it can help by forwarding women to a women's shelter and by giving information.

Women's shelter of Espoo- Espoon turvakoti

Jänismetsäntie 2

02940 Espoo

+358-9-591 5130

aaltio@espoonturvakoti.com

www.espoonturvakoti.com

Main Activities: The main activity is running a women's shelter. The shelter has support groups for immigrant clients.

Women's shelter of Turku - Turun turvakoti

Luolavuorent. 7 A

20810 Turku

358-2-513 4100

turvakoti@turunensi-jaturvakotiry.fi

Main Activities: Provides a women's shelter, where 25% of clients have an immigrant background and their proportion is growing by 1-2% a year. Russians and Vietnamese form the largest immigrant client groups. In addition, there are single clients of several other nationalities. There is a possibility to meet a lawyer once a week.

Ziwar Kurdinaiset (Kurdish women)

Raudikkokuja 5 B 57

00120 Vantaa

Mobile: 358-41-5066433

Fax: 358-9-2789282

Main Activities: Co-operation and development projects going on in Kurdistan. Contacts in Finland and Kurdistan.

Co-operation with organisations/interested in such: They are interested in co-operation and making funding applications together with Finnish organisations.

Researcher Kaarina Kailo, University of Oulu

kaarina.kailo@oulu.fi

Main Activities: Research and articles on women's studies, violence, occurrence of honour and shame culture in Finland.

Co-operation with organisations/interested in such: Involved in a Daphne project that provides an Internet course on HRV. Interested in co-operation and research on HRV issues.

Familia Club

+358-9-5353 552

familia@familiaclub.fi

Main Activities: Courses for immigrants. The demand for courses is greater than they can offer. The Club also has a peer support group for immigrant women led by Helena Slow. A special group for men is needed.

Co-operation with organisations/interested in such: Interested in preventive work against HRV and other co-operation.

Porvoonseudun perheasian neuvottelukeskus (Family counselling centre of Porvoo) and a women's shelter of Porvoo

Rauhank. 26 B

06100 Porvoo

+358-19-661 1315, 5204 302

Helena.ewalds@kolumbus.fi

Main Activities: There are altogether 40 centres in Finland. They offer help in solving problems related to family, relationships and domestic violence. Their work is primarily focuses on crisis work, not therapy. Funded by Porvoo city and parishes. Personnel: four family counsellors. Some of the clients have an immigrant background or they come from multicultural families. They have not had HRV cases.

Co-operation with organisations/interested in such: Interested in preventive work against HRV and other co-operation.

Irakin ja Iranin työllistämisyhdistys, IRTY. Employment organisation of Iraq and Iran. Organisation of Iraqi women (Irakinaisten yhdistys).

www.irty.fi

Main Activities: The Iraqi women's organisation offers counselling on HRV among other issues and needs. Not everyone can come to the office but often women call and the personnel can visit them at home. In the long run it is better to discuss with both women and men. Usually one time is not enough. Personnel can explain laws, rights etc. in their own language. They also distribute leaflets in different languages on laws, violence and so forth. They also assist in taking care of daily matters and can provide interpreters.

Co-operation with organisations/interested in such: Reza Kamangar is a member of ETNO.

14.1 Resource groups

So far there are no resource groups in Finland on HRV.

Cyprus

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Cyprus, one of the new members of the European Union, is an island with a population of around 650,000. The Republic of Cyprus was established in 1960 and in 1974 its territory was divided due to an invasion by Turkey, so the government-controlled area is now about 60 % of the island. Since the Cypriot government has no control over the occupied, northern part of the island, it was impossible for this survey to include Turkish Cypriot organizations based in the north. Additional barriers to access include the inability to find a Turkish Cypriot to conduct the necessary research for this report. Furthermore the unavailability of Greek Cypriots, who would be able to conduct the interviews in Turkish, the difficulties in securing approval to speak to the Turkish Cypriot authorities dealing with violence in the north, and the lengthy and costly procedures required for crossing to the area not controlled by the government. In this respect, the survey could only cover the southern part of the island, which is controlled by the officially recognized Cypriot government. Therefore, in the report, this area will be referred to as Cyprus. Attempts to include the Turkish Cypriot experience will, of course, be made in the future.

1 Introduction

1.1 Definition

'Honour' is a complex and important term in Cypriot culture. Indicative are the often-used phrases, "Gia mia timi zoume" ("We only live for honour") and "Para na sou vgi to onoma, kalytera na sou vgi to mati" ("It is better to lose an eye than your name/reputation/honour"). Even more often one hears the phrase "Kai ti tha pi o kosmos" ("What will people say") which again implies that reputation and a good standing in the community are of fundamental importance. Because honour is such an ingrained term in the society, the term "honour related violence" was unknown to the agencies with which we spoke and crimes often committed in the name of honour are not classified as such. 'Honour' is the excuse for much of the violence in the Cypriot society, even outside the family, although it is not named as such. There have been numerous cases where, a husband, a father, a brother, has committed violent acts against wives, daughters, sisters or even other men in the name of 'honour'. 'Honour' is invoked in the case of socially "unacceptable" sexual relationships, either a wife who has an affair, a daughter who has a boyfriend without the approval of the father, or a sister who has a boyfriend without the approval of the (older) brother.

Unfortunately, there is no research that documents the occurrence of Honour Related Violence (HRV) in Cyprus and this is the first attempt to map its incidence and occurrence, an attempt which proved to be extremely difficult. As discussed later, the research showed that the term is hardly known and even more so rarely used by organisations in Cyprus⁷¹. From informal observation, it becomes obvious that although various news reports (mostly newspaper articles) refer to certain crimes, as honour crimes ('εγκλήματα τιμής') or crimes due to honour ('εγκλήματα λόγω τιμής') these usually refer to crimes committed between family gangs. In other words, killings between families with a criminal record, who are at war due to crime profits disputes or other forms of 'insults' among them and have no connection to 'honour' as this is understood when one refers to HRV.

Though HRV as a term is hardly known or even used in Cyprus, its occurrence is evident when one digs a bit more. In most cases, however, HRV is seen as *domestic violence* and in this respect, the working terms in Cyprus for such crimes are *domestic violence* (or otherwise known as *violence in the family*), *violence against women*, *child abuse*, *child sexual abuse*, *rape*, *trafficking in human beings*.

Therefore, in the course of the interviews conducted with 18 people, the term 'honour related violence' was explained and then question number 6⁷² was stressed. It was soon obvious that each organization had its own working definition, (not honour related violence as such), but this definition was not always written down. Most organizations, however, claim to be guided by the

⁷¹ With an exception of the director of two NGOs, namely *Feminenza* and *Apanemi*, who was well aware of the term HRV, but did not use them in her work as such.

⁷² 'Does your organisation have a definition of HRV? If yes, include.'

definition provided in the 2000 Law on Domestic Violence. (Law 119(1)/2000)⁷³. As for violence occurring due to family honour that cannot be classified as either domestic violence or child abuse, this is gravely ignored by organizations and thus no special treatment is provided to the victims. It is common that, for instance, an assault against the boyfriend of a girl by her father be classified as a common assault, manslaughter or murder and the reasons behind these crimes be either misconstrued or ignored altogether by both the legal system and society in general.

Consequently, this survey focuses on *domestic violence*, *violence against women* and *child abuse* as the three most frequent terms encountered in the course of the interviews, as these crimes can still be classified as HRV, especially since the most often-given excuse for this violence is the protection of family 'honour'. While the researchers acknowledge the important difference between domestic violence and HRV (and other forms of violence), it is important to note that these distinctions have not been made in Cyprus. One of the major goals of this report is to make the differences known to the public through an awareness raising campaign.

1.2 Policies/guidelines

1.2.1 Public Policy

According to the provisions of the article 7(1) of the 119(1)/2000 Law on Domestic Violence, the *Advisory Committee for the Prevention and Combating of Violence in the Family*⁷⁴ was formed in 1996⁷⁵. This committee is an independent body that consists of both governmental officials and NGO representatives:

1. Ministry of Justice and Public Order
2. Ministry of Health
3. Ministry of Education and Culture
4. Department of Social Services- Ministry of Labour and Social Security
5. Legal Service
6. Cyprus Police Force
7. Association for the Prevention and Handling of Violence in the Family (NGO)
8. Pancyprian Welfare Council (NGO)
9. Family Planning Cypriot Association (NGO)
10. Association for the Promotion of Mental Health of Children and Teenagers (NGO)
11. Cyprus Psychological Association (NGO)

The Committee is responsible for

- a) monitoring the problem of domestic violence in Cyprus.
- b) promoting public awareness and promoting professional knowledge on the subject.
- c) promoting scientific research regarding domestic violence.
- d) promoting co-operation between the various services for the handling of all the aspects of domestic violence.
- e) monitoring the effectiveness of all competent authorities for domestic violence as well as the efficient implementation of the relevant legislation.

To achieve this, the Committee has developed and published through its website⁷⁶, a Manual by the name of *Interdepartmental Guidelines Manual for the Handling of Violence in the Family*, which delineates procedural routes to be taken by any member of a service when dealing with a domestic violence case. The principles governing the procedures depicted in the manual are:

- The interests of the child govern all decisions of professionals and the services involved.

⁷³ The actual definition of domestic violence and a short introduction of this recent law, is described in the legal system section.

⁷⁴ <http://www.familyviolence.gov.cy>

⁷⁵ In 1994 the first piece of legislation concerning family violence appeared, and instead of amendments a new law was introduced in 2000.

⁷⁶ <http://www.familyviolence.gov.cy>

- Victims of violence, children and adults, have the right to protection, attention, equality, respect, security, support, acceptance, confidence (security of their personal data).
- All governmental staff dealing with such cases has a duty to be informed of and implement all relevant procedures.
- Sensitivity, discretion, objectivity and willingness to help and understand the victims should characterize professionals directly involved in handling a case of domestic violence.
- Professionals that deal with domestic violence cases directly or indirectly in any way should be continuously trained within the context of their interdepartmental training, as well as the training provided across departments.
- The accurate recording of data and views of the victims is important for the course of their case. It might be necessary for such recordings to be revealed in legal proceedings.
- It is vital to provide support and guidance for the staff working with domestic violence.
- It is important that the professionals working with domestic violence issues to be informed and implement the provisions of the 119(1)/2000 Law on Domestic Violence.

Although this document does not possess any legal standing, it constitutes the basis for best practice and policy taking place in Cyprus; however, some of its provisions are not followed to the letter as of yet. For instance, not all staff of all Ministries are aware of this Manual or the procedures within it, and moreover not all people dealing with cases of domestic violence have been trained (e.g. only new recruits and some old police officers receive training on domestic violence issues). Finally, these guidelines have never been published anywhere apart from the website, which makes them largely inaccessible to people and/or organisations wishing to study these issues.

1.2.2 NGOs Policy

The *Association for the Prevention and Handling of Violence in the Family*, is the only NGO in Cyprus, which has developed written policy guidelines for the handling of cases of domestic violence. In this respect, it forms a directive basis from which interested parties can draw guidance on how to speak to, treat and direct the victims of violence to a safe environment. MIGS was given part of the policy in writing, which delineates the goals and the means to achieve these goals.

Goals

1. The prevention of violence in the family
2. The provision of immediate assistance to the victims of violence in the family, and also to the perpetrators
3. The provision of housing and protection to the victims of violence in the family
4. The theoretical and practical training of persons who are interested in voluntary work with victims of violence in the family.
5. The informing and sensitisation of both governmental officials as well as of the public concerning issues of violence in the family
6. The detection of gaps and weaknesses in the relevant legislation or other issues of violence in the family in Public Services and the submission of suggestions to the relevant authorities regarding the implementation of corrective measures
7. The delineation and development of a broader policy in relation to violence in the family, in addition to a policy relating to both victims and perpetrators.

Means

In order for the above to be achieved, the following measures are taken:

1. The establishment and running of a "Centre for Immediate Assistance for the victims of violence in the family", which is staffed with specially trained people on issues of violence in the family and professionals, who provide immediate assistance to victims, as well as to perpetrators, through phone or personal interviews.

2. The organisation of conferences, seminars, lectures, research and studies on the issue of violence in the family, as well as social events which directly or indirectly promote the goals of the Association.
3. The establishment and running of shelters in which housing and protection is offered to victims of violence in the family.
4. The close, on-going and systematic cooperation with all relevant authorities that deal with violence in the family.
5. The deployment of the mass media.
6. The participation in national and international conferences, seminars or other similar activities that concern violence in the family.
7. The co-operation with other Cypriot Associations and NGOs that are relevant to the issue of violence in the family.
8. The co-operation with other international Associations and Volunteer Organisations (NGOs) that have similar goals to the ones of the Association.

1.3 Methodology

This research employs a qualitative methodology. The primary data collection method was conducted through semi-structured interviews of persons working against HRV (or, as the term is used in Cyprus, domestic violence, violence against women and children, etc). The basic structure of the interviews was guided by the questionnaires provided by Kvinnoforum. Two questions were added to the questionnaire to find out the size of these organisations and their perceptions on their role and the role of other organisations⁷⁷. The project also had to comply with the *Law on Personal Data* of Cyprus and therefore all interviewees signed an authorisation form at their interviews.

After the initial planning of the research, a list was collected from the relevant authorities, called the Register of Charity Organisations and thus, using the NGOs' names. (NGOs have to register in Cyprus under the wide name "Κοινοφελή Σωματεία" which means 'organisations for the good of the society', or in other words, charity organizations.⁷⁸) The research sought to find those organisations that might deal with violence either by combating violence, offering support services, or being involved in prevention in any form. The researcher contacted all NGOs whose names seemed relevant to the subject. Also, in each interview, the question "Outline the other organisations you know that are working against HRV" generated some other organisations that were also interviewed (known as "snowballing"). The end result was a total of 57 NGOs, of which only 12 (one of which is a political party) are at some level involved in the work against HRV (either in prevention and combating violence or support of victims). The remaining NGOs either did not reply after 3-4 attempts at communicating with them, or stated that they do not deal with violence issues at all and therefore did not wish to be interviewed. All NGOs were contacted using all available information on them (telephone, email, fax and post)⁷⁹. After the initial screening, interviews were scheduled and conducted, in the course of which information was given about the project, but also about other organisations that deal with violence.

⁷⁷ The two questions were: a) What is the size of your organisation (persons working for the organisation) and how many people work on the issue of honour related violence? b) Who do you think is the organisation that is most responsible for the combating of HRV in Cyprus?

⁷⁸ It is worth mentioning that the term Non-Governmental Organisations (NGOs) is not yet used in the state's register, and organisations fall into the general category of charity.

⁷⁹ Notably, there were some children's hotlines provided by some NGOs but did not wish to be part of this survey, claiming that they did not offer services specifically to victims of violence. In such cases, they refer the child to another service, mainly the Social Services.

2 Occurrence

2.1 General overview

There has been some research done on domestic violence and child abuse in Cyprus⁸⁰, but this is clearly inadequate and does not cover HRV at all.

2.2 Academic Research

One important piece of research is the one conducted by the *Centre of Research and Development* of a private college, *Intercollege*, in October 2000. The research titled 'Violence in the Cypriot Family' is available in some libraries in Cyprus, but it has not been published in any academic journal. The purpose of this research was to examine the extent of domestic violence, the various social attitudes and behaviours towards it, the various forms of violence that occurred in families (psychological, physical, sexual), the frequency of violence in the family and the factors contributing to the exercise of violence. The sample was 906 people covering a representative sample of the various geographical areas, rural and urban areas, gender and age. The methodology included questionnaires administered either personally or by post in sealed envelopes. A percentage of 18.7 % (208) people chose not to participate in the survey, a percentage that is commonly high and indicative of people's fear of such a taboo subject⁸¹.

The research's findings vary in content and importance, as the purpose was not only to find out the occurrence of domestic violence, but also the perceptions that people have on the issue and their own behaviours. In terms of occurrence, this research shows that when people were asked whether they had been victims of domestic violence, 89,2 % denied ever having experienced domestic violence and 9,4 % claimed to have been victimized in the past. 1,4 % admitted to being a victim of domestic violence at the time of the survey. When people were asked, however, if they knew someone who had been a victim of domestic violence, these results were almost reversed, something that indicates the sensitive nature of the topic and the unwillingness of people to admit that they are victims of violence. Another interesting result was that out of 94 people who claimed to have been victims of violence, only the 82 proceeded to describe what kind of violence they had suffered, a fact that may denote various conditions. Either they were too distressed to answer the following questions, or were not sure of what exactly to describe as being an act of violence. Out of those people who had managed to continue to the rest of the clarifying questions, 57,3 % claimed to have been violated by their parents (mostly their father), 18,3 % claimed to have been violated by their spouse and 14,6 by others such as uncles, brothers etc.⁸²

The research is admittedly controversial and the way it was conducted is open to criticism, but it is the only piece of research that has been conducted in this area.

2.3 Figures from Public Bodies

The Cyprus Police and the Social Services⁸³ were the two main sources of figures about the occurrence of domestic violence. Bearing in mind the failure of these figures to represent the true 'dark figure of crime' one can still make some interesting remarks based on the data available. From the Police figures, it is worth noting that the police have collected the data only since 1997, a fact that shows the recent sensitivity on these matters. Additionally, out of the 2548 victims recorded in the database,⁸⁴ 141 were girls, 118 boys, while the occurrence of violence is a lot higher in women, with a number of 1925, and lower in men with a number of 355.

According to the Social Services records, the data collected concern the year 2003.⁸⁵ From the tables, one can distinguish that from the 667 victims of violence, 438 were female adults, 170 were

⁸⁰ The research on child abuse is not finished yet, but is due to be ready in the coming months. For information on it, contact the *Advisory Committee for the Prevention and Combating of Domestic Violence*. (contact details in the NGOs list)

⁸¹ See research reference in the literature list.

⁸² There is a critical discussion about this piece of research in the section on research.

⁸³ Detailed figures and some analysis is presented in the separate section on these two public bodies.

⁸⁴ These figures appear to apply for the victims between the years 1997-2004.

⁸⁵ Importantly enough, these data were provided by the Advisory Committee---, and not by the Department of the Social Services itself.

children, and only 37 are male adults. On the other hand, when referring to perpetrators, out of a total of 639 possible perpetrators, 427 were fathers / husbands, 79 were the mothers/wives, 46 were children, 17 brothers / sisters and 70 were other members of the family. It seems quite interesting that when it comes to victims, the category 'other members of the family' amounts to 22 people, but when it comes to perpetrators this number rises to 70 possible perpetrators. This may happen due to the current form of the Cypriot family, which has come to be, in recent years, a blend of a nuclear family and an extended traditional one. This means that while parents and their children constitute families, close ties with other relatives are still operative as many families choose to live in nearby or even adjacent houses to their relatives. Even when this is not the case, family ties between uncles, aunts, grandparents, cousins etc. are still very much alive and entail everyday contacts and in many cases free child minding services, a fact which may constitute a risk factor especially for children's health and safety.

2.4 Figures from NGOs

Lack of data recording practices in NGOs is not uncommon. Notably, only one NGO provided MIGS with figures, the *Association for the Prevention and Handling Domestic Violence*. Again, these data cannot be considered representative but do provide some useful insights. The total phone calls received through their hotline for the year 2003 were 993⁸⁶. Female victims accounted for the 86 % of these, males for the 39 % and 6 % of the cases involved children as victims. Another number shows that as perpetrators 84 % were males, 10 % females and 6 % were children. In terms of the relationship between victim/perpetrator 81 % of the cases involved a married partner, 14 % other kinds of relationships and 5 % parent/child relationship. And according to the same report in terms of forms of violence used these were 54 % psychological violence, 43 % physical violence, and 3 % sexual violence.

2.5 Discussion

It is very difficult to draw conclusions on the occurrence of HRV from these figures. Besides the inability of governmental data to portray the true extent of the problem, the recording practices of governmental agencies are problematic. For example, one is unsure how incidents are recorded, who decides that a filing should be made about a particular incident, and who defines the incident as *domestic violence* (or not). Police reports are filed by individual police officers who have to fill out forms for various incidents, either formal reports or not. Since police officers are not monitored, the question as to whether they complete this task successfully or not, remains. It is likely that the number of reports filed is only a small sample of the true number of incidents (given the additional data from the *Association for the Prevention and Handling of Violence in the Family*).

Another problem is the lack of analysis. Neither the Police nor Social Services have done an analysis of their data, however insufficient this data might be. In fact, there is no research by any state organisation on HRV or domestic violence as of yet. The state clearly needs to invest more on research and start facing these crimes, using proactive measures in a more professional manner.

3 Support

3.1 General overview

Roughly speaking there is only one NGO in all of Cyprus that offers support exclusively for victims of domestic violence (but not for HRV as such). Three other NGOs offer sheltering services to various people in need, and also to victims of domestic violence. Another organisation based in Nicosia focuses its services towards immigrants and foreigners. (Detailed descriptions of these can be found in the section about NGOs).

⁸⁶ It has to be noted that their hotline responds to all cases throughout Cyprus, but this NGO is not so widely known by the Cypriot people, even though it seems to be the most known of all.

There seems to be an understanding that when it comes to support measures such as shelters and counselling services, NGOs have a primary role to play, due to the state's inability to offer such services to victims of violence. The state limits its support to partial funding to NGOs (which at times has also been criticized) but shows willingness to receive training on such issues. The overall impression is that there seems to be an abundance of training courses offered, but when it comes to concrete measures, the financial barrier is always present. It is more than clear that the state needs to plan ahead and carry out a National Plan of Action with concrete deadlines and established priorities to provide safer shelters for victims of HRV.

3.2 Social support

This kind of support is provided by most organisations.

3.2.1 NGOs

The *Association for the Prevention and Handling of Violence in the Family* organises an annual fund-raising event called 'Κυριακή της Οικογένειας' ('Sunday of the Family') that also constitutes a kind of campaign against domestic violence. It is publicized through the media and it is done with the help of the Cyprus Police.

The *Lions Foundation for the Reinstatement of the Unprotected Child* is also involved in social activities that help the children it hosts integrate themselves in social groups by taking the children on excursions and various other social events.

Other NGOs that said they offer social support are:

- Cyprus Gender Equality Observatory
- Pancyprrian Association of Single Parent Families and Friends
- Feminanza
- “You are not a merchandise” HOTLINE, the Russian Church
- Action for Equality, Support, Antiracism
- Apanemi

The various social support measures presented by these NGOs include social gatherings, lectures, visits to places and the provision of social workers that talk to the victims about a variety of matters. Many interviewees commented that this measure is essential for the victim to feel trust and empowerment through the people working in the NGOs and would have liked to see more of it developed. Social support is also given through hotlines operated by the *Association for the Prevention and Handling of Violence in the Family* and some other NGOs that work with children⁸⁷.

3.2.2 Governmental Bodies

The director of the Social Services mentioned that they offer social support as an option to the victims of violence. This is done though advising, guidance and support given by social workers to the families or children who come to them for assistance.

3.3 Psychological support

3.3.1 NGOs

Psychological services, being the most expensive of all, are limited. The *Association for the Prevention and Handling of Violence in the Family* offers counselling services to the victims of violence that can last up to 6 sessions. After that, if the person wishes to continue, she/he is referred to one of the psychologists who serve as volunteers for the association. When a child is a victim of violence then s/he is referred to the Department of Child and Adolescent Psychiatry of

⁸⁷ There is a small number of children's NGOs that offer hotlines, however these NGOs declined the invitation to participate in this survey as they claimed that they do not offer any support to victims of violence per se. Despite the researcher's insistence on interviewing key persons from these organisations, there was no positive reply.

the Ministry of Health, since the association does not deal with children at all the law to do so prohibits it. *Lions* works specifically with children and offers psychological support through its volunteers who work as psychologists, but the support is limited to “very serious cases”. The *Pancyprian Association of Single Parent Families and Friends* deals with victims of violence and offers psychological support through volunteers who are therapists and who provide psychological sessions at a very low rate. Two other NGOs (*Cyprus Gender Equality Observatory* and “*You are not a merchandise*” HOTLINE, the Russian Church) have expressed their intent to provide psychological support in the future.

3.3.2 Governmental Bodies

The best the state has to offer concerning psychological support lies within the Health Services and specifically the *Department for the Child and Adolescent Psychiatry* of the Psychiatric Services of the Ministry. Though the services are not entirely free (one has to pay for the medical card), there are 4 clinical psychologists who take on the work of diagnosis, evaluation and therapy of young people. Additionally, when they meet a parent who faces difficulties, they refer that person to the Psychiatric Services who take on adults for therapy, which is also not costly. However, the representative from the *Department for the Child and Adolescent Psychiatry*, Ms Stella Kyriakidou, stated that due to the heavy workload (4 people treating young people from all over Cyprus) there is a long waiting list. Nevertheless, young people who have been victims of violence are always a priority for the Department. The Department of Educational Psychologists of the Ministry of Education also offers significant psychological support, through counselling and diagnosis, but not therapy itself. For therapy, children and adolescents are referred to Health Services. Social Services do not offer psychological support per se, but do refer victims of violence to Health Services.

3.4 Healthcare

3.4.1 NGOs

Explicit health services are not offered by NGOs, though some of them cooperate with some volunteers who are physicians or in the medical profession. The *Association for the Prevention and Handling of Violence in the Family* escorts their shelter inhabitants to the hospital. They also cooperate with the Social Services Department to provide victims of violence a sum to pay for a hospital card. Another NGO, *Apanemi* offers the same services but has also requested the services of a health visitor from Health Services for the medical care of the people they host at their shelter - a request which has not been met yet. The *Lions Foundation for the Reinstatement of the Unprotected Child* also offers free medical care to the children they host through their volunteers who work in the medical profession. The *Pancyprian Association of Single Parent Families and Friends* escorts people to the hospital and supports them throughout the procedure. Finally, the priest of the Russian Church in Limassol who is the director of the unregistered NGO “*You are not a merchandise*” HOTLINE, stated that they also offer health services to the immigrant women they host at their shelter, but did not specify how.

3.4.2 Governmental Bodies

If a person in Cyprus is in need of medical care then s/he can register for a medical card which allows her/him to pay only a small amount for medical services. There are no special provisions for victims of violence, though Social Services can pay for the issuance of this card.

3.5 Sheltered Housing

3.5.1 NGOs

NGOs play a leading role in the provision of shelters in Cyprus. There are 3 NGOs in Nicosia and 2 in Limassol who offer sheltered housing:

Nicosia

- The *Association for the Prevention and Handling of Violence in the Family* offers accommodation for up to six weeks⁸⁸ for women (with their children) who have been victims of violence. This is arranged after a member of staff of the Association interviews the woman in need and determines the severity of her case. This building, whose location is secret, can host up to 12 people (children included) and the Association provides free food and support.
- The *Cyprus Gender Equality Observatory* is another NGO that offers sheltered housing to emergency cases, including cases of women who have suffered domestic violence. Their building's capacity is only for two families and the duration of their stay is from two weeks to two months.
- The *Lions Foundation for the Reinstatement of the Unprotected Child* also offers sheltering services but only to young people referred by the Social Services. Up to eight children can be temporarily accommodated until a foster family is found. The director also said that persons who are over 18 and are 'under their care' could also be accommodated for a short time.

Limassol

- *Apanemi*, a recently founded organisation, offers sheltered housing for women who need it, including women who have been victims of violence. They have apartments for emergency cases, which can host up to six people (three adults and three children⁸⁹) and the duration of their stay is up to seven days. Ms Julia Kalimeri, the director of *Apanemi* also said that in the near future they will be offering a three months' duration of accommodation in another shelter, which can host up to twenty people (twelve adults and eight children). They also plan to provide housing to other groups suffering from social exclusion, such as immigrants and political refugees.
- Another NGO in Limassol that specialises in services for victims of trafficking is the unregistered "*You are not a merchandise*" Hotline, run by a priest of the Russian Church in Cyprus. This NGO offers shelter and food for female immigrants in need, but did not specify the building's capacity or the duration of the stay.

3.5.2 Governmental Bodies

Even though the director of Social Services, Ms Koni, said that children under the responsibility of the Social Services Department, reside in 'Children's Houses' (when not in foster care), these places are under poor supervision. In addition, the staff in these houses is often unqualified and unable to offer programmes for abused children. Social Services have asked the government for more qualified staff.

3.6 Financial support

3.6.1 NGOs

With their extremely limited budgets, NGOs cannot afford to provide financial assistance to victims of violence. What they do offer is material goods, such as clothes and food. The *Pancyprian Association of Single Parent Families and Friends* organises fund raising events and uses the money to get essentials for families in need. Also, they refer people in need to other organisations and Social Services, and note (in writing) that these people qualify for financial aid.

3.6.2 Governmental Bodies

Social Services provide financial assistance to women who want to leave a violent environment (in order to help her look for a place to stay and to find a job). They also provide funding when a battered woman stays at the shelter of the *Association for the Prevention and Handling of Violence in the Family*. Schools also offer financial support to families that are in need, but not specifically to victims of violence. The *National Machinery for the Rights of Women* of the Ministry of Justice and Public Order is another source of funding, directed not at the victims themselves, but at NGOs that need funding for their work against violence suffered by women.

⁸⁸ This period can be extended to 8-10 weeks.

⁸⁹ Children can use their services only with the consent of the parents or the Social Services Department.

3.7 Legal support

3.7.1 NGOs

The Lions Foundation for the Reinstatement of the Unprotected Child, the Pancyprian Association of Single Parent Families and Friends, the Association for the Prevention and Handling of Violence in the Family and Apanemi stated that, when needed, legal services can be provided to survivors through their lawyer-volunteers who offer their services free of charge or at a lower cost. The NGO Action for Equality, Support, Antiracism employs a legal advisor at their offices and hence provide legal support through their full time staff.

3.7.2 Governmental Bodies

Free Legal Services for victims of domestic violence are only provided by the Legal Services of the state. When a person needs legal services for the court, then s/he can apply directly to the court. This is a provision, which used to be granted by the *Association for the Prevention and Handling of Violence in the Family*, but is now given by the state.

3.8 Other support

Some NGOs mentioned other support measures such as the follow-up of a case even after their work is done (*Action for Equality, Support, Antiracism*). Others defined house calls on behalf of the organisation as another essential support measure (*Apanemi*), while others said they support the victims by assisting them in looking for a job, training them at basic skills to acquire a job and helping out with other general issues.

3.9 Support needed in the short term

Some respondents found it difficult to differentiate between short and long term support. Nevertheless, some common responses were observed. These were:

- Security for the victim and her/his personal data.
- Immediate removal of the victim and/or the perpetrator from the violent environment/home.
- Understanding the needs of the victims, empathy and sensitivity.
- Empowerment of victims in terms of getting out of a violent relationship and finding employment.
- Creating the right conditions in society for victims to speak about their experiences.
- Financial assistance until victims reach a stage where they can support themselves.
- Available and safe housing for longer periods.
- Free Medical Services.
- Immediate response by competent authorities.
- The support provided to the victim should be the result of teamwork between experts/professionals.
- Examining each case of violence as unique and taking the right measures according to each victim's needs.
- Safer, staffed with expert staff, and more supervised shelters for children.

3.10 Support needed in the long term

- Better co-ordination between services (Governmental and NGOs)
- More training on these issues
- Prevention Programmes and Awareness Raising Campaigns
- Utilization of the power of mass media for prevention, but also for the public to know the sources of support

- More people working against HRV to provide these services
- A better organised network system of organisations that work against HRV with a better coordination of their services and an underlining support system
- On-going support of victims that accompanies them through every stage of the procedure
- The creation of a specialised centre that would deal with issues like HRV, domestic violence, child abuse, sexual abuse, trafficking in human beings etc, in a more holistic manner
- Free psychological support and interventions for both perpetrators and victims
- Improved legislation or amendments on the current legislation
- More and improved shelters with a wider variety of services provided throughout Cyprus
- Education incorporated in the school curriculum regarding sexual rights, communication skills, human rights, non-violent behaviour, empowerment, legal rights
- Classes on parental skills given to prospective parents
- Specialised programmes for a victim's reintegration back into society

3.11 Discussion

Apart from all the above essential requirements for a more productive approach to support measures MIGS also proposes:

- *Witness Protection Programmes:* There should finally be an organised Witness Protection Programme, co-ordinated by the police and the criminal justice system in general that could comply with the relevant law's requirements⁹⁰ and would ensure victim protection, secrecy of shelters, support and therapy. There should also be incentives for victims to speak out and give statements, as this is commonly done for other crimes, like drug trafficking, money laundering etc.
- *Training of Governmental Officials:* Training should not be restricted to the police or to school teachers. There should be specially tailored courses available on a systematic basis for all people that work with children and/or women like people in the legal services, including judges, health workers and doctors and people working in NGOs for these issues.
- *Politicians' Involvement:* Political Parties should be more involved in the work done against HRV and should be available to contribute to any needs and improvements in social institutions or the government in general. They should be aware of and start implementing gender mainstreaming in all levels of government.
- *Foreign Language Interpretation Services:* There are obviously a number of foreign people who suffer from HRV. Governmental agencies and NGOs should provide these people with the appropriate translations, interpretations etc regarding general and legal information on HRV.
- *Media Training:* There should be more training on gender and HRV issues for journalists, TV station owners and generally all people who report or are responsible for the reporting of news, programme selection on TV etc.
- *Free Therapy:* Since therapy is costly and therefore unavailable to the majority of people, this should be provided for free by organisations that work against HRV.
- *Specialised Programmes for Sexual Offences:* Both victims and perpetrators need therapy after traumatic experiences with sexual abuse. These should be readily available to all adult and children victims and perpetrators.
- *Penalties:* As it stands, policies are not very well monitored in Cyprus. There need to be disciplinary actions taken against people who inexcusably fail to comply with the policy directives. If necessary there should be legal actions taken against them.

⁹⁰ The law on Witness Protection is summarised in the section on legal services.

The above measures are not easy to implement, but this report may serve as the first set of guidelines for the first National Action Plan, involving all relevant actors. We also recommend this Plan to be available to the media and the public, so this kind of work is not neglected.

4 Prevention

4.1 General overview

4.1.1 Existing Prevention

It seems that this area is the poorest in Cyprus. The *Association for the Prevention and Handling of Violence in the Family* was responsible for an awareness campaign in the TV a few years ago about the same time as the *Advisory Committee for Family Violence* issued some posters and leaflets regarding domestic violence and child sexual abuse. However, since then, there have been no other public campaigns regarding domestic violence or indeed HRV⁹¹.

Training courses, lectures, workshops and leaflets⁹² provided by NGOs, governmental bodies and individual experts are considered as preventative in nature, as stated by interviewees. Most organisations give lectures at schools and the police. The *Department for Child and Adolescent Psychiatry* of the Health Services also delivers lectures to paediatricians, health visitors and the Nursing School. In general though, the lectures given on these issues are not adequately organised, coordinated, reviewed or evaluated. They are targeted towards the police, teachers and some of the staff of the health services, but are not given in other public departments. In the case of schools, children are informed that violence against them is a crime but, paradoxically, there seem to be no strong support measures to protect them.

4.1.2 Needed Prevention

There is an obvious need for a concrete plan of action for the prevention of HRV that will be monitored as to its implementation, its regularity, target group and evaluation. A vast majority of the respondents supported that schools have a primary role to play and that there should be more programmes available for school children. However, these programmes should be more interactive and more child-friendly (for example, more children-oriented workshops should be given, that include role-playing, games, etc). These programmes should become an integral part of the school curriculum and should not depend on individual initiatives for sporadic lectures. Moreover, it has been stressed that this kind of education should start from kindergarten and continue to high school. As a last point, teachers' training on these issues was a point of concern for many respondents.

We suggest that a pool of trainers be available to organizations, which can offer specialised, organised and regular lectures, seminars, and workshops. At a more general level there should be annual awareness raising campaigns through the media and other sources. A detailed, monitored and adequately funded Plan of Action ought to include a thorough plan on prevention for HRV.

⁹¹ The representatives from the *Association for the Prevention and Handling of Domestic Violence* said that they post a small ad with the title BREAK THE SILENCE in newspapers to advertise their work to the public, however this can hardly be considered prevention as it attracts victims who have already experienced violence.

⁹² The *Advisory Committee for the Prevention and Combating of Domestic Violence* had issued some booklets on child sexual abuse, but when MIGS reviewed these, it was obvious that these could not be addressed to young children, as adults could only understand the language used to write these booklets.

5 Co-operation

5.1 Existing Co-operation

Most NGOs share a mutually respectful relationship with the public authorities⁹³ but the same cannot be said about the relationship between them. There was a feeling of mistrust regarding other similar in nature NGOs. However, when asked whether they would like to co-operate with each other, they responded positively, which can be a sign of improvement and self-reflection.

Regarding the public sector, most NGOs seem to co-operate regularly with Social Services, mainly because Social Services have a wider role and seem more accessible. The most common way of co-operation is through case referrals (either from or to Social Services). The co-operation of governmental departments is based on the *Interdepartmental Guidelines Manual on the Handling of Violence in the Family*, mentioned earlier.

5.1.1 Needed Cooperation

Communication among contributing actors in the fight against HRV, domestic violence, violence against women and children, varies in its method, regularity and consistency. It is only for “serious cases” where the phone is used to contact other officials to deal with a case in a speedy manner. The same applies for the *Inter-Scientific Groups*. What determines a case as serious and who determines this urgency is, nonetheless, unclear and problematic. Another issue is the discretion with which every official uses the directives. Having no legal or disciplinary standing, these directives are mere suggestions. Hence, it is not uncommon that a teacher or a police officer fails to notify another official in due time (or at all) about a certain case, simply because they have too much work to do, and they would not get penalised for their lack of action. From a discussion with two teachers, it was claimed that when they had to deal with a child for whom they had suspicions that she was being abused, the school's principal not only advised, but also ordered the teachers not to be involved. These are very worrying remarks and indicate the lack of sensitivity but also the fear officials sometimes have when approaching a family, particularly when violence is present and when the custody of a child is being challenged.

Obviously, there needs to be a revised Plan for Co-operation that would more actively include NGOs and various departmental officials. Additionally, there could be small, practical booklets for every official or social worker designed to guide her/him through the various stages of her/his work. Policy should also be regularly revised, evaluated, but also publicised⁹⁴. Research should be conducted on policy and indicate areas of improvement. Co-operation should be fostered through incentives and regular meetings of professionals to discuss their problems, but also their achievements. Many interviewees also expressed their desire to co-operate with research institutions, either governmental or not, like the *University of Cyprus* and MIGS.

6 Schools

6.1 General overview

Schools are seen by a lot of interviewees as potentially vital partners in the fight against HRV. This is probably due to the easy access one can have to children and the influence teachers have on them. However, schools do not seem to regard HRV or domestic violence as a priority.

The structure of the educational system

In Cyprus there are three kinds of schools, starting from kindergarten (including pre-primary class), then Primary School (*dimotiko*), and High School, which is divided in lower and upper classes (gymnasium and lyceum). There are both public and private schools. The Ministry of

⁹³ This is probably a result of the NGOs dependent relationship with the state, as the latter partially funds these NGOs and therefore they are obliged to co-operate positively in some respects.

⁹⁴ The current Interdepartmental Guidelines Manual for the Handling of Violence in the Family is publicised through the website of the Advisory Committee for the Prevention and Combating of Violence in the Family. <http://www.familyviolence.gov.cy>

Education oversees all schools and runs two kinds of services in terms of counselling: the *School Counsellors* who work in schools (about 100 in total) and the *Educational Psychologists* who work in the Ministry itself (14 psychologists in total)

Definition

Like in all public bodies, HRV is a new term for the education system. Their (only) working definition of violence is the one dictated in the 119(1)/2000 Law on Domestic Violence.

The Policy

In the Interdepartmental Guidelines Manual for the Handling of Violence in the Family, certain points are stressed that concern the work of schools:

1. All personnel of the Ministry of Education should know and implement all procedures about the handling of domestic violence cases, as prescribed in the Manual.
2. There should be an assigned group in each school named Group for the prevention and handling of Domestic Violence and violence in schools.
3. When a child reports domestic violence, then the above mentioned group should be informed immediately, the child is informed that the family counsellor of the Social Services will be called and also the parents of the child are notified by the School's Principle.
4. The educational psychologist and the educational counsellors keep records of the case and follow the course of actions taken to keep themselves up to date with the case.

Statistics

No statistics are available from this service.

The Method

In interviews conducted both with an educational psychologist and a school counsellor, as well as through informal interviews with school teachers, the procedure described above corresponds to the procedures actually taking place in schools. When a child reports such case, the *Group for the prevention and handling of Domestic Violence and violence in schools*, is immediately informed by the person who received the information. Then, this group hears the child and a *family counsellor* from Social Services is called on the same day. The School's Principal informs the parents about the notification of the *family counsellor*. The Group also records anything that may be considered important, like the date and time of the disclosure, the names of any witnesses and the child's behaviour or stance (pale face, shivering, no eye contact, etc). After social services have been informed, the *school counsellor* follows the course of the case and is informed about the actions taken. If a particular case is considered serious⁹⁵, then the child is referred to one of the Ministry's *educational psychologists*, who proceeds with an evaluation of the child's trauma. If therapy is required the child is referred to Health Services. Otherwise, the *educational psychologist* may see the child on a regular basis.

Prevention

In terms of awareness raising in schools, there are a number of organisations involved in delivering lectures at schools about domestic violence, including *The Association for the Prevention and Handling of Violence in the Family* and the Police. However, none of these lectures are part of the school curriculum, making them 'leisure time' for school kids and the presenters are considered as 'guests' to the school for an hour or two. The interviewees were not able to comment on the frequency of these lectures.

Training

Training provided to teachers is limited. Teachers may apply to the Pedagogical Institute to be trained on issues of domestic violence, however, no incentives are given and the availability of these lectures is limited.

Cooperation

Schools cooperate with *Social Services*, the *Department of Child and Adolescent Psychiatry* of the *Health Services*, *Legal Services* and other authorities if necessary.

⁹⁵ There were no indications as to how a case is considered serious in such settings.

6.2 Discussion

There are several issues that ought to be raised regarding the implementation of the above procedures in all of Cyprus. Firstly, several teachers (especially primary teachers) have said that they had never received any training on domestic violence and are unsure of what to do when they encounter such cases. Secondly, the fact that a group of four people from the child's school deal with the case may make it more difficult for fearful children to come forward. It seems that children may have to narrate their story six times in some cases, each time to a different person. Moreover, the interviewees said that the *Group for the prevention and handling of Domestic Violence and violence at schools* may not be operative in all schools and not all children have been informed of this groups' existence. Finally, there seems to be an ambiguity concerning the role of the teacher, i.e. whether it is merely educational or social as well. This confusion in roles is evident in other public services as well and perhaps a National Action Plan can clarify these ambiguities. Generally speaking, there is a hesitation among professionals to interfere with “family matters.”

Recommendations:

- There is clearly a need to train schoolteachers in HRV, as well as the staff in the Ministry of Education.
- Parents, teachers and children must be informed of children's human rights and any relevant national legislation early on in the education system. They must also be informed about the sources of support available.

7 Social services

7.1 General overview

The Social Services department is considered by the majority of the interviewees as the primary agent in the fight against HRV or domestic violence. The director of Social Services, Ms Annita Koni, said the department is the only one with a *legal* mandate to protect the victims, especially the children, although this is also a legal obligation assigned to the police. The department is formally called Social Welfare Services. A sub-unit called the unit for the Family and the Child was established in 2001.

Definition

The department does not have a specific definition for HRV and only uses the term domestic violence.

Policy

Family counsellors are considered the “experts” regarding domestic violence. In the *Guidelines Manual for the Handling of Violence in the Family* the task description for these counsellors states that they are responsible for:

- Providing immediate emotional support.
- Providing practical assistance through the department's programmes (for instance financial support).
- Informing the person about the department's services (both short term and long term services).
- Informing the services of other departments in the public authorities or NGOs and refer the person if s/he wishes.
- Explaining the person's rights according to the 119(1)/2000 Law on Domestic Violence (this does not however substitute the legal counselling).
- Ensuring the person's protection in coordination with the specialised police officer.
- Informing the person of her/his options and encouraging her/him to decide on their own, when they are ready to do so.
- Calling the inter-scientific group to discuss any cases if necessary.

Furthermore, in the policy it is stated that in serious cases, the *inter-scientific* group, who is a group of various professionals from different governmental bodies, is called upon. The group comprises of a paediatrician, a family counsellor-social worker, a clinical psychologist, a child psychiatrist, an educational psychologist and a Co-ordinator of the *Group for the prevention and handling of Domestic Violence and violence at schools*. Where necessary, it can also include a police officer, a public attorney, a health visitor, a school counsellor or other professionals.

Methods

The main activities of the *Service for the Family and the Child* include:

- To provide support to families.
- To provide guidance to families as to how they can perform their roles correctly to avoid any child abuse or the 'break-up' of their family.
- To protect children from natural or moral dangers and to secure their rights.
- To prevent and handle juvenile delinquency.

Specifically for domestic violence, in 2001⁹⁶ there were 10 social workers appointed by the department and assigned as *family counsellors*, bringing the number of people from Social Services who work on domestic violence up to 18.

Protection of Children

The *Guidelines Manual for the Handling of Violence in the Family* focuses extensively on the services that should be provided to children with the relevant sensitivity and care. The Manual distinguishes between cases where the child faces an immediate danger and cases where there might not be an urgent need for immediate action. However, *how* this distinction is made is not explained. It is stated that when the data shows that if a child suffers from violence “to such a point that his physical or mental health is in danger,” then the *family counsellor* must inform the specialised police officer about the case, so they can jointly decide on the way to investigate and the role of each service in the investigation. Again, this distinction seems arbitrary and lies within the discretion of the *family counsellor*, since there are no directives on how to determine the severity of the violence.

Protection of Adults

In contrast to child protection, adults are not led through the procedure, but are counselled and shown their options. Again the term 'immediate danger' is mentioned in the Manual, but no other clarification is provided as to how to determine this. In comparison with services provided to the child, the section on adult victims is very limited and does not address the variability of cases (e.g. violence against the elderly, racial violence, etc).

Statistics

Social Services keep some data on domestic violence, but they are mainly categorised into how many victims have been reported in each district,⁹⁷ whether the victim was a child, mother/wife, father/husband and other members of a family, the form of violence (physical, psychological or sexual) and the relationship of the perpetrator to the victim. The cases are also classified according to when they were made. Another more detailed table shows the ages of the reported victims as well as the sex of the children (boys and girls). These statistics are not accompanied by any analysis.

Prevention

Though the director of the *Service for the Family and the Child* believes that the handling of an already existing report is a preventive measure in itself, she admits that there are no specialised programmes for prevention.

Cooperation

The Service cooperates with the Police, Legal Services, Health Services, Mental Health Services and various NGOs. The way they collaborate is by case referrals. Additionally, they work together in the framework of the so called '*polythematic teams*' (πολυθεματικές ομάδες) or *inter-scientific*

⁹⁶ This provision derives from the 119(1)/2000 Law on Domestic Violence.

⁹⁷ For the actual figures of these statistics, see the section on occurrence.

groups mentioned earlier. These meetings take place when they have to deal with a serious case, but, as already noted, it is not clear what determines that seriousness of a case.

Training

Training was only given once. The session targeted counsellors dealing with domestic violence.

7.2 Discussion

In this survey, the organisation that needs the strongest support and empowerment in their work against HRV appears to be Social Services. Though they share the legal responsibility for the protection of the victims with the police, the latter seem to have progressed further and have more funding and staff available. The department's evident lack of staff, funding and authority at times, coupled with the enormous public pressure, creates the not uncommon phenomenon of 'burnout' amongst Social Services staff. There is also a great need for training on HRV and related crimes.

8 Police

8.1 General overview

The Cyprus Police has advanced its knowledge and know-how over the years to deal with domestic violence and child abuse, but no discussion is given on HRV.

Definition

The police have both working definitions and legal definitions. As working definitions they work with the terms 'violence within the family' or otherwise called 'domestic violence', 'child abuse', 'child sexual abuse', 'trafficking in human beings', 'rape' and other related crimes. As for most organisations in Cyprus, 'honour related violence' is not a used or even comprehensible term.

Policy

The first and only available policy existing for the police are the *Interdepartmental Guidelines Manual for the Handling of Domestic Violence*. There is currently no policy on HRV.

Statistics

Every police officer to whom a domestic violence case is reported is obliged to fill a form recording the data of the case. The forms are then sent to Police Headquarters for data entry into the police system and filed⁹⁸. However, from informal knowledge, this recording practice is once again left to the discretion of the police officer and no disciplinary measures are taken against police officers who do not fill out these forms.

The Method

In the Interdepartmental Guidelines Manual, the police is said to have specially trained police officers as *Groups for Family Violence and Child Protection* in every department throughout Cyprus. For both minor and serious cases, when a domestic violence case is investigated the police officer should:

- Inform the District Department of Social Services and the Family Counsellor⁹⁹, in order to discuss direct ways to investigate the case.
- Inform in writing the Senior Police Officer, who is stationed at the Police Headquarters for these cases, within 24 hours. This person¹⁰⁰ is responsible for the co-ordination of these cases throughout Cyprus.

Additionally there is a specially designed room in each department, equipped with video recording equipment¹⁰¹, where statements can be taken from victims about the incident(s). These video-recorded statements are taken by specially trained police officers in serious cases of physical, sexual and psychological abuse of children. Other directives are that the victim's statement (either

⁹⁸ The results of these figures are shown in the section of occurrence.

⁹⁹ There are family advisors on call 24 hours a day.

¹⁰⁰ Currently Ms Marianna Frantzi.

¹⁰¹ A provision recently implemented, around January 2004.

video-taped or just written) should be taken by a police officer of the same sex as the victim and that the family counsellor or any other person that a child-victim wishes, may be with her/him during the time when the police officer takes the statement. The police also advise the victim to get a doctor's report on her/his injuries. It is also common practice that the police officer and the family advisor of the Social Services accompany the victim to the hospital; a process that seems to be essential in making the victim feel secure.

Protection

Another recent legal development in 2001 is the Law on Witness Protection, which can be applied to a law like domestic violence, and the Law on Trafficking in Human Beings (which includes Child Sexual Abuse). Thus far, the police did not have any kind of co-ordinated programme for protecting witnesses, even though the above mentioned laws state that it is the state's responsibility to provide a secure shelter for these persons. In practice, when encountered with a serious case, the police often resort to shelters provided by NGOs, which are few and often inadequate for all victims of violence in Cyprus.

Prevention

Limited resources, personnel and funding do not allow for the Cyprus Police to be involved in any preventative measures against either domestic violence or child abuse.

Training

Since the Law on Domestic Violence 2000, the police force has upgraded its awareness on issues of domestic violence by providing some of its members with specialised one-week courses on the subject. Certain members of the police have also received a one-week training on how to interview victims of violence by a specialised police trainer from the UK.

Co-operation

The Police co-operate with the Social Services, the Legal Services, the Department of Child and Adolescent Psychiatry of the Health Services and other doctors, the Ministry of Education (teachers) and others. The means of co-operation is the same as in the other governmental organisations, i.e. through case referrals and the Inter-scientific groups in serious cases.

8.2 Discussion

Despite the hard work of the relevant office, much remains to be done. For example, there are no internal counselling services available to police officers that work on HRV issues and very often these people 'burn out'. Another problem that seems to prohibit police work on these issues is that not all police officers handling domestic violence cases have received specialised training. Finally, the *Office for the Combating of Domestic Violence and Handling of Child Abuse Cases*, may be able to off-load some of its work by issuing special booklets with the specific steps that should be taken by police officers handling these cases in a clear and easy to read format.

Recommendations

1. Domestic Violence and Child Abuse cases should be classified as Serious Offences, as they deserve the special attention of trained police officers and be set as priorities for the Cyprus Police.
2. The development of any National Action Plan should include the issue of the above-mentioned booklets for police officers who need guidance in dealing with cases of HRV and other similar ones.
3. There is an urgent need for the set up of counselling service and support schemes for the police officers that deal with such cases.
4. There should be considerations as to the assignment of police officers to such posts and ongoing training for any police officer that is assigned to such post.
5. There should be a well-developed and reliable Witness Protection Programme for victims who are in great risk of further violence to urge them to testify and create a safer environment.
6. The Cyprus Police needs to invest more on research, be it research within the police or victim survey to help determine the seriousness and frequency of HRV crimes. They might consider co-operating with either local or international research institutes.

9 The legal system

9.1 General overview

In this section, the *Guidelines Manual for the Handling of Violence in the Family* will be examined, followed by short introductions on pertinent pieces of legislation and some references to the practical realities that are faced by NGOs and other services in their work against HRV or, more specifically, domestic violence and child abuse. There is a critical discussion of the laws in the last section and the resulting recommendations are presented in the end¹⁰².

Definition

The Legal Services employ only the legal definition.

Policy

As in the policy of other governmental bodies, the Manual stresses that all personnel of the Legal Services be aware and implement all procedures mentioned in the Manual in cases of domestic violence. There are several important points concerning these guidelines (not all points are mentioned here):

- Every state official (social worker, police officer, doctor, psychiatrist, psychologist, teacher, health visitor, etc) should file a report to the Attorney General within seven days of receiving any information of domestic violence.
- There is a group of fifteen lawyers assigned to cases of domestic violence in the Attorney General's Office, which is the sole responsible body for handling these cases and when necessary refers them to other relevant authorities.
- All domestic violence cases are tried 'behind closed doors'. (to secure confidentiality and no media attention)
- A lawyer of the particular group is always on call 24 hours for emergency cases where consultation is needed by any state official.

Legislation

There is no law on HRV or explicitly mandated to deal with HRV. Here we mention two related pieces of legislation:

a) The 119(1)/2000 Law on Domestic Violence

According to this law, violence is defined as “any illegal act, omission or behaviour which directly causes physical, sexual or mental harm in any of the members of a family by another member of the same family, caused by another member of the family and includes violence perpetrated to achieve sexual contact without the victim’s consent, and to restrict the victim’s freedom.” Additionally, any act or behaviour that constitutes violence and is committed in the presence of a minor person, is considered an offence according to this law.

This law applies to persons with various relationships within the family (spouse, ex-spouse, co-habitants as a couple, ex-cohabitants as a couple, their parents, children and grandchildren and any other person under 18 that lives with the above mentioned persons). However, the term 'couple' in the aforementioned law refers only to heterosexual couples, since the law clearly refers to 'man and woman'. Noticeably, the law does not protect homosexual couples, which is an issue still to be addressed by the Cypriot law in general and that is in urgent need for legal reform.

b) Law on Trafficking in Human Beings and Child Sexual Abuse (N.3(I)/2000)

This innovative piece of legislation is a new tool for combating trafficking in human beings and child sexual abuse. This law is included here because it provides a definition of *child sexual abuse*:

- the encouragement or the coercion of a minor person (person under the age of 18) to be part of any sexual activity

¹⁰² Due to technical difficulties, MIGS was not able to formally interview any officials from the Legal Services Department. However, essential information was obtained through informal observation and interviews.

- the exploitation of a minor by her / his promotion to prostitution or his participation in any kind of sexual practices
- the exploitation of a minor by her / his participation in pornographic shows or material, including the production, sale and distribution of such material or other forms of trafficking of a similar material, as well as its possession.

Statistics

No information available.

Methods

When a formal complaint is filed with the police, an officer starts investigating the case. After the evidence gathering is completed, the case is sent to the Legal Services Department of the police. The case is reviewed and a decision is made as to whether a case needs more evidence to stand in court. If it does, it is sent back to the police officer to complete the investigation. If not, it is sent to the General Attorney's Office and then the case is reviewed again to see if it can be presented in court, based on the evidence presented. If it does, the case is taken to court for the penal prosecution of the defendant.

Protection

Legal Services themselves do not run any specialised programme for witness protection but according to the Law on Witness Protection N. 95(1)/2001 this constitutes a joint responsibility between them and the Police. The law concentrates on provisions like the close circuit cameras that can be used in a court procedure during trial for the victim to be able to testify without actually being in the same room as the accused. Also, this law provides for videotaped statements/interviews of victims, and delineates the extent of the protection to be offered to witnesses.

Prevention

No information available.

Training

No information available.

Co-operation

According to other interviewees, the legal services co-operate extensively with the Police, the Social Services, the Health Services and other various NGOs.

9.2 Discussion

Regarding the legal system, one can state that Cypriot laws are valuable in the combating of domestic violence and child abuse, but the case of HRV has to be addressed. Furthermore, MIGS is aware that there does not seem to be any training programme for lawyers and judges on issues of HRV, domestic violence, child abuse, etc. A lack, which has very often resulted in the mishandling of such cases, the ineffective prosecution of the offender and at times ignorance of the severity of these cases¹⁰³. Hence, victims' mistrust in the authorities is reinforced and the figures of unreported crime rise continually.

Recommendations

1. The training of judges and lawyers seems essential for the successful combating of HRV and related crimes.
2. Legislation needs to be reviewed and improved by Legal Services and issues of HRV incorporated to effectively protect women, men and children from all forms of violence.
3. Sentencing for such crimes should be accompanied by minimum limits according to which judges have the discretion to impose on perpetrators.

¹⁰³ From informal information, MIGS is aware of several sexist comments made by judges who confronted domestic violence cases.

10 Research

10.1 General overview

Research in Cyprus is extremely limited. The following were useful in the preparation of this report:

Apostolidou Martha and Fontana David. "Teacher Attitudes towards Health Education in Greek-Speaking Cyprus Schools". *Health Education*. Vol.103 No. 2, 2003 pp.75-82.

Myria, Vassiliadou . *Women's Construction of Women: On entering the Front Door*. Journal of International Women's Studies, Vol 5 #3, May 2004.

Apostolidou Martha, Papadopoulos Constantinos, Payiatsou Marina, Ieridou Anthi, Avraamidou Maria, Apostolidou Zoe and Orfanou Constantia. *Extent and Kinds of Violence against Children in the Cypriot Family*. National Research for the Advisory Committee for the Prevention and Handling of Family Violence, 2004.

Apostolidou Martha, Payiatsou Marina, Papadopoulos Constantinos and Ieridou Anthi. *Professionals Attitudes on Violence against Children in the Cypriot Family and their Opinions on the availability and effectiveness of relevant services*. Research for the Advisory Committee for the Prevention and Handling of Family Violence, 2004.

Apostolidou Martha, Theodotou Maria and Pavlou Josephine. *Cypriot Secondary School Students Knowledge, Perceptions and Attitudes of Family Violence*. Paper presented at the 4th Global Conference: Cultures of Violence Diversity within Unity. Held at St Catherine's College, Oxford, from 25th - 28th September 2003. To be published in Conference Proceedings. In Kallis, A. (Editor) *Diversity within Unity: Cultures of Violence*. (In Press), 2003.

Apostolidou Martha. *Teacher Training for the Prevention of Domestic Violence*. In Richard, J. (Editor) (Re) *Constructing Cultures of Violence and Peace*. Amsterdam – New York: Rodopi Publications. Book Chapter (from research on Teachers Perceptions and Attitudes on Health Education), 2004.

Apostolidou Martha. *Working for the Prevention of Violence in the Family*. In Pyrgos, M. (Editor) *Violence in the Family: achievements and goals*. 2002, pp. 396-400.

Fontana David and Apostolidou Martha. "Perspectives of Serving Teachers on the Respective Importance of Areas Deemed Suitable for Inclusion in the Health Education Curriculum for Cyprus Schools". *Health Education Journal* 60 (2) 2001 pp.173-183.

Geist, V., and Haralambous, Sp. *The Profile of the Victims and Perpetrators of Violence in the Family: The Experience of the Crisis Centre of the Association for the Prevention and Handling of Violence in the Family*. "Aggressiveness" Proceedings of the 4th Cyprus Convention of Psychology. Nicosia: 2002.

Research and Development Centre of Intercollege. *Results of the Survey "Violence in the Cypriot Family"*. Research for the Advisory Committee for the Prevention and Handling of Family Violence, 2000.

10.2 Reports

'Evaluation of the Implementation of Procedures for the Handling of Family Violence by all State Services and NGOs concerned'. Prepared for the Council of Ministers: March 2004.

10.3 Discussion

It is obvious when one compares the level of research in other countries to Cyprus that more data is needed to be able to refer to evidence on HRV. While the police and social services hold some

statistics¹⁰⁴, these are hardly adequate and analysis of this data is inexistent. The state needs to invest more in research regarding this issue, as the Cypriot people need to look at their own reality and then respond to it.

11 NGOs

11.1 General overview

The term NGO is relatively new to Cyprus. Some of these institutions have been around since the establishment of the Cyprus Republic in 1960, however it is only recently that they would categorize themselves as Non-Governmental Organisations. As mentioned earlier, they used to be referred as charity organisations, but naming them NGO's provides a different dynamic to the institutions¹⁰⁵. The following is a list of NGOs that implicitly deal with HRV, although none deal with the issue directly.

Association for the Prevention and Handling of Violence in the Family, Nicosia

Founded in 1998, this organisation focuses on Domestic Violence and offers a variety of support measures especially for adult victims. These include a hotline of 24 hours, a shelter, and short term counselling for victims through private appointments and training offered to various institutions such as the police and schools. The organisation occasionally sets up awareness campaigns and various other social activities for fundraising. There are two people working as full time staff.

Apanemi, Women's Centre for Information and Support, Limassol

Based in the second largest city of Cyprus, Limassol, Apanemi offers counselling, shelter and other support measures to victims of domestic violence or any other women that require their support for any related matter. It is worth mentioning that it is a rather newly established organisation and that much of its activities are still in the organisational process.

Cyprus Gender Equality Observatory, Nicosia

After a political party's initiative, this organisation was set up in 2003 to ensure that certain rights of women in the professional sphere were not violated. This organisation is the second one in Nicosia that also offers shelter to battered women and their children, which constitutes work against HRV.

Lions Foundation for the Reinstatement of the Unprotected Child, Nicosia

This NGO focuses on providing support and short-term shelter to children who are under the care of the Social Services and have yet to move on a foster home. They offer financial, legal (when necessary) social, psychological, support and health services. Their shelter's capacity is up to eight children and they are also involved in fund raising events.

Action for Equality, Support, Antiracism (KISA), Nicosia

Having as its main preoccupation the support needed by immigrants in Cyprus, KISA offers legal, social and psychological support to any immigrant requesting their assistance.

Women's Company Estia, hosting an international network named Femimenza, Nicosia

This NGO is part of an international network named *Femimenza* and they deal with women's issues like violence against women, rape, menopause, gender roles of 'mother' and 'daughter' and domestic violence. Since the same person who runs Apanemi also runs this NGO, it does not offer any sheltered housing, because Apanemi already offers this kind of support. They organise social events, lectures, and role-plays, workshops and fund raising activities.

"You are not a merchandise" HOTLINE, (a non-registered NGO, run by a priest of the Russian Church in Cyprus.), Limassol

This initiative was launched by a priest and a social worker, who reside in Limassol and their purpose it to provide support to women immigrants who end up in sex slavery. Started in February

¹⁰⁴ Refer to the section of occurrence.

¹⁰⁵ A recommendation could be that the state changes the status of these organisations from charity organisations to Non-Governmental Organisations.

2004, they provide financial support, sheltered housing and health services to victims of trafficking in human beings, mainly women and girls from Russia that are victims of traffickers.

Advisory Committee for the Prevention of Combating of Violence in the Family, Nicosia
Founded by law in 1996, this independent body is responsible for the co-ordination of all NGOs that deal with domestic violence¹⁰⁶. They deal with awareness raising campaigns, fund-raising events, legislative amendments, research, lectures, seminars and conferences on the issue. They have also issued printed material like posters, booklets and leaflets. They have drafted up the first governmental policy on dealing with domestic violence, namely the *Guidelines Manual for the Handling of Violence in the Family*. They employ one person as full time and their targets are the various organisations that deal with domestic violence.

11.2 Discussion

NGOs in Cyprus usually operate extremely understaffed. An indicative number is that a vast majority of the NGOs mentioned in this report has only two people working full time as staff. NGOs also face numerous and difficult financial problems. Understaffed, unco-ordinated and alienated amongst themselves, they strive to achieve some impact on a society that knows very little about, and sometimes excuses, crimes like HRV, domestic violence, child abuse and trafficking. Not many people know the existence of these NGOs. It seems that their target group is limited to a certain number of people through friendships and due to their nature, their work remains unpublicised. Apart from these, NGOs lack in formality, as some of them do not have written policies or procedures. Most representatives from NGOs stressed the need for a better co-ordination of their services and improved co-operation amongst them.

12 Good practice

12.1 Methodology

In searching for good practice, questions 14-18 were used, but this was not applicable in many of the replies to question number 14. There were some attempts by the interviewer to further clarify the question, however this section was, not surprisingly, the poorest in generating information, because there was no example of formal, recorded, and evaluated procedure of practice. However, several public services stressed the importance of the inter-scientific groups (polythematic groups) when dealing with a serious case of abuse. It was emphasized that through this procedure, responsibility does not burden one specific service, but is rather shared and disseminated among the various actors, resulting in a more holistic intervention to violence.

12.2 Evaluation

There was no formal evaluation of good practices.

12.3 Success factors

The co-ordination of various professionals and services proves effective because of the task specificity that an NGO or even a person has when working against HRV. When one knows exactly what to do and how to go about it, their work becomes easier, clearer and less frustrating.

12.4 Aim

The example given aims at co-ordinating the various agencies so that the most appropriate actions are taken for the victim.

¹⁰⁶ For a more detailed description of this NGO, refer to the section on policy.

12.5 Components

The much-desired co-ordination between the services and the people working against HRV or related crimes generates more efficient and reliable outcomes of confrontation of such difficult issues.

12.6 Target group

The target group is victims of violence, particularly domestic violence.

12.7 Co-operation

Co-operation with all competent authorities is found crucial in all of the examples mentioned. Also, co-operation with the media seems valuable, as they are the carriers of many diverse and powerful social influences.

12.8 Problems/obstacles

Lack of organisation, monitoring and evaluation.

12.9 Ways of improvement

Several recommendations have been made separately in each section. It is stressed that a universal National Strategy and Action Plan involving all relevant NGOs in the decision making process and the subsequent publication of this strategy is perhaps the only way to effectively co-ordinate the actions and use to resources of each contributing actor in the fight against HRV.

13 Contact list (although no organisation deals explicitly with HRV)

13.1 NGOs

Association for the Handling and Prevention of Domestic Violence

Address: Aglantzias 53, Nicosia

Hotline and telephone number: 1440

Email: contact@spidernet.com.cy

Apanemi, Women's Centre for Information and Support

Glaustonos 139A, Limassol

Phone: 80001999 (line for the whole Cyprus, free toll), office number: 22-751761

apanemi@cytanet.com.cy

Cyprus Gender Equality Observatory

Kanari 7

2059, Strovolos, Nicosia

Phone: 22-441899, 22-772070

Fax: 22-441896

pik@cytanet.com.cy

Lions Foundation for the Reinstatement of the Unprotected Child

Leukonos 23, Nicosia, P.O. Box: 28835

2083 Nicosia

Phone: 22-667977

geonic@spidernet.com.cy

Pancyprian Association of Single Parent Families and Friends

Aristokiprou 45A

1015 Nicosia

Phone: 22-750811

Action for Equality, Support, Antiracism

P.O. Box: 22113
1517 Nicosia
Phone: 22-878181
Fax: 22-773039
kisa@cytanet.com.cy

Advisory Committee for the Prevention and Handling of Domestic Violence

Phone: 22-775888
Fax: 775999
www.familyviolence.gov.cy

Women's Company Estia

Hosting an international network named Femidenza
(the director is the same person who directs Apanemi as well)
Arch. Makariou III, 57, Kaimakli, Nicosia
Phone: 22-751761
info.cyprus@femidenza.com
www.femidenza.org.cy

"You are not a merchandise" HOTLINE

This is not yet a registered NGO.
Alexandrou Moraitidi 1
Limassol 3021
Phone: 25-333618, 99-323838
patersavvas@mail.ru

13.2 Local contact persons within authorities

Cyprus Police

Ms Marianna Frantzi (Ministry of Justice and Public Order)
Cyprus Police Headquarters, 1478, Nicosia, Cyprus
Phone: 22-808080 / 22-808442
police@cytanet.com.cy
www.police.gov.cy

National Machinery for Women's Rights, Ministry of Justice.

Ms Maro Varnavidou (Ministry of Justice and Public Order)
Athalassas Avenue, 125, 1461, Nicosia, Cyprus
Phone: 22-805930 / 22-805941
mvarnavidou@mjpo.gov.cy

Service for the Family and the Child

Ms Annita Koni, (Ministry of Labour and Social Securities)
Prodromou 63, Nicosia, Cyprus
Phone: 22-406655
akoni@sws.mlsi.gov.cy

Service of Educational Psychologists

(Interdepartmental Committee for the Violence in the Family and in Schools),
Ms Chloe Yiannakou, (Ministry of Education and Culture)
Kimonos and Thoukididi, 1434, Nicosia, Cyprus
Phone: 22-800740

Department of Child and Adolescent Psychiatry of the Psychiatric Services,

Ms Stella Kyriakidou (Ministry of Health)
Arch. Makarios C' Hospital, Nicosia, Cyprus
Phone: 22-405085 / 22-405086

14 Literature useful when working with honour related violence

Advisory Committee for the Prevention and Handling of Domestic Violence. *Interdepartmental Guidelines Manual for the Handling of Violence in the Family*. Published through its website: www.familyviolence.gov.cy

Apostolidou Martha, Papadopoulos Constantinos, Payiatsou Marina, Ieridou Anthi, Avraamidou Maria, Apostolidou Zoe and Orfanou Constantia. *Extent and Kinds of Violence against Children in the Cypriot Family*. National Research for the Advisory Committee for the Prevention and Handling of Family Violence, (unpublished), 2004.

Apostolidou Martha, Payiatsou Marina, Papadopoulos Constantinos and Ieridou Anthi. *Professionals Attitudes on Violence against Children in the Cypriot Family and their Opinions on the availability and effectiveness of relevant services*. Research for the Advisory Committee for the Prevention and Handling of Family Violence, (unpublished), 2004.

Apostolidou Martha, Theodotou Maria and Pavlou Josephine. 'Cypriot Secondary School Students Knowledge, Perceptions and Attitudes of Family Violence'. Paper presented at the 4th Global Conference: Cultures of Violence Diversity within Unity. Held at St Catherine's College, Oxford, from 25th - 28th September 2003. To be published in Conference Proceedings. In Kallis, A. (Editor). *Diversity within Unity: Cultures of Violence*. (In Press)

Apostolidou Martha. "Teacher Training for the Prevention of Domestic Violence" in Richard, J. (Editor) (Re) *Constructing Cultures of Violence and Peace*. Amsterdam – New York: Rodopi Publications, 2004. Book Chapter (from research on Teachers' Perceptions and Attitudes on Health Education)

Apostolidou Martha "Working for the Prevention of Violence in the Family". In Pyrgos, M. (Editor) *Violence in the Family: achievements and goals*. 2002, pp. 396-400.

Fontana David and Apostolidou Martha. "Perspectives of Serving Teachers on the Respective Importance of Areas Deemed Suitable for Inclusion in the Health Education Curriculum for Cyprus Schools". *Health Education Journal* 60 (2) 2001 pp.173-183.

Geist, V., and Haralambous, Sp. *The Profile of the Victims and Perpetrators of Violence in the Family: The Experience of the Crisis Centre of the Association for the Prevention and Handling of Violence in the Family*. Nicosia: "Aggressiveness" Proceedings of the 4th Cyprus Convention of Psychology, 2002.

Myria Vassiliadou. "Women's Construction of Women: On entering the Front Door". *Journal of International Women's Studies*, Vol 5 #3, May 2004.

Pancyprian Welfare Council. *Report for the Actions of the Administrative Committee of the Pancyprian Welfare Council*. May 2002-May 2004. (unpublished)

Research and Development Centre of Intercollege. *Results of the Survey "Violence in the Cypriot Family"*. Research for the Advisory Committee for the Prevention and Handling of Family Violence, 2000. (unpublished)

Laws:

Law for the Prevention of Domestic Violence and Protection of Victims, N.119(1)/2000

Law for the Protection of Witnesses N. 95(1)/2001

Law for the Combating of Trafficking in Human Beings and Sexual Exploitation of Children, N. 3(I)/2000

Bulgaria

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1 Introduction

The present report is part of the pilot study on HRV /honour related violence/ in Bulgaria - the challenge for intervention institutions - prepared by the Bulgarian Gender Research Foundation /BGRF/ under a joint project led by Kvinnoforum, Sweden "Prevention of violence against girls and women in patriarchal families" within the framework of the Transnational Exchange Programme Phase II. It is a challenge for the BGRF because it represents our first research based primarily on the reaction of intervention institutions. We usually study the phenomenon first and then we analyse the interventions and propose strategies for combating a specific form of violence. The second challenge for the BGRF is the fact that it is a new topic for the NGO community and our society as a whole. For Bulgaria HRV and its extent is a hidden phenomenon and through this study we will bring it to light for the first time.

The issue of HRV is at the intersection of several human rights problems, which characterise the Bulgarian reality as well - the problem of women's rights and violence against women, of children's rights, of socio-economic rights and the marginalisation of some vulnerable groups of the society, of religious rights and stereotypes and the clash of some traditional practices with the universal human rights, etc. Since it is a problem of human rights, it clearly requires the attention and the reaction of the state, whatever is the identified extent of the phenomenon. In parallel, it deserves to be a focus for the NGO work as well, given its multi-faceted human rights aspects.

This report contains analysis of in-depth interviews carried out within the framework of the pilot research on the extent, characteristics and potential of intervention to HRV in Bulgaria. The interviews aim at: 1) Unveiling the characteristics of the phenomenon in Bulgaria. 2) Identifying the attitudes of NGOs and institutions and 3) Evaluating the existing potential for intervention.

The information accumulated from the in-depth interviews carried out can be considered as a first step in a process of research and description of HRV in Bulgaria. Despite that it does not give a full and precise characteristic of the size, geography and other specifics of the phenomenon.

The report contains information and conclusions about attitudes of NGOs and institutions and the existing potential for intervention, as well as recommendations for the future initiation of policy measures for combating the phenomenon, and, last but not least, for further research of the phenomenon itself.

The *methodology* section contains a description of interviewed organisations in terms of institutional status and geographical distribution, of the methods used to develop the analysis, as well as some considerations on the future research steps.

The *Main findings and recommendations* section represents a summary of the most important conclusions on the occurrence of HRV in Bulgaria, existing experience, potential and needs in terms of support, prevention and co-operation, as well as some recommendations, based on the analysis of the interviews.

The section *Description of respondents* offers analysis of the information provided by respondents, as well as hypotheses built on this basis. The section is divided into four parts focusing on each group of respondents – schools, social services – related institutions and authorities, police and NGOs – in terms of view and attitudes to HRV and potential for intervention.

The *List of Contacts* section contains a table of contacts provided by the respondents.

1.1 Definition

"... despite the half-century communist propaganda/ and maybe because of it/ the deepest patriarchal attitudes in society remained intact."

Krasimira Daskalova

It is of relevance for Bulgaria to mention the main characteristics of HRV in the Mediterranean region as the country, broadly speaking, belongs to this region and the deeply rooted patriarchal stereotypes have some common characteristics. And this is so, even though HRV does not occur with such incidence and is not expressed in the same extreme forms as in some Mediterranean

countries. HRV is the result of the patriarchal order, justified and protected as culturally specific and, therefore, a culturally unique practice. Marital sexual slavery, seclusion, arranged marriage, bride price, polygyny and genital female mutilation, are all expressions of female sexual slavery with well developed ideologies rooted in the customs, religion and laws of the societies.¹⁰⁷ In Bulgaria the discussions showed that similar violations of human rights exist but are not defined as HRV. The most spread forms of such violence were identified as: marital sexual violence, seclusion, arranged and forced marriage and bride price.

Honour in the Mediterranean world is a code of conduct, a way of life and an ideal of the social order, which defines the lives, the customs and the values of many of the peoples in the Mediterranean moral. Honour defines a total system of morality, which permeates every aspect of social life and affects all levels of individual behaviour. It is deeply ingrained in the lives and values of people. As *Julian Pitt Rivers* says "... the sentiment of honour inspires conduct which is honourable, the conduct receives recognition and establishes reputation and reputation is finally sanctified by the bestowal of honours". Honour establishes the superiority of men over women. It includes a sexual ideology, which defines women as weak, innately promiscuous and therefore capable of bringing dishonour to men.¹⁰⁸ And this is so because as Patai shares: "Virility is one of those overriding qualities which a man will uphold even if he must in the process sacrifice other values." Dishonour brought upon a man by illicit sexual activity / be it forced or mutual/ on his wife, sister or daughter reflects on the whole family. Violence is inflicted on women in the name of the twin concepts of honour /or honour code/ and commodification of women. Women are often married for a bride price¹⁰⁹ paid to the father. If the commodity is "damaged", the proprietor, the father or husband has a right to compensation. Following the same logic, in case of female adultery the alleged "lover" has to pay the husband compensation, even in the countries where the women get killed. In the name of these two concepts women are inflicted punishments for seeking marriage, for seeking divorce, for rape and they are often subjected to punitive domestic violence.

On the other hand, the awareness among women from these communities of their rights is very low. As some authors share, the spirit of sacrifice built so strongly in women within the family structure, means that when giving up a right there is a feeling of doing good and/or having gained favour rather than one of deprivation.^{110 111} This is very strongly expressed in relation to one of the worst forms of HRV - the female genital mutilation (FGM). It is perpetrated in some countries in the region and, according to some interviews under this study - in isolated cases also in Bulgaria.

1.2 Policies/guidelines

The link with poverty and social exclusion in the work of the institutions.

Examples of vulnerable groups.

Even without specific studies on the extent and characteristics of HRV in Bulgaria, we can identify several groups at risk, which should be subjected to further research and analysis: Some Roma communities, related or not to Muslim religion, Turkish communities, refugees' and immigrants' communities and finally some remote deeply patriarchal communities in Bulgaria.

Based on the Strategy for combating poverty and social exclusion adopted with Decision No. 694/ October 2003 of the Council of Ministers of Bulgaria, in 2004 the Ministry of Labour and Social Policy has adopted a *National Plan for combating poverty and social exclusion*.¹¹² Roma population is identified as one of the groups at risk with a high level of poverty and social exclusion.¹¹³ This consideration is also related to the concerns clearly expressed by the European

¹⁰⁷ Kathleen Barry- "Female sexual slavery"

¹⁰⁸ The view of only female sexual behaviour as potentially promiscuous is consistent with what Mary Douglas refers to as danger beliefs, therefore women are people to be controlled. Therefore - women are dangerous to men' s honour.

¹⁰⁹ See Pamporov A. in "Marital pattern in Romani communities" quoted above

¹¹⁰ " Simi Kamal, Asma Khan "A study of the interplay of formal and customary laws on women" vol. 1, 1977 For example, a survey among the ethnic minorities in "Stolipinovo" district in Plovdiv shows that 51% of both men and women are of the opinion that women must be subjugated to men.

"Way of life of the ethnic communities in "Stolipinovo " district in Plovdiv SEGA Foundation 2001/ Roma and Turkish minorities/

¹¹² www.mlsp.government.bg

¹¹³ "... This ethnic group shows a stable sub-culture of poverty and combines all the criteria of the other groups at risk: low and insecure revenues, deteriorated conditions of housing and living, low education, bad health status, a large number of children and long-term unemployment..."- from the National Plan

Commission in its 2002 and 2003 Progress towards accession reports for Bulgaria. The integration of the Roma population is one of the main problems of the Bulgarian government in the accession process. Linking policies for combating social exclusion with the national policy for economic development, partnership between the state and the civil society and introducing a system for monitoring and control of the National Plan are among the strategies for combating poverty and social exclusion. Creating conditions for countering cases of discrimination through acquiring knowledge and skills for working in a multi-ethnic environment and elaborating measures for combating intolerance in the society is another element of the strategies in the National Plan. Education in schools is one of the major focuses for implementation of this element. This part of the National Plan can be linked with the issue of HRV and the suggestions for combating this form of violence. The Plan can be developed in order to encompass explicitly all kinds of discrimination and violence against women and children. The inclusion of violence against women and children, and more specifically HRV, in the National Plan will be a serious step for linking HRV with poverty and exclusion in Bulgaria. HRV can be seen both as a result and a reason for further social exclusion.

The existing concept of discrimination in relation to minorities in Bulgaria includes mainly discrimination by the majority against these minorities based on their ethnic origin. The issue of discrimination and violence practised mainly against women within the minority communities is systematically left out of the scope both of the institutions and of NGOs dealing with minority issues. This is one of the obstacles we face and will face in our future work on the issue of HRV. This is reflected also in the work of the National Council for Ethnic and Demographic issues at the Council of Ministers whose main mandate is to co-ordinate and monitor the implementation of the Framework programme /approved by the government/ for equal integration of Roma in the Bulgarian society. The issues of violence in some communities at risk should be included in the work of the NCEDI as well.

The problem of violence, and namely, of HRV, is not a specific issue in the work of the State Agency for Child Protection¹¹⁴ which has the function of elaborating policies and a methodological function for children's issues. The protection against this form of violence has to be linked to the policies elaborated by this institution- in the field of general protection against child abuse, against sexual exploitation of children, in the field of education of children from certain ethnic communities, etc.

Another group at risk, as a parallel with the situation in some EU countries, is the group of refugees and immigrants. They are also marginalised from the economic and social point of view. The statistical data from the UN High Commissioner for refugees show that the most recent trends (for the first 3 months of 2004) mark a decrease in the flow of refugees towards the industrialised countries in Europe as a whole. Despite that, Europe with its new members is still the primary destination for refugees. The applications for refugee status in Europe are 74 % of the applications for all industrialised countries.¹¹⁵ Another analysis of the trends in the applications for a refugee status for January 2003, for example, shows an increase of such applications in Bulgaria for the beginning of the year compared to the end of 2002. Bulgaria has the highest increase of refugees in all receiving countries- with 169 %. An increase in the flow of refugees is observed, from Pakistan with 113 %, Iraq with 37 %, Cote d' Ivoire with 335 %, Cameroun 20 %, Somalia 16 %, towards the industrialised countries. All this means that in the process of accession Bulgaria will become more attractive for the immigrants from the Third countries and that more representatives of countries at risk for HRV can potentially "import" this problem to the country. Therefore, the problem should be a focus in the work of the State agency for refugees in Bulgaria. Unfortunately, this Agency which is established in the framework of the Council of Ministers did not show interest for the issue and its representatives refused to be interviewed.

The good, in-depth knowledge of the problem, the knowledge and understanding of its context, of the traditions and practices in some communities at risk, of the myths and challenges accompanying the phenomenon of HRV are the prerequisites for proposing a successful strategy for combating it.

¹¹⁴ www.sacp.government.bg

¹¹⁵ The data are from www.aref-bg.org- the site of the State Agency for Refugees.

1.3 Methodology

The envisaged methodology could not serve in a comprehensive manner to fully achieve the purpose of unveiling the characteristic of the phenomenon in Bulgaria. At a pilot stage, though, information gathered from in-depth interviews with representatives of NGOs, state and local institutions, schools and police could serve as basis of building hypotheses to become a ground for a future representative research.

The use of the representative method at a future stage is of key importance for an objective and comprehensive description of the phenomenon because: 1) The phenomenon has so far not been subject to research in Bulgaria and there is no sufficient basic information. 2) Interviews with representatives of NGOs and institutions can give information rather of their views (based on their attitudes, scope of work and previous experience), than about objective characteristics, spread, incidence and location of the phenomenon.

A comprehensive analysis of institutional and administrative capacity is also recommendable in order to specify their potential and to identify needs. In addition, the geographical scope of the present research might prove the need of expansion both at national level (to include other regions) and at regional level (to penetrate into a larger number of smaller settlements). Many institutions and NGOs operate mainly where their headquarters are located and the phenomenon might otherwise remain hidden in closed and secluded communities. The research encompasses NGOs, schools, social services, health services, police and other state institutions. 45 in-depth interviews were conducted in Sofia, Plovdiv, Varna, Bourgas, Haskovo, Razgrad, Veliko Tarnovo, and Gorna Oryahovitsa. The list of the interviewed representatives of organisations and institutions is given in the contact list. The sample is not representative, as it is indicated in the ToR. NGOs are the main source because access to them is easier, more developed relations exist between NGOs and a part of history in co-operation. The procedure for having access to and conducting interviews with institutions is more complicated. On the other hand, NGOs in the district centres are more numerous, but it is harder for them to access groups at risk of HRV.

The existent questionnaire in English was adapted in order to achieve adequacy to the local context. The HRV definition shown to respondents was elaborated together with a BGRF expert in order to make it maximally clear:

“Honour related violence is a form of violence most often inflicted on girls and women in the framework of patriarchal family structures, communities and societies, where the main reason for the perpetuation of violence is the protection of a societal construction of honour as a value system, norm or tradition. When it comes to “normal” violence against women, the act of the perpetrator is usually condemned by the perpetrator's and the victim's family. In the case of honour related violence the act of the perpetrator is usually encouraged by his/her family and in some cases is the same as the very victim's family. “

The conclusions offered by this report should be treated and referred to as a hypotheses with different degree of probability that need additional verification. This aspect is being stressed in the text, however not for each and every conclusion, for reasons of readability. The following analysis is made on basis of information gathered by 45 in-depth interviews carried out with representatives of the school system, institutions and local authorities, police and NGOs, the last interviews being conducted in June-July 2004. The selection of respondents has been provided by BGRF.

2 Occurrence

2.1 General overview

According to the last official census of the Bulgarian population of 2001 the Roma population in Bulgaria is 370 908 people which makes 4,6 % of the total population. According to the expert estimations for the National Council for Ethnic and Demographic Issues /NCEDI/ from March 2003 the Roma population amounts to 350 000 people. In both cases the numbers are based on the fact of self- determination of Roma people as such. According to police and other expert data, the number of the Roma population is much higher- between 550 000 and 800 000 which makes about

8-10 % of the total population. The difference might be caused by the fact that some Roma are not willing to determine them as such. This is confirmed by the study of Ilona Tomova¹¹⁶. According to which every fifth Roma representative says he/she is Turkish and knows Turkish, according to expert estimations they are about 120-150 000 people.¹¹⁷

In addition, the Roma community is the least literate community in Bulgaria and the level of illiteracy is increasing. According to a study of ASA/Agency for Social Analyses/ the illiterate Roma women are twice as illiterates Roma men and the women with secondary education are four times less than Roma men.¹¹⁸ Some of the reasons for pupils dropping out of school are the early marriages and giving birth of children¹¹⁹. From the socio-economic aspect, Roma are among the most marginalised groups in the Bulgarian society.

All these facts in combination with some existent Roma traditions of factual marriages, and especially the practices of coemption/ ransom paid for the bride/, elopement and kidnapping¹²⁰, create the prerequisite for considering Roma communities as one of the groups at risk for HRV in Bulgaria. In addition, more attention should be paid to some ethnic Turkish communities at risk - those living in remote and economically underdeveloped regions. According to the last census in 2001 about 9,4 % of the population define themselves as people of Turkish origin.

From the interviews that were conducted the following forms of HRV were identified: Physical violence – mainly beating – but also, throwing the girl/woman out of the home, forced marriages and “bride sell”. If the girl/woman does not agree to marriage, the consequences can be as severe as murder; female genital mutilation (FGM) – mainly refugees from Africa. According to the Bulgarian Red Cross; Prohibition to attend school; Compulsion to wear a head-cloth (and other compulsory clothing requirements, applying especially to girls and women); Girls/women not being allowed to receive medical care, especially gynaecological. It was assessed that women themselves in most cases support discrimination practices.

Decent analysis of HRV occurrence is hardly possible, because 1) the lack of quantitative data and 2) interviewees cannot be fully credited when reporting cases after the establishment of the fact that they are not sure what they are talking about. Inadequate qualifications of cases as HRV have been identified several times; in the rest of the cases adequacy cannot be fully relied on. And, generally, answers “yes, there was something similar, maybe 6-7 cases for the last several years” cannot be credited. Certainly, there are interviews giving quite precise and adequate information, however their number is not sufficient.

However, hypotheses for further research can be formulated, as follows:

1. HRV in Bulgaria is more frequent among ethnic (Roma, Turkish) and religious (Bulgarian-Muslim) minorities. This hypothesis should be verified by further research and an emphasis should be put on the consideration, that there is not necessarily a direct relation between ethnicity or religion and frequency of HRV. The real explanation will most probably appear in the isolation and seclusion of these communities – a favourable condition for conservation and reproduction of patriarchal culture patterns – and a factor having the same impact in similar small and isolated Bulgarian Orthodox communities. At the same time, there will be more minorities' communities corresponding to these characteristics than among the Bulgarian Orthodox communities. Concerning Roma, apart from small isolated settlements (surroundings of the town of Ihtiman, settlements in the Northwest of the country, etc.), there are the neighbourhoods with compact Roma population in big cities. This will possibly increase the relative number of Roma communities with higher occurrence of HRV in comparison to Turkish, Bulgarian-Muslim and Bulgarian Orthodox ones, because: 1) There are neither “Turkish” or “Bulgarian-Muslim” neighbourhoods in big cities following the model of Roma neighbourhoods. 2) The share of Bulgarian rural population (Orthodox and not religious) is relatively lower than the correspondent share of the Roma population. An

¹¹⁶ Tomova I. “ The Gipsies during the transition” 1995

¹¹⁷ See also the recent report “Roma in enlarged Europe- challenges for the future”- report “Roma and their education”- Loukanova, Dimova, Kolev, July 2004.

¹¹⁸ Dimova, L, and others, 2004 – “ Roma- the new challenges”/ASA/

¹¹⁹ Roma in Central and Eastern Europe, 2003, UNDP p. 55.

Roma marry usually between 14 and 20 years, while the average age for marriage for men is 28,4 years and for women – 25,2 years.

¹²⁰ Pamporov.A. “ Marital pattern in Romany communities”- “Population”- 1-2, 2003

explanation of the assumed greater number of communities of minority population would include a complex analysis of historical, cultural, social and regional policy factors. However, this is an analysis that should become part of a future research of the HRV phenomenon in order to avoid incorrect interpretation and conclusions on the nature of the phenomenon in Bulgaria, and thus to mislead policy makers when developing strategies to combat HRV.

2. This hypothesis is closely tied with the above one and is related to a future mapping of HRV occurrence: The concentration of HRV cases is higher in regions with compact minority group communities. With regard to the above discussion, though, identification of patriarchal patterns and HRV in Bulgarian communities should be taken into account when developing a future research model and, especially, when designing a survey sample.

3 Support

3.1 General overview

Mainly the police and some specialised NGOs are handling the support of victims. Both operate with the concept of domestic violence. Police representatives declare difficulties connected with the reluctance of victims to refer to them. Thus police either cannot identify the cases or cannot interfere. Another obstacle mentioned is the lack of funding for long-term police protection of persons under threat.

A major problem according to interviewees from police, NGOs and institutions is the lack of sufficient number of shelters. Resources of NGOs are mainly relied on, but obviously the number of organisations providing shelter and their possibilities are generally considered insufficient. There are also organisations having abandoned this type of activity, due to lack of funding and administrative hindrances.

Some organisations with a broader range of activities (targeting violence among other social and civil issues) declare that they offer either legal or psychological support to victims of domestic violence. With view to the fact that cases of domestic violence and of HRV in particular are very specific both in legal and emotional terms, there might be some risk of inadequate treatment. However, this is a resource that also could be used to the best advantage.

At the same time organisations, institutions and police are generally aware of which NGOs offer shelters to victims of violence and contact them in cases of necessity.

Organisations and institutions have routine actions in cases of domestic violence and HRV in particular, however procedures in cases of minor victims are most strict and different institutions' role, most clear. Unfortunately, the effectiveness of institutions in cases of violence both against minors and adults very often is not assessed as satisfactory with accent on bureaucracy and slowness of procedure.

As a specific support tool should be mentioned the Council of Refugee Women, referred to by Red Cross Refugees' and Immigrants' Service – a mechanism for mutual support of female refugees.

No typical reactions to HRV were identified, as any institution or agency confesses to having faced the phenomenon. It is mainly a problem of awareness.

4 Prevention

4.1 General overview

Most interviewees, after getting acquainted with the HRV definition offered in the questionnaire, hold the opinion that long-term HRV combating will be very difficult, because of the necessity to penetrate into communities hostile to external impact and to break deeply rooted cultural patterns.

Gaining confidence within the target communities is considered a very important prerequisite for achievement of real results.

Interviewed NGOs with broader range of activities (targeting not only victims and prevention of domestic violence) declare significant experience in implementation of prevention activities (against violence, drugs, etc.). Raising of awareness on different issues, which is in the scope of activity of many of them, is generally considered of key importance as well. Many interviewees maintain that it is necessary to target both the general public and the institutions to make them aware that HRV is a real issue. In this context the role of the media is considered very important and an interviewee has even proposed special training for journalists. A point made by several interviewees is that not only women, but also men should be addressed.

Interviewees of all categories also mention general improvement of economic and educational status of affected groups as a factor for prevention of HRV.

Prevention among young people is focused on and several mechanisms to be eventually studied, developed and replicated have been identified:

1. Youth prevention groups that involve young representatives of the target group in the process of prevention;
2. "Police officer's classes" in schools;
3. Joint activities of schools and NGOs. As possible access-facilitating figures pedagogical counsellors and physicians have been identified.
4. No specific preventive work in relation to HRV was identified in terms of discussion groups on gender roles, sexuality, human rights. Just discussions and activities on these topics with relation to HRV and not targeted at its prevention.

5 Co-operation

5.1 General overview

Interviewees of all categories consider co-operation between all involved structures and institutions a very significant factor in HRV combating. They also declare a very high level of willingness to interact with other structures and to undertake joint initiatives. It can be assumed that in the context of domestic violence as a whole, NGOs have built a significant level of authority, on basis of the fact that they are a demanded partner and generally considered experienced by interviewees from other categories.

However, in terms of reality and experience, it may be necessary to facilitate co-operation. Although there are already established practices of co-operation targeting a wide range of issues and that a number of joint projects have been implemented, sometimes NGOs complain of bureaucracy and of being ignored by authorities and police or the police complains of NGOs' reluctance to co-operate. Identification of possibly effective mechanisms of co-operation, interaction, adaptation and adoption by other actors should be encouraged.

Establishment of an informational database has been proposed to facilitate establishment of relations and exchange of experience.

6 Schools

6.1 General overview

Apart from headmasters and teachers, interviewed representatives of educational system include the figure of Pedagogical Counsellor (PC), formerly School Psychologist. As a matter of fact PCs

are most relevant to the topic of HRV, which falls in the focus of their activity. Not all schools though have PCs on payroll, especially schools with a small number of pupils and village schools.

A major issue of the Bulgarian school system is the existence of schools attended altogether by minority pupils. Relatively more publicity has the so-called “Roma schools” in the Roma neighbourhoods of the cities. Apart from the segregation problem, a disturbing fact is that many Roma families prevent their children from attending school. Recently their number was decreased to some extent due to the requirement introduced by social services to prove school attendance of the child in order to receive the child allowances.

According to Art. 7 of the Law of public education, the school education is compulsory to the age of 16. The control in the educational system is not as strict as it was in the past though, so it is possible for pupils to drop out of school. The Law by definition cannot be a strong tool to prevent possible cases of HRV taking into account the lack of awareness raising preventive programs in the schools.

6.2 Discussion

View and attitudes of respondents to HRV

Interviewed representatives of the school system do not distinguish HRV as a specific phenomenon. According to the answers, there are cases of violence – both physical and psychological – against children from part of their parents, but it is not possible to identify realistically which of these cases could qualify as HRV. Respondents from regions with more significant shares of Turkish population, state that victims of violence more often are children from this ethnic group. As for Roma, an assumption can be made on basis of the fact that several representatives of schools with a predominant number or with Roma pupils only, refused to be interviewed after having known the topic of the interview. This suggests a relatively high frequency of violence cases; unfortunately further analysis is not possible at this stage.

More significant in terms of numbers seems the issue of children prevented by parents from attending school. In most cases (mainly Roma in cities) most probably they stop attending school because the parents want them to work. In some regions of the country though, where patriarchal attitudes are relatively more typical, in cases of girls being prevented from visiting school, honour related motives could be searched for.

Potential for intervention

There is another hypothesis, based on the general attitude of several respondents. Some school personnel tend to think of pupils from “problematic” or risk families not as real or potential victims, but as potential future offenders. Such negative attitudes form the basis of the prevention activities they undertake. Thus opportunities to gain confidence necessary for successful intervention are being significantly decreased.

At the same time schools can be developed as an access-facilitating tool to young representatives of risk groups, as far as they attend classes. In all cases, headmasters, teachers and PCs are among the key figures to encourage both pupils and their parents to keep attending school. A crucial factor in this context is gaining trust and special training becomes of big importance. The wish and readiness to co-operate and organise joint initiatives with NGOs declared by all respondents, as well as the experience of some of them in such interaction, is a good basis for future action.

7 Social services

7.1 General overview

Bulgarian institutional framework related to social issues includes a wide set of bodies and units; it is complex, and based on shared responsibilities. This applies also to issues related to violence. There is no institution with specific focus on the latter, apart from the network of institutions for protection of children – MLSP Agency for Social Assistance with its regional structures-

Protection of Children Departments and the State Agency for Child Protection /SACP/, which has methodological and supervision function over the departments. The President of the SACP is a specialised body of the Council of Ministers for management, co-ordination and control in the field of child protection. The Directorates “Social assistance” are specialised bodies for conducting the policy of child protection in the municipalities, where a child protection unit is established. Parts of the social services are legally regulated in the Directorate ”Social assistance” in the cases of the need for protection of the child. The commissions of these units, according to the Child Protection Act, are as follows:

- Implements the on-going practical activity for child protection in the local authority and proposes to the municipal council the adopting of a municipal program on child protection.
- Defines and implements concrete measures for child protection and controls their implementation.
- Checks the situation in cases of complaints and signals for the violation of children’s rights and delivers compulsory orders for seeing to the children’s needs.
- Refers cases to the police, the prosecutor’s office and to court. The latter are obliged to undertake immediately action.

In the light of EU accession and some new legislation that was adopted recently and that will be adopted (Draft Law for Protection Against Domestic Violence, The Law on Combating Trafficking in Human Beings) new structures on national and local level are to be established.

7.2 Discussion

7.2.1 View and attitudes of respondents to HRV

Interviewed representatives of institutions and local authorities do not constitute an exception from the general trend and do not distinguish HRV as a specific phenomenon. No interviewed institution works with any definition of HRV. Several interviewees declare cases corresponding to the definition given in the questionnaire, however some of these apparently are cases of home violence based on different factors. Representatives of the institutional network on protection of children are focused on their age-based target group and tend to answer the questions with regard to all cases of violence against children. In the same time this probably calls for a future research to look at HRV more specifically in the light of generation conflicts, cases of young people from groups with strong concepts of family honour trying to break community norms being attracted by a modern lifestyle.

7.2.2 Potential for intervention

In the case of institutions and authorities, the most significant aspects identified of their potential for intervention are 1) The relatively stronger institutional and administrative capacity 2) Potential and experience in co-ordination of activities. Some NGO representatives state that institutions and authorities are not flexible and responsive, their procedures are bureaucratic and slow. This assessment is most probably realistic, but at the same time institutions are the logical units to provide not only co-ordination, but also key resources for application of policies aimed at combating HRV. There are already established mechanisms of inter-organisational co-operation on local level (Plovdiv – committees, including local authorities, police and NGOs) that can serve as a model for replication of interaction practices, although so far there are no assessments of effectiveness of these structures. The role of the network of units for the protection of children is very important because of the legal possibility for intervention. It can also be used as an important source of information to identify cases. The methodological and supervisory function of the SACP /State Agency for Child Protection/and its central position can be important in terms of future training and the Criminology council has capacity in terms of future research.

At the next stage it will be very important to focus on the involvement of the health representatives – both from emergency aid and General Practitioners (GPs). Interviewees of all categories are stressing their significant role. Urgent aid medical personnel are often the first (and sometimes the only) to identify cases of violence, and GPs, especially paediatricians, have relatively stronger potentials to penetrate inside communities and to gain confidence.

8 Police

8.1 General overview

The Police are a structure, subject to very strict rules, procedures and hierarchy. This circumstance has to be kept in mind in a future broader research in order to provide officers with necessary time to react, to consult their superiors and to select information in a way that would provide the research with the needed data without causing possible harm to police investigations.

8.2 Discussion

8.2.1 View and attitudes of respondents to HRV

One of the main hypotheses, which can be built on the basis of the interviews with police officers, is that at the current stage the predominant share of this institution's representatives have so far not shown a will to try to apprehend the concept of HRV. Police officers, due to the specifics of their work and general function tend to regard the phenomenon in the light of the concept of crime. This means they feel that their priority is to arrest eventual offenders. The latter are suspected of committing an act of violence and officers tend to make no difference beyond the idea of domestic violence in general. The reason is that it is not their job to focus on motives – “we do not distinguish between cases of domestic violence by motives”; “measures taken against home violence are the same, independently of its roots”. At the same time, police detectives, specialists and experts in the area of domestic violence and its prevention, are most probably much more sensitive to such aspects and distinctions.

Another hypothesis, applying to police as well as to other types of respondents is that there is a general belief that home violence and HRV in particular is characteristic of ethnic minorities. As discussed above, although this assumption is most probably correct in terms of incidence, a direct causal connection between ethnicity and HRV should not be established.

Some of the interviewed police representatives' views on the possible ways to combat HRV are directly linked to the above assumption – massive information campaigns specifically within minority groups are stressed as necessary. As for views on prevention of the phenomenon as a whole, it can be suggested that there is no clear vision on this topic, which is a logical consequence of the lack of clear vision of the HRV concept. Generally, interviewees go as far as thinking of general awareness raising matters such as discussions, information materials, etc.

8.2.2 Potential for intervention

Police intervention, and particularly in cases of domestic violence, is subject to legal regulation. Major obstacles, mentioned by some of the interviewed police representatives, are the reluctance of victims to co-operate. Very often they do not complain or later they withdraw their complaints not only under the pressure from the family and community circles, but also because of the personal feeling that it is wrong to address the police. Yet, without an official complaint or established physical injury, no police proceedings can start. At the same time some police representatives complain of lack of support and co-operation from some of the “ethnic” NGOs. Representatives of Roma NGOs, though, consider that police officers and detectives have prejudiced attitudes and do not pay enough attention to cases of domestic violence when it comes to Roma. This leads to the conclusion that a major problem is the lack of trust between police and minority NGOs or NGOs dealing with minority issues. Building of trust and developing co-operation between them is a necessary condition for an effective involvement both of the police and of NGOs in combating HRV.

One of the aspects of this “ice-breaking” is the necessity to raise the number of police officers who are able to communicate with minority representatives (Roma and Turkish). Interviewees mention “the language barrier” as a significant hindrance to prevention-aimed activities and police investigations. “The number of children from surrounding villages who do not speak Bulgarian is ever growing” states a police officer from Razgrad. The sheer fact indicates a major problem leading to further isolation of these communities, yet it is an issue that needs to be addressed by the state on national level. Meanwhile, the presence of police officers and detectives capable of

effective communication, as well as more involvement of officers originating from these groups would significantly contribute to building of trust and long-term strategy for combating HRV. It could also serve as an encouragement to victims and potential victims to seek help and support.

Another criterion for assessment of intervention potential is the experience and attitudes towards co-operation with other institutions and structures. It can be assumed that there are municipalities with already established practices of interaction with police, local civil authorities, schools and NGOs. In many cases it is possible that in speaking of existing co-operation practices, respondents are in fact referring to routine administrative relations with other state or local institutions. However, in the case of schools and NGOs this is not very likely. Initiatives worth mentioning are: 1) Local Public Order and Security Committees in some municipalities, including representatives of police, local authorities and NGOs – a mechanism for co-ordination of activities and planning of joint actions. 2) The so-called “police officer’s class” in some schools, which can be used as an access channel and tool for influence in order to prevent children belonging to risk groups from leaving school, as well as for modifying honour concepts. Future replication of these and other practices can be recommended as an effective tool to raise the potential for intervention.

Like representatives of other type of respondents, police interviewees also declare a wish to co-operate with NGOs. In places where there are not already established practices and mechanisms, most probably it is a wish only on a declarative level and there is no clear idea of mechanisms and parameters. Identification of successful models, information campaigns among officers with related tasks, organisation of exchange experiences and joint training and team building for representatives of different institutions and organisations can be recommended. A general positive attitude and willingness to participate in such initiatives can be assumed on the basis of the present research.

An important aspect of future campaigns and training is the issue of HRV among immigrants and refugees, which does not fall into the interviewees’ focus of attention, but is likely to become more importance because of the expected increase in numbers. Identification of target regions according to the national strategy towards this issue will also be necessary.

As a conclusion, the role of the police in combating HRV should be regarded strictly in the context of legally defined functions and rights. In a broader context, and especially in terms of prevention, it should find its place in a network of institutions and organisations to deal with aspects police either cannot interfere in by legal restrictions, or are too unspecific. To achieve effectiveness of such a network, it is necessary to encourage interaction, co-operation and trust between involved institutions and NGOs. Thus the entire process of combating HRV could be guaranteed – as shared by one of the interviewed police officers – “the most important question is what happens after we intervene”.

9 The legal system

9.1 General overview

The issue of HRV has not yet been identified as a problem in the Bulgarian society and, therefore, there is no specific legislation for effective protection, or interventions supported by the state.

It can be analysed from the point of view of the international documents and, to some extent, through the analysis of some criminal and other provisions, related to the protection of youth and children. As a general comment, we have to admit that there is no effective protection against violence and against this specific form of violence, when occurring in the private sphere in the family and in some closed communities. The concept of the public/private divide is fully valid for this form of violence, the communities where this violence is perpetrated being assimilated to the private sphere.

The data gathered from interviews with representatives of the legal community will be commented in this section, as closely related to the legal framework.

The Constitution of the Republic of Bulgaria enshrines the principle of equality before the law Art. 6.2 and prohibits torture and other cruel, inhuman and degrading treatment Art. 29. According to Art. 5.4 of the Constitution, the international documents duly ratified and promulgated are considered as part of the domestic law and supersede any national legislation, which contradicts these acts.

Bulgaria has adopted all major universal human rights treaties and all major international documents of non-binding political nature. The problem remains of their implementation in practice. Here we have to reiterate that it is a shortcoming in the international HR law that violence against women and effective remedies against it are not regulated explicitly in a binding international document, which leaves space for the governments not to take the appropriate measures specified in the international documents.

Bulgarian legislation in force does not give reliable protection against violence, and namely against violence in the family and in the community. One of the reasons for it is the public/private divide of the protection mechanisms. Another reason is the non-effective implementation even of the existing provisions.

In relation to HRV some of the provisions of the Family Code, of the Criminal code and of the Law on Child protection will be reviewed.

Art.74, §1 of the Family Code (1985) states that “*Where the behaviour of the parent jeopardises the personality, upbringing, health or property of the child, the regional court ex officio or at the request of the other parent, or by the public prosecutor, decrees appropriate measures in the interest of the child, and where necessary settles the latter in a suitable place*”. It is up to the court to define when the behaviour of the parent endangers the child.

The Law on Child Protection prohibits *physical, psychological and other forms of violence against children / Art. 11/ and provides for the competence of the state to place out of the family any child who is victim of child abuse and when there is a serious danger of harmful effects on her/his physical, psychological, moral, intellectual and social development.*

The Criminal Code, besides the general penalties for different forms of injury, light, medium and severe, and for rape and other sexual crimes, contains specific provisions in case of violence against children: any sexual intercourse with a person below the age of 14 is a crime (Art.151). If the victim of rape is a child below the age of 16 or a “descending relation” the penalty is heavier (Art.152, Para.2). All sexual relations between parents and children or between adopters and adopted are considered illegal, “incest” (Art. 154). Any sexual assault without intercourse against a child below the age of 14 is a crime, “molestation” (Art.149). The penalty is heavier where the act is accompanied by violence and threatening. The acts of molesting committed against a child above the age of 14 are subject to penalty if violence and threat accompany them (Art.150). Any homosexual violation acts against a child below the age of 14 is a crime (Art. 157, § 2).

Furthermore, The Criminal Code contains provisions, which declare as crimes many of the acts, which can be linked to some forms of HRV. The main problem with these provisions is the fact that they are not applied at all to real cases. They remain just on paper. In addition, the most severe forms are not regulated and the penalties of the existing provisions are very low.

Here is a review of the regulated crimes:

- For forcing somebody to enter in marriage and as a result the marriage is declared void- imprisonment up to 3 years /Art. 177/
- For kidnapping a female with the purpose of forcing her to enter in marriage, up to 3 years of imprisonment and if she is a minor, up to 5 years/ Art. 177/
- For a parent or a relative who receives a price for consenting to the marriage of a daughter or a relative, imprisonment up to 1 year. Same for the person who pays for the bride and for the intermediary. / Art. 178/
- For torturing a minor under his/her care, up to 1 year of imprisonment/ Art. 187/

- For forcing a minor to commit a crime or into prostitution, up to 5 years of imprisonment/Art. 188/
- For a parent or a relative who forces a child under 16 to cohabit with somebody, imprisonment up to 3 years/ Art. 190/
- For starting a family life without marriage with a female under 16 years of age, imprisonment up to 2 years /Art. 191/ Same penalty is inflicted to a person who persuades or facilitates a minor male and a minor female under 16 to start a family life without a marriage. The crime is considered serious if the female is under the age of 14.
- For receiving a price for a daughter or other relative under 16 in order for her to start living a family life with somebody, imprisonment up to 2 years/ Art. 192/.

In addition to this very “mild” series of crimes and penalties, there is a Criminal Code provision, which makes the prosecution of injury crimes between spouses and close relatives very problematic. Art. 161 of the Code stipulate that light and medium injuries between such persons are prosecuted upon a private complaint of the victim. It means that the legislator waived public prosecution for these crimes. The practice showed that victims seldom complain and if they do so, they often withdraw their complaints under the pressure of the perpetrator. This is the main problem identified when studying domestic violence in Bulgaria, and it is fully valid for the forms of HRV.

This is the reason why the Bulgarian Gender Research Foundation (BGRF) sees some hope for solving the problem of HRV with the forthcoming adoption of the Draft law for Protection against Domestic Violence. The representatives of the Foundation firmly believe in civil means for protection rather than in the criminal law and procedure, both for domestic violence and other forms of violence included in HRV, protection and prevention should prevail upon punishment. Victims are in very delicate situations and relationships, the cases are underreported and criminal law can be used only to a limited extent. “The consolidation of effort into the criminal prosecution shifts the focus from the necessity to protect... to the necessity to protect society from the abuser. This is how resources are exhausted into the wrong direction...”¹²¹

The Draft law for Protection against Domestic Violence contains an extensive definition of domestic violence which includes all forms of physical, psychological and sexual violence, deprivation of liberty, etc. between persons with family or kinship, or intimate relations, and living in the same place on this or on other basis. The law provides for a quick civil procedure for issuing protection orders and for the enhanced role of the court, the police and the NGOs in the protection of victims of violence.

Therefore, the law for which the BGRF worked so much in the process of elaboration, campaigning and lobbying can, hopefully, be used very soon for some forms of HRV, too.

9.2 Discussion - The /lack of/ legal practice

The review of the laws of the court and the interviews with lawyers and other representatives of the judiciary show that in relation to HRV there is the following attitude in Bulgaria:

- There is reluctance in admitting the existence of HRV in Bulgaria.
- Some of the lawyers admit it but are sure it is underreported because of the circumstances where it occurs.
- The existing criminal provisions do not cover the major forms of HRV and the texts are weak and inapplicable.
- The representatives of the legal profession would like to see more protection in the law from this type of violence, as in the case of other forms of violence. o specific legal cases of HRV were identified.
- The non-admittance and reluctance toward HRV is inherited from the socialist times also in the legal practice. A Decree of the Plenary of the Supreme Court from 1980 concerning some crimes, the crimes mentioned in 5.2 above included, the Supreme Court concludes that these

¹²¹ Velina Todorova- from a study on child abuse in Bulgaria

crimes are almost non-existent in our socialist reality and, therefore, these provisions are not used.

- There is a need for training and information of the legal community about all types of violence, HRV included.
- HRV is seen as part of the more general problems of violence and violence against women.

10 Research

10.1 General overview and discussion

The main conclusion that can be made on basis of the interviews is that, expectedly, the concept of HRV is generally unknown and new for Bulgarian organisations and institutions. Generally HRV is not being distinguished; it is being accounted for as a part of the broader problem of home violence. This can be illustrated also by the general reaction of the interviewed, successfully described by a BGRF partner interviewer as “feeling of discomfort, provoked by the high level of specialisation and focus of questions”. Furthermore, an attitude has been identified among some respondents that such distinction is not necessary and home violence should be approached as a whole. This baseline characteristic shapes the entire further analysis of attitudes and potential of the different categories of respondents. It also points to the fact that general awareness raising and training should be the first step in a future strategy for combating HRV. Otherwise significant effectiveness and long-term results can hardly be expected.

At the same time, the sometimes cautious, but existing interest towards the topic; Existing experience in other, close areas of social activity; Existing skills; Established mechanisms for interaction on different levels in some municipalities and general willingness for joint work and co-operation with other actors, at least on declarative level, can be identified as a strong basis and good potential for future combating of HRV.

- No NGOs/institutions treating the HRV phenomenon specifically have been identified.
- Existing experience, skills already built and knowledge accumulated, traditions in interaction as well as willingness of NGOs for joint work and co-operation with other actors, will probably be identified as a strong basis and good potential for combating HRV in the future.
- NGOs are relatively prepared and experienced, but cannot be expected to work only on their own.
- Co-operation is necessary not only between NGOs where it is more developed, but also with local and national authorities. The institutions declared their willingness to work with NGOs.
- The national and local authorities have to become aware that this is a specific problem. Thus the problem should become part of the public agenda.
- Schools represent the possible way to facilitate access to risk groups, through special classes, meetings with parents, the increased role of the Pedagogical Counsellor.
- Information and educational campaigns should be developed for specific groups and communities in the Bulgarian society.
- Based on the findings of this first research further research on the characteristics and incidence of HRV in Bulgaria should be carried out.

11 NGOs

11.1 General overview

Interviewed NGOs can be divided into two main groups: 1) NGOs specialised in working with victims of domestic violence and 2) NGOs with broader social scope of work. Among the second group special attention should be paid to organisations specialised in supporting refugees – Bulgarian Helsinki Committee (Refugees' and Migrants' Legal Protection Project) and Bulgarian Red Cross – Refugees' and Immigrants' Service.

11.2 Discussion

11.2.1 View and attitudes of respondents to HRV

At the current stage interviewed Bulgarian NGOs of both main groups generally do not distinguish HRV as a specific phenomenon. The general view on HRV is that it is part of the broader concept of domestic violence. Several interviewees from the NGOs shared with interviewers they felt uncomfortable because the questions were too specialised and too much focused on HRV in particular. Furthermore, some NGO representatives, mainly from Sofia, do not even consider that HRV should be focused on and treated separately, "There is no honour related violence... There is violence and we should fight all of it". Apart from this holistic view, there are hints of the idea that the HRV concept has not developed by itself on local ground, from real "field", experience, but comes from outside. "HRV, it is probably some kind of fashionable term now, but there is no essence in it. It should be clarified and filled with meaning first."

This understanding most probably derives from the fact that many interviewed NGOs do not operate inside communities with conserved patriarchal structures. Especially the routine of those specialised in providing support to victims is to receive them after being sought or referred to by another organisation. In these cases it is not likely that clients would identify themselves as victims especially of HRV and they fall within the broader category of domestic violence. Thus, interviewees either does not give any definition of HRV they have been working with, or try to construct one at the moment on basis of logic. Further, after familiarising themselves with the definition given in the questionnaire, they state either that no such cases have been identified, or several, from 1-2 to 10, except three organisations considered below. In some of the cases though, further examination shows that not all of them correspond to the definition, which is an additional indication of lack of view on HRV as a specific type of violence.

The situation is slightly different in cases of organisations targeting risk social groups with a relatively broader range of activities. That includes prevention of drug abuse, crime, violence and trafficking, social integration of minorities, civil education, etc. A consultant from "Demetra" Association from Bourgas states that patriarchal traditions forms the basis of most home violence cases and that since 1997 his organisation has worked on many cases of domestic violence when the family structure has excused and supported the violator. An additional problem emphasised by the consultant is that the victim cannot count on any financial support from the family. The chairperson of "Maxima" Foundation, Haskovo, considers HRV a form of domestic violence widespread in Haskovo region because of the ethnic composition of the population. The director of "Diva" Foundation for Community Care shares that for five years (1999 – 2004) the organisation has encountered only a few cases correspondent to the definition given in the questionnaire, but all of the victims belonged to closed patriarchal communities. Furthermore, according to her experience, the idea of protecting the honour of the family is not so widespread among the Roma community in the city, but rather among closed communities in Rhodopes and Rila Mountains.

The chairperson of "Zhaneta", an NGO from Razgrad, ranks cases of maltreatment of pregnant women by their husbands as HRV. She considers that such cases are typical of minority groups as well as families with low education.

At the same time, according to the representative of "Roma foundation" in Plovdiv, "there is violence in the neighbourhood (Stolipinovo – a Plovdiv neighbourhood with dominating compact Roma population) and very often it is rather psychological harassment than physical violence".

Help is rarely sought, first of all because there is fear, and secondly, because the violence is accepted as a rule and people who are subject to violence, also accept it. Further he states that “there are such cases in the neighbourhood quite often, but they do not seek help, they consider it normal to be beaten or thrown out of their houses”. And “in cases of violence, there is a negative attitude towards the victim; victims are being considered guilty and that they got what they deserved. The violator is not being blamed. This is due to the low level of education and lack of social experience outside of Stolipinovo.” The representative of another Roma organisation, National Roma Center from Sofia, says: “This is a very frequent phenomenon within the Roma community, if not a lifestyle. They do not apprehend it as a problem and therefore do not seek help, and even if they did, they would expose themselves to an emotional and moral lynching.”

Apart from the hypotheses on occurrence, which have already been discussed in the correspondent section of the report (see Occurrence), there are two other assumptions, which could be made on basis of the above considerations:

1. These organisations are much closer to apprehension of the HRV concept.
2. A relation between HRV frequency and ethnicity or religion is being intuitively taken for granted on basis of simple empiricism. This assumption is most probably valid both on the level of involved authorities and NGOs and on the level of the general public. This may become a hindrance in combating HRV effectively. In this context, a design of a future public information campaign with an accent on this aspect should also be focused on.

The two interviewed organisations working with refugees - Bulgarian Helsinki Committee (Refugees' and Immigrants' Legal Protection Project) and Bulgarian Red Cross – Refugees' and Immigrants' Service can be considered as specific cases because of their experience with the specific risk group of immigrants and refugees. A group, which is expected to grow in the near future and to require the main attention in the fight against HRV. The Bulgarian Helsinki Committee's program is focused more on legal protection and the interviewed expert does not show any specific observations to make significant difference from the trend of attitudes to HRV already described above. At the same time for half a year this organisation has been working on a PHARE project for monitoring and prevention of sexual and gender related violence among persons in need of international protection in Central Europe and Baltic countries, and can be expected to accumulate relevant experience.

The Bulgarian Red Cross – Refugees' and Immigrants' Service representative's interview gives reasons to consider this organisation significantly aware on the topic, most probably as a result of their international status and experience, as well as specific focus of activity. Their experience and recommendations can be an important source for future building capacity for combating HRV. All interviewed NGO representatives, after having familiarised themselves with the definition given in the interview, consider that HRV is a phenomenon, which will be very difficult to combat. This is mainly due to the necessity to penetrate inside closed groups that very often are hostile to intervention; but it is necessary in order to change attitudes and to break deeply rooted cultural patterns. Many interviewees state, that besides being “very difficult”, combating HRV “will need a lot of time”.

Recommendations

- The majority of interviewed NGOs recommends arising public awareness and public information campaigns for long-term combat of HRV.
- The work should not focus only on women, but also on men.
- Arising awareness of health personnel.
- Arising awareness of journalists.
- To establish an information data base.
- Araising awareness and training of NGO representatives.

11.2.2 Potential for intervention

Despite the mentioned reserves, practically all NGOs and especially those from smaller towns, declare an interest towards the concept of HRV and a willingness to become more familiar with it. This aspect will be paid more attention in the following section.

NGOs' potential for intervention can be assessed in terms of

- 1) existing experience and capacity;
- 2) willingness to focus on HRV;
- 3) experience and attitudes toward co-operation with institutions and other organisations.

Notwithstanding the mentioned reservations, practically all NGOs declare an interest towards the concept and willingness to become more familiar with it. This, together with existing capacity and experience, may become a solid basis for future action. At this stage it is difficult to foresee the eventual future specialisation of organisations in HRV. However it can be assumed, that with growth of the problem's significance, it is going to be addressed with growing attention by the non-governmental sector and the accumulation of experience in this sphere would lead to specialisation of some NGOs. In all cases, the first step should be to provide NGOs with specialised information and materials on HRV and to encourage them to get acquainted with the concept.

The existing experience of Bulgarian NGOs in addressing domestic violence can be assessed as significant. At the same time the number of related vital and enough developed NGOs, especially in relatively more affected regions, might prove insufficient and a lack of capacity in human resources might also be identified.

12 Contact list HRV

12.1 NGOs

Bulgarian Gender Research Foundation

5, Evlogi Georgiev, Str, Sofia 1142, Bulgaria, Sofia 1000 POB 938, Bulgaria
tel./fax + 359 2 963 53 57
bgrf@fastbg.net

Main activities: Legal support to victims of violence in a specific focus on women and children; Researches and studies on human rights; Initiatives for legislative changes; Trainings, seminars, media campaigns; Education programs, projects, directed towards young people.

Bulgarian Red Cross – Refugees' and Immigrants' Service

Sofia, 76 James Boucher av.;
tel.: +359 2 8164829/ 741; fax: +3592 59 2 816 47 30
www.redcross.bg

Main activities: Social, medical, educational projects, support of people in disadvantageous positions; Integration of immigrants and refugees in the Bulgarian society; Organising discussions, seminars and trainings. There is a Women's Immigrants Council in the framework of the organisation.

Bulgarian Helsinki Committee

Sofia 1000, 5, Angel Kanchev str
tel/fax: + 359 2 980 20 49
peregrine@aster.net
www.bghelsinki.org

Main activities: Refugees' and Migrants' Legal Protection Project; Human rights protection; legislative changes initiatives; legal aid; legal program for refugees and immigrants in Bulgaria

National Roma Centre

Sofia, 87 Otets Paisiy str.
tel.: +359 2 931 04 77; fax: + 359 2 931 02 30
ros_kupate@abv.bg

Main activities: Cultural development projects

Ethnic Cultural Research Center

7200, Razgrad , 49 Maritsa str.,vh.G, ap. 33
tel: + 359 84/32195; 359 889 279491
dpetrov@mail.com; uspeh_56@mail.bg

Main activities: Civil education and working in a multiethnic region. Conflict resolution.

“Roma” Foundation

Plovdiv, Stolipinovo, 81, Pandos str.
tel.: +359 32 65 36 78, fax: 359 32 622 322
frdroma@abv.bg

Main activities: Social, educational and economical development of the Roma community in the town of Plovdiv and its region.

Emotional and Psychosocial Research and Therapy Center

Burgas, 69, Maria Luiza av
tel: +359 56 81 73 32;
tania7201@abv.bg

Main activities: Education, support and consultation of individuals, organisations and groups, working with volunteers.

National Association of Blind-Deaf in Bulgaria

Plovdiv, 21 Maria Luiza av
tel: + 359 89 8 651 432 fax: +359 32 945 072
nadbbg@mbox.digsys.bg www.nasbg.hit.bg

Main activities: Support of disabled people.

Human Energetic Institute Association

Varna;
tel + 359 887 304 122
stanevstancho@yahoo.com

Main activities: Health, ecology, social integration, human rights, minority rights, disabled people activities and projects.

European Integration and Human Rights Association

Plovdiv, 24,Petko Karavelov str. fl.1, ap.5 tel. + 359 32 27 25 10 +359 32 27 25 10; nej@mail.bg

Main activities: Effective human rights protection, free legal consultation, harmonising the Bulgarian legislation.

Family Support and Social Activity Association

Burgas, 23, Tsarigradska str., fl.2
tel.: + 359 56 82 68 60 fax: +359 56/ 82 68 60
velinakostova@usa.com
desislavapashova@yahoo.com

Main activities: Social services and consultation, rehabilitation and integration of children and adults at risk

Chance and Protection Association

Haskovo, 13, Bregalnitsa str
tel./fax: + 359 38 66 21 38
chance@bulcat.com

Main activities: Activities, projects and programs directed to children and young people at risk and their families, building up a multidisciplinary team

IKAR Association

Haskovo, 23 Otets Paisii str
tel: + 359 38 62 31 46 fax: + 359 38 66 57 55
ikarorg@yahoo.co.uk

Main activities: Prevention of drug use, violence and trafficking of human beings

Demetra Association

8000 Burgas, 102 A Sheinovo str
tel/fax: + 359 56 81 56 18
demetra@unacs.bg

Main activities: Support of victims of violence and trafficking; Preventive (seminars, trainings, and media campaigns) consultation and information services

Diva Foundation for Community Care

Plovdiv 9, Radetski str.
tel: + 359 32 64 23 35
fgodiva_pl@yahoo.com
www.divafoundationbg.org

Main activities: Social, legal and psychological help and support of victims of violence; preventive work with young people; projects related to domestic and sexual violence, trafficking and family consulting;

Maria Center Association

5100, Gorna Oriahovitsa, 11, Tsar Osoboditel str., fl.3, room 303
tel: +359 618 4 21 81, fax: +359 618 4 21 36
center_maria@abv.bg
centermaria@yahoo.com
www.centermaria.org

Main activities: Prevention of domestic violence and trafficking, emotional, psychological, legal and medical support of victims of violence; social services for children; social rehabilitation and integration of old people;

Maxima Foundation

Haskovo
tel: + 359 38 62 27 50 +359 889 52 86 74
maxima1@abv.bg

Main activities: Legal, psychological and social support of victims of violence.

Village Development and Integration Society "ORIS"

Veslets, municipality of Zavet
tel: + 359 898 44 38 43

Main activities: Activities directed toward young people, social and infrastructure projects

Roma - Zavet 2003 Association

Zavet tel: +359 8342 20 86

Main activities: Social, educational, health and youth activities directed to the development of the Roma community in the town of Zabet

ZHANETA Association

Razgrad, Ludogorie, bl. 3, ap.52
tel: +359 888 640 845
waieta@abv.bg

Main activities: Social, health and educational programs

Animus Association Foundation

Sofia, 30, Slavianska str., fl.4
tel: + 359 2 981 67 40; +359 2 987 31 98; +359 2 981 05 70
animus@animusassociation.org
www.animusassociation.org

Main activities: Accessible psychological services, social rehabilitation, project in the field of domestic and sexual violence, trafficking, programs for young people. The organisation has a hot line for victims of violence and a crisis centre. Provides trainings, seminars and media campaigns./

Nadia Center Foundation

Sofia, 12a, Benkovski, Str.
tel: +359 2 981 93 00
nadja@cablebg.net

Main activities: Psychological, social and legal programs directed to women victims of violence; Seminars, trainings, media campaigns.

SOS Family in Risk Association

Varna, 5 Slavianska, Str
tel: + 359 052 609 677
sfda@mail.orbitel.bg

Main activities: Psychological, legal and social support of victims of violence

12.2 Local contacts within authorities and resource groups

3. State Agency for Child Protection Sofia, 2, Triaditsa str. tel: + 359 2 933 90 50 fax: +359 2 380 24 15 sacp@sacp.government.bg
4. Criminology Council Sofia, 1, Dondukov blvd.
5. Child Protection Department, Social Assistance, Haskovo, 2, Pstiarh Evtimiy str.
6. District Administration, Plovdiv, 1, Nikola Mushanov sq.
7. Internal Affairs Regional Directorate, Razgrad, 8, Kiril i Metodiy str.
8. Internal Affairs Regional Directorate, Plovdiv, 9, P.D. Petkov str.
9. Internal Affairs Regional Directorate, Burgas, 43, Hristo Botev str.
10. Juvenile and Minor Antisocial Acts Combating Committee, Razgrad, + 359 84 661 397
11. Social Assistance Department, Topolovgrad, 1, Osvobojdenie sq. +359 88 742 01 11
12. Urgent Medical Aid Center – Razgrad, Razgrad, 2, Kosta Petrov str., csmp.rz@infotel.bg
13. Regional Education Inspectorate, Plovdiv, 1, Tsaribrod str. + 359 32 63 49 15 www.rio-plovdiv.com
14. "Tsvetan Lazarov" Professional High School; Plovdiv, 71 A, Bratia Bakston str.
15. Kindergarten N 10, Burgas, Oborishte str.
16. "Hristo Botev" High School, Kameno

17. “Akad. N“Akad. N. Obreshkov” Professional High School, Razgrad
18. “Dimcho Debelianov” High School, Varna
19. “Otets Paisii” Basic Education School, Diankovo, municipality off Razgrad

13 Literature useful when working with honour related violence

Barry, Kathleen. *Female sexual slavery*.

Dimova, L. et al. *Roma- the new challenges*. 2004 /ASA/

Loukanova, Dimova, Kolev, Luly. *Roma in enlarged Europe - challenges for the future; Roma and their education*. 2004.

Pamporov, A. *Marital pattern in Romany communities*. 2003

Roma in Central and Eastern Europe. UNDP, 2003, p. 55.

Simi Kamal, Asma Khan. *A study of the interplay of formal and customary laws on women*. vol. 1, 1977.

Tomova, I. *The Gipsies during the transition*. 1995.

14 Appendix

14.1 Case studies of HRV in Bulgaria from the practice of the BGRF

14.1.1 Patriarchal stereotypes that kill

This is the case of M.I. from a remote village in North Bulgaria. She is young/25/, beautiful and very much willing to have a good family and to enjoy life. Her /now former/ husband and herself, they are from a remote place where patriarchal rules are deeply rooted and where the wife belongs to the husband and to his family. Her duty is to obey, to take care of the household and of the child, and not to make her husband angry in any way. He has some business and expects her to stay at home and not to have a social life. Interestingly, due to the patriarchal stereotypes in the region, her parents perceive her in the same role as her husband does.

That is why when soon after the marriage she decides to go to the capital to look for a job and to start university studies, it was seen by all her family as a too independent step of hers. Nevertheless, she decides to leave for Sofia. At that time, she could already feel the symptoms of domestic violence, the bad temper of her husband, threats of physical violence, excessive jealousy. In one way or another, she wanted to run away. She found a work, a place to live with a friend from her town and started studying history and geography to become a secondary school teacher. The husband followed her, asked her to come back and to take care of their child/ a boy her mother was taking care of/and to abandon the job and the studies and started making scandals and scenes of jealousy in public and in private. She started being scared of his behaviour and alerted the police several times. She said to them that she was scared to death. They did not take it seriously in the beginning. She did not know where to turn for help. She knew that she was dependent on him for paying her studies and did not have money for a divorce. She started living with this fear because he threatened her with murder if she decided to leave him. In addition, she knew that her family as well was of his opinion, that she had to return and be a good wife for him. Despite that, last year she decided to leave him and she got an appointment with him / he was in Sofia/ in order to tell him so and to take some of her belongings from him. They met in a public place during the day, where he stabbed her, he cut her throat and her stomach with a big knife and he left her

helpless in a public garden. It was an attempted murder. This is how the BGRF found her - through the media and in an emergency hospital. We proposed her legal aid for divorce and she accepted. She told us several times her story and the most striking thing was that his family and even her family justified in a way his criminal acts because in fact he wanted her to get back and to stay with the family. By running away to Sofia, she violated the patriarchal rules and he had the right to bring her back into these rules. They even explained his acts as marks of love and as sign of the fact that she belonged to him. Her mother started reprimanding her that she wanted to divorce him, while he loved her so much. Her mother and her family still cannot accept the fact that she finally divorced him and started a new life. Our client shared that in the region she was born this is a traditional view, a stereotype shared by most of the people and that many women suffers violence under these rules.

14.1.2 Marriage as a punishment for being attractive

Two years ago a woman of Turkish origin/ the so-called Bulgarian Turks/ came to our centre for legal aid and told her story. She complained of domestic violence- battering and psychological violence from her husband /of the same origin/. He was aggressive in general but she said that in the last months he had become violent to her, also sexually. She was afraid and also surprised that these acts started later in their marriage, when their children- two daughters were almost grown-up. They were 14 and 15, respectively. We started speaking of their children and she said they were attractive and doing very well at school.

It was obvious that she was trying to hide something from us in the beginning, something did not fit in her story and step by step, she shared her real concerns with us. Her husband had “a penchant” for the elder daughter who complained that he harassed her. He was looking for every opportunity to remain alone with her and to make hints for sexual relations with her. The mother and the daughter were worried. The mother remembered that domestic violence started at the time her husband started harassing the daughter.

It was a very complicated problem and we decided to offer her specialised help for the child, who was feeling bad and guilty and it would reflect on her studies as well. The mother said she would discuss it with her daughter and she would think if she wanted to initiate a divorce. Some months after she came and shared with us that the situation would improve because her husband had found a solution. He decided to “solve” the family problem by getting rid of the “trouble” – his daughter who was tempting him and had negative influence on his marriage had to go away. As it was a custom in the region he was from, Northeast Bulgaria/Razgrad region/, he decided to “sell” his daughter in marriage, she was already grown-up and developed enough, it was time for her. Thus he interrupted her studies and her childhood. The mother said neither she nor her daughter was happy, but that there was no other solution. She did not prosecute and did not leave her husband.

Appendices

Interview form – questionnaire on Honour Related Violence (HRV)

1. Name of organisation
2. Address, telephone no, fax no, e-mail address, homepage, person interviewed
3. Type of organisation (authority, NGO, other) and how long it has existed.
4. For how long have the organisation been working with issues of HRV?
5. What are the main activities of the organisation?
6. Does the organisation have a definition of HRV? If yes, include.
7. Does the organisation have specific guidelines/policies in dealing with cases of HRV? If yes, include.

Support to girls/women, boys/men that suffer from HRV

8. Does your organisation work with support activities related to the categories below that have experienced or are experiencing HRV?
 - a. Girls
 - b. Women
 - c. Boys
 - d. Men
9. What support do you offer?
 Financial Legal Social Psychological Healthcare
 Sheltered housing Other
10. What are the main problems your organisation encounter when you working to support the girls/women, boys/men?
(E.g. structural, financial organisational, political or other)

Preventive actions against the occurrence of HRV

11. Do you work with preventive measures against the occurrence of HRV?
If no, go to question 14
12. What kind of preventive work does your organisation do?
13. What kind of preventive work do you think is needed to combat HRV?

Best practice

14. Do you have an example in your own work of support/prevention in the work concerning HRV that is working really well?



15. Do you know of any other organisation/authority that is doing work that is working very well?
16. How would you define that this example is working well? What is working well and why do you perceive it is working well?
17. How are these examples evaluated?
18. For how long has the example been going on, what are the components, which is the target group, what is the aim of the example etc.

Co-operation with other actors

19. Outline the other organisations you know of that are working against HRV.
 - ii) Do you know of any other initiatives relating to HRV? (E.g. seminars, studies, political activities etc.)
20. Does your organisation co-operate with other organisations/institutions in the work of supporting the affected girls/women, boys/men?
 - If yes,
 - a) With whom?
 - b) In what ways?
 - c) Who would you like to cooperate with?
21. Are you planning any projects/support/resources for girls/women or boys/men that suffer from HRV?
 - ii) Would you like to start, or co-operate in starting, activities regarding these groups?
 - iii) What kind of activities?
22. What support do you think is needed in the short term for the
 - a. Girls
 - b. Women
 - c. Boys
 - d. Men
23. What support do you think is needed in the long term for the
 - a. Girls
 - b. Women
 - c. Boys
 - d. Men
24. How do you evaluate your work?
25. Is there anything you would like to add?

Thank you for your co-operation!

The final report will be available on www.kvinnoforum.se. If you do not have access to the Internet, please contact us for a paper version.



THE STOCKHOLM DECLARATION TO COMBAT HONOUR RELATED VIOLENCE IN EUROPE

EUROPEAN AGENDA FOR ACTION

Adopted within the framework of the Conference "Honour Related Violence within a Global Perspective: Mitigation and Prevention in Europe", Stockholm, 7-8 October 2004

Reconfirming the European Union Member States obligations to respect, promote and protect human rights and fundamental freedoms as stated in the Charter of the United Nations; the Universal Declaration of Human Rights, the International Covenant on Economic, Social, and Cultural Rights, the Convention Against Torture, the Convention on the Elimination of All Forms of Discrimination against Women the Convention on the Rights of the Child, and the Hague Convention on Child Abduction;

Bearing in mind the important guidelines for action set out by International instruments, including: the Vienna Declaration and Plan of Action, the Declaration on the Elimination of Violence against Women, the International Conference on Population and Development Plan of Action, the Beijing Declaration and Platform for Action, the United Nations Resolution 55/66 on "Working towards the elimination of crimes against women committed in the name of honour", 57th Session of the General Assembly Report by the secretary-general, and further follow-up resolutions and reports;

Reaffirming the obligation of Member States to European principles for Human Rights laid down The Treaty on the European Union in,

Article (2) to 'strengthen the protection of the rights and interests of the nationals of its member states' and 'to maintain and develop the Union as an area of freedom, security and justice'.

Article 6 (1) stating that the Union is founded on the principles of liberty, democracy, and respect for human rights and fundamental freedoms, and the rule of law, principles which are common to the Member States.

Article (13) stating that the 'Community ... may take appropriate action to combat discrimination based on sex, racial or ethnic origin or belief, disability, age or sexual orientation;

Welcomes the extensive efforts carried out by the European Union and its programs to mainstream gender equality protect human rights and fundamental freedoms in general and efforts to address violence against women including honour related violence and crimes in particular;

Encourages the coordination of such efforts carried out by the European Union and its programs, and efforts carried out by Member states, European civil society and non-governmental organizations to raise awareness, prevent, and mitigate the incidence of honour related violence and crimes;

Calls upon the European Union and Member States:

- (a) To implement obligations and principles specified under international and European Covenants for human rights and specific international and European commitments outlined in the Preamble of this Declaration.
- (b) To work actively in preventing and mitigating honour related violence and crime, at the European level and within Member States, through the constant engagement of institutions, civil society, non-governmental organizations, and key agents of change, and the coordination of such efforts through the European Union mechanisms and support. To further intensify efforts on integration, social inclusion as a means to prevent honour related violence and crimes, address patriarchal structures, and novel forms of honour related violence resulting due to sexual orientation.
- (c) To approach and intensify efforts to address honour related violence and crimes from a multi-sectoral framework integrating measures and interventions within the legal, political, educational, social, health, and police sectors. The coordination of such efforts should be at Member State level, at regional European level, including the Organisation for Security and Cooperation in Europe.
- (d) To address and intensify efforts to understand the causes of honour related violence and crime, with special attention to their pattern of incidence and its consequences in Europe, involving a wide range of actors in forwarding such efforts such as academia, the media, Civil Society Organizations, Non-governmental organisations, community leaders, faith-based organisations.
- (e) To work towards raising awareness and disseminating information about the causes and the practice of honour related violence and crimes, especially to key formal and informal actors involved in addressing the phenomenon such as the police, prosecutors and judicial staff, social workers, educational staff, health workers, activists, Civil Society Organizations, and Non-governmental organisations.
- (f) To strengthen the short and long term support and rehabilitation mechanisms within Members States to victims of honour based violence and crimes including social, health, legal, educational support and adequate Safe housing, shelters, support lines, counseling services and information campaigns.
- (g) To establish mechanisms for victims to seek appropriate help and support, while working within the areas of strategy and policy, at Member State level, to allow for institutional and legal frameworks that would facilitate such a process, coordinating between Member States at European Union Level.
- (h) To coordinate the work and cooperation of European Police through the intensified efforts of EUROPOL and other European institutions, in the area of combating honour related violence and crimes, including the extension of Law and legal mechanisms to protect European citizens in danger of honour related violence in third countries, and to prosecute perpetrators who take refuge or carry out crimes in third countries.
- (i) To ensure that Member States use grounds of gender persecution in awarding asylum, and ensuring that women human rights should prevail in areas of conflict over cultural rights, while *emphasizing equality between men and women*.
- (j) To address honour related violence and crime in Europe as a European problem perpetuated by civil actors within European societies, and develop effective strategies, policies and mechanisms to combat the phenomenon, while avoiding cultural relativism and stereotyping, and ensuring the supremacy of European Law, European and International Covenants on Human Rights and fundamental freedoms.



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