

A Different World is Possible:

A call for long-term and targeted action to prevent
violence against women and girls

2011



End Violence Against Women Coalition

About the End Violence Against Women Coalition

The End Violence Against Women (EVAW) Coalition campaigns for governments at all levels around the UK to take urgent action to eliminate all forms of violence against women and girls. We are the largest coalition of its kind in the UK representing over seven million individuals and organisations. A full list of members is on our website.

Acknowledgments

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EVAW relies on the generous support of individuals and charitable trusts to fulfil our objectives to achieve a vision of a world without violence against women and girls. If you share our vision and would like to support our important work, then please make a donation by visiting: www.endviolenceagainstwomen.org.uk

A Different World is Possible: A call for long-term and targeted action to prevent violence against women and girls.

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Foreword

Violence against women and girls continues to have devastating and often dehumanising consequences for millions of women and girls across the world. Yet, despite this, we too often assume that this violence, and the inequality which it is linked to, is somehow inevitable. This seeming acceptance of the status quo not only damages women's lives and limits men's, but creates a barrier for practitioners and policy makers who seek to make a real difference in this area.

End Violence Against Women is a coalition of individuals and organisation who are united in believing that violence against women and girls is neither acceptable nor inevitable. We know that achieving a safe and equal world for all women and girls means first accepting that violence against women and girls is preventable.

This report aims to address attitudes and positions that are often normalised and even 'held dear' within all of our communities and within our societies generally. We ground our recommendations in Carol Hagemann-White's innovative model of perpetration which represents the most comprehensive review of evidence to date on the root causes, including individual life experiences and choices, of violence and abuse. Whether we work in schools, in communities, with the media or other institutions, our aim is to shift the landscape from one which tolerates the violation of women and girls' human rights, to one in which women's safety and gender equality is the norm.

Marai Larasi, MBE and Professor Liz Kelly CBE
Co-Chairs, End Violence Against Women Coalition

Executive Summary

Call to action: A Different World is Possible!

Violence against women has been described as ‘perhaps the most pervasive violation of human rights’ across the globe.¹ This violence bears significant costs – for individuals, for public services, society and the economy. Violence against women and girls (VAWG) is more prevalent amongst women in England than stroke, diabetes and heart disease.² Yet, the *prevention* of violence against women and girls has been a long neglected part of Westminster government policy.

The End Violence Against Women Coalition (EVAW) is calling for a coordinated, targeted and long term approach to preventing violence against women and girls (VAWG). In particular, we are calling for schools and other educational institutions to play their part in creating a safer world for women and girls.

At an estimated cost of around £122,000 per rape and a total annual health cost of domestic violence at around £1,100,000,000³, the benefits of preventing violence in the first place will far outweigh the costs.

What is this report?

This report sets out why we need a targeted and long term approach to preventing VAWG drawing on the most cutting-edge evidence-base on the causal factors underlying violence and abuse. We make policy recommendations under ten areas of action for Westminster government departments, statutory bodies, schools and other educational institutions and local authorities, providing a preliminary blueprint for decision-makers and an advocacy tool for the third sector. The report has been developed with expert practitioners, researchers and policy analysts on the EVAW Prevention Network, England. The report is complemented with ‘*A Different World is Possible: Promising practices to prevent violence against women and girls*’, a piece of research that explores examples of interventions to prevent violence through education, community mobilisation and capacity building, media and public awareness.

The intended audience for the report is Members of Parliament, civil servants, local authorities, schools, policy-makers, violence against women and girls organisations and other organisations who are interested in ending VAWG.

Why do we need a targeted and long term approach to prevention?

You have to show how masculine you are; you can't show sensitivity – it is difficult to be different – you need to look and act a certain way (young man, Year 11)⁴

1 United Nations, *Remarks of Secretary-General Kofi Annan to the Inter-Agency Videoconference for a World Free of Violence against Women*, SG/SM/6919 WOM/1113, <http://www.un.org/News/Press/docs/1999/19990308.sgsm6919.html>, accessed 2 February 2011.

2 Taskforce on the Health Aspects of Violence Against Women and Children, *Responding to violence against women and children – the role of the NHS* (2010).

3 Järvinen et al, *Hard Knock Life: Violence Against Women – a guide for donors and funders*, New Philanthropy Capital (2008). Costs in 2003/4 prices and apply to England and Wales.

4 Womankind Worldwide, *Freedom to achieve. Preventing violence, promoting equality: A whole-school approach* (2010).

I have started wearing shorts underneath my skirt as boys lift up skirts as they walk they...sometimes they come up behind you and put their hands on your chest (young woman, Year 9)⁵

Violence against women and girls is widespread, as are attitudes that normalise and excuse this violence

- Up to three million women across the UK experience rape, domestic violence, forced marriage, stalking, sexual exploitation and trafficking, female genital mutilation (FGM) or so called honour violence each year.⁶
- Almost one in three girls have experienced unwanted sexual touching at school.⁷
- Over one in three people believe that a woman should be held wholly or partly responsible for being sexually assaulted or raped if she was drunk.⁸
- 33 per cent of girls in an intimate relationship aged 13-17 have experienced some form of sexual violence from a partner.⁹
- In 2009 the Forced Marriage Unit received over 1600 calls to its helpline on suspected/potential forced marriage, 86 per cent of who were women.¹⁰

Violence against women has serious consequences for individuals and society

- Women and girls who experience violence endure significant physical, emotional, health, financial and social consequences. Violence causes physical damage ranging from death in extreme cases to miscarriages, broken limbs, and cuts and bruises.
- It is estimated that violence against women costs society £40 billion each year in England and Wales.¹¹

Governments have obligations to prevent violence against women under international and national human rights and equality laws

- Under the European Convention on Human Rights and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the UK has obligations to exercise due diligence in preventing violence against women before it happens.
- In Britain, the Public Sector Equality Duty under the Equality Act 2010 requires public bodies to take account of how they are promoting equality between women and men. Under the new duty, public bodies should be considering how they are preventing VAWG.

5 Womankind Worldwide, *Freedom to achieve. Preventing violence, promoting equality: A whole-school approach* (2010).

6 Coy, M., Lovett, J. and Kelly, L., *Realising Rights, Fulfilling Obligations: A Template for an Integrated Strategy on Violence Against Women for the UK*, End Violence Against Women Coalition (2009).

7 End Violence Against Women and YouGov, *Sexual Harassment in UK Schools Poll* (2010).

8 Home Office, *Violence against women opinion polling* (2009).

9 Barter et al, *Partner exploitation and violence in teenage intimate relationships*, NSPCC (2009). Available at http://www.nspcc.org.uk/Inform/research/findings/partner_exploitation_and_violence_wda68092.html

10 Foreign and Commonwealth Office, *Forced Marriage Unit Website*, <http://www.fco.gov.uk/en/travel-and-living-abroad/when-things-go-wrong/forced-marriage/>

11 Järvinen et al, *Hard Knock Life: Violence Against Women – a guide for donors and funders*, New Philanthropy Capital (2008). Costs in 2006/7 prices.

The current policy context

Current Westminster VAWG policy makes prevention a priority – a commitment which is long overdue and welcome. However, although the Coalition Government's, '*Call to End Violence Against Women and Girls: Action Plan*' contains some positive developments, it lacks: an investment in research, monitoring or evaluation; a concerted effort to embed prevention work in educational settings; a commitment to long term and evidence-based public awareness campaigns; and adequate and sustained funding of the VAWG sector to deliver their services and prevention programmes. The current ad-hoc approach to prevention is short-sighted, costly and unlikely to deliver the change needed to truly eliminate VAWG.

Ten areas of action to prevent violence against women and girls

The prevention of VAWG requires a range of targeted interventions which are designed and delivered in a coordinated manner.

- 1. Develop and implement a cross-government gender equality strategy.**
- 2. Ensure universal delivery of a 'whole school approach' to prevent violence against women and girls across the education system.**
- 3. Ensure funding for specialist violence against women and girls services to deliver prevention work.**
- 4. Invest in research, monitoring and evaluation of prevention interventions.**
- 5. Produce evidence-based and sustained public awareness campaigns.**
- 6. Fund community mobilisation activities to challenge violence against women and girls.**
- 7. Promote leadership at all levels to champion gender equality and non-violent norms.**
- 8. Tackle the sexualisation of women and girls in the media and popular culture.**
- 9. Commission the voluntary VAWG sector to deliver quality training on violence against women and girls to a range of agencies as part of vocational qualifications and ongoing professional development.**
- 10. Target interventions to ensure prevention of violence against women and girls addresses intersections of gender with other social inequalities.**

Schools must play their part in ending violence against women and girls

Schools are a microcosm of society in general. You have a chance when you are dealing with young people to change attitudes... I think if you don't take a stand over it you are basically colluding. (School teacher)¹²

Educational settings are an important site of prevention where attitudes that condone VAWG and gender stereotypes can be challenged and positive attitudes towards gender equality and equal relationships can be fostered. There are significant long-term social and economic gains to be made by investing in prevention through education. However, schools and academies – key players in delivering prevention – are on the back-foot in responding to violence against women and girls with a weak response. This means they may not be meeting their legal obligations under child protection and equality law to provide safe environments and teach students about healthy, respectful and equal relationships. In this report, we call for all primary and secondary schools, including academies, to play their part in ending VAWG.

All primary and secondary schools, including academies should:

- develop and implement a 'whole school approach' to prevent VAWG;
- appoint VAWG champions amongst school governors and student councils;
- directly commission VAWG services to design and deliver targeted prevention interventions;
- ensure access for students to specialist VAWG support services in the community; and
- ensure that their anti-bullying policies include an explicit reference to sexual harassment and bullying.

All local authorities should:

- establish local partnerships with relevant voluntary sector agencies, primary and secondary schools to support the coordinated delivery of prevention work; and
- champion a 'whole school approach' to preventing VAWG amongst primary and secondary schools, including academies, in their area.

The Greater London Authority should:

- champion a 'whole school approach' to preventing VAWG amongst primary and secondary schools, including academies, in the Greater London area; and
- regularly communicate through public messages the important role of educational institutions in preventing VAWG.

¹² Womankind Worldwide, *Freedom to achieve. Preventing violence, promoting equality: A whole-school approach* (2010).

The Minister for Education and Department for Education should:

- amend the Education Bill 2011 to make it a requirement for all schools and academies to collect and report data on all forms of violence against young women and girls in schools, including sexual harassment and bullying;
- communicate to all primary and secondary schools, including academies, the importance of addressing VAWG through a whole-school approach;
- appoint a senior policy lead who is responsible for developing and implementing a department-wide action plan on VAWG;
- work with organisations like the Centre for Excellence and Outcomes to ensure examples of best practice are disseminated widely across primary and secondary schools, including academies;
- ensure initial and ongoing training for teaching and non-teaching school staff and governors to increase awareness and build skills to challenge VAWG;
- under the Public Sector Equality Duty, set an objective on tackling VAWG in primary and secondary schools – they should regularly collect, analyse and publish data on young women and girls’ experiences of all forms of violence and require regular school surveys on experiences of violence and attitudes;
- develop specific strategies to ensure the safety and well-being of girls in Pupil Referral Units and consider alternative behaviour management strategies for girls;
- integrate gender stereotypes, sexualisation, VAWG and media literacy into the primary and secondary curriculum across all subjects in an age-appropriate manner as part of the National Curriculum review;
- make Sex and Relationship Education (SRE) and Personal Social Health and Economic education (PSHE) part of the statutory curriculum to ensure universal access for all students; and
- ensure the internal review of PSHE and SRE addresses VAWG. References on sexualisation, VAWG, healthy relationships, gender stereotypes, media literacy and the harms of pornography should be included in the Department’s guidance on Sex and Relationships Education.

Ofsted should:

- ensure inspection judgements on behaviour and safety assess how well schools are tackling VAWG including sexual harassment and bullying, looking for evidence of all forms of violence against girls in schools; and
- carry out a thematic review/survey into how well primary and secondary schools are tackling VAWG.

The Education Select Committee should:

- conduct an inquiry into how schools are responding to VAWG.

The Equality and Human Rights Commission should:

- support schools, academies and colleges to meet their obligations to prevent violence against young women and girls under the Public Sector Equality Duty by producing specific guidance; and

Song written and recorded by a young person attending Morgan Academy, Dundee, played at the “Our Rights” event

Make My Day

It all begun when I saw my dad hit my mum
Through a key hole I'd look
To see my mum's life being took, you see

Sometime I'd have to run
He'd take his belt off and say you're next son
Can't quite describe the fear
Whenever that man is near

Sometimes he'd say go to your room
Get half way through then
Boom, boom, boom then smack, smack,
Boom
The best would crack her near the eye

It's this man, I pure despise
The neighbours say they can hear her cries
Tear drops dripping from her eyes

Me on my own I sit in silence
Whenever I'm away from the violence
Think of a place by myself, with nobody else

In school it travels the news,
About me and how I've got a new bruise
On my cheek a little to the left

I'm actually considering death
Cause suicide, seems like the only way
To make my day
To make my dad pay

No-one listens to what I say.....!

- regularly monitor schools, academies and colleges to ensure compliance with the Public Sector Equality Duty and take action where necessary.

Take action to create a different world for women and girls

Based on the recommendations of this report, ERAW is campaigning for greater action from the Department for Education, local authorities and schools on preventing VAWG through education.

Visit www.endviolenceagainstawomen.org.uk to download our campaign actions and template letters.

Introduction

Violence against women has been described as ‘perhaps the most pervasive violation of human rights’ across the globe¹³. This violence bears significant costs – for individuals, for public services, society and the economy. Violence against women and girls (VAWG) is more prevalent amongst women in England than stroke, diabetes and heart disease.¹⁴ Yet, the *prevention* of violence against women has been a historically neglected part of Westminster policy.

Current Westminster VAWG policy makes prevention as a priority – a commitment which is long overdue and welcome. However, there remains a stark gap between the rhetoric and reality. Although the Coalition Government’s, ‘*Call to End Violence Against Women and Girls: Action Plan*’ contains some positive developments, the action plan lacks: an investment in research, monitoring or evaluation; a concerted effort to embed prevention work in educational settings; a commitment to long term and evidence-based public awareness campaigns; and adequate and sustained funding of the VAWG sector to deliver their services – which are secondary prevention – and primary prevention programmes. The current ad-hoc approach to prevention is short-sighted, costly and unlikely to deliver the change needed to truly eliminate VAWG.

The ambition of this government is to end violence against women and girls...[A]t the heart of our approach will be prevention. We will work across the whole of government on preventative measures to stop violence from happening in the first place.

**Rt. Hon Theresa May, MP,
Home Secretary, November 2010.**

Violence against women and girls is not inevitable and it is not inevitable that some men will be perpetrators. There is now a growing consensus that VAWG is preventable. However, this requires a long-term and sustained commitment from governments and public bodies to invest in targeted and evidence-based interventions that work at different levels – broader social structures and norms, schools, communities, workplaces and individuals – to address the multiple factors that contribute to the perpetration of violence. Prevention must be at the core of a coordinated and strategic response to violence, alongside adequate provision, protection and prosecution. Investing in prevention will save lives and reduce costs associated with violence. At an estimated cost of around £122,000 per rape and a total annual health cost of domestic violence at around £1,100,000,000¹⁵, the benefits of preventing violence in the first place will far outweigh the costs.

The purpose of this report is to provide a preliminary blueprint for decision-makers and an advocacy tool for the third sector. The prevention of VAWG is a long and complex task and as such, we envisage that as the evidence-base grows the areas of action and recommendations will be further developed and expanded.

13 United Nations, *Remarks of Secretary-General Kofi Annan to the Inter-Agency Videoconference for a World Free of Violence against Women*, SG/SM/6919 WOM/1113, <http://www.un.org/News/Press/docs/1999/19990308.sgsm6919.html>, accessed 2 February 2011.

14 Taskforce on the Health Aspects of Violence Against Women and Children, *Responding to violence against women and children – the role of the NHS* (2010).

15 Järvinen et al, *Hard Knock Life: Violence Against Women – a guide for donors and funders*, New Philanthropy Capital (2008). Costs in 2003/4 prices and apply to England and Wales.

Ten areas of action to prevent violence against women and girls

To be effective, the prevention of VAWG should tackle the root causes – gender inequality and gender stereotypes. This requires a range of targeted interventions which are designed and delivered in a coordinated manner. This report sets out ten areas of action for Westminster government departments, statutory bodies and local authorities.

1. **Develop and implement a cross-government gender equality strategy.**
2. **Ensure universal delivery of a ‘whole school approach’ to prevent violence against women and girls across the education system.**
3. **Ensure funding for specialist violence against women and girls services to deliver prevention work.**
4. **Invest in research, monitoring and evaluation of prevention interventions.**
5. **Produce evidence-based and sustained public awareness campaigns.**
6. **Fund community mobilisation activities to challenge violence against women and girls.**
7. **Promote leadership at all levels to champion gender equality and non-violent norms.**
8. **Tackle the sexualisation of women and girls in the media and popular culture.**
9. **Commission the voluntary VAWG sector to deliver quality training on violence against women and girls to a range of agencies as part of vocational qualifications and ongoing professional development.**
10. **Target interventions to ensure prevention of violence against women and girls addresses intersections of gender with other social inequalities.**

Defining ‘violence against women and girls’

This report uses the United Nations *Convention on the Elimination of All Forms of Discrimination Against Women* definition of violence against women as “violence directed at a woman because she is a woman or acts of violence which are suffered disproportionately by women”. Violence against women and girls includes but is not limited to domestic violence, rape and sexual violence, sexual harassment, child sexual abuse, female genital mutilation, forced marriage, crimes in the name of ‘honour’, trafficking and sexual exploitation.

Defining ‘prevention’

There are generally three categories of prevention with respect to VAWG. These categories are based on a public health approach. While these categories are

useful for identifying the specific aim or target of prevention initiatives, programmes or policies may fit under more than one category.¹⁶

Primary prevention: This refers to approaches that aim to prevent violence before it occurs. These might be initiatives targeted to whole populations or specific target populations to change the social, cultural and structural context within which violence occurs. An example is a public awareness campaign tackling myths about rape.

Secondary prevention: This refers to approaches targeted at individuals and groups who exhibit early signs of perpetrating VAWG or of being vulnerable to victimisation. An example is a programme targeted to girls involved in gangs to support them to get more involved in local services, engage in policy and make a difference to the services they receive.

Tertiary prevention: This refers to approaches that address violence once it has happened or to prevent violence from recurring. An example is a domestic violence perpetrator programme.

This report focuses on the primary prevention of VAWG. That is, preventing VAWG before it happens.

¹⁶ World Health Organisation, *Preventing intimate partner and sexual violence against women: taking action and generating evidence* (2010).

Why do we need a long-term and targeted approach to prevent violence against women and girls?

I have started wearing shorts underneath my skirt as boys lift up skirts as they walk they...sometimes they come up behind you and put their hands on your chest (young woman, Year 9)¹⁷

There are several critical reasons why we need a long-term and targeted approach to prevent VAWG. Firstly, VAWG is widespread in the UK affecting up to three million women each year.¹⁸ Secondly, VAWG is a fundamental violation of human rights. Under international law, governments have obligations under international human rights law to exercise due diligence in the prevention of all forms of VAWG. Thirdly, violence bears significant costs at many levels: the profound and long-term impact on women's health; the costs to public services such as the NHS and criminal justice services; and the costs of stunted ambitions and lost productivity.

Violence against women and girls is widespread, as are attitudes that normalise and excuse this violence

Many research studies continue to find alarming and persistently high levels of VAWG in the UK.

- 33 per cent of girls in an intimate relationship aged 13-17 have experienced some form of sexual violence from a partner.¹⁹
- Almost one in three girls have experienced unwanted sexual touching at school.²⁰
- Every year one million women experience at least one incident of domestic violence – nearly 20,000 women a week.²¹
- 3.7 million women in England and Wales have been sexually assaulted at some point since the age of 16.²²
- In 2009 the Forced Marriage Unit received over 1600 calls to its helpline on suspected/potential forced marriage, 86 per cent of who were women.²³
- It is estimated that of 17,000 migrant women involved in off-street prostitution in England and Wales, 2,600 have been trafficked and 9,200 are vulnerable migrants who may be further victims of trafficking.²⁴
- 20 per cent of women say they have experienced stalking at some point since the age of 16.²⁵

17 Womankind Worldwide, *Freedom to achieve. Preventing violence, promoting equality: A whole-school approach* (2010).

18 Coy, M., Lovett, J. and Kelly, L., *Realising Rights, Fulfilling Obligations: A Template for an Integrated Strategy on Violence Against Women for the UK*, End Violence Against Women Coalition (2009).

19 Barter, C. et al, *Partner exploitation and violence in teenage intimate relationships*, NSPCC (2009). Available at http://www.nspcc.org.uk/Inform/research/findings/partner_exploitation_and_violence_wda68092.html, accessed 8 May 2011.

20 End Violence Against Women and YouGov, *Sexual Harassment in UK Schools Poll* (2010).

21 Povey, et al, Homicides, *Firearm Offences and Intimate Violence*

2007/08 (Supplementary Volume 2 to 'Crime in England and Wales 2007/08'). Home Office Statistical Bulletin 02/09 (2009).

22 Povey, et al, Homicides, *Firearm Offences and Intimate Violence 2007/08* (Supplementary Volume 2 to 'Crime in England and Wales 2007/08'). Home Office Statistical Bulletin 02/09 (2009).

23 Foreign and Commonwealth Office, *Forced Marriage Unit Website* (2011) Available at <http://www.fco.gov.uk/en/travel-and-living-abroad/when-things-go-wrong/forced-marriage/>, accessed 8 May 2011.

24 ACPO, *Setting the Record: The Trafficking of Migrant Women in the England and Wales off street Prostitution Sector* (2010).

25 Walker et al, *Crime in England and Wales 2008/09*, Home Office Statistical Bulletin 11/09 (2009).

- An estimated 66,000 women in England and Wales in 2001 had been subject to female genital mutilation.²⁶

Violence against women and girls cannot be prevented unless the attitudes that excuse and normalise violence are changed.

- 36 per cent of people believe that a woman should be held wholly or partly responsible for being sexually assaulted or raped if she was drunk, and 26 per cent if she was in public wearing sexy or revealing clothes.²⁷
- One in five people think it would be acceptable in certain circumstances for a man to hit or slap his female partner in response to her being dressed in sexy or revealing clothing in public.²⁸
- Almost half (43 per cent) of teenage girls believe that it is acceptable for a boyfriend to be aggressive towards his partner.²⁹
- 1 in 2 boys and 1 in 3 girls believe that there are some circumstances when it is okay to hit a woman or force her to have sex.³⁰

Violence against women and girls has serious consequences for individuals and society

Women and girls who experience violence endure significant physical, emotional, health, financial and social consequences. Violence causes physical damage ranging from death in extreme cases to miscarriages, broken limbs, and cuts and bruises. Violence can also lead to lasting mental health and substance misuse problems.³¹ A study using burden of disease methodology in Victoria, Australia estimated that intimate partner violence was the leading contributor to death, disability and ill-health in women aged 15–44, more than raised blood pressure, tobacco use and increased body weight.³²

Violence against women also represents a significant cost to the economy. It is estimated that violence against women costs society £40 billion each year.³³ The total of domestic violence alone in England and Wales in one year is £20 billion. This cost includes health and social services costs of £1.6bn, criminal justice system costs of £1.2bn, lost economic output costs of £2.3 billion and human and emotional costs of £15 billion.³⁴ The cost of sexual violence (not part of domestic violence) in a year is estimated to be £20.9 billion pounds, with each sexual offence costing an estimated £122,000 pounds.³⁵ The World Health Organisation (WHO) 2004 report *The Economic Dimensions of Interpersonal Violence* found that preventing violence is both cost beneficial and cost effective.³⁶

26 Dorkenoo et al., *A Statistical Study to Estimate the Prevalence of Female Genital Mutilation in England and Wales Summary Report*, FORWARD (2007).

27 Home Office, *Violence against women opinion polling* (2009).

28 Home Office, *Violence against women opinion polling* (2009).

29 NSPCC, *Teen abuse survey of Great Britain* (2005).

30 Zero Tolerance, *Young People's Attitudes to Sex, Violence and Relationships* (1998).

31 Taskforce on the Health Aspects of Violence Against Women and Children, *Responding to violence against women and children – the role of the NHS* (2010).

32 World Health Organization, *Preventing intimate partner and sexual violence against women: taking action and generating evidence* (2010).

33 Järvinen et al, *Hard Knock Life: Violence Against Women – a guide for donors and funders*, New Philanthropy Capital (2008). Costs in 2006/7 prices.

34 Järvinen et al, *Hard Knock Life: Violence Against Women – a guide for donors and funders*, New Philanthropy Capital (2008). Costs in 2006/7 prices.

35 Järvinen et al, *Hard Knock Life: Violence Against Women – a guide for donors and funders*, New Philanthropy Capital (2008). Costs in 2006/7 prices.

36 World Health Organisation, *The Economic Dimensions of Interpersonal Violence* (2004). Available at http://www.who.int/violence_injury_prevention/, accessed 2 February 2011.

Governments have obligations to prevent violence against women and girls under international and national laws

Violence against women and girls is recognised as a violation of women's and girls' fundamental human rights, including the right to non-discrimination on the basis of sex, the right not to be treated in an inhuman and degrading way, the right to respect for private and family life (including the right to physical and psychological integrity) and the right to life.³⁷ The 1995 Beijing Platform for Action, to which the UK is committed, states that violence against women is one of the major barriers to achieving gender equality and names violence against women as a global priority, which the United Nations has continued to make it, including the recent UniTE campaign.

The European Court of Human Rights and the United Nations Committee on the Elimination of Discrimination Against Women have recognised violence against women as a form of discrimination against women.³⁸ Under the European Convention on Human Rights and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the UK has obligations to exercise due diligence in preventing violence against women before it happens. Under CEDAW and the Beijing Platform for Action, the UK also has an obligation to change attitudes, cultures and stereotypes that perpetuate gender inequality. The United Nations Convention on the Rights of the Child also provides that governments have an obligation to ensure that the rights of the Convention, including rights to be free from violence, sexual abuse and exploitation, be enjoyed equally by boys and girls. Further, the United Nations Human Rights Council, of which the UK is a member, adopted by consensus a resolution in 2010 entitled, 'Accelerating efforts to eliminate all forms of violence against women: ensuring due diligence in prevention'.³⁹ It urges governments to adopt a series of comprehensive measures aimed at preventing violence against women.

In England, Wales and Scotland, the new Public Sector Equality Duty under the Equality Act 2010 requires public bodies to take account of equality, discrimination and good relations between groups in the way they make policy, deliver services, buy goods and services and employ people. This Public Sector Equality Duty aims to advance equality in practice. This means that public bodies, including local authorities, government departments, police forces and schools should be examining their policies to consider whether they are promoting equality between women and men. This includes considering how they are preventing VAWG.

37 Chinkin, C., *Case Law of the European Court of Human Rights on Violence Against Women*, Council of Europe (2009).

38 Chinkin, C., *Case Law of the European Court of Human Rights on Violence Against Women*, Council of Europe (2009); General recommendation 19 of the Committee on the Elimination of Discrimination Against Women.

39 United Nations Human Rights Council, *Accelerating efforts to eliminate all forms of violence against women: ensuring due diligence in prevention* (2010).

The policy context for the prevention of violence against women and girls

The prevention of VAWG has historically been a neglected part of government policy. There has been no long-term and targeted approach on prevention with dedicated and sustained funding. Prevention initiatives have typically been piecemeal with poor levels of investment in research and evaluation. Schools have failed to systematically embed VAWG in the curriculum and school policies. Public awareness campaigns have generally been ad-hoc and short-term. There has been no measurement and monitoring of community attitudes towards VAWG.

On the 2010 United Nations Day for the Elimination of Violence Against Women (25th November) Home Secretary Theresa May set out the Westminster government's '*Call to End Violence Against Women and Girls: Strategic Vision*' with a focus on:

- preventing violence and challenging attitudes and behaviours;
- providing support for women who experience violence;
- working in partnership with public bodies and community groups;
- reducing the risk to women and girls and bringing perpetrators to justice.

The Government's '*Call to End Violence Against Women and Girls: Action Plan*', released in March 2011, contains a number of positive and welcome actions under prevention including public awareness campaigns on teenage relationship abuse and sexual violence and the inclusion of new questions in the British Crime Survey to measure and monitor attitudes towards VAWG – a key recommendation of this report. We also welcome that both documents are framed in terms of ending VAWG.

Despite these positive steps, there remain several significant gaps. The Department for Education continues to lag behind other key departments in its response to VAWG. The Department's commitment to 'encourage' the teaching of sexual consent within the curriculum is weak and minimal, a major gap since consent should be the bedrock for all sexual health education. Without this foundation it is impossible to ensure that every student is safe in their school environment or to effectively tackle attitudes that condone and normalise VAWG. The Action Plan also falls short in setting out a long-term and comprehensive strategy for preventing violence against women which includes: ensuring a 'whole school approach' to addressing VAWG in educational settings across England; embedding VAWG across the school curriculum; initial and continuing training of teachers and school staff; evidence-based and long term public awareness campaigns: work with the media to tackle the sexualisation of women and girls; funding for community-based prevention work; or long-term research and evaluation of prevention interventions. Furthermore, the Coalition Government's strategy lacks an overall framework to measure and monitor progress. The lack of monitoring is particularly problematic given the shift towards localism which will place an additional burden on VAWG organisations to monitor and hold public bodies to account when they are already chronically under-resourced and facing further funding cuts. The weakening of the specific duties under the Public Sector Equality Duty (Equality Act 2010) and review of the Equality and Human Rights Commission also diminishes the critical role that public bodies have to play in addressing VAWG as a form of gender inequality and human rights violation.

How can violence against women and girls be prevented?

There is now overwhelming consensus that VAWG can be prevented. The World Health Organisation ground-breaking research World Report on Violence and Health found that:

*Violence can be prevented and its impact reduced [...] The factors that contribute to violent responses – whether they are factors of attitude and behaviour or related to larger social, economic, political and cultural conditions – can be changed.*⁴⁰

The prevention of violence against women requires identifying and intervening to address the factors that are conducive to the perpetration of VAWG.

This report draws upon and adapts a new interactive model '*Factors at play in the perpetration of violence against women, violence against children and sexual orientation violence*', developed by Hagemann-White et al in 2010 for the European Commission.⁴¹ The model is based upon an extensive rapid research review of the current evidence on the factors contributing to VAWG, and is intended to inform the development of prevention work within the EU. It builds on the widely used World Health Organisation 'ecological model', adapting the levels so that they are specific to interpersonal violence and introduces the mapping of pathways that link the four levels for specific forms of violence.

Specifically address multiple factors at different levels

The perpetration of VAWG arises through multiple and intersecting factors at different levels that makes it complex to prevent, since many forms are considered acceptable and normalised. The factors and levels are in turn connected through a range of pathways that make some individuals more likely to commit violence.

It is important to emphasise that these are factors, not causal explanations. **Every perpetrator makes a choice to use violence against women and girls and consequently must take responsibility for their actions.** For instance, an individual's abuse of alcohol does not cause them to perpetrate violence. It is the intersection of this factor in a pathway with multiple factors at different levels that makes it more likely that a perpetrator will choose to use violence. Thus, a factor at an individual life history level such as alcohol or drug abuse reflects correlations in the evidence base, and should never be interpreted as a single cause explanation.

However, by addressing the factors set out below, we can change the context which facilitates VAWG. The model also encourages those undertaking interventions to be specific about which factors and pathways they are attempting to change: in this way prevention has to be more thoughtfully crafted to interrupt conducive contexts which make VAWG, and specific forms of it, possible and acceptable.

40 World Health Organisation, *World report on violence and health* (2002). Available at http://www.who.int/violence_injury_prevention/violence/world_report/en/, accessed 8 May 2011.

41 Hagemann-White et al: *Factors at play in the perpetration of VAW, VAC and SOV, A multi-level interactive model*, Annex to: European

Commission, *Feasibility study to assess the possibilities, opportunities and needs to standardize national legislation on violence against women, violence against children and sexual orientation violence*. Publications Office of the European Union (2010). Available at http://ec.europa.eu/justice/funding/daphne3/funding_daphne3_en.htm, accessed 8 May 2011.

LEVEL Overall structures in the social order (Macro)

FACTORS

- | | |
|--|--|
| <p>Devaluing women</p> <ul style="list-style-type: none"> – Gender inequality, unequal power relations between women and men and the subordination of women <p>Masculinity</p> <ul style="list-style-type: none"> – Normative heterosexual masculinity | <p>Media violence</p> <ul style="list-style-type: none"> – Glorification of violence and sexualisation of women and girls <p>Impunity</p> <ul style="list-style-type: none"> – Weak or limited laws against violence <p>Children’s status</p> <ul style="list-style-type: none"> – Lack of respect for children’s and especially girl’s rights |
|--|--|

POLICY IMPLICATIONS

- Interventions needed at a structural level to:**
- Achieve formal and substantive gender equality
 - Promote alternative models of masculinity
 - Regulate violence in the media
 - Regulate the sexualisation of women and girls in the media
 - Strengthen laws against violence
 - Promote children’s/girl’s rights

LEVEL Social norms and practices that regulate daily life (Meso)

FACTORS

- | | |
|---|---|
| <p>Entitlement</p> <ul style="list-style-type: none"> – Male entitlement to sex and services from women <p>Failed sanctions</p> <ul style="list-style-type: none"> – Failure of criminal justice system to respond, poor implementation of law resulting in no sanctions for perpetrators <p>Discrimination</p> <ul style="list-style-type: none"> – Discrimination against women and girls in society e.g. workplace and education | <p>‘Honour’ codes</p> <ul style="list-style-type: none"> – Enforcement of ‘honour’ and shame around violence against women <p>Poverty pockets</p> <ul style="list-style-type: none"> – High concentrations of poverty, discrimination and social exclusion resulting in very low access to material resources, education and regular employment |
|---|---|

POLICY IMPLICATIONS

- Interventions at a societal level needed to:**
- Challenge the idea of male entitlement
 - Improve implementation of laws and increase conviction rates of /sanctions on perpetrators
 - Eliminate discrimination against women and girls
 - Challenge codes of ‘honour’ and shame
 - Improve access to resources for socially excluded and disadvantaged communities

Factors contributing to violence against women and girls (adapted from ‘Factors at play in the perpetration of violence against women, violence against children and sexual orientation violence’, developed by Hagemann-White et al in 2010)

LEVEL Day to day interactions in the immediate environment (Micro)

FACTORS

- Peer approval**
 - Peer-groups support, valorise and reinforce VAWG
- Stereotypes**
 - Rigid constructions of what is 'normal' for a man/boy/woman/girl
- Myths**
 - Persistent stereotypes and misunderstandings about VAWG
- Rewards**
 - Real or perceived rewards for violence
- Opportunity**
 - Conditions that facilitate perpetration of VAWG
- Family stress**
 - When pressures such as unemployment, social isolation and other stressors come together
- Obedience code**
 - Different expectations of daughters

POLICY IMPLICATIONS

Interventions needed in the immediate environment needed to:

- Challenge peer support for violence
- Establish active peer disapproval of VAWG
- Transform gender stereotypes through education and public awareness
- Challenge myths about VAWG
- Ensure all schools and workplaces have effective policies, sanctions and redress for all forms of violence against women and girls
- Improve access to resources, education and support for families living in poverty, especially women and children
- Re-value daughters

LEVEL Individual life history (Ontogenetic)

FACTORS

- Masculine Self**
 - Hostile towards women and approving of violence against women, need to prove self as 'real man'
- Emotional and cognitive deficits**
 - Lack of empathy and respect for women and girls
- Growing up in families unable to provide basic care**
- Depersonalised sex**
 - Sexual socialisation oriented to power and control
- Stimulus abuse**
 - Abuse of pornography, alcohol and drugs
- Early trauma**
 - Early exposure to violence in the home or abuse of trust

POLICY IMPLICATIONS

Interventions needed at a personal and family level to

- Promote alternative secure masculine identities that do not devalue women
- Expand perceptions of women and children, especially where they are seen/treated as property
- Increase family support and parenting programmes which address gender
- Promote sexual ethics and ethics of care through education
- Enable young men to critically assess pornography
- Ensure drug and alcohol abuse services are informed by understandings of VAWG
- Ensure that mental health care informed by understandings of VAWG
- Ensure support for children who have been abused

Pathways to perpetration: understanding how conducive environments are created by the intersection of factors

As well as understanding what the factors are it is important to understand how they connect and intersect. The diagrams contained in *Appendix A*, drawn from the original Hagemann-White interactive model, show how they combine to create pathways along which violence becomes more likely. Importantly, they emphasise the conducive environment for perpetration created by the interplay of overall structures of society, social norms, day-to-day interactions and individual life histories.

The selected screen shots for sexual violence and intimate partner violence show the interconnections which the current evidence base suggests are the most likely. It is the pathway from one factor to another that offers opportunities for interruption, with those having the most links to other levels perhaps the most important to target. This model requires that interventions become more specific about how they seek to interrupt the connections.

For example, in the case of sexual violence, interventions might target the connection between devaluing women and entitlement, or between stereotypes, masculine self and peer approval. Domestic violence interventions could target the connections between masculinity, entitlement, family stress and stereotypes. Too often prevention projects address gender stereotypes or gender inequality without having a clear idea of how these form pathways to perpetration.

We can prevent violence against women and girls: ten areas of action and recommendations

The Westminster government needs a long-term commitment to prevention, underpinned by strong leadership that makes clear that violence against women is never acceptable or excusable. Prevention must be at the core of the strategic response to violence against women along with the other essential P's – perspective, policy, provision, protection and prosecution.⁴² Violence against women and girls cuts across every area of public policy and every department has an important role to play in prevention.

A strategic approach to violence against women and girls (adapted from Realising Rights, 2009).



Ten areas of action to prevent violence against women and girls

- 1. Develop and implement a cross-government gender equality strategy.**
- 2. Ensure universal delivery of a 'whole school approach' to prevent violence against women and girls across the education system.**
- 3. Ensure funding for specialist violence against women and girls services to deliver prevention work.**
- 4. Invest in research, monitoring and evaluation of prevention interventions.**
- 5. Produce evidence-based and sustained public awareness campaigns.**
- 6. Fund community mobilisation activities to challenge violence against women and girls.**
- 7. Promote leadership at all levels to champion gender equality and non-violent norms.**
- 8. Tackle the sexualisation of women and girls in the media and popular culture.**
- 9. Commission the voluntary VAWG sector to deliver quality training on violence against women and girls to a range of agencies as part of vocational qualifications and ongoing professional development.**
- 10. Target interventions to ensure prevention of violence against women and girls addresses intersections of gender with other social inequalities.**

⁴² Coy, M., Lovett, J. and Kelly, L., *Realising Rights, Fulfilling Obligations: A Template for an Integrated Strategy on Violence Against Women for the UK*, End Violence Against Women Coalition (2009).

1. Develop and implement a cross-government gender equality strategy

As illustrated in the model of perpetration of VAWG, the societal structures that devalue women and reinforce male power are key factors contributing to the perpetration of VAWG. Despite decades of legislation prohibiting sex discrimination, women in the UK continue to earn less than men, are more vulnerable to poverty and remain under-represented in decision-making roles and senior positions. Women working full-time in the UK are still paid on average 16 per cent less per hour than men.⁴³ There remains a wide gender gap in the division of unpaid work – an average of 4 hours 15 minutes a day for women, as compared to 2 hours 18 a day for men.⁴⁴ Black, Minority Ethnic (BME) women are particularly vulnerable to poverty, with the Government Equalities Office estimating that around 50 per cent of Pakistani and Bangladeshi women live in poverty.⁴⁵ The public spending cuts at the time of this report being published will have a disproportionate impact on women and increase gender inequality, through reduced benefits, public sector job losses and cuts to services.⁴⁶

The main policy framework addressing gender equality in Great Britain is the Government's Equalities Office's Equality Strategy, '*Building a Fairer Britain*'. While the commitment to some areas of gender equality is welcome, the strategy does not set out a long-term or comprehensive plan to fully address women's inequality across all areas, particularly for women who experience multiple forms of disadvantage. The current further review of the Public Sector Equality Duty under the Equality Act 2010 risks sending a message to public bodies that undermines their critical role in promoting equality.

The prevention of violence against women needs to be located in an overarching gender equality strategy which includes a coordinated set of actions to address all aspects of women's inequality across economic, social, cultural and political spheres of life. Achieving substantive gender equality or equality of outcomes for women and men across social, economic and political life is critical to ending VAWG. The experience of Nordic countries, where high levels of VAWG persists despite being close to achieving gender equality in workforce participation or representation in senior positions, shows that the attitudes and structures that underlie VAWG must be addressed specifically.

Recommended actions

All local authorities should:

- develop gender equality strategies which address all aspects of women's inequality, particularly the needs of women who experience multiple forms of disadvantage. VAWG should be a core strand of strategies

43 Women's Budget Group, *The Impact on Women of the Coalition Spending Review 2010* (2010).

44 Women's Budget Group, *The Impact on Women of the Coalition Spending Review 2010* (2010).

45 Government Equalities Office, *Ethnic minority women's poverty and economic well being*, available at <http://www.equalities.gov.uk/pdf/14342%20GEO%20Research%20Factsheet%20EMWP%202nd.pdf>. (2010).

46 Women's Budget Group, *The Impact on Women of the Coalition Spending Review 2010* (2010).

The Westminster government should:

- develop of a cross-governmental gender equality strategy, to be led by the Cabinet Office, which addresses all aspects of women's inequality, particularly the needs of women who experience multiple forms of disadvantage – VAWG should be a core strand of the strategy';
- regularly report progress on key indicators of gender inequality – for example, the gender pay gap, gender division of paid and unpaid work, women's representation in public decision-making, the level of public spending on women in sport and violence against women;
- establish a working group, in collaboration with the VAWG specialist sector, to monitor the implementation of all laws and policies, and all regional and international human rights standards to which the UK government is a party, including CEDAW and the Convention of the Rights of the Child, aimed particularly at preventing VAWG; and
- establish a cross-party parliamentary Women and Equality Audit Committee to assess whether policies and programmes of government departments and public bodies contribute to gender equality.

2. Ensure universal delivery of a 'whole school approach' to prevent violence against women and girls across the education system

As illustrated in the model of perpetration, 'peer approval' of VAWG, gender stereotypes and the perpetuation of myths about VAWG in the day-to-day environments are factors contributing to the perpetration of violence. Educational settings can play a part in reinforcing and even condoning gender inequality and VAWG. However, educational settings are also an important site of prevention where the formation of violence-supportive attitudes and gender stereotypes can be challenged and positive attitudes towards gender equality and equal relationships can be fostered. There are significant long-term social and economic gains to be made by investing in prevention through education.

Our 2010 YouGov poll found that nearly one in three 16-18 year old girls have experienced unwanted sexual touching at school in the UK. Yet, this behaviour is rarely challenged with close to one in four 16-18-year-olds reporting that their teachers never said unwanted sexual touching, sharing of sexual pictures or sexual name calling were unacceptable.⁴⁷ A 2006 ICM poll for EVAW found that 77 per cent of young people feel that they do not have enough information and support to deal with physical or sexual violence. Research from organisations that work with young women has found that many of them report being groped in class, harassed by text messages, and forced to drop out of school and get married. Similarly, young men feeling under pressure to adopt masculine stereotypes.⁴⁸ Research with young women and girls affected by gang-related violence also indicates that they experience further vulnerability to violence and abuse in male-dominated environments such as Pupil Referral Units.⁴⁹

⁴⁷ End Violence Against Women and YouGov, *Sexual Harassment in UK Schools Poll* (2010).

⁴⁹ Race on the Agenda, *The Female Voice in Violence Project: Final report* (2011).

⁴⁸ Womankind Worldwide, *Freedom to achieve. Preventing violence, promoting equality: A whole-school approach* (2010).

Violence against young women and girls, such as sexual harassment, teenage relationship abuse, sexual violence, forced marriage, domestic violence and female genital mutilation places the educational attainment of girls at serious risk.⁵⁰ For example, there is evidence to suggest that the stereotyping of girls and young women as sexual objects and sexually available may negatively influence girls' achievement and opportunities by restricting their aspirations.⁵¹ Research indicates that young black women are subject to particular racialised and gendered stereotyping as hyper-sexual which also limits and restricts their aspirations.⁵² Rigid gender stereotyping is also a key factor contributing to homophobic and transphobic bullying and violence in educational environments. A survey of female higher and further education students also found high levels of gender-based violence, with one in seven reporting a serious physical or sexual assault during their time as students.⁵³

Although there has been a decrease in recent years, the Teenage Pregnancy Independent Advisory Group concluded in 2010 that the rate of teenage pregnancy remains 'unacceptably high'.⁵⁴ A 2010 study by the Child and Woman Abuse Studies Unit at London Metropolitan University found that there are links between teenage pregnancy and non-consensual sex. These links are based on gendered dynamics of pressure, coercion and expectation and may be reinforced by media representations of sex.⁵⁵ As such, universal provision of good quality Sex and Relationships Education is critical for ensuring the safety of young women and preventing VAWG.

Without this, schools and other educational institutions will fail to meet their obligations under the equality and child protection laws to provide safe and supportive school environments for all students. The current response to VAWG by the Department for Education is weak and limited. There is no mechanism to ensure the universal delivery of prevention work in schools. Prevention interventions are largely left to the voluntary sector working with supportive individuals at a school level, leading to patchy and ad-hoc coverage. VAWG is not embedded into the curriculum and teachers are not provided with the skills and tools to teach and respond to VAWG. Sex and Relationships Education (SRE) is not universally accessible for all young people as it is not part of the statutory curriculum. The proposed removal of the duty of schools to cooperate with local authorities in the Education Bill 2011 has further implications for the coordinated provision of VAWG prevention work at a local level.

There is a clear need for the Department for Education to take a greater role in championing VAWG prevention across all primary and secondary schools and other educational institutions to ensure the universal delivery of a 'whole school approach' across the education system. Prevention through education is a cost-effective measure that stands to deliver long term benefits to the whole community.

50 Womankind Worldwide, Freedom to achieve. Preventing violence, promoting equality: A whole-school approach (2010).

51 American Psychological Association, Report of the APA Taskforce on the Sexualisation of Girls (2007).

52 Coy, M., Milkshakes, Lady Lumps and Growing Up to Want Boobies: How the Sexualisation of Popular Culture Limits Girls' Horizons, Child Abuse Review, Vol. 18 (2009).

53 National Union of Students, Hidden Marks: A study of women students' experiences of harassment, stalking, violence and sexual assault (2010).

54 Teenage Pregnancy Independent Advisory Group, Teenage pregnancy: Past successes - future challenges (2010).

55 Coy, M. et al, *A Missing Link? An Exploratory Study of the Connections Between Non-Consensual Sex and Teenage Pregnancy* (2010).

What is a ‘whole school approach’?

A ‘whole school approach’ addresses the needs of pupils, staff and the wider community across the curriculum and the entire learning environment within a school. It aims to develop an ethos and environment in a school that supports learning and promotes the health, well-being and safety of all.

Steps towards building a whole school approach include: staff leadership, including placing responsibility for the work with a working group or within a senior manager’s work strand; positioning the work to link to school policy frameworks, including schemes of work and priorities areas such as attainment, good behaviour, child protection, anti-bullying and social inclusion; working directly with students through input to the curriculum, peer-led advocacy and mentoring; researching and consulting with young people, staff and parents to gather data and achieve universal ‘buy in’; increasing awareness of the issues through staff training; developing a ‘shared language’ within the school which engages with human rights and gender equality.⁵⁶

Recommended actions

All primary and secondary schools, including academies should:

- develop and implement a ‘whole school approach’ to prevent VAWG;
- appoint VAWG champions amongst school governors and student councils;
- directly commission VAWG services to design and deliver targeted prevention interventions;
- ensure access for students to specialist VAWG support services in the community; and
- ensure that their anti-bullying policies include an explicit reference to sexual harassment and bullying.

All higher and further education institutions should:

- develop a cross-institutional policy to tackle violence against women students and staff.

All local authorities should:

- establish local partnerships with relevant voluntary sector agencies, primary and secondary schools to support the coordinated delivery of prevention work; and
- champion a ‘whole school approach’ to preventing VAWG amongst primary and secondary schools, including academies, in their area.

⁵⁶ Womankind Worldwide, *Freedom to achieve. Preventing violence, promoting equality: A whole-school approach* (2010).

The Greater London Authority should:

- a 'whole school approach' to preventing VAWG amongst primary and secondary schools, including academies, in the Greater London area; and
- regularly communicate through public messages the important role of educational institutions in preventing VAWG.

The Minister for Education and Department for Education should:

- amend the Education Bill 2011 to make it a requirement for all schools and academies to collect and report data on all forms of violence against young women and girls in schools, including sexual harassment and bullying;
- communicate to all primary and secondary schools, including academies, the importance of addressing VAWG through a whole-school approach;
- appoint a senior policy lead who is responsible for developing and implementing a department-wide action plan on VAWG;
- work with organisations like the Centre for Excellence and Outcomes to ensure examples of best practice are disseminated widely across primary and secondary schools, including academies;
- ensure initial and ongoing training for teaching and non-teaching school staff and governors to increase awareness and build skills to challenge VAWG;
- under the Public Sector Equality Duty, set an objective on tackling VAWG in primary and secondary schools - they should regularly collect, analyse and publish data on young women and girls' experiences of all forms of violence and require regular school surveys on experiences of violence and attitudes;
- develop specific strategies to ensure the safety and well-being of girls in Pupil Referral Units and consider alternative behaviour management strategies for girls;
- integrate gender stereotypes, sexualisation, VAWG and media literacy into the primary and secondary curriculum across all subjects in an age-appropriate manner as part of the National Curriculum review;
- make Sex and Relationship Education (SRE) and Personal Social Health and Economic education (PSHE) part of the statutory curriculum to ensure universal access for all students; and
- ensure the internal review of PSHE and SRE addresses VAWG. References on sexualisation, VAWG, healthy relationships, gender stereotypes, media literacy and the harms of pornography should be included in the Department for Education's guidance on Sex and Relationships Education.

Ofsted should:

- ensure inspection judgements on behaviour and safety assess how well schools are tackling VAWG including sexual harassment and bullying, looking for evidence of all forms of violence against girls in schools; and
- carry out a thematic review/survey into how well primary and secondary schools are tackling VAWG.

The Education Select Committee should:

- conduct an inquiry into how schools are responding to VAWG.

The Equality and Human Rights Commission should:

- support schools, academies and colleges to meet their obligations to prevent violence against young women and girls under the Public Sector Equality Duty by producing specific guidance; and
- regularly monitor schools, academies and colleges to ensure compliance with the Public Sector Equality Duty and take action where necessary.

3. Ensure funding for specialist VAWG services to deliver prevention interventions

As evidenced in our 2011 report '*A Different World is Possible: Promising practices to prevent violence against women and girls*', specialist services such as domestic violence projects, Rape Crisis Centres and support services for BME women have decades of expertise and experience to inform prevention work across a range of settings. Our research on promising practices particularly highlighted the importance of prevention work being driven by a gendered perspective and being owned at a local level.

However, the primary obstacle facing VAWG organisations in delivering effective prevention programmes is the absence of sustained funding. Indeed the entire sector faces a crisis in the absence of a coherent strategy for financial sustainability, despite more than three years attention to this issue by Westminster governments. The loss of services will also be a loss of the secondary and tertiary prevention that the specialised VAWG sector has always delivered, and mean that there are fewer possibilities for them undertaking primary prevention. A survey conducted by Rape Crisis England and Wales in 2011 found a lack of funding was the main reason that Rape Crisis Centres were unable to deliver prevention work. Funding is particularly a challenge for fragile parts of the sector such as BME women's services. Ensuring adequate funding for the VAWG sector to deliver prevention work is critical. Funding must be sustainable and include an investment in research and evaluation.

As decision-making about spending and priorities devolves more to a local level, there is an urgent need to sure that commissioners are aware of the benefits of prevention work delivered by specialist VAWG services. Importantly, the current gaps in service provision must be plugged through adequate and sustained funding. The End Violence Against Women and Equality and Human Rights Commission 2009 Map of Gaps report found that one in four local authorities in Great Britain have no specialist support services, with specialist services for ethnic minority women in just one in ten local authorities in England, Wales and Scotland.⁵⁷

⁵⁷ End Violence Against Women and Equality Human Rights Commission, Map of Gaps 2: *The postcode lottery of Violence Against Women support services in Britain* (2009). Available at http://www.endviolenceagainstwomen.org.uk/data/files/map_of_gaps2.pdf, accessed 8 May 2011.

Recommended actions

All primary and secondary schools, including academies should:

- directly commission VAWG services to deliver targeted prevention interventions,

All health bodies including GP Consortia should:

- commission VAWG services to deliver targeted prevention interventions,

The Westminster government should:

- allocate dedicated funding to VAWG services to design and implement prevention interventions - there should be specific funding for BME women's services (coordinated jointly by the Home Office, Department for Health and Department for Education);
- fund the VAWG sector to train local commissioners and Police and Crime Commissioners on the benefits of investing in VAWG services to make savings in other budgets such as health, social Services and policing as well as meet obligations under equality duties (Home Office and Department for Communities and Local Government); and
- fund the VAWG sector to train health bodies and GP Consortia on the benefits of investing in VAWG services, particularly on the health benefits of primary prevention initiatives (Department of Health).

4. Invest in research, monitoring and evaluation of prevention interventions

There is currently a limited, but growing, evidence base in the UK on what works to prevent VAWG. EVAW's 2011 research into promising practices found that despite a plethora of innovative and creative programmes operating in communities, there has been a significant lack of investment in research and evaluation to build the evidence base on promising practices. Further, data relating to violence against women in the UK needs improvement. There has been no ongoing measurement of community attitudes towards VAWG or prevalence data for some forms of violence against women such as forced marriage, female genital mutilation and sexual harassment. Data on community attitudes and prevalence of violence against women is critical to measuring the long term impact of prevention strategies at a national level.

Recommended actions

All primary and secondary schools, including academies should:

- conduct regular surveys on all forms of VAWG,

The Home Office should:

- lead in establishing a cross-government VAWG Prevention Research Programme which: commissions research on good practice in prevention across

diverse settings; invests in the evaluation of programmes; and collates and disseminates good practice in prevention;

- conduct a comprehensive survey on attitudes towards VAWG which is repeated every five years to monitor progress, and awareness raising campaigns should target the issues highlighted by such research; and
- develop a regular VAWG prevalence survey to measure the extent of all forms of VAW including domestic violence, sexual violence, forced marriage, female genital mutilation, sexual exploitation and sexual harassment. This should be repeated every five years.

All public bodies:

- should collect and publish data on violence against women and ensure that it is disaggregated by gender, race, age, disability and sexuality, as required by the Public Sector Equality Duty.

5. Produce long-term, targeted and evidence-based public awareness campaigns

As evidenced in the model of perpetration, preventing VAWG requires challenging social norms of male entitlement, negative gender stereotypes and myths about VAWG. Importantly, there is a need to tackle peer approval of VAWG in the immediate environment, replacing this with a culture of disapproval of VAWG and peer approval of equal and respectful relationships. Targeted public awareness campaigns have a critical role to play in tackling these factors that create a conducive environment for the perpetration of VAWG.

In a similar approach to drink driving, there needs to be a long-term investment in evidence-based public awareness campaigns to tackle the attitudes that excuse and normalise violence. These campaigns should be targeted to the whole population and specific groups, such as BME communities. Central government and local authorities should work closely with, and draw on the expertise of, the specialist VAWG sector to design, implement and evaluate campaigns. It is important that campaigns do not perpetuate myths or woman-blaming attitudes. Campaigns should include clear and strong messages about the unacceptability of violence against women and invite members of the public to challenge attitudes and behaviours that condone violence against women in their peer groups.

Recommended actions

The Greater London Authority should:

- work with specialist VAWG sector to develop and deliver coordinated and targeted public awareness campaigns in the Greater London area to prevent VAWG.

The Home Office should:

- lead the development of a cross-government ten year public awareness strategy on VAWG - this should be developed in close collaboration with the specialist VAWG sector and should address all forms of violence against women and target the whole population, young people and specific communities, including BME communities; and
- support VAWG services to respond to increased referrals as a result of public awareness campaigns.

6. Facilitate and fund community mobilisation to challenge VAWG

A 2003 BBC survey found that more people would call the police if someone was mistreating their dog than if someone was mistreating their partner.⁵⁸ Communities (family networks, neighbours, organised groups, etc.) are often the ‘first site of response’ for women facing violence. Yet, widespread attitudes that condone VAWG combined with the perception that violence and abuse is a ‘private’ matter often means that individuals stay silent, choose not to intervene or feel uncertain about what to do or say. Given the choice to perpetrate violence is influenced by perceptions of how behaviour will be perceived by others and how they might react to it, mobilising the community to take a stand against violence is crucial to preventing VAWG from happening in the first place.⁵⁹

EVAW’s research on promising practices found that community mobilisation and leadership at a grassroots level is particularly important for transforming attitudes and driving social change at a local level. This can involve work with potential bystanders to build skills in intervening to challenge VAWG incidents/perpetrators and support victim-survivors or asking local businesses to take a stand on VAWG. Research evidence suggests that public awareness campaigns that promote non-violent gender norms, combined with approaches that mobilise communities to believe that they can act against violence are more likely to produce cultural change than public awareness alone.⁶⁰

Recommended actions

All local authorities should:

- fund VAWG services and local communities to develop programmes to challenge violence against women at a local level; and
- address need as part of commissioning needs assessments with a view to commissioning specific women’s organisations working with BME, lesbian, bisexual, transgender and disabled women to lead and deliver targeted VAWG prevention interventions.

⁵⁸ ICM Research, *Hitting Home BBC Domestic Violence Survey* (2003).

⁵⁹ VicHealth, *Preventing violence before it occurs: a framework and background paper to guide the primary prevention of violence against women in Victoria*, Melbourne: Victorian Government (2007).

⁶⁰ VicHealth, *Preventing violence before it occurs: a framework and background paper to guide the primary prevention of violence against women in Victoria*, Melbourne: Victorian Government (2007).

7. Promote leadership at all levels to champion gender equality

Leadership at all levels is needed to strongly challenge VAWG and to promote non-violent norms and respect for women. Government, business, non-government, community organisations, unions, and individual champions, all have an important role to play. Just as negative social norms create conditions that are conducive to violence against women, positive discussions, role-modelling, and action by those in leadership positions can promote positive norms and conditions that prevent violence.

Men and boys have an important role in showing leadership to prevent VAWG. The commitment of some men and boys to ending violence against women sends a powerful message to others about the importance and status of non-violence and gender equality, and acts as a counterbalance to the broader sexist and violent cultural context.

Recommended actions

All employers with more than 100 staff should:

- develop policies and procedures, including training, on VAWG.

All unions should:

- ensure that employer policies and training on VAWG are included as part of negotiations of agreements with employers; and
- advocate for existing workplace domestic violence policies to be broadened out to include all forms of VAWG.

All local authorities should:

- fund community leadership and bystander engagement programmes for young women and men to promote gender equality and challenge VAWG.

8. Tackle the sexualisation of women and girls in media and popular culture

Sexualisation in media and popular culture and the ubiquitous sexualised imagery of women also contribute to VAWG. As evidenced in the Papadopoulos review, the growing culture of sexualisation perpetuates gender inequalities by reinforcing negative gender stereotypes. By reinforcing the stereotypes of women and girls as sexual objects and sexually available for men and boys and of male sexual 'need' and 'entitlement', sexualisation re-produces a culture in which VAWG is normalised and justified.⁶¹ Some groups of young women experience additional layers of stereotyping based on the intersection of race and gender which increases their vulnerability to harm and limits their opportunities and aspirations. For example, young black women are often stereotyped as 'hypersexual' or 'controlled by black men'.⁶²

⁶¹ Coy, M., *Milkshakes, Lady Lumps and Growing Up to Want Boobies: How the Sexualisation of Popular Culture Limits Girls' Horizons*, Child Abuse Review, Vol. 18 (2009).

⁶² Coy, M., *Milkshakes, Lady Lumps and Growing Up to Want Boobies: How the Sexualisation of Popular Culture Limits Girls' Horizons*, Child Abuse Review, Vol. 18 (2009).

Studies have shown a link between tolerance of physical or sexual violence and repeated exposure to sexualised imagery in media and popular culture. Pornography is increasingly accessed by boys at a younger age and research suggests that this influences young men's expectations of sexual relationships.⁶³ EVAW's 2010 YouGov poll found that over a quarter (28 per cent) of young people reported they had seen sexual pictures on mobile phones at school a few times a month or more.⁶⁴ The normalising of violence, including sexual violence, and the pervasiveness and glamorisation of aggressive male stereotypes in the media and on the internet also perpetuate negative attitudes and behaviour towards women.⁶⁵

Hagemann-White's model of perpetration identifies the culture of violence in the media and the sexualisation of women and girls as major factors operating at a structural level contributing to VAWG. The government must take responsibility for addressing the harmful impact of sexualisation through better regulation of industries that are sources of sexualisation; education; media monitoring; public awareness; and the provision of support services. However, it is critical that efforts to address the harmful impact of sexualisation on women and children do not seek to confine or restrict the healthy expression of sexuality for women and girls. Information for young people about sex in both heterosexual and same-sex relationships is essential, and can effectively counter and address negative stereotypes in sexualised media.

Recommended actions

All primary and secondary schools, including academies should:

- develop strategies to address the harmful effects of sexualisation, including media literacy initiatives.

The Department for Education should:

- include media literacy from a gendered perspective in the curriculum to equip young women and men with the tools to identify gender stereotyping.

The Department for Culture, Media and Sport should:

- establish an advisory group of key experts from the media, service providers and academia to monitor the representation of women and girls in the media and make policy recommendations;
- mainstream gender equality into media regulation and this should be enforced through legislation, rather than voluntary codes of conduct;
- establish a programme on gender equality in the media which should investigate and take action on: the regulation of retailers and the sale of Adult Top-Shelf Titles, 'lads' magazines' and other pornographic products; the content of advertising; the content of video games and music videos;

63 Papadopoulos, L. *Sexualisation of Young People Review*, Home Office (2010).

65 Papadopoulos, L., *Sexualisation of Young People Review*, Home Office (2010).

64 End Violence Against Women and YouGov, *Sexual Harassment in UK Schools* (2010).

- establish positive incentives for the non-stereotypical and non-sexualised representation of women and girls in the media - this should include a media award that promotes diverse and non-sexualised portrayals of young people;
- extend the powers of the Advertising Standards Authority to act against sexualised imagery on commercial websites;
- require broadcasters to ensure that music videos featuring sexual posing or sexually suggestive lyrics are broadcast only after the 'watershed'; and
- develop a code of practice for business and retailers on the responsible sale of merchandise and products that perpetuate the harmful sexualisation of women and girls.

9. Commission the voluntary VAWG sector to deliver quality training on violence against women and girls to a range of agencies as part of vocational qualifications and ongoing professional development

Changing the culture of our institutions is a key part of changing attitudes and behaviours in the broader community. Training is important for raising awareness of VAWG, changing the ethos of institutions and ensuring an appropriate response for women and girls who experience violence. Training that complies with minimum equality and human rights standards is needed for all statutory agencies including education, health, criminal justice, immigration, housing and social services as well as for Big Society community organisers.

Recommended actions

The Westminster government should:

- commission specialist VAWG services to deliver training for all teachers, social workers, police officers, health workers and other professionals as well as Big Society community organisers - this training should adhere to equality and human rights standards, encompass all forms of VAWG and address issues of multiple discrimination and VAWG; and
- develop follow-up mechanisms in cooperation with specialist VAWG services to monitor the coverage and standard of training.

10. Target interventions to ensure prevention of violence against women and girls addresses intersections of gender with other social inequalities such as race, disability, socio-economic status, age, sexuality and gender identity

While there is limited data on prevalence, there is evidence that women who experience multiple forms of disadvantage are disproportionately affected by violence. For example, women with mental health problems and learning disabilities are particularly at risk of sexual violence but are less likely than other women to see justice done.⁶⁶ BME and migrant women in the UK have a disproportionate rate of domestic homicide. BME women

may also be disproportionately affected by specific forms of violence such as forced marriage, female genital mutilation and ‘honour’ based violence. Here, experiences of violence are bound up in intersection of inequalities and discrimination.

Prevention initiatives need to be specifically targeted to address VAWG for groups who experience multiple and intersecting forms of discrimination. The elimination of all forms of discrimination and inequality based on gender, race, disability, socio-economic status, age, sexuality and gender identity must be integrated into strategies for ending all forms of VAWG.

Recommended actions

The Westminster government should:

- ensure that the needs of women experiencing intersectional inequalities are addressed in the implementation of the Call to End Violence Against Women and Girls: Action Plan’;
- commission research to examine the nature and extent of violence against women who experience intersectional inequalities (Home Office); and
- ensure all Whitehall departments and local authorities disaggregate data on VAWG is by gender, race, disability, socio-economic status, age, sexuality and gender identity under the Public Sector Equality Duty.

Conclusion

To conclude, this report contains three important and simple messages. Firstly, VAWG is a widespread problem with serious social and economic consequences. Secondly, VAWG can be prevented with a long-term and targeted approach. Finally, the social and economic costs of not investing in prevention are too great to ignore any longer. Preventing violence against women and girls will improve the lives of women and girls now and for future generations. We must ensure that every woman and girl can enjoy their fundamental human right to live a life free from violence, abuse and harassment.

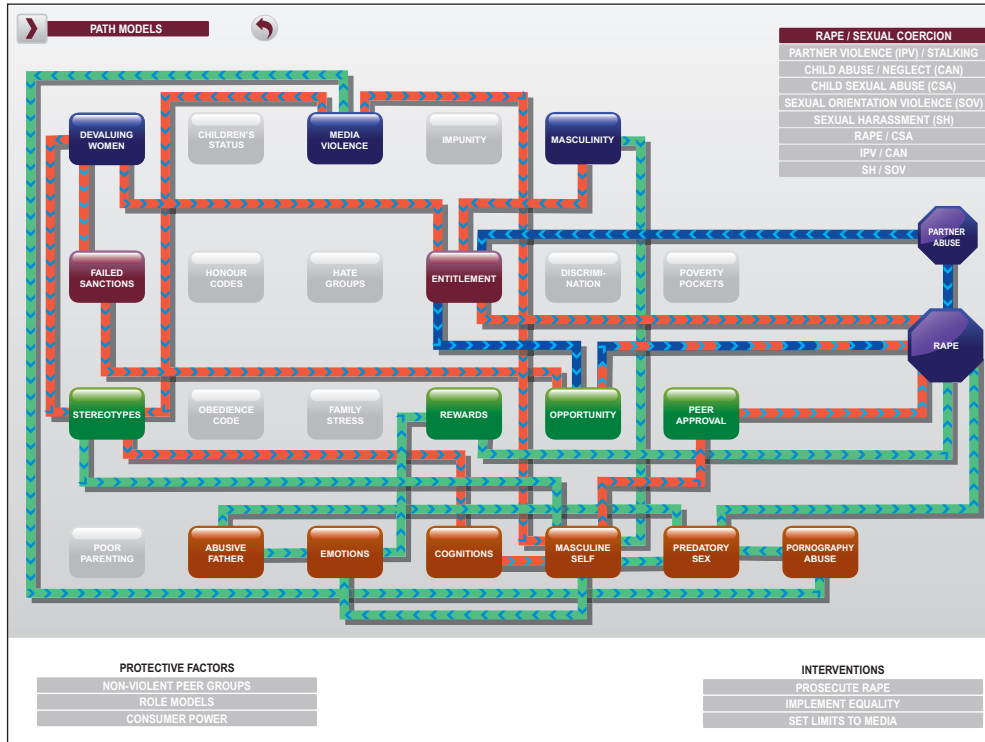
While the scale and complexity of VAWG makes prevention a long-term and multifaceted task, the recommendations represent straightforward actions that if implemented now will make a real difference. Schools, workplaces, communities and the media are where attitudes that excuse VAWG must be challenged, and where healthy, equal and respectful relationships between men and women should be promoted. By targeting interventions to these settings, particularly to reach young people, we can create new social norms of gender equality and respect for women and girls. Above all, ending violence against women and girls requires strong political leadership to reinforce the message at all levels that VAWG is never acceptable under any circumstances. A different world is possible – we just need to make it happen.

⁶⁶ Kelly, L., Lovett, J. and Regan, L., *A Gap or a Chasm: Attrition in Reported Rape*, Home Office Research, Development and Statistics Directorate (2005).

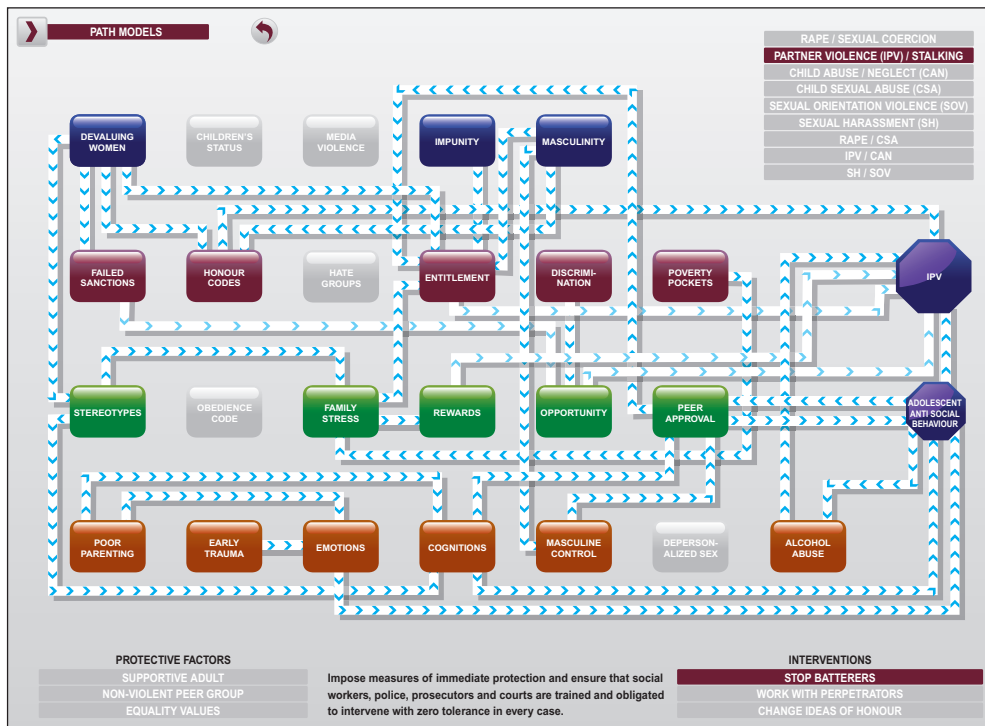
Appendix A: Pathways in the perpetration of VAWG

Note: These are screen shots of the original Hagemann-White model.⁶⁷

Pathways in the perpetration of sexual violence



Pathways in the perpetration of domestic violence



67 Hagemann-White et al: *Factors at play in the perpetration of VAW, VAC and SOV, A multi-level interactive model*, Annex to: European Commission, *Feasibility study to assess the possibilities, opportunities and needs to standardize national legislation on violence against*

women, violence against children and sexual orientation violence. Publications Office of the European Union (2010). Available at http://ec.europa.eu/justice/funding/daphne3/funding_daphne3_en.htm, accessed 8 May 2011.

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