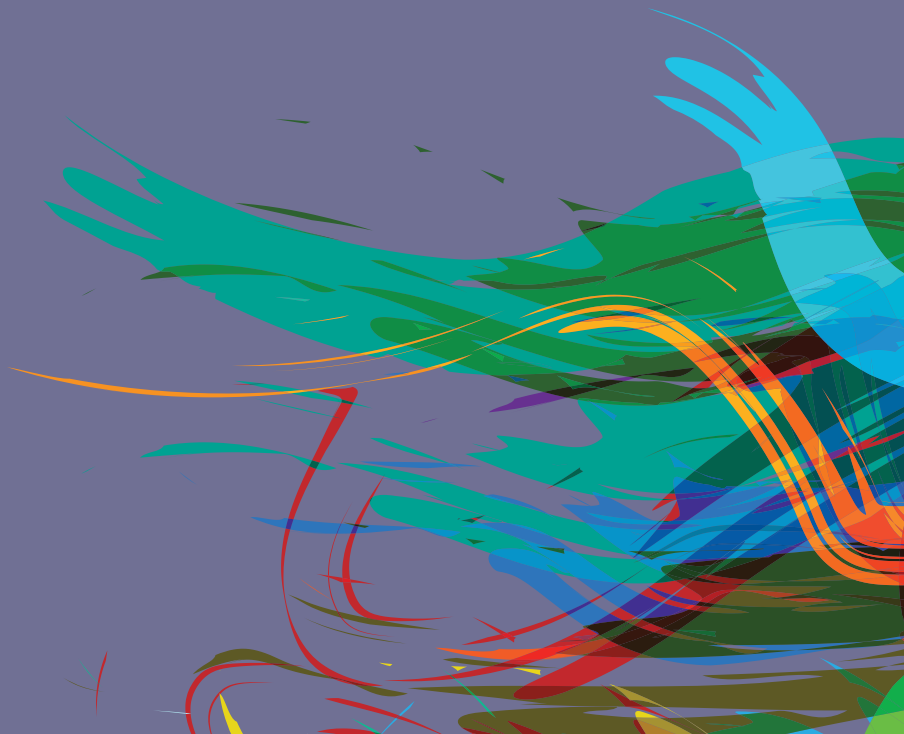
Summary of Conference Proceedings

Taking Public Action to End Violence at Home

OECD High-Level Conference on Ending Violence Against Women

5-6 February 2020



OECD

Taking Public Action to end Violence at Home: The Conference in Context

Violence against women (VAW) remains a global crisis. Worldwide, more than one in three women have experienced physical and/or sexual intimate partner violence or non-partner sexual violence in their lifetime[1]. The OECD Gender Equality Questionnaire illustrated that governments prioritise this issue as a crucial front in the battle for gender equality: 21 of the 37 governments adhering to the OECD Gender Recommendation listed violence against women as one of the three most urgent policy challenges for gender equality in their countries in 2016. Additionally, the OECD Public Governance Committee has called on the OECD to support countries in providing an integrated, cross-Ministerial and state-wide response towards violence against women through its Gender Mainstreaming Strategy and Action Plan.

The OECD's inaugural conference on violence against women, entitled "Taking Public Action to End Violence at Home," facilitated a survivor-centred exchange of ideas and experiences between Ministers and high-level officials from OECD member countries, emerging economies and developing countries, as well as representatives from businesses, trade unions, and civil society[1]. Held on 5-6 February 2020, attendees convened to share experiences, practices and ideas on how to prevent, address, and eradicate intimate partner violence (IPV), a particularly insidious form of violence against women.

Just a few weeks after this OECD conference concluded, the regional health crisis of COVID-19 in Asia had turned into a global pandemic following the worldwide transmission of the illness. In less than a month, the entire world was grappling with the massive health, social, and economic effects of the crisis – including the consequences of millions of women becoming trapped at home with their abusers, as governments implemented containment measures to stop the spread of the virus. The issues, challenges, and solutions to intimate partner violence that were debated at OECD conference have taken on a new and even more pressing urgency in the face of the global crisis.

[1] The organisation and hosting of this event was a horizontal initiative of the OECD. The conference was supported by financial or in-kind contributions from the Kering Foundation, the One in Three Women initiative and Fondation Face, and the Thomson-Reuters Foundation.

Foreword: Special Address by Angel Gurría, OECD Secretary-General

Address to the conference "Taking Public Action to End Violence at Home", 5 February 2020

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I am pleased to welcome Ministers, Ambassadors, and many other distinguished guests to this High-Level Conference on Ending Violence Against Women at the OECD.

But, at the same time, I want to share with you my disappointment and sadness.

Because I wish we were not here today. I wish that this meeting were not the most important point on my agenda. I wish that all women could stand in front of us and say that, yes, their most basic right is respected.

But violence against women remains one of the most widespread, persistent and devastating human rights violations in the world. This is unacceptable.

It is unacceptable that women continue to encounter violence wherever they go – at home, in public, at work, online. Violence against women remains pervasive in our societies. More than one in three women worldwide report having experienced physical or sexual violence in their lifetime – and we know that this is likely a low estimate, as many women are understandably reluctant to disclose that they have been assaulted.

It is unacceptable that 21 of the 37 governments who adhere to the OECD Gender Recommendations list violence against women as one of the three most urgent gender equality issues in their countries.

It is unacceptable that today – in 2020, no less – our societies still uphold discriminatory social norms that promote harmful masculinity, allowing, and sometimes even encouraging, men to abuse women and girls; social norms whereby boys and men are expected to be aggressive.

It is unacceptable that, well into the 21st century, many powerful media programs, movies, adverts and videogames continue to promote openly harmful gender stereotypes and cross-gender aggression.

The tragedy of intimate partner violence

This is why today and tomorrow, we will take a closer look at a tragically common form of violence against women – intimate partner violence. I am ashamed that so many women wake up every day with physical and mental scars caused by the people they trusted the most – their boyfriends, their husbands, their partners. This violence affects these women throughout their entire lives. It affects their health, their dreams, their desire to participate in regular activities or work. It affects their ability to care for their families and loved ones, and even affects their ability to care for themselves. I think of people like Charlotte Kneer and Luke Hart – who we'll hear from today – whose lives were upended in the most horrific ways.

To end intimate partner violence we need decisive, comprehensive and viable action. This kind of violence is rarely an isolated, one-off incident. It is usually part of a pattern of ongoing abuse. This is why we need a strong and multidimensional response.

OECD governments have been taking measured action. Many are updating their legal frameworks to address violence against women, abolishing discriminatory laws and implementing strategies to prevent and address violence. Yet, only 133 of the 180 countries covered by the OECD's Social Institutions and Gender Index (SIGI) criminalise domestic violence, and just 110 treat sexual harassment as a criminal offense.

There are steps that governments can – and must – take to disrupt patterns of intimate partner violence.

First, we need to understand better the magnitude and root causes of this type of violence. We still lack accurate measurements of the prevalence and nature of intimate partner violence across countries. We need to collect data more accurately and more regularly, to prevent and de-escalate cycles of intimate partner violence, to inform policy action, and to raise awareness.

Second, we need much more systematic, whole-of-government action to end intimate partner violence. This requires a comprehensive legal framework to address violence against women, along with society-wide strategies to prevent, protect and prosecute against intimate partner violence.

Third, we must ensure that the services developed for survivors of violence actually meet their needs and do not create additional roadblocks on their path to recovery The last thing survivors should worry about is their safety, or troubles related to housing, social protection, and legal assistance. The diverse range of services they need should be as coordinated and as easy to access as possible. Survivors of violence should focus on rebuilding their lives; it is a tough enough battle.

Fourth, we need to get rid of the bottlenecks that stand in the way of justice. Women and girls who are survivors of violence are especially vulnerable when they face the justice system. We need to understand better what survivors need, and make sure that no barriers prevent them from getting the justice they deserve.

Finally, we must change the socio-cultural environment. We must end the shameful social acceptance of violence against women. This means better empowering women and girls in society, but also engaging men and boys to take a stand and steer our culture away from one that promotes harmful masculinity.

The importance of working together

If we stick together, if we learn from each other to design better policies, we can end violence against women.

I am so inspired by the work that many of you here are doing. Your service makes all the difference in helping survivors of violence, in preventing women from having to become survivors in the first place, and in helping us to build peaceful, egalitarian, and compassionate communities.

The OECD is by your side in this fight. Through this conference, we want to promote policy action and help shift social norms. And we will follow through with this. Our action plan for gender mainstreaming and the new OECD Working Party on Gender Mainstreaming and Governance will help us identify and promote good governance practices for ending violence against women.

And remember: le combat ne s'arrête pas à la fin de cette conférence. Il ne s'agit pas de dire aujourd'hui « voilà tout ce que nous allons faire » et les consciences s'apaisent, non. Au contraire, notre combat s'intensifie, s'élève, s'exacerbe. Ce n'est plus un combat que ces femmes mèneront seules. Elles ne sont plus seules, nous ne quitterons plus leurs côtés. Nous le leur devons.

Merci à toutes et à tous."

Angel Gurría

OECD Secretary-General

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OECD Conference on Intimate Partner Violence previews a global onslaught of Intimate Partner Violence

The OECD conference "Taking Public Action to End Violence at Home" took place in February 2020 in Paris, France. Ministers, government policymakers, experts, and stakeholders came together to discuss the most pressing issues – and how to resolve them – in the area of intimate partner violence.

Just a few weeks later, millions of women found themselves trapped at home with their abusers as governments implemented strict containment policies aimed at stopping the spread of COVID-19. The lessons of the conference suddenly became even more important – and the policy prescriptions even more urgent.

The COVID-19 crisis illustrates how necessary it is for governments to mainstream the eradication of violence against women – and women's issues more generally – in all public policies, even those (seemingly) targeting general health or labour market outcomes.

Confinement measures increase violence against women

Evidence from past crises and natural disasters show that confinement measures often lead to increased violence against women and children. The Ebola outbreak in West Africa in 2014-15, for example, led to women and girls experiencing higher rates of sexual violence and abuse during the outbreak than in the preceding years.[2] The cancellation of social events and the closure of social spaces, combined with the closure of schools and the strict enforcement of quarantine measures, often accelerate violence, triggering a surge in cases of rape and violence not limited to the household.

In just the first few months of the COVID-19 crisis, reports from social service providers in China and affected OECD countries showed an increase in domestic violence against women during the pandemic, as many women and children were trapped at home with their abusers[34] (Du, 2020[58]; Le Monde, 2020[59]). The restrictions put on individuals' movements give abusers enormous control over women and girls during mandatory lockdowns, and prevent victims of violence from seeking refuge elsewhere. Women that suffer from intimate partner violence face higher-than-normal barriers to help-seeking when attempting to leave the household or even calling emergency hotlines in the presence of their abusers. Additionally, women and children who are already in shelters or temporary housing are finding it difficult to move on given the risk of contracting the virus, combined with a significant decrease in relocation options.

The rapidly-increasing reliance on digital technology during confinement has implications for gender-based violence, too. Digital tools represent one way for women to escape violence, but also give abusers the possibility to increase their control. On the one hand, women may be able to find help online and to share information that may help them access support services. At the same time, however, forced confinement may inadvertently empower aggressors to control their victims and to alienate them from the external world using these same digital tools, such as mobile phones and computers.

Social norms and harmful masculinities reinforce violence

As the social consequences of the outbreak and related confinements intensify, social norms and patriarchal masculinities may also drive up domestic violence. Evidence from the OECD SIGI 2019 shows that the prevalence of domestic violence is closely intertwined with the social acceptance of domestic violence. Even before the COVID-19

outbreak, 27% of women aged 15 to 49 globally justified the use of domestic violence.[25] The physical consequences of COVID-19 – e.g. inability to go outside the home, loss of social interactions, all-day presence of children following school closures, tensions inherent in forced cohabitation – may constitute an additional reason for some to justify violence. Domestic violence, often committed by men, is deeply rooted in patriarchal masculinities that lead to power and control of men over women. As the crisis and the uncertainty at the individual and household levels unfold, perpetrators of violence might want to reassert their control and express their frustrations caused by the lockdown through increased episodes of violence.

Economic dependence makes women vulnerable

The likely downstream consequences of COVID-19 – including higher unemployment (for women and men), lost wages, and job insecurity – are particularly dangerous for women in abusive relationships, as economic control is a key tool of abusers. Women who are economically dependent on their partner face high barriers to escaping abuse. The anticipated widespread financial insecurity in the coming months or years may force many victims to remain with their abusers. It is therefore crucial that governments prioritise intimate partner violence in all parts of their public policy responses to the COVID-19 pandemic, including employment and labour-related policies.

Access to justice has become even more difficult

An overarching theme across all countries is the often limited ability of survivors to access the justice system (often due to financial concerns). Women are particularly prone to experiencing multiple and compounding obstacles in accessing justice. Many economic, structural, institutional, and cultural factors can hinder access. These include cost-related barriers (e.g. direct costs of services), structure-related barriers (e.g. overly technical language in legal documents), social barriers (e.g. judicial stereotypes and bias) and specific barriers faced by at-risk groups (e.g. persons with disabilities, migrant women who cannot easily advocate for themselves). These are likely to be further pronounced during conditions like mobility restrictions and lockdowns created by COVID-19. The crisis may also potentially strain the provision of key government services for survivors, including shelters, medical services, child protection, police and legal aid mechanisms.

Public policies must help women who are trapped at home with their abusers

The OECD's February 2020 conference on intimate partner violence illustrated several policy measures, to prevent and address IPV. These are particularly important during and after the pandemic, as rates of IPV increase.

- **Integrating service delivery across various spheres**, including mental and physical health, housing, income support, and access to legal and justice resources, involving multiple stakeholders – the public sector, the non-profit sector, and employers. This is especially important during periods of containment, as resources are constrained and organisations are moving towards more electronic communication – which presents its own challenges when women are trapped at home with abusers and face domestic obstacles to reporting.
- **Recommitting to collect better data, and regularly**, as countries (even under normal circumstances) face serious challenges in gathering administrative and survey data to assess the incidence of violence. It is particularly important to collect and share during times of crisis so that governments and communities can learn from each other.
- **Adopting a "whole-of-government" and risk-based approach to end IPV**, so that all public agencies are engaged in this issue in a closely co-ordinated manner. For example, through an adequately resourced

[2] Defined as the share of the population considering that a husband is justified in hitting or beating his wife for at least one of the specified reasons: if his wife burns the food, argues with him, goes out without telling him, neglects the children or refuses sexual relations.

national strategy with clearly outlined roles and responsibilities, assessment indicators, and a risk-based approach towards emergency responses in times of crises.

- **Addressing the bottlenecks in justice pathways** that continue to block survivors' access to justice.
- **Pushing back on social acceptance of such violence**, in part by drawing attention to how this issue affects women in confinement.

The disruption of health care, support, and police services during a health pandemic aggravates the issue of VAW, as it isolates survivors of violence from much-needed resources. The rapid and deadly spread of the pandemic requires countries to divert all their health care capacities into the fight against COVID-19. Health care systems are overburdened and shift into a "war mind-set", discontinuing other services considered as "non-essential". Life-saving care and support to gender-based violence survivors (i.e. clinical management of rape, mental health support, psychosocial support, including hotlines) might be cut off in the process.

To address the specific and intersecting issues of confinement, gender-based violence, and disease transmission, many countries, including Canada, Chile, Colombia, Italy, Spain, and the United States, are putting in place special policies aimed at better supporting VAW victims during the COVID-19 pandemic. For instance, the authorities in Bogotá, Colombia are guaranteeing that victims and survivors of domestic violence will have full access to cash transfers and service supports during the COVID-19 crisis. Chile's Ministry of Women and Gender Equality has announced both preventive and containment measures such as continued operations in centres for women and shelters, campaigns to encourage reporting of VAW, and online prevention courses.

Italy has released public funds to combat VAW, including funds specifically dedicated to COVID-19 issues, and is promoting an awareness campaign to reach victims. In some parts of Spain, pharmacists are being trained to identify a code word ("mascarilla 19") as a request for help; upon hearing the phrase, emergency resources are activated and the affected women and minors are supposed to be transferred to public housing resources. Some US states are extending temporary "protection from abuse" orders and putting measures in place to prevent the spread of COVID-19 transmission in battered women's shelters. In New York City and Spain, the government has recognised shelter homes as "essential services" to allow continuation of service, while Canada has announced funding support for shelter homes and assistance centres to facilitate management of the increased demand for their services. In certain cases, family justice centres and assistance centres are adopting hotlines and online communication mechanisms to continue provision of services.

To ensure access to justice while cutting down on operations, courts in Canada have opted for varied approaches (Fasken Institute, 2020[67]). These include online hearings to reduce the number of attendees, identifying a list of "urgent matters" which can continue to be brought to court and, in some cases, hearings over telephone or videoconferencing. In New York City, family courts will be operating remotely through email filings and video or telephone hearings for the most necessary cases.

Around the world, many non-profit organisations are changing services in response to COVID-19. As one example, the European Family Justice Centre Alliance (ECFJA) – which works to build cross-sectoral co-operation between professionals working on violence against women and children – has issued a set of guidelines on how professionals might need to adjust practice in light of the crisis (ECFJA, 2020[68]). Some service providers are also adjusting by moving towards the electronic delivery of services, for instance counselling – although this does not eliminate the issue of women being afraid to report, as many abusers control women's computer and phone usage. Indeed, as some organisations in France now suggest, reporting rates may be repressed as women find it difficult to report while their abuser is home. It is also critical to ensure that frontline services such as hospitals and police do not overlook signs of IPV when overwhelmed by the outbreak, and that public authorities guarantee the operational continuity of support services to victims of intimate-partner violence such domestic violence hotlines, shelters, and associated services.

In a similar vein, organisations providing aid to address the impact of the COVID crisis on women should refer to the DAC Recommendation on Ending Sexual Exploitation, Abuse, and Harassment (SEAH) in Development Cooperation and Humanitarian Assistance (OECD, 2019[69]), as it recommends concrete ways to designing mechanisms around a victims/survivors centred-approach, including necessary services and support mechanisms.

Keynote Address by French Secretary of State, Marlène Schiappa

« Je suis très honorée de pouvoir m'exprimer devant vous toutes et vous tous, ici à l'OCDE.

Depuis des générations, depuis l'Antiquité disent les anthropologues, des hommes tuent leur femme, leur ex-femme, leur compagne, leur petite amie parce qu'ils considèrent qu'elle n'est pas vraiment une personne à part entière ; qu'elle leur appartient, et donc ils préfèrent la voir morte plutôt que de la voir libre. Depuis des générations, la société française, le monde, s'est habitué à cet état de fait, et a considéré qu'il était une fatalité, que c'était comme ça, que les hommes s'exprimaient, que les femmes subissaient, et le mot de féminicide que l'on utilisait uniquement dans les sphères militantes était ignoré. Depuis quelques années à peine, la France s'est réveillée, la société civile s'est mobilisée. Le mot de féminicide est désormais utilisé de manière institutionnelle jusqu'au Président de la République Emmanuel Macron et dans toutes les documentations du gouvernement, les documentations officielles jusqu'à la tribune de l'ONU, où le Président Emmanuel Macron a appelé l'ensemble des pays à donner un cadre juridique au fait de féminicide.

En France, des femmes manifestent dans la rue pour dire leur ras-le-bol, leur ras-le-bol des violences, des meurtres, mais aussi d'une forme de complaisance. On a beaucoup parlé, comme après #Metoo, de libération de la parole des femmes. Moi je parle de libération de l'écoute, parce que les femmes, cela fait des générations qu'elles parlent de ce qu'elles vivent, mais que personne ne les écoute. La véritable différence c'est que désormais on écoute ces femmes. Le Président de la République a fait, en France, de l'égalité entre les femmes et les hommes la grande cause de son quinquennat et il a appelé à l'ONU, devant les Chefs d'États du monde entier, à en faire une grande cause mondiale. Nous nous engageons contre les violences de genre, contre les violences domestiques puisque le gouvernement a lancé un Grenelle des violences conjugales qui a mobilisé l'ensemble du gouvernement, mais aussi des élus, des acteurs de la société civile, des associations, des victimes de violences conjugales, des familles de victimes de féminicides et nous avons décidé d'ouvrir grand les portes, avec des portes ouvertes, dans mon Ministère pour accueillir ces familles dont certaines venaient à peine de vivre le deuil, d'une sœur, d'une fille, d'une mère, et nous avons décidé de les écouter et d'agir concrètement pour elles.

Ce Grenelle des violences conjugales a donné lieu à plusieurs mesures, une centaine de mesures en réalité, qui ont été travaillées par des groupes associant des personnes qui, d'habitude, ne travaillent pas ensemble : des soignants, la police, le monde de la justice, ces femmes, des élus, pour faire en sorte que chacun, nous nous mobilisons avec cet objectif commun de lutter contre les violences faites aux femmes. Nous souhaitons d'ailleurs poursuivre ce combat avec nos partenaires partout dans le monde parce que, ce que j'observe c'est qu'aucun pays au monde n'a atteint l'égalité entre les femmes et les hommes - incluant la France, bien sûr – de même qu'aucun pays au monde n'a réussi à éradiquer les violences de genre, les violences dites patriarcales. Ce constat, il doit nous amener chacun, en tant que gouvernement, a beaucoup d'humilité, c'est ce que nous tentons de faire, mais surtout à travailler ensemble pour partager des bonnes pratiques, parce que si aucun pays n'a réussi à éradiquer ces violences, de nombreux pays mettent en place des actions efficaces qui doivent nous permettre de nous inspirer les uns les autres. À cet égard, nous aurons le plaisir, en juillet, d'accueillir à Paris le Forum Génération Égalité, sous l'égide de ONU Femmes que nous co-présiderons avec le Mexique. Ce sera pour nous l'occasion de travailler sur des coalitions d'États sur un certain nombre de thèmes, notamment la lutte contre la violence faites aux femmes, mais aussi de réunir la société civile et de faire en sorte d'écouter les associations, les groupes d'experts, et les femmes.

Je voudrais saluer devant vous les femmes qui, partout dans le monde, portent cette lutte contre les violences sexistes et sexuelles, cette lutte contre les violences conjugales au péril même de leur vie, parce que les droits des femmes sont menacés partout dans le monde, et je crois qu'il est important de les soutenir. Je voudrais, ici, avoir une pensée par exemple pour Nasrin Sotoudeh, avocate iranienne qui est en prison pour avoir défendue la liberté des femmes dans l'exercice de son métier.

Ce Grenelle des violences conjugales que nous avons organisé en France nous a donc permis de travailler avec onze groupes thématiques et d'arriver à des mesures qui permettent de 1) mieux prévenir les actes de violences, 2) mieux protéger les victimes et 3) punir plus efficacement les auteurs. Au-delà des mesures législatives, nous avons fait entrer la notion d'emprise dans le droit français, la notion de « suicide forcé », parce qu'il y a parfois des violences conjugales qui ne se voient pas, qui ne se manifestent pas physiquement mais qui harcellent moralement tellement les femmes qu'elles sont poussées au suicide, et nous l'avons inscrit dans la loi. Nous avons également voté la confiscation des armes à feu, parce qu'en France il existe des cas de femmes qui ont déposé plainte contre des hommes violents qui possédaient à leur domicile des armes à feu, qui ne leur ont pas été retirées, et qui ont fini, dans certains cas, par tuer ces femmes. Cela est absolument insoutenable. C'est pourquoi nous travaillons à la formation des policiers, à leur accompagnement au fait de pouvoir mieux les outiller.

Au-delà de ces mesures législatives, il y a également un combat culturel et un combat de communication à mener. On peut créer tous les droits que l'on veut pour les femmes; si ces femmes ne les connaissent pas et si elles ne peuvent pas s'en emparer, c'est comme si ces droits n'existaient pas. En France il existe une ligne d'écoute et d'accompagnement pour les femmes qui ont été victimes de violences conjugales; elle est disponible au 3919 et quand je suis arrivée j'ai constaté que ce numéro était connu de 8% seulement de la population française. Alors, si nous avons un numéro, mais que les femmes ne le connaissent pas et ne peuvent pas l'appeler, c'est comme si nous n'avions pas de numéro. Nous avons donc lancé une grande opération de communication, et ce Grenelle des violences conjugales, le 3/9/19 en écho avec le numéro du 3919. Aujourd'hui, quelques mois plus tard, c'est 64% de la population française qui connait le 3919 ; et ce parce que les médias ont jouer le jeu, les journalistes se sont engagés, les élus locaux, les professionnels, et chacun a relayé ce numéro dont les appels ont augmenté et dont les moyens fournis par l'État ont augmenté aussi.

Par ailleurs, nous travaillons sur la question du relogement de ces femmes. Même s'il reste beaucoup à faire, nous avons augmenté les places d'hébergements disponibles et leur meilleure géolocalisation. Pour faire en sorte que ces femmes ne soient pas sans cesse dans l'urgence, nous avons créé avec l'organisme « Action Logement », une garantie d'État pour faire en sorte que ces femmes puissent louer un logement et qu'elles puissent être hébergées dans la durée, même quand elles ont des revenus faibles et même quand elles n'ont personne au tour d'elles pour se porter garant pour la location d'un logement. Enfin ce Grenelle des violences conjugales nous a permis de mettre en lumière une faiblesse: nous étions assez inexistants, en tant qu'État, sur la question de l'accompagnement et de la prise en charge des auteurs de violence conjugale. J'ai donc visité un centre dans le nord de la France, à Arras, qui a réussi à faire baisser la récidive de 60 % en prenant en charge les auteurs de violence conjugale dès les premières violences, et qui, par une prise en charge importante d'hébergement mais aussi médicale et psychologique, on puisse faire en

sorte que ces auteurs de violences ne récidivent pas. Nous avons lancé un appel pour que, dans chaque région de France, il y ait au moins deux centres de prise en charge de ces auteurs de violence conjugale d'ici la fin du quinquennat du Président.

Par ailleurs je crois que la question des violences contre les femmes ne doit pas être décorrélée des autres questions d'égalité entre les femmes et les hommes, je pense qu'elles sont très liées. Quand une femme sait qu'en rentrant chez elle, elle va être humiliée, frappée, malmenée, parfois devant ses enfants, elle n'a pas la disponibilité d'esprit nécessaire pour réfléchir à sa stratégie de carrière, de négocier une augmentation de salaire, de se former, de travailler sa trajectoire professionnelle. Elle est en train d'essayer de survivre, et même quand les coups s'arrêtent, les blessures psychologiques demeurent et ne donnent pas la confiance en soi nécessaire pour avancer. Je crois que lutter contre les violences domestiques, c'est aussi lutter pour plus d'égalité entre les femmes et les hommes dans le monde du travail. Et parallèlement, je crois que lorsque les femmes seront toutes pleinement en autonomie financière, elles pourront être mieux armées pour lutter contre les violences conjugales. C'est pourquoi le Président de la République s'est engagé, dans le cadre de la Présidence française du G7, à créer en France une loi pour l'Égalité femme-homme dans l'économie, que les femmes puissent d'avantage accéder aux postes de pouvoir et être payées autant que les hommes. En France, l'écart de salaire est de 9 à 27% entre les femmes et les hommes. Comme le disait Simone de Beauvoir, une femme doit être en mesure de subvenir à ses besoins et à ceux de ses enfants sans pouvoir demander aucune autre contribution, parce que c'est une garantie de protection pour elle-même et d'indépendance financière.

Ces combats contre les violences et pour l'Égalité, la France entend les mener en encourageant notamment la ratification du plus grand nombre de pays possible de la Convention d'Istanbul. Je crois que nous pouvons à cet égard mener un travail important de coordination et de collaboration en Europe, mais aussi au-delà puisque tous les pays du monde peuvent s'engager dans la mise en œuvre des dispositions de la Convention d'Istanbul, qui garantit pour les femmes des standards minimum de protection. Je crois que nous sommes dans une période dans laquelle le féminisme s'affirme, même s'il existe une contre réaction importante, mais il me semble assez salutaire qu'ici à l'OCDE, nous puissions tous ensembles et toutes ensembles - femmes et hommes, ainsi que tous les pays, mains dans la main - travailler contre ces violences faites aux femmes. De la plus petite remarque sexiste, jusqu'aux violences les plus graves comme les féminicides, je crois que si nous nous levons les unes pour les autres, les uns pour les autres, pour protester et pour ne rien laisser passer et tendre la main aux femmes qui ont actuellement besoin de soutien et de protection, nous pourrons réagir collectivement. C'est pourquoi, au nom de la France, je tiens à vous remercier pour votre engagement, et je souhaite que nous puissions poursuivre ce combat commun, avec le Mexique, avec ONU Femmes et tous les pays, dans le cadre de Génération Égalité, mais plus généralement tout au long de l'année.

Mesdames et Messieurs, je vous remercie et vous souhaite une excellente conférence. »

High-Level Panel: The Need to End Violence Against Women and Girls

Key Findings from this Panel

- Policies that promote women's economic independence are essential to mitigate violence against women.
- National plans are necessary to ensure that VAW is addressed across Ministries, rather than being relegated to Women's Ministries and specific departments.
- Public and private sectors must collaborate to promote the cultural shifts necessary to cultivate a society where women live free of violence.

Challenges addressing IPV

Worldwide, at least one in three women report being victims of violence. This constitutes a global epidemic of women being harmed. Yet policymakers and other stakeholders have not devoted as much attention as they should to this crisis.

The panellists in this opening session discussed a range of obstacles that slow the prioritization and mainstreaming of this issue in and across governments. Often, as German Secretary Seifert noted, advancing public action on IPV depends on female public officials to be vocal, which frames women as a special interest group. Rather than generating societal buy-in, across men and women, this perpetuates the notion that violence against women is "only" a 'women's issue'.

Domestic violence against women is a particularly challenging problem because its effects ripple beyond the personal and immediate, flowing over the institutional landscape and requiring solutions from across governmental departments and social infrastructure. For many OECD governments, it is not so much a question of prioritisation, but rather a question of *how* to go about deploying coordinated solutions. This is where, as Secretary Seifert points out, inter-governmental exchanges can be crucial.

Moderator:

Belinda Goldsmith
(Editor-in-Chief, Thomson-Reuters Foundation)

Panelists:

Rémi Boyer
(Chief Human Resources and Corporate Social Responsibility Officer, Korian Group);
Jung Ok Lee
(Minister of Gender Equality and Family, Republic of Korea);
Hilary Pennington
(Executive Vice-President, Ford Foundation);
Gabriela Ramos
(OECD Chief of Staff and Sherpa for the G20);
Juliane Seifert
(Permanent State Secretary, Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, Germany);
Karin Strandås
(State Secretary to the Minister for Gender Equality, Ministry of Employment, Sweden)

Definitions matter, too. As Swedish Secretary Strandås noted, the very concept of 'intimate partner violence' is fraught; definitions of domestic violence vary within and between governments, and these, in turn, contrast with definitions among academic and non-governmental circles. This discrepancy not only makes violence difficult to identify, measure, and respond to institutionally, but it also can make violence difficult to recognise as such for individuals and communities.

OECD Chief of Staff Gabriela Ramos highlighted the cultural norms and gendered stereotypes that contribute to the statistical gaps caused by a victim's aversion to reporting violence. This is exacerbated by the layering of additional prejudices based, for example, on race or citizenship status, which further alienate victims (and perpetrators) from attempting to access services. She added that the emphasis on legal responses to violence has only further dissuaded reporting due to cumbersome administrative procedures and low conviction rates.

Responding to IPV

Many of the panellists identified economic independence as a critical determinant of whether or not a survivor will be able to prevent repeat aggressions. The issue of violence against women therefore needs to be mainstreamed into employment policy, care policy, immigration policy, and across national budgets to ensure that all women are economically independent and, therefore, empowered. As Secretary Seifert confirmed, migrant women, rural populations, and women with long term, pre-existing health conditions are among those who are especially vulnerable to IPV, in part due to their potentially precarious economic positions. Addressing income inequality, unpaid labour and access to employment are but some of the broader issues that require policy attention in order to break cycles of intimate, gendered interpersonal violence. In Sweden, feminist policy responses to these socioeconomic challenges have been linked to the significant decrease in femicide rates.

Governments must improve and expand infrastructure in order to better respond to violence. Training for first responders and health professionals, as well as increasing shelter spaces and expanding the range of services offered within them, is important. In the Republic of Korea, for example, Minister Lee described how dedicated "total service" centres have been established within thirty-nine metropolitan hospitals to respond to survivors of violence. These centres operate seven days per week, twenty-four hours per day, to provide counselling, medical assistance, and investigative and legal support, as well as infrastructure to mitigate revictimisation. In Germany, the national domestic violence hotline is free of charge and provides assistance in eighteen languages, rendering it accessible to their diverse population.

> *"What you cannot measure, you cannot manage."*
>
> Rémi Boyer, Chief Human Resources and Corporate Social Responsibility Officer, Korian Group

Inter-governmental and non-governmental organisations have an important role to play in implementing state priorities at the local level. Hilary Pennington shared the successful example of the South African non-profit Sonke Gender Justice, which engages with heterosexual couples across Africa to promote equitable and reciprocal relationships. Similarly, Rémi Boyer]0iargued that the private sector has the potential to respond to violence against women more quickly, either by instituting proactive workplace policies, building consciousness, or by supplementing public budgets by funding NGOs and other stakeholders operating at the community level. Cross-sectoral opportunities to foster public awareness and cultural change can only be uncovered by engaging with members of intergovernmental and non-governmental organisations, as well as the private sector.

Call to Justice: Preventing and Ending Intimate Partner Violence

Key Findings from this Panel:

- There is a need to simplify and make readily available information about the justice system and how survivors can access it.
- Public actors in the justice system need to be well-trained and trauma-informed to deal effectively with the needs of IPV survivors.
- Justice pathways must be designed to place needs of survivors in key focus.
- A multidisciplinary approach helps to assess risks and thereby provide holistic service for the interconnected needs of survivors.

Survivors of intimate partner violence face barriers in accessing justice

The justice system is critical to ensuring the safety and well-being of IPV survivors. When approaching the justice system, many survivors access information on their rights and social services for the very first time. However, IPV survivors' access to justice continues to be a challenge due to a number of barriers. In this regard, Minister Katič noted that the state's responsibility to end VAW goes beyond the duty to prosecute the violence, towards a positive obligation to human rights, through measures to protect and support survivors to prevent revictimisation and support awareness campaigns.

Lack of access to legal representation and aid due to financial constraints, especially in cases where the survivor is financially dependent on the perpetrator, remains a significant barrier. Recognising the specific nature of gender-based violence, countries are taking efforts to facilitate access to legal representation and counselling. For example, Argentina set up a body of lawyers providing free specialised legal aid for victims of gender-based violence. Such facilitating measures are crucial to enable defence as well as exercise of survivors' rights.

Another important issue is lack of access to information about the justice system, including protective orders, legal aid, administrative and judicial proceedings, which is often scattered, difficult to find and understand. The panel identified the need to make such information readily available in simplified formats through public sources, awareness campaigns and helplines. Notably, Poland has taken comprehensive efforts to this end. These include publishing information on the various public websites regarding free legal counselling and government institutions which provide assistance. It has also set up a helpline with an interdisciplinary team of first responders, accessible in several languages.

Moderator:

Edwin Lau
(Senior Counsellor, OECD Public Governance Directorate)

Panelists:

Minister Andreja Katič
(Minister of Justice, Slovenia);
Minister Marcela Losardo
(Minister of Justice and Human Rights, Argentina);
Lady Anne Judith Rafferty
(Lord Justice of Appeal, England and Wales);
Marcin Romanowski
(Undersecretary of State, Ministry of Justice, Poland);
Assistant Deputy Minister Laurie Sargent
(Assistant Deputy Minister, Aboriginal Affairs Portfolio, Department of Justice, Canada);
Minister Áslaug Arna Sigurbjörnsdóttir
(Minister of Justice, Iceland)

Due to the complexity of the legal systems in each country, most justice systems tend to be fragmented and siloed, making it difficult to address the multifaceted needs of IPV survivors. As Lady Justice Rafferty pointed out, very often in the UK, survivors of IPV are women with children, leading to proceedings in criminal and family courts, which have to constantly engage in adjusting and balancing vis-a-vis other jurisdictions. She emphasised the need for a judicial mindset that is aware of the complexities of IPV.

Due to complex and varying backgrounds of IPV survivors, a one-size-fits-all approach is unlikely to provide effective access to justice. It is important to consider the intersectionality of these backgrounds to create survivor-centred pathways to justice. For example, Canada has adopted indigenous-informed initiatives to address the specific needs of indigenous women and girls facing violence. These include an inquiry into the missing and murdered indigenous women, funding access to culturally-sensitive victim services, capacity building for local support actors and sponsoring knowledge exchanges. A good practice is the establishment of 'Family Information Liaison Units', which are teams of culturally-grounded and trauma-informed 'navigators'. They act as intermediaries, working with government actors on behalf of families of indigenous victims of violence to seek information and overcome barriers to redress, like geographical distance and lack of trust.

Creating survivor-centred justice pathways

Clear statutory provisions that define VAW as a criminal offence are an important first step to break the silence around IPV. Such provisions should allow a stable legal basis with procedural flexibility to take into account survivors' needs. For example, Slovenia amended its Criminal Code in 2015 clearly defining domestic violence, stalking and forced marriages as a criminal offence. In parallel, the Criminal Procedure Act placed the needs of the survivors at the forefront, specifying the information to be provided to survivors upon first contact. In Poland, a legislative amendment is in progress to facilitate immediate vacating of shared apartment by a perpetrator of IPV.

A number of panellists expressed opinions endorsing the establishment of assistance centres as the first point of contact for survivors. Such assistance centres can provide legal and psychological counselling to survivors, as the Victim Assistance centres in Poland. A good practice is the global trend of Family Justice Centres which take a systems approach to provide a 'one-stop-shop' to survivors. For example, in Iceland, these centres streamline the provision of public services like the social services, police and justice departments.

The panellists agreed that a multidisciplinary approach to aid helps assess risks and provide holistic service to survivors. This is illustrated in Argentina, where 'Access to Justice' centres and ministerial offices provide counselling and aid to survivors with an interdisciplinary team of psychologists, lawyers and social workers trained in gender issues and human rights.

In recognising the interconnectedness among criminal, civil and other legal proceedings, as well as the varying needs of each survivor, it is essential to train public actors with adequate information. This is especially relevant for the police, who are often the first point of contact for the survivors. The police should be provided with education regarding available law and sensitivity training, while judges should be well-trained to understand the complexities of IPV to respond to the needs of the survivors.

Lastly, it is crucial that survivors are well-informed throughout the justice process. Providing information to survivors in person as opposed to written communication enables trust in the system. As Minister Sigurbjörnsdóttir noted, in order to create a survivor-based justice pathway, our systems need to be more human.

Special Address by Charlotte Kneer

Excerpted from a special address by Charlotte Kneer, CEO of Reigate and Banstead Women's Aid, to the conference "Taking Public Action to End Violence at Home", 5 February 2020

"

I am a survivor of domestic abuse. I also run a refuge that helps women and children who are fleeing abuse to restart their lives. My refuge is renowned in the UK for the complete rehabilitation and support we provide women and children. We've worked hard over the eight years I've been running it to understand every little thing we can do to help these families end the cycle of abuse which echoes through the generations.

…..[After a long struggle to get out of the relationship with my ex-husband] I know there were benefits from having had [him convicted of domestic violence], in the sense that my children were protected, and I had seven years of peace. However his probation ended in 2018, and I was told he was still a risk to me, so we had to move house. That's the point I'm making: it's never over. I still lock all of my doors, and jump when somebody knocks on my front door.

Coercive control is a stripping away of human rights; I know this is true because, years ago, I printed out the Bill of Human Rights and stuck it on my fridge to remind myself that I was entitled to feel safe and to express an opinion. It's amazing to think that such basic rights were forgotten to me.

What I want to illustrate with my story is how domestic abuse is unlike any other crime; it isn't an isolated incident like a mugging or a burglary. It can be a life-long situation that you simply can't get over. This is why I believe we have to stop viewing it through a criminal justice lens. Currently, in the UK, the focus is always a criminal justice-based approach, and there is a misconception that this solves the problem. Until we start looking at it differently, we are not going to change things. We have to see the criminal justice element as *part* of the solution, but not the whole answer. We have to view this as what it is: a human rights abuse where the victim is hostage to the perpetrator.

[...] [When I started working at the shelter I run [...], the number of women who returned to the abusive relationship was around 1 in 5. Over years of developing a whole-systems approach of therapeutic and practical interventions, we've got the number down to about 1 in 20 women returning to the perpetrator. If the focus remains on solely criminal justice,

this approach will fail. Victims will continue to not support prosecutions, as they know that it will only be a temporary interlude from the fear.

I work with women every day who are paralysed by fear and who are lucky to escape with their lives. To also ask somebody to support a prosecution which may not be successful is asking too much at a time when the perpetrator can find that victim. The only way that it can be successful is if there is intensive support and safeguarding measures that properly protect and help that woman to go through with it. [...]

Consider [what it takes to prosecute an abuser] while a family court still expects you to facilitate contact between your children and the abuser. [...] I work with women every day who have been told by children's services to leave their abuser because they are failing to protect their children, only to be told by the family court that they are vindictive for not letting their abuser see the children.

I would like you to take away this thought: work with survivors like me if you really want to make a difference. We are the only ones who really understand what needs to be done if you want to change the prevalence of violence against women. ”

Intimate Partner Violence: A Manifestation of Harmful Masculinities

Key Findings from this Panel

- Governments and other stakeholders must better understand and address the risk factors throughout the life cycle of men to prevent IPV, such as exposure to violence in childhood.
- Be cautious when labelling masculinities as "positive" or "harmful". Men need to be able to find their own pathways to transform traditional masculine norms and respond to gender-based discrimination.
- Societies must understand that men also suffer from rigid masculinity norms and actively engage them in broader-scale changes.

Public policies can promote equality and avoid harmful masculinities from early ages

Moderator:

Federico Bonaglia
(Deputy Director,
OECD Development Centre)

Panelists:

Gary Barker
(President & CEO, Promundo-US);
Gabriela Bucher
(COO, Plan International);
Åsa Regnér
(UN Deputy Executive Director for Normative Support, UN System Coordination and Programme Results);
Ravi Verma
(Asia Regional Director, International Center for Research on Women, India)

The panellists started the session by discussing how childhood experiences of violence and acts of violence in adulthood are strongly associated. According to IMAGES[6], 80% of men have experienced physical violence at some point in their childhood, and 20 to 40% of men witnessed when growing up a man use violence against their mother. Those men are 2.5 to 3 times more likely to use violence against a female partner. It is important to adopt trauma-informed approaches to understand how violence becomes normalised throughout boys' and men's lives, as shared by Gary Barker (Promundo). Panellists discussed the need to identify the risk factors and combine early childhood and child protective services with approaches that engage violent adult men.

Programmes that enable adolescents to rethink their identity have proven successful. Gabriela Bucher (Plan International) shared insights from Plan International's Champions of Change programme, in which girls identify the naturalised violence and learn to talk about it, and boys gain a better understanding of the several layers of violence that they have not been aware of, and how it impacts on their health and well-being.

It is important to deconstruct masculinity ideas, starting from schools, where manifestations of masculinities and norms play out. Ravi Verma (ICRW) shared the ICRW's Gender Equity Movement in Schools programme[7], which emphasises how toxic masculinity is normalised and impacts maleness subconsciously.

As societies appraise progress 25 years after Beijing[8], Åsa Regnér (UN Women) noted that governments still have not invested nor taken appropriate action based on the evidence produced when it comes to advancing gender equality. Stakeholders need to work more with men to change power patterns in the world and realise gender equality.

The importance of engaging better with men and boys

While it is mostly men who are violent towards women, some panellists argued that it is important to avoid blaming specific groups. Boys are often brought up to have less empathy and use violence to solve conflicts.

Without good leadership, there cannot be any change. The experience from Sweden, a country that trained the police, judges, the judicial system, the social service and health systems for a long time, shows that societies need strong leadership to promote change. Yet, as Åsa Regnér notes, even with good leadership, messages must be consistently reinforced.

Sports-based programmes such as ICRW's "Coaching boys into men"[9] have the power to shift masculinity norms. Ravi Verma shared how they promote gender-equitable attitudes and teach boys the skills to speak up and intervene when witnessing harmful and disrespectful behaviours. Men and boys also need to find their own trajectories to challenge gender inequality. Men recognised as "gender champions" often fall in the trap of becoming "saviours" because they continue to exert power over women and girls. He warned against using the term "positive masculinities" and recommending finding new norms and new approaches.

Intimate partner violence does not happen in isolated homes; it is embedded in wider society that allows it to happen and places women and girls in a subordinated position. Gabriela Bucher shared how difficult it is for organisations like hers, Plan International, to increase girls' agency and independence[10] in Syria, as they experience violence and abuse while trapped inside their homes. Teenagers and girls are particularly vulnerable and have fewer resources to push back against violence.

Toxic masculinity harms men as well as women. Gary Barker argues that there is a need to not only to call men "out", but also to call men "in". What does that look like in policy?

Promundo revealed five areas where we can engage men in broader-scale change:

1. Promote men's engagement in health services.
2. Scale-up evidence-based parent training that also includes a component to raise our daughters and sons to be equals.
3. School-based approaches aimed at reducing gender inequalities should be part of the school policy and integrate mental health and trauma services.
4. Poverty alleviation and women's economic empowerment is essential to tackling gender inequality.
5. Make gender awareness training obligatory for men in powerful/political/policy-making positions.

Working with perpetrators of IPV to challenge harmful masculinities is key

Ravi Verma expressed that engaging with perpetrators is indispensable to identify the structural drivers of harmful behaviours. It is important to talk about accountability and responsibility. Too often, organisations and donors fund programmes that do not work and sometimes even increase risks for women.

Recognising that perpetrators are an extreme symptom of a society that has deep-seated problems is necessary. For Gabriela Bucher, we should all recognise that 'I am part of a system that glorifies violence against women and accepts all these harmful patterns'.

Implementing community-coordinated responses is essential to shift harmful behaviours. Gary Barker highlighted that group therapy and education services for perpetrators need to be connected to the provision of other services such as childcare, judicial and legal support for a deeper effect. The criminal justice system's capacity should be questioned, as well, as it is not effective at preventing cultures of violence. Community-based approaches and building a network around local leaders to make it a collective problem when a woman is victim of violence is vital.

Finally, Åsa Regnér highlighted the need to create coordination mechanisms with different family services dealing with violence – including those working with women and those working with children, as they are often interlinked.

Reporting and Measuring Intimate Partner Violence

Key Findings from this Panel

- A shared framework of measurement of intimate partner violence is important in developing evidence that is comparable and consistent over time and across countries
- Existing administrative data should be developed and incorporated into national statistics.
- Regular data collection and analysis should be rooted in a legal framework, nationally and cross-nationally.
- Data collection methodologies must be adapted to produce data on marginalised populations.
- Data on help-seeking experiences and the broader health (e.g., traumatic brain injuries) and social effects of IPV are relevant in addition to that on the prevalence and incidence of violence

Challenges to accurate data collection

Moderator:

Johannes Jütting
(Executive Head, PARIS21 Secretariat)

Panelists:

Nadine Flora Gasman Zylbermann
(President, INMUJERES, Mexico);
Sami Nevala
(Policy Coordinator, European Union Agency for Fundamental Rights);
Eve Valera
(Assistant Professor in Psychiatry, Harvard Medical School);
Cathy Vaughan
(Associate Professor, School of Population and Global Health, University of Melbourne);
Sylvia Walby
(Director, Violence and Society Centre, City University of London)

In OECD countries and around the world, reliable statistics are the foundation of public policy design and reform. Accurate data are needed to develop policies that work, though this is more easily accomplished in some policy areas than others. Indicators to provide key quantified summaries of violence against women, and IPV specifically, are some of the most challenging to implement: data collection methods are rarely standardised or comparable within and between government offices. As Sami Nevala pointed out, data collection initiatives are rarely regular; in many countries they are limited to one-off or ad hoc surveys that reflect passing political will.

The panellists agreed that administrative and survey data underestimate the frequency of abuse, as many survivors and incidents are "missed" by national statistical estimates. For example, as Cathy Vaughn noted, non-citizens, though often exposed to a higher risk of violence as a result of precarious or domestic employment, are often excluded from national surveys. In addition, language and cultural barriers that obscure perceptions of violence also affect data collection. It is necessary to collect data on all minority populations.

Sylvia Walby noted that while much data is collected in public administration, important information is not extracted into national statistics. This includes counts of both incidents as well as prevalence, the sex of victim and perpetrator, and whether the relationship between perpetrator and victim is domestic, acquaintance or stranger. If there were agreement of key shared minimum data, the evidence would be much more powerful in driving improvements in policy. Much of the challenge lies in getting different offices to cooperate and agree to abstract key data that is already collected into an agreed-upon framework that is comparable and consistent over time and place. This task is complicated by fragmented responsibility and resource allocation that is confined to

specific departments. Cross-departmental and cross-national coordination are challenged by lack of funding flexibility and focal points, reducing the capacity to collect and consolidate statistics into comparable and consistent forms.

The panel also discussed the need to broaden administrative data-collection practices to better understand the effects of IPV on, both, the short- and long-term health of the victim in order to better inform policy responses. Eve Valera, for example, has found that about 75% of her research sample of domestic abuse victims have sustained at least one traumatic brain injury (TBI) from their partners, and about 50% have sustained repetitive TBIs from their partners. This hidden public health epidemic of TBIs not only likely affects women's ability to report IPV, but can influence whether they are perceived as 'credible' (for example by law enforcement) and can significantly compromise their ability to execute an escape strategy or retain employment.

Improving data collection via public policy

Data collection is not limited to producing prevalence and incidence statistics; it also involves better understanding survivors' experiences accessing public services and measuring important, understudied social and health outcomes. As Mexican INMUJERES President Nadine Flora Gasman Zylbermann suggested, an open dialogue between data producers and data users is essential if governments are to address gaps in methodology and improve response rates among various populations of women. It is here that, as Cathy Vaughan noted, quantitative and qualitative approaches to social research should interact.

Coordination between national administrative bodies that collect VAW data is important for rendering existing data useable, and future data comparable. Panellists argued that both survey and public service administrators (e.g. police and health workers) should collect the same kinds of data every time, such as the sex of the victim and perpetrator; their relationship; and the incidence, or frequency, of violence[11].

> *"There are simple and cheap solutions [to improve IPV data collection] if only the political policy support could be more effectively mobilised. […] I don't think this is rocket science. I think it's all low-hanging fruit, if only there were just a little bit of mobilisation of this extraordinary amount of political and policy goodwill."*
>
> Sylvia Walby, Director, Violence and Society Centre, City University of London

Sami Nevala expressed how strong legal mandates, like those held by the EU Agency for Fundamental Rights (FRA), provide an effective approach to ensuring VAW data is collected and published. Another good example comes from Mexico, which runs a VAW survey more frequently than most OECD countries. This happens in part because the production of national statistics on this topic is integrated in a national strategy on gender – in other words, it is legally mandated. Similarly, the multinational Istanbul Convention, monitored by the Council of Europe, is a good example of how a new cross-national policy that legally binds signatories can be used to drive the collection of data, and monitor its progress.

Special Address by Luke Hart

Excerpted from a special address by Luke Hart, Founder of CoCo Awareness, to the OECD conference "Taking Public Action to End Violence at Home", 6 February 2020

"

On the 19th of July, 2016, my father shot and killed my mother, Claire, and my 19-year-old sister, Charlotte, in broad daylight with a shotgun. And he then turned the gun on himself. The murders occurred in our home town, in the car park of a swimming pool, just five days after my brother Ryan and I had saved enough money to move Mum and Charlotte to a small rental house that was five miles down the road. We hoped they could live peacefully away from our father, but he stole that from both of them. Just days after our father murdered Mum and Charlotte, Ryan and I witnessed a national media commentary that complimented our father.

[…] Many chose to insist that he was still a 'good man'. One report that really stung stated that the murders were 'understandable' and, everywhere, we read of speculations of divorce that drove our 'poor father', clearly against his will, to murder. The suggestion was clear: *we* were accountable for provoking his actions. In fact, we even witnessed an outpouring, even from Mum's close friends, for our father's mental health. And there were many reports that provided help lines for male suicide charities, rather than domestic abuse charities. It became very clear that this was being reported as our father's suicide, not the murders of Mum and Charlotte.

[...] Our society often considers men's feelings vastly more important than women's lives. And on top of that, we were frankly embarrassed by the standards held for men that allow them, still, to be 'good men' after killing their own families. We had to hear passers-by excuse our father's action to kill and, in the same breath, hold Mum and Charlotte accountable for their actions to leave. [...] It was that moment that made us realize that what we had lived with for our entire lives was not an isolated family problem; this was the socially condoned execution of insubordinate women. [...]

We know how important it is to help others understand coercive control because, despite living with it for twenty-five years, the first time we'd heard of the term was when we were sat in the police station, just two days after the murders, and we looked up behind us and saw a poster which articulated the behaviours we'd been living with exactly. It was only in the days after learning about coercive control that we began to realise that the damage we'd suffered wasn't from what was done to us in single incidents; it was what was taken away from us over many years. The evidence of coercive control often isn't what's present; it's what's absent. It's the lack of freedom; it's the smallness of your life; it's the gaps that have been eroded away by the abuser; it's the very invisibility that you've learned and been shaped to become. […]

We'd always believed the stereotype that domestic abuse was 'regular violence', and it was only later that we discovered that, in the UK, nearly a third of domestic homicides have no history of violence. Our experiences were, in fact, very common. [...] I wouldn't have believed that the most likely place for women and children to be killed is at home, [and] that the most likely person to kill them is a family member or partner.

It was only after the murders that I realized my understanding of the world was only of what was public. Women's suffering is often relegated to private and, therefore, silence. [...] The laws and regulations in public often do very little to help these women and children who are relegated to invisibility in the dark, hidden, private world of patriarchs, where there are no witnesses to see their suffering, and no one willing to speak of it. We need to confront just how gendered our notion of private actually is: privacy for men to do as they wish, and the privacy for women to suffer in silence. Many women's entire existences are confined to men's private lives, and the women who need the most help barely have a public life to speak of.

We use our voices, as men, to particularly highlight the male entitlement at the root of the coercive-controlling mind-set. Our father was not mentally ill. He was driven by a radicalized ideology of male supremacy. Coercive control is how he policed this order every day, and the murders were how he enforced it. Our father killed Mum and Charlotte for moral reasons, with an almost crusade-like mentality: his good versus our evil. He saw his enforcement of coercive control as a sort of natural law, which he treated with an almost religious sanctity. Our father, to us, was a terrorist, who killed for gendered rather than religious or political ideals. And what's most shocking of all is that domestic murderers like our father are, in order of magnitude, more deadly than religious or politically motivated terrorists in the UK, yet our society treats men like our father as nothing more than a vague nuisance. We have to recognize what's going on inside these men's heads: it's almost taken for granted that the most dangerous terrorists often aren't persistently violent. Instead they cultivate a dangerous world view, while trying their absolute best to remain invisible, and one day, they act suddenly and catastrophically upon that world view. [...]

Not only will our societies always intervene too late if we only focus on abuse as primarily violent and visible, but it will never stop the abuse, because abusers will often learn to adapt to more insidious and sophisticated forms of coercive control. Until we tackle the worldview that lies behind such actions, our attempts to end domestic abuse will be as effective as trying to behead a Hydra. We should be encouraging men to challenge the very notion that controlling women is okay. For many men, humiliation is defined by not being able to control women, and not being able to exert your will upon them. The coercive-controlling mind-set is not an anomaly – it's a core part of the masculine identity. ”

Integrating Services to Support Survivors of Violence

Key Findings from Panel

- Governments must incorporate survivors' perspectives and experiences to improve and reform the delivery of health, social, legal and other services.
- Specialized training and permanent task forces are necessary across service points in social service fields, as well as in the justice and police sectors.
- The private sector should work as key stakeholders in integrated service delivery.

Obstacles faced by help-seeking victims of violence

Survivors of IPV face a host of challenges when leaving or recovering from an abusive relationship. They may require legal advice, medical care, alternate or altogether new housing, employment support, supplemental childcare services, or income supplements, to name a few. More often than not, getting these services turns into a long list of time-consuming, bureaucratic procedures that often force women to call or visit multiple offices where they must recount their trauma and summarise their efforts to get help. Panellists agreed that these hurdles, combined with the harmful effects of a lived experience of violence, often discourage help-seeking. Exiting a cycle of violence requires personalised, victim-centred support from a number of different service providers acting in concert.

Sabine Kräuter-Stockton noted that women victims of violence are often treated as suspects when seeking assistance from police, prosecutors and judges. Their credibility as witnesses (rather than victims) is called into question at multiple stages of legal service procurement. This institutionalized sexism was the most often-cited cultural barrier faced by survivors during this discussion. Ghada Hatem-Gantzer argued that social acceptability of gender inequality has translated into first responders, such as police, not feeling compelled to help women because domestic violence is not considered a 'real' or important crime. This, in turn, has inadvertently led many victims of violence, and their families, to mistrust 'the system'.

Moderator:

Mark Pearson
(Deputy Director, OECD Employment, Labour and Social Affairs Directorate)

Panelists:

Bert Groen
(President, European Family Justice Center Alliance);
Ghada Hatem-Gantzer
(Head Physician, Maison des Femmes);
James Henderson
(Director of Offender Accountability, Training Institute for Strangulation Prevention);
Jane Pillinger
(Gender Expert),
Sabine Kräuter-Stockton
(Senior Public Prosecutor)
Staatsanwaltschaft Saarbrücken)

Another shortcoming of current IPV responses stems from the failure to acknowledge that many victims of domestic violence are also mothers. Among Ghada Hatem-Gantzer's patients, for example, up to 80% of survivors are mothers. Responses and prevention initiatives must therefore acknowledge the inextricable links between violence against women, violence against children, and the inter-generational proliferation of these cycles of violence. Help-seeking mothers will need resources that take into account their children; for example, emergency housing services ought to account for the possibility of there being more than one victim affected by a domestic dispute.

Funding for community-based institutions to offer integrated services is often lacking. Where government funding falls short, non-profit organisations like the *Maison des Femmes* in the suburbs of Paris, France have taken on the task of reaching out and coordinating with the private sector and other civil society organizations to supplement their service provision. For example, *Maison des Femmes* has networked with private foundations to absorb the legal costs incurred by victims seeking a legal response to the violence they have experienced. This type of grassroots coordination is a labour-intensive task that is difficult for many practitioners to engage in and manage, while also supporting survivors. Often, resources are too limited for practitioners to engage in proper self-care themselves.

Social service delivery is often perceived to be a public, government-funded responsibility, but, as Jane Pillinger argued, the inextricable link between exposure to violence and financial dependence suggests a clear opportunity for companies and employers, along with workers and trade unions to develop policies that support employees who are victims of domestic violence. The workplace is not only a site where the effects of domestic violence are detected through productivity and attendance, among other things; the workplace acts as both, a place of potential safety or, alternatively, a locus of control for perpetrators of violence.

Improving service provision to support survivors of violence

This session helped to illuminate cross-sectoral, initiatives that are working with and *for* survivors of violence. These local initiatives serve as important models for what governments can strive to replicate and standardise on a formal, institutional level. The European Family Justice Center Alliance (EFJCA), for example, works closely with governments to implement their model of integrated service delivery, which emphasises co-location of critical services and makes use of survivor-led focus groups to ensure services reflect the needs of the populations they are serving. Mark Pearson suggested that measuring substantive outcomes, such as increased feelings of empowerment among clients, might be more effective in mobilizing government support for community-based IPV programmes than statistical figures such as how many clients are served.

With regard to the legal sector, one repeatedly-cited opportunity for service delivery improvement is rooted in specialized training for practitioners. Training police, prosecutors and judges on how to receive domestic violence complaints, e.g. by recognizing the signs of traumatic brain injury and coercive control, is critical to shifting the institutionalised sexism that often discourages women from pursuing legal redress for their suffering. At *Maison des Femmes*, Ghada Hatem-Gantzer has networked with local police to receive DV complaints from within her organization, where victims are in familiar and comfortable settings. This method also avoids questions of 'credibility' because victimhood is already established and police are specially trained and pre-assigned to this task. Similarly, Sabine Kräuter-Stockton highlighted the importance of permanent, specialized units within courts and in prosecution offices who regularly participate in victim-led round-tables that illuminate the particular challenges faced by survivors of violence. These are just some examples of the specialized training legally sanctioned by Article 15 of the Istanbul Convention[12].

Jane Pillinger argued that the private sector is more than a potential source of funding for grassroots organizations; the world of work has a special role to play in the early intervention and prevention of domestic violence. The "OneInThreeWomen" corporate network is a promising example of private sector stakeholders coming together to respond to the problem of domestic violence through workplace policies and awareness raising. These companies provide safety planning that includes training and a directory of resources made accessible to all staff. Other successful workplace responses include financial assistance to victims of DV in the form of advance payments or loans, legal assistance and emergency accommodation. Because domestic violence affects employee performance, the International Labour Organization (ILO) now recognizes domestic violence as a form of workplace violence under Convention 190 (2019) and accompanying Recommendation 206 (2019). State parties ratifying Convention 190 are committed to addressing and mitigating the impact of domestic violence in the world of work[13].

Making violence against women a whole-of-government priority

Key outcomes:

- Cross-party, high-level commitment is crucial to ensure continuity towards the goal of ending VAW.
- The basis of a whole-of-government approach should be a national strategy backed by a strong coordination policy.
- To be effective, national strategies to end VAW should ensure a survivor-based approach, adequate resource allocation, clearly outlined roles and responsibilities, assessment indicators and inclusiveness to other relevant actors.
- It is crucial to address root causes of violence and intersecting forms of oppression.

Violence against women is a critical public governance challenge

IPV is a complex form of gender-based violence (GBV), as its effects can be felt on nearly all aspects of survivors' lives. It therefore becomes a complex public governance issue, cutting across public policy areas and creating serious challenges with regards to data collection, risk assessment, service delivery and policy coordination. The ways in which governments choose to respond to these challenges in turn has consequences for IPV survivors. According to Árni Páll Árnason, complex social problems like the IPV require the reorganisation of the whole welfare system based on the needs of the survivors.

Given the multifaceted challenges presented by IPV, it is important to undertake a whole-of-government approach to ending IPV. As highlighted by Daniele Cangemi, hardly any governmental area can be left out of this priority. This is also why the whole-of-government approach is difficult to adopt.

Moderator:

Belinda Goldsmith
(Editor-in-Chief, Thomson-Reuters Fondation)

Panelists:

Árni Páll Árnason
(Former Social Affairs and Gender Equality Minister, Iceland);
Danielle Bélanger
(Director-General, GBV Policy, Department for Women and Gender Equality, Canada);
Daniele Cangemi
(Head of Human Dignity and Gender Equality Department, Council of Europe);
Pilar Vilaplana
(Senior Advisor, Government Office against GBV, Ministry of Equality, Spain)

Building a whole-of-government framework for ending violence against women

The creation of a comprehensive, durable national strategy that clearly outlines the priorities and vision of the government is the first step in creating a whole-of-government framework. These national plans or strategies introduce consistency if they are conceived in a well-structured manner, allowing for clear priority areas without excessive compartmentalisation of issues.

An example of such a national strategy is Canada's "It's Time" Strategy adopted in 2017 to prevent and address GBV. As Danielle Bélanger described, this federal strategy is the product of extensive multi-stakeholder engagement and consultations across the country. It brings together different federal departments of the government, building on current initiatives and enabling more coordinate action on GBV. The Strategy represents an investment of over 200 million dollars in various policy areas. It identifies three pillars: prevention, support for survivors and families, and the promotion of a responsive legal and justice system. Some of the accomplishments of the Strategy include the development of three additional national surveys to provide a deeper understanding of GBV in Canada and to build more effective policies, and the design and development of "Cultural Awareness and Humility" and "Using a Trauma-Informed Approach" courses for the Royal Canadian Mounted Police. In addition, Canada is now moving towards a National Action Plan to bring together the federal, provincial and territorial governments to address disconnects and gaps in addressing different forms of GBV. The effects of the adoption of a Strategy to Prevent and Address Gender-Based Violence are already visible in Canada. There has been an increase in funding for three additional national surveys, as well as introduction of cultural sensitivity training for the Royal Canadian Mounted Police. The basis of a whole-of-government approach should be a coordination policy, adopted both horizontally and vertically across the government, ensuring commitment to coordinate trickles down to every layer of the government. This is emphasised in Article 10 of the Istanbul Convention. To facilitate coordination, countries may introduce national coordination agencies.

Clear roles and responsibilities for different actors involved ensures realistic implementation and prevent overlapping responsibilities. In Canada, a horizontal commitment to coordination is ensured through clearly outlined mandate letters provided to the Ministers to cooperate with the Department of Women and Gender Equality. The panellists asserted that ministerial commitment is vital as coordination at this level is key to facilitate the whole-of-government approach. As a consequence, it is essential to include sufficient funding for coordination within the national strategy. In order to be effective, the national strategy should include other actors, including regional and local governments, civil society, private sectors and women's organisations. Pilar Vilaplana described how, in Spain, periodical meetings on equality are conducted to ensure coordination across state departments. Further, equality units are set up within the state representations in autonomous regions to ensure coordination across different layers of government. She highlighted the need to allocate sufficient power to the national coordinating bodies. In Spain, such coordinating role

is assigned to the Government Office against Gender-based Violence (currently attached to the Ministry of Equality) by the Organic Act 1/2004.[3] In Canada, the Gender-Based Violence Knowledge Centre was set up to coordinate actions across the federal GBV Strategy, to align the Strategy with the initiatives of Provincial and Territorial governments, and works to provide opportunities for researchers, stakeholders, policy makers and service providers to connect, share evidence and access information.. In Iceland, the local initiative called "Keep the window open" has attained widespread governmental support. As a part of this initiative, the police would be accompanied by social workers and child services during investigations of cases of gender-based violence. This is followed by subsequent visits after a week to reassess the situation and encourage the victim to file a complaint. This initiative has proven to be a remarkable success with higher rates of complaints filed and court cases.

The panellists argued that a cross-party consensus across different political parties in a country ensures continuity in the long-term commitment towards the goal of ending VAW. This is illustrated in the sustenance of efforts towards ending VAW in Iceland. These changes began in 2009 through the establishment of a ministerial committee on GBV led by the Prime Minister as well as funding of initiatives to combat VAW. The measures have since proliferated despite changing governments, thanks to a cross-party consensus. Spain has recently adopted the State Pact on gender-based violence in 2017, which contains a five-year roadmap with a financial allocation of 1 billion euros. A political, territorial and social consensus was key in the adoption of the State Pact[4].

The panellists called for consistency between policy objectives and the means allocated for fulfilling these objectives. The question of adequate funding to provincial and regional governments is pertinent to prevent disparities across regions within a country.

Finally, the panellists agreed on the importance of leadership to build momentum towards changes in public governance approaches to address GBV. In Iceland, an increasing number of women are assuming leadership positions in police departments. For example, the female leadership of the Office of Director of Prosecution in Iceland has introduced a separate team dealing with VAW cases in the Prosecutor's Office.

[3] For more information on the system of action and coordination in cases of gender violence in Spain (in English): http://www.violenciagenero.igualdad.gob.es/informacionUtil/guia/docs/GUIADEACCIONESINGLES.pdf.

[4] For more information on the Spanish State Pact on gender-based violence (in English): http://www.violenciagenero.igualdad.gob.es/pactoEstado/docs/FolletoPEVGengweb.pdf.

Special Address by Déa Drndarska

Excerpted from a special address by Déa Drndarska, Founder of Mouvement de la Paix, to the OECD conference "Taking Public Action to End Violence at Home", 6 February 2020

[…] Aujourd'hui encore la sphère privée rime beaucoup trop souvent pour les femmes victimes de violences avec ce dont elles sont privées. […] Les violences domestiques ne s'arrêtent pas avec la fin de vie commune, la séparation de domicile, le partage de résidence des enfants. Parfois, c'est à ce moment-là qu'elles s'accentuent, empruntent des chemins de violences psychologiques et financières qui se poursuivent pendant des années jusqu'à l'épuisement totale des victimes.

[…] Les violences physiques ne sont en réalité que la part émergée de l'iceberg des violences domestiques. Ces dernières ne s'arrêtent pas aux adultes, elles ne disparaissent pas non plus avec la séparation. Elles se poursuivent sous d'autres formes qui semblent légitimées par l'absence du danger immédiat (donc de coups et blessures prouvables ou de mort). Aussi, les victimes ne sont prises « au sérieux », que lorsqu'elles peuvent prouver par les bleus sur leur corps, des fractures ou autres hématomes que leur descente aux enfers n'est pas un pur produit de leur propre délire ou un « plaisir » malsain de se complaire dans une posture de victime. Que leurs difficultés sont légitimes. Toutes celles qui subissent des violences psychologiques, financières, des menaces en tout genre pendant la vie en couple et pendant des années après la séparation sont la plupart du temps livrées à elles-mêmes. Voire stigmatisées lorsqu'elles demandent de l'aide. J'ai dû à titre personnel plusieurs fois apporter de l'aide à une amie qui craignait pour sa vie mais dont les mains courantes pour essayer de crier au secours ont fini par lui valoir la « mauvaise réputation » à la gendarmerie de sa petite commune.

[…] Les violences domestiques, vraie antichambre des violences politiques, économiques, culturelles… sont un frein pour le développement démocratique de nos sociétés. Faire de leur élimination un objectif politique c'est répondre à un impératif éthique, à une urgence sociale et économique. […] Il faut en effet créer des structures où les personnes victimes de violences trouveront accueil, écoute et accompagnement tout au long de leur démarche, qu'elle soit médicale, sociale ou judiciaire. Des structures autres que les cabinets de psychologues ne communiquant pas avec les structures sociales ni commissariats ou tribunaux car non reconnus en tant qu'experts. Déhiérarchiser le classement entre les victimes qui ne permet pas d'adopter des politiques préventives avec une vision d'ensemble des mécanismes de la violence car centrées prioritairement sur les violences physiques. Ou trop tard, sur les fémicides dans le cadre desquels on ne comptabilise toujours pas les suicides des femmes après des années de violences psychologiques et financières subies.

[…] Il faut enfin oser parler de violences domestiques, partout où c'est nécessaire, mais aussi admettre que la libération de la parole implique des responsabilités nouvelles en termes d'écoute et de prise en charge. Pour cela, si aider les victimes, surtout lorsqu'il s'agit de mineurs, relève de devoir de tous, il me parait tout aussi important de ne pas leur réserver un traitement paternaliste, aidant-aidées, experts-expertisées. Il est en effet fondamental de les associer en tant qu'acteurs conscients de ce qu'elles ont subi à l'élaboration participative des politiques qui relèvent de l'intérêt général, parmi lesquels le plus fondamental : celui de vivre en paix sans craindre pour sa vie, sa subsistance et l'avenir de ses enfants.

Lessons Learned from the Conference: How to Move Forward

Intimate partner violence is a global pandemic, yet government responses have not consistently prioritized the problem in a way that acknowledges its magnitude, severity and social and economic costs. In terms of public health, Felicia Knaul argued, no other risk factor affects human beings as much as violence against women. Monika Queisser underlined the important role the OECD can play in facilitating a survivor-centred, bottom-up approach to policy design and reform. This approach was also highlighted by Sethembiso Mthembu as illuminating for policymakers. The panellists agreed that the conference allowed Ministers, policymakers, practitioners, and members of NGOs, CSOs and the private sector to come together, alongside survivors of violence, to meaningfully debate how to move forward in addressing and eradicating IPV.

> *"We started at the grassroots level [in initiating this work on IPV]. Normally we talk first to our governments, and then we go top-down. This time we went bottom-up, and connected the two levels. That was my expectation for this conference. We talked to people like Ghada, like Bert, like Jim. […] And [starting at the grassroots level] was an extremely rewarding process for us and for all our partners who engaged with us on this."*
>
> Monika Queisser, Senior Counsellor and Head of Social Policy Division, OECD

The closing panellists identified some key takeaways from the conference, including acknowledging the unique position of employers and the world of work in addressing violence against women; making concerted efforts to mainstream training and consciousness-raising about domestic violence (and its effects) among citizens and practitioners; connecting with survivors and community-based initiatives to improve service delivery; adopting a society-wide approach, that includes men and boys, in working to change the stereotypes that influence harmful cross-gender relationships and contribute to under-reporting; ensuring that gender equality in labour and employment is addressed to ensure women's economic independence; and adopting national plans or other legal measures that mandate production and coordination of statistical data. As Stephanie Mulhern Ogorzalek suggested, improving data around VAW and IPV not only provides an empirical justification for addressing these issues, but plays a critical role in the production of evidence-based policy that is more likely to succeed substantively.

Monika Queisser summarised that the conference set out to highlight five interrelated issue-areas that can (and should) be addressed fairly efficiently: access to justice, integrated service delivery for survivors, whole of government responses to IPV, VAW data collection, and harmful gender stereotypes. In thinking about the "costs" of VAW, Marie-Claire Daveu remarked that the cost of prevention is significantly less than the cost of violence. By shifting the conversation to the 'cost of prevention', then, we can conclude that eradicating violence is well within reach, in comparison to other, more prominent (and discouraging) cost analyses.

Special Address by Gabriela Ramos, OECD Chief of Staff and Sherpa to the G20

Address to the conference "Taking Public Action to End Violence at Home", 6 February 2020

"We have come a long way to understand the most fundamental aspects of gender equality. Before we think about women's economic empowerment, we need to ensure that they are safe and protected.

First, let me say how grateful I am to Charlotte Kneer and Luke Hart for sharing their private stories with us. What we heard from these survivor advocates was emotional, strong, powerful and inspiring. But the reason why these strong women and men are sharing their stories, and why we are all here, is to make concrete progress towards preventing and eradicating intimate-partner violence. It is our responsibility to ensure that the voices of survivors are not only heard, but translated into action. People like them will be saving millions of women. I especially want to commend Ms. Kneer for the work she does to help women who are fleeing from their abusive partners by setting up an organization [Reigate and Banstead Women's Aid refuge in Surrey, UK] to house vulnerable women and children who would have been lost and maybe even killed themselves without the shelter.

We see too many loopholes in judicial systems. We see too many silo approaches (criminal law and family law) in the legal system. We find that too many women and men accept and justify violence. As a result, many vulnerable women cannot trust the system. Perpetrators are set free so easily after committing violence against their partners that women fear revenge. Thus, many women do not report the violence they suffer. Some are forced into marriage so that violence is "justified". Then, women feel isolated and helpless, making them even more vulnerable. Ultimately, they lose their voices.

We need to give women and children back their basic human rights. We need to build an eco-system of prevention and support. This conference [was] filled with energetic, conscientious, and dedicated advocates for gender equality. But we need to do more than talk. We need to take concrete steps to end Violence Against Women. Therefore, I am proud that Ambassadors are calling on the OECD to "act".

> *"In the gender debate, we are often tackling issues that are out in the open. But it's important that we also keep focus on issues that are not so much out in the open – that people keep private – and violence at home is obviously one of them."*
>
> H.E. Ambassador Kristján Andri Stefánsson, Permanent Representative of Iceland to the OECD

We are asked to focus on areas where we have strong expertise – that is, improving data collection and analysis (of masculinities – that boys need to be aggressive and competitive), ensuring good-quality service delivery, promoting equal access to justice, targeting harmful gender stereotypes through education, and ensuring a "whole of government" approach to ending VAW.

I am very proud that this call is led by the OECD Friends of Gender Equality Plus. The OECD stands ready to respond to this call. I am also counting on media and social media to play their part in preventing toxic masculinity from spreading further. Let's remember that we all have a part to play.

While I wish we had more male voices here drawing attention to violence against women, I am very glad to see so many female leaders in government, business, and the non-profit sector committed to ending this crisis. […]

Prioritising the issue of Intimate partner violence (IPV)

The frequency and intensity of violence against women is – quite simply – horrifying. Globally, one third of all women have experienced physical and/or sexual violence perpetuated by intimate partners, who also commit 38% of all murders of women. And these statistics are probably underestimated, as we have good reason to believe that many more actually experience abuse but do not report it. We see alarming rates across all OECD countries, even the ones that have good gender equality outcomes in other measures.

It is a mark of shame on all of us that women – and the persons around them – continue to experience violence day-to-day in their homes, in public, at work and online. It just shocked me that so much of this happens between intimate partners. […]

Even more shocking is how we come to accept this unforgivable behaviour. Public attitudes continue to reflect a disturbing acceptance of domestic violence. According to SIGI, one in three women agrees that domestic violence is justified; almost one in three men worldwide justify beating their wives under certain circumstances, such as accidentally burning a meal.

Stronger laws, regulations and institutional support will of course help. But what we need is to go deeper than that – to find the root causes of this problem. Our SIGI findings shows that gender-based expectations and stereotypes influences and reinforces negative patriarchal structures. We can see this reflected in our legal systems, cultural norms, including within families and in classrooms. This is why we have seen a surprising widespread acceptance of unequal treatment.

Unfortunately, perpetrators rarely face consequences because women do not always report such violence. They fear possible consequences. For example, in developing countries, more than 40% of survivors never sought help of any sort and less than 20% of women who sought help appealed to formal institutions such as the police, medical personnel or lawyers.[5] Women hence face a "double penalty" when they cannot trust that they will be protected by the law or public authorities when they seek help.

Many countries face similar governance challenges. For instance, one of the issues is the lack of good evidence on intimate partner violence and violence against women more generally. Countries do not collect data or measure

[5] Data source: Demographic and Health Survey and FRA survey (several years).

violence well or frequently enough. We have to get better in data collection and analysis if we want to be effective in ending violence against women.

We also see major challenges around the provision of good-quality care and services to survivors of violence. What makes me sad is that many survivors have to make multiple stops to re-share traumatic experiences in order to access basic social protection like housing, medical care, and income support. This only causes flash-backs in survivors' minds, which stresses the necessity of integrated services. The justice system can be so fragmented that victims often have to face multiple litigation processes when seeking justice for themselves and their families,[6] often without being able to afford a lawyer.

All of these factors should force us to think carefully about how governments can mainstream the issue of VAW across Ministries and at all levels of government. We need to make sure that everyone has a stake in this fight.

The OECD is engaged in helping governments foster change to fight against IPV through capacity building. As of today, two thirds of governments adhering to the OECD Gender Recommendations listed violence against women as one of the three most urgent issues facing their countries. We take this as a promising sign that most countries are committed to ending this pandemic of violence. And this is why I am delighted to see that many Ambassadors are making a collective Call to Action.

In terms of public policies addressing intimate partner violence, there is a lot of room for improvement even in OECD countries – although these countries have some of the best gender equality outcomes in the world. Firstly, laws criminalizing violence against women are a first step to eradicating this harmful and pervasive practice. In fact, despite all countries around the world having ratified an international and/or regional convention addressing VAW, only 74% (i.e. 133) of the 180 countries examined by the OECD's SIGI criminalise domestic violence.

The OECD, as part of its efforts to support progress towards the SDG target 5.1, is working with the World Bank and UN Women to develop a rigorous assessment process to evaluate the extent to which countries have laws and legal frameworks to protect women in all spheres of life, using the SIGI as data source. Secondly, the OECD's contribution to the global campaign to end violence against women is to really focus on specific policy areas where we have a lot of institutional knowledge and expertise. This means better data collection, integrated service delivery, access to justice, gender mainstreaming, and addressing masculine stereotypes. The latter work-stream is critical, as any discussion of addressing and ending domestic violence must start with the fundamental question of what leads men to harm women – and how to stop it. In this vein, we must include both men and women in the conversation.

Our contribution also builds on the good work done by the Council of Europe in its evaluation of countries' adherence to the Istanbul Convention, and it complements the experience of other international organisations working on this issue, like UN Women and the WHO.

In addition to analysing VAW data, we are also evaluating where there are gaps in governments' collection of these types of data. Most governments do not run VAW surveys frequently enough, and many do not ask how survivors are faring in the social protection system. These are important gaps that we think the OECD can help governments address. We are also strongly committed to improving and integrating service delivery, which we know is problematic around the world. We have worked on how to co-locate service provision for different types of vulnerable groups, for

[6] E.g. criminal procedures, civil procedures, and family procedures such as child custody or divorce.

example, and we know that this has important implications for survivors of IPV. We also want to use our expertise in justice and legal institutions to improve survivors' access to justice.

The OECD Global Roundtables on Access to Justice, for instance, can offer many lessons on developing survivor-centred justice pathways. These pathways focus on meeting the needs of victims and minimize the experiences of re-victimisation that survivors can face when they navigate through the justice system.

We also need to strengthen coordination and ensure that all public institutions act together coherently and systematically to prevent and address IPV. At the OECD, a newly launched Working Party on Gender Mainstreaming and Governance plays a key role in ensuring that VAW issues and policies are embedded in all Ministries and at all levels.

In addition, we want to use public policy to target toxic male stereotypes that lead men to abuse women, and enable other women to condone it. These harmful masculinities are perhaps the hardest issue to address, but we are already at the forefront of this.

Last but not least, the OECD has also created the first international legal standard to end physical abuse and sexual exploitation in the aid and humanitarian sectors. In July 2019, the OECD Development Assistance Committee, adopted *the DAC Recommendation on Ending Sexual Exploitation, Abuse, and Harassment in Development Co-operation and Humanitarian Assistance*. This will serve as a powerful tool to guiding DAC members in developing policies to foster organizational change and leadership on SEAH, including Codes of Conduct or Ethical Standards.

We here at the OECD stand ready to help governments and other stakeholders end VAW. ”

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[8] **Progress**: girls' education, maternal health, legislation for violence, more informed discussions and more awareness and initiatives; **stagnation**: women's economic empowerment, women's' political participation, or even the real levels of violence in the word, and women's part in negotiating and mediating in armed conflict; **challenges**: in areas like unpaid care and domestic work countries have gone backwards, including in the EU.

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Call to Action for the OECD: Taking Public Action to End Violence at Home

Background

On 5-6 February 2020, the Organisation for Economic Co-operation and Development (OECD) hosted its inaugural High-Level Conference on Ending Violence Against Women (VAW). Under the theme "Taking Public Action to End Violence at Home," the Conference focused on the ways by which governments should act to end a particularly insidious and common form of trauma: violence committed by an intimate partner. Ministers and high-level officials from OECD member countries, emerging economies and developing countries; representatives from businesses, trade unions, and civil society; and survivors of violence came together to share experiences, practices and ideas on how to prevent, address, and eradicate this form of gender-based violence, which affects more than one in three women worldwide.

The Conference concluded with the following Call to Action. Inspired by the good practices and lessons learned during the Conference, OECD Ambassadors call upon the OECD, in co-operation with relevant international organisations and stakeholders, to deepen its work in identifying and recommending key policy measures for governments to eliminate violence against women, especially tackling intimate partner violence (IPV). Depending on available resources, this work programme on IPV should take a holistic perspective, focusing on the OECD's expertise in the areas of administrative and survey data collection, integrated and tailored service delivery, harmful social norms and institutions, gender stereotyping, people-centred access to justice, and adopting a whole-of-government perspective to address gender biases and inequality. The OECD is eager to support Ambassadors and interested governments in taking public action to end intimate partner violence.

An overview of OECD work on VAW

The OECD is engaged multilaterally with governments, civil society organisations, and other intergovernmental organisations to address VAW. In particular, the OECD is working with the United Nations and other intergovernmental organisations to develop mechanisms such as the OECD Social Institutions and Gender Index (SIGI)[xiv] to measure progress on SDG 5, which aims to achieve gender equality and empower all women and girls, including by ending all forms of gender-based discrimination and eliminating all forms of VAW.

Under the OECD Public Governance Committee (PGC) Strategy for Gender Mainstreaming and its Action Plan,[xv] the Organisation has committed to supporting countries in providing integrated, cross-ministerial and state-wide responses towards VAW in line with its mandate for the Working Party on Gender Mainstreaming and Governance. OECD Roundtables on Equal Access to Justice advanced victims-centred approaches for women victims of violence to reduce re-victimisation and contribute to greater rates of reporting of VAW.

The OECD Family Database and the OECD's *Pursuit of Gender Equality*[xvi] report critically evaluate data on intimate partner violence in OECD countries, and the OECD's *Fast Forward to Gender Equality*[xvii] report maps out systems response to gender equality challenges including VAW.

The OECD Development Co-operation Directorate tracks aid in support of ending violence against women and girls from the 30 members of the OECD Development Assistance Committee (DAC).

Finally, the OECD Gender Recommendations provide a strong foundation for the organisation's work on VAW. The 2013 OECD Gender Recommendation on Education, Employment and Entrepreneurship[xviii] and the 2015 OECD Recommendation on Gender Equality in Public Life[xix] identify violence and harassment as longstanding challenges in OECD countries. The OECD DAC Recommendation on Ending Sexual Exploitation, Abuse, and Harassment in Development Co-operation and Humanitarian Assistance is the first international standard on how to prevent and respond to violence against women in aid implementation.

Policy context

Violence against women (VAW) exists in all countries and across all socio-economic groups.[7] In a 2016 survey of countries adhering to the OECD Gender Recommendations, 21 of the 37 governments listed VAW as one of the three most urgent gender equality issues in their respective countries. Intimate partner violence (IPV) is a particularly common form of abuse; as many as one in three women have experienced physical and/or sexual intimate partner violence or non-partner sexual violence in their lifetime.[xx] [xxi] Male intimate partners carry out most of this violence: globally 30% of all women who have been in a relationship have experienced physical and/or sexual violence by their intimate partner, and intimate partners commit 38% of all murders of women.[xxii]

VAW exists in many different forms and may be experienced within family and intimate relationships, in public spaces and workplaces, as well as online.[8] Domestic violence, often perpetrated by a current or former intimate partner or spouse, can include physical violence, rape or other forms of sexual assault, psychological abuse, coercive control, and economic abuse. Other forms of violence perpetrated against women include all forms of harassment, cyberbullying, child and forced marriage, human trafficking, and female genital mutilation. Barriers to reporting VAW and seeking protection and justice include the fear of retaliation, stigma, and lack of economic independence.

VAW maintains and is maintained by discriminatory social norms defining male superiority and dominance over women. Cultural norms that inform male behaviour create the environment in which men are allowed or even encouraged to abuse. The same cultural norms can allow women to justify this behaviour. Violence is used by many men to keep girls and women in their position of having less economic, political and social power. Many boys and men are directly harmed themselves by widespread masculine stereotypes that expect them to be violent and aggressive.

VAW has far-reaching effects and can negatively impact women in different ways. It affects multiple aspects of survivors' lives, including their access to education, employment, housing, security, health, and justice. Threats to women's health include injuries; unintended pregnancies; sexually transmitted infections; pregnancy complications; mental health problems; and homicide and suicide.[xxiii] In terms of economic effects, women may be unable to work, lose wages, stop participating in regular activities, and have a decreased ability to care for themselves and family members.[xxiv] Violence has long-term negative effects both within families, especially for children, and outside of the family and throughout society. There are widespread social, economic, moral, and human costs when violence occurs. Furthermore, the effects that particular individuals may vary due to intersections with other identities as well as social and economic factors, such as age, race, ethnicity, sexual orientation, disability, and socioeconomic class. Women and girls of indigenous backgrounds face higher rates of violence than non-indigenous women and girls, for example.[xxv]

In response to these challenges, many OECD countries are updating their legal frameworks to address VAW.[xxvi] OECD research shows that some countries with national gender-based violence strategies are implementing policies aimed at preventing violence, protecting victims and their families, prosecuting and rehabilitating offenders, and integrating policy approaches including access to justice and victim services. Many countries are making progress to improve gender equality in various forms, abolish discriminatory laws, and implement gender-transformative action plans. However, gender-based discrimination and violence remain a challenge across all countries and throughout women's lifetimes.

[7] Violence against women is an umbrella term that encompasses all forms of discrimination and violence perpetuated against women because they are women.

[8] In general, VAW can take physical, sexual, psychological or economic forms.

A Call to Action: Taking Public Action to End Violence at Home

IPV is rarely an isolated, one-time incident. Rather, it is usually part of an on-going pattern of abuse. It is therefore important that governments disrupt this process and eliminate violence in a comprehensive and sustainable way. Ending the cycle of violence requires that all relevant public institutions and services coordinate and work together to achieve the common goal of ending IPV. Unfortunately, however, long-standing cultural, institutional, and communication barriers between public institutions and actors often prevent this from happening. Uncoordinated responses across ministries and levels of government not only result in a failure to address VAW comprehensively, but also risk generating secondary victimisation, as victims and survivors navigate legal, social, and justice processes.

Ambassadors call upon the OECD to build on its expertise and scale up its engagement and activities on intimate partner violence. The purpose of the proposed work programme is to help countries achieve the following goals:

1. **Accurate measurement of IPV remains difficult, as governments face serious challenges in collecting administrative and survey data to assess the incidence of violence.** This partly reflects inadequate public resources devoted to data collection, but it also reflects societal reluctance to identify and condemn perpetrators and abuse when it occurs. Improved data collection and dissemination would help raise awareness, inform policymakers of the scope and pervasiveness of IPV, and improve evidence-based policy development and service provision to survivors. Ambassadors call on the OECD to expand its research into the prevalence of IPV by identifying best practices in data collection, by encouraging countries to collect data on IPV more frequently and more accurately, and by publishing and applying results to raise public awareness and improve service delivery for victims.

2. **Given the multifaceted challenges presented by IPV, governments should adopt a whole-of-government approach to end IPV.** An effective whole-of-government approach incorporates society-wide strategies for preventing, protecting and prosecuting against IPV; it begins with a comprehensive legal framework addressing VAW; it includes minimum standards for services; and it clearly outlines roles and responsibilities and achieves buy-in across the government. It also entails creating a culture of high awareness, zero-tolerance, and capacity building. Finally, it requires robust accountability mechanisms that encourage risk assessment and management, independent oversight of institutions, and enforcement of justice. In light of all this, the OECD is called upon to further research systems approaches to IPV; take stock of available country practices and institutional designs for tackling VAW; support countries to identify and close gaps in their systems and accountability mechanisms in relation to VAW; and look at ways in which OECD countries can provide support to change through development co-operation and other whole-of-government efforts.

3. **At the service delivery level, governments and other stakeholders should better coordinate to provide the range of complementary services that victims need to recover from violence and lead healthy lives.** IPV affects multiple aspects of survivors' lives, including their education, employment, income, housing, social protection, legal assistance, access to justice, security and health. To address these issues, policies must take a holistic approach and service providers must be able to work effectively with counterparts providing different services. Ambassadors call on the OECD to deepen its research into integrated service delivery, with a special focus on IPV, to help governments better understand how holistic, multifaceted support for victims should function on the ground, e.g. through co-located services or effective case management.

4. **Governments must address the bottlenecks in justice pathways that continue to persist**. Women who survive violence are particularly vulnerable when facing the justice system. They often face specific barriers in accessing justice, including financial costs, stigma, harassment and re-victimisation during the different stages of seeking justice. Survivors also often have multifaceted legal and related (e.g., social, health, economic) needs, yet most justice systems are fragmented and siloed, which results in proceedings being addressed in separate forums with multiple lawyers and often leading to women's multiple re-victimisation throughout the process. As such, creating survivor-centred justice pathways and their integration with other services that remove these barriers is critical to supporting VAW survivors. In parallel, criminalisation of multiple forms of IPV, including clear, substantial sanctions for perpetrators, and ensuring adequate definition of IPV crimes are also essential to facilitate the eradication of VAW. Ambassadors call on the OECD to deepen its understanding of access to justice for victims of violence from a people-centred perspective, and guide governments in improving these processes in their countries.

5. **The persistence of IPV depends highly upon social acceptance of such violence. The socio-economic and cultural environment in which VAW thrives must be changed.** Men carry out the vast majority of intimate partner violence against women, and any discussion of addressing and ending VAW must therefore start with the fundamental question of what leads men to harm women – and how to stop it. The social acceptance of IPV, notably by women themselves, also leads to higher levels of prevalence. While VAW remains pervasive, there are signs of change in public discourse and in public policy that indicate there is more motivation to combat all forms of VAW. The OECD is called upon to promote constructive policy dialogues, identify educational programmes that target harmful stereotypes, and support cultural change around harmful masculinity (as well as women's acceptance levels), inequality, and abuses of power and harassment.

The following Ambassadors to the OECD support this Call to Action to end intimate partner violence:

Mr. Olivier Quinaux, Deputy Permanent Representative (Belgium)

H.E. Felipe Morandé, Ambassador (Chile)

H.E. Carsten Staur, Ambassador (Denmark)

H.E. Tuomas Tapio, Ambassador (Finland)

H.E. Jean-Pierre Jouyet, Ambassador (France)

H.E. Martin Hanz, Ambassador (Germany)

H.E. Georges Prevelakis, Ambassador (Greece)

H.E. Kristján Andri Stefánsson, Ambassador (Iceland)

H.E. Hyoung Kwon Ko, Ambassador (Korea)

H.E. Lina Viltrakiene, Ambassador (Lithuania)

H.E. Martine Schommer, Ambassador (Luxembourg)

H.E. Sybel Galván Gómez, Ambassador (Mexico)

H.E. Per Egil Selvaag, Ambassador (Norway)

H.E. Ingrid Brocková, Ambassador (Slovak Republic)

H.E. Irena Sodin, Ambassador (Slovenia)

H.E. Manuel Escudero, Ambassador (Spain)

H.E. Anna Brandt, Ambassador (Sweden)

H.E. Giancarlo Kessler, Ambassador (Switzerland)

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[xix] OECD (2016), *2015 OECD Recommendation of the Council on Gender Equality in Public Life,* https://dx.doi.org/10.1787/9789264252820-en.

[xx] OECD (2019), *SIGI 2019 Global Report: Transforming Challenges into Opportunities*, https://doi.org/10.1787/bc56d212-en

[xxi] WHO (2013), *Global and regional estimates of violence against women: prevalence and health effects of intimate partner violence and non-partner sexual violence*, https://www.who.int/reproductivehealth/publications/violence/9789241564625/en/

[xxii] Ibid.

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[xxiv] Ibid.

[xxv] UN Department for Economic and Social Affairs (2015), *The World's Women 2015*, https://unstats.un.org/unsd/gender/chapter6/chapter6.html

[xxvi] OECD (2017), *The Pursuit of Gender Equality: An Uphill Battle*, OECD Publishing, Paris, https://doi.org/10.1787/9789264281318-en.

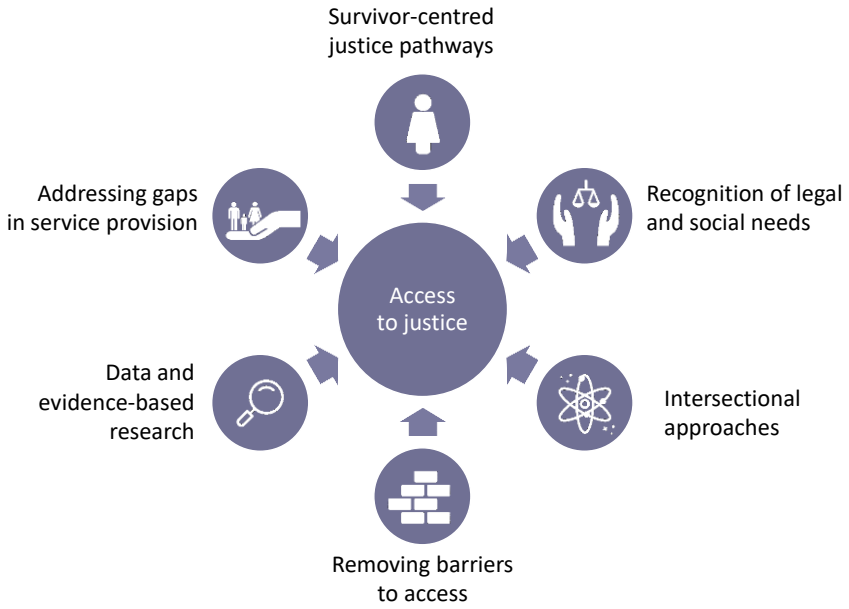
Call to justice: Preventing and ending intimate partner violence

Survivors of intimate partner violence face barriers in accessing justice

Ensuring access to justice for survivors of intimate partner violence (IPV) is critical for their safety and well-being, especially since IPV is rarely an isolated, one-time incident. However, access to justice for survivors remains a challenge around the world. Women are particularly prone to experiencing multiple and compounding obstacles in accessing justice, with many economic, structural, institutional, and cultural factors hindering their ability to adequately address the violence enacted upon them. Examples of barriers that women face range from a lack of understanding of how the justice system works due to the complexity of laws and legal proceedings, to engaging with predominantly male judicial and police systems in which implicit gender-based biases and gendered stereotypes are often embedded. An overarching theme across all countries is the difficulties experienced by survivors in accessing the justice system due to financial concerns. For example, many survivors face difficulty in the civil court system, as they frequently have to pay for their own lawyer to represent them in an IPV case. This is especially problematic when – as in many cases – a survivor is economically dependent on the perpetrator.

As summarised in Figure 1, enabling access to justice for IPV survivors requires collecting evidence and considering the multiple needs that IPV survivors have, which are often intertwined with complex emotions about their abuse and/or abusers. Survivors often face great difficulty addressing all of the simultaneous problems arising from the violence they have faced.[a] Moreover, legal and justiciable problems are often intrinsically tied with other social (e.g., custody of children, housing), economic, health, or employment issues. As such, IPV survivors may require access to a range of public services, ideally integrated with several legal and justice services. Any meaningful response to IPV, therefore, requires strong collaboration between organisations within the justice system as well as sound working relationships with external organisations. For example, women who report being the victims of IPV should have access to judicial protection and restraining orders, counselling, and victim funds.

Figure 1. Enabling Access to Justice for IPV Survivors



Creating survivor-centred justice pathways

Addressing the bottlenecks in justice pathways that continue to persist across countries is critical.[27] Women face specific barriers in accessing justice, including financial costs, stigma, harassment, and re-victimisation during the different stages of seeking justice. Survivors also often have multifaceted legal and related (e.g., social, health, economic) needs, yet most justice systems are fragmented and siloed, which results in proceedings being addressed in separate forums with multiple lawyers. As such, creating survivor-centred justice pathways and their integration with other services that remove these barriers is critical to supporting IPV survivors, as survivors understand better the particular needs and barriers they face. In this regard, important steps to take include:

- **Ensuring survivor-centred justice pathways are open, consistent, and effectively monitored**. Good practices include programmes to overcome accessibility barriers faced by at-risk groups; simplified legal language and procedures; reforms to the substantive law to facilitate legal clarity; civic engagement; and the co-design of services with survivors.
- **Creating mechanisms to uncover and map the legal needs and barriers faced by survivors**.[28] States can use legal-needs surveys, general population VAW surveys, academic studies, and pilot programmes to allow survivors, advocates, and service providers to identify needs and priorities.
- **Recognising the interconnectedness among criminal, civil, and other legal proceedings and subsequently take steps to coordinate judicial responses to IPV.** An example of a good practice is to create integrated courts that can hear all IPV-related proceedings at once.
- **Recognising that legal problems, including on IPV, are often intrinsically linked with other social, economic, health, or employment issues.** It is therefore important to facilitate access to a range of public services in addition to legal and justice services, which should be provided in an integrated and timely manner.[29]
- **Ensuring access to justice approaches are intersectional.** One-size-fits-all approaches are ineffective because the experiences of women differ due to their personal characteristics and the intersections of their individual circumstances. As a result, it is critical to incorporate an intersectional lens into planning judicial responses to VAW.

Discussion questions

1. How can governments facilitate ways to better understand the legal needs of survivors of IPV?
2. What are effective strategies for overcoming critical barriers and gaps that prevent access to justice for survivors of IPV?
3. How can survivor-centred justice pathways be created for survivors of IPV?

[a] For example, a survivor may be involved in a criminal case because the state charged her intimate partner with assault. She might have been charged with assault under a dual-charging system for allegations of domestic violence. She might simultaneously be involved in divorce proceedings and/or child custody proceedings in a civil court. She might also be seeking protective orders against her partner, attempting to secure sole access to the marital home, or seeking paid time off due to being a survivor of violence. Many of these proceedings will be addressed in separate forums with multiple lawyers, and over the course of months. These legal issues are complex and difficult to address on their own. When multiple proceedings are intertwined, many, if not all, of the legal needs of survivors can easily fail to be addressed.

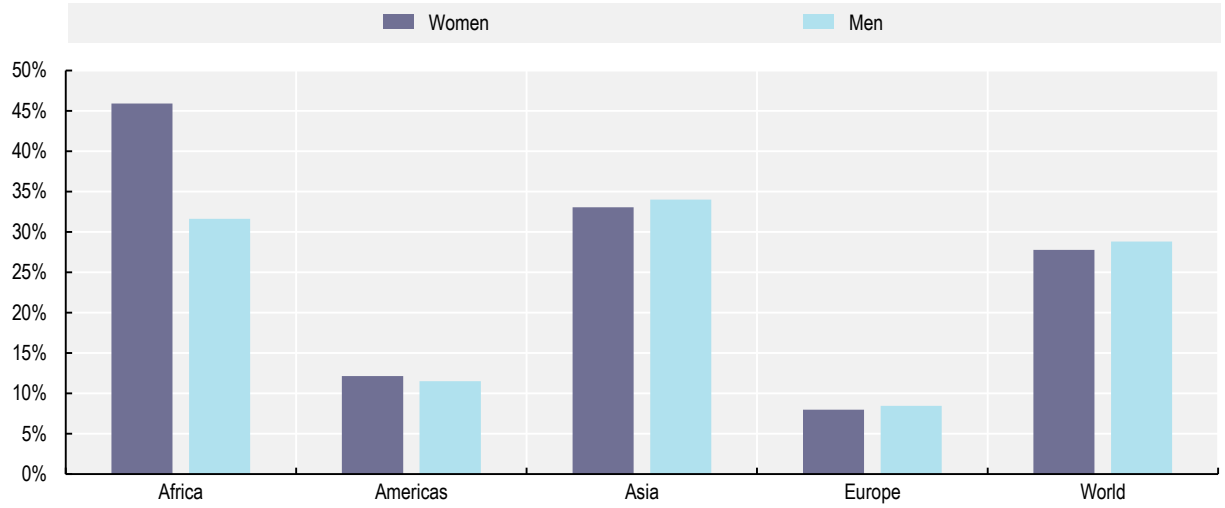
Intimate partner violence: A manifestation of harmful masculinities

Violence against women is rooted in the power imbalance between women and men

Whilst there is no single cause for violence against women (VAW), some of the strongest and most consistent drivers are embedded in harmful social norms that contribute to gender inequality.[30] These norms define behaviours, values and social expectations associated with being a man or a woman.[31] The term "masculinity" refers to the roles, behaviours and attributes that are associated with maleness and considered appropriate for men. Ideas about and practices of masculinity differ from one culture to another, and change from one historical moment to another. Harmful masculinities are often conformed by patriarchal discriminatory norms and preserve masculine privilege and domination over women. Intimate partner violence (IPV) is therefore "a manifestation of historically unequal power relations between men and women, which have led to domination over and discrimination against women by men".[32]

Eradicating IPV is often framed as a responsibility of women to escape from violent relationships. However, gender equality is not just a "women's issue". Understanding what leads men to be violent will help targeting the underlying drivers of VAW. The same cultural norms allow both men and women to justify this behaviour. Indeed, in the countries where data is available, almost one man in three believes that wife beating is justified under different circumstances. And women themselves also accept the use of violence, up to 45% in Africa (Figure 2). It is therefore important to challenge and transform the harmful social norms that justify VAW to ones that promote gender equality and non-violence.

Figure 2. Acceptance of IPV by women and men by region



Note: Acceptance of intimate partner violence (IPV) is measured as percentage of individuals who declare that a husband can be justified in beating his wife under certain circumstances. Data are available for 50 and 36 African countries (women and men respectively), 27 and 6 American countries (women and men respectively), 49 and 22 Asian countries (women and men respectively) and 39 and 7 European countries (women and men respectively).
Source: OECD (2019c), Gender, institutions, and Development Database (GID-DB), https://stats.oecd.org/Index.aspx?DataSetCode=GIDDB2019[33]
Based on World Value Survey (wave 6 2011-2014r) and UNICEF (various years) data.

Putting men and masculinities at the heart of the policy agenda

Although IPV is driven by social and cultural norms, well-designed policies and programmes can challenge harmful masculinities and promote transformative ones. The emphasis on transformative masculinities was acknowledged at the 48th session of the UN Commission on the Status of Women (CSW) in 2004, which identified "The Role of Men and Boys in Achieving Gender Equality" as one of its priority themes. Beyond engaging men and boys in interventions and programmes aiming to eliminate VAW, it is critical to put social norms that justify harmful masculinities at the heart of policy making. Guaranteeing women's rights to a life free from violence entails shifting the focus from women only, to gender relations and its power dynamics. Policy measures that can be adapted at three different levels notably include:

- **Individual level:** Working with **boys and girls** for change at the youngest age is critical. Existing interventions and programmes that engage men and boys have demonstrated the value of working with the youngest, when both their gender identities and attitudes towards gender relations are yet to be formed. Group education approaches, often supported by community-wide sensitisation campaigns, have shown to be effective in this regard.
- **Community level:** Capitalising on positive masculinities can largely support gender equality. Some **social norms** are more gender equitable and support the necessary social transformations to achieve Agenda 2030. This includes, for example, masculinities that emphasise the notion of equal gender relations and therefore challenge the legitimacy of patriarchal ideas and practices. Interventions targeting both women and men in efforts to change personal behaviours and social norms that support gender-based violence through collective action have proven to be successful, as well as programmes engaging male leaders in changing communal norms.
- **Institutional level:** Developing institutional mechanisms to work with **perpetrators** is crucial. All perpetrators of violence against women and girls, who are often men, should be held fully accountable but they should also receive psychological support to avoid potential negative effects brought during their serving time. Law enforcement and the justice system are often infused with patriarchal norms and culture that underpin VAW. Reforming the policies and cultures of male-dominated institutions means also challenging the way we support male perpetrators of violence.

Discussion questions

1. How can public policies promote gender equality and displace harmful masculinities from an early age, when gender norms are traditionally formed?
2. How can capitalising on positive masculinities which support gender equality be used to better engage men and boys in eradicating IPV?
3. What are the most effective ways of working with perpetrators of IPV to challenge harmful masculinities?

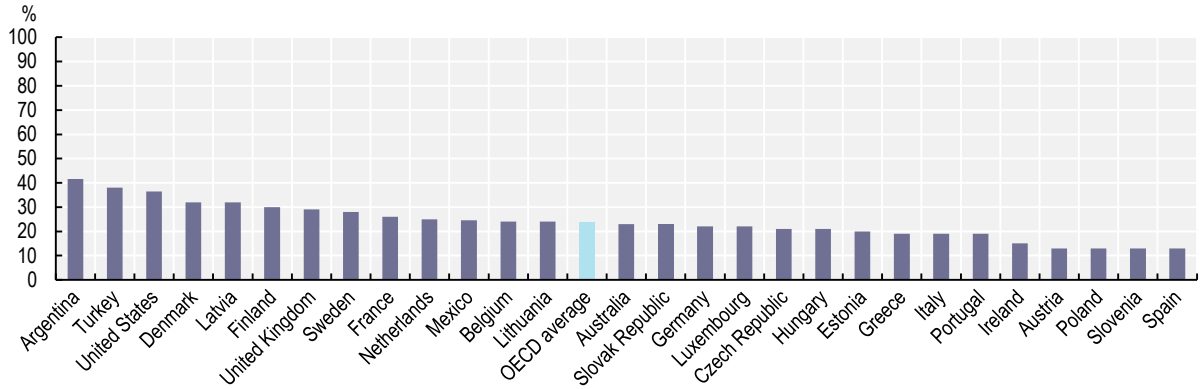
Reporting and measuring intimate partner violence

Intimate partner violence represents a global pandemic

Worldwide, around one in three women report having experienced physical and/or sexual intimate partner violence (IPV) or non-partner sexual violence in their lifetime.[34] Male partners carry out most of this violence, and are responsible for nearly one in four of all murders of women.[35] A 2014 survey of European Union countries found that around 13 million women had experienced physical violence in the 12 months prior to being surveyed – a count higher than the total population of Belgium – and that 33% had experienced physical and/or sexual violence since they were 15 years old.[36] While most victims report that they were pushed or shoved, excluding pushing and shoving reduces the overall incidence only slightly, to 25% – meaning that many women also experienced other forms of abuse.

Figure 3. Intimate partner violence is common across countries

Self-reported lifetime prevalence of physical and/or sexual violence by an intimate partner, women, 18 to 74-year-olds, latest year available, selected countries



Note: Data refer to 2012, except for Turkey (2014), Argentina and the United States (2015), and Australia and Mexico (2016). Data for Mexico refer to women aged 15-49, for Turkey to ever-married women aged 15-59, for Argentina to women aged 18-69, and for Australia and the United States to women aged 18 and over. Cross-country differences in definitions, question wording and survey methodology mean that comparisons should be made with caution. For example, unlike all other countries, data for Turkey cover ever-married women and violence by a male partner, only. Data for the United States include "stalking", in addition to physical and sexual violence. Data for Mexico cover previous partners only if the woman was married to or in a union with the previous partner. See OECD Family Database Indicator SF3.4 (http://www.oecd.org/els/family/SF-3-4-Intimate-Partner-Violence.pdf) for detailed information on the sources, definitions, and question wordings used.

Source: For European countries, the EU FRA Violence Against Women survey 2012; for Australia, Personal Safety Survey (PSS) 2016; for Mexico, Bott S, Guedes A, Ruiz-Celis AP, Mendoza JA. (2019), "Intimate partner violence in the Americas: a systematic review and reanalysis of national prevalence estimates", Rev Panam Salud Publica. Vol. 43, No. 26. https://doi.org/10.26633/RPSP.2019.26, based on the Encuesta Nacional sobre la Dinámica de las Relaciones en los Hogares (ENDIREH) 2016; for Turkey, Research on Domestic Violence against Women in Turkey survey 2014 ; for the U.S., National Intimate Partner and Sexual Violence Survey (NISVS) 2015; for Argentina, Primer Estudio Nacional sobre Violencias contra la Mujer 2015.

Measuring VAW is difficult. Survey-based estimates likely underestimate the extent of the problem, as many victims are reluctant to admit abuse. Administrative data, like police reports, are often even less informative; many violent crimes go unreported because victims fear further violence and mistrust the criminal justice system to provide adequate protection. Cultural norms, fear of harm (towards the woman and her loved ones), stigma, and inadequate ability to self-support also contribute to non-disclosures of violent behaviour.[37]

Comparisons of VAW across countries are nearly impossible. Where surveys do exist, differences in survey methods (e.g. question wording, survey methods, definitions, and survey timing) affect comparability. Countries also differ in respondents' likelihood of reporting harassment. Many factors explain observed differences across countries in the prevalence of IPV: the social acceptability of talking about violence with other people, underlying levels of gender equality, acceptance of IPV in society, women's exposure to the risk of violence (e.g. whether or not they work outside the home), and differences in countries' overall levels of violent crime may all contribute to higher or lower levels of disclosure of violence.[38] Data collection agencies largely define IPV as including four broad categories of "direct" violence (physical, sexual, psychological and economic), but different organisations have different interpretations of how IPV is defined and understood.[39] There is also the challenge of whether to measure prevalence versus incidence of violence – in other words, whether to measure each individual act of violence experienced by a victim, for each perpetrator. Measuring each event can help illustrate the gravity of the abuse, but it places a high burden of recollection on the victim and, in the aggregate, may be less accurate than a simple incidence count.

Differences in political and cultural factors mean that individual countries need to collect their own data to serve as baselines for measuring progress. There is little benefit to extrapolating one country's prevalence estimates to another.[40] For countries that have carried out multiple waves of surveys with questions on sexual harassment and/or violence against women, it is possible to observe change over time. However, it is difficult to say whether higher or lower rates of reporting indicate substantive change on the ground, greater awareness of what constitutes sexual harassment, and/or willingness to report.

A leading cross-national survey on VAW (FRA) shows the difficulty in interpreting violence rates. The survey finds a counterintuitive result: there is a positive correlation between the prevalence of gender-based violence and European Gender Equality Index scores. European countries which score high in gender equality (like the Nordics) had higher levels of reported violence against women than European countries which are ranked as less egalitarian (Figure 3). However, when comparing extreme forms of violence – so-called "coercive control", in which an intimate partner supresses a victim's autonomy, rights, and liberties through physical, emotional, and psychological abuse – countries with higher levels of gender equality perform better.[41]

Countries with the lowest share of women under a partner's coercive control were Sweden, the United Kingdom, Ireland, Denmark, and the Czech Republic, all of which had rates below 5%. The highest prevalence of coercive control was in Eastern Europe. Such findings illustrate the difficulty of drawing cross-national comparisons: are women in northern European countries more likely to experience (non-coercive control) violence, or are they simply more likely to report it?

Governments need more (and better) data to improve their policy response to IPV

Measuring violence is important. One-off VAW surveys and VAW modules in larger surveys gather only limited information. Governments should conduct VAW-specific surveys and repeat them over time in order to understand better the determinants and patterns of violence. Careful planning and protocols are needed to ensure that survey questions are phrased appropriately and that women feel safe to answer honestly.

The need for "hard data" on rates of violence is clear. However, given that public policies today largely focus on violence mitigation, survey data should also be framed around questions of how public services treated victims and whether the policy response increased the accountability of the abuser or put survivors at greater risk.

Administrative data – collected through health, policy, social, or other services – is another tool for measuring VAW, but governments must better ensure consistency across levels of government, regions, and Ministries. Raw data at the local level also must be accurately transmitted and counted in national statistics.[42]

Discussion questions

1. How can governments better ensure the accuracy of IPV incidence data?
2. How should governments use IPV data to improve policies and inform the public?
3. How can governments take a more victim-centred perspective when collecting, analysing and publicising IPV data?

Integrating services to support survivors of violence

The challenge of effectively delivering services to survivors of intimate partner violence

Survivors of gender-based violence have complex needs, both during and after their experiences of violence. Threats to women's health include injuries, unintended pregnancies, sexually transmitted infections, pregnancy complications, mental health problems, homicide, and suicide. Survivors also often need legal advice, housing support, and help for their children, thus requiring a diverse range of services and support from government and other stakeholders. Different policy and service delivery spheres such as education, social protection, justice, employment, physical and financial security, and health need to work together and provide seamless support.[43]

Survivors who seek help regularly have to navigate a range of government offices and bureaucratic challenges in order to receive even basic support. They are often asked to repeat traumatic experiences multiple times, rather than being able to access a "one-stop shop" with collocation of relevant services and counsel. This, combined with the unique challenges survivors face, means that accessing help can be very challenging. Locating protection and support services on the same premises is recommended in the Istanbul Convention, which most OECD countries have signed onto.

Figure 4. Model of integrated public service delivery for survivors of violence

Note: Model illustrates potential coordination among public services offices (the external ring) with a centralised, possibly co-located case manager or office to facilitate navigating various services. The process of system exit and entry is not linear, as survivors often need to re-engage with public service providers several times.

Many factors block the development of comprehensive and integrated social services for survivors. Institutional "silos" – common in many governments – means that survivors may have to submit the same basic information repeatedly to apply to different services, rather than Ministries or offices sharing this data directly. This increases the administrative burden on survivors, who are often already strapped for time and resources. Providing good-quality, comprehensive, and integrated social services to survivors is a challenge for all countries.

Differences in front-line professionals' skills, training, and experiences mean that some public offices are well-equipped to help survivors of violence, while others are woefully under-equipped. Weak processes for identifying who should receive services, especially in places with budget constraints, can reduce programme take up and limit effective service delivery.[44]

Integrating services to help survivors

Because IPV affects multiple aspects of victims' lives, it is important for countries to invest greater political commitments, financial means, qualified human resources, and co-ordination efforts in the standardisation of integrated services for violence prevention, as well as for the protection and empowerment of survivors, who come from a diverse range of lived experiences. Integrating the wide range of services needed to support survivors requires a holistic approach – across Ministries, across local, regional, and national levels of government, across service sectors, across organisational and financial structures, and involving non-governmental stakeholders. Such an approach cannot only be reactive, but should instead offer a continuum of support with both preventative and responsive services. A whole-of-government approach, both horizontally and vertically across government bodies, is needed to enact change on the ground.

What policy measures can help in integrating services for survivors of violence?

- Collocating service providers is often a fruitful first step, as it can lead to increased collaboration among service providers and cooperation among professionals from different sectors. Coordinated funding mechanisms also help, though these are often more difficult to implement.
- Survivors should have early and simple access to "gate keepers" of integrated services; these human resources professionals should also be well-trained and specialised to work with survivors of IPV who are suffering from trauma.
- Standard practices for securely, efficiently, confidentially and ethically sharing personal data across offices should be developed to help reduce the administrative burden and costs for both clients and providers.
- Collaboration should be fostered across service delivery agencies through methods like joint management boards and cross-sector training.
- Integrated service programmes should be evaluated during and after implementation, and include service users' satisfaction as a monitored outcome.

Discussion questions

1. What institutional, financial, human resources, and other barriers currently exist across public and non-profit agencies that prevent the strong integration of social service delivery for survivors?
2. How can governments better integrate public services for survivors of violence?
3. What lessons have been learned in recent years in terms of ensuring positive outcomes for survivors? What works, and what does not?

Making violence against women a whole-of-government priority

Violence against women is a critical public governance challenge

Intimate partner violence (IPV) is a particularly complex form of gender-based violence. It is usually part of an on-going pattern of abuse that can include physical violence, rape or other forms of sexual assault, psychological manipulation, coercive control, and economic abuse. The individual impacts of IPV may also vary among women due to intersectional identities and social and economic factors, such as age, race, ethnicity, sexual orientation, disability, and socioeconomic class. Consequently, IPV can affect nearly all aspects of survivors' lives, including their access to education, healthcare, employment, housing, and justice, which makes it a complex public governance issue. Because it cuts across public policy areas, IPV creates serious challenges with regards to data collection, risk assessment, and policy coordination. It also means the ways in which governments frame IPV as a problem – and implement policies in response – will have important consequences for the delivery of critical services (or lack thereof) to IPV survivors.

Given the multifaceted challenges presented by IPV, it is important to undertake a whole-of-government approach to ending IPV. An effective whole-of-government approach incorporates society-wide strategies for preventing IPV, protecting and supporting survivors, and holding perpetrators accountable. It begins with a comprehensive legal framework addressing violence against women; it includes minimum standards for services; and it clearly outlines roles and responsibilities and achieves buy-in across the government. It entails creating a culture of zero-tolerance, survivor-centric interventions, and capacity building. Finally, it requires robust accountability mechanisms that encourage risk assessment and management, independent oversight of institutions, and enforcement of justice.

Building a whole-of-government framework for ending violence against women

The first step in building a whole-of-government framework for ending violence against women (VAW), including IPV, is the development of a comprehensive, durable national strategy that clearly outlines the government's vision for addressing VAW.[45] National strategies are an important mechanism for focusing attention on the most crucial issues and challenges associated with VAW, and linking them to policies and actions that the government will take to address them. It also allows governments to establish clear and realistic roles and responsibilities across the government.

While it is important that strategies direct attention to specific kinds of violence such as IPV, it is critical that they recognize the need to address multiple forms of VAW under the same overarching structure. As such, strategies should clearly outline the root causes of VAW, the prevalence of the phenomenon in the country, and its impact upon society as a whole. It is also useful for strategies to account for both national and international standards (e.g., the Istanbul Convention, the UN Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), and the Sustainable Development Goals).

To ensure the whole-of-government framework lives up to its name, the implementation of strategies and associated laws, policies, and programmes must meaningfully involve the full range of public institutions.[46] Traditionally, long-standing cultural, institutional, and communication barriers between public institutions have prevented this from happening.[47] In consequence, approaches to VAW have been marked by uncoordinated responses across ministries and levels of government, often times, generating secondary victimisation, as victims and survivors navigate legal, social, and justice processes. In recognition that ending cycles of violence requires coordination among all relevant public institutions and services, governments would benefit from fostering a culture of information sharing and cross-sector collaboration. This includes creating vertical and horizontal collaboration mechanisms and developing integrated services and multi-agency partnerships.

Box 1. Examples of key institutions and their roles in addressing VAW

Centres of Government (CoG), the bodies or group of bodies that provide direct support and advice to Heads of Government and the Cabinet, are key actors in providing leadership and steering the development and implementation of VAW strategies and associated laws, policies, and programmes. The CoG is also typically responsible for designating or establishing a body to co-ordinate VAW responses.

Central Gender Equality Institutions, such as women's ministries or high-level gender equality offices, are tasked with creating social change and utilising a gender lens when conducting research and drafting policies and thus have key roles in the creation and implementation of VAW frameworks.

Ministries of Justice are largely responsible for legal and policy reforms, and are actively involved in the development of integrated responses to VAW, specialised domestic violence courts, and services for victims in the criminal justice system.

Line Ministries, especially those whose mandates cover health, education, housing, employment, and public safety, are crucial to the provision of coordinated, coherent, and far-reaching services that VAW survivors need to recover from violence and lead healthy lives.

Parliaments, including parliamentary committees, are the gatekeepers of the VAW agenda in reviewing draft and existing legislation and monitoring the activities of government through reviews and inquiries into programmes, policies, and expenditures.

Statistical Agencies play a vital role in gathering information on the prevalence and scope of VAW through the generation of evidence, including through the deployment of regular, well-designed national-level surveys and publicising results. These surveys should allow the government to better understand the frequency of abuse, the needs of survivors, and the potential obstacles they face.

While there is no "one-size-fits-all" approach to addressing all forms of violence against all women and girls, especially IPV, some other good governance practices include:

- Designing policies and programmes across all levels and branches of government, at different intervention levels (i.e. individual, interpersonal, community, and society), and throughout all stages of abuse cycles.
- Establishing clear monitoring, oversight, and review mechanisms to ensure that whole-of-government frameworks for ending VAW are properly implemented and achieving their goals.
- Engaging key societal and non-governmental actors and stakeholders in the development and implementation of strategies, policies, laws, and programmes. Importantly, this must include engagement with survivors of violence.
- Applying a gender or intersectional lens to the development of laws, policies, and programming to account for gender norms and attitudes as well as intersectional identities.

Discussion questions

1. What steps must be taken to transform existing vertical, top-down approaches to addressing VAW into horizontal, whole-of-government and whole-of-state approaches?
2. How can governments overcome institutional fragmentation and silos in order to implement coordinated policies and services aimed at addressing VAW?
3. What mechanisms do governments need to adopt in order to ensure there is effective implementation of VAW strategies, policies, laws, and programmes?

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The OECD's Role in Ending Violence Against Women

The OECD has an ongoing work stream addressing VAW. The OECD is engaged multilaterally with governments, civil society organisations, and other intergovernmental organisations to address violence against women. The OECD actively works with the United Nations (UN), alongside other intergovernmental organisations, to develop mechanisms such as the OECD Development Centre's Social Institutions and Gender Index (SIGI) to measure progress on SDG 5, which aims to achieve gender equality and empower all women and girls by ending all forms of gender-based discrimination and eliminating all forms of VAW[48].

Under the OECD Public Governance Committee (PGC) Strategy for Gender Mainstreaming and its Action Plan,[49] the Organisation has committed to supporting countries in providing integrated, cross-ministerial and state-wide responses towards VAW in line with its mandate for the Working Party on Gender Mainstreaming and Governance. OECD Roundtables on Equal Access to Justice advanced victims-centred approaches for women victims of violence to reduce re-victimisation and contribute to greater rates of reporting of VAW.

The OECD Family Database and the OECD's *Pursuit of Gender Equality*[50] report critically evaluate data on intimate partner violence in OECD countries, and the OECD's *Fast Forward to Gender Equality*[51] report maps out systems response to gender equality challenges including VAW. The OECD Development Co-operation Directorate tracks aid in support of ending violence against women and girls from the 30 members of the OECD Development Assistance Committee (DAC).

The OECD Gender Recommendations provide a strong foundation for the organisation's work on VAW. The 2013 OECD Gender Recommendation on Education, Employment and Entrepreneurship[52] and the 2015 OECD Recommendation on Gender Equality in Public Life[53] identify violence and harassment as longstanding challenges in OECD countries. The OECD DAC Recommendation on Ending Sexual Exploitation, Abuse, and Harassment in Development Co-operation and Humanitarian Assistance is the first international standard on how to prevent and respond to violence against women in aid implementation.

The OECD's work on VAW is embedded in the broader OECD Gender Initiative. The OECD actively promotes the principles and policy measures embedded in the 2013 and 2015 OECD Recommendations on Gender Equality in Education, Employment, Entrepreneurship and Public Life. The OECD was also instrumental in defining the target adopted by G20 Leaders at their 2014 Brisbane Summit to reduce the gender gap in labour force participation by 25% in 2025. The OECD continues to work closely with G20 and G7 presidencies on monitoring progress with reducing gender gaps such as these.

The OECD's collection of resources on VAW can be found at: oe.cd/vaw. An overview of the OECD's work promoting gender equality can be found at: www.oecd.org/gender.

Acknowledgements for Conference Proceedings Report

This conference proceedings report was organized and written by Valerie Frey and Nancy Napolitano (OECD Directorate for Employment, Labour, and Social Affairs (ELS)), under the supervision of Monika Queisser (Senior Counsellor and Head of Social Policy Division, OECD).

The summary of conference proceedings includes panel-specific contributions from Pinar Guven and Meeta Tarani (OECD Directorate for Public Governance (GOV)), under the supervision of Tatyana Teplova (Senior Counsellor, GOV) and Estelle Loiseau, Hyeshin Park, and Alejandra Meneses (OECD Development Centre (DEV)), under the supervision of Bathylle Missika (Head of Networks, Partnerships and Gender Division, DEV).

The report benefitted from valuable publication and translation support from Baptiste Albertone, Canan Asiyan, Natalie Corry, Lucy Hulett, Maxime Ladaique, Fatima Perez, and Alastair Wood.

The conference and the OECD's programme addressing VAW is carried out under the overall direction of OECD senior leadership: Angel Gurría, the OECD Secretary-General; Gabriela Ramos, Chief of Staff; Marcos Bonturi, Director for Public Governance; Mario Pezzini, Director of the OECD Development Centre and Special Advisor to the Secretary General on Development; and Stefano Scarpetta, Director for Employment, Labour, and Social Affairs.

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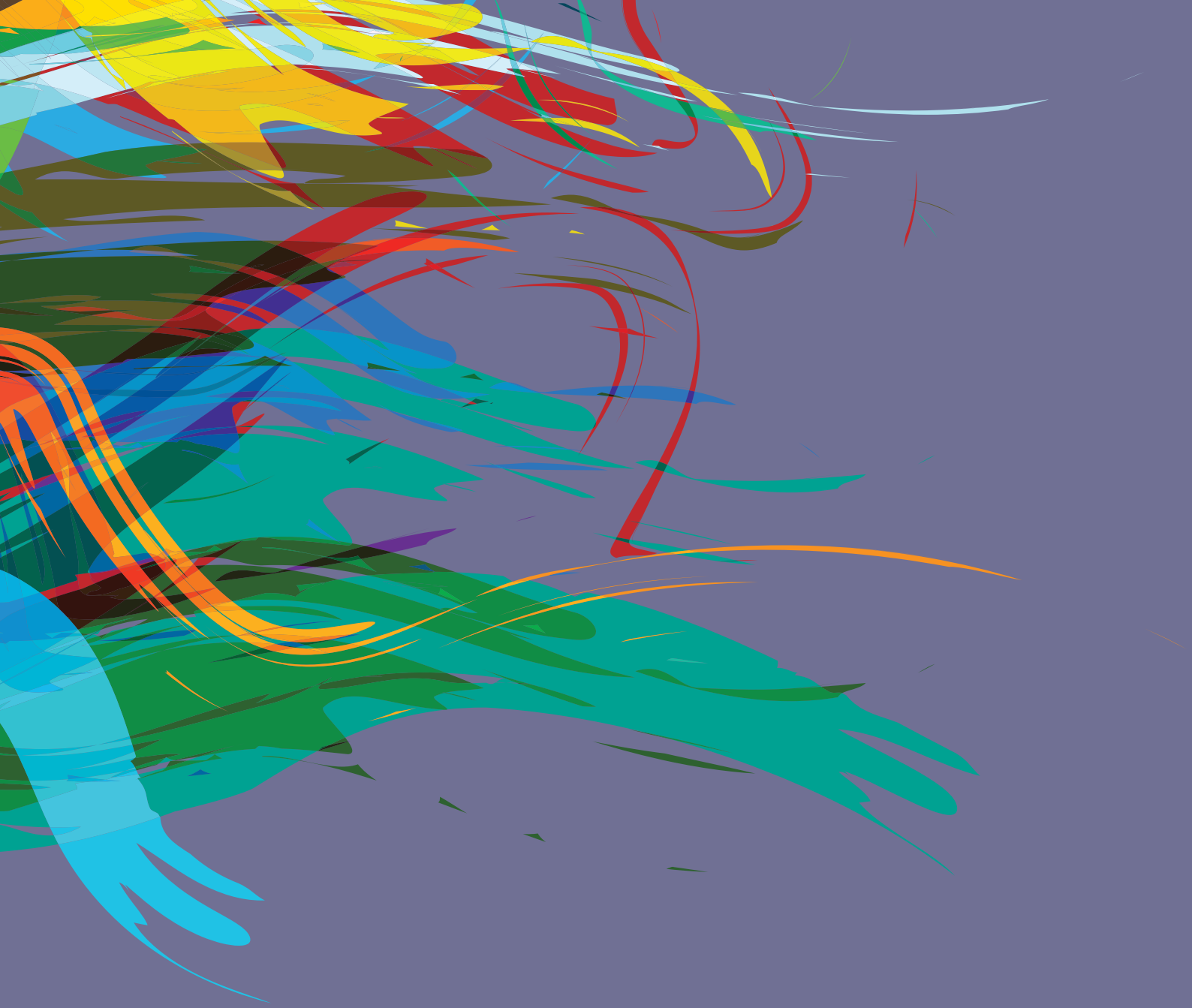

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