RAISING AWARENESS OF VIOLENCE AGAINST WOMEN: ARTICLE 13 OF THE ISTANBUL CONVENTION

A collection of papers on the Council of Europe Convention on preventing and combating violence against women and domestic violence
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Introduction

Raising awareness of the different forms of violence against women and domestic violence is an important element in the prevention of violence against women, because heightened awareness is a first step in changing attitudes and behaviour that perpetuate or condone the various forms of violence against women. To this end, the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence¹ (hereinafter “the Istanbul Convention”) requires states parties to carry out extensive awareness-raising initiatives as part of a series of measures aimed at preventing violence against women (Article 13). The purpose of this paper is to give more background to prevention through awareness-raising and to offer practical advice to policy makers and practitioners on the design and evaluation of awareness-raising campaigns. Short descriptions of awareness-raising campaigns previously carried out in Council of Europe member states serve to provide inspiration, and are rounded off by a checklist for awareness-raising campaigns.

The scope of Article 13

The purpose of Article 13 is to increase the level of awareness among the general public of the different forms of violence women are subjected to and why it is gender-based violence. Its aim is also to ensure that domestic violence in all its manifestations is more commonly understood by all members of society. This means that measures must be taken to make it known that forms of violence against women exist, such as domestic violence (psychological, physical and sexual violence), stalking, sexual violence (including rape), forced marriage, female genital mutilation, forced sterilisation, forced abortion and sexual harassment, and to suggest what individuals can do to prevent it from happening or to assist women and girls at risk. It also means that any taboos around domestic violence have to be lifted, that it is not a private matter and that domestic violence affects families across all social strata. The gendered nature of domestic violence as male violence against women in the context of intimate-partner violence must be highlighted as much as its effects on children. Because it is optional for states parties to apply the convention to all victims of domestic violence (child abuse, elder abuse, men as victims of intimate-partner violence), it is up to each state party to decide on awareness-raising activities on these forms of violence.

Article 13 – Awareness-raising

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

(2) Parties shall ensure the wide dissemination among the general public of information on measures available to prevent acts of violence covered by the scope of this Convention.
The explanatory report to the Istanbul Convention further explains the nature of the obligations under Article 13. Among these are the following key obligations in relation to awareness-raising initiatives which should:

- be taken on a regular basis, recognising that it has to be an on-going and long-term process and not a one-off measure;
- be designed to help all members of society to recognise violence against women, speak out against it and support victims;
- address the issue in a gender-sensitive manner and by including information on equality between women and men, non-stereotyped gender roles, and non-violent conflict resolution;
- highlight harmful (direct and indirect) consequences for children;
- collaborate with civil society and other partners with relevant experience (in particular women’s NGOs specialised in ending violence against women).

Article 13, in its paragraph 2, further requires states parties to ensure that the general public is informed of measures that are available to prevent acts of violence. The explanatory report explains that this means the wide dissemination of information leaflets, posters or online information material on services offered by the police, helplines, shelters or any other national, regional or local service that offers help and support to victims.

The obligation to raise awareness of all forms of violence against women and domestic violence forms part of a range of obligations in the area of prevention contained in Chapter III of the convention.² It must therefore be considered in close connection with these provisions, which spell out a number of general obligations to challenge stereotypes and prejudice, involve men and boys, and empower women (Article 12), to promote gender equality and non-stereotyped gender roles in education (Article 14), to train professionals (Article 15), to work with perpetrators (Article 16) and to involve the media and the private sector in preventive efforts (Article 17).

Preventive measures are part and parcel of the convention, complemented by detailed obligations to protect and support victims, to ensure effective investigation and prosecution in cases of violence against women, and to ensure that

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² The Istanbul Convention in use series consists of a number of papers on obligations in the area of prevention contained in Chapter III of the convention. See, in particular, Hester M. and Lilley S.J. (2014), Preventing violence against women: Article 12 of the Istanbul Convention, Council of Europe Publishing, Strasbourg.
these obligations translate into comprehensive and co-ordinated policies that are to be implemented by way of effective co-operation among all relevant actors (Article 7). Furthermore, Article 11 requires efforts be made to step up data collection and research on the various forms of violence against women so that future policies and measures may be based on a sound knowledge base.

It is in this broader context that the obligation to raise awareness and inform the general public of existing services must be seen. It can only be one piece of the puzzle in efforts to prevent violence against women and is strongly interlinked with other preventive measures that must be taken as part of a comprehensive set of policies based on evidence identified through research and data.
The role of awareness-raising in prevention

The Istanbul Convention acknowledges clearly that in order to prevent violence against women, it is necessary to change the attitudes and behaviour, of both women and men, which are often influenced by prejudices, gender stereotypes and gender-biased customs or traditions (Article 12). Challenging persistent myths and misunderstandings about violence against women and addressing rigid notions of masculinity and femininity are among the key measures in this context.

In order to prevent violence against women and domestic violence, those who plan awareness-raising interventions need to understand why such violence happens. The Istanbul Convention integrates the understanding of violence against women developed by the UN CEDAW Committee, in particular through its General Recommendation 19 (1992), and sees violence against women as rooted in gender inequality. The Preamble to the Istanbul Convention recognises that “violence against women is a manifestation of historically unequal power relations between women and men, which have led to domination over, and discrimination against, women by men”. Importantly, this understanding of violence against women is founded on the notion that violence is a social phenomenon. It is created, reproduced and sustained within the social order and by social norms and practices. Men who use violence are not ‘naturally’ violent; they become violent through socialisation and social interaction and they can, therefore, change their behaviour. This means that violence against women can be prevented from happening, if interventions address the range of factors that trigger or enable it.
Explanations of men’s violence against women have been developed in a range of disciplines giving rise to biological, psychological, psychoanalytical, sociological, political and economic theories, among others. The widely used ‘ecological model’ for understanding violence against women brought together the different conceptualisations of violence against women and the multitude of factors that research had found to predict abuse. These factors were grouped at the following levels: at the level of the social order (macro), social norms and practices that regulate daily life (meso), day-to-day interaction in the immediate environment (micro) and individual life history (ontogenetic). Hagemann-White et al. (2010) has developed this into an interactive model to illustrate how the various risk factors intersect at the different levels to form different pathways that lead to gender-based violence against women. This interactive model provides a useful framework for developing strategies for prevention because it highlights those contexts that are conducive to perpetration and which therefore need to be disrupted to effectively prevent violence against women. Ideally, awareness-raising measures will contribute to disrupting these different pathways and contexts at all levels in order to effectively prevent gender-based violence. Nonetheless, it is important to be clear – and realistic – about the role that awareness-raising can – and cannot – play in the context of prevention.

5. For a more detailed analysis of the proposed theoretical framework for designing measures to prevent violence against women, see Hester M. and Lilley S.J. (2014), Preventing violence against women: Article 12 of the Istanbul Convention, Council of Europe, Strasbourg.
What we know about awareness-raising and prevention

When considering the specific role of awareness-raising as a part of prevention, it is important to consider and acknowledge the difference between, on the one hand, changes in awareness and increased knowledge, and, on the other hand, changes in attitudes and in behaviour. Heightened awareness is a precursor to changes in attitudes and behaviour, and can contribute to the creation of a supportive environment for policy change and implementation. However, it cannot be assumed that a higher level of awareness and of knowledge in itself will lead to attitudinal change with regard to violence against women. Rather, changing attitudes, with the aim of ultimately changing behaviour, requires further educational measures and deeper, long-term engagement. Awareness-raising initiatives should therefore be understood as one important element of a set of comprehensive measures aimed at improving the capacity for response to and prevention of violence against women.

It should also be noted that the current knowledge base on the interface between prevention and awareness-raising, and on how these interventions contribute to disrupting pathways to the perpetration of violence against women, is limited. An increase in government support for further research and evaluation as required by the Istanbul Convention will enable more evidence-based interventions in the field of prevention, including awareness-raising.

Since 2005, the Council of Europe has monitored the extent to which its 47 member states are implementing the measures contained in the Recommendation Rec(2002)5 of the Committee of Ministers to Council of Europe member states on the protection of women against violence. The monitoring reports provide crucial information on the level of state responsiveness to violence against women, through legislation, policies, services, data collection and prevention measures, including awareness-raising. However, the report on the most recent round of monitoring acknowledges that “[i]t is quite difficult to measure awareness-raising, much less to define an indicator that can assess this in a comparative way over time”.

6. Council of Europe (2014), “Analytical study of the results of the fourth round of monitoring the implementation of Recommendation Rec(2002)5 on the protection of women against violence in Council of Europe member states”, Council of Europe, Strasbourg, p. 35. The most recent, as well as all other monitoring reports, have been published and are available on the Council of Europe dedicated website: www.coe.int/t/dghl/standardsetting/convention-violence/documentation_studies_publications_en.asp.
Definitions

Numerous interpretations and definitions exist to capture awareness-raising initiatives. They range from narrow to broader definitions, referring to public information or communication initiatives on the forms and prevalence of violence against women, and help services and legal remedies. They may also include the notion of increasing the awareness of educators and professionals who deal with violence against women, of media professionals, and of policymakers. Awareness-raising initiatives may be very diverse in as far as the type of measures and the societal actors that contribute to them are concerned, and they can take place in a range of settings, depending on the content and the target audiences. Therefore, it is important to consider that measures required under Article 13 may not always be easily distinguished from measures called for by other articles of the Istanbul Convention, such as those related to the empowerment of women, to school education and the training of professionals, and those related to the key role that the media and the private sector can play.
Getting started

The framework for awareness-raising campaigns or programmes

To be effective, awareness-raising initiatives need to be designed as longer-term and sustained (rather than one-off or short-term) measures, and as an integral part of a package of comprehensive and co-ordinated policies, such as a multi-year national action plan or strategy on violence against women. The French Government, for example, has taken this approach with its successive tri-annual action plans on violence against women (2005-2007; 2008-2010; 2011-2013; and the current one, 2014-2016), each of which includes a strategy for sustained communication and awareness-raising measures.
France

Governmental awareness-raising campaigns on violence against women (2001 and yearly in 2006-2014)
www.stop-violences-femmes.gouv.fr

In 2000, the French Government conducted a large-scale survey on violence against women (ENVEFF), and subsequently, it ran an awareness-raising campaign (Break the Silence, 2001) based on the findings\(^7\). Since the mid-2000s, the French Government has implemented triennial action plans on violence against women, which have included yearly communication campaigns aimed at raising awareness. The campaigns use print and video public service announcements in mainstream media\(^8\), as well as leaflets, posters, and brochures. The beginning of each yearly campaign is usually planned to coincide with the International Day for the Elimination of Violence against Women, 25 November.

The above-mentioned website accompanies the campaigns and provides information on different forms of violence against women (sexual violence, sexual harassment, intimate-partner violence, forced marriage, female genital mutilation), a helpline number, information on the protection offered by French legislation, and information to women in need of help as well as to professionals working with victims. It also provides information on NGOs that can be contacted for help.

In 2011, the main aim of the awareness-raising measures was to make the helpline known and to encourage victims to seek help. It was run in partnership with specialist NGOs (most notably the network FNSF, which managed the helpline 2010-2012), and measures to deal with the anticipated increase in calls to the helpline were taken\(^9\). In 2012, the focus of the government’s awareness-raising campaign was sexual harassment, with a dedicated website\(^10\). The campaign that began in 2013 encourages women

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\(^8\) The videos of all campaigns are available here: www.stop-violences-femmes.gouv.fr


\(^10\) See www.stop-harcelement-sexuel.gouv.fr/.
Developing a strategy for awareness-raising on violence against women implies the allocation of appropriate financial resources. The budget of an awareness-raising programme or campaign needs to be realistic in view of the goals. In settings where public resources are limited, additional funding (for example from intergovernmental bodies) or in-kind contributions (such as pro bono advertising space, design/creative or opinion-polling services, or support from academic institutions for monitoring and evaluation) may need to be sought in order to implement campaigns.

**Choosing partners**

Designing an awareness-raising initiative requires expertise in communications, as well as expertise on the issue. For the development of awareness-raising initiatives on violence against women, governments need to involve not only communications experts, but equally civil society and other partners with relevant expertise on the topic. In particular women’s NGOs specialised in ending violence against women have the required expertise, and many of them have long-standing experience in raising awareness of the issue. Governments may also consider delegating the responsibility for awareness-raising initiatives to civil society organisations with extensive expertise on violence against women. The German Government, for example, has been taking this approach and has supported awareness-raising campaigns that were designed and run by civil society organisations.  

Creating a framework that provides scope for more partners to join in, including from the corporate and media sector, can have a strong leverage effect. The multi-year initiative in Turkey, where synergies were created between the government, the United Nations, NGOs and private sector actors and different

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campaigns, is an example of the potential for a much broader reach through flexible, multi-stakeholder alliance-building.\textsuperscript{13}

**Turkey**

The Stop Violence Against Women Campaign in Turkey (by the Turkish Government’s General Directorate on the Status of Women, KSGM, 2004-2008)

In 2004, the high level of public interest in the results of a study on so-called “honour killings” became the starting point for sustained awareness-raising activities on violence against women in Turkey. The Turkish Government’s General Directorate on the Status of Women (KSGM), with technical support from the United Nations Population Fund (UNFPA), designed an information and advocacy campaign, initially for one year. It targeted men in particular and involved partnerships with the private sector and local governments as well as a celebrity spokesperson, the Turkish Football Federation, the Turkish Journalists’ Federation, senior government officials and religious leaders. The launch of an additional awareness-raising campaign on domestic violence by the private media company Hürriyet, publisher of the largest-circulation daily newspaper in Turkey, allowed important synergies to be created, leading to broader and more sustained outreach and activities. Partnering with a big media outlet provided a rare opportunity to train in-house journalists and others in reporting on cases of violence against women. It also helped to increase reporting on the issue in the paper and led to the setting up of a helpline for the Istanbul region, as well as the creation of a platform for women’s NGOs to give women a voice on a wide range of subjects.

Campaign activities were implemented alongside technical and political measures, such as the training of public sector professionals, police, religious leaders and journalists, as well as more research to inform the development of new policies (including a national action plan to combat domestic violence, the setting up of new women’s shelters and a hotline), thus creating public support for these initiatives.\textsuperscript{14}


\textsuperscript{14} For details on the campaigns and a description of the process of engagement, see www.coe.int/t/dg2/equality/domesticviolencecampaign/countryinformationpages/turkey/ and UNFPA (2007), op. cit.
Developing an awareness-raising campaign or programme

The development of an awareness-raising campaign or programme needs to be based on clearly defined objectives, expected results and activities designed to achieve these (logic model). Formulating goals and objectives, defining clearly whose awareness will be raised on what, why this target audience was chosen, and how it will be reached, will help to clarify the expected contribution towards the broader strategy on ending violence against women. It will also provide the framework for an evaluation of the effectiveness of the measure.

Expectations with regard to outcomes or the impact of an awareness-raising campaign or programme should be realistic.\(^\text{15}\) Whereas changes in attitudes and behaviour necessitate further measures, awareness-raising campaigns or programmes can help to “break the silence” and contribute to the understanding that violence against women is a public issue, which needs to be addressed by government and society as a whole. Providing accurate information about its forms and prevalence, as well as its impact on children, is a first and essential step and can help to dispel myths and increase the understanding of those affected by violence, as well as that of “bystanders”, and provide suggestions on how to intervene and challenge violence and attitudes that condone it. Increasing awareness of existing legal and other remedies and support services can help encourage victims to seek support and redress, and perpetrators to seek treatment.

The design of an effective awareness-raising initiative needs to be based on in-depth knowledge of the issue, the target group, the best channels to reach them and the most effective messaging. For example, data from a survey on

\(^15\) With regard to realistic expectations of advocacy campaigns on violence against women (which also give relevant insights for awareness-raising campaigns), see UN Women’s Virtual Knowledge Centre to End Violence against Women and Girls at www.endvawnow.org/en/articles/1155-what-can-one-expect-from-a-campaign-to-end-vaw.html. The World Health Organization also cautions that “it is difficult to measure potential changes in levels of violence associated with media interventions”, while highlighting that research suggests that understanding the behaviour of their audience and engaging its members in developing the intervention are key. See WHO (2009), “Violence prevention: the evidence. Promoting gender equality to prevent violence against women (Series of briefings on violence prevention), World Health Organization, available at http://whqlibdoc.who.int/publications/2009/9789241597883_eng.pdf.
The importance of evaluation

Despite several decades of practice-based learning, awareness-raising measures on violence against women in Europe are rarely evaluated nor is their outcome and impact systematically assessed. The general lack of (comparable) data and research on violence against women constitutes an obstacle in this context, which the Istanbul Convention, in its provision concerning data collection and research (Article 11), seeks to address. However, it should be noted that measuring the impact of awareness-raising initiatives or campaigns (in terms of their contribution to prevention) is generally a challenge, due to the multiplicity and complexity of factors contributing to violence against women.
and its elimination. It is therefore of crucial importance that the design of the evaluation framework for an awareness-raising initiative is given due consideration, including the necessary resource allocation.

**Choosing messages and audiences**

Awareness-raising messages need to be based on a clear definition of violence against women and domestic violence, with a human rights and gendered understanding, as required by the Istanbul Convention (Article 3). They need to address not only the effects, but also the root causes of violence against women: gender inequality and discrimination, as well as the norms and stereotypes that tolerate and condone violence against women.

**Addressing different forms of violence against women and domestic violence**

As Article 13 contains the obligation to increase awareness and understanding among the general public of the manifestations of the different forms of violence covered by the convention, as well as their impact on children, states parties need to ensure awareness-raising on all these aspects. Across the region, Council of Europe member states have implemented a wide range of awareness-raising initiatives, and/or have provided (financial or other) support to awareness-raising initiatives that were run by specialised non-governmental organisations. The type of violence against women which has been most regularly and widely addressed – including through two Europe-wide campaigns – is intimate-partner violence or domestic violence. In countries where awareness-raising initiatives have been conducted only on certain aspects

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and forms of violence against women, those that have not yet been covered should be addressed as a matter of priority, within a longer-term strategy that will ensure that over time, all types of violence will have been addressed, including violence affecting particularly vulnerable or marginalised women.

**Audiences and the notion of “reaching the general public”**

The notion of “the general public” refers collectively to the different groups in society, which all need to be reached with information about the extent and forms of violence against women, the need to stop it and the means and services available for victims. When designing an awareness-raising measure, however, it is important to ensure that messages are specifically designed to reach – and to be heard by – the people that need to hear them. It is the states parties’ obligation to ensure that all members of the general public (independent of age, class, gender, ethnicity, etc., whether victim, perpetrator, professional working with either category, policy maker, opinion leader, etc.) are addressed through awareness-raising measures that are designed to reach them effectively. Thus, implementing this obligation of the Istanbul Convention will require a range of different measures, targeting specific audiences with different messages, which are part of an overall longer-term awareness-raising strategy that covers all sections of the population.

**Key audiences**

Many awareness-raising initiatives on violence against women led by government branches or civil society have addressed – explicitly or implicitly – women as (potential) victims of different forms of violence. In recent years, it has been increasingly acknowledged that it is equally important to raise the awareness of men and boys – not only as (potential) perpetrators, but also as members of society who play an important role in challenging sexism and male violence against women among their peers. There is also

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22. Popular and widespread campaign messages invite women victims to “break the silence”, “speak out”, to know about their legal rights and to contact help services.

increasing recognition of the importance of targeting young people in order to challenge abusive behaviour in teenage relationships and the underlying gender stereotypes that foster it, and to target particularly marginalised groups through specific measures. When choosing the audience of awareness-raising measures, it is thus important to consider that those that have not yet been covered should be addressed as a matter of priority, within a longer-term strategy that will ensure that over time, all members of society will have been addressed.

**Ethical considerations**

The choice of language and images in efforts to raise awareness of violence against women needs careful consideration. Some types of messaging and imagery can reinforce the myths, stereotypes and victim-blaming attitudes that perpetuate an environment conducive to violence against women. Explicit imagery of violence and abuse may attract attention through “shock value”, but it is important to consider the implications of such an approach. Also, whereas first-hand accounts of victims can be a strong means to convey a message, this should be made public only after careful consideration of the implications on their emotional and physical safety. The involvement of professionals who work on violence against women – often specialised women’s NGOs – in the development of the messages is therefore key in order to ensure that the victims’ perspectives are taken into account.

It is also advisable to consult existing recommendations, guidelines and checklists for “dos and don’ts” on communicating about violence against women. For example, the toolkit developed by UNIFEM (now UN Women) on strategic communications to end violence against women highlights this and provides a list of “dos and don’ts”, including recommendations for empowering messages. In Ireland, the National Office for the Prevention of Domestic, Sexual and Gender-based Violence (COSC) has published a guide for groups that

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24. The UK Home Office’s This is Abuse campaign is an example of such a campaign targeting young people: http://thisisabuse.direct.gov.uk/.
receive COSC grants for awareness-raising/communication initiatives.\textsuperscript{26} The UK Government Equalities Office has published the toolkit “Tackling violence against women and girls: a guide to good-practice communication”, aimed at government communicators working in the area of violence against women and girls.\textsuperscript{27}

## Choosing Messages

Ensuring that the messaging is suited to the national or local context is key, both with regard to the type of images, as well as with regard to cultural references and other relevant factors. In some national or local contexts it might be more acceptable to use graphic imagery than in others. Elsewhere, it might be more powerful to create the necessary “shock effect” by using more subtle ways of conveying a message. An example of this approach can be found in the Zero Tolerance Campaign initiated in Scotland in 1992, which presented peaceful images combined with hard facts about domestic violence instead of depicting violence, injury or victimhood at all. Indeed, it was the juxtaposition of the imagery with the text that created a “shock effect” and caught viewers’ attention.\textsuperscript{28}

In francophone Belgium, \textit{Fred et Marie / Marie et Fred}, an awareness-raising initiative on psychological intimate-partner violence, uses


Specialised civil-society organisations, while overall commending the initiative, have raised some issues, namely the fact that the government’s National Action Plan on Domestic, Sexual and Gender based Violence does not sufficiently take into account the gendered dimension of violence against women. Also, an example of a campaign using “simple and effective” messaging that is provided in the guide is not perceived as having been effective by some specialist NGOs. This highlights the need for scientific evaluations to actually assess effects/results of communications/awareness-raising initiatives.

\textsuperscript{27} Government Equalities Office (2009), \textit{Tackling violence against women and girls. A guide to good practice communications}, London, available at http://sta.geo.useconnect.co.uk/news/vaw_guidance.aspx. The fact that the guide was developed by a PR agency without the involvement of specialist NGOs was raised by some experts working in the field.

a “series” of short films that portray, in a non-sensationalist, observational way, psychologically violent behaviour in a relationship and responses by both the victim and bystanders.  

29. See www.fredetmarie.be/; www.marieetfred.be/.

Zero Tolerance Campaign – Edinburgh, Scotland, 1992
www.zerotolerance.org.uk

In 1992, the Women’s Committee of Edinburgh District Council (Scotland, UK), in co-operation with local women’s organisations, initiated the Zero Tolerance Campaign, the first public awareness-raising campaign in Europe attempting to challenge social attitudes towards physical and sexual assault against women and girls, and to dispel myths and stereotypes about men’s violence against women.

It ran during six months in the city of Edinburgh and focused on the prevalence of violence against women.  


Posters with different images and messages were displayed on billboards and walls and in public buildings throughout the city. Based on research and rooted in the experiences of women and children, the posters used black and white photography and sober, factual text, which dispelled some of the most prevalent myths on violence against women and girls. The juxtaposition of rather stylish, or serene, images and shocking facts about male violence against women and girls proved highly effective as a strategy, and an evaluation of the first phase of the campaign showed that the campaign and its messaging was received well by the public in Edinburgh.  


Other materials produced in the context of the campaign included information folders, postcards and a bookmark distributed in the Municipal Library. Extensive media coverage was ensured through media partnerships at local and national level. Events for professionals and for the general public were organised as part of the campaign.

The five black and white posters produced in the original campaign more than twenty years ago remain until today a reference for good practice in awareness-raising of violence against women and girls. The first poster showed two girls playing and read: “By the time they reach 18, one of them will have been subjected to sexual abuse”. The second one focused on the extent of sexual violence in women’s lives and read: “From three to
ninety-three – women are raped”, while also highlighting the risk for women from men they knew with the strapline “Husband, father, stranger – male abuse of power is a crime”. The third poster focused attention on domestic violence with the message: “She lives with a successful businessman, loving father and respected member of the community. Last week he hospitalised her.” A fourth poster featured the slogan “No man has the right” in relation to all forms of violence included in the campaign. And finally a fifth poster targeted young people with the message: “When they say no, they mean no. Some men don’t listen”.

The awareness-raising campaign provided momentum and a focus for further activities related to legal and policy change, and it resulted in the formation of an independent pressure group to follow up on this. Zero Tolerance has established itself as an on-going undertaking for new and innovative awareness-raising campaigns, which are continuing to this day, and its approach has inspired numerous campaigns across the UK and Europe.

Messages that provide accurate facts on violence against women can increase awareness of the issue and help to dispel myths and misconceptions. It is crucial to avoid messages that provide inaccurate information, perpetuate myths or create disproportionate fear. For example, where conviction rates for rape are very low (as is the case in all European countries), a message addressing men that states that rape will lead to their imprisonment is inaccurate and thus unhelpful. Similarly, messages that warn young women of the dangers of sexual violence linked to their drinking behaviour when socialising in bars or clubs, are counterproductive as they place the responsibility with the potential victim, rather the potential perpetrator.32

Messages should provide accurate information on forms of violence, prevalence, consequences and legal remedies, as well as available support for those affected, and should propose some form of action that can be taken. A call for action in the context of an awareness-raising initiative could, for example:

- encourage victims to speak out or to seek help (call a helpline, visit a website or counselling centre) and to use available legal remedies;

- encourage bystanders to intervene and speak up when they witness violence;
- encourage citizens to support a new law proposal or the implementation of existing legislation.

It is also important to consider that, for particular sections of the population, the information needs to be made available in languages they understand, which may not be the official language of a country or region.\(^\text{33}\)

Pre-testing messages with the target groups, as well as with victims, will help to ensure that they will be effective on the target audience, and will help to prevent unintended harm.

**Means and media to convey the message**

The choice of the means or media for an awareness-raising campaign or programme will depend on a number of factors. Their appropriateness to reach the audience must be a key factor, but others such as the availability of (financial) resources would be equally relevant. A broad range of channels and approaches should be considered.

**Channels**

Classic marketing channels are often used in awareness-raising campaigns aimed at reaching a broad cross-section of the population. Public service announcements on TV, radio or in print media are very popular, as are advertising posters in public spaces (such as billboards in main squares, bus shelters, train stations, etc.), distribution of flyers, postcards, etc. The use of these communication channels generally requires either a substantial budget, or a pro bono arrangement with media companies. Another solution could be to explore original, alternative media to spread awareness-raising messages, as has been done in Turkey (clothing labels) and Germany (pocket tissues packaging and bakery bags, see below).

\(^\text{33}\) Cf. the Danish government’s Break the Silence campaign in 2003, which was launched in numerous languages at: http://eige.europa.eu/content/stop-violence-against-women-break-the-silence-0.
Germany

Bakery bag campaigns: “Rape/Violence – not in my bag”\textsuperscript{34}  
(“Vergewaltigung/Gewalt kommt nicht in die Tüte”)

In 2001, the government of the city of Saarbrücken (Germany) joined and supported an awareness-raising campaign on sexual violence, which had been initiated by local specialised civil society organisations (the rape crisis centre and the family planning association). The campaign used an unusual medium to reach a cross-section of the local population with factual information and statistics that dispel myths around sexual violence and with information on the helplines available to persons affected by sexual violence. The information was printed on the front of paper bags that are commonly used to sell bread and pastries in German bakeries. The back of the paper bags featured information on a calendar of events related to the topic, which took place in the two-month period during which the paper bags were distributed in bakeries in the city and region. The campaign was integrated into the local government’s activities on ending violence against women around the International Day for the Elimination of Violence against Women, 25 November, and culminated on that day. Without using any shocking images or wording, the message was “hard hitting”, as it came in an unexpected context, and for many recipients, as the first thing in the morning, when buying bread and pastries for their breakfast. The use of an unusual medium for information on sexual violence, an everyday item, which is linked to food and is often brought into one’s own kitchen, stimulated not only vivid debate among bakery customers, but also interest from the media, thus increasing the reach of the campaign. The rape crisis centre in particular appreciated the opportunity to spread their helpline number widely and in a simple manner. The campaign has since been replicated across the country and beyond, and has become an annual campaign in some municipalities or “Länder” in Germany. The campaign inspired “spin-offs” in subsequent years: other campaigns involving other unusual “media” (for example packets of tissues in pharmacies).

Involving creative, artistic means can be a powerful tool to convey a message and to touch audiences at a different level than merely through factual information. The theatre project \textit{Ferite A Morte} (Wounded to death), based on news stories about women who were killed by their (ex-)partners in Italy, is an

\textsuperscript{34} “Not in my bag” is a German expression meaning “no way” or “not supportive of something”.

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example of the use of art to raise awareness of the most extreme consequence of violence against women – death.  

**Messengers**

Celebrities that have a resonance with a specific audience can help to attract interest in a message among the target audience and in the media, which in turn can contribute to reaching a broader audience. Examples of this are the involvement of a major-league football team in Turkey and of a Rugby Team in Georgia to attract the attention of men and boys. When targeting teenagers, involving pop singers or popular actors as spokespersons can be an effective way to reach them.

Parliamentarians and senior government representatives can also play an important role in getting the message across to their constituency, their peers, etc. Experts, such as researchers or practitioners can be the most suitable messengers for other audiences.

The use of individual stories and testimonials of people affected by violence (victims, perpetrators, family members, and others) can be a powerful way to convey a message. However, in choosing to work with testimonials by or about victims, it is important to give priority to ethical considerations (see above).

**Choosing the right place and time**

International or national days, as well as the release of reports providing new data have proven to be effective “hooks” when aiming for media coverage or to attract interest in an awareness-raising event.

To raise awareness among specific professional groups and policy makers, targeted specialised events, such as expert panel discussions, briefings, etc., can prove most effective.

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35. Project under the patronage of the Italian Ministry of Foreign Affairs; for more details see http://feriteamorte.it/eng/blessed-to-death/.
36. UNFPA (2007), op. cit. (Turkey case study: p. 57 ff.)
37. UN Women Georgia (2011), op. cit.
38. International days are often used to launch campaigns or events: International Women’s Day (8 March), International Day for the Elimination of Violence Against Women (25 November) and Human Rights Day (10 December – the period between these two days constitutes the international “16 Days of Activism on Gender Violence”), International Day of Zero Tolerance for Female Genital Mutilation (6 February), Valentine’s Day/V-Day (14 February).
In recent years, online communication and social media have been playing an increasing role for commercial as well as social marketing, in particular for younger audiences. When considering the use of new and social media for awareness-raising, it has to be noted, however, that there is currently a limited evidence-base on outcomes and impact.

**(Social) Media: part of the problem or part of the solution?**

While considering the usefulness of (social) media for awareness-raising, one should also be aware that the media can play an important role in perpetuating myths, stereotypes and spreading sexist and violent content or attitudes that condone violence. It can also be a space where women and girls become targets of new forms of violence, such as cyber-stalking. When considering the use of (new) media in awareness-raising, these factors need to be addressed. Media need to become “part of the solution”, rather than “part of the problem”.

Raising the awareness of media professionals on all forms of violence against women is crucial, and it can have a wide-reaching leverage effect. Ensuring improved and accurate editorial coverage of the different forms of violence against women, and increasing media professionals’ awareness of the need to avoid images and messages that perpetuate myths or condone violence against women, can be more effective to raise awareness among a broader audience than securing advertising space in mainstream media. In Turkey, a successful partnership with the national federation of journalists provided an opportunity for training the journalists on violence against women, and to encourage improved media coverage of the issue through a young journalist’s award. Guides to responsible media reporting of violence against women, such as the one produced by Zero Tolerance, DART Centre Europe

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40. See box on the “Stop Violence against Women Campaign in Turkey”, p. 12 above and UNFPA (2006), op. cit.


and the International Federation of Journalists\textsuperscript{43} can also play an important role in raising the awareness of journalists. In turn, the media, through better reporting, including the accurate use of terminology and the avoidance of “beautifying, glamorising, obscuring or relativising terms” to describe different forms of violence against women,\textsuperscript{44} but also by giving space to organisations and individuals that challenge violence against women, can leverage stronger awareness among their audiences. That is why Article 17 of the Istanbul Convention calls on states parties to encourage the media to play an active role in preventing and combating violence against women.


Conclusion

Increased awareness and understanding of the phenomenon of violence against women and domestic violence and its impact on children is a pre-condition for changes in attitudes and behaviour. It can therefore play an important role as part of a comprehensive prevention strategy. To be effective, it is important to ensure that awareness-raising campaigns or programmes are designed as an integral part of a comprehensive, sustained approach to ending violence against women, such as a national action plan or programme, and that they are equipped with an appropriate budget. A clear framework, which defines realistic objectives, targets and ways to measure and evaluate success, is as important as the choice of partners, such as civil society and other partners with relevant experience – in particular women’s NGOs specialised in ending violence against women.

Building on existing knowledge and expertise, and bearing in mind the mutually reinforcing and cross-cutting nature of the convention’s additional obligations in the area of prevention, it is possible to design effective awareness-raising initiatives suitable to the various local or national contexts.
Checklist for awareness-raising campaigns

Awareness-raising campaigns can be initiated by a variety of actors, individually or in partnership, ranging from government branches at all levels (local, regional, national) to non-governmental and civil society organisations. For the first time, Article 13 of the Istanbul Convention introduces a legal obligation on states parties, i.e. governments, to regularly carry out awareness-raising initiatives. The following checklist can be of help in designing and implementing any awareness-raising campaign or measure:

- Is the campaign based on a clear definition and a gendered and human rights understanding of violence against women and domestic violence (i.e. does it consider and address the underlying issues, such as gender inequality and discrimination, norms that tolerate violence and harmful gender stereotypes, etc.)?

- Is the campaign an integral part of a comprehensive approach to ending violence against women, such as a national action plan or programme and is it planned as a sustained, long-term initiative?

- Is the campaign based on a logic model, with clear objectives, targets, indicators to measure outcomes, and does it include a monitoring and evaluation framework?

- Is the campaign based on research and data/knowledge on:
  o how awareness-raising works (i.e. realistic with regard to what it can and cannot achieve);
  o the topic;
  o the target group;
  o the best type of messaging to reach the target group (“What do they need to hear?”);
  o the best way to reach the target group (“How do we get them to hear it?”)?
In the event that data is not available, does the project to launch an awareness-raising activity envisage conducting research to identify the issues above (topic, target group, best way to reach them, etc.)?

Has an appropriate budget been allocated to implement the activities that are necessary to achieve the objectives of the campaign (including for monitoring and evaluation)?

Have experts on violence against women (in particular women’s organisations, including those working with victims), as well as experts on communication, been involved in the planning stage?

Does the campaign define the specific topic or the type of violence against women it intends to address (ensuring that in the long run, all forms of violence against women, and the consequences for children, will be addressed)?

Is the campaign tailored to the national/regional/local context?

Has a specific target audience been chosen: women at risk or already affected by violence, bystanders, perpetrators, different age groups, different professional groups (ensuring that in the long run, all members of society will be reached)?

Are the chosen means and media, as well as the timing and placing, appropriate to reach the intended audience?

Does the campaign include suggestions for concrete action/follow-up/change for the target group?

Have ethical issues been considered, i.e. has attention been paid to the messages and images conveyed (such as avoiding stereotyping of women as passive victims and men as perpetrators, sending positive, empowering messages)? Have existing recommendations, guidelines, and checklists for “dos and don’ts” on communicating about violence against women been consulted?

Have creative, innovative means been considered to convey the campaign message?

Has the use of role models and “ambassadors” been considered, as they appear effective in addressing particular groups?

Has it been carefully assessed how to involve the media and whether or not the awareness of media decision makers and journalists would have to be raised first?
Key resources

Awareness-raising campaigns and initiatives in Europe

A range of inspiring examples of campaigns on different aspects of violence against women initiated and implemented by both governments and NGOs in Europe are available online. This is a non-exhaustive collection of existing approaches that have been taken to raise awareness of violence against women in Europe.

1. Council of Europe

Campaign to Combat Violence against Women, including Domestic Violence, 2006-2008, Final activity report

2. European Women’s Lobby

Collection of posters and video clips “Raising awareness to end violence against women: successful campaigns”

This is a collection of posters and video clips on several forms of violence against women, including rape, domestic violence, trafficking, honour killings, prostitution, female genital mutilation, street harassment and forced marriage. However, there are no criteria with regard to how their success has been measured or assessed.

Act against Rape! Use the Istanbul Convention!

A joint project of the Council of Europe and the European Women’s Lobby in 2013 resulted in a series of materials that can be used in future campaigns against rape, especially the Action kit.

3. European Commission


4. European Institute for Gender Equality

Awareness-raising campaigns on sexual violence by governments and NGOs.

A study on sexual violence against women in the EU resulted in a database which includes information on awareness-raising campaigns on sexual violence by governments and NGOs.

“Methods and tools for prevention of and protection from domestic violence”

This is a database on awareness-raising activities carried out by governments and NGOs.

“Methods and tools on female genital mutilation”

This is a database on awareness-raising activities carried out by governments and NGOs.

5. Advisory Committee on Equal Opportunities for Women and Men

Opinion on a possible EU awareness-raising campaign on violence against women and girls

This document includes an annex with good practices in awareness-raising campaigns in EU member states.

6. United Nations Entity for Gender Equality and the Empowerment of Women (UN WOMEN)

UN Women’s Virtual Knowledge Centre to End Violence against Women overview of campaigns

This collection includes some campaigns in Council of Europe member states.

**Communication guidelines on violence against women**

UNIFEM (2001): *Picturing a life free of violence: media communication strategies to end violence against women*  
This collection is available online in English and Spanish and includes some examples from Council of Europe member states.

UNIFEM (2003): *Making a difference: strategic communications to end violence against women* (available in English and Russian)

Zero Tolerance: Handle with care: A guide to responsible media reporting of violence against women

DART Centre Europe (2011): Reporting on sexual violence: A Dart Centre Europe tip sheet

International Federation of Journalists (2008): Guidelines for reporting on violence against women

COSC (2013): Communications paper on approaches to promoting and developing an understanding of domestic, sexual and gender-based violence


56. See http://dartcenter.org/files/sexual%20violence%20tipsheet_final_27.08.11.pdf
58. See www.cosc.ie/en/COSC/Communications%20paper%202013.pdf/Files/Communications%20paper%202013.pdf.
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Article 13 – Awareness-raising

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

2. Parties shall ensure the wide dissemination among the general public of information on measures available to prevent acts of violence covered by the scope of this Convention.