

ECPA/BPC 2007

Please answer the following questions in English.

1. Is this your country's ECPA entry or is it an additional project? (Only one ECPA entry per country plus up to two other projects.)

The Swedish ECPA entry

2. What is the title of the project?

The Integrated Domestic Violence Programme in Malmö

3. Please give a short general description of the project.

The Integrated Domestic Violence Programme in Malmö constitutes an attempt to prevent the occurrence of violence against women and children in the context of intimate relationships. One of the programme's most important objectives is that of making the violence that occurs in intimate relationships visible and providing the support women need in order to feel safe in reporting this violence.

The Malmö Integrated Domestic Violence Programme is a large-scale collaborative project run primarily by the local authority, the police authority and the healthcare sector. These three actors have played a central role in designing the programme and its content. The Integrated Domestic Violence Programme has been designed on the basis of a concrete picture of what a woman needs when she has been subjected to assault. Women who have been the victims of assault need treatment for their injuries (from the healthcare sector), they need to report the assault (to the police) and they need support in the form of counselling (provided by the local authority) to enable them to break off the abusive relationship.

The work of the programme has resulted in a number of initiatives.

- There are now a number of crisis centres in Malmö: “The crisis centre for women”, “The crisis centre for men” and “The crisis centre for children and youths”.
- The women’s clinic at UMAS, (the University Clinic at Malmö General Hospital) has developed a special programme for the provision of medical treatment in connection with sexual assaults. A specialist clinic for honour-related violence has also been opened. In addition, a general programme has been developed for the provision of treatment and care to women and children who have been physically abused.
- The prison and probation service has developed a programme designed to influence the behaviour of men convicted of violent crimes committed in the context of intimate relationships.
- The police have created a special domestic violence division and the prosecution service has established special domestic violence prosecutors. These measures have the objective of encouraging more women to report violence to the police and of increasing the likelihood that the perpetrators will be convicted.
- A joint professional handbook has been formulated by the agencies involved in the programme. Each agency has written a chapter in the handbook describing how it works with violence in intimate relationships.

The project has achieved one of its most important goals, i.e. that of “making the violence committed in intimate relationships more visible and providing women with the support they need to feel safe in reporting this violence”. This can be seen from official crime statistics. Since the project began in 1996, the number of cases where a woman has reported having been assaulted by a male acquaintance has increased by 50 percent. In addition, a larger proportion of such reports now lead to a prosecution than was the case prior to the start of the project.

4. Please describe the objective(s) of the project?

The programme emphasises that men’s violence against women is an important social problem and that measures must be focused on all of the parties involved (women, children and men) in order to achieve the required results.

Overall objectives:

- to make violence against women and children visible
- to prevent violence against women and children
- to work to promote equality between men and women

Associated objectives:

- to work to ensure that more women feel safe enough to seek help and report violent crime
- to ensure that women are well-treated irrespective of the agency they choose to turn to
- to provide for the needs of women who have been subjected to violence as regards support, protection, care and treatment so that these women can live without fear and exercise their right to individual autonomy
- to work to ensure that criminal investigations into cases of violence perpetrated against women and children can be conducted in a way that safeguards the legal rights of all the parties concerned: the woman, the man and the child
- to provide a larger number of those children who are themselves subjected to violence, or who live with domestic violence, the support they need to work through their trauma and move on with their lives
- to further develop the opportunities available to abusive men to work through the problems underlying their violent behaviour
- to promote improvements in the level of competence and the methodological tools available to staff whose work brings them into contact with women and children who have been subjected to violence and with men who perpetrate these acts of violence

5. How was the project implemented?

The problem became the focus of attention at several different agencies simultaneously. The executive board of the local authority in Malmö gave the Southern Central district administrative board the task of formulating an action programme for the entire local authority to focus attention on and prevent violence against women. It was emphasised that affected agencies must develop a collaborative operation based on the situation and needs of the women and children exposed to violence.

The action programme has the support of decision makers and practitioners at several levels: at the political level, among the affected managers and among those dealing with individual cases. The programme has its own steering group comprised of management representatives from the social services, the police, the healthcare sector and the prison and probation service, and a co-ordinating group comprised of representatives from the agencies affected. In addition, a full-time co-ordinator has been assigned responsibility for further developing the work of the programme.

Information on the problem and on the existence of the specialist initiatives has been distributed both to the victimised women and children and to the perpetrators. The media have played a major role in disseminating this information. Knowledge on the problem has been disseminated to a number of groups by means of visits to schools, clubs and associations and also to various workplaces, conducted by representatives of amongst others the police and social services. These informational activities are organised by the different agencies in collaboration. Informational brochures are available in eight different languages since 26 percent of the population of Malmö

were born in a country outside Sweden.

6. Were partners involved in planning and/or development and/or implementation of the project? If so, who were they, and what were their roles?

The programme was developed jointly by Malmö City Council, the Malmö Police District, the Malmö University General Hospital, the Prison and Probation Service, the Prosecution Service, Malmö Women's Shelter and other voluntary organisations. These different agencies and groups participated in working groups that produced data and developed proposals for where to direct activities and the measures to be introduced. All of the partners in the project have participated in the implementation of the programme, and participate in the ongoing collaborative work that has been conducted in Malmö since 1999. Prior to the introduction of a new initiative, a thorough investigation is always conducted into the relevant targets and needs.

The collaboration between the agencies involved constitutes the most important method employed in the developmental work. In order to obtain an adequate level of help, women who have been subjected to violence most commonly need to come into contact with several different agencies. They need high-quality medical treatment and care in connection with their injuries. Violent behaviour is illegal and should be reported to the police. The police and prosecutors investigate whether crimes have been committed and whether they can be proven and thus lead to the conviction of the perpetrator.

In order for a woman to be able to move on with her life she needs psychosocial support. Children need help to work through their experiences, and the perpetrator needs to change his behaviour. If there is a failure in any one of these areas there is an obvious risk for negative consequences for the woman. It also becomes more difficult for the agencies involved to fulfil their various functions. This insight into the different agencies' dependence on one another has constituted an important element in the work of the programme.

The documents that have been written, such as the handbooks on how best to help and work with the victims have been produced in the form of a collaboration between the agencies involved. Most of the training programmes that have taken place over the years have also been conducted jointly. The objective has been to develop a common base of values and knowledge both in relation to the subject itself and one another's tasks and working methods.

The collaboration has also been important in relation to the creation of new resources. This has been clearest in relation to the Crisis centre for children and youth where the police and forensic medical services have interview and examination rooms on the premises of the local authority. Staff agree in consultation as to what the respective professional groups will do and when it will be done.

7. How did you build in plans to measure the performance of the project?

Each agency conducts annual follow-ups of its programme-related activities.

The Malmö police district has outcome meetings four times per year at which they discuss the extent to which their objectives have been achieved. Where this is not the case, decisions are made as to how working methods should be revised and developed.

The following programme-related objectives are followed-up:

- the proportion of criminal investigations resulting in a prosecution
- whether the investigations are completed within the specified time frame (90 days)
- the proportion of cases involving applications for restraining orders, and the proportion of these applications that are approved
- how many children have been brought to the attention of the local authority social services as a result of living with violence

The programme-related work of Malmö City Council is reviewed annually including a statistical follow-up. This is followed by the planning of the following year's operations. The council follows:

- the number of individuals who have sought help
- how many women and children have been given a place in sheltered housing
- how many have been given counselling
- what happens when the woman leaves the sheltered housing
- ethnicity, level of education and age
- the type of violence involved (physical violence, sexual violence, threats of violence, other forms of violation)

8. Has the project been evaluated? How, and by whom?

No scientific evaluation has been published. A three-year evaluation of the Swedish Children's Assessment Centres ("Barnahuset"), of which the Malmö Crisis centre for children and youth was the first example, will be published in April 2008. The evaluation is being conducted by the Institute for the Sociology of Law at Lund University. Trends are followed by checking the national statistics published by the Swedish National Council for Crime Prevention, and the operational measures employed by the involved agencies themselves (*see above*).

Changes to the work conducted by any of the agencies involved in the programme are presented at meetings of the steering group and the co-ordinating group. The steering group decides on possible changes to the focus of the programme.

9. What were the results? How far were the objectives of the project achieved?

Overall objectives:

- *to make violence against women and children visible*
- *to prevent violence against women and children*
- *to work to promote equality between men and women*

In order prevent and introduce measures to deal with a given phenomenon, it is essential first to want to, and to have the courage to, see it. The most important result of our work is that violence against women in Malmö is now viewed as a crime and as a social problem and not as a relational problem restricted to the private sphere. The focus has shifted from a discussion of why women fail to leave abusive relationships to why the men behave violently and how this is to be prevented. Our view is that this shift in attitude both affects the propensity of women to report violence, and leads to a reduction in the public's tolerance for violence against women and children. We are convinced that making the problem public in this way has a preventive effect. This is also reflected in the demand for improved sexual equality and for the recognition of the equal worth of women and men.

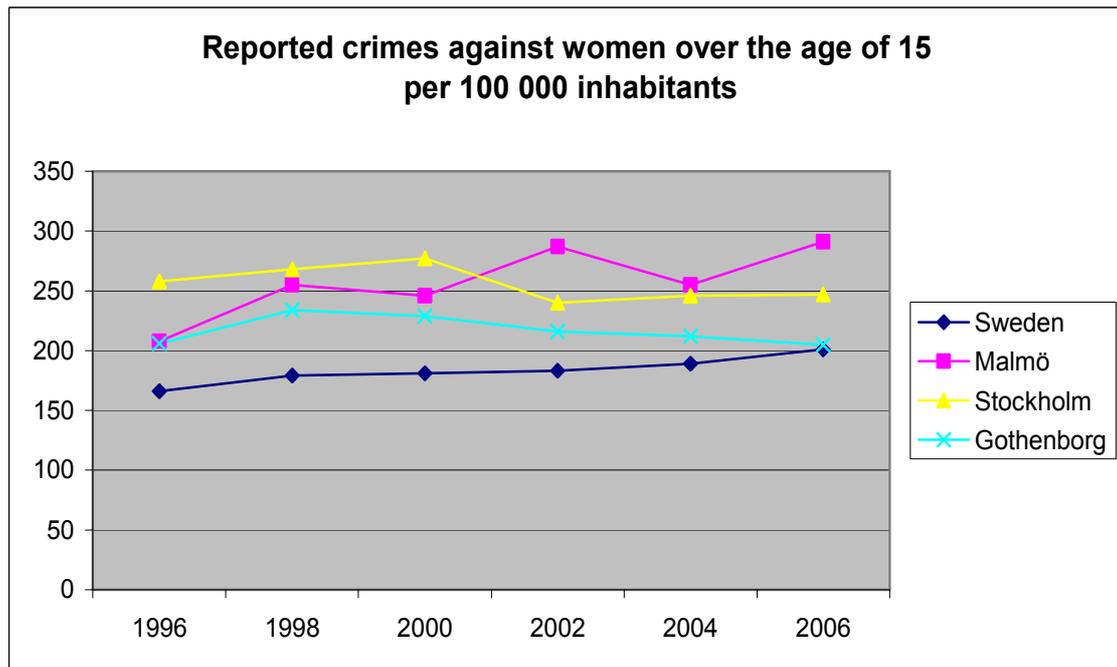
Associated objectives

- *working to ensure that more women and children feel safe enough to seek help and to report violent crimes*

It is difficult to measure the results of crime prevention work, but there are nonetheless certain variables that can serve as indicators of the effects this work has produced. One such indicator is found in the crime trend. The prosecution rate is another. A further indicator consists in the number of women seeking protection and support in order to escape the violence to which they are exposed.

The work with the programme was initiated in 1997. The observation period for the data presented here covers the period from 1996 to 2006. During this time the proportion of women aged fifteen or over who have reported exposure to violence at the hands of an acquaintance in Malmö has increased by 50 percent, (*see the diagram below*). This might at first appear to constitute a failure, since the crime level seems to have increased. All the research on violence in intimate relationships shows however that the dark figure in relation to this type of crime is very large. The Swedish National Council for Crime Prevention has estimated that only 20-25 percent of cases of assault against women committed in the context of intimate relationships are reported to the police. Similar estimates have been produced in other countries.

An increase in the number of reported offences of this kind has also been noted at the national level. No such trend has been noted in the other two metropolitan areas of Sweden however. In Stockholm and Gothenburg, the number of reported offences per 100,000 of population is the same in 2006 as it was in 1996. It is unlikely that the actual crime trend is different in Malmö. At the University General Hospital in Malmö, statistical records are maintained of the reasons that people seek medical attention. These statistics show that the proportion of women seeking assistance at the hospital as a result of exposure to violence has been constant during the period examined: 1.8 women per 100,000 of population in 1996, and 1.7 per 100,000 in 2006. Taken together, these figures suggest that it is not the crime level itself that has risen, but rather that the propensity to report these offences has increased over the period examined, resulting in a reduction in the size of the dark figure.



Source: [Official Crime Statistics. Swedish National Council for Crime Prevention]

There is a corresponding trend in relation to assaults committed against children. Here the number of offences annually reported to the police has increased by almost 100 percent during the same period. In many cases, this has occurred in connection with the woman seeking help. Here too there are substantial differences by comparison with Stockholm and Gothenburg. There, as in the remainder of the country, the number of reported offences has increased by just over 50 percent.

- *to provide for the needs of women who have been subjected to violence as regards support, protection, care and treatment so that these women can live without fear and exercise their right to individual autonomy*

When the programme started, a questionnaire survey was conducted among the Malmö city districts and institutions. In 1997 it was reported that 100 women sought help as a result of violence. Since the establishment of the Crisis centre for women and children exposed to violence, the number of women seeking help has successively increased. In 2006, 350 women turned to the centre. In addition, women are still seeking help from the regular social services offices located in the various districts of the city. Altogether four to five times as many women are now turning to the local authority as a result of having been exposed to relationship violence. The fact that an increasing number of women are seeking help is also confirmed by an increase in the number of women's shelters in Malmö, which has three such shelters today, as compared with only one in 1996. The expansion in help provision has meant that more women have been able to choose to live a life without violence.

- *to work to ensure that criminal investigations into cases of violence perpetrated against women and children can be conducted in a way that safeguards the legal rights of all the parties concerned: the woman, the man and the child*

A study conducted of the Malmö police district in 1996 showed that 18 percent of reported cases of assaults against women in intimate relationships led to a prosecution. In the context of the review of all recorded cases conducted in 2006, it was found that the prosecution rate had risen to 32 percent. Thus the prosecution rate has increased by almost 100 percent. Nor do these figures include the cases of assault that have been transferred to the new offence category *gross violation of a woman's integrity* where the prosecution rate lies at 60 percent in Malmö, which represents a very high figure. An increase in the prosecution rate sends an important signal both to the victims and to the perpetrators and produces a general preventive effect.

- ***to promote improvements in the level of competence and the methodological tools available to staff whose work brings them into contact with women and children who have been subjected to violence and with men who perpetrate these acts of violence***
- ***to ensure that women are well-treated irrespective of which agency they choose to turn to***

In order to find the courage to report violence committed in the context of an intimate relationship, the woman must believe that the agencies involved have the competence and the desire to investigate the offence. Through the programme, several training schemes have been organised focusing on models explaining violence, the consequences of being victimised by violence and how to respond to women who have been exposed to violence. Special training programmes have been organised on the subjects of children who witness violence, on sexual assault and on how to work with men who perpetrate violence. One reason that more women are now reporting violence to the police and seeking help is that the training undergone by staff has led to improvements in their level of knowledge, which in turn enables them to respond more professionally to the women who turn to them for help.

The victimisation experienced by children has first and foremost been noted by staff in schools and kindergartens. The change that has occurred in this area can be explained by improved knowledge of the problem and by the fact that the improved collaboration has also led to an increase in the level of confidence that the different agencies involved have for one another.

- ***to provide a larger number of those children who are themselves subjected to violence, or who live with violence in the home, the support they need to work through their trauma and move on with their lives***

Measures focusing on children who live with violence have been given a high priority within the programme. This is particularly important if we are to prevent future criminality. There is a clear relationship between having been exposed to violence during childhood and the risk of becoming involved in crime oneself. At the crisis centres established by the Malmö city council, professional help is provided to children and youths who have been exposed to physical violence and sexual abuse and to children who have witnessed violence. Both individual counselling, group-based work and family counselling services are offered. The number of children who receive help has increased since the establishment of the Crisis centre for

children and youth.

- *to further develop the opportunities available to abusive men to work through the problems underlying their violent behaviour*

The perpetrators of violence against women and children are usually men. If the goal is to obstruct and prevent violence, it is essential also to work with these men. A programme designed to influence the behaviour of men who have been convicted of partner violence was initiated in 1995, but the establishment of a crisis centre for men has also provided an opportunity for men to change their aggressive behaviour on a voluntary basis. Many men seek help even before they have used physical violence. Seventy men contacted the crisis centre for problems with aggression and violence, a figure that accounts for 40 percent of the total number who sought help. The corresponding figure at other crisis centres for men in the country lies at around 25 percent. The structured collaboration found in Malmö does not exist at these other centres.

A questionnaire has been sent to the men who have attended the crisis centre, producing a response frequency of 85 percent. The results of the survey have yet to be published, but preliminary figures show that the men themselves report that they have changed their behaviour and stopped using physical violence against people close to them. Thus the treatment provided appears to have prevented the continued use of violence.

10. Are there reports or documents available on the project? In print or on the Web? Please, give references to the most relevant ones.

The most important documents have been published on the Malmö City Council website, www.malmo.se. These include the action plan for measures in connection with violence against women and children that was adopted on March 8th, 2007. The joint professional handbook for staff who come into contact with women, and the joint professional handbook for staff who come into contact with individuals exposed to honour violence and oppression can be downloaded from the site. The site also includes links to the websites of the Crisis centre for women and children exposed to violence and the Crisis centre for men. Information is available on these other websites on the work of these bodies and on what to do in the event of an emergency.

The action plan and the handbook are also available on the police website.

The investigations and surveys that have been conducted in the course of the work of the programme are available both in the form of documents and often also as printed publications. This material can be ordered from the programme co-ordinator.

Please, write here a one page description of the project:

Malmö's Integrated Domestic Violence Programme works to prevent domestic violence against women and children. Violence is a crime and should therefore be investigated by the police and prosecutors. One of the most important objectives is to make domestic violence visible and to provide support to women so that they feel safe in reporting violence.

The Integrated Domestic Violence Programme is a large-scale collaborative project run primarily by the local authority, the police authority and the healthcare sector. These three actors have played a central role in designing the programme. The programme design proceeded from a concrete picture of what women need when they have been subjected to assault. They need treatment for their injuries (from the healthcare sector), they need to report the assault (to the police) and they need support in the form of counselling (from the local authority) to enable them to break off the abusive relationship.

- There are now three crisis centres in Malmö: "The crisis centre for women", "The crisis centre for men" and "The crisis centre for children and youths".
- The women's clinic at Malmö's University General Hospital has developed a special programme for providing medical treatment in connection with sexual assaults. A specialist clinic for honour-related violence has also been opened. In addition, a general programme has been developed to provide treatment and care to women and children who have been physically abused.
- The prison service has developed a programme designed to influence the behaviour of men convicted of domestic violence.
- The police have created a special domestic violence division and the prosecution service has introduced special domestic violence prosecutors. These measures encourage more women to report violence to the police and increase the likelihood of convicting the perpetrators.
- A handbook has been published by the agencies involved in the programme in which each agency describes its work with domestic violence.

In addition to the creation of new resources, there has been a continuous development of the methods used in the project as well as continuous informational efforts. The project is grounded in the collaboration that has been built up to help the women victims. An organisation has been established which includes a steering group, a co-ordinating group and a full time co-ordinator. The actors providing services required by the women have all been included in the collaboration – police, prosecutors, the prison service, social services, schools, the healthcare sector, Malmö University and local women's shelters.

Results

The project has achieved one of its most important goals, i.e. that of "making the violence committed in intimate relationships more visible and providing women with the support they need to feel safe in reporting this violence". This can be seen from official crime statistics. Since the project began in 1996, the number of cases of women reporting having been assaulted by a male acquaintance has increased by 50 percent. The proportion of such reports that result in a prosecution has increased by almost 100 percent since the start of the project.

These figures represent substantial differences in relation to both the rest of Sweden and Sweden's two other metropolitan areas. There is nothing to suggest that actual crime levels have themselves undergone this kind of change. Instead, statistics from the university hospital in Malmö show that the number of women seeking medical attention as a result of violence has remained constant during the period in question. The most reasonable explanation is that the programme has led to more women reporting their violent victimisation, and thus to a reduction in the size of the dark figure.

