

UNIFEM TRUST FUND PROPOSAL

**DOMESTIC VIOLENCE PREVENTION INITIATIVE:
COMMUNITY/POLICE OUTREACH AND REHABILITATION OF MALE
PERPETRATORS**

**ORGANIZATION: HELP AND SHELTER
Ministry of Housing Annex
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A. ORGANIZATIONAL INFORMATION

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LEGAL STATUS: Help and Shelter was established in January 1995 as a charitable organization, primarily to provide an emergency shelter for women who are victims of domestic violence. It evolved out of an urgent need for the development of a more effective approach in dealing with the abuse of women in Guyana. Other services provided include crisis intervention and individual and family counseling.

The main goal of the organization is to reduce the extent and impact of domestic violence in Guyana, where domestic violence is reinforced by economic hardship, alcohol abuse, other antisocial behaviour, and social and cultural inequality. We advocate that, when abused women are able to consult with a trained and experienced counselor about available help and how to access it, they can make better decisions for themselves.

Since its establishment, Help and Shelter has taken a leadership role in addressing domestic violence in Guyana, and is now operating a 40-bed emergency shelter for women and their children who are victims of domestic violence. This organization has also accomplished the following:

- Established a Crisis and counseling services facility in Georgetown
- Established a crisis hotline
- Conducted several training programmes for volunteers in basic counseling techniques
- Collaborated with other groups/organizations to address the problem of violence in Guyana
- Trained volunteers in counseling in urban areas (Bartica and Linden) in counseling as part of the organization's outreach programme
- Promoted the implementation of the Domestic Violence Act
- Manage a public education and awareness programme which is aimed at highlighting the problems of domestic violence and child abuse and at changing the underlying social attitudes which cause gender based violence.

Help and Shelter has a board of directors, which is elected annually by members. There are ten salaried staff members working at the crisis center and shelter. Counselling is provided by a professional counselor or trained volunteers who are supervised by the counselor. The outreach activities are conducted by the counselor and members of the public education volunteer group.

B. PROJECT DESCRIPTION

Help and Shelter is committed to the elimination of domestic violence in Guyana. Since its inception, the primary focus of the organization has been on providing services to meet the urgent needs of women and children. However, Help and Shelter recognizes that effective community response to the abuse of women must include early intervention in order to avoid further abuse over time. This project therefore consists of two components - community outreach, and perpetrator rehabilitation. The community outreach activities will be designed to spread the awareness of domestic violence as the most serious form of violence against women and children. Help and Shelter also recognizes that in order to break the cycle of violence, interventions with abusive men are a vital component of the larger strategy.

Component 1 – Community Outreach

The eradication of domestic violence in Guyana requires advocacy and sustained public education, which would achieve a change in the culture that perpetuates violence against women and children. This could be achieved by developing the capacity of community-based advocates to deal with the issue of domestic violence.

The goal of this part of the project is to raise awareness at the community level by sharing the knowledge and transferring some of the skills needed to provide the early interventions to women and men in abusive relationships through awareness. Help & Shelter proposes to network with the community based advocates for HIV/AIDS and youth advocacy and other CBOs to develop their capacity to advocate against domestic violence.

Help & Shelter proposes to extend its community outreach activities to the following areas in Guyana:

- Region 2 - Essequibo Coast
- Region 3 - Essequibo Islands, West Coast Demerara
- Region 5 - Mahaicony, West Coast Berbice
- Region 8 – Paramakatoi (Amerindian Population)
- Region 9 - Rupununi, Lethem (Amerindian population)
- Region 10 - Upper Demerara

In addition, Help & Shelter would like to build its relationships with the police stations in these communities. A pilot was conducted during 2000 with one rural police station. Help & Shelter staff had discussions with police on the issues and cases. The CAFRA/IDB Police Training is being implemented in Guyana. However, some of the police indicated the need for informal follow up which we would like to include in this project component. Help & Shelter would like community advocates and community based police stations to adapt the principles of the UNIFEM draft Protocol of *Co-operation Between Crisis Centres and Police Departments: For a Co-ordinated Response to Complaints of Domestic and Sexual Violence Against Women*. Crisis centres do not exist in most communities, so Help & Shelter will suggest to community based advocates and helpers that they apply the principles.

Objectives

The objectives are:

1. To provide community based advocates - teachers, church workers, health workers, peer educators and other advocates with the skills , knowledge resources and some educational materials which would enable them to advocate against violence against women and children in their communities. Help & Shelter does not believe that any person should be abuse and implicit in all our work is that male victims of abuse deserve the same level of support as female victims.
2. To produce a manual which could be used as a resource by domestic violence advocates in Guyana (and maybe even the English speaking Caribbean). Please see **Annex 1** of this proposal for the intended outline of the manual.

Outputs

- A series of three-day training workshops held in each of the Regions in partnership with CBOs. The format will be facilitated by Help & Shelter staff who have also participated in the Regional Training programme in DV Intervention managed by CAFRA/IDB. The participants are expected to be persons in the community who are interested in advocating against domestic violence and child abuse.
- A manual which could be used as a resource by advocates and which would be available for the widest distribution. The outline of the training programme (and hence, the information in the supporting manual) is in **Annex 1** to this proposal.
- The production of public education material which could be used to increase awareness. The topics we would like to cover as part of this component are: “When Love Hurts” for young people; “Understanding Child Abuse”; “Dealing with the signs”. This material will be used by advocates when doing their work and will be distributed in mechanisms which the advocates think useful eg at schools , health clinics, library centres. We expect each community to advise on the kind of material which would be useful in their area.

Component 2 – Rehabilitation of Perpetrators

The importance of rehabilitation programmes for male perpetrators has been underscored in many domestic violence intervention models. In addition, given the risks to women’s emotional, physical and mental health, these programmes must provide quality interventions that promote women’s safety. Since ineffective intervention does more harm than good and jeopardizes the safety of the victim, programmes for abusive men must be specialized, and include an ongoing evaluation component for programme effectiveness.

Using women’s safety as the highest priority, Help and Shelter proposes to develop specific specialized intervention programmes for men who abuse their partners. In the absence of treatment or effective sanctions, men who abuse usually continue to do so. The more severe the violence, the less likely it is to stop. The justice system does not cure batterers.

Rehabilitation of the abuser will be a coordinated response, linking together the justice system when possible, advocacy work, and the education of batterers. This approach facilitates accountability for the violence committed and reward for non-abusive behaviour. Once fully implemented, this model provides a consistent philosophy of practice for all officials who are likely to encounter a batterer who has been brought before the court.

This education programme for batterers will emphasize accepting responsibility for abusive behaviour without blaming their partners; changing attitudes so that they no longer see violence as an acceptable response in any situation; addressing power and control issues; and the connection between abusing and our patriarchal culture.

The intervention programme would be available to men from the Georgetown and surrounding areas. Men could enter the programme voluntarily, or be referred by the court, or other agencies such as the Probation and Welfare department. We strongly support legal sanctions against the abuse of women and this programme will assist in enforcing all court referrals. We believe that holding the batterer accountable is one of the most crucial factors in stopping abuse.

Goals:

1. Increase the safety and protection of women and children by working with the abusers.
2. Increase the ability of female partners to address their safety and protection needs
3. Develop ways of working with men who abuse in order to eliminate violence against women.
4. Enable men to work through attitudes, values, and to develop skills that promote non-abusive behaviour and gender equality.

Objectives:

In order to do this the component has the following objectives

- To deliver specialized training for Help & Shelter staff working with abusive men
- To establish the infrastructure for educational groups for abusive men who are volunteers or legally mandated participants with the aim of stopping abusive behaviour in their relationships with women and in their families. The structure and format of the groups is described in Annex 2 to this proposal.
- To develop the promotional material which would encourage abusive men to voluntarily refer themselves. The materials include for example printed posters in places where men frequent eg rum shops, sports bars; TV and Radio Ads to play during sports programmes etc.

Expected Results from the Community Outreach and the Perpetrators Rehab. Programme

- To remove double standards between violence within families and violence outside families
- To demystify abuse as a criminal act
- That the judiciary system would embrace this programme in order to:
 - (a) send a strong message that domestic violence will not be tolerated; and
 - (b) enforce treatment orders (that may be handed down by the courts).
- Reduce the recidivism rate of domestic violence offenders by 75 per cent
- Increase support and empowerment of women, and consistent and vigorous enforcement of legal sanctions against the abuse of women.
- Enhance the economic, political, social and cultural equality of women.

The primary result is that this will be another tool in the goal towards zero tolerance for violence against women.

Project Duration will be one year.

WORK PLAN

	<i>Component 1 Community Outreach</i>	<i>Component 2 Perpetrator Rehab.</i>
First Quarter	Preparation of resource manual Preparation of flyers, etc Community training workshop Region 3 Region 9 5 police stations	Accountability Mechanisms Deliver training consultancy for Help & Shelter
Second Quarter	Region 8 Region 5 5 police stations	Deliver training consultancy for Help & Shelter Establishing referral process Commence Group 1 Ongoing intake assessments Add groups (target two groups per week)
Third quarter	Region 10 Follow up Region 8 2 police stations	Ongoing intake assessments First session ends Plan for Phase 2 roll out to communities
Fourth quarter	Region 2 Follow up Region 9,10 6 police stations	First Impact assessment Evaluation Progress reports Review Accountability mechanisms

The follow-up phase of this programme will require a separate project proposal. It is intended that the number of groups will increase, the programme will be reviewed, and that the programmes would be rolled out to other regions.

Qualifications of Key Personnel:

This proposal requires the services of a consultant to train the Help & Shelter staff in facilitating educational groups for perpetrators; and to monitor the operations of the first group.

The qualifications include:

Extensive knowledge of and experience with women abuse/gender issues; familiarity with the wider scope of women's issues; practical understanding of design and implementation of men's programmes, particularly in interventions co-facilitated by male-female teams; experience in staff training and community development; knowledge of the impact of domestic violence on child witnesses; experience in developing programmes, policies and procedures; ability to deal effectively with denial/minimization of woman abuse; ability for constructive confrontation;

excellent interpersonal and communication skills; excellent administrative and supervisory skills; computer proficiency an asset.

Help & Shelter has approached several organisations/individuals in North America and in the UK to make proposals for the training outline. The resources are not available locally. The consultancy budget will therefore include the accommodation, travelling expenses of any of the consultants. It is possible that UNIFEM could also recommend training consultants.

C. PROJECT BUDGET:

Component 1 – Community Outreach

	USD
Total number of participants – 100 @ USD25 for meals, materials	2,500
Travelling and Accommodation (@60) for 1 facilitator	
Region 2 – \$100 and 3 nights	280
Region 3 – \$30	30
Region 5 – \$50	50
Region 6 - \$50 and 3 nights	230
Region 8 - \$200 and 3 nights	480
Region 9 - \$200 and 3 nights	480
Region 10 – US20 and 3 nights	200
Follow up costs -	950
Manual Preparation	500
Printing of flyers for distribution	500
Police Stations	2,000
The costs would be for production of materials, and travelling. The current estimate for the 14 police stations, single visits -	
Project Administration	500
Costs for Component	8,700

Component 2 – Rehabilitation of Perpetrators

CONSULTANCY FEES:	
Training / Establishment/follow-up consultancy fees estimated at 45 days @ USD200	9,000
Travel/accommodation (45 nights @ \$100, 2 trips @ \$2000)	8,500
Conference Call for follow-up	500
Part-time Facilitator to facilitate first group	2,000
Public Relations & Promotional Literature (brochures, leaflets)	1,000
Media & Public Advertising (TV & Radio ads, posters)	2,500
Course Materials (Manuals, Handouts, Forms, videotapes)	2,000
Hospitality Costs & administration costs	2,500
Total Costs for component 2	28,000
Impact Assessment (discussed below)	300
TOTAL BUDGET	40,000

Counterpart funding for some of the operational and administrative expenses will be provided from other sources of funding by Help & Shelter and for volunteer facilitation for Component 1.

D. IMPACT ASSESSMENT

Component 1 – the community outreach

The impact assessment for Component 1 – the community outreach - would be achieved by

- (i) measuring the number of public education sessions held in each community by the facilitator group; and (ii) sampling a section of the community.

Component 2- The perpetrator rehabilitation programme

This intervention programme would include evaluations with the primary focus on increasing women’s safety. Internal and external accountability mechanisms would be developed. The team would review and track the operation of the intervention programme to ensure that the priority of the programme remains the safety of the victims. In addition, ongoing reviews and evaluations of the project would be done in order to identify necessary changes and recommendations for enhanced implementation, as follows:

- Develop and monitor policy on subsequent behaviour or failure to attend programme.
- Develop systems of counselling between group facilitators and probation officers, prosecutors, judges and the police.
- Provide ongoing training involving group facilitators, police officers, prosecutors, judges and probation officers. This training is expected to highlight the law and suggest practice direction (already proposed to the Chancellor of the Judiciary) and to raise awareness of the dynamics of domestic violence.

This intervention programme would implement evaluative measures involving the participant, partner and group facilitators. Evaluation of this programme would include:

- Input from women survivors (the partners)
- Facilitators’ progress reports, which will be used to assist the courts with sentencing or alternative measures
- Input from the participants on how they benefited from the programme
- Input from groups in the community who advocate against violence against women
- Statistics on any future criminal contact, and
- Outcome of aftercare programmes

Strategies for publicizing and sharing results of project activities and for dissemination of any material produced through the project:

In order to improve the range of existing services for assaulted women and their children, **Help and Shelter** would take a leadership role by:

- a) organizing a series of discussions with service providers and women’s advocacy groups across Guyana,
- b) sharing results and findings of the project with an emphasis on enhancing the quality of intervention programmes for men who abuse women, and
- c) facilitating feedback and recommendations from the various agencies.

Based on these collaborative efforts, **Help and Shelter** would develop a Manual of Accountability Standards and Guidelines for intervention programmes for abusive men. These Standards will serve to establish a benchmark of “Best Practice” guidelines for effective programme development for abusive men in Guyana. The Manual would be available to all service providers in Guyana (and possibly the English speaking Caribbean)

Sustainability

The activities of this project are designed to transfer knowledge and skills to Guyanese that are needed in the work against violence against women. Help & Shelter is committed to changing attitudes and it is intended that the staff members will continue to share and propagate the lessons learnt from this project. Technology will also make it possible to disseminate this knowledge to the English speaking Caribbean, which therefore widens the scope of the target beneficiaries.

Revised 1 October, 2001

Annex 1

Training programme for Community based advocates against domestic violence

The programme curriculum will be adapted from a number of initiatives which have been made available in the Caribbean. These include the CIDA funded Training programme for lay counselors in domestic violence interventions; the CAFRA/IDB Regional Training programme for frontline social workers and police officers; the Family Violence Prevention Kit for Health Workers from Western Australia, and the Teen Dating Violence Prevention Curriculum out of San Mateo County, California.

The topics include

- The background to violence against women, and to domestic violence
- Personal myths which affect participants attitudes to violence
- Defining violence and examining the gendered nature of domestic violence
- Understanding the dynamics of abusive relationships
- Issues around entrapment
- Dealing with prevailing cultural trends which perpetuate violence against women. (In Guyana, these may be community specific)
- Identifying support mechanisms and resources for people who are abused
- The Domestic Violence Act and its uses
- Learning to work with perpetrators (which will be developed in phase 2 of the Perpetrator programme)
- Facilitation skills and techniques (it is expected that participants would have some of these already)

The resource manual will be developed as these programmes are delivered.

Annex 2

Outline of the structure of the rehabilitation groups:

1. Understanding abuse and its effect on women, children, extended families and the community as a whole.
2. Increasing awareness of the meaning and consequences of abusive behaviour
3. Encouraging personal responsibility for abuse in relationships
4. Learning behaviours that promote non-abusive relationships and gender equality
5. Ending intimidating behaviours
6. Learning the difference between anger and abuse
7. Improving communication and problem solving
8. Respecting others' differences
9. Preventing men from blaming others for their own feelings and actions

Structure:

Group programmes are the preferred format for working with men who have been abusive. The advantage of the group process is that men are able to converse with other men about a problem they all share. The group allows batterers to confront one another regarding their tendency to minimize, deny, and distort their abuse. It is more difficult to deny such a problem in a group situation.

Various theoretical models would be used, based on: social learning; spiritual/cultural; cognitive/behavioural, educational; insight-oriented; and solution-focused approaches.

The programme would be administered by two group facilitators (a man and a woman) for a minimum of 16 weeks. The groups would be open-ended, which means that new members could enter the programme at anytime. This format would also allow men who require further assistance to stay beyond the minimum 16 weeks. This period would provide safety for the victim and time to monitor the offender's behaviour.

Group sessions would be held weekly for two hours, ideally with 6 - 10 men in each group session. It is possible that these times would change depending on the numbers of men, some models require longer times.

Prior to anyone entering the group, an assessment would have to be completed, and an agreement signed, indicating willingness to adhere to the following programme expectations:

- Not to use any abusive behaviour towards his partner or children while attending the programme
- To be honest and open in the group
- To report each meeting on any verbal abuse or attempt to control others
- There will be partner contact

Progress reports would be made available to the Courts, Probation officers, and referring agencies, when requested in writing. Follow-up services would be provided upon completion of the programme.

Partner Contact:

Help & Shelter recognizes that partner contact is a crucial component to this intervention programme as it provides a vehicle to assist women to become more educated about what constitutes abuse and to address the fear and trauma that women experience. Firstly, physical and emotional abuse makes it difficult for abused women to plan systematically and take optimal care of themselves. The continuous exposure to a traumatic environment generates symptoms associated with post-traumatic stress disorder, often including incapacitating anxiety and depression. Secondly, partner contact can assist with the negative experiences that many abused women have had in the past with police, lawyers, probation officers, and other officials they associate with the justice system. There is still the tendency in our culture to blame the victim, and this tendency can manifest itself at every stage of the justice system. Thirdly, there is still a widespread tendency in our culture to blame abused women for their plight. This is evident when abused women choose to stay with batterers despite the abuse and beatings. This blaming can affect the relationship between domestic violence and the justice system. Finally, an abused woman can come to a decision about the best course of action when she has access to all pertinent information: the law, the characteristics of her partner; the advice of a trained advocate, and a comprehensive understanding of her options.

A full range of services is currently provided to women involved in relationships with abusive men. The female partners would be contacted shortly after the man joins the programme. Information from the partner contacts will not be shared unless the woman gives permission.

Goals of the partner contact include:

- Increasing safety by developing safety and protection strategies
- Offering support and information
- Overcoming the trauma of abuse

The man would be told partner contact is a part of his involvement in the programme. Partner contact is important, as it is the best measurement of the participant's progress.