IT
STOPS
NOW.

Toolkit

Ending Sexual Violence and Harassment in Third-Level Education
## Content

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There’s really no such thing as the “voiceless”. There are only the deliberately silenced, or the preferably unheard.

Arundhati Roy
Acknowledgements

This publication is the work of the Ending Sexual Violence and Harassment in Third-Level Education (ESHTE) project team. As women’s rights organisations, we are committed to creating a more equal society, free from sexual violence and harassment, and, to achieve this, work through frontline, policy and advocacy.

A particular debt of gratitude is owed to survivors of sexual violence and the powerful individuals who shared their experiences with us. As a society, we must not only listen to their voices, but we must learn from them and put this learning into action.

The ESHTE project has been a collaborative and collective process, and would not have been possible without the contribution of our partners and collaborators in Higher Education Institutes (HEIs), student bodies, governmental departments, specialist non-governmental organisations (NGOs) and our European Union (EU) funders. Thank you to:

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- University College Cork
- University College Dublin
- University of Glasgow
- University of Limerick
- University of Nicosia

Student Bodies
- Consent at University College Dublin
- Dublin City University Students Union
- Dublin Institute of Technology Students Union
- European Students Union
- Galway Feminist Society
- Glasgow Caledonian University Students Association
- Glasgow University Student Representative Council
- Irish Student Health Association
- National University of Ireland

Statutory Agencies
- An Garda Síochána (Ireland)
- Cosc: National Office for the Prevention of Domestic, Sexual and Gender-based Violence (Ireland)
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It Stops Now Toolkit
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Glossary of abbreviations

CEDAW Convention on the Elimination of all Forms of Discrimination against Women
CoE Council of Europe
DoJE Department of Justice and Equality (Ireland)
EC European Commission
EIGE European Institute for Gender Equality
ESHTE Ending Sexual Harassment and Violence in Third-Level Education
EU European Union
FRA Fundamental Rights Agency
GBV Gender-based violence
GDPR General Data Protection Regulation
GREVIÖ Group of Experts on Action against Violence against Women and Domestic Violence
HE Higher Education
HEI Higher Education Institute
HR Human Resources
LGBTQ+ Lesbian, gay, bisexual, transgender, queer or questioning, and related communities
MIGS Mediterranean Institute of Gender Studies
MoU Memorandum of Understanding
NAC National Advisory Committee
NGO Non-governmental organisation
NWCI National Women’s Council of Ireland
RCS Rape Crisis Scotland
SATU Sexual Assault Trauma Unit
SDG Sustainable Development Goal
SU Student Union
SVH Sexual violence and harassment
SWO Student Welfare Officers
UK United Kingdom
UN United Nations
WIIC Women’s Issues Information Centre

A note on terminology

The term ‘survivor’ is used throughout this document to describe persons who have experienced sexual violence and harassment (SVH) and encompasses a broad range of experiences. The terms ‘victim’, ‘complainant’, ‘perpetrator’ and ‘the accused’ are used depending on the topic and whether these are the most common or appropriate terms within the legal or procedural context.
Sexual violence and harassment (SVH) is a systemic global issue, underpinned and sustained by inequality and harmful gender norms and stereotypes. While women and marginalised groups experience SVH throughout their lives, data indicates that targeted preventative interventions within Higher Education Institutes (HEIs) could have a significant impact for widespread cultural change, reducing societal levels of SVH and furthering the goal of gender equality.

Experiences of SVH have considerable short and long-term impacts for survivors, affecting their study and/or work, their mental and physical health, and their ability to safely and confidently participate in society. When the majority of these survivors are women and other marginalised groups, their social exclusion is further compounded and creates additional barriers to achieving equality, and changing existing cultural power dynamics.

SVH exists and is sustained by both visible and invisible behaviours and attitudes. Sexual harassment, for example, can take place in full and public view in workplaces, on the street, and online. Acceptance, minimisation or silence by society on this issue normalises perpetrators’ behaviour and sends a strong message to survivors that they do not have our support.

In recent years, movements such as #MeToo and other national campaigns have had incredible impact in empowering survivors to speak out and challenge victim-blaming rhetoric. Now, it is important to shift the onus from survivors speaking out to society taking responsibility to ensure SVH is no longer normalised.

This publication does not seek to replicate existing informative academic resources and tools generated by and within the HE sector which address the issues of SVH. These are very valuable resources, some of which can be accessed on the Ending Sexual Violence and Harassment in Third-Level Education (ESHTE) project website. As four non-governmental, women’s rights organisations, the ESHTE project team has significant experience leading social change. In combination with frontline knowledge the project aims to develop person-centred, trauma-informed practical tools to equip staff and students, and to instil confidence in their ability to create cultural change in their institutes and across their campuses.

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Section One

Understanding sexual violence and harassment, challenges, and responses

Introduction

The ESHTE project was established in October 2016, and aimed to ‘prevent and combat SVH and build a culture of zero tolerance in universities and third-level institutions throughout Europe through developing a feminist understanding and analysis of the causes and effects of SVH against women students’.

The National Women’s Council of Ireland (NWCI) stood as the project lead, and project partners were the Mediterranean Institute of Gender Studies (MIGS) in Cyprus, the Women’s Issues Information Centre (WIIC) in Lithuania and Rape Crisis Scotland (RCS) in the United Kingdom (UK), with the Office of the Women’s Representative (Germany) joining the project as an associate partner. The project was funded by the European Commission: Directorate-General, Justice and Consumers through Daphne III.

Two core pieces of European Union (EU) research informed the development of the ESHTE project. Firstly, the European research study, “Gender-Based Violence, Stalking and Fear of Crime”, which researched women students’ experiences of sexual harassment, abuse and stalking in Germany, Poland, the UK, Italy and Spain, identified:

- A high prevalence of SVH amongst female students, with significant consequences for their wellbeing and academic performance
- The majority of incidents go unreported and undisclosed due to the widespread preconception that violence tends to happen to underprivileged, uneducated women. Women students therefore found it difficult to reconcile the experience of sexual violence with their self-image as confident, independent women.

The research articulated the need for a strategy that targets both students and university authorities, including:

- Information, recognised as a crucial means of reducing feelings of shame and guilt and thereby increasing rates of disclosure amongst students
- A general university policy that refuses to tolerate gender-based sexual violence.

Secondly, the Fundamental Rights Agency (FRA) surveys on violence against women, conducted in 2014 in the 28 EU member states, identified that violence has the highest prevalence among women who are 18-29 years old, overlapping with the average student going age.¹

In addition to the production of this Toolkit, the ESHTE project team undertook a range of activities in order to achieve these objectives. These activities included:

- The production of a review of data on the prevalence of SVH of women students in higher education in the EU
- The conducting of SVH focus groups with HEI staff and students in universities in Cyprus, Ireland, Lithuania and Scotland
- The delivery of eight pilot training sessions relating to SVH for HEI staff in partner countries
- The dissemination of project learning through an end-of-project conference in Dublin, with further dissemination seminars in each of the partner countries
- The development and rollout of a SVH culture change campaign, “It Stops Now”, in HEIs across Europe
- The production of informational online seminars on SVH topics.
Underpinning feminist principles

Building a community approach through shared experience-based learning

While individuals can act as catalysts for change, cultural transformation requires a collective community and societal effort. Each ESHTTE (European Student Union) partner organisation worked closely with HEI (Higher Education Institution) partners committed to tackling SVH. NWCI, the lead project partner, established a National Advisory Committee (NAC) to guide the work of the project’s national activities. The NAC comprised representatives from participating HEIs and Student Unions (SUs), the Department of Justice and Equality (DoJE), specialist sexual violence non-governmental organisations (NGOs), and An Garda Síochána (the Irish national police force). This was a collective, supportive space, allowing for different perspectives and approaches to be shared, and working to overcome any siloed, sectoral thinking that can often be a barrier to change.

Challenging power dynamics

SVH does not exist in isolation; it is inextricably linked to inequality in social, economic and political frameworks. Women and marginalised groups are traditionally underrepresented within decision-making and power structures. Their experiences and perspectives are excluded, and laws, policies, and priorities are defined by those in power. HEIs cannot adequately tackle SVH without transparently challenging the power dynamics within their own institutional cultures and ensuring that equality and representation are delivered at every level within their institutes.

Intersectionality

Sexual violence impacts all communities; however, some cohorts are disproportionately impacted through a multi-layering of lived experiences of inequality. Intersectionality requires programmes, policies, training, and campaigns to integrate how different identities - including race, gender, class, sexual orientation and abilities - interact with each other and those who experience SVH.

Existing international and European frameworks relating to gender-based violence and sexual violence and harassment

The ESHTTE review of data on prevalence of SVH in HEI in Europe contains a more detailed examination of gender-based violence (GBV) frameworks; however, an overview is outlined below.

International Frameworks

Article 5 of the 1979 United Nations (UN) Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) calls on states to modify ‘the social and cultural patterns of conduct of men and women with a view to achieving the elimination of prejudices and customary and all other practices which are based on the idea of the inferiority or the superiority of either of the sexes or on stereotyped roles for men and women’.

The 1993 UN Declaration on the Elimination of Violence against Women built on CEDAW through recognising how GBV is both a manifestation of gender inequality and a way in which discrimination, inequality, and gender injustice are perpetuated. The Declaration defined violence against women as ‘any act of GBV that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women’. It stated that ‘violence against women is a manifestation of historically unequal power relations between men and women, which have led to domination over and discrimination against women by men and to the prevention of the full advancement of women’.

Subsequently, the 1995 Fourth World Conference on Women and its Beijing Declaration and Platform for Action also focused on the elimination of all forms of violence against women, calling on states, international organisations, and NGOs to prevent and combat violence against women.

European Union Frameworks

The EU has also focused on the SVH of women, with the European Parliament, European Council and European Commission having adopted a range of resolutions, conclusions, and strategies on the issue.

The Istanbul Convention is currently the most powerful legally binding document in the EU regarding violence against women.

It names different forms of violence, including sexual violence, sexual harassment, rape, stalking and psychological violence, and requires states to adopt comprehensive measures to prevent violence, protect survivors, and prosecute the perpetrators.

The Victims Rights Directive creates minimum standards in relation to the rights, supports, and protection of victims of crime within the EU, regardless of their citizenship.

The Sustainable Development Goals

The SDGs are based on the idea of the inferiority or discrimination against women by men and to the prevention of the full advancement of women.

Target 5.2: Eliminate all forms of violence against women and girls in the public and private spheres including trafficking and sexual and other types of exploitation

Target 16.1: Significantly reduce all forms of violence and related death rates everywhere
Illustrative data on sexual violence and harassment in higher education

68%
In a study across five European countries, 47% to 68% of women students reported feeling sexually harassed by verbal or threatening unwanted sexual advances during their HE studies.6

2%
In the UK, only 2% of those experiencing sexual violence felt both able to report it to their university and satisfied with the reporting process.10

62%
62% of students have witnessed or experienced some form of GBV on campus in Spain.7

7%
In Scotland and the UK, 7% of women students had been subject to a serious sexual assault, and 68% had experienced harassment, including groping, flashing, and unwanted sexual comments.8

92%
In Ireland, the 2015 National Sexual Assault Trauma Unit (SATU) Activity Report recorded that, from 685 people who attended for rape or sexual assault, 92% of patients were women and 45% of patients identified themselves as students.12

11%
In Ireland, 11% of women students had been subject to unwanted sexual contact, while 5% were rape survivors, with a further 3% survivors of attempted rape.9

Towards a whole of campus framework

There are a number of emergent frameworks for challenging SVH in HEIs. A common structure includes:

Institute-wide approaches
• Take an institute-wide approach to developing policies and procedures for responding to incidents of SVH against women students
• Involve the SU in developing, maintaining, and reviewing all elements of a cross-institute response
• Assess interventions and policies regularly
• Develop a sectoral representative body to develop guidance on how to handle disciplinary issues that may also constitute a criminal offence.
• Ensure leadership buy-in in creating cultural change.

Prevention
• Adopt an evidence-based programme seeking cultural change in the norms, beliefs, and values that contribute to sexual violence
• Develop partnership agreements between the student and university
• Embed a zero-tolerance approach across all institutional activities, including Human Resources (HR) processes

Intervention/Response
• Ensure a range of well-advertised supports are available on campus for survivors
• Develop a clear, accessible, and representative disclosure response for incidents of sexual violence and rape, including a centralised reporting system
• Conduct staff training
• Develop and maintain partnerships with local specialist services
• Establish and maintain strong links with the local police and health services.

Listening to the whole campus: focus groups and exploring attitudes towards engagement

In addition to the production of SVH data prevalence reports, focus groups formed the primary information-gathering mechanism of the ESHTE project, advising and shaping the Toolkit, the "It Stops Now" campaign, and development of staff training modules. The focus groups used community development approaches; they engaged stakeholders and explored their attitudes, experiences, challenges, and opportunities in relation to tackling SVH in a HEI setting.

Focus groups were facilitated by the ESHTE organisational partners, with the support of HEI partners. In total, 12 HEIs across Cyprus, Lithuania, Ireland and Scotland participated in 25 separate focus groups with staff and students.13 Focus groups were carried out through structured questions, generating group discussion; however, participants were given the space to explore relevant issues specific to their institute.

The focus groups explored the issue of SVH using a whole of campus framework, which covered:

1. Primary Prevention | Culture, Education and Campaigns
• Awareness of incidences of SVH within the HEI (on and off campus)
• Awareness of any campaigns or initiatives tackling SVH by the HEI or others
• Understanding of the legal context of SVH.

2. Secondary Prevention | Institutional Response and Supports
• Knowledge of the policies, processes, people and procedures
• Role of external stakeholders (such as the police)
• Training available.

3. Tertiary Prevention | Institutional Frameworks
• Knowledge of any HEI staff or student groups working on the issue of SVH
• Cross-institutional frameworks
• State-supported frameworks.
Creating cultural change through leadership

Addressing SVH through leadership is an integral part of any HEI equality framework, and transformative cultural change is required to remove barriers to women and other marginalised groups in advancing in their education and careers, and in fully participating in the HEI community.

A small number of institutes had gender equality initiatives, but almost none highlighted GBV or SVH as issues.

Recommendations
• HEI senior leadership must be committed to tackling SVH as a core element of their institutional mission
• There should be gender balance and representation of marginalised groups in positions of power and decision making structures within the HEI to promote a more conducive context for cultural change
• HEIs should engage with grassroots activism as a key driver for change
• Leadership should promote a culture of transparency at every level within the institute, including the publication of data and research, clear signposting of supports and policies, and awareness-raising initiatives

Overview of focus group findings

For the vast majority of focus group participants, this was the first time they had been consulted in relation to SVH within the HEI. Despite varying legislative and political contexts across Ireland, Scotland, Cyprus and Lithuania, the greater part of the issues identified by staff and students were similar. In some focus groups, a broader issue of gender equality was raised in relation to harassment: one staff participant said ‘there is a culture within the institute that is problematic when it comes to women’, while another commented that ‘female staff feel disempowered around speaking up about a number of issues, such as harassment and pay gaps’. It was clear that, for many participants, SVH could not be addressed solely in relation to students, and a whole community approach should be implemented. There was general agreement that institutes were not doing enough to tackle the issue of SVH.

The prevalence of sexual violence

All focus groups were aware of incidences of SVH within their HEI community. This ranged from rape, stalking, covert filming and photographs to online harassment and unwanted sexual advances. Most of the incidences raised were related to student experiences — “it’s happened to so many of my friends” — while the vulnerable position of post-doctorates who are not easily categorised as either staff or students was also noted. The majority of sexual violence reported took place off campus at a variety of social events, while online sexual harassment was raised as a growing issue for students. A number of participants highlighted the importance of initiatives in first year in order to establish expectations of behaviours. SVH against staff was not raised in the majority of focus groups, but, when it was, it was articulated as a serious problem.

Consensus existed across almost all groups that:
• HEIs have a role to play in tackling the culture of SVH, but had failed to adequately respond to the issue of SVH
• There was a lack of a clear framework (eg: gender equality) to address SVH within the institutes
• Staff and students had a lack of understanding relating to the criminal nature of forms of SVH behaviours
• There was a lack of any specific policies and procedures relating to SVH
• There was no general training for staff to deal with disclosures and no clear referral pathways to additional services for students who disclose
• Some SVH behaviours have become ‘normalised’ and are therefore not always recognised as SVH
• Victim-blaming rhetoric and fear of consequences (for both the institute and for the perpetrator) compound the issue and prevent it from being addressed.

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<th>Number of student focus groups</th>
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Section Two

Research, data collection and gender-based violence

European-wide standards in data collection relating to gender-based violence

Data collection and research are essential to the combating of SVH. The European Institute for Gender Equality (EIGE) recognises data collection as a key strategic priority for member states, reaffirmed by a number of Council of Europe (CoE) recommendations and EU instruments:

- **Istanbul Convention on Preventing and Combating Violence against Women and Domestic Violence**

  Article 11 requires states to ‘collect disaggregated relevant statistical data at regular intervals on cases of all forms of violence covered by the scope of this Convention’:
  - Support research in the field of all forms of violence in order to study its root causes and effects, incidences and conviction rates, as well as the efficacy of measures taken to implement this Convention
  - Endeavour to conduct population-based surveys at regular intervals to assess the prevalence of all forms of violence
  - Make data ‘available to the public’ so that it can inform public debate.

  The Convention identifies minimum standards for administrative recording of data on victims and perpetrators, and notes that information should be disaggregated by sex, age, type of violence, relationship of the perpetrator to the victim, and geographical location.

- **Victims Rights Directive**

  Article 28 of the Victims Rights Directive requires states to produce data demonstrating how victims of crime, including SVH, have accessed their rights under the Directive.

Challenges of gender-based violence data collection

There are significant challenges to the collection of data on GBV at EU level. These include differences in legal definitions of forms of violence against women, including rape; a systemic lack of disaggregation of data; a lack of shared coding systems across sectors (health, criminal etc.); and low levels of disclosure.

None of the EU member states has an official legal definition of GBV and most member states distinguish between the different types of GBV in their national law, noting each type of GBV separately in their legal codes or provisions. Wide variation exists across the EU member states in the definition and legal treatment of the five main forms of GBV experienced by women students: intimate partner violence, sexual assault (excluding rape), rape, sexual harassment, and stalking. These challenges are all reflected in the ESHTE country data prevalence reports.

The CoE’s Istanbul Convention is a significant step forward in creating better practices for GBV data collection within the EU. The Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO), the independent expert body responsible for monitoring the implementation of the Convention, will draw up and publish reports evaluating legislative and other measures taken by states to give effect to the provisions of the Convention. GREVIO will issue reports and recommendations where action is required to end acts of violence covered by the Convention. Meeting the standards set by the Convention on the issue of violence, but also on the collection of data itself, will significantly increase our understanding and capacity to end all forms of violence against women.
The importance of collecting data in higher education institutes

Indicators of success in tackling SVH can be a challenge for HEIs as they undertake concerted efforts to develop clear policies, and to create an easily accessible and understood reporting procedure. Initially, it could be expected that the number of reports should increase, and this is clearly challenging at an institutional level. However, policy and procedures which are responsive to the data collected and the issues identified from it should lead to the rate of SVH decreasing over time.

Data collection is essential in order for HEIs to understand whether policies are working towards preventing and combating sexual violence through an evidence-informed approach, by developing baseline data against which to measure progress. Disaggregated data is highly important to understanding the experiences of particularly vulnerable groups, such as ethnic minority women, women living with disabilities and the LGBTQ+ community, including non-binary students. Existing, limited research shows higher prevalence rates of sexual violence for these more marginalised communities, and strategies and policies need to be analysed with respect to the intersectional experiences and additional barriers that vulnerable groups face. It is a challenge for an individual institute to ensure that data sets relating to minority groups are large enough to capture SVH, and this can be better achieved by cross institutional collaboration.

The guiding principle in the collection of data is the respect for the privacy of any person making a complaint and any person reported to have perpetrated SVH. There should be strict confidentiality protocols, limiting information to as few people as possible. Administrative data should be anonymised and parties should be made aware of the type of information that is gathered, who can access it, and for what purpose, if any personal information is recorded. Data that is collected should be relevant and part of a coordinated framework. All data should be gathered in line with the General Regulations on Data Protection (GDPR).

Challenges of gender-based violence data collection in higher education

A number of common issues relating to the collection of SVH data emerged in our engagement with HEIs:

1. The collection of SVH statistics was not commonly required at an institutional level for reporting purposes. When it was, staff and student bodies were largely unaware of this responsibility.

2. If incidents were recorded, there was often no centralised data collection system. The information collected did not follow a standardised format, and was prone to remaining within the confines of the department in which it was collected.

3. HEIs were not mandated to share such data centrally or cross-sectorally.

4. Responsibility to share data with external agencies was unclear.

Thus, even when collected, data is not contributing to a broader understanding of the prevalence of the issue within individual institutes or cross-sectorally.

It is difficult to acquire information on the magnitude and consequences of violence against women as it often remains hidden. This contributes to the persisting lack of available and comparable data at both Member State and EU level, which limits understanding of the real extent of violence against women and its consequences, and impedes further development of policies, strategies and actions.

Council of the European Union (2012), Council Conclusions on Combating Violence Against Women
While HEIs cannot be expected to undergo the depth of data collection required by states under the Istanbul Convention, it is still of vital importance that data collection is a key component of their strategy in tackling a culture of SVH within a campus. Indeed, this data collection and research contribute to informing a national conversation on the issue.

Gathering data

- **Surveys of the student body**
  
  Student surveys are an important source of information, as many survivors of sexual violence will not report their experiences.\(^\text{18}\) Surveys enable institutes to understand the culture of the institute, as well as existing and emerging experiences of SVH.

- **Administrative data**
  
  Administrative data includes information that is collected as part of disclosure and reporting mechanisms. This can be gathered from a variety sources throughout the HEI, including medical services, SUs, counselling teams, and residency supports. HEIs should determine how data from these engagements can be safely and sensitively collated and reported.

- **Recording disclosures**
  
  When an official disclosure takes place, standardised information collection must be undertaken; this must be GDPR compliant and should include:

  - the age and gender of both the perpetrator and the survivor, and their relation to each other
  - other relevant information - such as disability, ethnicity, or sexual orientation
  - which would enable the experiences of vulnerable cohorts to be captured
  - whether the assault was recent or historical.

Types of acts that should be recorded include:

- stalking
- sexual violence
- sexual harassment
- psychological violence of a sexual nature, including acts or threats carried out by online.

Surveys, data collection, and focus group feedback should be collected sensitively, with consideration taken to possible re-traumatisation of the survivor; thus, identifying appropriate means to collect the information, as well as the supports available, is essential. Surveys should use consistent terminology and may need to give examples of types of SVH, as some behaviours have become so normalised that those involved do not identify them as such.

- **Understanding impact**
  
  The collection of data in relation to SVH should be gender-mainstreamed. It is important to understand the impact of this issue on both women and men in order to accurately measure its prevalence. Data should record the frequency of which the individual has experienced SVH, in addition to harm as a result of SVH. This is pivotal to understanding the intersectionality of sexual violence, as well as to exploring how different groups’ experiences are informed by cultural norms and how these norms affect the severity of the harm caused and repeat victimisation.

There are a number of best practice guidelines for the gathering of this data referred to in a collection of papers by the CoE, entitled "Ensuring Data Collection and Research on Violence against Women and Domestic Violence: Article 11 of the Istanbul Convention."\(^\text{19}\)
Focus group findings
A lack of training to support HEI staff was identified as a gap in each institute. Only one of twelve participating HEIs had dedicated staff training in relation to SVH. Trained staff at this HEI were able to give detailed information on measures to support students, including safety measures, arrangements of academic extensions, mitigating circumstances procedures, and provisions to ensure confidential information is only shared as far as necessary.

Unfortunately, for the vast majority of staff, SVH disclosures were a source of anxiety and they felt a lack of confidence in how to appropriately handle them.

Training modules
The ESHTEToolkit contains six training modules. These were developed in response to the training gaps identified in staff and student focus groups and with a view to developing a ‘whole campus’ culture change.

The six training modules cover:
- Modules 1-3 | SVH and Disclosure
- Module 4 | Institutional Policies and Procedures
- Module 5 | Campus Campaigns
- Module 6 | Transformational Leadership.

Pilot Training
Eight pilot training sessions took place with HEI staff and students in Ireland, Scotland, Lithuania and Cyprus. Modules 1, 2 and 3 were delivered in these sessions, as they were the most relevant to the needs of the participating institutes. It is recommended that one of these modules is completed before undertaking the subsequent modules. All training modules are intended to be adapted to local contexts and the particular training needs of each HEI.

- Modules 1, 2 and 3 | Sexual Harassment and Violence and Disclosure

Staff and students identified the following priorities for SVH training:

- Respecting confidentiality
- Knowing internal processes and what services are available
- Sensitivity and non-judgemental communications skills
- Specialist guidance and training for working with someone who has or may have perpetrated sexual violence and/or harassment.

Modules 1, 2 and 3 are a graduated training module programme.

Transformative culture change requires all
HEI staff to have an awareness of SVH, its manifestations, impacts, and seriousness. However, not all staff require the same in-depth knowledge in relation to how to take disclosures or how to be a designated support person.

It is recommended that these modules be delivered by an appropriate HEI staff member in conjunction with a specialised sexual violence service, a local rape crisis centre, or GBV group for example.

Module 1 is a two-hour training module suitable for all HEI staff. This can be developed into an online training; however, face-to-face training is always preferable.

Module 2 is a seven-hour training, suitable for HEI staff and students who are likely to receive a disclosure, but are not designated SVH support personnel (e.g. academic advisors, student welfare officers, lecturers, general health services providers).

Module 3 is a two-day training, suitable for designated SVH disclosure and support personnel. These persons are clearly identified and advertised within the institute as part of a disclosure and support process.

In Ireland, Module 2 was delivered twice, with the first session including those in staff and student support roles in four different institutes. This was beneficial in that a broader range of approaches were shared by counterparts in different institutes, giving assurance that this is not an issue for just any one institute. This session did not, however, enable the facilitator to explore the specific policies or procedures within the institute. The second session was delivered to staff from one institute, which enabled staff identify other champions for this issue and reflect on institutional culture and practices.

Module 4 is a five-hour module that should be completed by HEI staff in a HR, SVH investigative, or policy role. The module integrates a trauma-informed approach. Participants should also have completed Modules 1, 2 or 3 as appropriate.

Module 5 | Campaigning for Change

This module is a five-hour training intended for SUs, student societies, and HEI staff with communication and awareness-raising functions. The training explores SVH messaging, how to be mindful of issues such as victim-blaming, avoiding re-traumatisation of survivors, and working in collaboration with the student body to deliver effective, targeted cultural change.

Module 6 | Leadership and Transformative Change

Module 6 is a five-hour training that gives HEI and student leaders the opportunity to reflect on the issue of SVH and what practical measures can be implemented to create a cultural shift within the HEI. This can be delivered as a standalone module.
Creating cultural change: policies

The ESHTe project found that HEIs commonly lacked a comprehensive sexual misconduct policy addressing SVH. The issue was typically addressed through ‘Dignity and Respect’ policies which might only refer to ‘sexual harassment’. As discussed in Section One, SVH is rooted in unequal power relationships and gender inequality. Given the complexity of the issue, it requires specific policies to address the particular challenges SVH poses.

Guidelines for sexual violence and harassment policies

- Sexual misconduct policies should state their relationship to broader HEI frameworks that furthers gender equality and tackles discriminatory behaviours
- Sexual misconduct and relating policies should apply to anyone within the HEI who can experience or perpetrate SVH, regardless of whether the incident or behaviour occurred on or off campus
- Sexual misconduct policies should define the nature of SVH and contain a non-exhaustive list of examples: unwanted sexual conduct, unwanted touching, the sharing of sexually explicit material online or in text, posters etc.
- Policies should avoid language that trivialises the behaviour (e.g.: refers to it as an ‘annoyance’), makes moral judgements (e.g.: refers to ‘offensiveness’) or engages in demeaning psychologising (e.g.: refers to ‘humiliation’)
- The standard of what constitutes SVH should be whether the behaviour was unwanted
- Policies should address retaliations, threats, and reprisals in relation to a complaint being made
- Policies should be published widely, clearly and in a way that is accessible to all. They should use simple language, be disability friendly, be available in a variety of languages, and be suitable for those who have experienced trauma
- Non-disclosure agreements should not generally be used. If the perpetrators’ behaviour is repeated, the HEI should not withhold information of previous incidences. The safety of the survivor and other members of the broader community must be a key consideration.

Disclosures

The terms ‘disclosure’ and ‘reporting’ of SVH can be used interchangeably; however, the intention and wishes of the survivor can distinguish them. A disclosure to a staff member within the HEI may be intended to seek support or further information only, whereas reporting may involve the intention to make a formal complaint.

Research indicates that reporting rates for sexual violence by third level students are generally lower that the broader population. There are a number of reporting barriers for survivors of SVH, including fear of not being believed; feelings of shame, guilt or embarrassment; concerns regarding confidentiality; fears surrounding the criminal justice system; and lack of knowledge of what or if the institute would do anything.

In order to address some of these barriers HEIs should undertake particular measures to facilitate disclosure:

Supporting disclosure through trauma-informed approaches

Providing a positive initial response to survivors who disclose SVH is pivotal in offering a sense of safety. This can enable survivors to engage further and work with the HEI to address any safety concerns and support needs. Conversely, responses such as disbelief or scepticism can have significant negative impacts, including self-blame, re-traumatisation, and disengagement.

Each person can react differently to trauma and their experiences; there is no right or wrong way for survivors to respond to SVH. Some may want to report to the police, others may want to attend counselling, while some may need time before they feel they are ready to make any decisions. After disclosing SVH, any further steps or referrals should be made only with the individual’s full knowledge and consent, ensuring that they can disclose as little or as much as they feel comfortable with. Survivors must be made aware of the scope to which confidentiality can be provided.
Anonymous reporting

Some HEIs, particularly in the UK, have introduced anonymous reporting procedures. These are generally online platforms which allow persons to make an anonymous report in relation to a range of behaviours, including SVH, to the HEI. Disciplinary action cannot be taken by the institute in the case of anonymous reporting, as the complainant must provide their name for this to proceed. The reporting technology can remove identifying information of an accused where a complaint remains anonymous. While this mechanism needs to be carefully managed, it has proved successful in a number of ways, as it:

- Gives a voice to those who have experienced SVH but do not feel they can or/and want to report.
- Alerts HEIs to the range and prevalence of experiences of SVH within the institute.
- Can identify reoccurring problematic behaviour so that the HEI can take policy, awareness-raising, or other actions to correct this.
- Can provide a first step towards trust between survivors and the HEI, and may lead to official complaints being lodged.
- Develops a ‘culture of reporting’ within the institute.

Guidelines in relation to persons receiving disclosures

- Persons in this role should be clearly designated and appropriately trained members of staff, including student officers. The identified disclosure persons should come from a range of genders and backgrounds to ensure survivors have a choice of individuals who they would feel comfortable approaching.
- Peer support has an important role in tackling SVH within institutes, but it should not replace dedicated and trained staff, including student office roles, within the HEI in a reporting and support structure.
- Persons in this position should have a support framework in order to effectively carry out their role, including ongoing training and supervision.
- Persons receiving disclosures should take the person seriously, listen, and provide practical information in relation to the person’s options and, if desired, onward referral.
- Information should include reporting options, both internally and to the police, as well as specialised support services, either within the institute and/or provided by external organisations.
- The boundaries of confidentiality should be addressed and permission given by the survivor if any identifying information needs to be passed on to a third party.
- Persons receiving disclosures should ensure not to minimise or trivialise the survivor’s experience by, for example, categorising their experience of sexual harassment as ‘an annoyance’ or using phrases such as ‘well at least you weren’t hurt’ or ‘this is a common experience’.
- Persons receiving disclosures should avoid victim-blaming remarks and attitudes, such as asking questions like ‘how much were you drinking?’ or intrusive questions as to the nature of their relationship with the perpetrator or any previous sexual contact.
- Persons receiving disclosures should avoid making assumptions as to the gender identity of the individual or the perpetrator, how they think the survivor should present as a ‘victim’, or how the survivor categorises their experience. The language that the survivor uses should be mirrored back. It is possible that the individual will not label their experience as sexual harassment, sexual assault, ‘rape’ or ‘stalking’.

Guidelines for support services

- Support services should be specialised in dealing with SVH (e.g., counselling services).
- If the institute does not have specialised ongoing support services or if they are under-resourced to adequately meet individuals’ needs, it is recommended that referral pathways be developed with external providers to ensure a continuum of care.
- There is a duty of care to provide support to persons within the HEI accused of SVH. However, where there are small counselling teams, it is important to use external referrals to avoid any conflict of interest and reduce the possibility of the accused and the complainant having further unwanted contact.

Changing the culture: procedures

In order to build an environment of trust in the HEIs capacity to deal with SVH, disclosures, reporting, complaints and investigative procedures should be clear, fair, and transparent and take appropriate action to avoid any conflict of interest.

There should not be unreasonable time limitations in which a complaint in relation to SVH can be made. Recognition should be given to particular reporting challenges regarding this issue and provision made for historical incidences where appropriate.

Balancing Rights between the Complainant and the Accused to make it “survivor’s experience”

When both the complainant and accused are part of the same institute, a variety of difficulties can arise in ensuring the confidentiality, safety, and fair treatment of both parties during all stages of the process. ESHTE focus groups indicated that staff were strongly in favour of receiving more robust legal guidance in relation to their obligations.

However, it is important to ensure that those making a complaint do not experience distrust or disbelief, and that their needs for safety and support are not contingent on the completion of an investigative process. There may also be safety considerations in relation to responses by the HEI community towards the person making the complaint and/or towards the person accused of the misconduct.

A definitive legal document is beyond the scope of the ESHTE project; however, it is recommended that a legal guidance, similar to the Pensive Masons Guidelines, is developed in each national or regional legislative framework, laying out in clear terms what guiding principles HEIs should abide by and containing practical examples and case studies. This work should be led by a national higher education coordinating body, as there should be a consistent approach and a mechanism to share best practice and experience across HEIs.

Guiding principles in relation to investigation procedures

1. Proportionality

Sanctions, interim measures, and safety plans etc should be reasonable and proportionate to what is being investigated. There is a cultural tendency to minimize the harm of SVH and to give greater weight to the potential impact complaints or sanctions may have on the person accused, either personally, or on their career or studies. Persons involved in internal HEI SVH processes should receive training to be sensitive to addressing such issues and ensure fairness to all involved.

2. Parity

Policies and procedures in relation to investigations of SVH should be clear to the complainant and the accused. Adequate feedback should be provided to both throughout the investigative process. They should have equal access to representation and both should be able to appeal.

3. Timeliness

Once the complaint is made, the investigative process should be carried out within a reasonable time period once the complaint is made. Both parties should be informed as to how long the investigation is expected to take.

4. Confidentiality

Both parties have the right to protection, and information should only be shared with relevant persons on a need-to-know basis; this should be clearly communicated to the complainant and the accused.

5. Thoroughness

All investigations should be carried out thoroughly. The complainant is entitled to request that no action be pursued and not to participate in an investigation and disciplinary process.
Criminal cases and internal disciplinary processes

HEIs should be clear on the differences between internal disciplinary procedures and criminal proceedings. While sexual misconduct policies can encompass serious criminal behaviours, such as rape, sexual assault, and stalking, only a court can find a person guilty of a criminal offence. An internal HEI investigation is a separate type of process, with different types of sanctions. It should be the decision of the survivor whether they wish to avail of one or both of these routes. Therefore:

- Internal investigations are limited to conduct constituting sexual misconduct under HEI disciplinary processes. The language should remain distinct from the criminal justice system. A finding of sexual misconduct can be concluded by the HEI but not, for example, ‘sexual assault’.
- Internal investigative processes require the lesser burden of proof of the ‘balance of probability’, whereas criminal justice requires proof of ‘beyond reasonable doubt’.
- The evidence that can be admitted in internal procedures does not have to follow criminal evidentiary rules.

If a complaint is made and the behaviour is also a criminal offence, the HEI may still take disciplinary action. However, once a report is made to the police and the matter is under criminal investigation, it is generally recommended that only interim measures should be taken by the HEI until the criminal process is concluded, so as not to prejudice the criminal investigation. Interim measures and sanctions should take into account any risk assessment, as well as the safety and well-being of the survivor and HEI community, on a case-by-case basis.

Outcome of a criminal process

Where the accused has been convicted of a criminal offence, the institute can still take disciplinary action if there is sufficient evidence that the behaviour constituted a breach of discipline under the institute’s disciplinary procedures. The accused’s acquittal of a criminal offence, or a criminal case not proceeding, may be a relevant consideration; however, the weight that the HEI attaches to this will vary depending on the circumstances of each case.

Sanctions

The institute body deciding over sanctions should be expressly named in the disciplinary procedures. This body should be gender-balanced and have an understanding in relation to the issue of SVH.

Examples of sanctions include:
- Expulsion
- Suspension
- Restriction/conditions
- Formal warning
- Compulsory attendance at a workshop, and
- Written apology.

Interviewing the complainant, accused and witnesses

Provisions during the interview

- The complaints and disciplinary process should be explained fully to both the complainant and the accused
- Given the sensitivity of the nature of SVH, both the accused and the complainant should be allowed accompaniment by a support person and should be made aware of the internal and external support services available
- The accused does not have the right to confront the complainant, and the complainant should not have to attend the same meeting as the accused or does not have to engage in the process at all if they so wish
- Witnesses should be given the substance of the allegation, but do not need to be informed of more than what is necessary
- Both parties should be allowed to give evidence in their preferred language, and an interpreter should be present if required
- The investigator should be trained in trauma-informed approaches and SVH. They should explain sensitively to both parties the types of questions they will ask, for what purposes, and how this information will be dealt with
- The policy addressing retaliation should be outlined to the parties involved, explaining the mechanisms of how to make a report and what actions will be taken
- The person carrying out the investigation should keep factual and objective notes, and refrain from including perceptions or being subjective.

Summary of recommendations

- Develop clear, accessible policies in relation to SVH complaints procedures, using plain language
- Provide training for staff in both receiving disclosures and handling official complaints; it should be clear what the difference is between both
- Ensure a fair and impartial investigation procedure; this involves understanding the nature of sexual violence, ensuring complaints officers understand trauma and have had training to explore SVH and its cultural context
- Ensure processes do not replicate the highly adversarial nature of the criminal justice system; the process should focus on avoiding any re-traumatising of survivors
- Keep the parties informed of the process at each stage, and carry the process out as speedily as possible
- Investigations take place without prejudice, including complaints against staff
- Consider external investigators, in particular if the accused is a staff member or in any situation where a potential conflict of interest may arise
- Train staff in relation to appropriate record-keeping on SVH disclosures, remaining particularly mindful that records could be subpoenaed for criminal investigations
- Publish data, such as on the types of incidents handled and sanctions involved etc, while maintaining the confidentiality of those involved
- Collate all sectoral data through a national higher education coordinating or governmental body for comparative purposes.
Campaigning and awareness-raising marks an indispensable part of embedding a culture of zero tolerance towards SVH within HEIs. A successful campaign raises awareness of the prevalence and scope of SVH, and mobilises the HEI community to actively prevent and combat it; its power lies not only in identifying the problem, but helping us to understand our individual roles and responsibilities in shaping the solution. Taking a whole-of-campus approach in a campaign is therefore integral to ensure that both students and staff are engaged and empowered to reframe attitudes, make proactive interventions, and cultivate meaningful culture change.

Managing sexual violence and harassment campaigns sensitively

In order to create cultural change in relation to SVH, it is vital that we can openly and safely discuss it as an issue. The public discourse in relation to SVH has traditionally been problematic: it often ignores or silences the voice of survivors, employs victim-blaming rhetoric, or presents a perpetrator-centred narrative. Within HEIs and broader society, we must become more comfortable in speaking about this issue, examining the underlying factors that cause it, hearing the reality of survivor’s experiences, and acknowledging the role we play in enabling SVH to continue.

While it is important to speak publically about SVH, many staff and students within the institute will have been affected directly or indirectly by the issue. There is a duty on the institute to ensure that activities are respectful of the experiences of survivors and to avoid re-traumatisation where possible.

Messaging

• Ensure survivors of SVH and specialist organisations are involved in the process of campaign development to ensure appropriate messaging. It is important that marginalised groups, such as ethnic minorities, people living with disability, or the LGBTQI+ community, participate in this development to ensure that the campaign has an intersectional perspective and accounts for a range of experiences.

• Avoid messaging that disempowers survivors (e.g.: trivialising the experience of those experiencing SVH through ‘humour’, portraying survivors as ‘helpless victims’; using sexually objectifying imagery; and perpetuating victim-blaming messaging, such as telling survivors to avoid sexual violence by drinking less or being more responsible in relation to their own safety).

• Recognise and accommodate the different accessibility needs of the audience when
Communicating policies and support services. Use plain English guidelines, and choose accessible fonts and generous spacing in materials to make them visually clear. Embed subtitles and captions in video, audio and online visual material

- Avoid ‘sanitising’ or obscuring the issue (e.g.: behaviours should be named; rape should not be referred to as ‘sexual misconduct’ in awareness-raising activities).

**Support services**

- Publish contact details of support services in campaign material where possible, and, at all stages of the campaign, internal and external services should be signposted.
- Ensure internal and external support services are kept up-to-date with the campaign, in particular when the campaign is launched, as increased visibility of the issue can lead to an increase in survivors seeking support.
- Investigate whether supports are available for survivors with particular needs (e.g.: a helpline for people who are hard of hearing) and ensure this information is readily available.
- Examine reporting mechanisms and resources within the institute to ensure that those who wish to report have relevant information easily accessible to them.

### Developing a sexual violence and harassment campaign

It is important that a campaign is clear in its messaging, objectives, and in setting out who its target audience is. Samples of the ‘It Stops Now’ campaign material, as well as manuals for campaign development sessions, are included in the Core Resources linked to this Toolkit.

- **Identify specific sexual violence and harassment issues**

A campaign should embrace evidence-informed approaches when considering what aspects of SVH to address. SVH is a multi-faceted and nuanced issue, and no one campaign can tackle it in its entirety. The following sources may assist in identifying a campaign starting point, which can evolve to focus on other issues over time:

- SVH research conducted within the HEI, nationally or internationally
- Attitudinal or experiential surveys of the HEI community
- Focus groups with staff and students in relation to SVH; this helps to understand your audience, how they engage with the issue, and where their gaps in knowledge might be
- Engaging with specialist SVH orgs to understand prevalent issues and trends in relation to their work
- Survivor testimonies.

- **Identifying the target audience**

Identifying who makes up the target audience is pivotal in shaping campaign messaging. This will influence the tone, content and design of the campaign.

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### Examples include:

- **Survivors:** Campaign messages might raise awareness of issues such as services available to them, could include themes of confidentiality and safety to encourage them to engage, or may highlight the experiences of a particular group.
- **Perpetrators:** Campaigns could highlight various types of perpetrator behaviour and make them aware that they will be held accountable for such behaviour within the HEI.
- **The broader community:** Campaigns could make the broader community aware of the role they play in changing the culture and creating a more open environment to discuss SVH.

### Call to action

Ensure your campaign development process and materials highlight proactive, attainable calls to action, and promote healthy behaviours in addition to identifying unhealthy ones. Use the campaign to challenge the myths and norms relating to SVH, demonstrating the roles and responsibilities of HEI community members, and signposting the tools and resources which can empower a safe campus community.

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### Engaging the community, identifying champions and ensuring sustainability

The ESHTE focus groups revealed that participants were unaware of HEI-led campaigns or awareness-raising activities in relation to SVH. Campaigns were normally carried out by SUs or NGOs with limited participation from HEI staff. This creates a challenge in terms of embedding sustainability and broader cultural change within the institute.

NGOs, as outside actors, may not always address the specific issues relating to the HEI, and SUs have frequent turnover, with priorities often shifting from year to year. The HEI should work in conjunction with SUs and embed awareness-raising activities as part of its overall strategic plan in order to ensure integrated, long-term change.

- **Building a community to tackle sexual violence and harassment**

- Identify and include a broad range of ‘champions’ within the HEI who can act as catalysts for cultural change. These can include student activists, societies, SU officers, health services staff, counsellors, researchers, department heads and senior leadership.
- Establish a SVH campaigning committee which includes a range of stakeholders within the HEI. Additionally, external organisations, such as local specialist SVH NGOs, could be asked to contribute the campaign committee and assist in guiding its activities.
- Appoint campaign coordinators to lead activities, development, and delivery throughout the campaign. This should be ideally a collaborative role between a staff member and student.
- Maximise internal resources and engage the broader HEI community by exploring the skills, expertise, and resources across various schools, faculties and bodies within the campus (e.g.: a student counselling service may have a policy guiding SVH support, which could inform messaging or media students could produce a campaign video).
Rolling out sexual violence and harassment campaigns

• Develop a communications strategy and implementation plan for the campaign

• Plan a launch for the campaign: issue a press release to local media, hold a photocall, organise an event, and invite HEI stakeholders

• Appoint a social media officer to manage and monitor the various campaign platforms. Consider establishing dedicated social media channels for the campaign, giving flexibility and visibility to SVH as a single issue campaign. Identify which social media channels your audience is most active on, and focus your resources on these

• Develop a short social media policy which outlines how your campaign will conduct itself online, briefly setting out brand guidelines, engagement strategies, and response procedures

• Develop a short, relevant campaign hashtag. Tag your institute, its leaders and societies, relevant political representatives, and other stakeholders in posts and keep them informed of campaign activities

• Ensure a whole-of-campus approach: provide information on your SVH policies in student orientation packs, make details of procedures and support services available in staff rooms or student halls, or share information at society events and activities

• Identify key dates within the HEI where campaign activities would be most impactful (e.g.: sexual health and awareness events, Freshers Week, conferences, 16 Days of Activism etc).

Measuring success

Measuring the effectiveness of campaign activities is important to evaluate the successful elements of the campaign and where further development is required for future initiatives.

• Monitor website traffic as a useful indicator of interest in the campaign; this includes the search terms and referral paths which brought individuals to the campaign website

• Monitor social reach: use platforms’ native analytics tools to understand the demographics of those interacting with the campaign and, if needed, tailor content to appeal to the target audience. In addition to checking the number of followers of the campaign over time, it is important to understand how actively engaged the audience is with the campaign

• Set objectives for the campaign which can be tracked during and after its implementation. A sample objective could be increasing the number of students who know how to access campus support services for SVH survivors. Quantitative goals in support of this could include directing students to a web page, gaining a certain number of followers on social media, or distributing a specific number of leaflets or posters on campus

• Develop a survey at the launch of the campaign to create a baseline reference, before repeating it during and on completion of the campaign to understand how awareness levels changed throughout its implementation. Use unbiased questions to gather accurate data, while ensuring the questions address the objectives and goals of the campaign.


4. Signed by 45 countries and the EU, and has been ratified by 33 countries to date https://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/210/signatures


6. “Gender-based violence, stalking and fear of crime: European Union” project (2012): data collected across 5 EU countries, Germany, Italy, Poland, Spain and UK (34 HEIs; 21,516 participants)


13. Focus groups took place in the following institutes: Cyprus: University of Nicosia. Ireland: University College Dublin, University College Cork, University of Limerick, Dublin Institute of Technology, Dundalk Institute of Technology, Dublin City University, Dun Laoghaire Institute of Art Design and Technology, Trinity College Dublin. Lithuania: Šiauliai University. Scotland: Glasgow Caledonian University, University of Glasgow.

14. This figure includes 8 student focus groups in 8 HEIs and 2 workshops with young women aged 16-25 at the NWCI’s FemFest event in 2017.

15. This quote came from a female focus group participant.


21. 7 EU countries have legislated definitions of consent which encompass the concept sexual acts should be a ‘free and voluntarily agreement’. In jurisdictions where such a definition of consent exists, UN Women notes consent is otherwise ‘a criminal standard routinely satisfied by acquiescence to sex [and other forms of sexual behaviour and harassment] under conditions of unequal power, which is the opposite of what an equality standard requires.’ Therefore, ‘unwanted’ is a more widely understood appropriate standard.

22. Persons experiencing trauma may find it difficult to process information; therefore, policies and procedures should be as straightforward and clear as possible so not as to create additional barriers.


24. 12 month limits are often too short a timeframe for SVH claims


26. A decision on a written apology should be made with due consideration to whether any contact is appropriate and in the complainant’s interests.
Ending Sexual Violence and Harassment in Third-Level Education