

WWP EN



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Template for preparing a GREVIO Committee Shadow Report



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TEMPLATE FOR PREPARING A SHADOW REPORT ON PERPETRATOR PROGRAMS FOR THE GREVIO COMMITTEE (ART. 12, 14 AND 16)

Introduction

This template was prepared to support perpetrator programs in providing a shadow report to the GREVIO Committee.

The first part of the document briefly explains the function of the GREVIO Committee and how it is related to the implementation of the Istanbul Convention. There is also clear reference to the articles that are most relevant to perpetrator programs.

The second part of this document is the actual template to help shape the draft of the shadow report. It must be personalized and depending on the situation, different countries will have more or less access to supporting data. Our suggestion is to focus on a few important points on functioning and some critical points to highlight around which organizations can build the report. Ideally, the shadow report is developed in collaboration with all the local/regional/national NGOs active in preventing and combating violence against women: If this is not possible, a brief contribution on specific issues can be beneficial both for the GREVIO Committee and for the NGO preparing a more holistic shadow report.

To have some samples of other shadow reports you can consult the page <https://www.coe.int/en/web/istanbul-convention/country-monitoring-work> of the Council of Europe that provides all the national deadlines for countries that have ratified the Istanbul Convention. Please check what point your country is at and when you should/could submit your report.

As WWP EN, we have been monitoring the input on perpetrator programs and have found the shadow reports usually lacking specific information. We encourage our members to become active parts of the monitoring process.

What is GREVIO?

GREVIO is the independent expert body responsible for monitoring the implementation of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence ([Istanbul Convention](#)) by the Parties.

GREVIO will draw up and publish reports evaluating legislative and other measures taken by the Parties to give effects to the provisions of the Convention. In cases where action is required to prevent a serious,

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massive or persistent pattern of any acts of violence covered by the Convention, GREVIO may initiate a special inquiry procedure. GREVIO may also adopt, where appropriate, general recommendations on themes and concepts of the Convention.

Article 66 of the Istanbul Convention governs GREVIO membership. It provides that GREVIO shall have between 10 and 15 members, depending on the number of Parties to the Convention, and shall take into account a gender and geographical balance, as well as multidisciplinary expertise in the area of human rights, gender equality, violence against women and domestic violence or in the assistance to and protection of victims. GREVIO members must be nationals of the States Parties to the Convention. Integrity, competence, independence, availability and language skills (English and/or French) are the guiding principles for the nomination and election of GREVIO members. The Convention entrusted the Committee of Ministers of the Council of Europe to define the election procedure of the members of GREVIO.

(For more information see: <https://www.coe.int/en/web/istanbul-convention/grevio>)

What is GREVIO's relationship with NGOs?

GREVIO's aim is that all NGOs active in preventing and combating violence against women be able to contribute to the evaluation procedure. At the same time, it is aware that NGO resources are limited and although they may be willing to provide input at the early stages of the evaluation procedure, they may simply not be in a position to do so.

GREVIO strongly encourages NGOs to work through coalitions, networks or platforms, drawing on the experiences gained from NGO participation in other monitoring mechanisms. This remains one of the most viable ways of sharing NGO resources and expertise, of organizing the necessary information flow among NGOs and eventually contributing effectively to GREVIO's work. It may also help GREVIO establish an ongoing dialogue with a multi-faceted NGO community and civil society, including during country visits. Where appropriate, national human rights institutions or leading NGOs in the countries under evaluation may coordinate NGO reporting to GREVIO.

GREVIO is particularly keen to receive information from women's and grassroots organizations on the practical implementation of the Convention.

NGOs consulted by the authorities or otherwise involved in the drawing-up of a state report can and should also be heard as independent voices.

(For more information see: <https://www.coe.int/en/web/istanbul-convention/ngo>)

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What is the timeframe for presenting a report to GREVIO?

NGOs can provide GREVIO with information at any time, even before GREVIO decides to examine the situation in a particular country and set a deadline for state reporting. The information should be provided in one of the official languages of the Council of Europe (English or French).

That said, NGO input is particularly useful at the following stages of the evaluation procedure (see GREVIO's provisional evaluation timetable for the dates of each stage).

Deadline for state reporting

It would be particularly helpful to GREVIO if NGOs drew up joint reports and shared them with GREVIO by the deadline set for state reporting (see GREVIO's provisional evaluation timetable for dates). The Secretariat may make contact with NGOs and invite them to do so.

Publication of state reports

NGOs are also encouraged to support GREVIO in its subsequent evaluation by sharing information, comments and data in reaction to state reports as soon as possible after their publication and before GREVIO carries out its examination of these state reports (see GREVIO's provisional evaluation timetable for dates)

Before and during evaluation visits

NGOs may meet members of GREVIO's delegations and support them during their country visits, for instance, by

- participating in NGO in camera meetings/roundtables organized by GREVIO's delegations;
- providing GREVIO's delegations with relevant written information, data and other evidence which may be of use during their country visits or for the drawing-up of GREVIO's Reports and conclusions;
- facilitating the organization of in situ visits to places of relevance to GREVIO (such as NGO-run shelters for women victims of violence);
- assisting in the organization of meetings with independent professionals; and
- facilitating meetings with victims or groups of victims.

Publication of GREVIO Reports

NGOs can also play an important role in promoting GREVIO Reports and the implementation of the suggestions and proposals made by GREVIO (see GREVIO's provisional evaluation timetable for dates).

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Publication of recommendations made by the Committee of the Parties.

Here again, NGOs can play an important role in promoting recommendations made by the Committee of the Parties.

Follow-up to evaluations

NGOs are encouraged to provide information on follow-up action or lack of action by the authorities to address GREVIO's concerns and to implement any recommendations made by the Committee of the Parties.

(For more information see: <https://www.coe.int/en/web/istanbul-convention/ngo>)

Is GREVIO interested in perpetrator programs?

Yes, GREVIO is interested in all activities linked to articles pertaining to the Istanbul Convention and is eager to have as much independent input and feed-back from member countries to be able to draw up the most useful indications for the recommendation and the improvement of the implementation of the Istanbul Convention. Perpetrator programs are particularly relevant for information regarding art. 12, art. 14 and art.16.

Article 12 General obligations

1 Parties shall take the necessary measures **to promote changes in the social and cultural patterns of behaviour of women and men with a view to eradicating prejudices, customs, traditions and all other practices which are based on the idea of the inferiority of women or on stereotyped roles for women and men.**

2 Parties shall take the necessary legislative and other measures to prevent all forms of violence covered by the scope of this Convention by any natural or legal person.

3 Any measures taken pursuant to this chapter shall take into account and address the specific needs of persons made vulnerable by particular circumstances and shall place the human rights of all victims at their centre.

4 **Parties shall take the necessary measures to encourage all members of society, especially men and boys, to contribute actively to preventing all forms of violence covered by the scope of this Convention.**

5 Parties shall ensure that culture, custom, religion, tradition or so-called "honour" shall not be considered as justification for any acts of violence covered by the scope of this Convention.

Article 14 Education

1 Parties shall take, where appropriate, the necessary steps to include teaching material on issues such as **equality between women and men, non-stereotyped gender roles, mutual respect, non-violent conflict resolution in interpersonal relationships, gender-based violence against women and the right to personal integrity**, adapted to the evolving capacity of learners, in formal curricula and at all levels of education.

2 Parties shall take the necessary steps to promote the principles referred to in paragraph 1 in informal educational facilities, as well as in sports, cultural and leisure facilities and the media

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3 Parties shall take the necessary measures to promote programmes and activities for the empowerment of women.

Article 16 Preventive intervention and treatment programmes

1 Parties shall take the necessary legislative or other measures to set up or support programmes aimed at teaching perpetrators of domestic violence to adopt non-violent behaviour in interpersonal relationships with a view to preventing further violence and changing violent behavioural patterns.

2 Parties shall take the necessary legislative or other measures to set up or support treatment programmes aimed at preventing perpetrators, in particular sex offenders, from re-offending.

3 In taking the measures referred to in paragraphs 1 and 2, Parties shall ensure that the safety of, support for and the human rights of victims are of primary concern and that, where appropriate, these programmes are set up and implemented in close co-ordination with specialist support services for victims.

Can a small NGO present a report to GREVIO?

Yes, in many countries perpetrator programs are not very developed and the information that the GREVIO Committee is able to access is very limited. If you are an active, but small NGO doing groundwork on perpetrators and have information, not only of the legal framework, but of the challenges of everyday work, you might be in a very informative position to provide input to GREVIO.

If instead you are part of a country that has a developed system for working with perpetrators, you might consider a joint shadow report bringing together the different organizations and using this occasion to give a public display of the “state of the art” in your work. It can also be a way of providing foundation for building a national network or lobbying for necessary change or extra funding.

Don't I need a lot of resources and time to prepare a shadow report for GREVIO?

Ideally a shadow report is a joint effort of many NGOs working on violence against women in which each contribute to a small portion. While major organizations may have structured funding for this kind of lobbying effort, most organizations don't have funding for this activity. However, keep in mind that even a short report, if it is pertinent and specific, can make a significant contribution.

Why should I take on this extra work? What are the benefits for my organization?

First of all, you will be contributing to the correct implementation of the Istanbul Convention in your country and thus supporting the efforts to end violence against women at a global level.

Second, it can be a useful exercise if you are immersed in everyday practice, to raise your head and look at the general picture on what needs to be changed.

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Third, you become a lobbying actor in your country, you will be probably heard by the GREVIO Committee, your recommendations could become part of the country report, your government and institutions will recognize you and the work with perpetrators as part of the work to support in the implementation of the Istanbul Convention.

Fourth, it can be an occasion to reach out to Women's support Services working on the Shadow report and to compare your ideas of the development of Perpetrator Programs (PP) in your country with their perception and ideas, thus creating or strengthening collaboration.

I see the benefits of writing a shadow report for GREVIO: How do I do it and how do I structure it?

The scope and aim of this template is to provide you with an easy structure that you can personalize with the name of your organization and with the relevant information from your country.

While the [questionnaire](#) adopted by GREVIO may help in structuring NGO reporting to GREVIO, NGOs are not necessarily expected to cover all aspects of the Convention or of the questionnaire.

NGOs should prioritize and focus as much as possible on the practical implementation of the Convention. The information provided should be both concise and precise. Reports drawn up by NGOs should contain their views on positive developments and their concerns in their fields of expertise, supported by relevant data and other evidence (detailed data evidence may be appended to reports).

In the following template there are certain parts that have been drafted in terms of what "good" perpetrator practice (in accordance to the Istanbul Convention) should look like. If this is not the case in your country you can make a critical analysis of what is working and what not. Don't feel like you have to have ideal perpetrator programs in practice, but focus on what needs changing in the system in order to provide better services. The template is meant to support your effort, but depending on the data you have and the situation in your country, you can eliminate or add different sections and ideas.

Keep in mind that GREVIO is interested in a supported opinion, so as much as possible provide supporting data and relevant references to research and legal sources.

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*Implementation of the Istanbul Convention in
“Name of Country”
Shadow Report on Perpetrator Programs (art.
12; 14; 16)*

Month Year (e.g. December 2019)

Address

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Editing and coordination:

Name, role, "Name of organization"

Contributors:

Name, role, Name of organization"

Name, role, Name of organization"

Name, role, Name of organization"

Data collected by *Name, role, Name of organization"*

Tables taken from references

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Implementation of the Istanbul Convention: Perpetrator program shadow report

Information of the organization(s) presenting the shadow report and a general overview of the history of perpetrator programs in the country.

Main aims of “Name of organization”

Info on founding date, years of activity (if a network: who is part of it). References to Standards and to being inspired by art. 16 of the Istanbul Convention. Also consider the relevance of art. 12 and art. 10.

Target population

List direct and indirect beneficiaries of the planned activities. If there is a development plan with target numbers, provide those.

Violence statistics

General statistics on violence in “country” and specific statistics of men accessing or sent to treatment.

Number of existing programs, geographical distribution and number of men attending the programs

Describe number of existing programs, geographical distribution and number of men attending the programs

What kind of organizations are providing the services

Describe the kind of organizations that are providing the services in your country (not only your specific model and interventions): NGOs, prisons, probation, health care system, private organizations, etc.

Characteristics of the programs

Are programs based on voluntary attendance or mandated, describe the number of perpetrators treated and number of available placements of treatment, are they delivered over sufficient periods of time? Are programs available in sufficient numbers? Are they supported by sufficient human and financial resources? Do they include measures to maximize program retention and completion and is there any follow-up?

Pathway to seeking help

How do the men arrive to the programs, are they sent by social services? The judiciary system? The prisons? Self-referred?

Characteristics of perpetrators attending programs

Describe employment status, education, age, alcohol or drug addiction, mental health issues, nationality, etc.

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Situation of children

Are there children present in the households of the perpetrators that access the programs? Please describe any specific issues in addressing parenting issues. Do the programs include the perspective of children living in abusive relationships as a priority – both in the direct work with the perpetrators and within the wider intervention with other agencies?

Review of the victims of domestic violence

Describe what measures are taken in perpetrator programs to assure the protection and support of women's human rights and the absolute priority of victim safety. Is there a close connection in working with women's support services? Do programs integrate or are they directly linked to a women's support services to ensure the safety of the female partners (and their children), and to provide important information regarding the potential change in attitudes and abusive behavior of the perpetrator?

Criminal record and charges

Describe how many of the men in the programs have charges pressed against them, or have a court order, warnings, probation or have some kind of criminal record. Which authority can refer to a program and what is the interplay between the program and criminal proceedings (e.g. suspended proceedings or suspended sentencing)? At what stage of the proceedings can participation in a program be imposed and are there any effect on the proceedings?

Types of domestic violence

Describe the type of violence that the programs address: physical, emotional, psychological, economical, sexual, staking, etc.

Review: Main characteristics of male perpetrator treatment programs described

Additional information regarding perpetrator programs of "Name of Organization"

- 1) The program is based on psycho-social treatment. The professionals that usually work in these programs are psychologist, although a multi-disciplinary approach is recommended. For this reason, there are also facilitators from the following professions working in perpetrator programs: counsellors, social workers, psychiatrist, and educators. Most of the programs are NGOs working in collaboration with local institutions and women's support services. For this reason, their physical location varies. There may be rooms provided by the city council, the healthcare service, private locations or shared spaces with other NGOs (for example coops).*
- 2) Employees of "Name of organization", share a clear and comprehensive definition of violence against women based on the Istanbul Convention and are committed to the explicit principle that violence against women and children is unacceptable and that perpetrators should be held accountable for the*

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violence. Definitions of violence include physical, psychological, emotional, economical, sexual and spiritual violence. All forms of violence are addressed in the program, however physical violence and safety are prioritized.

- 3) Perpetrator programs are focused on violent behavior and support men in taking responsibility for their violence and in changing their violent behavior. Violent behavior is seen as the physical acts of violence, but also the psychological and emotional abusive behavior, as well as sexualized violence. Perpetrator programs believe that men's negative attitudes and beliefs towards women are an important aspect of the problem and these issues are addressed in the programs.

Accreditation process and quality assurance

- 1) Since 2014, "Name organization" has adapted the European guidelines to the national context (and has asked all perpetrator programs that are part of the network to adhere to them). The board has also started a process for an accreditation process/ has not started an accreditation process because "give reason why". In terms of length of the program, "Name organization" standards require between 40 and 60 hours of group work and 24 individual session or integrated sessions with an optimum attendance of at least 1 year.
- 2) Female partners and their safety, and respect for their human rights are at the forefront of all stages of planning and implementation of the intervention. Point 1 of the standards are on partner safety with specific indications on responsibilities of the program.
- 3) Risk assessment and management is the second point in the standards and requires that programs:
 - a) Use risk assessment tools
 - b) Adopt protocols for the management of high-risk cases both in the phases of evaluation and in treatment. Specific management strategies are required of service providers working with these high-risk situations.
 - c) Develop integrated strategies with law enforcement and the judicial system to ensure protection for victims in high risk situations.
 - d) Develop integrated protocols with women's support service and social services to ensure victim safety.
 - e) Develop integrated collaboration with mental health professionals for evaluation protocols (suicide risk, high levels of depression, complex criminological situations, high levels of psychopathy, etc.).
- 4) The standards clearly provide information on how the perpetrator programs should collaborate and be linked to women's support services. How much this happens varies from program to program (see part on collaboration with women's support services).
- 5) As potential or direct victims of domestic violence, children's safety is a clear priority that perpetrator programs promote with the men they support and in multi-agency interventions. Although the perspective of children living in an abusive relationship is a clear priority for perpetrator programs, regrettably this is not always the case with larger social agencies involved in case management.

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- 6) *Perpetrator programs are required to be able to adhere to the “Name of organization” standards to show their active collaboration in a multi-agency context. The aim is that of collaboration, creation of protocols of good practice and offering joint training and referrals.*
- 7) *In terms of monitoring, documenting and evaluating process and outcome, currently “Name organization” is collecting a data base of information of perpetrators being supported by the programs (data contained in this paper are from that database). As for the evaluation [...]. Since many of the programs are still in the very beginning phases and lack funding for evaluation, the process of setting up an evaluation system is still in the very initial phases.*

Prevention work

Most organizations also work on prevention in schools and in public initiatives, often in collaboration with local women’s support services. Provide details of preventive work, campaigning efforts, etc. here.

Human and financial resources dedicated to perpetrator programs

What kind of funding is available in your country? Is it national, local, municipal, from private donors, grants? Are there agreements between NGO’s and public institutions?

Collaboration with women’s support services

Do programs integrate or are they directly linked to a women’s support service to ensure the safety of the woman partner and their children, and to provide important information regarding the potential change in attitudes and abusive behavior of the perpetrator?

Mandated, referred and self-referred programs

Explain the different referral paths in your legal system and formal and informal coordinated responses to this.

Other problematic applications of legal provision

Personalize as needed, it may be legal provision, or the (lack of) application of certain legal measures or the funding, it will be different for every country

Treatment for sex offenders

There are very limited programs offered for sexual offenders. Mostly these programs are offered within the criminal justice setting with programs being provided by professionals of NGOs working in the prison system. When we discuss sexual offenders, we should differentiate between child sexual abuse and

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sexualized violence against women. Most inmates in the jail system are convicted for violence against minors.

Regrettably conditions for child sexual offenders in the jail systems are very negative. They are forced in isolation to protect them from other inmates, given that the internal code of the prison puts them at risk of violence from other inmates. This means that most opportunities that are offered by the jail system are not extended to them. In this climate, the issues of denial and minimizations are obviously increased. There are sporadic examples of good practice, but on the whole the situation is totally uncompliant to the Istanbul Convention.

Sexual violence against adult women is rarely prosecuted and there are no specific programs aimed at this group of prisoners. Under this aspect again a lot of work needs to be developed so that acquaintance rape can be recognized and prosecuted.

In terms of perpetrators that are not within the jail system, most perpetrator programs also offer at least one session on sexualized violence. On the whole, these interventions should be extended and improved.

One example of best practice in terms of treatment of sexual offenders (both child molesters and sexual violence against women) is “describe example here”.

Conclusive considerations

In the “number of years” years since the ratification of the Istanbul Conventions, much has changed in “Name of country” regarding the development of perpetrator programs.

The number of programs has increased, passing from “number of perpetrator programs before Istanbul Convention” to over “number of perpetrator programs now”, the legal framework has changed and there has been a legal recognition of the necessity to develop perpetrator work and some form of system of referral. Training in many regions has started to include also the possibility of recognizing and sending perpetrators to programs, however there remains much to be done and we are only in the initial phases of rules and safeguards in structuring perpetrator programs.

Above all, the “Name of Country” government must work closely with experts who are able to help create standard, ensuring that:

- 1) Perpetrator programs work with a clear and comprehensive definition of violence against women and that they are committed to the explicit principles that violence against women and children is unacceptable and that perpetrators are accountable for their abusive behavior.*
- 2) Perpetrator programs place women and children and the respect for their safety and their human rights at the forefront of all stages of planning and implementing interventions.*

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- 3) *Perpetrator programs have structured procedures for risk assessment, continuous evaluation and risk management.*
- 4) *Perpetrator programs have to cooperate closely with women's support services, law enforcement agencies, the judiciary, probation services and child protection or child welfare offices.*
- 5) *Programs for sexual offenders of children and adult women are improved and programs within the jail system are systematically developed and implemented.*
- 6) *Prosecution and understanding of male sexual violence on women is improved.*
- 7) *Methods and activity of prosecution of all crimes related to domestic violence is improved.*
- 8) *All legal measures that increase perpetrator accountability is enforced (e.g. warrants, barring and restricting orders).*
- 9) *Perpetrator programs are made compulsory.*
- 10) *There is a clear attention towards building and sustaining standards to hold perpetrator programs accountable for their work.*
- 11) *Evaluation of programs is supported.*
- 12) *Training of all frontline professionals includes information on recognizing perpetrators, motivating them to go to perpetrator programs or ensuring that they are prosecuted if warranted.*
- 13) *Funding for responsible perpetrator programs is available.*

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Appendix 1

Include all relevant information (e.g. detailed data)

This publication has been produced with the financial support of the "Rights, Equality and Citizenship Programme 2014-2020" of the European Union. The contents of this publication are the sole responsibility of the authors and can in no way be taken to reflect the views of the European Commission.



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