



# **NATIONAL REPORTS**

## **2016**

**Edited by Paula Heinrich**

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## INTRODUCTION NATIONAL REPORTS 2016

In 2016 the European Network for the Work with Perpetrators of Domestic Violence (WWPEN) collected national reports from across Europe in order to provide an overview of the most pressing issues connected to work with perpetrators in Europe. The national reports provide a snapshot picture of the key concerns of those involved in the provision of interventions for perpetrators of domestic violence across the EU. The documents also report on the progress that has been made towards the implementation of Article 16 of the Istanbul Convention in these countries.

We are pleased to have received 23 national reports from the following countries: Albania, Austria, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Czech Republic, Estonia, Finland, Georgia, Germany, Greece, Ireland, Italy, Malta, Poland, Portugal, Serbia, Spain and Switzerland. The reports reveal a huge variety in circumstances for work with perpetrators across these European countries. Firstly, while there are similarities in the legislation of some nations, for the most part laws vary widely across countries. Connected to these divergent legislative situations, the number of programmes provided for perpetrators also differs, and perpetrators enter these programmes through different channels, from court-mandated referrals, to recommendations, to volunteer programmes. Disparate approaches to assisting children are also evident. While in some countries a range of programmes for children are available, in others there are no special services available at all.

Given that the legislative and political situations differ so widely across contexts, it is unsurprising that the biggest obstacles and challenges regarding violence prevention also differ. The only universal challenge, mentioned in all reports, is the lack of funding in the sector. The scarce funding that is available for work with perpetrators is often provided by

countries such as Norway, Sweden, Iceland, and Liechtenstein, rather than from the governments of the countries concerned, or from special European funding. In such situations it is very difficult to establish long-term structures and developments. Many programmes have no core funding, and exist precariously from one funded project to the next. It is thus difficult to establish services on a long-term basis, given the persistent uncertainty as to whether projects will be continued or not. The reports stressed that the funding required to provide these services is minimal compared to the costs that domestic violence represents for society as a whole.

Gender stereotypes remain an obstacle throughout Europe, and significantly influence gender-based violence against women. Many reports stress the impact of patriarchal traditions, gender stereotypes and gender inequalities, often connected to inequalities in economic resources, employment and education. The ongoing shift to the right in many European political contexts is exacerbating this issue of gender stereotypes. At the same time, the current legislative frameworks and policies of most of these countries take a gender neutral approach, and thus do not recognise that women are the primary victims/survivors of violence, and men the perpetrators. Some national reports describe a complete lack of gender perspectives in violence prevention and service provision.

Another significant challenge experienced in many countries is the lack of communication between organisations working with perpetrators and specialised women's support services, child care centres, justice institutions, police and other service providers. Sweden's report, for example, states that there is no communication at all between perpetrator programmes and the women's support sector and associated services. Furthermore, some country reports observe a concerning lack of specialised training on issues related to domestic violence, and violence against women, for specialists working in the organisations mentioned above.

The various countries also differ widely in relation to their progress on the Istanbul Convention, reflecting different work situations and national legal frameworks. In many countries the national legal framework continues to impede the ratification of the convention. Of the 23 countries discussed in these reports, one has neither signed nor ratified the convention, ten have signed it but not yet ratified it, and 12 countries have seen the convention already entered into force.

One very positive development is the growth of programmes working within a community-based approach. These approaches demonstrate increased recognition of the importance of working with perpetrators as part of a community-integrated response to violence against women, incorporating gender perspectives and a focus on victim safety. There is a general agreement among the reports on the necessity of further awareness-raising work. Such work would aim to increase recognition and understanding of the prevalence of domestic violence among the general public; increase bystander intervention in situations where it is safe to do so; achieve a general decrease in domestic violence; bring about increased reporting by victims and others; and, last but not least, make perpetrators/potential perpetrators aware of the sanctions for offending.

Written by Paula Heinrich, WWP EN

## NATIONAL REPORT ALBANIA 2016

## DETAILS REPORT WRITING ORGANISATION

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## 1. ORGANISATIONS/PROGRAMMES

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WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

In Albania, as in the rest of the world, women and girls are the main victims of gender-based violence at home, at work, and in public spaces. Albanian women's rights advocates and government institutions have made efforts to prevent and combat gender-based violence through raising awareness among women and girls about their rights, establishing sound legal frameworks for the punishment of perpetrators and victim support, and setting up services for victims of domestic violence. The importance of working with men and boys has long been understood by those who work to address gender-based violence. However, it is only in recent years that women's rights groups in Albania have undertaken initiatives to engage men and boys in efforts to prevent this violence, to address its root causes, and to

support victims. This new approach builds upon best international practices for engaging men and boys in addressing gender-based violence. It reflects an improved legal framework for administering justice vis-à-vis perpetrators of gender-based violence, and takes into consideration the gender dynamics of Albanian society.

Our organisations, CLWG and WTW, along with our partner organisations CLMB and ZDB, established the first centres for perpetrator counselling in Albania. During the last three years our work has mainly focused on:

- 1) *Prevention and early intervention* – ensuring that individual attitudes and behaviours within the community reflect that family and domestic violence in any form is not acceptable.
- 2) *Safety for victims* - adult and child victims are kept free from harm through timely and accessible services including accommodation and counselling.
- 3) *Accountability for perpetrators* - perpetrators are held accountable for their actions and are actively supported to cease their violent behaviour. The latest programmes call for a proper commitment from perpetrators as it has been found that there can be no prevention without engaging perpetrators in the programme.
- 4) Offices providing services to perpetrators have opened in Tirana and Shkodra, filling an institutional gap and providing a mechanism for fulfilling perpetrators' rights to psychosocial rehabilitation.
- 5) *Awareness Raising* – our organisations have come to understand the importance of awareness-raising in prevention work, and the importance of approaching gender violence as a men's issue. Through working with men and boys, we can end violence against women. Most men respect women and do not agree with violence against women. They need education and support to be able to mobilise for change.

WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

In recent years the Albanian Government has made visible progress in implementing measures against gender-based violence and domestic violence. In December 2006, the Albanian Parliament approved the law “On measures against violence in family relations.” This law was drafted by Albanian civil society and involved the collection of 20,000 signatures. In the time since the law was passed, legislation has been amended, services have been created for victims/survivors of violence, and institutional structures have been established, based on the philosophy of coordinating community responses to violence at central and local levels.

However, despite the progress that has been made at the level of legislation and policy, significant loopholes remain in the implementation of these measures, and a number of improvements are necessary. Measures need to be taken to strengthen the rule of law, to improve access to services for victims/survivors of violence, and to strengthen and intensify measures for the prevention of violence through awareness-raising, education, and social inclusion.

- 1) Violence prevention programmes are currently undertaken by civil society organisations only. Local governments have minimal financial and professional resources to undertake initiatives that would meet the needs of victims.
- 2) Services for victims of domestic violence are generally offered in isolation. The low level of awareness regarding perpetrator treatment means that perpetrators remain invisible to public services.
- 3) The legal framework for responses to domestic violence needs to be improved.
- 4) Institutionalised multi-agency responses to domestic violence have not yet been established in many municipalities.



## 2. COUNTRY

PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

In Albania, violence against women is a widespread phenomenon. This violence is a legacy of Albania's patriarchal culture, and is reinforced by present economic, social and political underdevelopment. This violence is deeply rooted in patriarchal traditions and customs that have long shaped Albanian society. This is evident in the persistence of strict attitudes towards gender roles and identities, patriarchal authority, respect for codes of honour and shame, and the control of several generations in the family. These attitudes are connected to poverty, inequality in employment and education, and migration trends. It is one of the least visible but most prevalent forms of violence, and an insidious violation of human rights.

Albania lacks a functional and well-coordinated system for violence-prevention and treatment, and has few concrete re-integration opportunities for victims of domestic violence, exacerbating gender inequality. This situation has a serious impact on the health and wellbeing of those affected by domestic violence, and presents significant economic costs for communities. Intimate partner violence is the leading contributor to death, disability and illness for women aged 15 to 44 years (State Police Data, 2016).

Violence against women is prevalent and serious, but it is also preventable. A number of factors are known to contribute to violence against women and/or affect women's vulnerability to such violence. CLWG case documentation shows that the most significant determinants of violence against women are a) the unequal distribution of power and resources between men and women and b) an adherence to rigidly defined gender roles.

Organisations providing support services for victims of domestic violence identified the need for work with perpetrators at a time when there was no specific legal framework in this respect. The legal framework for protection from, and prevention of, domestic violence was

formalised early on, with the establishment of legal mechanisms and structures for victims and perpetrators of criminal offences (art.7/4/c of the law no. 9669 dated 18 December, 2006, “On measures towards domestic violence”). However, services dedicated to perpetrators were only introduced in practice in 2012.

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PLEASE GIVE AN OVERVIEW OF YOUR COUNTRY’S CRIMINAL AND CIVIL RESPONSE TO DOMESTIC VIOLENCE, ESPECIALLY ANY CHANGES WITHIN THE LAST 3 YEARS? (I.E. WHAT ARE THE MOST IMPORTANT LEGAL AND POLICY MEASURES AND HOW HAVE THEY BEEN IMPLEMENTED?)

On 18 December, 2006, the Albanian Parliament approved law no. 9669 “On measures towards domestic violence”. This law aimed to prevent and reduce domestic violence in all its forms, and ensure protection for victims of domestic violence and their family members through appropriate legal measures. The law has the following principal objectives:

- 1) The establishment of a coordinated network of authorities responsible for providing protection, support and rehabilitation for victims, as well as measures for the prevention of domestic violence
- 2) The establishment of frameworks and guidance for relevant authorities who are involved in supporting victims and preventing domestic violence at central and local levels
- 3) The reinforcement of a judicial system that is empowered to take precautions against domestic violence
- 4) The implementation of efficient services for victims of domestic violence offered free of charge by the courts and other agencies, in accordance with the law

This legislation defines violence as “each activity or inactivity of a person towards another, bringing as a consequence the infringement of physical, moral, psychological, sexual, social and economic integrity”. Domestic violence is defined as “any violating act exercised towards persons who are, or have been, in a family relationship”. According to the law, those defined as family members include

- a. A spouse, common-law partner, ex-spouse, or ex-common-law partner;
- b. Direct relationship like brothers and sisters - law no. 9669 also includes adopting parents, and adopted children;
- c. The spouse or common-law partner of persons specified under “b”;
- d. Relatives of a spouse or common-law partner, including their parents, and any adopted children;
- e. The brothers and sisters of a spouse if they have lived together for at least the last three months;
- f. The children of a spouse or common-law partner.

Protection measures under this legislation include court-issued protective orders and immediate protective orders (that can be issued temporarily). Once the request for a protective order has been submitted by the police or the prosecutor’s office, a victim’s request to withdraw the suit or to cancel the case does not impact on the legal process. The law defines the violated woman as a “witness obligated to testify,” because she is the principal witness.

Failure to execute a protective order or an immediate protective order constitutes a criminal offence, as per article 320 of the criminal code. Consequently, its perpetrator may be arrested without warrant. Following recommendations, certain amendments have been made to the criminal code of Albania through law no. 23/2012, “On some supplements and variations on the law no. 7895 dated 27/01/1995”.

The Albanian criminal code pays special attention to the protection of individual freedoms and human rights.

- Most of its measures ensure protection from actions that violate the physical, mental and sexual integrity of an individual, and, whether directly or otherwise, ensure that women receive special protection from domestic violence and violence in general.
- Domestic violence is treated as a specific criminal offence, fulfilling international standards and the recommendations of the CEDAW Committee.
- Severing of the punishment's measure
- Harsher sanctions against perpetrators have been introduced. The definition of marital rape as a criminal offence has provided another opportunity for addressing current societal taboos, and the perceptions of such crimes.

Albania's judicial system provides a highly efficient mechanism for protecting and ensuring the rights and fundamental freedoms of the individual, and is thus a means for preventing violence and offering protection for victims. According to Law no. 9669, victims have the opportunity to be present in a trial setting, with their notification. Even in cases in which victims do not wish to be present, the procedure related to the examination of the protection order continues in court. NGOs have reported that, in cases of domestic violence, police tend to routinely initiate a petition for a protection order, even in cases where a criminal prosecution might be more appropriate.

In some domestic violence cases, judges have complied with the dispositions of the civil procedure code that relate to the notification of relevant parties, and have thus treated domestic violence offences as civil cases. This has resulted in some victims being dismissed because they have been absent from court without explanation, despite receiving notice from the court. Some courts have suspended these cases, failing to take into consideration the specificity of the law on domestic violence. This represents a misunderstanding of Law no. 9669. Cases presented by the police station and prosecution office have to proceed. The non-appearance of the victim does not constitute a barrier for the examination of the case presented to the court. Decisions to suspend such cases, due to the victim's nonappearance

in court, are thus based on the civil procedure code, not the specific law on domestic violence.

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PLEASE TELL US ABOUT THE PROGRESS YOUR COUNTRY HAS MADE IN RELATION TO ISTANBUL CONVENTION.

The Council of Europe has approved the Convention for Preventing and Combatting Violence Against Women and Domestic Violence. Albania, as a member state of the Council of Europe, was the second country to ratify this convention, under law no.104/2012.<sup>1</sup> This convention is a legal instrument that assists in protecting the rights of women and children and preventing violence committed against them. The purpose of the convention is to protect women and children from all forms of violence as well as prevent, prosecute, and eliminate violence against women and domestic violence. The convention includes a focus on the elimination of all forms of discrimination against women and the promotion of the essential equality of men and women. In addition, the convention addresses the need for effective cooperation between organisations and law enforcement agencies in order to develop an integrated approach towards eliminating violence against women and domestic violence.

As part of the development of an integrated, preventive approach to domestic violence, a Memorandum of Understanding on consolidating the services of the CLWG as a national hotline was finalised in November, 2016. Mobile telecommunication companies have agreed to provide free-of-charge tariffs for incoming calls to the assigned numbers. This service is part of the Albanian Government's obligations upon its ratification of the Istanbul Convention.

The CLWG has participated in the drafting and commenting process for the new strategy on gender equality. During this process the CLWG has been able to attend various meetings,

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<sup>1</sup> Explanatory report

and articulate pressing issues such as the importance of a consolidated system of referrals, a rehabilitative approach towards victims and perpetrators, and a system of prevention that includes multi-level educational, social and community approaches.

Several awareness-raising campaigns have been organised, in close cooperation with the Ministry of Social Welfare and Youth, and with the support and participation of civil society organisations and international organisations. These include the campaign of 16 days of activism against gender-based violence under the motto “boys and men are part of the solution – show you are against violence”; the “He for She” campaign aimed at encouraging the implementation of specific components of the National Action Plan for Men and Boys; and the UN UNITE orange campaign.

Domestic violence not only affects the person being directly abused, but also has a significant impact on other family members, and children in particular. Its effects are thus passed on to society as a whole, impacting community values. With this in mind, our organisations have facilitated local campaigns aimed at engaging young people in general, highschool students and their teachers, human rights activists and media in speaking about violence against vulnerable family members.

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DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

Our partner organisation Women to Women (WTW), in Shkodra, has opened an office called ZDB, dedicated to work with perpetrators. WTW has also been engaged in:

- Advocacy services for victims of domestic violence
- Crisis centres/shelters for victims of domestic violence
- Counselling for men who use violence in family relations
- Education and awareness-raising programmes

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TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

Work with men who perpetuate domestic violence is still relatively new in Albania, thus it is difficult to discuss best practices. However, based on our experiences, we believe that effective treatment requires a consistent, multi-layered, systemic response. Interventions in education/prevention, responses aimed at enhancing victim safety, and efforts to hold abusers accountable for their violence have proven to be the most effective interventions. The establishment of multi-agency ad-hoc teams, working towards coordinated service delivery, ensure the provision of holistic responses to victims' needs and ensure abusers' accountability.

Our work with perpetrators has three directions:

1) *Prevention work with young boys and communities*

It has been argued that dedicating resources to programmes that target men and boys depletes the scarce resources that are allocated to services for women and girls who are victims of violence. This is a reasonable concern but it is based on an incomplete argument. Experience has demonstrated the benefits of programmes that involve men and boys in challenging gender inequality and working to end violence against women.

2) *Individual counselling for men who perpetrate violence in the family*

Treatment is focused on behaviour change and based on cognitive behavioural therapy, combined with elements of rational-emotional therapy. The counselling process helps men to find their motivation for change, take accountability for the violence they have committed, and find alternative behaviours free from violence. Cooperation with women's services and realisation of action protocols have proven to be essential in effectively and safely managing cases.

### 3) *Systemic cooperation for integrated interventions*

Domestic violence case management requires responses at multiple levels. Such responses must work at the level of individuals and families, but must also involve local/central governments, the justice system, public social/educational services, non-governmental and private sectors, and communities. At the same time, work experience shows that approaches must be long-term, sustainable, integrated, and collaborative. Systemic cooperation in perpetrator treatment is based on the following actions:

- Referral of perpetrators
- Assistance for case management
- Case follow-up
- Joint information for, and education of, public servants

Consultations are ongoing between civil society and public institutions at local and central levels, in order to develop recognition for work with perpetrators of domestic violence and improve legal frameworks.



#### 4. NEEDS AND RECOMMENDATIONS

##### WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

- ***Continue integrated approach against domestic violence and discrimination:*** Despite the progress that has been made with regard to legal and institutional frameworks, discrimination against women and domestic violence remain widespread in Albania. The allocation of human, technical and financial resources at national and local levels to support these laws and policies remains insufficient. Lack of funding substantially hampers the effective implementation of relevant policies, and slows the introduction of an integrated approach to prevention. The National Strategy on Gender Equality needs adequate financial and human resources, mechanisms and structures to be properly implemented in practice.
- ***More training and capacity building for law enforcement officials:*** There remains a need for systematic training and capacity-building of the judiciary and the police in order to ensure proper application of relevant legislation and to guarantee adequate support for victims (according to EU directives). For example, NGO's have reported that in cases of domestic violence police tend to routinely initiate a petition for a protection order, even in cases where criminal prosecution might be more appropriate. Additional resources and training for police is also necessary to ensure the enforcement of protection orders. Furthermore, local authorities require further technical and financial support to enable community responses to domestic violence cases, particularly in rural areas.
- ***Victim Support:*** More must be done to protect victims through, for example, the establishment of sufficient public shelters for victims of domestic violence. Victims' access to justice must be improved, in particular through the effective implementation

of laws regarding legal aid. The state must support an effective 24-hour national helpline offering specialised counselling services for victims of domestic violence. State-funding is essential to overcome fundraising issues, and to consolidate services. Further, work must be done to change attitudes towards the victims of sexual crimes, who are still often blamed for "encouraging" such violence, and as a result are often isolated within their local community. Emphasis must be placed on the reintegration of victims of domestic violence in the community. More public resources must be directed towards providing training and employment opportunities for abused women, and facilitating their access to housing.

- ***Establishing a “child witness protection” approach, for the protection of child victims:*** There is an urgent need to address this issue, due to the increased number of domestic violence cases in which children are directly involved.
- ***Working with perpetrators:*** In order to effectively prevent further violence within families, there is an urgent need for properly adapted legislation, which can give a “free hand” to judges, prosecutors and police to refer perpetrators to treatment programmes. So far, this process has been impeded by a lack of understanding around this law, and by a lack of services to which perpetrators can be referred. Based on current practices, there is a need to foster work with perpetrators, that is orientated towards victim safety, within a coordinated community response.
- ***Prevention activities:*** Such activities need to be significantly improved and should include, for example, awareness-raising campaigns, the inclusion of gender perspectives in school curricula, and the increased provision of information about the rights and legal mechanisms encompassed in domestic violence law. Towards this end, enhanced cooperation with the media remains crucial in order to promote responsible and sensitive reporting in this field.

- ***Educating men and boys to take a stand against gender-based violence:*** Raising awareness about gender equality, women’s rights, and gender-based violence is only the first step in engaging men and boys in preventing and eliminating gender-based violence. Men and boys can play a key role in achieving this shared societal goal by, firstly, behaving non-violently in their own lives; secondly, by taking action whenever they witness or become aware of cases of violence against women; and, thirdly, by contributing to campaigns, initiatives, and programmes that address gender-based violence.

Written by Iris Luarasi, Counselling Line for Women and Girls (CLWG)

NATIONAL REPORT AUSTRIA 2016

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DETAILS REPORT WRITING ORGANISATION

Country: Austria

Organisation writing report: Coordination of the Federal Working Group on Victim-Safety Oriented Work with Perpetrators (the coordination is carried out by the Domestic Violence Intervention Centre Vienna)

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## 1. ORGANISATIONS/PROGRAMMES

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WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

The Federal Working Group on Victim Safety Oriented Work with Perpetrators (BAG-OTA) is a network of expert organisations founded on the initiative of the Domestic Violence Intervention Centre Vienna in 2011.

Members of the Federal Working Group are organisations which promote and undertake programmes for perpetrators based on the standards of the Istanbul Convention. These organisations are primarily concerned with supporting victims and ensuring their safety, in line with their human rights. Programmes are set up and implemented in close co-ordination with specialist support services for women victims of partner violence and domestic violence.

WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

- There is a lack of funding for specialist services for women victims of violence and their children.
- There remains widespread impunity for male violence and violence against women is seriously underreported in Austria. The majority of women victims do not report serious incidents to the police or other agencies.<sup>2</sup> Further, most cases that do get reported are dropped and never sanctioned. There is thus a high rate of impunity for male violence against women and children.
- A lack of accountability in the justice system is a major reason why few perpetrators are mandated to participate in programmes. The result has been a low demand for perpetrators' programmes, and small-scale organisations face difficulties in putting pressure on governments to invest in state wide and sustainable programmes for perpetrators. In the majority of provinces in Austria, training groups are unable to begin due to a lack of participants.
- There is a lack of funding for perpetrator programs oriented towards victim safety, and a lack of unified structures and approaches.

## 2. COUNTRY

PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

In Austria, engaged government agencies and women's NGOs have supported the establishment of an intervention system aimed at providing immediate protection and support to victims of gender-based and domestic violence. In 1997, the "police barring order" came into force, guaranteeing the right of the victim to stay in their own home, and

<sup>2</sup> European Union Agency for Fundamental Rights (Hg.) (2014).

empowering the police to expel the perpetrator for two weeks if they pose an immediate danger to the life, health and freedom of a person. Intervention Centres have been established in all nine provinces of Austria, providing immediate support to victims without unnecessary bureaucracy. In 2015, police issued 8,261 barring orders in cases of partner and domestic violence.<sup>3</sup> In Vienna, there were 9.5 barring orders per 10,000 people.<sup>4</sup> In general, more police barring orders are issued in urban areas than in rural areas, and the number of such orders is disproportionately high in Vienna. In approximately 91.6% of all cases of police barring orders issued in 2015, the victims were female family members.<sup>5</sup>

The law allows and obliges police to send reports to a regional intervention centre within 48 hours. The intervention centre then contacts the victims and provides pro-active, cost-free support based on the rights and needs of the individual victim. Victims can also obtain longer protection by applying for a civil court protection order. There are several protective measures available, including protection from stalking.

Austrian criminal law enforces mandatory prosecution for all cases of violence, thus if a criminal act has been committed, the police are obliged to report it to prosecution. The criminal justice system also sets protective measures, such as restraining orders, as conditions for release from pre-trial detention. However, the criminal justice system in Austria remains the “missing link” in the intervention system, despite considerable progress in some areas including legislation on stalking and repeat acts of violence. Important improvements have also taken place in relation to support for victims, including a regulation in criminal procedure law that gives every victim of violent crime the right to psycho-social and legal support in criminal and related civil proceedings. This support is free of charge for victims, and free of unnecessary bureaucracy. Victims in criminal cases are also entitled to be accompanied by two experts during proceedings. One such expert provides psycho-social support, and the other provides legal support and represents the victim in proceedings.

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<sup>3</sup> Tätigkeitsbericht. Wiener Interventionsstelle gegen Gewalt in der Familie, 2015.

<sup>4</sup> Tätigkeitsbericht. Wiener Interventionsstelle gegen Gewalt in der Familie, 2015. Vienna has approx. 1,8 million inhabitants.

<sup>5</sup> Tätigkeitsbericht. Wiener Interventionsstelle gegen Gewalt in der Familie, 2015.

Despite this progress, impunity remains high. Women victims of partner violence and their children do not receive appropriate protection, as repeat cases of femicide/homicide exemplify. Recently, the cases of two women murdered by their husbands following repeated acts of violence and death threats, were brought before the CEDAW Committee, a human rights body. The committee found that Austria had violated the two women's rights to life and health. In another tragic case, an 8-year-old boy was killed by his father after the repeated physical and sexual abuse of his mother. The case was brought to the European Court of Human Rights in Strasbourg and is currently pending. Such cases demonstrate the failures of the Austrian system in protecting victims, and preventing perpetrators from (re)offending.

Perpetrator-related interventions in Austria are not yet effective in preventing violence and protecting victims. A lot more needs to be done to improve the intervention system.

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DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

There are two main types of organisations working with perpetrators of domestic violence in Austria. Firstly, there are programmes run by counselling centres focused on supporting men, and organisations that provide comprehensive counselling services, such as family counselling centres. All such organisations operate at the regional/provincial level. Secondly, there is the Austrian national probation service ("Neustart") run by an NGO working on behalf of the Ministry of Justice. Neustart's work is based on probation law, and covers a great variety of services including alternative sanction measures and restorative justice measures, such as victim-offender mediation.



The Federal Working Group has undertaken a mapping of perpetrator services, updated in 2015.<sup>6</sup> The group identified 11 organisations working with perpetrators of domestic violence in Austria, across nine provinces. The majority of these programs are small scale, and work predominantly with individual perpetrators.

Two programmes have integrated standards for victim safety (Vienna and Graz) and they run in close cooperation with women's support services. The first such program, the Anti-Violence Program Vienna, was established in 1999 and receives some federal funding. Nevertheless, its funding remains insecure, and each year the programme faces the possibility of being shut down. It is not known how much funding is currently being spent in total on programmes for perpetrators in Austria.

Further projects involving collaborations between organisations involved in perpetrator work and specialist victim support have been developed, or are planned, as a result of the work of the Federal Working Group. These are described below.

### 3. BEST PRACTICES

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TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

The Federal Working Group on Victim Safety Oriented Work with Perpetrators of Gender Based Violence (BAG OTA) was founded in 2011. The working group was initiated by the Domestic Violence Intervention Centre, which has offered an anti-violence program, together with the Men's Centre in Vienna, since 1999. The working group is comprised of experts from NGOs working with perpetrators in all Austrian provinces, as well as experts from specialised women's support services. The group is recognised and funded by the Federal Government, with a small grant of €5,000 for the purposes of coordinating meetings.

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<sup>6</sup> Furtenbach Nikola/Logar Rosa (2016).

The aim of the working group is to establish and implement standards for work with perpetrators that comply with the Istanbul Convention. The group thus aims to ensure that the safety of victims, and respect for their human rights, are of primary concern in work with perpetrators; that a gendered understanding is applied to such work; and that activities are carried out in close coordination with women's support services. The working group has already achieved important progress:

- A mapping of programmes has been carried out, including an analysis of data collection in this sector.<sup>7</sup>
- A protocol of cooperation has been established between the national probation service and specialist support services for women victims of violence.<sup>8</sup> It was agreed that, in every case of probation in domestic violence cases, the probation service will work together with specialist victim's support services to ensure victims are safe and that they receive adequate support.
- Standards and guidelines for victim-safety oriented work with perpetrators has been developed and presented to the inter-ministerial working group responsible for the implementation of the national action plan on violence against women. The standards are based on a gendered understanding of domestic violence.

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<sup>7</sup> Furtenbach Nikola/Logar Rosa (2016).

<sup>8</sup> The work of the national probation service is established by law and carried out by a non-governmental non-profit organisation (Neustart). Specialist support services include Women's Refuge ("Frauenhäuser"), Domestic Abuse Intervention Center Vienna ("Interventionsstelle") and protection against violence centres ("Gewaltschutzzentren").

#### 4. NEEDS AND RECOMMENDATIONS

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##### WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

Despite the progress that has been made since the Istanbul Convention entered into force, there remain gaps in the field of work with perpetrators that need to be addressed.

##### **Lack of accountability for perpetrators in the criminal justice system and lack of referrals to perpetrator programmes**

A major concern is that, currently, very few perpetrators are referred to programmes which focus on working with perpetrators. This is related to a concerning lack of accountability for perpetrators in the justice system. Even if violence is reported, the majority of cases of violence against women are not sanctioned. This lack of accountability is extremely problematic, because it conveys the message that violence against women is not to be taken seriously. It also has a direct effect on work with perpetrators, as few people are referred to perpetrator programmes. In theory, the Austrian criminal justice system is a modern system, whose methods are not simply repressive but rather combine sanctions with measures of rehabilitation, such as working with probation officers, probation time and other possibilities. However, in practice, these available measures are not adequately applied in cases of gender-based violence. For example, probation services are equipped to offer specialist training to perpetrators in all areas of Austria. However, these trainings take place in only two provinces, as there are so few perpetrators ordered by the criminal justice system to join a probation programme. Currently, it is estimated that less than 1% of perpetrators in reported cases of gender violence are mandated to attend perpetrator programmes.

### Lack of data

The national working group BAG OTA has found, during its mapping research, that there is currently no national data comparing work with perpetrators in Austria. Therefore, questions regarding the number of places and the number of perpetrators enrolled annually cannot currently be answered. However, data from the oldest programme can be used as an example. In 2015, 158 perpetrators were in contact with the programme. Not all perpetrators were allowed to begin the programme, as some were considered to be too high risk, or had drug problems for example. Further, of those who completed the clearing phase and were allowed to start the programme, 8.2% dropped out.<sup>9</sup> Overall, out of the 158 who were in contact with the programme, 23 (14.6%) completed the programme, 74 (46.8%) did not start or dropped out, and 61 (38.6%) remain in the programme. Once perpetrators have finished the clearing phase and are allowed to begin the programme, the dropout rate is low (8.2%).

### Recommendations

- Effective measures must be taken to ensure that gender-based violence against women is effectively prosecuted and punished. When appropriate, perpetrators must be referred to anti-violence programmes which fulfil the standards of the Istanbul Convention. This will require ministerial decrees and mandatory training for judges and other relevant personnel during their basic training.
- Adequate and sustainable (long-term) funding must be provided to establish victim safety oriented programmes for perpetrators in all nine provinces of Austria. Funding should be directed towards programmes which fulfil the standards of the Istanbul Convention.
- Financial support for the work of national expert groups needs to be continued and increased, to ensure that standards can be further developed and implemented, and comparable national data can be collected and provided annually.

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<sup>9</sup> Wiener Interventionsstelle gegen Gewalt in der Familie (Hg.) (2015).

- At a minimum, the following data should be collected on a national level, using the same categories in order to make the data comparable:
  - Number of victim-safety oriented places in perpetrator programmes
  - Number of perpetrators enrolled, and number of completers
  - Number of victims supported by women's support services with whom the programme cooperates
  - Age and gender of perpetrator
  - Age and gender of victim
  - Relationship of the perpetrator to the victim
  - Form of violence against women
  - Geographical location

Written by Rosa Logar (CEO Wiener Interventionsstelle gegen Gewalt in der Familie), Elisabeth Gruber (Wiener Interventionsstelle gegen Gewalt in der Familie und Coordination BAG OTA), Heinrich Kraus (Männerberatung Wien) and Christian Scambor (Verein für Männer und Geschlechterthemen Steiermark)

Annex - Sources:

European Union Agency for Fundamental Rights (Ed.) (2014): Violence against Women – An EU wide Survey, Main results, Belgium.

Furtenbach Nikola/Logar Rosa (2016): Partnerschaften gegen Gewalt. Bericht zum Stand (opferschutzorientierter Täterarbeit) bei Gewalt an Frauen und häuslicher Gewalt in Österreich. Wien.

Wiener Interventionsstelle gegen Gewalt in der Familie (Ed.) (2015): Tätigkeitsbericht. Wien.

## NATIONAL REPORT BELGIUM 2016

## DETAILS REPORT WRITING ORGANISATION

Country: Belgium

Organisation writing report: Family Justice Centre Antwerp – Provincial coordination on policy on violence

Contact Name and Details: Pascale Franck – Family Justice Centre – Lozanastraat 223 – 2018 Antwerpen

Representing any other organisations? Yes

Names of these organisations: All organisations involved in the FJC including local authorities, police, prosecutors, women's aid, shelters, services for child abuse, services for social welfare, counselling, medical services, services for housing, probation, perpetrator programs, services for migrants and asylum seekers, youth care, centres for mental health, services for job seeking, etc.

## 1. ORGANISATIONS/PROGRAMMES

## WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

The Welfare and Health Service is a large service provider active in the province of Antwerp. It has several areas of concern, including issues related to poverty, violence, equal opportunity, and the elderly, for example.

A team of four co-operators are involved in the provincial coordination of violence and victim care. In particular, these services address physical, sexual, psychological, and honour-

based violence through networking, training, innovative projects and sensitisation. There is a particular focus on partner violence, and violence against women and children.

The provincial co-ordination programme works to formulate effective and appropriate measures for victims of physical, sexual and psychological violence. Further, it develops measures and projects to act effectively against various forms of violence. It regularly distributes information and assists in the development of expertise. Services are diversified, to target particular groups, themes and methodologies.

The provincial coordination on violence and victim care works in collaboration with the city of Antwerp as well as with partners from justice organisations, the police, centres for general welfare, victim aid, women's aid, perpetrator programmes, and with centres for child abuse and youth care such as the Family Justice Centre in Antwerp. The Family Justice Centre provides an integrated, multidisciplinary approach to family violence, through which victims of violence and their family members can find the help they need in one location. The Family Justice Centre is guided by principles of victim-centeredness, and accountability for offenders.

The Family Justice Centre Antwerp has a specific interdisciplinary team, the CO3, which focuses on complex cases of family violence. A joint plan of action, fine-tuned and discussed with victims and families, is at the forefront of their approach. The aim of the CO3 is not only to intervene in violent situations, but also to strengthen protective measures within families, in order to avoid the recurrence of violence in the future, and to assist victims and families in addressing underlying problems.



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WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

- Funding (in order to establish complete centres in all regions)
- The uncertain position of women in migration situations/refugees
- Silos between organisations (e.g. domestic violence and child abuse organisations, front desk and specialised support, etc.)
- Sustainability of larger organisations that are involved in tackling and preventing violence

## 2. COUNTRY

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PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

In our three regions there exists reliable, if small, quantitative programmes, offered by a small team. The programmes are mostly funded by local authorities. Despite good evaluations, the government does not provide adequate funding.

In other regions, programmes are also limited, and rely on local funding and/or local initiatives. The Federal Government is currently researching all initiatives relating to perpetrator programmes in cases of partner violence in Belgium. Results are expected in January 2017.

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PLEASE GIVE AN OVERVIEW OF YOUR COUNTRY'S CRIMINAL AND CIVIL RESPONSE TO DOMESTIC VIOLENCE, ESPECIALLY ANY CHANGES WITHIN THE LAST 3 YEARS? (I.E. WHAT ARE THE MOST IMPORTANT LEGAL AND POLICY MEASURES AND HOW HAVE THEY BEEN IMPLEMENTED?)

The circular from the Minister of Justice and the Board of Procurators General concerning criminal justice policy on partner violence (COL4/2006) has strengthened existing services to combat partner violence. This has led to the elaboration of a uniform criminal justice policy in the context of partner violence. The circular COL 4/2006 is a good tool for protecting victims of partner violence and dealing with offenders. Its main aim is to prevent recidivism, and its approach is not repressive, but rather aims to bring about positive changes in attitudes. Police now systematically register all forms of domestic violence and further, magistrates from the office of the public prosecutor attach more importance to this form of violence.

In 2015, COL 4/2006 was improved and revised and this revised circular follows the same logic of intervention as the original document. The document is based on the conviction that offenders should face reprimand as soon as possible, in order to limit this type of violence, and prevent its escalation. COL 4/2006 outlines the importance of reacting promptly and appropriately to all forms of gender-based violence, and the necessity of providing victims with adequate and immediate protection. For this reason, the circular concerning the sexual aggression set (SAS) will also be revised. Simultaneously, a specific circular concerning honour-based violence is to be drafted.

Combatting gender-based violence, particularly intimate partner violence and sexual offenses, remains a priority of the national security plan. It is thus also a priority for all local security plans, as well as for the 'Kadernota Integrale Veiligheid' (framework memorandum of integral security). These tools determine the overall police and justice framework relating to gender-based violence, and they will be incorporated into the current plan, in line with the principles of the Istanbul Convention.

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PLEASE TELL US ABOUT THE PROGRESS YOUR COUNTRY HAS MADE IN RELATION TO ISTANBUL CONVENTION.

The Istanbul Convention was ratified in 2016. The National Action plan for the implementation of relevant measures is now available: <http://igvm-iefh.belgium.be/en>; [http://igvm-iefh.belgium.be/sites/default/files/comprehensive\\_press\\_file\\_0.pdf](http://igvm-iefh.belgium.be/sites/default/files/comprehensive_press_file_0.pdf).

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DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

An overview of existing programmes will be available in January. Most programmes are very small and locally organised.

### 3. BEST PRACTICES

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TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

The Time Out programs work closely with victim support and interagency work on domestic violence. There is also a close working relationship with services for children who witness/experience violence in the family.

### 4. NEEDS AND RECOMMENDATIONS

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WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

Family Justice Centres need to be established in every region. This is a work in progress, and some regions are currently in the beginning stages.

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WHAT ARE THE MOST IMPORTANT TASKS AND STEPS THAT YOU FEEL SHOULD BE FOCUSED ON IN YOUR COUNTRY IN ORDER TO TACKLE DOMESTIC VIOLENCE ON A GENERAL LEVEL?

- Sustainable funding
- Research to expand good practices
- Developing of interdisciplinary approaches such as Family Justice Centres

Written by Pascale Franck, Family Justice Centre Antwerp

## NATIONAL REPORT BOSNIA AND HERZEGOVINA 2016

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DETAILS REPORT WRITING ORGANISATION

Country: Bosnia and Herzegovina

Organisation writing report: NGO Budućnost – Modriča, website: <http://www.buducnost-md.com/>

Contact Name and Details: Gordana Vidović

Gordana Vidović holds a law degree from the University of Sarajevo and passed the bar exam in Belgrade. She founded the “Budućnost” NGO in 1996, and continues to run the organisation to this day. For 20 years she has been actively involved in different peace and human rights initiatives in Bosnia and Herzegovina (BiH). Vidović has had important roles in a range of expert groups. In 1998 Vidović was involved in the gender reference group for Republika Srpska aimed at establishing gender mechanisms. She has worked as a consultant for developing a multi-disciplinary approach for suppressing domestic violence, as a national rapporteur for the position of women in political parties, and as a member of the BiH Children’s Council Team of Experts, a group addressing education, children’s rights, the business sector and social protection. Vidović is also an expert consultant in the field of political participation of women, gender-based violence and programmes for offenders. She has created an innovative model of referral mechanisms for institutions and local communities, related to the prevention of gender-based violence.

Representing any other organisations? No

## 1. ORGANISATIONS/PROGRAMMES

### WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

Citizens Association Future is a non-governmental organisation founded in 1996 with the objective of preventing and ending violence against women. Since the establishment of the organisation, we have provided a variety of consulting services to women, and in 2000 we established safe houses for women victims of violence. In Bosnia and Herzegovina and beyond we are recognised for our advocacy activities related to the adoption of laws and policies on gender equality.

Through our work with victims, we began to realise the importance of providing men with opportunities to develop their communication skills, stress coping skills, and self-control, in order to adequately address domestic violence, and achieve good results for victims. In this way repeated violent patterns of behaviour can be prevented. This was the motivation behind the first men's centre in BiH. This step is of crucial importance, because violence against women cannot be reduced unless men as perpetrators or potential perpetrators are involved in the entire process. Further, it must be recognised that many men have problems that are rarely addressed, and there are few social support services to assist them in finding solutions.

This approach is new within the region, and the experiences of the men's centre are thus extremely valuable for institutions in this field. The men's centre was established on 25 November, 2010 as the fourth organisational unit of the Association of Citizens Future Modrica. This is the first project in Bosnia and Herzegovina to be directed towards perpetrators of violence, in order to address the causes of violence and to foster rehabilitation. During the pilot phase, professionals from the humanities and health sciences were trained in the implementation of psychosocial treatment of perpetrators of domestic violence. Vocational training has been carried out by the Croatian Society for Psychological Assistance (Prof. Dean Ajduković). The men's centre has been slowly gaining the confidence of the local community, as well as the wider social community. Over time, the number of

clients who have asked for help without the prompting of a mediator has increased, indicating that domestic violence is becoming more and more demystified.

The men's centre is conceived of as a counselling and therapy centre for men who have problems with violence, but it is also a place where men can gather, get informed and socialise in an atmosphere of trust and cooperation. The most important component of the centre is its structured psychosocial treatment for perpetrators of violence, which assists men to stop their violent behaviour and take responsibility for violence.

The treatment is preceded by an initial procedure, during which a professional evaluates the possibilities for the perpetrator to achieve change, and the probability of them completing the goals of the treatment. This stage also involves an explanation of the treatment process. For those candidates who satisfy the criteria set in the initial procedure, the treatment then begins, and continues through at least 16 group meetings of two hours each. Treatment can also be undertaken through individual work if the team believes that such work would give better results. Group psychosocial treatment is a protective measure whose goal is to prevent further violence by achieving positive changes in behaviour. Perpetrators of violence who are involved in this structured treatment, are able to achieve insight into their own violent behaviour, adopt self-control over this behaviour, learn a number of social skills, and change harmful beliefs that contribute to their violent behaviour. In this way, psychosocial treatment of perpetrators of domestic violence can be said to contribute directly to the protection of victims of domestic violence and increase their safety.

This approach encourages perpetrators to take responsibility for their own behaviour, and teaches alternatives to violence in solving problems or conflicts. These positive changes are necessary to prevent relapses of aggression and domestic violence. The therapeutic work is undertaken in a group environment, with two male counsellors. If, in the team's estimation, the perpetrator requires additional motivation or sensitisation, individual work can be undertaken alongside group work, in order to avoid disturbing the group. If the perpetrator still does not manage to adapt to the group, he will be appointed individual work only.

The organisation has a particular focus on negotiating and cooperating with public institutions. Formally, the state has adopted relevant legislation, however this measure is

still not ready to be implemented in practice. With a lack of formal possibilities, cooperation with relevant professionals has been established, and perpetrators of violence are sent to the men's centre in order to start the initial procedure of evaluation for inclusion into psycho-social treatment.

Psycho-social work with perpetrators of violence has been the most important area of the men's centre's work since its foundation, because it obliges men to take responsibility for the violence they commit against their family members. The process of referring perpetrators from other institutions is slow, thus the organisation has developed a strategy for including men whose wives are users of the safe house. The organisation has developed a programme that is appealing for men from the community, in order to demystify the men's centre. Over time, interest in counselling services has increased, due to men's various issues relating to social protection, family legal protection and psychological counselling. These are direct indicators that men's attitudes are changing.<sup>10</sup> Providing men with possibilities and strengthening those men who belong to sensitive social groups increases their opportunities to actively and productively participate in society. These activities are thus very important, because they are often a way of preventing violence. In several cases, male users of different men's centre services have voluntarily applied for inclusion into psychosocial treatment.

The men's centre has developed a "mixed" approach to its programme that aims to gain men's trust and encourage their readiness for change. However, the focus needs to be on the prevention of violent behaviour throughout all activities, and it needs to be clear that there is no tolerance of violence in any form.

## 2. COUNTRY

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### PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

Governmental institutions on all levels in BiH have been taking comprehensive measures to raise awareness of different types of gender-based violence, and to create an institutional frame for combatting it. Nevertheless, women in BiH are still exposed to a high risk of

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<sup>10</sup> Association of citizens „Budućnost“ – 2010 - Research carried out before opening the men's centre showed that men have problems too, but they rarely ask for professional help because they believe no one understands them.



violence both in their immediate family environments, as well as in the wider community. Gender-based violence, unfortunately, remains a widespread form of basic human rights violation in Bosnia and Herzegovina. It is caused by deeply rooted patriarchal attitudes regarding the roles of women and men within society, and exacerbated by the commonly accepted attitude that this type of violence is a private problem between victim and perpetrator. These attitudes result in the state's unwillingness to implement laws and strategies.

Violence against women persists in Bosnia and Herzegovina and there remains a lack of significant progress in recognising the different forms of violence to which women of different ages are exposed on a daily basis. Despite a commitment to the implementation of international standards through the ratification of key international conventions, relevant regulations and public policies in BiH do not recognise violence against women as a specific form of gender-based violence. Further, these policies use gender-neutral definitions, which functions to minimise the degree of social danger and violence which women are exposed to in both private and public spheres of life.

Government institutions in BiH have not provided mechanisms for the continuous, accessible and sensitised provision of information on women's rights, nor on the support and assistance available for women exposed to violence. Permanent campaigns need to be implemented to inform the public about the causes and consequences of domestic violence, and the legal or punitive measures that can be taken against the perpetrators of violence, in order to raise public awareness and general prevention. Women subjected to violence are still not ensured unhindered access to the system, or efficient and sensitised support and assistance.<sup>11</sup> Further, women are faced with various forms of prejudice and discrimination,

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<sup>11</sup> **Judiciary** has a key role in protecting the human right of women to live without violence. The project "**Realisation of sex and gender equality through monitoring judiciary**", was undertaken to independently monitor criminal proceedings in cases of gender-based violence. The monitoring was performed by the Association of Citizens "**Centar za pravnu pomoć ženama**" Zenica (for the Federation of Bosnia and Herzegovina) and Foundation „**Udružene žene**" Banja Luka (for Republic of Srpska), in partnership with the Association of Citizens "**Budućnost**" Modriča, Association of Women "**Most**" Višegrad and Foundation "**Lara**" Bijeljina. The results of the one-year monitoring project indicate that criminal sanctions for acts of sex- and gender-based violence are generally lenient, often on the statutory limit, and sometimes even under it. Lack of determination of safety measures, as well as protective measures, was also evident. The monitoring did not record a single case in which a protective measure was imposed, despite the fact that conditions suggested that imposing such a measure would be practical, since the cases involved violence committed under the influence of alcohol, by people with certain psychological disorders, repeated crimes, domestic violence, etc. Furthermore, a large number of probations were imposed. In none of the recorded cases was a defendant put under protective supervision, nor was the measure of psychosocial treatment imposed. This lenient punishment, and lack of mandated protective measures such as psychosocial treatment, sends the wrong message to perpetrators, and does not force them to face the consequences of their behaviour.

both in their immediate environments, as well as from professionals working in institutions whose duties and powers are directly regulated by laws and regulations.

In Bosnia and Herzegovina, legislation has addressed domestic violence through the development of certain protection measures, among which the psycho-social treatment of perpetrators of violence is the most significant. This area of legislation has so far proved to be unenforceable in practice because it lacks requirements for the imposition of protection measures that would allow the competent courts to impose these measures. Further, in cases where the request is submitted and the measures imposed, problems arise in its application. The implementation of treatment is lacking because not all municipalities have enough resources and trained experts to carry out the measures. Representatives of local institutions have stated that they do not have sufficient knowledge, clear instructions, or adequate funding necessary to implement this law.

Activities in this field remain sporadic, and vary depending upon the region or the canton. According to FBiH, the psychosocial treatment of perpetrators is carried out in all cantons. However, this treatment is uneven and depends greatly on the professionals involved and their specialised training in their home institutions. These institutions are mainly centres for mental health that operate within health centres and that are, according to regulations, the appointed structures to implement treatment. There is also uneven psychosocial treatment of perpetrators in the Republika Srpska (RS). The Doboj-Modriča region is the most active in this regard. Here, treatment is carried out under the scope of the Modriča Men's Centre.<sup>12</sup> Unfortunately, the formal intervention system is unregulated and the courts do not compel perpetrators to attend treatment. Rather, perpetrators are referred to treatment by

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Professionals who work in centres for social work, including social workers and psychologists, do not recognise the social danger of all types of gender-based violence against women, and therefore do not provide consistent, coordinated and adequate support and help and nor do they recommend urgent protective measures. This contributes to the feelings of insecurity experienced by victims. They have no trust in the system's institutions and find it hard to report violence.

In procedures responding to acts of violence against women and children, there is a lack of overall cooperation between the court, public prosecutor, police and authorised professionals who are obliged to provide support and protection to women victims of violence, whether they are adults or minors.

**Courts and prosecutions are obliged to ensure that criminal proceedings in this area are initiated and conducted with no postponements, in order to provide women who have suffered violence fast and efficient access to justice, and protection against repeated crimes.** As a first step, it is necessary to provide an optimal environment where injured adults and minors can feel safe to report violence. This is achieved most efficiently through the urgent action of authorised institutions and through **imposing proper protective measures and implementing consistent and efficient penal policy.**

<sup>12</sup> The male center is part of the organisation BUDUĆNOST

different institutions and their engagement in treatment is voluntary. Because these measures are not imposed by the courts and are not implemented, the psychosocial treatment of perpetrators in other regions of the RS remains at an alarmingly low level.

The activities of government institutions at all levels, particularly entity, state and Brcko District level, indicate slow progress towards meeting the international standards and obligations that BiH is committed to respect including the *Council of Europe Convention on Preventing and Combatting Violence against Women and Domestic Violence*.<sup>13</sup> Mutual cooperation, coordination and partnership activities with NGOs are also hampered by the absence of measurable and sustainable progress indicators in the area of preventing and combatting violence against women. One of the entities in BH, Republic of Srpska, has currently frozen all activities related to the Council of Europe convention.

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<sup>13</sup> On 7 November 2013, Bosnia and Herzegovina ratified the Convention (Official Gazette no. 15/13). The country is thus committed to undertaking a series of legislative and other measures aimed to prevent violence against women, provide support and assistance to women survivors of violence, and punish the perpetrators of violence.

### 3. BEST PRACTICES

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TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

Various initiatives within Bosnia and Herzegovina, including the men's centre, self-help groups, and centres involved in mental health, prove that professionals in the country have created a solid base upon which to build further developments.

### 4. NEEDS AND RECOMMENDATIONS

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WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

Inconsistent legislative norms and their lack of implementation still pose considerable challenges to organisations working with perpetrators. There are also various difficulties related to integration into the system, and recognition by the relevant institutions.

- 1) Bosnia and Herzegovina's experiences in terms of ending gender-based violence are not so different to those of other states, and BiH is not lagging behind with solutions and practices.
- 2) The need for multi-sectoral cooperation has been reiterated. Protocols on cooperation do exist, but need to be revised to include work with perpetrators, and need to be harmonised across entities and cantons.
- 3) The protection measure of compulsory psycho-social treatment in BiH is implemented in a very limited way. Positive examples include the Centre for Mental Health in Siroki Brijeg, and the Mann centre.
- 4) There needs to be continuous lobbying towards the adoption of the bylaw regulating the implementation of the measure in FBiH.
- 5) The bylaw on the implementation of compulsory psychosocial treatment in the RS is inadequate and is not being consistently implemented.

- 6) Professionals working with perpetrators (either individually or within an institution) need to have relevant experience (as social workers, psychologists, social pedagogues, or psychiatrists for example). They should be provided with additional training, as well as with supervision and adequate protection.
- 7) Campaign work is essential in spreading information about treatments for perpetrators of violence. Media presence, hotlines and public spaces are also important fields for awareness-raising.
- 8) International organisations can put pressure on the government to commit more strongly to implementing the Istanbul Convention and adopting all associated bylaws.

Written by Gordana Vidović, NGO Budućnost - Modriča

## NATIONAL REPORT BULGARIA 2016

## DETAILS REPORT WRITING ORGANISATION

Country: Bulgaria

Organisation writing report: Bulgarian Gender Research Foundation, Website:

<http://www.bgrf.org/?lang=11>

Contact Name and Details: Genoveva Tisheva, Email: [gtisheva@abv.bg](mailto:gtisheva@abv.bg) and Diyana Videva,

Email: [dianavideva@abv.bg](mailto:dianavideva@abv.bg)

Representing any other organisations? Yes

Names of these organisations: The Alliance for Protection from Gender-based Violence

## 1. ORGANISATIONS/PROGRAMMES

## WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

The Bulgarian Gender Research Foundation (BGRF) is one of the leading NGOs in the field of legislation and provision of legal services for victims of domestic violence and other forms of gender-based violence (GBV). Between 2000 and 2005 the NGO was involved in drafting and promoting legislation regarding protection from domestic violence in Bulgaria. Over the past three years, the BGRF has worked on advocacy and service provision related to the implementation of this legislation. In addition, the BGRF has provided innovative mobile services, and services for perpetrators of violence, since 2010. The NGO also provides psychological services and legal services for victims of violence through its branches in Sofia, particularly the Haskovo branch. The BGRF also specialises in the field of education, training professionals on the issues of GBV with a particular focus on training legal professionals. Further, for the past two years the BGRF's Haskovo branch has managed a crisis centre for

women and children victims of violence. The BGRF's cooperation with partners at national and international levels is a particular strength of the organisation. In 2008 the BGRF, along with other NGOs working against GBV, started to establish the Alliance for Protection against Domestic Violence. This has since been renamed the Alliance for Protection from Gender-based Violence.

The Alliance for Protection from Gender-based Violence (APGBV, the alliance) was officially registered in 2009, and brings together various non-governmental organisations that are engaged in activities and services in the field of violence prevention and the provision of services and programmes for victims. The organisations have authority and recognised expertise at national and local levels. All organisations involved in the alliance are providers of social services and work actively with victims and groups at risk, providing social, psychological and legal support to victims in accordance with the law on protection against domestic violence. The APGBV has an active focus on advocacy and lobbies for changes in national legislation with a view to ensuring more effective protection and defence against violence. The alliance brings together organisations from 11 cities across Bulgaria, who utilise legal mechanisms for the protection of persons affected by domestic violence and participate actively in monitoring the enforcement of legislation and the implementation of prevention activities among high risk groups.

During the past three years, the BGRF, together with the alliance, has successfully campaigned and lobbied for legislative changes. For example, during 2015, the alliance submitted demands to the National Assembly for amendments to be made to the criminal code in order enhance protections for victims of violence. These demands were partially accepted. The alliance and its NGO members also undertook a large national campaign for the ratification of the Istanbul Convention. They supported the national campaign "Open Your Eyes, Break the Silence", led by Maria Gabriel and partners, that advocated against violence against women, and put pressure on the Republic of Bulgaria to sign and ratify the Istanbul Convention. The convention was signed at the end of April 2016.

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WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

The main challenges are

- A lack of political will to carry out important legislative changes, and to ratify the Istanbul Convention,
- The issue of fragmented financing for services for victims of violence and programmes for perpetrators, and
- The absence of effective and state-supported prevention programmes.

## 2. COUNTRY

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PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

The main relevant regulation of civil law is the Law on Protection from Domestic Violence.

The Law on Protection from Domestic Violence (LPDV) provides a mechanism for victims of domestic violence in Bulgaria, allowing them to apply for protection before the regional court. Law Article 2 defines domestic violence as any act of physical, sexual, psychological, emotional or economic violence, including the attempt at such violence, and/or the forced restriction of privacy, personal freedom and personal rights, committed against persons who are in a relationship, who are or have been in a family relationship, or who are in a de facto marital cohabitation. Any domestic violence committed in the presence of a child is considered to be mental and emotional abuse.



Any person affected from domestic violence can seek protection under this law when the violence is committed by:

- 1) a spouse or former spouse;
- 2) a person with whom they are, or have been, involved in a de facto marital cohabitation;
- 3) a person with whom they have a child;
- 4) ascending;
- 5) descending;
- 6) a person, with whom there is kinship under lateral lines, up to the fourth degree inclusive;
- 7) a person, with whom there is or has been an affinity up to the third degree;
- 8) a guardian, trustee or adoptive parent;
- 9) an ascendant or descendant of the person with whom they are in a de facto marital cohabitation;
- 10) a person with whom a parent is or has been in a de facto marital cohabitation.

An application for protection may be submitted up to one month after the act of violence has been committed. There is no official form for applying for protection in Bulgaria, but the law regulates the necessary components of an application. Under the law, at the request of the victim, every doctor is obliged to issue a document to certify in writing the bodily harm, or other signs of violence, identified by him/her. There is no fee for submitting an initial application but, depending on the outcome, the applicant or the defendant must pay the costs associated with the case. Where there is an application for protection, the court must schedule a hearing within thirty days. In cases of direct, immediate or consequent risk to the life or health of victims, it is possible to apply for immediate protection. The court decides on such an application within 24 hours, in a closed session. The procedure for issuing the order for protection can be initiated at the request of:

- 1) the injured person, if they are above 14 years of age or under partial guardianship;
- 2) a sibling of the victim, or a person who has a straight line of kinship with the victim;
- 3) a guardian of the victim;

- 4) the director of the Directorate for Social Assistance in cases where the victim is a minor, is under guardianship or has disabilities.

Victims of domestic violence have improved access to justice under this law, because it is stipulated that, in the absence of other evidence, the court shall issue a protection order based solely on the statement of the victim and the allegations described in the application. If a protection order is issued, the defendant must pay a fine of 200 to 1,000 leva. The judge may order one or more of the measures for protection against domestic violence provided in the LPDV, which are the following:

- 1) oblige the perpetrator to refrain from committing domestic violence;
- 2) remove the offender from the jointly occupied dwelling for a period determined by the court;
- 3) ban the offender from approaching the victim's home, workplace and places for social contacts and leisure under the terms and conditions determined by the court;
- 4) temporarily determine the domicile of the child at the home of the parent who has not committed violence, under the terms and conditions determined by the court, as long as this does not contradict the interests of the child. (This measure is not necessary in pending legal cases between parents for custody, for determining the residence of the child or the regime of personal relationships);
- 5) oblige the perpetrator to attend specialised programmes;
- 6) direct victims towards rehabilitation programs.

Measures under paragraph 2, 3 and 4 are imposed for a period of three to 18 months.

Such orders are immediately enforceable. The police are responsible for the execution of measures 1 to 3 mentioned above. Under the LPDV, the state is also responsible for the introduction of programmes to prevent domestic violence and assist victims; the selection and training of personnel in the field of protection from violence; working with individuals

and legal entities registered under the Social Assistance Act; and supporting non-profit organisations in activities related to violence prevention and protection. The Bulgarian state budget and the budget for the Ministry of Justice allocate funding for non-profit organisations on an annual basis. Projects are funded according to the following thematic requirements: programmes for violence prevention and the protection for victims of domestic violence; programmes providing assistance to victims of domestic violence; training of professionals who carry out protection under the law; and specialised programmes for persons who have committed domestic violence, including social and psychological counselling.

As of January 11, 2015, victims of domestic violence can obtain protection throughout the European Union. Member states have introduced provisions in their national legislation under Regulation (EU) 1215/2012 on jurisdiction and the recognition and enforcement of judgments in civil and commercial matters (Recast), and Regulation (EU) 606/2013 on mutual recognition of measures and protection in civil matters. The aim of the respective changes in the civil procedural code, specifically the LPDV, is to ensure protection for victims of domestic violence when they are moving, travelling or working within the EU, and to provide procedural safeguards for affected persons.

Article 296 paragraph 1 of the criminal code regulates the penal responsibility for violating an order for protection, including a European OFP. The sanction is up to three years of imprisonment or a penalty of up to BGN 5000 (approximately EURO 2500). The provision is rarely applied, however there has been progress in recent years.

It is problematic that Bulgarian criminal law is not yet in compliance with the Istanbul Convention, particularly in relation to the prosecution of average and light injuries between spouses and close relatives. Such cases are still based on the complaints of victims, and because public prosecution is often not realised, police are unable to arrest aggressors. The fact that an act is a result of DV is not taken into account as an aggravating circumstance.

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PLEASE TELL US ABOUT THE PROGRESS YOUR COUNTRY HAS MADE IN RELATION TO ISTANBUL CONVENTION.

The decision to sign the Istanbul Convention was adopted on 16 April, 2016. The Council of Ministers stated that this decision was taken “in view of forthcoming ratification”.

There has been strong pressure from civil society for the government to ratify the convention, particularly from the APGBV as well as from other initiatives and NGOs. However, there has been no specific debate in parliament for undertaking an imminent step in that direction. The government has advanced a number of reasons for non-ratification, including the legislation’s lack of full compliance with the IC, as well as the financial and budgetary implications of ratification.

Several areas of Bulgarian law remain particularly problematic in relation to the convention. For example, the concept of rape in Bulgarian law does not comply with the main standards of the Council of Europe (CoE). In Bulgarian law, the concept of rape is not based on a lack of consent and is considered an act against the sexual integrity of women only. Also problematic is the treatment of the majority of criminal acts of domestic violence as crimes of a private nature, requiring a complaint from the victim in order to be prosecuted. Further, there is no criminalisation of acts such as stalking. Finally, there is no system in place for the continuous support of active NGOs working in the field. There is no explicit legislation and no special policy encompassing all forms of VAW and GBV, and no effective mechanism for integrating policies against VAW and DV. Reviews of legislation have been carried out by the government, by experts of the CoE and by civil society organisations. Independent reviews have consistently shown the need for amendments in criminal law, in civil legislation and in policy. Since 2011, CSOs have been exerting pressure on the government to address needed amendments, and have offered their cooperation in order to achieve compliance earlier.

Between June and October 2016 the Ministry of Justice organised two working groups for the elaboration of amendments to legislation within civil law and criminal law. Currently, a new restricted working group has been formed and will work on elaborating the draft changes until February 2017.

### 3. BEST PRACTICES

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TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

Since 2011, NGOs in Bulgaria have been developing programmes for the treatment of perpetrators based on models developed in Europe and the USA, particularly the Duluth model. The NGOs that have been most active in developing this practice have been the BGRF, the Demetra Association in Burgas, and the Open Door Association in Pleven. Both individual and group counselling programmes have been developed in several locations: Sofia, the branch of the BGRF in Haskovo, Dimitrovgrad, Burgas and Pleven. Over time, additional programmes have been developed through the APGBV centres of various towns as well as by other NGOs outside the alliance. Most programmes are located in towns with an APGBV presence, and most combine individual and group work, in line with good practice. Initially, three NGOs in particular introduced programmes through the development of specific projects. Later, every NGO involved in work with perpetrators developed their own programme, with a shared ideology in common. Each NGO provides interdisciplinary support and shelter for women victims, thus their programmes for perpetrators of violence are closely linked to programmes for the protection of victims, and aim to enhance the safety of women victims. This approach is in compliance with the Istanbul Convention.

A further example of good practice is the combination of theory, methodology and services provided for perpetrators of violence under the APGBV's programme for training specialists in its Academy for the Prevention of Violence.

#### 4. NEEDS AND RECOMMENDATIONS

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##### WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

It is important that programmes for perpetrators are officially recognised and supported by the state, in principle and financially (while still preserving the priority financing of services for victims). A common framework and ideology must be adopted by NGOs working together in a network. Regular training sessions for relevant experts should be provided at a national level, with opportunities for further training at a European level. Connections between the alliance and members of the WWP EN Network are crucial.

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##### WHAT ARE THE MOST IMPORTANT TASKS AND STEPS THAT YOU FEEL SHOULD BE FOCUSED ON IN YOUR COUNTRY IN ORDER TO TACKLE DOMESTIC VIOLENCE ON A GENERAL LEVEL?

- The ratification of the Istanbul Convention
- The criminalisation of all forms of serious acts of GBV, the strengthening of civil protection against DV and other forms of GBV, and the strengthening of legislation regarding equality
- Adequate support and financing for services for victims of violence and all related services, ensuring access to justice

- The provision of special services that are able to reach the most vulnerable groups of victims of violence, without stigma and discrimination
- Recognition and support for women's NGOs in Bulgaria
- Continuous education and training, international networking

Written by Genoveva Tisheva and Diyana Videva, Bulgarian Gender Research Foundation

## ANNEX

**List of member organizations of the "Alliance for Protection from Gender- Based violence"  
and the services they provide**

Varna, 21 "Sinchets" street

Tel : 052 609 677; 0888 436 754, Tel / Fax : 052 613 830

Sofia, bul. Levski № 33

02 96353757

Email: [bulgarian\\_alliance@mail.bg](mailto:bulgarian_alliance@mail.bg), [office@bgrf.org](mailto:office@bgrf.org), [sos@mail.bg](mailto:sos@mail.bg), [sos@ssi.bg](mailto:sos@ssi.bg),  
[www.alliencedv.org](http://www.alliencedv.org)

**1. "Bulgarian Gender Research" Foundation /BGRF/ - Sofia**

## CONTACTS:

Sofia 1142

bul. "Vasil Levski " 33

Phone: 02/963 53 57, Mobile: 087 9133021

Fax: 02/9635357

Email: [office@bgrf.org](mailto:office@bgrf.org)

[www.bgrf.org](http://www.bgrf.org)

Contact person: Genoveva Tisheva - Manager and Daniela Gorbounova - Director Legal advice

The Foundation has branches in Haskovo and Plovdiv and an office in Veliko Tarnovo.

Petya Petkova - Manager Branch Haskovo

Haskovo 6300

Address: Haskovo, Pirin str. No 9

Telephone: 038/624 685

Mobile: 0878 567659

e-mail: [bgrfhaskovo@mail.bg](mailto:bgrfhaskovo@mail.bg)

Contact person: Petya Petkova – Manager



Services provided: counselling centres for legal and social-psychological services for victims of domestic violence, sexual violence and other forms of gender based violence and for victims of discrimination. Programme for working with perpetrators of domestic violence.

Crisis centre for women and children victims of violence (BGRF–Haskovo) situated in Dimitrovgrad.

**Contact numbers for provision of services:**

**0879133021 - hotline for referral**

**0878567620**

**02/9635357**

**2. Women's Association "Ekaterina Karavelova" - Silistra**

CONTACTS:

Silistra 7500

str. "Vaptsarov" 51 fl. 2

P.O.B 283

Phone: **086/820 487**

Fax: 086/820 487

E-mail: [ceta@mail.bg](mailto:ceta@mail.bg)

Website: [www.ekaravelova.org](http://www.ekaravelova.org)

Contact Person: Hristina Georgieva - Chairwoman

Services provided: counselling centre for legal and social-psychological services for individuals, victims of domestic violence, sexual violence and other forms of gender-based violence, as well as child victims of violence. Programme for work with perpetrators of domestic violence.

Crisis centre for women and children victims of violence.

**3. Foundation "Positive skills of the individual in the society" P.U.L.S - Pernik**

CONTACTS:

Pernik 2300

str. "Sredets" 2

Phone: 076/60 10 10

Fax: 076/60 10 10

Email: pulse.women@gmail.com

**Contact Person: Mariana Evtimova - board member**

Services provided: counselling centre for legal and social-psychological services for victims of domestic violence, sexual violence and other forms of gender based violence, child victims of violence.

Crisis centre for women and children victims of violence.

**4. Foundation "SOS - Families at Risk" - Varna**

CONTACTS:

Address: Varna 9002; str. "Sinchets " 21

Phone: 052 609 677,

Tel./ Fax: 052 613 830

Email: [sos@ssi.bg](mailto:sos@ssi.bg);

Website: [www.sos-varna.org](http://www.sos-varna.org)

Contact person: Anna Nikolova - Manager

Provided services: counselling centre for legal and social-psychological services for victims of domestic violence, sexual violence and other forms of gender-based violence, child victims of violence.

Crisis centre for women and children victims of violence.

Programme for work with perpetrators of domestic violence.

Shelter for victims of human trafficking (National Commission for the Fight against Human Traffic).

**5. Foundation "H&D Gender Perspectives" – Haskovo and Dimitrovgrad**

CONTACTS:

Dimitrovgrad 4600

Address: Dimitrovgrad, boul. Kliment Ohridski№ 1, fl. 1

Telephone: 0391 2 50 55

Mobile: 0878 567 659

Email: [hdgender@gmail.com](mailto:hdgender@gmail.com)

Contact Person: Nevena Milcheva- Manager

Services provided: counselling centre for legal and social-psychological services for individuals, victims of domestic violence, sexual violence and other forms of gender-based violence. Programme for work with perpetrators of domestic violence.

Crisis centre for women and children, victims of violence in Dimitrovgrad, together with BGRF - branch Haskovo.

## 6. Association "Demetra" - Burgas

CONTACTS:

Address: Burgas,

Str. "Shejnovο" 102 and

Phone: 056/81 56 18

Fax: 056 83 66 57; mob. 0896 82 15 91

Website: [http://Demetra - bg.org/index.html](http://Demetra-bg.org/index.html)

Email: [demetra@unacs.bg](mailto:demetra@unacs.bg)

Contact person: Anna Burieva - Chairman

Services provided: counselling centre for legal and social-psychological services for individuals, victims of domestic violence, sexual violence and other forms of gender-based violence, as well as child victims of violence. Programme for work with perpetrators of domestic violence.

Crisis centre for women and children victims of violence. Crisis centre for children affected by violence.

Two shelters for victims of human trafficking (National Commission for Fight against Trafficking in Human Beings).

New service offered - support centre for victims of sexual violence.

## 7. Association NAIA - Targovishte

CONTACTS:

Targovishte 7700, str. "Antim I" No 37

Phone: 0601/6 28 89

Fax: 0601/6 28 89

Hotline 0601/ 6 70 25

Mobile: 0879 606 855

Email: naia\_s@abv.bg

Webpage: www.naia.cf

Contact Person: Svetla Sivcheva - Chairwoman

Services provided: counselling centre for legal and social-psychological services for individuals, victims of domestic violence, sexual violence and other forms of gender-based violence, and for children who are the victims of violence. Programme for work with perpetrators of domestic violence.

#### **8. Association "Centre Open door" - Pleven**

CONTACTS:

Centre "Open Door"

Pleven 5800, str. "Neophyte Rilski" 55

Tel./fax 064 846 713

Email: opendoor\_centre@hotmail.com

Contact Person: Zlatka Macheva - Chairwoman

Services provided: counselling centre for legal and social-psychological services for individuals, victims of domestic violence, sexual violence and other forms of gender-based violence and for children who are the victims of violence. Programme for work with perpetrators of domestic violence.

Crisis centre for women and children who are the victims of violence.

#### **9. Association "Center Dynamics" - Ruse**

CONTACTS:

Ruse 7012

str. "Panayot Hitov" 9

Tel./Fax: 082/82 67 70

Email: centre\_dinamika@abv.bg

Contact Person: Deana Dimova - Manager

Provided services: counselling centre for legal and social-psychological services to individuals, victims of domestic violence, sexual violence and other forms of gender-based violence, and for children who are the victims of violence. Programme working with perpetrators of domestic violence.

Crisis centre for women victims of violence.

**10. Association "Knowledge, success, change" - Dupnitsa**

CONTACTS:

Dupnitsa 2600, str. "Solun" 2

Tel.: 0895 76 22 93

Email: [ksc\\_association@abv.bg](mailto:ksc_association@abv.bg)

Contact Person: Sylvia Ovcharchenska - Chairwoman

With a branch in the town of Blagoevgrad

Provided services: counselling centre for legal and social-psychological services for individuals, victims of domestic violence, sexual violence and other forms of gender-based violence, and child victims of violence.

NB: Most of the relevant NGOs also have programmes for perpetrators.

## NATIONAL REPORT CROATIA 2016

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DETAILS REPORT WRITING ORGANISATION

Country: Croatia

Organisation writing report: Association Lux Vitae, Pula

Contact Name and Details: Tomislav Vurusic

Representing any other organisations? Yes

Names of these organisations: *Home for children and adults - victims of domestic violence "Duga", Zagreb*

## 1. ORGANISATIONS/PROGRAMMES

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WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

Both Home "Duga" and the Association Lux Vitae work with perpetrators of domestic violence. The former operates in the capital city of Zagreb, and the latter in the county of Istria. In addition to this work with perpetrators, Home "Duga" also provides services for children and adult victims of domestic violence, including a safe house and a counselling centre. The two organisations work as partners in local prevention programs.

WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

The biggest obstacle is the lack of communication from the Department of Justice. The department should be responsible for programmes for working with perpetrators, however in the past there has been a lack of practical support, discouraging the implementation of programmes for perpetrators. During this time some cities and counties such as Zagreb, Rijeka and the county of Istria, financed this work. In the past two years however, the Ministry of Justice has signed a contract with individuals and organisations for work with perpetrators.

## 2. COUNTRY

PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

Domestic violence is a form of discrimination against women and a violation of women's human rights. It violates a woman's right to life, bodily security and integrity, equal protection, and freedom from torture. Domestic violence continues to be a widespread problem in Croatia. According to research published in 2012, 31 percent of women in Croatia have experienced frequent domestic violence, and 44 percent have experienced it occasionally. In 2013, there were approximately 14,335 domestic violence offenses under the misdemeanour domestic violence law, and in 2014, there were approximately 13,067 such offenses. The actual incidence of domestic violence is in fact higher, however, as this number does not include criminal-level domestic violence offenses, nor unreported abuse. Femicides are also a serious problem in Croatia; 12 women were killed by their male partners in 2012, and 11 women were killed by their male partners in 2013. In the past ten years, 300 women have been murdered by their husbands, partners, or relatives. In 2003, the Croatian government took an important first step in combatting this problem and adopted the misdemeanour Law on Protection against Domestic Violence (LPDV). In



addition, Croatia has a number of other laws that are relevant to holding offenders accountable and promoting victims' safety, including the Criminal Code, Criminal Procedure Code, Family Law, and Law on Legal Aid Act.

The international community recently voiced its concerns about the Croatian Government's response to domestic violence. Throughout this report, we note recommendations made by UN human rights bodies to the Government of Croatia, aimed at bringing its response to domestic violence into compliance with international human rights standards. In 2015, the Government of Croatia took the first step, in restoring the specific offense of domestic violence in the Criminal Code. Nonetheless, many changes are needed to fully comply with international standards, and at a minimum, the government should

- End dual arrests;
- Ensure all intimate partners can access protection from domestic violence;
- Ensure victims remain protected during appeals for protective orders;
- Provide consistent and sufficient funding to autonomous women's shelters and services for women who are victims of violence;
- Collect data on domestic violence for developing strategies;
- Provide specific training on domestic violence for police, Centres for Social Welfare (CSW), prosecutors, and family, criminal and misdemeanour judges;
- Ensure any psychosocial treatment programme is consistent with internationally recognised best practices;
- Ratify the Istanbul Convention.

The LPDV is a misdemeanour law which defines domestic violence as "any form of physical, mental, sexual or economic violence". Under the LPDV, victims can seek six protective measures:

- 1) psychosocial batterers' treatment;
- 2) addiction treatment for the offender;
- 3) eviction of the offender from the home;

- 4) confiscation of firearms;
- 5) a restraining order; and
- 6) prohibitions against stalking and harassing the victim.

Three of the measures (restraining orders, stalking/harassment prohibition, and eviction) can be requested on an ex parte “urgent” basis. Importantly, perpetrators can be fined or imprisoned for violations of these protective measures. Finally, in addition to the six protective measures, the court can impose fines or jail sentences (of up to 90 days) on perpetrators.

Misdemeanour laws (including the LPDV) and criminal laws are mutually exclusive in Croatia and this restricts the remedies available to victims. Further, it limits the accountability faced by perpetrators. Victims of domestic violence cannot obtain remedies or protection under both the misdemeanour and criminal systems, and it is usually police officers who determine whether they will apply the LPDV or Criminal Code after the victim reports the violence.

Under the misdemeanour system, the two possibilities for protection include: 1) the Misdemeanour Act, which has limited precautionary measures to protect victims during the proceedings, and; 2) the LPDV which provides immediate measures to protect victims on a long-term basis before and after misdemeanour proceedings. Under the criminal system, the Criminal Procedure Code includes limited precautionary measures to protect victims during the proceedings, and the Criminal Code includes eight post-conviction safety measures, two of which are aimed at protecting the victim. The Criminal Code’s protections are less quick, strong and encompassing than the LPDV’s protections. However, the Code imposes higher sanctions for perpetrators that respond more proportionately to the seriousness of the offense than the Misdemeanour Act.

In the majority of domestic violence cases in Croatia, men are the perpetrators of violent behaviour. However, dual arrests and convictions of both the perpetrator and the victim are

on the rise throughout Croatia. In her 2014 annual report, the Ombudsperson for Gender Equality reported that 43.2 percent of cases under the Misdemeanour Act involved women who were arrested and charged as violent perpetrators. Despite extensive training for more than 4,000 police officers, as detailed by the Croatian Government, the problem of dual arrests has continued unabated. As a result, women victims of violence are not only arrested, but also sanctioned under Croatia's misdemeanour laws. In some cases, misdemeanour courts issue mutual orders for protection for both parties.

While the Croatian government plainly considers psychosocial treatment to be a key weapon in the fight against domestic violence, questions have been raised regarding both the efficacy and the implementation of psychosocial treatment. Access to this protective measure is often dependant on whether or not a jurisdiction has adequate funding and personnel to administer the treatment. Judges have noted that limited funding from the Ministry of Justice restricts the number of perpetrators for whom treatment can be ordered, further exacerbating the problem. In addition, perpetrators cannot be required to travel more than 50 kilometres for treatment, which curtails the ability of judges to order treatment in areas with insufficient providers. One of the barriers to the implementation of treatment programmes, noted by many practitioners working in the field, is the severe lack of funding from the government. At the beginning of the programme, psychosocial treatment costs were 7,000-7,500 kunas (approximately 930-997 euros) for a single perpetrator. In the past four years that figure has been reduced to 2,000 kunas (approximately 250 euros) for a single perpetrator for a period of six months.

Finally, sanctions for the violation of protective measures and punishments under the LPDV are not adequately enforced. Best practices show that the violation of a protection order should be criminalised. The LPDV imposes a fine of at least 3,000 kunas, or a prison sentence of at least ten days, for the violation of a protective measure. In practice however, reports indicate that the police and courts do not always enforce these requirements.

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PLEASE GIVE AN OVERVIEW OF YOUR COUNTRY'S CRIMINAL AND CIVIL RESPONSE TO DOMESTIC VIOLENCE, ESPECIALLY ANY CHANGES WITHIN THE LAST 3 YEARS? (I.E. WHAT

ARE THE MOST IMPORTANT LEGAL AND POLICY MEASURES AND HOW HAVE THEY BEEN IMPLEMENTED?)

In 2015 domestic violence was reintroduced as a criminal offense under the Criminal Code (Art. 179a). Since that time, the Ministry of Interior has submitted data on a total of 145 registered criminal acts of violence in the family, involving a total of 150 victims, of which 121 were women (81%) and 29 were men (19%). The number of reported criminal offenses among close persons continues to rise. Data from the Ministry of Interior recorded a total of 2,220 criminal offenses with elements of violence among close persons (100.5% more than in 2014, when they recorded 1107). A total of 2,359 victims were injured (104.2% more victims than in 2014, when a total of 1,155 victims were injured), of which 1,752 were women (112% more than in 2014) and 607 were men (85% more than in 2014).

In 2011, the Croatian Parliament amended the 2008 Criminal Code, and these amendments came into force in January 2013. Article 215A, prohibiting domestic violence, was eliminated from the Criminal Code, and domestic violence was instead prosecuted as bodily injury, threats, or sexual attacks. The 2013 law forced prosecutors to rely on bodily injuries and threat provisions, which effectively excluded long-term domestic violence for which victims did not have proof of injuries, as well as acts of coercive control that did not rise to criminal-level threats. As a result, the 2013 Criminal Code did not recognize most domestic violence as criminal, instead relegating these offenses to the misdemeanour system. In addition, offenders whose cases were still pending under the previous Criminal Code were able to escape prosecution under the new law.

The 2011 amendments included two important post-conviction safety measures offering protection to victims after the conclusion of a criminal trial. After a criminal conviction, the court can order a restraining order (of up to five years) and the eviction of the offender (for up to three years) as part of a criminal sentence. These two safety measures are intended to address a major gap in victim protection after the conclusion of a criminal trial. However, implementation of these safety measures has been slow. Between January 2013 and June

2014, only one eviction safety measure had been issued since the law entered into force, and even that was not a final ruling as of June 2014.

Croatia's family law addresses issues related to marriage, and relationships between parents and children, among other concerns. An amended family law entered into force on September 1, 2014 however, the Constitutional Court of Croatia subsequently suspended it due to several challenges to the legislation. Pending the court's decision on these challenges, the previous family law remained in effect. In 2015, the government adopted another family law, which contains provisions, similar to those already in effect, that are detrimental to victim safety. The newest and current family law entered into force on November 1, 2015. This law grants authority to the CSW to determine whether mediation will be used in all cases. The law, however, makes no reference to domestic violence in these cases. In cases with no pending claims of domestic violence, or where CSW staff fail to properly screen for domestic violence, there is a significant risk that victims might be compelled to participate in mediation with perpetrators. CSW staff, who routinely conduct mediations, have not typically screened clients for domestic violence, nor have they informed victims of their right to decline mediation in the presence of the perpetrator. As a result, many cases of domestic violence are routed through mediation. Although the goal of mediation is to bypass an overscheduled judicial system with a quick alternative, the assumptions underlying the use of mediation do not apply in cases involving domestic violence.

#### 2015 statistics

- Adult persons accused of violent behaviour in the family: 13.682 (2.930 women)
  - found guilty: 11.137 (2.133 women)
  - received a court fine: 6.086
  - imprisonment: 4.676
  - psychosocial treatment: 534
  - compulsory treatment of addiction: 713

- prohibition to approach the victim: 661
- Juvenile persons accused of violent behaviour in the family: 291 (220 men)
  - court reprimand: 202

#### 2014 statistics

- Adult persons accused of violent behaviour in the family: 16.589 (3.338 women)
  - found guilty: 13.236 (2.348 women)
  - received court fine: 6.711
  - imprisonment: 5.908
  - psychosocial treatment of perpetrators: 602
  - compulsory treatment of addiction: 985
  - prohibition to approach the victim: 893
- Juvenile persons accused of violent behaviour in the family: 451 (107 women)
  - court reprimand: 243

#### 2013 statistics

- Adult persons accused of violent behaviour in the family: 17.540 (3.374 women)
  - found guilty: 13.892 (2.322 women)
  - received court fine: 6.923
  - imprisonment: 6.376
  - psychosocial treatment of perpetrators: 894
  - compulsory treatment of addiction: 1.125
  - prohibition to approach the victim: 830
- Juvenile persons accused of violent behaviour in the family: 335 (272 men)
  - court reprimand: 228

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PLEASE TELL US ABOUT THE PROGRESS YOUR COUNTRY HAS MADE IN RELATION TO ISTANBUL CONVENTION.

There has been no progress in relation to the Istanbul Convention. Croatia has signed the convention, but has not yet ratified it, despite many campaigns demanding that the government do so.

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DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

In 2016, the Ministry of Justice signed contracts with 33 individuals and six institutions (mostly NGOs) for work with perpetrators. All those contracted work within the same programme model approved by the Ministry of Justice. The number of individuals working with perpetrators remains relatively small when one considers that more than 150 individuals have been trained in this work.

### 3. BEST PRACTICES

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TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

A regional NGO worked for five years to develop a psychosocial treatment service to which Croatian courts and social services could refer family violence perpetrators. This work included training potential professional staff, lobbying government ministries to introduce changes to legal frameworks, and promoting the benefits of these services among the judiciary, social services, women's organisations, and caring professions. Croatia now has a structured treatment programme for work with perpetrators, due to this work.

The purpose of psychosocial treatment is to prevent and stop family violence. This is achieved by including perpetrators in a structured treatment programme that helps them to gain insight, accept responsibility for their violent behaviour, adopt self-control behaviour, and learn social skills. Perpetrators participate in two to four individual sessions with treatment providers. Group treatment consists of 16 meetings, and includes at least 36

hours of direct contact with perpetrators and implementation of treatment relating to real-life circumstances. The treatment programme is carried out over a period of six months.

#### 4. NEEDS AND RECOMMENDATIONS

##### WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

Better communication must be developed, both between the various providers of work with perpetrators and between service providers and the Ministry of Justice.

Police officers, prosecutors, and judges must be trained in identifying primary aggressors, and assessing defensive injuries, in order to reduce the number of dual arrests, charges and convictions of victims of domestic violence.

The Gender Equality Ombudswoman has analysed data on the murder of women by men close to them for a period of six years, and has found that the rate of such crimes has remained relatively stable, despite the fact that the total number of murders has decreased. This suggests that legislative, judicial, media and educational measures to combat violence against women have still not produced significant results in terms of reducing the number of cases of violence against women. In addition, statistics show that there has been a 100% increase in the total number of violent crimes committed against female victims by people close to them, and that 92% perpetrators of violence are male. This data demonstrates the need for a thorough analysis of the causes of violence among loved ones, as well as the need for emergency changes in systems for preventing and combatting violence.



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WHAT ARE THE MOST IMPORTANT TASKS AND STEPS THAT YOU FEEL SHOULD BE FOCUSED ON IN YOUR COUNTRY IN ORDER TO TACKLE DOMESTIC VIOLENCE ON A GENERAL LEVEL?

The ratification of the Istanbul Convention is extremely important, and will enable further developments in tackling domestic violence in Croatia.

Written by Tomislav Vurusic, Association Lux Vitae

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ANNEX - RESOURCES:

Implementation of Croatia's Domestic Violence Legislation: Follow-up Report, 2016; The Advocates for Human Rights and Autonomous Women's House Zagreb.

The Croatian Bureau of Statistics: statistical reports on perpetrators of misdemeanours for 2013, 2014, 2015.

Ministry of Justice, letter to Home "Duga" about signed contracts with individuals and organizations for work with perpetrators of DV.

Annual Report for 2015 of the Ombudswoman for Gender Equality of Croatia.

Ajdukovic, D.: Development of evaluation indicators in psychosocial projects: balance between a creative challenge and research rigor, Intervention 2008, Volume 6, Number 1, Page 29 – 38.

NATIONAL REPORT CYPRUS 2016

WORK ON VIOLENCE PREVENTION AND WORK WITH PERPETRATORS IN SWEDEN

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DETAILS REPORT WRITING ORGANISATION

Country: Cyprus

Organisation writing report: Association for Prevention & Handling of Violence in the Family (SPAVO), Website: <http://www.domviolence.org.cy/?lang=EN>

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## 1. ORGANISATIONS/PROGRAMMES

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WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

### *1. Educational Seminars*

Our seminars provide comprehensive information on the phenomenon of domestic violence, along with information regarding relevant services available in Cyprus. The trainers consist of police officers, psychologists, social workers, lawyers and academic researchers. The participants are trained and develop skills in order to staff the helpline 1440.

## 2. *Training in schools, universities and other social entities*

Every year, SPAVO organises seminars and workshops in schools, universities, professional bodies and other social entities. Some of the subjects of our trainings include

1. Domestic violence/neglect
2. Recognising the signs of violence
3. Sexual abuse
4. Communication skills
5. Anger management
6. Creating healthy relationships (for teenagers)

## 3. *B Here Prevention Program*

*B Here* was a European project aimed at teenagers, with the goal of creating awareness of the problem of violence in relationships. The focus was on teenagers in order to ensure that violence in early relationships is handled effectively, or prevented altogether. Through the provision of information through which youngsters can assess the quality and health of their romantic relationships, we hope to open the doors for prevention and stop violence in its tracks before it reaches destructive levels. The *B Here* project was undertaken in collaboration with the Ministry of Education & Culture, Cyprus Family Planning and DIAS Group. Overall 305 students took part, from seven high schools across Cyprus. The programme was undertaken in a workshop style. One of the components of the project was to improve dialogue, respect and cooperation amongst students. The project made it clear that stereotypical views exist among youngsters and that this is something that needs addressing in order to minimise violence.

## 4. *WAKE (Working Along Key Experts)*

*WAKE* is another European project. The association is working in coordination with the Red Cross, Enoros Consulting CY, the Portuguese Association for Victim Support (PT) and the Association for Battered and Sexually Abused Women (ES). Together with these organisations we are in the process of implementing this project with the aim of addressing

the problems that victims of crime and violence face in Cyprus due to insufficient knowledge and support. These problems also stem from a lack of training on the issue, and a lack of implementation of the legal framework concerning access to justice. In achieving the goals of this project we aim to improve the day to day situation of victims of crime wherever possible, and reduce discrimination. In addition, we aim to further identify the training needs of practitioners who come into contact with victims of violence, and exchange good practices on identifying and screening victims and pinpointing their individual needs. Finally, we aim to sustain a network of good working relationships between those involved.

The activities of the project include:

- A research project that hopes to identify what the current situation and system is in Cyprus, with regards to victim awareness and training
- Development of trainers' knowledge on issues involving access to justice for victims, and issues linked to domestic violence, victims of sexual abuse, immigrants and victims of trafficking
- Organisation of workshops and case studies for professionals that come into contact with victims of crime and violence in Cyprus
- Formulation of a Screening Victim Identification Tool and associated guidelines

##### *5. Prevention Support Groups*

These groups were formed by SPAVO to provide a base of knowledge in every city in Cyprus. They help with raising public awareness on the issue of domestic violence and assist with fundraising to support SPAVO's work. The groups consist of sensitised citizens who have been willing and able to promote SPAVO's vision and objectives on a multinational level.

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WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

The biggest obstacles and challenges that our organisation faces regarding violence prevention are undoubtedly financial. Most prevention programmes are done with the financial help of European projects. This leads to a lack of continuity due to an absence of long-term funding, and this also affects the commitment of all parties involved.

SPAVO runs two shelters, three help lines, and a counselling centre. We do not have enough staff to run an ongoing prevention programme but we do respond to all prevention requests we get from various schools, and other professional bodies, through the provision of workshops and training seminars.

## 2. COUNTRY

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PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

In Cyprus, SPAVO is the only organisation that offers programmes for domestic violence victims and/or perpetrators.

From 2007 to 2015, SPAVO offered the psycho-educational programme “Love Without Hurt”. This programme teaches compassion and self-compassion techniques to perpetrators and victims of domestic violence. The programme consists of groups of approximately 12 participants. The aim of the programme is to empower individuals to create an automatic habit of healing instead of automatically turning to violence. The programme includes communication skills and empathy strengthening techniques. The programme was adapted to include meditation, which has proven to be of help. The programme was successful on the small scale that it was offered. However, it is evident that more programmes need to be implemented across Cyprus, in longer and more intense forms, and in ways that are uniquely adapted to individuals. Thus far, the programme has only been offered in the capital city of Nicosia, neglecting the remainder of the country’s population, and their need for perpetrator programmes.

A perpetrator programme was also attempted in the main prison in Nicosia, together with a domestic violence psycho-educational programme for women in prison. The project was part of a European programme thus, although it was successful, it did not continue due to financial reasons.

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PLEASE GIVE AN OVERVIEW OF YOUR COUNTRY'S CRIMINAL AND CIVIL RESPONSE TO DOMESTIC VIOLENCE, ESPECIALLY ANY CHANGES WITHIN THE LAST 3 YEARS? (I.E. WHAT ARE THE MOST IMPORTANT LEGAL AND POLICY MEASURES AND HOW HAVE THEY BEEN IMPLEMENTED?)

Since 2004 the Family Court may, if it is considered expedient, accept the accused's request to place him on probation, in lieu of any other sentence, on the special condition that he will be submitted to self-control treatment by specialists. However, we have had only two referrals throughout this time, despite a number of meetings with the Lawyer's Association aimed at promoting the programme and improving the referral system.

Cyprus is in the process of administering criminal punishment for stalking. Previously there has not been any laws specifically addressing stalking alone.

Moreover, in 2014, the government ratified the Lanzarote Convention, and implemented the Prevention and Combating of Sexual Abuse, Sexual Exploitation of Children and Child Pornography Act of 2014. The government is also working towards establishing a Children's Home as a one-stop house that will accommodate all the necessary services for a child and the child's family, provided by trained professionals.

The government signed the Istanbul Convention in 2015 and is preparing to ratify it.

Finally, figures of sexual assault have increased within the last 10 years, despite sexual abuse being the least reported form of abuse. Currently the government is studying the possibility of creating a one-stop house for women victims of any form of abuse, that will accommodate all the necessary services for women.

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PLEASE TELL US ABOUT THE PROGRESS YOUR COUNTRY HAS MADE IN RELATION TO ISTANBUL CONVENTION.

The Republic of Cyprus signed the convention on 16<sup>th</sup> June 2015, and is currently undertaking preparatory work in order to meet the associated obligations and ratify the convention.

(a) Legal Services have prepared a legal bill to criminalise harassment and stalking, in line with Article 34 of the convention, and it will soon be presented for approval.

(b) An external associate was hired to prepare a study of the Cypriot legislative framework and identify the necessary improvements/changes needed in order to comply with the provisions of the convention. The associate also prepared a study on assessment and risk management, in line with Article 51 of the convention.

(c) As a result of these studies, the government proceeded to prepare a special legal bill to criminalise violence against women.

(d) In addition, the government acknowledged the need for specialised training of professionals who work with domestic violence, through a training seminar in which keynote speakers were American experts in this field. The government plans to continue to educate and raise awareness among professionals.

(e) Finally, the government supports various organisations financially to help them upgrade their services.

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DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

In Cyprus, there are no other available programmes for domestic violence perpetrator work.



### 3. BEST PRACTICES

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TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

Family Violence Law in Cyprus enables the court to refer a perpetrator to a therapeutic programme.

SPAVO keeps records of data for statistical purposes. Moreover, an assessment is done at the beginning and end of the programme (self-reports).

During the course of programmes held for perpetrators, as well as after the programme is completed, there is an open line service for one on one counselling, for both victims and perpetrators. Individuals are able to approach therapists at any point to receive counselling.

The intensity of the perpetrator's programme has been increased. The period over which individuals attend training has increased from 12 weeks to 16 weeks and includes regular role plays focused on exercising empathy and good communication skills.

In addition, Campbell's Risk Assessment has been added in order to further address the issues faced by victims at risk of abuse.

### 4. NEEDS AND RECOMMENDATIONS

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WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

- Provide workshops starting at an early age (kindergarten) focusing on communication skills and developing healthy relationships
- Raise awareness on the issue of treating perpetrators - perpetrators of DV can change if they want to receive help
- NGO's contribute to policy development on the issue of DV perpetrators
- Train police and other social services in motivating perpetrators to start treatment

- Train psychotherapists working with perpetrators of domestic violence (on motivating perpetrators to start treatment, working with perpetrators with personality disorders etc.)
- Promote research that focuses on perpetrators of domestic violence

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WHAT ARE THE MOST IMPORTANT TASKS AND STEPS THAT YOU FEEL SHOULD BE FOCUSED ON IN YOUR COUNTRY IN ORDER TO TACKLE DOMESTIC VIOLENCE ON A GENERAL LEVEL?

Cyprus has a comprehensive legislative framework to combat family violence, and has adopted a National Action Plan for the Prevention and Combating of Violence in the Family (2010-2013). However, the current legislative framework and policies are gender neutral and do not recognise that women are the primary victims of such violence, and men the perpetrators. Thus, there is a complete lack of gender perspective in prevention and service provision. To improve this situation, the law and policies need to be gender sensitive.

Moreover, there is a lack of systematic training and high mobility among front line and service providers. This needs to change, and professionals should be trained and specialised in their work in order to adequately respond to victim's needs.

Cyprus has one of the lowest conviction rates for domestic violence in Europe, with high rates of victim attrition. This could be improved with adequate training of professionals as well as through speeding up trial procedures and stricter penalties.

There must be awareness-raising on the issue of domestic violence through campaigns.

Finally, there must be systematic prevention programmes in schools.

Written by Panayiota Gregoriou and Stella Eleftheriades, Association for Prevention & Handling of Violence in the Family (SPAVO)

## NATIONAL REPORT CZECH REPUBLIC 2016

## DETAILS REPORT WRITING ORGANISATION

Country: Czech Republic

Organisation writing report: Diaconia of the ECCB – The Centre of Christian Help in Prague

Contact Name and Details: Mgr. Vera Vichova, vichova.skp@diakonie.cz

Representing any other organisations? Yes

Name of the organisation: League of Open Men (LOM)

## 1. ORGANISATIONS/PROGRAMMES

## WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

“Stop violence in relationships” offers a comprehensive programme for those who have problems managing aggression in relationships. We provide individual, couple, multi-couple and group therapy.

In the years 2014, 2015 and 2016 we have cooperated with Charles University’s Department of Psychology to research and assess the effectiveness of our programme. The research has also focused on **analysing** characteristics and personal features of perpetrators who participate in our programme.

In the past two years, we have also provided some preventative programmes in secondary schools, introducing students to various concepts and theories of aggression. We discuss the dangers of aggressive partners, and explain clues and signs to the students that will help them identify unhealthy partnerships.

LOM focuses on issues currently faced by men both in the Czech Republic and abroad, including violence in close relationships. They analyse the needs of individuals, and study men's roles. LOM is especially active in the field of primary and secondary prevention of violence in families. LOM gained expertise for developing their anger management course from the Norwegian organisation REFORM. They have subsequently rolled out this anger management course in various organisations in the Czech Republic.

In the field of primary prevention, LOM continues their ongoing campaign aimed at men's violence against women and children. The organisation is also engaged in the working group Men and Gender Equality, part of the Government Council for Gender Equality. In 2015, they participated in the creation of the report entitled "Men and Violence in the Czech Republic".

LOM benefits from its image as a man's organisation and successfully engages men unable to manage their aggression. LOM provides an individual internet counselling service for men, focused on conflict and aggression in relationships.

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WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

It is important that we continue to coordinate our activities with other organisations, through sharing information, cooperating with other specialists, and **engaging in** professional training. We are still working on overcoming misunderstandings and distrust among those involved in organisations working with victims. Most have been sceptical about the possibility for perpetrators to change their **behaviour**, and believe that the only solution to domestic violence **is** for victims **to** completely sever their relationship **and have the perpetrator** leave the family.

A big challenge for us is the issue of how to motivate people who come to us "involuntarily"

from the court system.

Another obstacle for our organisation, and for LOM, is **the** lack of systematic and, most importantly, financial support. In the past three years we had some support from the Ministry of Interior as well as from Iceland, Lichtenstein and Norway. However, that support ended this year. Now we are facing significant problems finding other sources of funding for our programmes.

## 2. COUNTRY

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PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

In recent years there have been positive changes regarding working with perpetrators. The government supports a number of changes to the current system to combat domestic and gender-based violence. Domestic and gender-based violence is considered a serious social problem and a violation of fundamental human rights. Great emphasis is placed on primary prevention and education on mutual respect and gender equality. Another important task is the implementation of programmes for working with perpetrators. The government publicly voices **support for** this approach, but in practice there is little evidence of it, particularly in light of the lack of financial support for these activities.

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PLEASE GIVE AN OVERVIEW OF YOUR COUNTRY'S CRIMINAL AND CIVIL RESPONSE TO DOMESTIC VIOLENCE, ESPECIALLY ANY CHANGES WITHIN THE LAST 3 YEARS? (I.E. WHAT ARE THE MOST IMPORTANT LEGAL AND POLICY MEASURES AND HOW HAVE THEY BEEN IMPLEMENTED?)

In 2015, the government approved the Action Plan for the Prevention of Domestic and Gender-based Violence for the years 2015 – 2018. The action plan is a strategic government document aimed at preventing and combatting domestic and gender-based violence. Implementation of the measures set out in the action plan should improve the

current level of protection for persons endangered by domestic violence (including children living in families with incidences of domestic and gender-based violence). The plan should lead to more effective prevention of violence and the development of training for competent professionals in the field of domestic and gender-based violence.

The implementation of the legal Institute of Expulsion by the Police of the Czech Republic is contributing to the improvement of assistance to victims of domestic violence. It allows victims to stay at home while the perpetrator is compelled to leave. Over the period during which it has been possible to use this institute, police work has improved, because they are usually the first to be notified of these incidents.

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PLEASE TELL US ABOUT THE PROGRESS YOUR COUNTRY HAS MADE IN RELATION TO ISTANBUL CONVENTION.

In May 2016, the Czech Republic signed the Istanbul Convention. Before this point, the Czech Republic was one of the last eight countries of the Council of Europe that had not signed the convention. This is an important step for the Czech Republic. The convention should contribute to the improvement of standards for the protection of victims of violence. Ratification of the convention should take place in 2018.

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DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

LOM - Praha

VIOLA - Praha

Persefona -

Brno

THEIA crisis centre - České Budějovice

ADRA (a psychotherapeutic centre) - Hradec Králové

Centrum J. J. Pestalozziho, o.p.s. (a crisis centre) - Chrudim

Centrum nové naděje "Prevention of Partnership Violence " - Frýdek-Místek

Social Services Centre Ostrava (a crisis centre for children and families) - Ostrava

### 3. BEST PRACTICES

TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

Best practice in work with perpetrators in our country is a comprehensive programme in cooperation with the social services system, the police, lawyers, child care, and probation and mediation services. This comprehensive programme includes all types of therapy for perpetrators (individual, couple and group therapy) together with support for the victim, the victim's relatives, and children. However, this programme is only operational in the capital and in some major regional cities.

In programmes for perpetrators, different types of psychosocial intervention are used, in particular CBT, a systematic approach involving dynamic elements, anger management, counselling, and education.

Mandatory participation in therapy is part of probation, in cooperation with probation services and the judicial system. There is also voluntary participation in counselling due to the low-threshold profile of the services.

### 4. NEEDS AND RECOMMENDATIONS

WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

The Czech Republic is currently implementing the Action Plan for the Prevention of Domestic and Gender-based Violence for the years 2015 – 2018. One of the most



emphasised recommendations is the prioritisation of programmes for perpetrators of domestic violence within the complex measures aimed at domestic violence prevention.

Primary prevention, which aims to reduce the risk of violent behaviour in the general population, is extremely important. There must be a shift in public attitudes, and in criminal justice procedures, to demonstrate an intolerance of violence done by men against women.

At the level of secondary prevention there are important statutory sanctions that can both discourage offenders from recidivism, and also serve as a warning to potential offenders. At the same time, the system must provide support for all who are directly affected by domestic violence.

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WHAT ARE THE MOST IMPORTANT TASKS AND STEPS THAT YOU FEEL SHOULD BE FOCUSED ON IN YOUR COUNTRY IN ORDER TO TACKLE DOMESTIC VIOLENCE ON A GENERAL LEVEL?

In the Czech Republic it is time to create a compact, systemic solution to domestic violence, **in order** to integrate work with victims and work with perpetrators, and to standardise and optimise national conceptions of preventions and solutions addressing domestic violence.

From a practical perspective, an evaluation of current methods, followed by recommendations for standardising work with perpetrators, are crucial.

An association of organisations involved in the issue of domestic violence is to be established in the Czech Republic. We consider this to be an appropriate measure.

Allotment of sufficient and systematic funding for therapeutic work with perpetrators and for primary prevention (education, awareness raising etc.) is also necessary.

Written by Mgr. Vera Vichova, Diaconia of the ECCB – The Centre of Christian Help in Prague

## NATIONAL REPORT ESTONIA 2016

## DETAILS REPORT WRITING ORGANISATION

Organisation writing report: EestiNaisteVarjupaikadeLiit/ Estonian Women's Shelters Union

Contact Name and Details: Eha Reitelmann, [eha.reitelmann@gmail.com](mailto:eha.reitelmann@gmail.com), +3725265927

Representing any other organisations? No

## 1. ORGANISATIONS/PROGRAMMES

WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

In 2014 we applied for funding for the adaptation and implementation of a Norwegian programme for perpetrators in Estonia, but unfortunately this funding was not granted.

In 2013-2016, we implemented a Norwegian grants project providing training for employees of all women's shelters, to ensure an equal level of service in all Estonian counties. We also conducted awareness-raising training in five counties, for networking partners of shelters (i.e. police, prosecutor's office, victim support, social services, family doctors, etc.) in order to enable them to better identify cases of violence and to create a shared understanding.

In addition, we provide a helpline 1492 service to women who experience violence. It is a 24/7 free service providing emotional support and information for victims of violence and those close to them. Occasionally the helpline receives calls from perpetrators also.

WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

A major problem is the lack of specialised training on domestic violence and violence against women for specialists working with victims and perpetrators, such as police, prosecutor's office, victim support, social workers, child protection, etc. There is a lack of shared understanding of domestic violence as such. Although a variety of project-based trainings have been carried out, there is no basic uniform education that could be acquired during university studies for example, or be mandatory as an additional training when undertaking a position that requires working with cases of violence.

Many services are provided in a project-based manner, thus there is always uncertainty as to whether they will be continued or not.

## 2. COUNTRY

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PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

In Estonia, there are currently no perpetrator programmes that men can turn to voluntarily (especially in cases of situational violence). Further, there are no long-term intervention programmes to which law enforcement or other public authorities can refer perpetrators, outside the prison system. Such a programme could run on a regular basis and could influence those who systematically terrorise their intimate partners or family members.

In 2006-2009, the NGO "Free from Violence" carried out a project-based programme, "Rehabilitation Support Group for Men Who Have Used Violence against an Intimate Partner".

In 2010, the prison service designed a programme, "Reducing Domestic Violence and Violence in Intimate Relationships", focused mostly on anger management. The programme is still offered in Estonian prisons.

In 2013-2014, the University of Tartu carried out a pilot project funded by the Ministry of Justice, which gathered and analysed information about intervention programmes implemented in Estonia thus far. The project developed a group therapy programme, based on previous experiences from Estonia and abroad, for men who had previously used violence in domestic settings or intimate relationships. During a two-day course, group facilitators were trained and the programme was piloted. The programme was entitled “The Programme of Inner Confidence”. Under the pilot project, group sessions were held in both Estonia and Russia, across three cities. Altogether, 56 men registered, 36 were interviewed, 34 started the programme and 24 concluded it.

The impact of the programmes has not yet been sufficiently assessed.

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PLEASE GIVE AN OVERVIEW OF YOUR COUNTRY’S CRIMINAL AND CIVIL RESPONSE TO DOMESTIC VIOLENCE, ESPECIALLY ANY CHANGES WITHIN THE LAST 3 YEARS? (I.E. WHAT ARE THE MOST IMPORTANT LEGAL AND POLICY MEASURES AND HOW HAVE THEY BEEN IMPLEMENTED?)

There is no specific law addressing domestic violence in Estonia. The provisions of the Penal Code that are applied in cases of domestic violence are those that concern serious physical harm, threats, rape, compelling a person to engage in sexual intercourse or another act of a sexual nature, sexual intercourse or another act of sexual nature using influence, sexual intercourse with a descendant, manslaughter, or murder.

Section 121 on physical abuse is used most often. This section states that damage to the health of another person, and physical abuse which causes pain, is punishable by a pecuniary punishment or up to one year of imprisonment. If this act causes health damage which persists for at least four weeks, is committed in a close relationship or relationship of subordination, and/or is committed repeatedly, it is punishable by a pecuniary punishment or up to five years of imprisonment. According to an amendment of the Penal Code enforced in 2013, there are aggravating circumstances if the offence is committed against a person who is financially dependent the offender; against a former or current family member of the

offender; against a person who lives with the offender; or against a person who is otherwise in a family relationship with the offender.

According to the Code of Criminal Procedure a conciliation procedure can be used if the facts relating to a criminal offence in the second degree are obvious, there is no public interest in the continuation of criminal proceedings, and the suspect or accused has reconciled with the victim. In such cases the prosecutor's office may request termination of the criminal proceedings by a court, with the consent of the suspect or accused and the victim. If a person with regard to whom criminal proceedings have been terminated fails to perform the obligations imposed on him or her, or commits another intentional criminal offence against the same victim within six months after termination of the proceedings, criminal proceedings will be resumed. The conciliation procedure is conducted by the staff of the national victim support service. It is very often used in cases of domestic violence and the procedures are prescribed in the Code of Criminal Procedure.

In Estonia, a victim of violence can apply for a restraining order that is valid for a maximum of three years and issued by the court. The prosecutor can apply for a temporary restraining order for the duration of criminal proceedings, and it is available for the victim under both civil and criminal law. In practice the restraining order is rarely used and often not complied with.

In 2015, a national strategy for preventing violence for years 2015-2020 was adopted. It focuses on violence between children, child abuse, domestic violence, sexual violence and trafficking in human beings. One of the sub-objectives of the strategy is to reach a situation where there are more effective approaches for perpetrators, and a lower rate of recidivism. One of the measures of the strategy is to offer an evidence-based programme for systematic batterers in order to prevent new acts of violence, while also providing support services for

victims. Counselling services must be made available for perpetrators who are potentially motivated to change their behaviour.

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PLEASE TELL US ABOUT THE PROGRESS YOUR COUNTRY HAS MADE IN RELATION TO ISTANBUL CONVENTION.

In 2013-2014, a thorough analysis of the Estonian situation was undertaken, in relation to the Istanbul Convention. Areas evaluated included violence prevention (including perpetrator intervention programmes), support for victims, punishments for perpetrators, amendments to legal acts, and changes to the victim support system. In December 2014, the government decided to sign the Istanbul Convention. According to the operational plan of the prevention of violence strategy 2015-2020, the convention will be ratified in 2017 and necessary changes will be made by that time.

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DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

There are no organisations in Estonia that consistently work with perpetrators.

### 3. BEST PRACTICES

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TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

In 2013-2014, the University of Tartu carried out a pilot project funded by the Ministry of Justice, which gathered and analysed information about intervention programmes implemented in Estonia thus far. A group therapy programme was developed, based on previous experiences from Estonia and abroad, for men who had used violence in domestic settings or intimate relationships. During a two-day course, group facilitators underwent training and the programme was piloted. The programme was called “The Programme of

Inner Confidence” and was first and foremost aimed at perpetrators who wanted to stop using violence. The programme combined feminist, cognitive-behavioural and psychodynamic approaches. It focused on ways to increase inner confidence and encouraged the adoption of violence-free behaviour. The programme was available on a voluntary basis, but men (not including inmates) could be referred to take part by probation supervisors, conciliators and other officials. The group therapy was conducted by a male and a female facilitator, who both had previous experience with group therapy and were involved throughout the programme.

The programme lasted for 14 weeks, with a three-hour meeting held every week. Between 10-12 men took part, participating in a contract in which they agreed to attend all group sessions, submit all written exercises (“homework”) and define their personal objectives, i.e. the target situation they aimed to reach by the end of the group therapy.

Before the group was formed, individual 90-minute interviews were carried out, examining each potential participant’s motivations and the type of violence they had used in the past, among other important details. A follow-up interview was conducted with each participant at the end of the programme.

The participants of the pilot project were found with the help of the probation system, conciliators of victim support, and child protection and social services. Under the pilot project, group sessions were held in both Estonia and Russia across three cities. Altogether 56 men registered, 36 were interviewed, 34 of them started the programme and 24 concluded it.

Both participants and mentors reported a number of benefits resulting from the programme. However, it was also mentioned that three months is too short a time period to



bring about fundamental changes in the mind-set and behaviour of men. Although the pilot programme made a good start, participants would have to be able to continue in group or individual therapy in order to avoid relapse and to sustain violence-free behaviour.

It was suggested during the programme that partners of the male participants would turn to women's shelters to seek help. A questionnaire on the type of violence they experienced, and the results of the therapy, was developed for them. However, only one woman was reached and therefore there is no feedback from the point of view of the victims. Women's shelters were involved in the development of the programme, but they did not have input in terms of the content of the programme, nor the evaluation criteria.

In principle, the development of the Inner Confidence programme is a positive step from the point of view of women's shelters. However, it has to be acknowledged that the programme will not bring about necessary results for long term systematic perpetrators.

#### 4. NEEDS AND RECOMMENDATIONS

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##### WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

Perpetrator programmes combining long-term group and individual therapies should be adapted to Estonian conditions and implemented. Clear funding mechanisms for the programmes should be established, and cooperation between the providers of programmes and organisations working with victims of violence should be ensured.

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##### WHAT ARE THE MOST IMPORTANT TASKS AND STEPS THAT YOU FEEL SHOULD BE FOCUSED ON IN YOUR COUNTRY IN ORDER TO TACKLE DOMESTIC VIOLENCE ON A GENERAL LEVEL?

All levels of education should address the topics of domestic violence and violence against women. Schools should promote a family model based on the equality of partners, and young people should be taught the skills of violence-free conflict resolution.

Specialists working with both victims of violence and perpetrators, should receive basic knowledge founded on a shared understanding of violence against women and domestic violence. This should be available during university studies or as a mandatory additional training when starting in a position that requires working with cases of violence.

Written by Eha Reitemann, EestiNaisteVarjupaikadeLiit/ Estonian Women's Shelters Union

NATIONAL REPORT FINLAND 2016

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DETAILS REPORT WRITING ORGANISATION

Country: Finland

Organisation writing report: Jyväskylä University, Department of Psychology, Psychotherapy Clinic.

Contact Name and Details: Berta Vall, Department of Psychology, P.O. Box 35, FI-40014 UNIVERSITY OF JYVÄSKYLÄ, Email: Bertavc@blanquerna.url.edu

Representing any other organisations? No

## 1. ORGANISATIONS/PROGRAMMES

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WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

Group treatment for male perpetrators and couple therapy in cases of Intimate Partner Violence (IPV).

Research on group treatment for male perpetrators, and on couple therapy in cases of IPV.

Collaboration with local services, for example the Mobile Crisis Centre.

WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

Funding is a major challenge. It is very difficult to do longitudinal and long-term research to assess the impact of certain treatments without regular, long-term funding.

There are also difficulties in measuring outcomes. When the treatment modality is focused on a gendered approach, in the attempt to profoundly change conceptions and beliefs, it becomes very difficult to measure outcomes following the traditional method of simply assessing observable change. For this reason, we are focusing on new methods to assess outcomes, such as the Mirabal Project. This method considers partner opinions and issues related to parenthood in making assessments, and it utilises qualitative measures with important nuances.

## 2. COUNTRY

PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

To date, the services offered in Finland have been based on projects only. There has been no long-term, systematic service planning by the state. Programmes and services are mainly available in southern parts of the country and in larger cities, and are not accessible nationwide.

According to studies, 16% of men have experienced violence or the threat of violence from a partner in their current relationship, and 22% have experienced this in a past relationship. The rate of violence towards women in intimate relationships is even higher. A third of Finnish women have experienced violence by a current or previous partner.

Considering the gravity of the problem, services offered in Finland to perpetrators of domestic violence/intimate partner violence are relatively scarce. Altogether, there are

around 20 service providers nationally that offer programmes, or facilitate psychological work, to end violent behaviour in adult relationships. These services are available only in larger cities, and are concentrated in southern parts of the country.

List of services:

- (a) Single providers: Maria Akatemia's (Demeter-työ), Kriisikeskus Mobile, Jyväskylä, Setlementtiyhdistys Naapuri, Tampere, Lyömätön Linja Espoossa, Espoo
- (b) Providers belonging to organisations: Jussi work – Federation of Mother and Child Homes and Shelters, and Miessakit (Group of Men).

Existing programmes are gender-specific and mostly offered to men. Only one service provider specialises in helping female perpetrators of domestic violence. Outside the prison context, services reach up to 1200 perpetrators per year. Within the criminal sentencing context, programmes aiming to end violence reach approximately 200 perpetrators per year. This results in a total of 1400 people which, in light of the magnitude of the problem, is only a fraction of the people who use violence in their intimate relationships. (For more information see the National Report on the Services for Perpetrators Offered in Finland.)<sup>14</sup>

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PLEASE GIVE AN OVERVIEW OF YOUR COUNTRY'S CRIMINAL AND CIVIL RESPONSE TO DOMESTIC VIOLENCE, ESPECIALLY ANY CHANGES WITHIN THE LAST 3 YEARS? (I.E. WHAT ARE THE MOST IMPORTANT LEGAL AND POLICY MEASURES AND HOW HAVE THEY BEEN IMPLEMENTED?)

Models based on cognitive behaviour therapy were first introduced in Finnish prisons in 1998, in order to assist prisoners in avoiding recidivism. Most of these models were directed towards treating substance abuse, but in recent years several have also focused on ending violent behaviour. In Finland all prison-based services are organised and accredited by the Criminal Sanctions Agency (RISE).

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<sup>14</sup> October, M. (in press). National Report on the Services for Perpetrators Offered in Finland. Nordic Council of Ministers Publications ([www.norden.com](http://www.norden.com)).

More than one quarter of all prisoners in Finland have been sentenced for a violent offence. Different prisons in Finland offer different programmes to perpetrators of violent crimes. Some, such as the STOP programme, are directed towards preventing recidivism in sexual violence offenders. This programme has been used in Finnish prisons since 1998, and is based on the English Sex Offender Treatment Programme (SOTP). Other programmes are directed towards ending violent behaviour in adult intimate partnerships, such as the MOVE programme. MOVE is a programme designed in Finland through the collaboration of Mikkeli Prison and an NGO called VIOLA, and it specialises in non-violence work with both victims and perpetrators. The programme encourages perpetrators to recognise violent behaviour, take responsibility for it, and learn ways to seek help.

The programmes cover a wide range of services in the field of DV, for both female and male perpetrators, sexual offenders, and victims of DV. Currently, there are no programmes targeting underage witnesses to violence.

These programmes are entirely government-funded. By contrast, the majority of funding for services available outside the prison system is based on grants.

Programmes used in prisons are clearly structured and administrated. The frequency, length and type of sessions vary from one programme to another. The aim of these programmes is to reduce recidivism, thus outcomes are measured through police and criminal offence reports. Some studies of recidivism are also conducted in order to assess the quality of methods used.

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PLEASE TELL US ABOUT THE PROGRESS YOUR COUNTRY HAS MADE IN RELATION TO ISTANBUL CONVENTION.

Article 16 of the Istanbul Convention requires that services for perpetrators are set up and implemented in close co-ordination with specialist support services for victims. In interviews with the various programmes, only six out of 13 respondents reported contacting the partners of offenders about services available for victims. This was despite the fact that 12 out of 13 programmes have reported collaborating with organisations providing aid for

victims. Further, only seven out of 12 respondents share information about high-risk situations with current or former partners of their clients. This lack of communication remains a problem to be addressed.

The Istanbul Convention also emphasises that Intimate Partner Violence must be understood through a gendered lens. Most programmes in Finland follow a gender-specific approach as their main working method, in line with this aspect of the Istanbul Convention.

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DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

There are six main non-governmental organisations that offer services to perpetrators of IPV. Each began with either a unique project or an international background. Four service providers are single-location service providers. This includes Maria Akatemia's Demeter programme which is based in Helsinki and is currently the only service for women perpetrators in Finland. The three other single-location service providers are Kriisikeskus Mobile in Jyväskylä, Setlementtiyhdistys Naapuri in Tampere, and Lyömätön Linja Espoossa in Espoo, the longest running programme in the field. Other local service providers belong to either Jussi-work, under the Federation of Mother and Child Homes and Shelters, or Miessakit.

### 3. BEST PRACTICES

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TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

Documentation of programme activities is common across service providers however methods of documentation vary. The most common method is a yearly activity report, and many organisations collect annual statistics. Most service providers also measure their outcomes in some way, often with a focus on decreases in violence. Many services use a questionnaire for internal evaluation, however external evaluation processes are very rare.

Treatments are focused on gender-based approaches, which aim to address the roots of inequality.

#### 4. NEEDS AND RECOMMENDATIONS

##### WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

Firstly, ensuring adequate funding for services remains a major concern. The majority of work is funded by grants from the Finnish Slot Machine Association (RAY). Norms regulating this grant-based funding have led to a somewhat artificial limitation on the number of therapy sessions that can be funded by these grants, and this may not always be in line with the client's needs. As funding is tied to the accepted number of sessions (sometimes limited to five), it then becomes a challenge to offer longer interventions when necessary.

Secondly, programmes for perpetrators need to be better integrated with services offered to families, particularly services involving children. Organisations must endeavour to make a visible effect on the lives of children affected by violence within the family.

Thirdly, the scarcity of services nationwide raises issues of inequality in terms of service provision. Currently, the accessibility of services is closely tied to the location where the perpetrator of domestic violence happens to live.

Fourthly, there needs to be further awareness-raising in terms of the effects of psychological violence; the importance of stopping the transmission of violence from one generation to another; the need for further education and training in the field; and methods for marketing services at a preventive level, not only when violence has been occurring for a prolonged period.

Fifthly, most programmes measure outcomes at the end of a treatment programme only, and do not include follow-up measures.



Finally, it would be beneficial to develop minimum standards and national guidelines for working with perpetrators of domestic violence, in order to improve existing practices and standards of care.

Written by Berta Vall, Jyväskylä University, Department of Psychology, Psychotherapy Clinic.

## NATIONAL REPORT GEORGIA 2016

## DETAILS REPORT WRITING ORGANISATION

Country: Georgia

Organisation writing report: Anti-Violence Network of Georgia

Contact Name and Details: Nato Shavlakadze

Representing any other organisations? No

## 1. ORGANISATIONS/PROGRAMMES

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WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

The Anti-Violence Network of Georgia (AVNG) has been working on domestic violence issues in Georgia since 2003. The organisation provides legal consultation and psycho-social rehabilitation to domestic violence (DV) survivors. AVNG has ten regional committees and five sub-committees located throughout Georgia.

AVNG runs shelters for the victims of domestic violence in Tbilisi and in Akhaltsikhe. AVNG was the first organisation to open shelters of this kind, and remains the only non-governmental organisation to provide this service.

What type of activities related to preventing domestic violence has/have your organisations carried out in the last three years?

AVNG works on legislative initiatives, conducts trainings for stakeholders to increase their knowledge of DV issues, organises informational campaigns to raise awareness amongst the

general public, shares international practice concerning the effective protection of DV victims, and organises advocacy campaigns on DV issues.

AVNG's involvement in law-making and active advocacy is a significant part of the organisation's approach to violence prevention. AVNG co-authored the law "On Prevention of Domestic Violence, Protection and Assistance of Victims of Domestic Violence," which was adopted by parliament on 25 May, 2006. Since 2007, AVNG has authored five packages of legal amendments, including 22 draft laws. These amendments aim to create a legislative framework that will support the fight against domestic violence, and enable the effective protection of victims.

AVNG builds awareness of DV issues in several key ways. For example, AVNG regularly organises public meetings through its regional committees. Meetings are held in community centres and villages, and involve medical workers, the police, teachers, students, and those involved in prosecution and the judiciary. These regional committees regularly distribute booklets and brochures to the population. AVNG also utilises its webpage and social networking sites to disseminate information concerning women's issues, and available protective mechanisms. The organisation actively works with the general media to spread information on DV issues, trafficking, and other issues affecting women.

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WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

Gender stereotypes are the greatest hurdle women face. These stereotypes shape women's lives from birth. The serious harms engendered by such stereotypes are particularly evident in cases of domestic violence.

A significant obstacle to AVNG's work on violence prevention is a lack of male participation in public meeting training at all levels.

Another serious challenge is a lack of regular support for developing and financing work with victims and perpetrators.

Finally, the Istanbul Convention is not yet ratified, presenting another challenge for our work.

## 2. COUNTRY

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PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

Various statistics exemplify the scale of domestic violence in Georgia. Studies show one in three women experience some form of violence, and one in every 11 married women suffer physical violence.<sup>15</sup> Together with representatives from other governmental and non-governmental institutions, AVNG co-authored the law “On Prevention of Domestic Violence, Protection and Assistance of Victims of Domestic Violence,” which was adopted by parliament on 25 May, 2006. According to the law, the most important administrative mechanisms for the elimination of domestic violence, and the protection of victims, are protective and restrictive orders. Legislation defines temporary protection measures for victims of DV on the one hand, and set limitations on the actions of abusers on the other.

In 2012, an amendment made to the penal code of Georgia made domestic violence a criminal offence.

Nevertheless, despite the progress the country has made in terms of addressing domestic violence, and violence against women, domestic violence remains a serious problem in Georgia.

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<sup>15</sup> National Research on Domestic Violence Against Women in Georgia - UNFPA, 2009: <http://www2.ohchr.org/english/bodies/cedaw/docs/AdvanceVersions/GeorgiaAnnexX.pdf>  
AVNG Project: Strengthening administrative capabilities of Georgian state with the purpose of preventing domestic violence and supporting violence victims - Supported by Estonian Ministry of Foreign Affairs.

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PLEASE GIVE AN OVERVIEW OF YOUR COUNTRY'S CRIMINAL AND CIVIL RESPONSE TO DOMESTIC VIOLENCE, ESPECIALLY ANY CHANGES WITHIN THE LAST 3 YEARS? (I.E. WHAT ARE THE MOST IMPORTANT LEGAL AND POLICY MEASURES AND HOW HAVE THEY BEEN IMPLEMENTED?)

The package of legal amendments developed by AVNG was adopted in 2014 and came into force in September 2015. According to one such amendment, the state has a responsibility to provide a rehabilitation programme, aimed at changing abusive behaviour, for people on probation for domestic violence-related crime and for people who have had a protective order issued against them. The Ministry of Corrections has since prepared and implemented a programme for perpetrators, developed by AVNG, within the probation system. However, the current programme does not cover perpetrators in prison. Although the law obliges penitentiary establishments to implement programmes for abusers, such programmes are not yet in place.

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PLEASE TELL US ABOUT THE PROGRESS YOUR COUNTRY HAS MADE IN RELATION TO ISTANBUL CONVENTION.

Georgia has signed the Istanbul Convention, but has not yet ratified it.

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DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

The Ministry of Corrections of Georgia has prepared the abovementioned programme for perpetrators.

Working with domestic violence perpetrators is a new concept in Georgia, and currently AVNG is the only organisation that has begun work in this area.

### 3. BEST PRACTICES

TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

AVNG, with the support of UNICEF, has worked towards developing rehabilitation programmes for perpetrators. The work was conducted with two pilot groups of probationers predisposed to violence. In addition, AVNG worked with two pilot groups consisting of family members of child perpetrators (mothers, grandmothers, aunts, etc.), in a project we named “Parents’ School”.

Work of this kind is a new approach in Georgia, thus there is not a lot of local experience in this field.

### 4. NEEDS AND RECOMMENDATIONS

WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

1. Rehabilitation programs for abusers need to be developed.
2. Laws need to be implemented, obliging perpetrators to undergo a rehabilitation programme as an alternative sentence.
3. Restricted and protective orders must automatically define the process of the rehabilitation program.
4. International practices must be introduced and shared.

WHAT ARE THE MOST IMPORTANT TASKS AND STEPS THAT YOU FEEL SHOULD BE FOCUSED ON IN YOUR COUNTRY IN ORDER TO TACKLE DOMESTIC VIOLENCE ON A GENERAL LEVEL?

Advocating with the MIA to establish a specialized unit/division on DV/VAWG.

Written by Nato Shavlakadze, Anti-Violence Network of Georgia

## NATIONAL REPORT GERMANY 2016

## DETAILS REPORT WRITING ORGANISATION

Country: Germany

Organisation writing report: Federal Association of Work with Offenders of Domestic Violence e.V. - Bundesarbeitsgemeinschaft Täterarbeit Häusliche Gewalt e.V. Website: [www.bag-taeterarbeit.de](http://www.bag-taeterarbeit.de)

Contact Name and Details: Roland Hertel – Chairman, Email: [roland.hertel@bag-taeterarbeit.de](mailto:roland.hertel@bag-taeterarbeit.de)

Representing any other organisations: The Federal Association of Work with Offenders (BAG Täterarbeit) now has 62 member institutions at the federal level.

## 1. ORGANISATIONS/PROGRAMMES

## WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

In 2014, the standards for work with perpetrators, which had been reworked from 2009 to 2014 with the federal women's support facilities, were adopted at the member's meeting. In these standards, close cooperation between those working with the affected person and the perpetrator were manifested and established. The most important point here is that couple's conversations should only be offered collaboratively by women's counselling and those working with perpetrators.

In June 2016, the third BAG network meeting (3 days) was held in Cologne together with the women's support institutions. One of the topic was: working together with couples.



WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

The biggest problem in the implementation of professional and well-founded work with perpetrators in the field of domestic violence is the lack of money for financing these institutions. The policy has still not produced a comparison of the cost of domestic violence for the whole society and the benefits of good and preventive work. It is too short-sighted. The savings could be enormous with proper financing.

## 2. COUNTRY

PLEASE GIVE AN OVERVIEW OF YOUR COUNTRY'S CRIMINAL AND CIVIL RESPONSE TO DOMESTIC VIOLENCE, ESPECIALLY ANY CHANGES WITHIN THE LAST 3 YEARS? (I.E. WHAT ARE THE MOST IMPORTANT LEGAL AND POLICY MEASURES AND HOW HAVE THEY BEEN IMPLEMENTED?)

The law on sexual self-determination has been revised. In § 177 of the Criminal Code the “no” statement of a woman was redefined. In addition, § 238 of the Criminal Code - Stalking - has been revised. The behaviour of the perpetrator must “still only” be deemed to have inflicted harm on the person concerned. Before this, the affected person had to prove to have been harmed and often had to redesign their entire life.

PLEASE TELL US ABOUT THE PROGRESS YOUR COUNTRY HAS MADE IN RELATION TO ISTANBUL CONVENTION.

Germany has signed the Convention but has not ratified it. This means that the Convention still does not have to be properly implemented. The institutions affiliated with the umbrella organisation Federal Association (BAG) were already working closely with victim protection facilities well before the Convention and are also trying to implement this locally. One

objective is to also implement Article 16, point 3 regionally. This means that close cooperation between organisations has to be better illuminated and expanded.

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DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

"Men against male violence" - I would not like to comment on this issue, as this organisation does not have cooperation with women's support groups, police, the justice system etcetera in their plan.

### 3. BEST PRACTICES

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TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

In 2007, the state of Rhineland-Palatinate installed an off-site work facility in each county's judicial district. So far there are eight special institutions that have formed "Contra domestic violence". There is close co-operation between victim counselling and perpetrator services. In Landau in the Palatinate in the intervention centre against domestic violence, the victim counselling and work with perpetrator services are located in a separate department. The need for close cooperation was recognised as early as 2001. The state of Rhineland-Palatinate also offers the best comprehensive funding for work with perpetrators in Germany. Each institution receives €37,400 for the implementation of the work. All institutions must implement their work according to the Standards for work with perpetrators. This means that cooperation with victim services is a must. Furthermore, good progress has been made by North Rhine-Westphalia, which has also been financed by the state. However, far less money is made available for work with perpetrators. The flagship in this federal state is "Be a man without violence" in Cologne.

#### 4. NEEDS AND RECOMMENDATIONS

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WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

Here the proverb "little strokes fell big oaks" is necessary. The associations working with victims and those working with perpetrators must jointly create a political voice. Only with joint actions can we in Germany try to create a process of rethinking the availability of funds. A common umbrella organisation "opposing domestic violence" would be conceivable. The "Bund-Länder Working Group on Domestic Violence" in Berlin, coordinated by the Federal Ministry of Family Affairs, could be a great support here.

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WHAT ARE THE MOST IMPORTANT TASKS AND STEPS THAT YOU FEEL SHOULD BE FOCUSED ON IN YOUR COUNTRY IN ORDER TO TACKLE DOMESTIC VIOLENCE ON A GENERAL LEVEL?

We simply need to recognise in Germany that domestic violence is a system in which not only women and men, but also children are always affected. We must carry out work with perpetrators and involve both victims and perpetrators in our work. Furthermore, the children are often forgotten. In Germany, there are only a few sites that have integrated special programs for children (Landau in the Palatinate) into their work. It is only when we are able to work at an early stage in cases of domestic violence in this family system, and when all parties can receive aid, that we can provide for the future of preventive work and help to prevent domestic violence. Also, the money factor is an important issue because the bodies that work with offenders are not adequately funded.

Written by Roland Hertel, Federal Association of Work with Offenders of Domestic Violence e.V. - Bundesarbeitsgemeinschaft Täterarbeit Häusliche Gewalt e.V.

## NATIONAL REPORT GREECE 2016

## DETAILS REPORT WRITING ORGANISATION

Country: Greece

Organisation writing report: European Anti-Violence Network

Contact Name and Details: Antonia Tsirigoti, Psychologist, M.Sc., Kiki Petroulaki,  
Psychologist, Ph.D.

Representing any other organisations? No

## 1. ORGANISATIONS/PROGRAMMES

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WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

**European Anti-Violence Network (EAVN)** is a non-profit, non-governmental organisation founded in 2006. EAVN's activities include the design, implementation and evaluation of capacity building, training, educational and awareness-raising activities. Further, EAVN conducts research activities aimed at primary, secondary and tertiary prevention of violence against women and girls (VAWG), focusing mainly on intimate partner violence (IPV) and domestic violence (DV). EAVN provides specialised information to women survivors of IPV, develops methods and activities for their empowerment, and has trained hundreds of teachers and health and social care professionals on gender equality, VAWG, IPV and DV. The organisation has published extensive educational material for training professionals and sensitising adolescents on IPV issues, as well as supportive material for abused women.

EAVN monitors all data collected by Greek Authorities on VAW and DV every year, monitors the adoption and implementation of policies, and exerts pressure on Greece to comply with EU and international standards.

***Training of teachers and awareness raising of adolescents towards prevention of intimate partner violence***

EAVN has designed, implemented and evaluated the GEAR against IPV I and II projects, aimed at primary and secondary prevention of IPV in adolescents. The projects have been pilot-tested in seven countries as of 2016. The main aim of these projects is to promote the development of healthy and equal intimate relationships, and encourage zero tolerance of VAWG, by raising teenagers' awareness of:

- the characteristics of healthy and unhealthy relationships,
- the influence that gender stereotypical attitudes and socially imposed gender roles have on their relationships,
- how power inequality between the sexes is related to psychological, physical and/or sexual abuse against women/girls and,
- how adolescents can contribute to the prevention of all forms of gender-based violence.

The GEAR against IPV approach is a proposal for systematic interventions in school (or other) settings, in which girls and boys are guided, through a series of experiential activities, to assess but also challenge culturally “inherited” gender stereotypes. Participants are encouraged to approach differences between the sexes as individual differences, rather than as characteristics of the superiority of one sex over another. The target groups are

- a) students of secondary education,

- b) adolescents, in particular young people belonging to high-risk groups, such as those who have been exposed to intimate partner violence between their parents, or experienced abuse and/or neglect during childhood,
- c) secondary school teachers and other professionals working in school settings, such as psychologists and social workers,
- d) professionals and organisations active in fields of health promotion and education, gender equality and prevention of gender-based violence, as well as professionals who are providing services to adolescents belonging to high-risk groups and,
- e) decision-making centres, such as ministries of education, and policy makers interested in promoting the integration of the GEAR against IPV intervention in secondary education curricula.

The GEAR against IPV material is a precise fulfilment of Article 14 of the Council of Europe Convention on preventing and combating violence against women and domestic violence. Its primary prevention activities are directly related to almost all of the articles included in the Convention's Chapter III for Prevention.

Between 2010 - 2016, in the context of two GEAR against IPV projects implemented under the coordination of EAVN, seven national GEAR against IPV Packages were used to guide the pilot-testing and evaluation of interventions in high schools in seven countries (Austria, Croatia, Cyprus, Germany, Greece, Romania, Spain). More than 450 teachers and school-related professionals were trained, and more than 100 GEAR against IPV Workshops were conducted with over 2000 adolescent girls and boys.

Moreover, during 2016, in five countries (Croatia, Cyprus, Greece, Romania, Spain), sensitised adolescents designed [peer-campaigns](#) aimed at raising awareness among their

peers. National conferences were conducted, and two students/teenagers from each workshop were invited to speak, along with teachers who facilitated the workshops.

EAVN continues to implement the GEAR against IPV Project in Greece with our own funding (more information is available on the project's website: [www.gear-ipv.eu](http://www.gear-ipv.eu)).

### ***Training of health and social care professionals and empowerment of abused women***

EAVN has implemented a project entitled "**Re-Actions against Intimate Partner Violence (IPV) - Actions in Favour of Women-Survivors of IPV**". A key objective of the project is to contribute to primary, secondary and tertiary prevention of Intimate Partner Violence (IPV) in at least two important ways. Firstly, the project provides information and support to women-survivors of IPV via the publication and wide dissemination of a book entitled *Guide on "How to Escape" from a Violent Relationship*, which also includes a *Guide on Support Services for Abused Women*. Further, the project operates an information centre for IPV issues. Secondly, the project involves training health and social care professionals (through distance learning) on IPV related issues (e.g. screening, risk assessment, safety planning, documentation of IPV and appropriate referrals). Educational materials, including ready-to-use tools, have been developed for training seminars.

More specifically, since 2012, EAVN has operated an electronic/telephone information centre for both abused women, and the professionals working with them. The *Guide on "How to Escape" from a Violent Relationship* was developed in 2013 and revised in 2015. The guide provides information for women that are experiencing abuse by intimate partners, outlining how they can find help within the health, social welfare, legal and police system of services. The guide informs women, in everyday language, about the entire legal framework regarding domestic violence, explains how they can develop their own safety plan and their

own documentation, and provides information about the available services for psychosocial counselling, shelters, legal counselling and legal aid etc.

### ***Empowerment of women survivors of GBV***

In Greece, EAVN has implemented a project entitled "**Writing beyond Silence: Promoting Autobiographical Competences to Help Survivors of Gender Violence**". The project has financial support from the DAPHNE III Programme of the European Union. Through the project, seminars were held to train professionals who work as counsellors in centres for abused women. These trained professionals then implemented autobiographical writing workshops with abused women (individually or in groups) under EAVN's supervision. Autobiographical writing provides survivors of violence with the means to make sense of their situation, cope with emotional distress, and understand their experiences from a different perspective. Training for professionals working in support/shelter services aimed to provide them with the skills to integrate a narrative-autobiographical approach in their counselling practices. The actualisation of this approach in the field gave women ways to reflect on and reinterpret their lived situations, facilitating a process of personal transformation and empowerment, and preventing re-victimisation. The project's website can be found at <http://writingbeyond.eu/>.

*Every year, EAVN maps the current situation regarding violence against women in Greece and since 2008 the organisation has provided information regarding this data, as well as information on support services for women and children victims of violence, for WAVE's annual Country Reports.*



WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

- There is a serious lack of support from the government. The government does not recognise the work and experience that NGOs have in this field, and does not utilise this expertise.
- National funding opportunities are non-existent and private donors seem unwilling to connect the names of their organisations to the topic of VAW, as it remains a taboo issue. European funding opportunities are always project-related and cannot be used for our regular activities/services.
- In Greece domestic violence is not a priority. Most decisions are made on the basis of political criteria, not on the basis of the victims' needs. Further, there is no communication among services, and there is no flexibility for services to be adjusted to victims' needs.
- There is a lack of political will to **collect data**, and to **evaluate** the efficiency of the services provided and/or of the policies implemented.

The following points address the barriers victims face in their efforts to find support, protection and assistance. These barriers also constitute **obstacles/challenges** for our organization, as we try to develop ways to help abused women overcome them.

- Firstly, there is no training available for **police officers, lawyers and judges** on violence issues. Nearly all lawyers appointed through the legal aid programme of the state have not been trained on these issues, and this affects their handling of such cases.
- There is no requirement for **staff** at the state's helpline, counselling centres and shelters to be specialised, and the workplace training they receive is mainly theoretical. In addition, there is no evaluation of the quality of the services provided, no recording of unmet needs, and no follow-up. Last but not least, supervision was provided to counsellors for only a brief period of time.

- There is no training for medical and/or paramedical staff and no screening process in hospitals.
- Even though domestic violence is an ex-officio prosecuted crime, **police** do not respond appropriately. Police officers are largely untrained on how to respond and they are often unwilling to respond. In many cases they discourage victims from reporting their abuse, or they do not officially record women's reports.
- There is no **risk assessment** and no process for the development of an individualised protection/safety plan at police stations or counselling centres.
- **Protection orders are not enforced properly.** Violations often remain unpunished and the victim is left unprotected.
- The State's counselling centres and its SOS helpline **do not support victims to document their cases in court proceedings**, even though they are mandated by law to provide certificates to all women who receive their services, as well as copies of their confidential files.
- The law against domestic violence includes penal mediation and the way this penal mediation is enforced may endanger the victim's safety.

## 2. COUNTRY

PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

In Greece, there are **no programmes for perpetrators**. One governmental organization accepts perpetrators sent by the District Attorney through **mandatory court referrals in the context of penal mediation** (see below). This programme exists in Athens and Thessaloniki. In Athens, the organisation conducts couple's counselling in place of a perpetrators' program. They refuse to work with the perpetrator only, insisting that both the victim and the perpetrator participate in couple's counselling.

PLEASE GIVE AN OVERVIEW OF YOUR COUNTRY'S CRIMINAL AND CIVIL RESPONSE TO DOMESTIC VIOLENCE, ESPECIALLY ANY CHANGES WITHIN THE LAST 3 YEARS? (I.E. WHAT ARE THE MOST IMPORTANT LEGAL AND POLICY MEASURES AND HOW HAVE THEY BEEN IMPLEMENTED?)

During the last three years there have been no changes in civil and criminal responses to domestic violence cases.

**Civil Court:** A victim can be protected via interim measures that include restriction orders and temporary arrangements related to marriage and children.

**Criminal Court:** Since 2007, all offenses that are included in the law against domestic violence, except rape, are to be **prosecuted ex officio**, and the in flagrante procedure must be followed.<sup>16</sup> The police often violate both of these obligations. The criminal court can also issue restrictive orders for the protection of the victim.

A large part of the law is devoted to the institution of penal mediation. When a crime is a misdemeanour, the prosecutor may investigate the initiation of this penal mediation. Under this system, if both the victim and the perpetrator accept the initiation of penal mediation, the penal prosecution is postponed for three years and any restraining orders are terminated. If the offender complies with the terms of the penal mediation during this three year period, then the case is closed and archived and prosecution is no longer possible. If the offender violates the terms of their mediation during this three year period, the prosecutor is informed of the violation, and s/he has the right to interrupt the mediation and to initiate prosecution. Under penal mediation the offender must a) promise ("give his word of honour") that he won't repeat any act of DV in the future, b) accept that he must leave the house if the victim requests it, c) agree to attend a specific therapeutic program for offenders (which is currently non-existent in Greece) and d) agree to repair (if feasible) the damage caused by his actions and compensate the victim. **If the victim accepts penal mediation and the perpetrator gives the aforementioned promises the trial ceases (similar**

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<sup>16</sup> Law 3500/2006 on "Combating domestic violence and other provisions"

**to a three year probation). After three years there is no possibility for this case to be prosecuted.**

In Athens and Thessalonica, the public prosecutor will send the perpetrator to the National Centre for Social Solidarity (EKKA) for therapy. In other cities the prosecutor will contact various organisations in order to find one that might accept a specific case (and these organisations do not have appropriate specialisation). As discussed, the EKKA in Athens refuses to work with the perpetrator alone, demanding instead that both the victim and the perpetrator participate in relationship counselling. Moreover, the prosecutor is not informed if the perpetrator does not participate in the recommended therapeutic program (e.g. due to a long waiting list). This means a perpetrator can have their penal prosecution terminated at the end of the three year period despite never having participated in any therapeutic programme, and never having suffered any consequences for his behaviour. No data is available concerning the number of cases that have entered the judicial system without trial due to penal mediation. Moreover, there is no information about the progress of penal mediations that have been undertaken.

Upon initiation of penal mediation

- ▶ any restraining or protection order ceases ipso jure,
- ▶ there is no monitoring from the court as to whether the perpetrators' promises are being kept or violated and,
- ▶ couple's therapy is often applied as the most appropriate therapeutic programme for offenders.

***The CEDAW committee has recommended that the state abolish penal mediation in cases of domestic violence but so far there have been no changes.***

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PLEASE TELL US ABOUT THE PROGRESS YOUR COUNTRY HAS MADE IN RELATION TO ISTANBUL CONVENTION.

The Istanbul Convention has been signed, but it is not yet ratified. A committee has been established in order to prepare the transition of the convention to national legislation. We do not know the result of this process, but we know that it is now the responsibility of the Ministry of Justice.

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DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

There is no organisation carrying out specialised work with perpetrators of domestic violence in Greece. The National Centre for Social Solidarity (EKKA) is the only known organization that accepts court referrals in the context of penal mediation.

There is no programme for convicted perpetrators, or any other type of programme for perpetrators.

### 3. BEST PRACTICES

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TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

None.

### 4. NEEDS AND RECOMMENDATIONS

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WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

- A monitoring process for the abusive behaviour of perpetrators must be developed. This would involve contacting the victim at regular intervals to monitor her safety. This task can be undertaken by an NGO or another support organisation, with any abusive behaviour or

violation of protection measures directly reported to the police/court. The victim must also be able to contact this organization themselves if they experience abuse.

- Penal mediation must be abolished from domestic violence law and replaced with perpetrator programmes that are undertaken alongside, and not instead of, penal prosecution.
- Specialised perpetrators programmes need to be developed.
- Couple's counselling in domestic violence cases must be banned.
- In responding to each incident reported by a victim, the court needs to take into account all previous cases and court orders (criminal and civil) that are related to the same perpetrator (e.g. domestic violence offenses, interim measures, protection orders, child custody claims).
- The law must be enforced **EVERY time** the perpetrator violates the victim's protection orders.

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WHAT ARE THE MOST IMPORTANT TASKS AND STEPS THAT YOU FEEL SHOULD BE FOCUSED ON IN YOUR COUNTRY IN ORDER TO TACKLE DOMESTIC VIOLENCE ON A GENERAL LEVEL?

- A regular path of **communication must be created between police and support services** in order to facilitate the reporting of incidents, and the support and protection of victims, as well as to assist in investigations of femicides.
- Systematic **risk assessment** and **safety planning** must be conducted with all IPV victims. This will require that professionals are adequately trained.
- **Specialised protection measures** should be ordered by the court and implemented by police, especially in cases assessed as high risk and in cases where children are involved.
- **Legal aid** – it is necessary to create a specialised pool of lawyers that will be specifically trained on issues related to domestic violence, including the particular needs of victims. At the very least, there must be monitoring to ensure the adequacy and efficiency of

lawyers who undertake domestic violence cases via legal aid, and to ensure that any misconduct is penalised.

- Individualised **practical support** must be offered to IPV victims according to their needs. For example, this support might include an accompanying service, assistance with preparing for court proceedings, babysitting, financial support for vital needs etc.
- There must be a systematic implementation of awareness-raising programs in schools, that educate both boys and girls on gender equality and zero tolerance of VAWG.
- Finally, there must also be systematic training of professionals in all relevant disciplines such as police officers, lawyers, judges, doctors, psychologists, social workers, teachers, etc.

Written by Antonia Tsirigoti, European Anti-Violence Network

## NATIONAL REPORT IRELAND 2016

## DETAILS REPORT WRITING ORGANISATION

Country: Republic of Ireland

Organisation writing report: MEND [men ending domestic abuse]

Contact Name and Details: John Doyle, MEND Co-ordinator, c/o Men's Development Network, 49 O'Connell St. Waterford. Contact [john@mens-network.net](mailto:john@mens-network.net).

Representing any other organisations? Yes

Names of these organisations: This report has had input from organisations delivering intervention programmes in Ireland: MEND ([www.mend.ie](http://www.mend.ie)), MOVE Ireland ([www.moveireland.ie](http://www.moveireland.ie)) and NEDVIP (The North East Domestic Violence Intervention Programme) as well as input from Cosc, The National Office for the Prevention of Domestic, Sexual and Gender based Violence ([www.cosc.ie](http://www.cosc.ie)) who fund the programmes and oversee the implementation of the National Strategy on Domestic, Sexual and Gender based violence.

## 1. ORGANISATIONS/PROGRAMMES

MEND, MOVE and NEDVIP all deliver Domestic Violence Intervention Programmes with linked in Partner Support services.



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WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

It is an ongoing challenge to profile our programmes to statutory agencies in order to maintain a flow of referrals, given that only a certain percentage of the men we assess will be suitable for the programme.

Retaining the services of facilitators and partner support workers can also be a challenge. We have high expectations in terms of the standard of service we deliver and yet we cannot pay workers at the level they might expect in the private sector.

Diminished staffing resources within the statutory sector over the last three years have made it increasingly difficult to commit facilitators to a lengthy group-work programme in the face of competing demands regarding the core functions of the agency.

Issues related to staffing also impact the development of a coordinated cross-sectoral structure which is needed to ensure a robust system of information gathering/sharing, risk assessment and interagency case management.

## 2. COUNTRY

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PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

### **Prevention**

Awareness raising - **a national campaign** to inform and change attitudes.

A key action under the Second National Strategy on domestic, sexual and gender-based violence is a national awareness-raising campaign, and €950,000 has been secured for this

purpose in 2016. **The campaign will commence in quarter four of 2016** and it is intended to run for a period of six years.

**The campaign's objectives are to bring about** a change in long-established societal behaviours and attitudes in relation to domestic violence, and to activate bystanders with the aim of preventing domestic violence. **The campaign will show the unacceptability of domestic and sexual violence, and its effects.**

The anticipated outcomes are

- more recognition and understanding of domestic violence among the general public;
- increased bystander intervention (in cases where it is safe to intervene);
- a decrease in domestic violence;
- increased reporting by victims and others;
- increased awareness of the sanctions for offending among perpetrators and potential perpetrators.

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PLEASE GIVE AN OVERVIEW OF YOUR COUNTRY'S CRIMINAL AND CIVIL RESPONSE TO DOMESTIC VIOLENCE, ESPECIALLY ANY CHANGES WITHIN THE LAST 3 YEARS? (I.E. WHAT ARE THE MOST IMPORTANT LEGAL AND POLICY MEASURES AND HOW HAVE THEY BEEN IMPLEMENTED?)

#### **A. National Strategy**

Work with perpetrators is now included in both the First and Second National Strategy (2016 -2021) under High Level Goal 11: Provision of Services to Victims and Holding Perpetrators to Account.

#### **Action 2.3200**

*Continue to develop domestic violence perpetrator programmes during the term of the Strategy through:*

- a. the introduction of risk assessment with a view to tailoring the approach to individual needs,
- b. the development of a national approach to programme content between providers,
- c. the introduction of two new programmes in 2016 and a new programme each year thereafter and,
- d. the further development of support for partners of perpetrators participating in programmes.

Implementing bodies:

Cosc will implement domestic violence perpetrator programmes. Individual service providers will be involved in partner support. The Probation Service will liaise with existing providers in the delivery of perpetrator programmes.

Timescale:

- a. Quarter 4, 2016
- b. Quarter 4, 2016
- c. Ongoing throughout the term of the Strategy
- d. Quarter 2, 2017

Also related to Domestic Violence Intervention Programmes:

**Action 2:3100**

*Give judges legislative power to refer domestic violence perpetrators to programmes*

*in the Domestic Violence Bill (IST 18(2))*

Implementing bodies:

Department of Justice and Equality (lead), Courts Service (in the administration of new legislation).

Timescale:

The general scheme of the Domestic Violence Bill was published in July 2015 and refers to the Oireachtas Joint Committee on Justice, Defence and Equality for pre-legislative scrutiny.

Enacted quarter 1 2016.

**Action 2:3700**

*An Garda Síochána will promote perpetrator programmes for domestic and sexual violence and will, where necessary, encourage perpetrators to engage with such programmes.*

Implementing bodies:

An Garda Síochána

Timescale:

Quarter 4 2017

## B. Legislation

The Second National Strategy contains an action to enact the Domestic Violence Bill. The Bill is to be published in the current Dáil session. This legislation is key in order to advance both the implementation of the Istanbul Convention, and the Second National Strategy.

This legislation will enhance the measures available within the civil law system to support and protect victims. The Bill, when enacted, will also introduce reforms under the Istanbul Convention.

Key improvements include:

- Access to interim barring orders in emergency or crisis situations will be extended from the current eight working days. It will no longer be necessary for a person to have a greater or equal interest in a property in order to bar a perpetrator from that property.
- It will be possible for a victim to give evidence by televisual link to avoid the risk of intimidation by the perpetrator, or an associate, in civil and criminal proceedings.
- The court will be able to appoint an expert to ascertain the views of a child in cases where an order is sought on behalf of, or will partly relate to, that child.
- There will be restrictions on the categories of person allowed in court during criminal proceedings relating to domestic violence, so that the victim will not have to give evidence, potentially of a distressing nature, before a large number of strangers.
- The court in a domestic violence case will be able to refer a perpetrator to services which address the roots of the offending behaviour.

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PLEASE TELL US ABOUT THE PROGRESS YOUR COUNTRY HAS MADE IN RELATION TO ISTANBUL CONVENTION.

Ireland is fully supportive of the aims and terms of the Istanbul Convention and signed the Convention on 5 November, 2015. Work has commenced on implementing the 18 legislative and administrative actions which will enable Ireland to ratify the Convention. All of the actions required for the ratification of the Istanbul Convention are contained in the Second National Strategy on Domestic, Sexual and Gender-based Violence which was published in January of this year.

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DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

This report has had input from all organisations delivering intervention programmes in the Republic of Ireland.

### 3. BEST PRACTICES

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TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

#### **Interventions with Perpetrators**

Ireland is moving to a single, higher quality national programme for all organisations, commencing in 2017. The training for the implementation of this new national programme commenced this year and it is expected that up to 32 facilitators will be trained to implement the new programme by the end of 2016. Further training will be completed by the end of the first quarter of 2017. At the end of the training it is anticipated that training and supervision will have been delivered to up to 50 staff and volunteers associated with the new national programme.

The new national domestic violence intervention programme is called “**Choices**”, and it was developed in the UK by Paul Wolf Light, Kelly Maguire and Dave Potts. The programme is in line with the requirements for the RESPECT UK Accreditation Standard.

#### 4. NEEDS AND RECOMMENDATIONS

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##### WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

Domestic violence intervention programmes need to be rolled out nationally, in order to ensure that programmes with linked in partner support services are consistently available to people in all parts of the country. This has already begun as part of the Second National Strategy.

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##### WHAT ARE THE MOST IMPORTANT TASKS AND STEPS THAT YOU FEEL SHOULD BE FOCUSED ON IN YOUR COUNTRY IN ORDER TO TACKLE DOMESTIC VIOLENCE ON A GENERAL LEVEL?

Early intervention with children and adolescents is critical. Research has shown that it is possible to identify young people who are likely to end up in abusive relationships, as either victim or perpetrator. If we view the issue purely from a gender perspective, we miss the early experiences of childhood trauma, disorganised attachment and the witnessing of domestic violence/abuse that are key factors in identifying who will be vulnerable to entering an abusive relationship as victim or perpetrator.

Written by John Doyle, MEND [men ending domestic abuse]



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DETAILS REPORT WRITING ORGANISATION

Country: Italy

Organisation writing report: Relive – Relazioni Libere dalle Violenze

Contact Name and Details: Alessandra Pauncz

Representing any other organisations? Yes

Names of these organisations:

Centro di Ascolto Uomini Maltrattanti (CAM), Firenze

Centro di Ascolto Uomini Maltrattanti (CAM), Ferrara

White Dove Evoluzione del Maschile Onlus, Genova

Centro SAVID (Stop alla violenza domestica Insegn. di Criminologia/ Università degli Studi di Milano

Fondazione Famiglia Materna, Rovereto

C.I.P.M Centro Italiano per la Promozione della Mediazione, Milano

C.I.P.M Emilia

Forum Lou Salomè – Progetto Uomini - non più violenti - si diventa, Milano

Il Cerchio degli uomini, Torino

Alfid, Trento

Associazione Centro di Ascolto Uomini Maltrattanti (CAM), Roma

Cambiamento Maschile, Montebelluna

Centro Ares, Bassano del Grappa

Cerchio delle Relazioni, Genova

Gruppo R, Padova

Interpares, Trieste

## 1. ORGANISATIONS/PROGRAMMES

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WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

- 1) Promotion of perpetrator programmes at a local, regional and national level
- 2) Promotion of standards and guidelines for services provided by perpetrator programmes
- 3) Training of service providers and professionals on male accountability, domestic violence, victim safety, risk assessment and perpetrator programmes
- 4) Promotion of legal reform and law implementation, and liaisons with the Ministry of Interior and the Ministry of Equal Opportunity relating to procedures and the National Plan on domestic violence

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WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

- 1) Achieving recognition for the importance of working with perpetrators as a part of a community-integrated response to violence against women, particularly through a gendered perspective, and with a focus on victim safety
- 2) Securing funding
- 3) Developing standards and procedures of evaluation

#### 4) Developing collaboration with specialised victim support services

## 2. COUNTRY

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PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

Specialised services for perpetrators of domestic violence were introduced in Italy in 2009. Since then, there has been a growing interest in the issue, and many services have been established. In 2013, the law specifically included perpetrator programmes in the National Plan for the first time. The plan was then drafted and voted on in 2015. In 2014 a national organisation was founded to unite the various perpetrator programmes in Italy. Presently, there are about 25 programmes that provide different levels of service. Around half these programmes have stable funding, while the rest are run by volunteers or are funded by start-up projects.

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PLEASE GIVE AN OVERVIEW OF YOUR COUNTRY'S CRIMINAL AND CIVIL RESPONSE TO DOMESTIC VIOLENCE, ESPECIALLY ANY CHANGES WITHIN THE LAST 3 YEARS? (I.E. WHAT ARE THE MOST IMPORTANT LEGAL AND POLICY MEASURES AND HOW HAVE THEY BEEN IMPLEMENTED?)

In recent years, certain civil and criminal laws have been amended in Italy.<sup>17</sup> As a result of these recent reforms, the legal system is currently equipped with many useful tools to ensure access to justice for women survivors of male violence. Nevertheless, Italy still lacks a comprehensive legal strategy and an organic, articulated and consistent social policy that ensures the effectiveness of existing legal instruments. Discriminatory biases against women still jeopardise the enforcement of legal provisions. Most of the recent legal reforms were included in the so-called “security packages” that contained various measures inspired by

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<sup>17</sup> Law No.154/2001; Law No. 54/2006; Law No.219/12; Legislative decree No. 154/2013; Law No.38/2009; Law No.119/2013; Law No.38/2009; Law No.119/2013

security and public order principles.<sup>18</sup> Law No.119/13 deals with violence against women (VAW) in a fragmentary way, giving priority to criminal law and neglecting prevention measures such as training and awareness-raising. To date, no official monitoring activity has been conducted, however women's organisations report that, contrary to statements of the Ministry of Interior, arrests in cases of domestic violence and stalking are very rare, as is the enforcement of protection orders, and warnings for stalkers and domestic violence perpetrators.<sup>19</sup>

Law 119/14 also acknowledges, for the first time, the importance of work with perpetrators. The law indicates that the National Plan should include the development of perpetrator programmes and the elaboration of relevant guidelines for such work. An interesting innovation of Law 119/2013 is the introduction of a "civil warning", in the form of a warrant, that is directed towards men who have committed acts of violence. The Head of Police (Questore) issues the warrant, and in doing so, the Questore is required to inform the perpetrator of any perpetrator programmes available to him. If the perpetrator commits further violence, criminal charges will proceed. The civil warning is a promising tool and prevention measure however it has been marginalised in current police procedures. Relive has been lobbying with the relevant Ministry to push for changes in the implementation of the warrant.

In Italy, immediate protection for women facing violence is not granted continuously or uniformly, due to an underestimation of the dangers posed by men who perpetrate VAW. It is often the case that violence is confused with intra-family conflict.<sup>20</sup> More recently an amendment was passed that institutes a formal structure for ER procedure in cases of "vulnerable victims". The non-gendered formulation of the law, and the formal link between the judicial system and specialized victim support services, has raised heavy criticism. In particular, there are concerns that mandatory reporting poses a potential risk for women accessing the health care system, both in terms of violations of privacy and in terms of the

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<sup>18</sup> Law No. 77/2013; see Law No.38/2009 and Law No.119/2013

<sup>19</sup> Associazione Differenza Donna, Report sull'attuazione della legge n. 119/2013 recante disposizioni contro la violenza di genere, 12/6/2014

<sup>20</sup> See the national network of lawyers of women's shelters who asked for a monitoring process for the latest reforms.

capability of the system to protect women once reporting has taken place.<sup>21</sup>

#### Access to justice:

The way in which courts and prosecutors' offices are organised prevents fast and effective access to justice for women. Despite recommendations for training and specialisation from the Supreme Council of the judiciary, the last monitoring process revealed disparities in practices. The mandatory prioritisation of criminal proceedings for domestic violence, sexual violence and stalking, is not respected. When interviewing victims of crime who are particularly vulnerable, the courts lack basic structural requirements, such as dedicated entrances and rooms.

Penal code 572 is a domestic violence law that punishes any kind of recurrent and repeated violence within the family through the exercise of power and control. This includes psychological violence.

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#### PLEASE TELL US ABOUT THE PROGRESS YOUR COUNTRY HAS MADE IN RELATION TO ISTANBUL CONVENTION.

The Istanbul Convention was ratified in June 2013 and entered into force on 1 August, 2014. Law 119/2013 enforces some requirements of the Istanbul Convention including information processes for victims, severe punishment for crimes related to domestic violence, and specific measures for women asylum seekers, and immigrant women requesting residency permits, who are experiencing DV. The law also includes aspects of article 16, through its reference to the necessity of including and developing perpetrator programmes (article 5). The legislation also contains references to education, and the government has contributed a grant of four million euros for projects undertaken in Italian schools. Problems of funding have been partially (though not adequately) addressed through two national funding plans. The first has already transferred resources to regional areas, and the second is to be

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<sup>21</sup> Emendamento Giuliani 451 bis and ter 2016.

implemented before the end of 2016. There has also been a national call for projects in need of grants, but these have not yet been evaluated and funded.

Provision of protection for victims of DV remains lacking. This is not due to a lack of legislation, but rather a result of non-implementation.

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DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

See: <http://www.casalledonne-bs.it/elenco-dei-centri-per-uomini-maltrattanti/>.

### 3. BEST PRACTICES

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TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

- NGO conventions with the general public
- Public services

The Italian political system is based on the autonomy of the various regions, and these regions have issued different laws regarding domestic violence. Some regions modified their laws between 2011 and 2014 in order to include a focus on perpetrator work, increase the safety of women, prevent the recurrence of violence, and increase perpetrator responsibility. Seven regions have instituted changes regarding work with perpetrators (Piemonte, Campania, Umbria, Emilia-Romagna, Sardegna, Lazio and Puglia). Eleven regions in total have promoted or sustained perpetrator work in the public system or through private NGOs, including them in community support systems addressing violence against women.

The public institution that has been most responsive to requests for work with perpetrators is the Regional Health Care System, both through its direct provision of services, and through its collaboration with private NGOs. This experimentation has resulted in two forms of best

practice. Firstly, in the Tuscan Region, the private NGO CAM has been working in collaboration with the local health care system since 2010. Secondly, in the Emilia-Romagna region, the local health care systems of Modena and Parma have created perpetrator programmes within family clinics that were traditionally dedicated to women's issues specifically. There have also been widespread training efforts for professionals in the ER, general practitioners, etc.

#### 4. NEEDS AND RECOMMENDATIONS

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##### WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

- 1) Protection of victims and a wider application of restriction orders to abusive men
- 2) Implementation of electronic tracking devices for convicted perpetrators, or in situations evaluated as high risk
- 3) Preventive work with police and social service on the use of warrants
- 4) Implementation of possibilities for preventive work through police warrants
- 5) Stable funding
- 6) Better collaboration with victim support systems
- 7) Implementation of programmes in jail settings

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##### WHAT ARE THE MOST IMPORTANT TASKS AND STEPS THAT YOU FEEL SHOULD BE FOCUSED ON IN YOUR COUNTRY IN ORDER TO TACKLE DOMESTIC VIOLENCE ON A GENERAL LEVEL?

- 1) Coordinated support systems
- 2) High-risk management

- 3) Protection for victims – the legal system is still not responding adequately to women’s requests for protection, and pressing charges still places women at risk
- 4) Better application of protection measures by judges/law enforcement
- 5) Development of structured work on rape/specific rape crisis centres – the prevalence of victim-blaming attitudes must also be addressed
- 6) Press coverage of the phenomena
- 7) The controversy surrounding gender sensitisation in schools must be addressed. In the last year very vocal groups of Catholic parents have protested against the inclusion of gender-focused programmes in the syllabus. This has made it very difficult for school authorities to continue the implementation of national guidelines on the inclusion of anti-discrimination programmes in schools.

Written by Alessandra Pauncz, Relive – Relazioni Libere dalle Violenze



## NATIONAL REPORT MALTA 2016

## WORK ON VIOLENCE PREVENTION AND WORK WITH PERPETRATORS IN SWEDEN

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DETAILS REPORT WRITING ORGANISATION

Country: Malta

Organisation writing Report: Agenzija Appogg

Contact Name and Details: Lauren Agius, Co-ordinator, Managing Abusive Behaviour

Representing any other organization: No

## 1. ORGANISATIONS/PROGRAMMES

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WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

The first perpetrators' programme was set up in 1999, and was based on a programme imported from Canada. Throughout the subsequent years, the programme has been refined according to the needs of service users. The next closed group will follow a new programme based not only on the existing programme, but also on evaluations and feedback from service users and their partners.

Prevention is an essential element in combatting domestic violence and it has been an important focus of the agency since its inception. Managing Abusive Behaviour (MAB) works in collaboration with its partner service, the Domestic Violence Unit (DVU), and together they make up the Domestic Violence Services of Agenzija Appogg. The organisations participate regularly in networking forums with counsellors, therapists and teachers from schools across the country, in order to develop systems for educating children about domestic violence, and systems for identifying and supporting children who witness violence

in the home. The organisation delivers regular in-service training to police, including new recruits, and networking with probation officers is also ongoing. Further, outreach is made to various agencies, including those working with substance abuse, to encourage referrals and to deal with any queries that arise. The organisation also participates in various media, with a view to encouraging education and debate.

Despite consistent prevention work, progress in certain areas has been very slow. Our biggest challenges, so far, have been related to the justice system and law enforcement. Since the enactment of the domestic violence act in 2006, the number of treatment orders issued by the courts has been negligible. Further, most of these treatment orders were independent from probation orders or any other kind of sentencing. However, a breakthrough has been achieved within the criminal section of the Family Court. The presiding magistrate has invited social workers from Domestic Violence Services, including the Domestic Abuse Intervention Programme (formerly the Perpetrators' Service) to be present throughout court sittings for the purpose of referrals.

A further challenge is the increase in dual reporting, which makes it appear that women are equally violent to men, and does not take into account the complexities of domestic violence. Police officers are required to make reports, and in court the victim is often re-victimised, while the perpetrator presents himself as the victim.

A common belief held among the general public, medical professionals, and some psychological professionals, is that perpetrators suffer from some form of mental illness. Despite research findings, many still adhere to a medical or psychological model of treatment for perpetrators. Some family doctors prescribe medication and/or refer patients for psychiatric assessment and treatment. Some psychologists and psychotherapists explore various 'causes' of violence, while other family therapists work with couples. Fortunately, a number of these professionals do refer their patients/clients to specialised services.

## 2. COUNTRY

PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

The Domestic Abuse Intervention Programme (DAIP), provided by Agenzija Appogg, is the only perpetrator service in Malta. The DAIP is based on a feminist perspective and its primary focus is the safety of women and children.

The service is open to referrals from various professionals, the Appogg helpline, other agencies, courts, as well as self-referrals. Referred persons are assessed for the group programme, given individual sessions and provided with a more generic social work service, if necessary. Perpetrators eligible for the programme will then join a support group composed of both perpetrators who have completed the programme and others who are about to start the next one. The partners of service users are contacted by the organisation and offered access to victim services from the Domestic Violence Unit (DVU). A feedback loop is established between the DAIP and DVU for the purposes of monitoring the perpetrator, and for risk assessment. Service-user evaluations are carried out half way through the programme and at the end. After the programme is completed, the perpetrator and his partner, if she so wishes, meet together with their respective social workers to discuss the perpetrator's progress. This process is only undertaken if the victim desires it and feels safe, and if the situation is assessed as being very low risk. During these meetings, the social workers make recommendations for the way forward.

The Domestic Violence Act was enacted in Malta in February 2006 and Malta was one of the first countries to ratify the Istanbul Convention in 2014. Despite the inclusion of the Istanbul Convention in the statute books, Maltese legislation still needed to be updated in order to bring it in line with the requirements of the Convention, including those regarding domestic violence and rape. Last year, an inter-ministerial committee was set up between the Ministry for Civil Liberties and the Ministry for the Family in order to develop a set of proposals based on the Istanbul Convention. The committee aimed to amend laws, introduce policies and strengthen structures. The legal amendments will bring Malta in line with the Istanbul

Convention. The bill was presented for public dialogue in September 2016 and a national strategy for domestic violence is likely to be published before the end of the year. The strategy will complement legal amendments aimed at curbing gender-based violence.

### 3. BEST PRACTICES

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TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

DVIP has always networked and liaised with various victim services, including women's shelters. Although the Domestic Violence Unit (DVU) acknowledges male victims and provides them with services, it is recognised and acknowledged that domestic violence disproportionately affects women.

DVIP is involved in prevention campaigns and, with DVU, offers training related to domestic violence. A social worker from the service, along with a social worker from victim services, is present during criminal section hearings of the Family Court.

Risk assessments are ongoing and perpetrators' partners are introduced to victim services for support and feedback purposes.

### 4. NEEDS AND RECOMMENDATIONS

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WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

DVIP can work with many more referrals than it receives currently. Professionals need further education about the dynamics of domestic violence, and effective measures for working with perpetrators of domestic abuse. Unless professionals are aware of the importance of addressing gender equality issues in dealing with domestic abuse, they will continue to make referrals to medical doctors, mental health professionals, or family therapists.

Judges and magistrates need to proceed with prosecution even when the victim drops the charges in court, and perpetrators need to be arraigned within a brief period following the charges. As things stand, most cases are dropped when victims drop the charges. There is also a considerable period of time before a perpetrator is arraigned.

Treatment orders need to be issued by presiding judges and magistrates and they need to be a part of sentencing. At present, a treatment order is often issued in place of an actual sentence or probation order.

In sum, domestic violence needs to be understood as the crime that it is, and the perpetrator must be held accountable and given opportunity to change.

Written by Lauren Agius, Agenzija Appogg

## NATIONAL REPORT MOLDOVA 2016

## DETAILS REPORT WRITING ORGANISATION

Country: Republica Moldova

Organisation writing report: NGO Artemida

Contact Name and Details: Simion Sîrbu, +373 79824900, simionsirbu@yahoo.com

Representing any other organisations? No

## 1. ORGANISATIONS/PROGRAMMES

## WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

AO "Artemida" manages 2 centres:

1. The Maternal Centre, which provides assistance and protective services for victims of domestic violence. The centre opened August 15, 2006.
2. The Centre of Assistance and Counselling, for domestic violence aggressors, founded in 2012. This centre works to prevent and combat acts of violence by providing assistance and counselling services for people who have committed acts of domestic violence.

The goal of our organisation is to promote the protection of women's rights and to contribute to the prevention of domestic violence in Moldova. AO "Artemida" aims to protect human rights and promote change at an individual, community and systemic level.

The organisation has undertaken campaigns, in schools and in the community, to raise awareness of the problems facing women and children who are victims of domestic violence. AO “Artemida” regularly supports information sessions among young people from different institutions in the northern areas of the Republic of Moldova. These sessions aim to prepare young people for the challenges of adult life, by giving them the skills to differentiate healthy relationships from abusive ones. Young people are taught to recognise the signs of various forms of abuse that might affect them directly, or affect people around them, and given techniques for avoiding or overcoming these problems.

AO Artemida also organises support groups for women who are facing difficulties, as well as sessions aimed at increasing self-knowledge and self-esteem. It provides information, and raises awareness, among the local community regarding the problem of domestic violence through mass-media, and regularly distributes informative materials such as flyers and brochures.

The organisation trains members of multi-disciplinary teams (MDT), such as police officers, social workers, doctors, and teachers.

The “Ariadna” Maternal Centre provides temporary placement services for women and children who are victims of domestic violence, and whose life and health are endangered at home.

Finally, the centre for the assistance and counselling of family aggressors works with perpetrators who are referred to the centre by a court order. The centre provides a rehabilitation programme in the context of preventing further acts of violence.

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WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

The biggest obstacle is the lack of work schedules for family aggressors. Moldova, has the only centre in Moldova that offers assistance and counselling services for family aggressors following the Duluth model. This model requires aggressors to undertake two sessions per week over a period of three to four months. During this time, eight key topics are addressed, including non-violence, non-threatening behaviour, sexual respect, partnership and negotiation. This model was selected because it acknowledges that assistance for aggressors must be given in the context of community efforts to address domestic violence. At the moment, we are in the process of elaborating our rehabilitation program for aggressors.

A further obstacle is the difficulty of creating new services for aggressors in other districts.

Finally, services for victims and aggressors provided by our organisation are underfunded. The local public administration is dealing with a profound deficit of resources due to modest transfers from the central budget, the lack of local business and the wider economic crisis.

## 2. COUNTRY

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PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

Multi-disciplinary teams (MDTs) have been formed in order to address the problem of domestic violence at a district level. These MDTs were developed in some communities due to the presence of international agents and NGOs. MDTs consists of social workers, police officers, doctors and other specialists from the community such as headmasters, priests, City Hall secretaries, and representatives from local NGOs. In some communities the mayor is also



actively involved in the local MDT.

The development of the MDT programme has involved several training rounds, continuous supervision, and the provision of equipment and literature for MDTs in a number of communities. This has resulted in an increased level of awareness of the problem of domestic violence, across a wider area. Correspondingly, instances of identification, including self-identification, of victims of domestic violence increased, and the methods of multidisciplinary specialists in these cases were improved.

In terms of services for aggressors, Drochia is the only district in the north of Moldova that has a centre providing assistance and counselling services for aggressors. In central Moldova, two psychologists in Chisinau are developing services for assisting family aggressors through the initiative of the organization CNFACEM. In the south of the country, there are no services for family aggressors, and this impacts on the effectiveness of assistance offered to victims, perpetuating domestic violence. The problems that aggressors are dealing with, their anger and lack of ability to control that anger, often remain unresolved.

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PLEASE GIVE AN OVERVIEW OF YOUR COUNTRY'S CRIMINAL AND CIVIL RESPONSE TO DOMESTIC VIOLENCE, ESPECIALLY ANY CHANGES WITHIN THE LAST 3 YEARS? (I.E. WHAT ARE THE MOST IMPORTANT LEGAL AND POLICY MEASURES AND HOW HAVE THEY BEEN IMPLEMENTED?)

The Government of the Republic of Moldova is committed to combatting domestic violence through the ratification of the relevant international treaties, and through the harmonization of national law and politics with international standards.

**Law 45/2007** establishes the roles and responsibilities of local and state organs regarding the prevention of domestic violence and the provision of assistance to those affected.

Changes have been made regarding the response to family aggressors. In the first 24 hours after receiving a request, the courts release a protection ordinance to assist the victim. These measures apply to the aggressor:

- The obligation to temporarily leave the home shared with the victim, or to stay away from the victim's home, without making decisions about property assets;

- The obligation to stay away from the place where the victim is located;
- The obligation to refrain from contacting the victim, her children or other dependents;
- The obligation to refrain from visiting the victim's work place or living place;
- The obligation to maintenance the child that he has in common with the victim until the case is solved;
- The obligation to pay the expenses and damages caused by his acts of violence, including medical expenses, and expenses associated with replacing and repairing destroyed or deteriorated assets;
- The restriction on the unilateral disposal of joint assets;
- The establishment of a temporary schedule for visiting his minor children;
- The interdiction on carrying and keeping a weapon;
- **The obligation to participate in a special program, or counselling, if such an action is determined by the court as necessary for reducing or eliminating the violent behaviour.**

**Law 167/2010** brings a multitude of changes and new additions to existent legislation in order to create a mechanism for implementing special law 45/2007, regarding the prevention of domestic violence. The relevant legislation includes Law 416/1990 regarding the police, the Family Code 1316/2000, the Penal Code 985/2002, the Code of Civil Procedure 225/2003, the Code of Penal Procedure 122/2003, Law 547/2003 regarding social assistance, Law 436/2006 regarding local public administration, Law 45/2007 regarding the prevention and combating of domestic violence, and Law 102/2003 regarding the employment and social protection of job-seekers.

**The most recent modifications to legislation affected Law 196. These changes were aimed at the modification and completion of certain legislative documents. They were introduced on 28 July, 2016, and have been enforced since 16 October 2016.** These modifications streamline mechanisms addressing domestic violence in line with recommendations made by CEDAW and civil society organisations. Further, these modifications aim to harmonise the national legal provisions with CAHVIO. The elaborated project contains provisions to modify

12 normative acts.

In order to ensure the implementation of these protection measures, it is proposed that the definitions of several terms, such as domestic violence, spiritual violence, victim and aggressor, are modified. New definitions will also be outlined for terms such as crisis situation/critical situation, urgent restraining order, violence against women, and gender violence against women.

For example, modifications to Law 45 (3<sup>rd</sup> article, 2<sup>nd</sup> paragraph, letter “b”) will broaden the scope of persons who can be considered victims or aggressors in cases of domestic violence. At the same time, it is proposed that the 9<sup>th</sup> article of Law 45 should be modified in order to consolidate national mechanisms aimed at preventing the relapse of domestic violence offenders. These mechanisms provide assistance and counselling for offenders, with the purpose of reintegrating them in the community, and aim to widen the competences of probation organs.

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PLEASE TELL US ABOUT THE PROGRESS YOUR COUNTRY HAS MADE IN RELATION TO ISTANBUL CONVENTION.

Several modifications have been made through Law 196 to harmonise national legislation with the Istanbul Convention. For example, proposed modifications to art. 11 are in line with CAHVIO provisions regarding compensation. Both signatories stipulate that victims who have suffered severe corporal injuries and the deterioration of their health due to violence have the right to claim compensation from the aggressors or from the state under Chapters 1- 10. The Convention recommends offering compensation for both corporal injuries and serious psychological damage caused by acts of psychological violence. Article 12/1 of Law 45 establishes the possibility of issuing a restraining order against a domestic violence offender. This is in accordance with the requirements of the Convention, which stipulates that restraining or protection orders must be available to the victims of any form of violence covered by the Convention. This proposition regulates the mechanisms and releasing procedure of restraining orders on the part of the police. It addresses the period of time in which a restraining order is released, the constraints placed on the aggressor, the

consequences for the aggressor if these restrictions are not complied with, and the appeal procedure. Further, it covers the right of the victim to request protection measures. Restraining orders assist victims through the immediate intervention of police to isolate/exclude the aggressor. In this way, police officers are empowered to put in place restraining orders that force the aggressor to immediately leave the house for a period of 10 days. During this 10-day period, it is possible to request a longer period of protection from the court if necessary.

The proposed modifications to article 13 aim to make the process for requesting protection measures clearer. The victim can file the request herself, but in certain cases where she is unable to do so, professionals can file the request on her behalf.

Modifications to article 15 include new measures for protecting the victims of domestic violence, beyond those that currently exist. The modifications are also driven by the necessity to regulate these protection measures more precisely, in terms of procedures regarding the issuance of protection orders, procedures for supervising restraining orders, and regulations regarding the revocation of protection measures.

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DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

The organisation CNEFACEM from Chisinau is an initiative undertaken by two psychologists and it is aimed at developing assistance services for family aggressors.

### 3. BEST PRACTICES

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TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

1. Cooperating with the police, courts, prosecutor's office, probation services, and services for victims of domestic violence,

2. Organizing scientific conferences and seminars for police, social workers, doctors, judges, prosecutors and others, with the purpose of developing capacities of intervention in cases of domestic violence,
3. Working with family aggressors through the centre of assistance and counselling for family aggressors in Drochia, and
4. Organising and conducting awareness campaigns for the general population regarding the problem of domestic violence.

#### 4. NEEDS AND RECOMMENDATIONS

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WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

**Important measures include**

1. Developing an intervention centre that will manage and organise intervention activities and programs working with victims of domestic violence,
2. Developing services for family aggressors in more districts within the Republic of Moldova,
3. Training professionals who work with family aggressors,
4. Providing better supervision for professionals who work with victims of domestic violence and family aggressors.

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WHAT ARE THE MOST IMPORTANT TASKS AND STEPS THAT YOU FEEL SHOULD BE FOCUSED ON IN YOUR COUNTRY IN ORDER TO TACKLE DOMESTIC VIOLENCE ON A GENERAL LEVEL?

1. Organising and conducting training and awareness campaigns that explain the issues involved in cases of domestic violence, and ways to solve them.
2. Developing a rehabilitation program for family aggressors.

3. Expanding programs to other districts, and further developing services for family aggressors.

Written by Simion Sîrbu, NGO Artemida

NATIONAL REPORT POLAND 2016

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DETAILS REPORT WRITING ORGANISATION

Country: Poland

Organisations writing report:

- 1) Institute of Violence Prevention (Instytut Prewencji Przemocy)
- 2) Wroclaw Health Centre (Wrocławskie Centrum Zdrowia)
- 3) Crisis Intervention Society (Towarzystwo Interwencji Kryzysowej)

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- 3) Marcin Dziurok, [marcin\\_fil@tlen.pl](mailto:marcin_fil@tlen.pl)

Representing any other organisations? Yes 2) Yes 3) No

Names of these organisations:

- 1) Foundation Dialogue Without Violence (Fundacja Dialog Bez Przemocy)
- 2) University of Lower Silesia (Dolnośląska Szkoła Wyższa)

## 1. ORGANISATIONS/PROGRAMMES

WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

- Programmes for perpetrators of domestic violence
- Psychotherapy for victims of domestic violence
- Psychotherapy for perpetrators of domestic violence
- Training courses and workshops for professionals working in the field of domestic violence (social workers, probation officers, police officers, psychologists, psychotherapists, addiction therapist, facilitators etc.)
- Systematic cooperation based on the creation of a system for working with police, curators, crisis intervention centres, centres that help victims, social workers, health care institutions, and other professions that deal with domestic violence, or are likely to meet with victims and perpetrators of domestic violence
- Scientific conferences
- Radio programmes
- Articles in magazines about domestic violence
- Trainings and workshops, particularly for young boys and men
- Lectures for students

In addition, the “Protection and Change” programme designed for perpetrators of domestic violence has been conducted in the Wroclaw Health Centre since 2007. This programme is based on the assumptions of integrative psychotherapy and can be undertaken by anyone who has committed acts of domestic violence against their partners, children or other family members. The programme includes: individual meetings to motivate changes to aggressive behaviour, diagnostic meetings, group educational meetings, individual and group



psychotherapy and workshops focused on developing skills to deal with violent behaviour. The programme consists of between 60 and 150 meetings. The programme also includes meetings between perpetrators and victims of domestic violence as an integral part of its therapeutic interventions. In addition, therapists participate in supervisory meetings for both individuals and groups, and contribute to training courses organised at least once a year.

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WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

- The biggest challenge for our organisations is financing corrective and educational programs (see the description of national conditions below).
- A further challenge is presented by the violent attitudes and beliefs of many professionals, exemplified in the blaming of victims for the violence they face, a disproportionate focus on victims, the sexist beliefs of many men involved in the system to combat violence, and the justification of perpetrators' actions.
- There is a lack of appropriate programmes for perpetrators of domestic violence. People who have left prison cannot benefit from therapeutic assistance at home. In Wrocław, for example, there is no post-sentence accommodation service offering treatment for perpetrators of domestic violence.
- More staff are needed to monitor the use of violence by participants in therapeutic programmes, and to conduct evaluations of the therapeutic programmes' effectiveness. There is also a lack of research tools to conduct these evaluations.
- There are difficulties in creating new institutions for the treatment of perpetrators in smaller towns.

## 2. COUNTRY

PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

Programmes for perpetrators of domestic violence can be financed from public funds through the Ministry of Family, Labour and Social Policy. However, the amount currently allocated is insufficient. Depending on the region, the amount allocated ranges from 500 to 1000 PLN (125-250 Euro) per participant of the programme. Participation in these programmes should involve at least 60 hours. If the programme runs weekly, in three hour sessions, these 60 hours are completed within six months. This means that a programme with 10 participants has a budget of 5000-10000 PLN for 6 months, and a monthly budget of 833,3-1666,6 PLN (193 - 387 Euro). This amount must cover all expenses associated with the program, including the costs of facilitators, renting seminar rooms, materials, promotion of the programmes etc. An additional difficulty is the lack of knowledge of the substantive objectives of the programme by officials representing the voivodeships, who are tasked with accounting for, and controlling, programs.

A further problem is the administrative pressure, and sometimes direct requirement, that the programme maintains closed, rather than open groups. Closed groups start with a certain number of participants, and do not allow additional participants to join during the course of the programme. Open groups, by contrast, are conducted in continuous form, and additional participants can join during the process, or finish when outcomes are achieved. Enforcing closed groups creates a vicious circle. The anti-violence centre must wait until it has a full group before it can apply for funding, but by the time the programme can begin, the list of participants has become stale, and recruitment has to start again from the beginning.

Under the closed group model, participants are unable to learn from men who have been in the programme longer. Often groups break down because participants drop out of the programme.

According to a report by the Supreme Chamber of Control, a weakness of the system is the lack of obligation for perpetrators of violence to participate in the "Blue Card" procedure. The "Blue Card" procedure is the procedure initiated by public institutions after they are notified of an incident of domestic violence. Further, it is not mandatory for perpetrators to participate in an assistance plan. The fact that the perpetrator does not have to cooperate with institutions involved in combatting domestic violence, demonstrates how the system helps perpetrators, rather than victims, feel safe and secure. Only around 23% of perpetrators (identified in examined entities) participate in corrective and educational programmes. Further, not all districts develop and implement corrective and educational programs. Very few cases result in the courts adjudicating probation against the perpetrators of violence (5% were convicted in 2014). With no obligation to participate in the "Blue Card" procedure, most perpetrators face no consequences for their actions. Indeed, 73% of judgments issued against perpetrators are suspended.

Further, interdisciplinary teams do not have effective methods of enforcement to ensure perpetrators appear at meetings and provide explanations. This makes programme recruitment difficult. The judicial obligation to participate in such programmes is applied to only 5% of those convicted of the crime of family abuse (this number does not include those convicted of other crimes, such as injury).

Due to the above conditions (particularly in relation to financing) it is virtually impossible for NGOs to carry out their programmes within the framework of public funding. However, the relevant public institutions possess budgets for other purposes, with full-time employees, infrastructure, and resources. Financing for this programme would be only a small addition to the budget.

Statistics provided by the Ministry of Family, Labour and Social Policy concerning the numbers of programmes in Poland, and the number of participants, must be treated critically.

The work that is being done often does not follow basic standards demanded in the work with perpetrators. Facilitators often do not have adequate training in the specific approach in work with perpetrators. According to the survey, the vast majority (about 90%) of programmes conducted in Poland do not use a gender theory framework. Groups involving both men and women are often mistaken for perpetrator groups.

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PLEASE GIVE AN OVERVIEW OF YOUR COUNTRY'S CRIMINAL AND CIVIL RESPONSE TO DOMESTIC VIOLENCE, ESPECIALLY ANY CHANGES WITHIN THE LAST 3 YEARS? (I.E. WHAT ARE THE MOST IMPORTANT LEGAL AND POLICY MEASURES AND HOW HAVE THEY BEEN IMPLEMENTED?)

The "Act on the Prevention of Domestic Violence" (29 July, 2005) covers corrective and educational programs for those who have committed acts of violence. According to this act, the national government is responsible for the creation and development of specialist support centres for victims of domestic violence, and for the development and implementation of corrective and educational programmes for perpetrators. The provincial government is responsible for the development and implementation of the provincial programme to combat violence in the family, inspiring and promoting new solutions for combating domestic violence, developing frameworks that protect victims of domestic violence and instituting corrective and educational programs for perpetrators of domestic violence.

The National Programme for the Prevention of Domestic Violence for 2014-2020 (p. 46) states that, during the implementation of the programme, evaluations will be carried out addressing the effectiveness of assistance to people affected by family violence (in 2019), of the effectiveness of corrective and educational programs for perpetrators (in 2019) and of the psychological and psychotherapeutic treatment for perpetrators of domestic violence (in 2020).

It should be stressed that the Ombudsman (RPO), Dr Adam Bodnar, has had an important role in advocating for victims of violence, and drawing attention to the legislative provisions

of the Istanbul Convention. For example, the RPO asked the Minister of Family, Labour and Social Policy (10 December, 2015) whether the Ministry is preparing changes in legislation to allow relevant authorities to order a perpetrator of domestic violence to leave the residence of the victim, in accordance with the Convention. The Ministry answered (5 January, 2016) that legislative changes will focus on improving the functioning of the system, to counteract family violence at both a local and central level. They aim to increase system performance and enhance the protection of people experiencing domestic violence, as well as expand measures directed towards perpetrators.

However, there has been critical talk about the Convention among authorities, mostly regarding gender concept as controversial and threat to traditional values and the structure of the family.

In 2015 the number of entities implementing corrective and educational programs for perpetrators of domestic violence was 272. In 2016 they numbered 269. A list of these organisations is available on the Ministry of Justice website (<https://www.ms.gov.pl/pl/dzialalnosc/przeciwdzialanie-przemocy-w-rodzinie/ogolne/krajowy-program-przeciwdzialania-przemocy-w-rodzinie-na-lata-2014-2020/>). They include social welfare centres, crisis intervention centres and district family assistance centres.

Examples of programmes according to reports for 2015 (available online):

- MOPS Katowice: 9 people participated in the program (July 2015)
- MOPR Gdańsk: 326 people participated in corrective and educational programs
- MOPR Białystok: 13 people completed the program
- MOPR Toruń: 24 people participated in the program
- OPS Warszawa - Mokotów: 75 interviews conducted with people who have committed violence
- MOPR Szczecin: program completed by 18 people

- OPS Warszawa - Targówek: 76 interviews with perpetrators
- MOPS Kraków: 73 interviews with people who have committed violence

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DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

The Social Welfare Centres (OPS) in Rzeszów and Olsztyn are good examples of centres that implement corrective and educational programmes.

### 3. NEEDS AND RECOMMENDATIONS

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WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

- Increase the financing of programmes for perpetrators of domestic violence
- Established the national work with perpetrators based on the European Standards of Work with Perpetrators
- The creation of an organisation that sets the standard for work with perpetrators of domestic violence
- Training for people working with perpetrators of domestic violence
- Supervisory meetings for professionals
- Development of cooperation with local authorities
- Accommodation for perpetrators of domestic violence

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WHAT ARE THE MOST IMPORTANT TASKS AND STEPS THAT YOU FEEL SHOULD BE FOCUSED ON IN YOUR COUNTRY IN ORDER TO TACKLE DOMESTIC VIOLENCE ON A GENERAL LEVEL?

Among specialists dealing with domestic violence, there is widespread agreement both that the Istanbul Convention provides an adequate approach to tackling domestic violence, and that its directions should be followed. This requires the engagement and cooperation of relevant authorities.

It is also important that awareness-raising efforts are developed in order to increase understanding of, and challenge, the social dynamics that support male perpetrators of domestic violence. This involves implementing large-scale educational projects and campaigns, both for specialists combatting domestic violence, and for society in general.

Written by Michał Trojnar, Institute of Violence Prevention (Instytut Prewencji Przemocy),  
Dorota Dyjakon, Wrocław Health Centre (Wrocławskie Centrum Zdrowia) and Marcin  
Dziurok, Crisis Intervention Society (Towarzystwo Interwencji Kryzysowej).

## NATIONAL REPORT PORTUGAL 2016

## DETAILS REPORT WRITING ORGANISATION

Country: PORTUGAL

Organisation writing report: GEAV/FPCEUP (Centre for Research and Counselling of Victims and Perpetrators of Violence - Faculty of Psychology and Educational Sciences of University of Porto/Portugal)

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Representing any other organisations? No

## 1. ORGANISATIONS/PROGRAMMES

WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

GEAV works regularly with victims and perpetrators of domestic violence (DV). Our programme for perpetrators of DV was described in our last national report (<http://www.work-with-perpetrators.eu/index.php?id=28>). This programme currently consists of individual sessions only, as we have so far been unable to organise a group for group therapy. This is largely due to logistical issues, in particular the difficulty of coordinating perpetrator's work schedules. GEAV also provides individual support and therapy for victims, based on need.

Our centre is part of a community network. Victims and perpetrators of DV are referred to our service by other institutions, such as victim support NGOs, child protective services, probation officers and judicial institutions. Alternatively, victims or perpetrators approach



us directly in order to access psychological or psychosocial support. Although several perpetrators have referred themselves to our service in this way, the majority of perpetrators we work with are not voluntary.

In recent years, GEAV has also offered training and education for professionals working in the field of DV, through the support of public funding. From 2009 to 2013, the Portuguese Government engaged GEAV to adapt and translate the DAIP programme to the Portuguese context. Between 2013 and 2014, GEAV organised education and training activities for professionals, which were broadly based on the DAIP/Duluth programme.

In 2013 and 2014, GEAV also provided training on DV for professionals involved in child protective services. This training aimed to enhance awareness of the dynamics of violence and its impact on victims and children, as well as emphasise the importance of coordinating work undertaken with both victims and perpetrators of violence.

GEAV professionals participate in scientific and awareness-raising events on the subject of DV, and supervise community projects working in the field of DV.

During recent years, child protective services have been able to refer parents of the children they work with to perpetrator programmes, with their consent. These perpetrators undertake our programme as a way to become better parents to their children. We believe this is a major opportunity for them. Because perpetrators start the programme before the judicial process is underway, they are supported during that process. Further, this provides opportunities to manage the risk of re-victimisation. In such situations, perpetrators are confronted with the necessity of changing their violent behaviours and attitudes, not simply because such violence is criminal, but also because they need to improve themselves as parents.

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WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

Our major obstacles are financial. We lack the funding necessary to develop our programmes. Further, we are unable to provide a free service, and thus require a payment from clients of the programme. Portugal has experienced a significant economic crisis, and the majority of perpetrators are unable afford the cost of the intervention programme (though it is very low).

There are further significant challenges in maintaining networks in the field of DV. Many community projects face intermittent public funding, which often makes it difficult to ensure the continuity of projects. Therefore, as projects begin and end, existing networks can be broken.

## 2. COUNTRY

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PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

Portugal's national programme for perpetrators of DV (PAVD) is available throughout the country, and delivered by the national probation service. This programme has resulted in substantial improvements in the field of work with perpetrators in Portugal. Many convicted perpetrators, or others subjected to judicial measures, are now mandated to participate in this programme. There are several criteria for inclusion in this programme. For example, the extent of the judicial punishment must be 18 months or more; there must be a low or medium risk of violence, as evaluated by SARA; and the perpetrator must be free of any mental illnesses or drug abuse problems. The programme is conducted in a group setting by two trained facilitators.

In addition, some universities offer programmes for perpetrators, such as GEAV in FPCEUP, and the University of Minho's Association of Psychology in Braga (northern Portugal). The latter has developed PPRIAC, a Portuguese programme for perpetrators of DV that has been implemented and evaluated. This programme is suspended at the current time.

Additional community programmes for perpetrators are also available, including Espaço Trevo, in Santa Maria da Feira; Projeto Fios e Desafios, in Porto; TAIPA - Gabinete de Apoio à Vítima e ao Agressor (GAVA) in Odemira; Serviço Violência Familiar do Hospital Sobral Cid, in Coimbra; Associação Chão dos Meninos in Évora; and Tribexpert in Vila Nova de Famalicão (as outlined in the national guide for DV resources).<sup>22</sup> We do not have detailed information about the programmes offered in these community projects. The majority of them are free of cost, because they are supported by national funds. Many of them work with convicted perpetrators of DV who cannot participate in PAVD because they do not meet the inclusion criteria. They also work with perpetrators who have not been convicted of a crime, but who are nevertheless looking for help in changing their behaviour.

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PLEASE GIVE AN OVERVIEW OF YOUR COUNTRY'S CRIMINAL AND CIVIL RESPONSE TO DOMESTIC VIOLENCE, ESPECIALLY ANY CHANGES WITHIN THE LAST 3 YEARS? (I.E. WHAT ARE THE MOST IMPORTANT LEGAL AND POLICY MEASURES AND HOW HAVE THEY BEEN IMPLEMENTED?)

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<sup>22</sup> <http://www.igualdade.gov.pt/guiaderecursosvd/>

Under Portuguese law, the crime of DV involves situations in which someone, repeatedly or otherwise, inflicts physical or psychological harm on their partner or ex-partner. This includes violence within same-sex intimate relationships, and relationships with or without cohabitation. DV also encompasses violence directed towards the parent of the perpetrator's child, and violence directed towards people who live with the perpetrator, and are particularly vulnerable due to their age, disability, illness, pregnancy or economic dependence. The penalty of DV crimes is a prison sentence of one to five years.

In cases of DV, perpetrators may be subject to restraining orders, judicial prohibitions on the possession and use of guns, and/or be obligated to enter a programme for perpetrators of DV. Depending on the gravity of the situation, perpetrators may be deprived of their parental role.

Domestic violence has been a public crime in Portugal since 2000. In 2007, the definition of a victim of domestic violence was expanded to include ex-partners and partners with whom the perpetrator has not shared a home. The legal system has also started to apply more restraining orders, electronic surveillance measures and mandatory programmes, all important steps in the field of work with perpetrators. In 2013 the law was changed again to make it more explicit that violence in any intimate relationship is considered DV, regardless of the gender or sexual orientation of the victim and perpetrator, and regardless of the type of intimate relationship they shared. Until this legislative change, victims were often told that if they did not share a home with the perpetrator, violent acts would not be considered DV. Since 2013 there has been no further changes to Portuguese DV law.

Portugal has instituted a national entity responsible for the coordination of measures to prevent DV (CIG – Commission for Citizenship and Gender Equality). This entity is responsible for the implementation of national plans in the area of DV and gender violence (described above) through which many community projects are funded. Within Portugal, there are NGOs, community programmes and state institutions in many cities that provide support to victims of DV.

PLEASE TELL US ABOUT THE PROGRESS YOUR COUNTRY HAS MADE IN RELATION TO ISTANBUL CONVENTION.

Portugal was the first European Union country to ratify the Istanbul Convention (on 5 February, 2013). The V National Plan to Prevent and Combat Domestic and Gender-based Violence (2014-2017) (V PNPCVDG) is in line with these commitments and specifically based on the assumptions of the Istanbul Convention. The plan expands the scope of its implementation beyond DV to encompass other forms of gender-based violence, such as female genital mutilation and sexual assault. Following this understanding, the III Programme of Action for the Prevention and Elimination of Female Genital Mutilation (2014-2017) is an integral part of the V PNPCVDG. This document seeks to foster a culture of equality and non-violence, and is committed to making Portugal a country free of gender-based violence, and further, a country where women and men, regardless of ethnicity, age, socioeconomic status, disability, religion, sexual orientation or gender identity may equally aspire to live in a society free of violence and discrimination. Such a society requires a strong pattern of respect for fundamental human rights. (See the full V PNPCVDG at: [https://www.cig.gov.pt/wp-content/uploads/2014/06/CIG-VPNPCVDG\\_2014-2017\\_ENG.pdf](https://www.cig.gov.pt/wp-content/uploads/2014/06/CIG-VPNPCVDG_2014-2017_ENG.pdf).)

Among the 55 measures of the V PNPCVDG, there are five strategic areas specifically focused on DV: 1) prevention, awareness-raising and education; 2) protection of victims and promotion of their social integration; 3) interventions with perpetrators; 4) training and qualifications for professionals; 5) investigation and monitoring.

DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

The PAVD (Portuguese Programme for Perpetrators of DV) is an 18-month rehabilitation programme designed for heterosexual male perpetrators of intimate partner violence, provided by probation services. It includes two kinds of intervention, firstly, individual counselling and supervision and, secondly, a psychoeducational group intervention. This programme follows a motivational approach to change. The psychoeducational group has 20 weekly sessions and is based on a cognitive interpersonal conceptualisation of intimate

partner violence. It includes seven modules: stereotypes and gender violence (two sessions); strategies to manage risk (two sessions); impact on victims, empathy and responsibility (two sessions); communication and interpersonal relationships (three sessions); meaning and function of emotions (four sessions); dysfunctional beliefs about the self (four sessions); and intimacy, insecurity and jealousy (three sessions). This programme aims to promote attitudinal and behavioural change within intimate relationships, and encourage perpetrators to take responsibility for abusive behaviour.<sup>23</sup>

PPRIAC (Programme for Promotion and Intervention with Perpetrators of Domestic Violence), developed by the University of Minho, is no longer implemented.<sup>24</sup>

### 3. BEST PRACTICES

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TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

GEAV's best practices, applied in our programme for perpetrators, were detailed in our last national report (<http://www.work-with-perpetrators.eu/index.php?id=28>). We continue to present on, and discuss, national best practices in seminars, trainings, and any other situation in which we are in contact with professionals in this field. However, at the present time, national recommendations of best practices in this field do not yet exist.

### 4. NEEDS AND RECOMMENDATIONS

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WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

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<sup>23</sup> Rijo, D. & Capinha, M. (2012). A reabilitação dos agressores conjugais: dos modelos tradicionais de realibitação ao PAVD. *Ousar Integrar – Revista de reinserção social e prova*, 11 (pp. 83-97).

<sup>24</sup> Cruz, O. & Abrunhosa Gonçalves, R. (2011). Tratamento de Agressores Domésticos: O Programma de Promoção e Intervenção com Agressores Conjugais (PPRIAC). *Revista do Ministério Público*, 127 (pp. 179-204).

The number and quality of programmes for perpetrators in Portugal has increased in the last five years. As described above, the current national plan regarding DV explicitly includes measures to improve work with perpetrators. Further, changes to national legislation have resulted in the judicial system referring more perpetrators to intervention programmes. However, there remains a need more community programmes for perpetrators; more funding to support these programmes; more funding to develop scientific research and to assess existing programmes; and more resources and funding to train professionals working in this field. In addition, those who work with perpetrators need to be aware of the importance of maintaining solid networks between professionals and programmes in order to ensure the flow of information and guarantee the protection of victims.

Written by Margarida Matias and Celina Manita, GEAV/FPCEUP

## NATIONAL REPORT SERBIA 2016

## DETAILS REPORT WRITING ORGANISATION

Country: Serbia

Organisation writing report: OPNA - National Network for Treatment of Perpetrators of Domestic Violence

Contact Name and Details: Sandra Jovanović (sandra.jovanovic.kg@gmail.com), Milan Manojlović (milansmile@gmail.com) - OPNA representatives in WWP EN

Representing any other organisations? No

## 1. ORGANISATIONS/PROGRAMMES

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WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

OPNA, a non-formal network, works with male perpetrators of violence only, and lobbies for the sustainability of such programmes in Serbia. As a relatively new network, established 1.5 years ago, we focus on providing working with perpetrator (WWP) programmes; training and educating professionals in WWP programme delivery; and advocating for legal changes that would support the stable functioning of WWP programs.

However, because the OPNA network consists of 11 organizations, most of which are welfare centres, it also has broader jurisdiction, and includes activities related to victim safety and child protection.



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WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

The biggest obstacle for our organisation is the lack of system support for WWP programmes in our country. WWP is not defined by legislative documents. In criminal law, it is referenced as one of the measures that the public prosecutor can choose for a perpetrator, in the form of psychosocial treatment. However, there are no sub-legal acts detailing who is responsible for providing such a service, how it should be financed, or what the standards of programme delivery should be. OPNA advocates for the adoption of regulations and standards for perpetrator programmes by welfare or judicial ministries. So far, our requests have not been responded to. Further, the described legislative mechanism of referring perpetrators to treatment programmes has another major flaw. The treatment is used as a replacement for punishment, thus if a perpetrator successfully completes a programme, criminal charges are dropped. This approach is contrary to the recommendations of the Istanbul Convention.

Currently, no funding exists for these programmes. Only short-term project funding is available, and thus the continuity of programmes cannot be assured.

A further obstacle we encounter is misunderstandings among some NGOs for women, who see programmes for perpetrators as a threat to victims.

## 2. COUNTRY

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PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

In Serbia, work with perpetrators of violence at a national level began in 2011, as a project activity financed by the UNDP. Work started in three cities in Serbia (Belgrade, Kragujevac, and Niš), and 16 experts were educated by professionals from Alternative to Violence Norway. Subsequently, those Serbian experts developed their own programme for working

with perpetrators of partner violence, and accredited it within the relevant institution of social care.

Work with perpetrators was undertaken in nine cities in Serbia (Belgrade, Novi Sad, Subotica, Kragujevac, Niš, Leskovac, Čačak, Kraljevo, Kruševac) as a result of different project activities, mainly financed by the UNDP. In most cases, when the projects were over and there was no alternative, stable source of funding, treatment programs were discontinued. Now there are only four cities in which welfare centres deliver WWP programs, with decreased capacity (Novi Sad, Beograd, Kragujevac, Niš).

The main characteristics of WWP programmes in Serbia can be described, briefly, as follows:

- WWP programmes are mainly delivered within institutions of social care such as welfare centres or marriage and counselling centres, as just one more of their many tasks. Programmes within the NGO sector are not functional. Programmes within prisons, or under the justice department, are non-existent.
- Perpetrators of violence are referred to WWP programs through several avenues. They can be referred by the public prosecutor through criminal law, referred by welfare centres, or participate voluntarily. People who volunteer for the program are usually clients of counselling centres who have participated in marriage counselling, and been encouraged to join a WWP programme by their therapist.
- In Serbia, the only programmes that currently exist are those directed at perpetrators of partner violence. Programmes addressing domestic violence in general, or sexual violence, are recognised as being necessary, but they do not yet exist.
- There is only one accredited WWP programme, and it is implemented across Serbia. It is a group therapy programme, which lasts for six months, with a follow up period of six months to two years. Contact with the victims of violence is an obligatory element of the programme.

- Research has shown that around 70% of participants do not engage in further violent behaviour following the completion of the programme (during the follow up period).
- There are over 70 professionals trained in WWP programmes, and they are mainly employees of the social care system. However, only around 15 of these professionals are involved in delivering WWP programmes at the present time.
- Programmes are delivered in government institutions, but they are not recognised by the government in any way. At the moment the programmes are delivered despite decreased capacity, thanks to the enthusiasm of professionals who recognise their importance. Professionals provide this service by attempting to fit it in with their regular employment duties, having no other options. This often leads to the neglect of regular job activities, and causes dilemmas as to whether they should continue with WWP programmes under such circumstances.

WWP programmes in Serbia are in crisis and face the threat of cancellation. This is due to a lack of standardisation and legislative recognition of WWP programmes, necessary for the stable functioning and financing of this service.

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PLEASE GIVE AN OVERVIEW OF YOUR COUNTRY'S CRIMINAL AND CIVIL RESPONSE TO DOMESTIC VIOLENCE, ESPECIALLY ANY CHANGES WITHIN THE LAST 3 YEARS? (I.E. WHAT ARE THE MOST IMPORTANT LEGAL AND POLICY MEASURES AND HOW HAVE THEY BEEN IMPLEMENTED?)

Domestic violence is included within criminal and civil law in Serbia. We have two laws that sanction domestic violence: criminal law and family law. Domestic violence is also recognised in misdemeanour law, and perpetrators can be prosecuted and punished through the public peace and safety law.

In criminal law the act of domestic violence is precisely defined through five forms of perpetration. In article 194, the legislation prescribes a prison sentence of three months to three years for these acts. The article states that,

- 1) Anyone who by use of violence, threat to assault body or life, or by impudent or ruthless behavior endangers peace, physical integrity or mental condition of a member of his family shall be sentenced to a fine or imprisonment not exceeding one year.
- 2) Should any weapons, dangerous tools or other instruments suitable to inflict heavy bodily injury or seriously impair health be used for the commission of an act referred to in Paragraph 1 of this Article, the perpetrator shall be sentenced to three months to three years of imprisonment.
- 3) Should the offenses referred to in Paragraphs 1 and 2 of this Article result in a heavy bodily injury or serious deterioration of health, or should the offenses be committed against a minor, the perpetrator shall be sentenced to one to eight years of imprisonment.
- 4) Should the offense referred to in Paragraphs 1, 2 and 3 of this Article cause death of a family member, the perpetrator shall be sentenced to three to twelve years of imprisonment.
- 5) The sentence of 3 months up to 3 years of imprisonment is also prescribed for a breach of protective measures against domestic violence that were determined by the court on the grounds of Family Code.

Within the last three years Serbian laws have not changed regarding domestic violence in general.

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PLEASE TELL US ABOUT THE PROGRESS YOUR COUNTRY HAS MADE IN RELATION TO ISTANBUL CONVENTION.

Serbia ratified the Istanbul Convention in October 2013. However, little progress has been made in Serbia regarding the convention's recommendations for WWP programmes. The national network for work with perpetrators, OPNA, draws on the convention to argue for legislative change. So far, these arguments have not been acknowledged.

In 2016, Biljana Branković, a member of the GREVIO Committee, researched Serbia's progress in implementing the recommendations of the Istanbul Convention. In her report, Branković points to several major areas in which domestic violence practice and policy are not in accord with the convention. Among these issues are a lack of crisis centres for victims of rape or sexual violence; inadequate capacity and standards of shelters for victims of violence; the requirement of some shelters that victims be willing to prosecute perpetrators; substandard services for children and victims of violence; and confidential SOS phone lines that are not free for victims, and not available 24 hours a day.

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DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

OPNA gathers together all organisations in Serbia who provide, or have provided, programmes for perpetrators of violence. There are no organisations working with perpetrators of violence outside of OPNA.

To our knowledge, the women's NGO "Autonomni ženski centar" in Belgrade did provide this service around ten years ago, but only as a short-term programme, involving one group of perpetrators.

### 3. BEST PRACTICES

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TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

The perpetrator programmes in the cities of Kragujevac and Novi Sad are examples of best practice in Serbia.

In Kragujevac, programmes for perpetrators began in 2010, before such programmes were established on a national level. This was the result of good cooperation between the city's welfare centre and the prosecutor's department. Further, the establishment of the programme demonstrated the strong connections between institutions related to domestic violence in the city, connections that were formalised through a protocol of inter-sector cooperation in cases of domestic violence. What makes the programme an example of good practice even now, is the fact that it has consistently functioned since 2010 with no interruptions, even when no funding was forthcoming. Therapists involved in the programme have worked without financial compensation, exemplifying their enthusiasm for maintaining work that they regard as important for domestic violence prevention.

In Novi Sad, the municipality recognises the importance of programmes for perpetrators, and finances work for one group per year. Cooperation between the local welfare centre and prosecutor's office is very good, involving mutual meetings in which all cases of domestic violence are examined, and suitable men are selected for the existing programme. This is very good practice, because in other cities, almost 40% of perpetrators sent by the prosecutor are not suitable for the programmes, due to, for example, alcohol abuse problems.

#### 4. NEEDS AND RECOMMENDATIONS

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##### WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

The most important step towards improving perpetrator programmes in Serbia would be the formalisation of such programmes through legislation. Currently, programmes for perpetrators of violence are not recognised by relevant institutions. In order to ensure the continued existence of perpetrator programmes it is essential that such programmes are defined as a service within social protection or the judicial process, that specific standards are adopted, and that sources of funding are defined.

There is also a pressing need for a more varied range of programmes for perpetrators in Serbia. Currently there is only one programme offered, focused solely on partner violence. This is contrary to the Istanbul Convention, which recommends that different types of programmes are made available for different types of perpetrators. Programmes should be accessible in prisons, alternative criminal sanctions departments, and similar institutions, and they should be adjusted for various forms of domestic violence.

There is also a serious lack of programmes for children who have witnessed family violence. There are currently no programmes in Serbia that address the connection between witnessing violence in childhood, and being involved in violence in adulthood, whether as victim or perpetrator.

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##### WHAT ARE THE MOST IMPORTANT TASKS AND STEPS THAT YOU FEEL SHOULD BE FOCUSED ON IN YOUR COUNTRY IN ORDER TO TACKLE DOMESTIC VIOLENCE ON A GENERAL LEVEL?

The general feeling among experts who work with victims and perpetrators, as well as among victims themselves, is that there should be a more efficient implementation of laws regarding domestic violence. The focus should be on reducing the length of time spent on prosecution and court processes in domestic violence cases. In addition, it is extremely

important that primary prevention programmes, for adolescents in particular, are developed in Serbia. Finally, the government must recognise the importance of working with perpetrators, and formally include it in relevant legislation.

Written by Sandra Jovanović and Milan Manojlović, OPNA - National Network for Treatment of Perpetrators of Domestic Violence



## NATIONAL REPORT SPAIN 2016

## DETAILS REPORT WRITING ORGANISATION

Country: SPAIN

Organisation writing report: Associació Conexus

Contact Name and Details: Heinrich Geldschläger (heinrich@conexus.cat)

Representing any other organisations? No

## 1. ORGANISATIONS/PROGRAMMES

## WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

Conexus offers an Integrated Intervention Programme (PAI) against domestic violence that includes interventions and support for, firstly, women victims/survivors, secondly, for children affected by violence and their mothers and thirdly, for (non-court-ordered) male perpetrators, including an integrated support service for their (ex-) partners. The PAI started in 2011 and receives limited funding from the Ministry of Health, Social Services and Equality, the Catalan Government, the Province of Barcelona and since this year, the Barcelona City Council, for its work with children, mothers and perpetrators.

In 2012 we started the Integrated Intervention in Ascendant Violence programme (AIVA), a project for families with adolescents who have used violence against their parents. The programme offers treatment for both victims and perpetrators and is funded by the Department of Social Welfare and Families of the Government of Catalonia and by the Barcelona City Council.

The Programme for Universities Against Gender Based Violence (PUC) was initiated in 2015 with the goal of providing training and support services, and raising awareness among young people who do not usually have access to specialised services. The programme is aimed at both women who suffer violence and men who use violence. Currently we have agreements with three of the biggest Catalan Universities and collaborate with two more.

This year we have started a small project offering psychological support to people from the LGBTI community who suffer from, or perpetrate, violence in their intimate relationships, and another that aims to prevent homophobic bullying in schools. Both projects are funded by the Barcelona City Council.

Since 2006 we have collaborated with the Public Health Agency of Catalonia's Programme on Substance Abuse to address intimate partner violence in substance abuse treatment centres. This collaboration has included a review of relevant research, the development of a theoretical model, surveys of practitioner's needs, the development of best practice recommendations and the training of professionals. Currently, we are creating a network of reference workers for addressing IPV in each substance abuse treatment centre. Further, we are developing a specific model for IPV screening and group intervention among men undergoing substance abuse treatment.

Beyond these ongoing projects we offer violence prevention activities including workshops for schools in various municipalities, and training activities for professionals. We participate in scientific and awareness-raising events around domestic violence at local, national and international levels. We are also involved in research projects on domestic violence and perpetrator work, such as the European Daphne III project "IMPACT – Evaluation of European Perpetrator Programmes".

WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

Although we have been able to start some new projects, and there has been a growing recognition of our work in the field of domestic violence, the biggest obstacle we face is still the lack of stable, sufficient funding, both for prevention measures in general, and for our work with perpetrators specifically. This lack of funding affects other agencies as well, and makes the highly important collaboration and coordination between agencies and services (e.g. between perpetrator work and victim support, or domestic violence and child protection) even more difficult.

## 2. COUNTRY

PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

There has been little change in the general picture of work with perpetrators in Spain over the past three years. Cutbacks in funding continue to affect community-based programmes for men who participate voluntarily. There remains an active scene of research on the topic.

Within the criminal justice system there has been continued growth in work with perpetrators since the law against gender-based violence came into force in 2004, particularly in the context of probation. In 2013, 14,299 (46.5 %) of the 30,776 convictions for gender-based violence included participation in a perpetrator programme as a probation measure, and 9,142 perpetrators completed programmes that same year (to which we should add 890 in Catalonia).

Currently, 55 probation teams (“Servicios de Gestión de Penas y Medidas Alternativas”) across Spain deliver the [Programa de Intervención para Agresores](#) (intervention programme for perpetrators, or PRIA). PRIA was established in 2010 as an intervention manual to be applied both within prisons and in the community, albeit adapted to these specific contexts.

PRIA has since been updated to include a gender perspective in a much more transversal manner, but this latest version is yet to be published. Apart from statutory probation services, the PRIA is also delivered by around 40 organisations under contract from probation, mainly consisting of NGOs, University Departments or Psychological Associations. In Catalonia, the [Programa Marc de Tractament en Violència de Gènere](#) (frame programme for the treatment of gender-based violence) is published by the Catalan Department of Justice. It guides both in-prison and probation-based interventions and is delivered by five or six NGOs to between 800 and 1000 perpetrators on probation per year.

Moreover, between 1000 and 1500 inmates convicted of gender-based violence voluntarily participate in the PRIA programme (or its Catalan equivalent). The programmes are offered regularly in around 40 prisons, or around two thirds of prisons in Spain.

We do not have national statistics on the number of men who voluntarily participate in community-based perpetrator programmes outside the criminal justice system. It is estimated that less than 1000 men have participated voluntarily in such programmes in Spain, partially due to the cutbacks to programme funding.

Research on work with perpetrators in Spain has remained active in recent years. Indeed, the [review](#) carried out within the Daphne project “Evaluating European Perpetrator Programmes” shows that Spain has produced the most evaluation studies of any country in Europe.

PLEASE GIVE AN OVERVIEW OF YOUR COUNTRY'S CRIMINAL AND CIVIL RESPONSE TO DOMESTIC VIOLENCE, ESPECIALLY ANY CHANGES WITHIN THE LAST 3 YEARS? (I.E. WHAT ARE THE MOST IMPORTANT LEGAL AND POLICY MEASURES AND HOW HAVE THEY BEEN IMPLEMENTED?)

There have been some legal changes in the past few years, for example, Law No. 4/2015 on the legal status of the victims of crime and Organic Law No. 1/2015 amending the Penal Code with regard to violence against women. These changes have primarily aimed to give children the legal status of victims of gender-based violence, and to improve some legal proceedings and rights for victims. In addition, Law No. 21/2015 includes the right to legal assistance for women victims of gender-based violence immediately before reporting/pressing charges with the police, and creates a corresponding permanent guard for the lawyers' association.

The National Strategy for the Eradication of Violence against Women (2013-2016) had four main objectives: (1) breaking the silence around domestic abuse, (2) improving institutional responses to avoid secondary victimization, including personalized plans of support, (3) supporting children and women who are particularly vulnerable, and (4) making visible, and addressing, other forms of violence against women.

The Ministry of the Interior has continued to develop a system to monitor and follow up cases of gender-based violence. The system combines information from different public administrations and services ([Sistema VioGén](#)), as well as from [telematic control devices](#) (bracelets) for convicted high-risk perpetrators.

Statistics on gender-based violence in Spain until December 2013 are available in the "[7<sup>th</sup> Annual report by the national observatory on violence against women](#)".

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PLEASE TELL US ABOUT THE PROGRESS YOUR COUNTRY HAS MADE IN RELATION TO ISTANBUL CONVENTION.

Many of the requirements of the Istanbul Convention were already fulfilled when it came into force, with some important exceptions: the need to include other forms of violence against women in the law on gender-based violence, and the close coordination of (criminal justice) perpetrator programmes with victim support services (see below).

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DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

There are several other organisations working with perpetrators of domestic violence in Spain. Most operate within the criminal justice system, under contract with the Ministry of Justice (in penitentiary institutions). Most of these organisations are in the WWP-EN database because they have participated in the surveys of the Daphne projects “WWP” and/or “IMPACT”.

### 3. BEST PRACTICES

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TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

We consider it good practice that criminal justice programmes work in a systematic and internally coordinated way, and are thus able to respond to a high number of men convicted for domestic violence annually. This avoids a reliance on other penal measures, such as probation measures.

Furthermore, the active research community, mentioned above, strengthens work with perpetrators undertaken in Spain.

#### 4. NEEDS AND RECOMMENDATIONS

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##### WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

There are three main issues to focus on for improvement. The most important issue is the criminal justice system's limited practice of partner contact, and limited coordination with victim support services (as called for in the Istanbul Convention). Due to concerns regarding data protection and confidentiality, the criminal justice system's offices for victims of crime only establishes victim contact with women who have reported their partner. There is no coordination whatsoever with other victim support services.

Secondly, there is growing demand among social, health and child protection services for the possibility to refer men to programmes that they can attend voluntarily. There is a significant lack of such services in most of the country (with some exceptions) due to the aforementioned cutbacks to funding. Indeed, coverage was already far from sufficient before the crisis.

The third issue is the lack of a national network for organisations and/or professionals who offer domestic violence perpetrator programmes. This is in spite of the large number of such organisations in Spain, and a history of more than 20 years of developing work with perpetrators. Such a network could, among other things, establish agreed-upon national quality standards for working with perpetrators, which do not yet exist in Spain.

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##### WHAT ARE THE MOST IMPORTANT TASKS AND STEPS THAT YOU FEEL SHOULD BE FOCUSED ON IN YOUR COUNTRY IN ORDER TO TACKLE DOMESTIC VIOLENCE ON A GENERAL LEVEL?

In general terms, gender-based violence needs to become a political priority once again in Spain. There is some hope that this might become the case under the new, minority government, due to pressure from the opposition. A commission has recently been put in place to prepare a State Pact on gender-based violence with the objective of providing sufficient funding for prevention activities and support services for victims. Further, the pact

will include other types of violence against women (committed outside intimate relationships) as a legal measure to comply with the Istanbul Convention.

There has been a deterioration in protective services for women subjected to domestic violence, both because of cutbacks in funding and because of changes in law enforcement practices. For example, the percentage of protection orders granted to women who demand them has gone down to as little as 34% in some autonomous communities. Mandatory training for judges, prosecutors and other law enforcement officials on gender-based violence is clearly required. Further, support services for women and children remain limited in some areas, particularly rural ones.

The prevention measures envisioned in Organic Law No. 1/2004 have only been implemented in a very limited way. For example, the inclusion of gender and gender-based violence in relevant university curricula remains an exception.

The interface and coordination between domestic violence and child protection policies and services can clearly be improved. Twenty children have been killed by their fathers during the exercise of visiting rights between 2008 and 2014.

Legislation regarding violence against women must be revised to include further forms of gender-based violence, such as violence by care providers, police violence and violence in public spaces, workplaces and schools.

Written by Heinrich Geldschläger, Associació Conexus



## NATIONAL REPORT SWEDEN 2016

## WORK ON VIOLENCE PREVENTION AND WORK WITH PERPETRATORS IN SWEDEN

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DETAILS REPORT WRITING ORGANISATION

Country: Sweden

Organisation writing report: Unizon, Website: <http://unizon.se/english>

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Representing any other organisations? No

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1. ORGANISATIONS/PROGRAMMES

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WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

Unizon is an umbrella organisation representing over 130 Swedish women's shelters, young women's empowerment centres and other support services that work together for a gender equal society free from violence. Our member organisations provide help and support for women, young people and children subjected to different forms of violence, and actively work with violence prevention. Our members also provide treatment for perpetrators of violence.

Below are some examples of how Unizon and our member organisations work with violence prevention:

- Our shelters work with children who have been subjected to violence or witnessed violence against their mothers. Through counselling and open dialogue with children, our member organisations work on breaking negative/violent behavioural patterns and negative norms of family relations.

- Young men's groups, run by some of our youth empowerment centres, offer help and support to young boys and men, informing them about the macho-culture that exists in society, its signs and its consequences. The groups break down norms and help young people talk about their feelings and relationships.
- Through the Mentor in Violence Prevention (MVP) programme in schools, we raise awareness about the issue of men's violence against women (MVAW), and educate and empower young boys and girls to prevent, interrupt and respond to violence and abuse.
- The Macho Factory is an educational material for teachers and other professionals working with young people (both boys and girls), informing them about gender equality and violence prevention.<sup>25</sup> The Macho Factory focuses on how oppressive social norms and values of masculinity can be challenged, and further, how these norms can be broken down. It is based on 17 short film clips that visualise social constructs of masculinity as a box, as well as exercises and discussions connected to these clips.
- Unizon participated as an external expert in the Swedish Prison and Probation Service's development of an education programme for parent-perpetrators of domestic violence. Within the framework of this programme, Unizon carried out two parent circles focusing on the responsibility of parents to ensure a child's right to a life without violence. Unizon also carried out motivational groups for men in jail during 2015-2016, focusing on masculinity norms and violence against women.
- Unizon's active work against prostitution and pornography is also an important part of our violence prevention strategy.

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<sup>25</sup> In cooperation with Roks and MÄN (previously - Men for Gender Equality).

WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

Unizon's work on violence prevention is developing, but we are nevertheless facing some significant challenges. The biggest of these challenges are the following:

- Backlash and gender symmetry in domestic violence

This has resulted in the increased use of gender neutral language by state/municipal authorities and social services, and a lack of gender and power analysis, or feminist approaches, to MVAW.

- Lack of knowledge and competence about men's violence against women

Unfortunately, we have seen a lack of knowledge among professionals who come into contact with women and children exposed to violence in their every-day work, and who, due to their professional roles, have an impact on young people's ways of thinking (for example teachers, trainers, so-called recreation leaders, social workers, doctors, nurses, police, etc.).

- No cooperation between organisations working with perpetrators and women's support services in Sweden

The involvement of women's support services and their close cooperation with programmes for male perpetrators help to hold men accountable, and can more efficiently achieve changes in their behaviour. Therefore, the lack of this cooperation results in less effective work on secondary prevention.

## 2. COUNTRY

PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

A number of different actors in Sweden are involved in work on detecting and analysing men's violent behaviour as well as on motivating men to cease committing violence. These include the police, Swedish Prison and Probation Service, Social Services, public health care institutions and various nongovernmental organisations. The latest mapping of organisations working with perpetrators of violence in Sweden took place back in 2010 and it showed that there were at least 75 such organisations and initiatives in the country. No mapping has been carried out since 2010 however, according to the National Strategy Against Men's Violence Against Women and Honour-based Violence, the number of organisations working with perpetrators in Sweden is growing.

The Swedish Prison and Probation Service's programme for male perpetrators of domestic violence, the IDAP (Integrated Domestic Abuse Programme), is today used by 38 organisations and initiatives in different parts of Sweden. Another programme for male perpetrators of sexualised violence ROS (Relation och Samlevnad)<sup>26</sup> is also used by 38 organisations throughout the country. Rikskriscentrum – the National Association of Swedish Crisis Centres for Men – listed 28 member organisations that provide men in crisis, including male perpetrators of violence against women, with treatment and counselling.

According to statistics provided by Swedish Social Services in 2014, 67% of Swedish municipalities offer counselling for perpetrators in order to stop violence and 62% of municipalities provide information on support for perpetrators of violence on their web-pages. At the present time, there is no programme or organisation focused on perpetrators of so called honour-based violence. Overall, young men and boys perpetrating sexualised violence and/or domestic violence, a very important group, are often underrepresented in existing programmes for male perpetrators.

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<sup>26</sup> Relations and living together (eng.)

Generally speaking, the systematic work and quality control efforts in the area of working with perpetrators in Sweden are not as developed as in some other countries. One of the most well-known organisations in this field is ATV (Alternativ til Vold),<sup>27</sup> an organisation that has been operating in Sweden since 1987. Many organisations and initiatives have been inspired by ATV's work and actively use their methods of counselling perpetrators.

Moreover, an analysis of the current work addressing MWAV in Sweden has shown that there is not enough effort being invested in the area of violence prevention.

As mentioned above, cooperation between organisations working with perpetrators and women's support services in Sweden is underdeveloped. This has a negative impact on work addressing MVAW in general, and on violence prevention in particular. This cooperation is crucial in order to decrease the level of violence of men and boys, especially cases of repeated violence.

In the European Network for the Work with Perpetrators of Domestic Violence, WWP EN, Sweden is represented by Unizon, while the organisations working with male perpetrators of violence in Sweden are not represented there at all.

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<sup>27</sup> Alternative to Violence (eng.)

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PLEASE GIVE AN OVERVIEW OF YOUR COUNTRY'S CRIMINAL AND CIVIL RESPONSE TO DOMESTIC VIOLENCE, ESPECIALLY ANY CHANGES WITHIN THE LAST 3 YEARS? (I.E. WHAT ARE THE MOST IMPORTANT LEGAL AND POLICY MEASURES AND HOW HAVE THEY BEEN IMPLEMENTED?)

- Sweden ratified the Istanbul Convention in 2014.
- In order to coordinate all work against MVAW and work for gender equality, it was decided in 2016 that a new authority would be created – the Ministry of Gender Equality.
- In response to sexualised violence and rape a draft law on consent was developed. Hopes are high that the law will be adopted soon.
- A new national strategy on combatting MVAW was presented by the government in November 2016. Work with perpetrators became an important part of this strategy.
- Civil society organisations have requested better housing policies due to the lack of housing that negatively particularly affects women and children subjected to men's violence.

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PLEASE TELL US ABOUT THE PROGRESS YOUR COUNTRY HAS MADE IN RELATION TO ISTANBUL CONVENTION.

The Istanbul Convention was used as a solid ground for the new Swedish National Strategy against MVAW.

Treatment programmes for perpetrators of domestic violence in the National Strategy are based on Article 16 of the Istanbul Convention. This means that the protection and support of victims of domestic violence, and respect for women's human rights, are of primary concern. Moreover, the strategy underlines the necessity for coordination between programmes for perpetrators and support services for victims.

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DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

- ATV (Alternativ til Vold);
- Rikskriscentrum – the National Association of Swedish Crisis Centres for Men;
- Manscentrum – Crisis Centre for Men;
- MÄN (previously Män för Jämställdhet),<sup>28</sup> and their initiative Killfrågor,<sup>29</sup> focusing on young men and boys.

### 3. BEST PRACTICES

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TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

Since Unizon does not work with perpetrators and there is no developed cooperation between women's service organisations and organisations working with perpetrators, we cannot name the best practices in Sweden.

However, we would like to name one organisation – ATV – as this is one of the biggest actors working with perpetrators in Sweden.

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<sup>28</sup> Men for Gender Equality (eng.)

<sup>29</sup> Young men's questions (eng.)

#### 4. NEEDS AND RECOMMENDATIONS

##### WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

- Knowledge and competence on MVAW should be increased among certain groups of professionals (e.g. teachers, trainers, so-called recreation leaders, social workers, doctors, nurses, police, etc.). It is important to point out that, following the acceptance of the new National Strategy against MVAW, the groups of professionals named above will receive special education on domestic violence.
- Work with perpetrators should be more structured, and quality control and monitoring efforts should be more systematic.
- The analysis of gender norms, and gender and power, should become a crucial part of programmes for perpetrators of violence.<sup>30</sup>
- Possibilities for cooperation between organisations working with perpetrators and women's support services should be analysed, and the question of cooperation should be given more prominence and effort within the general framework for combatting MVAW.
- Public awareness campaigns against MVAW should be developed through a collaboration between pro-feminist men's organisations and initiatives and women's support services (both nationally and in cooperation with civil society organisations from other countries).
- Violence prevention work should be formalised on a long-term basis with a multi-sectoral approach involving the sport sector, the school and childcare system and all other areas where children and young people live their lives.
- Access to online pornography should be reduced, and investigations should be conducted into how pornography influences men's attitude towards women and girls.

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<sup>30</sup> According to WHO, preventive work on different levels as well as addressing gender norms and stereotypes in the work against violence are crucial for the elimination of MVAW.



Written by Natalia Batenkova, Unizon

## NATIONAL REPORT SWITZERLAND 2016

## DETAILS REPORT WRITING ORGANISATION

Country: Switzerland

Organisation writing report: Fachverband Gewaltberatung Schweiz

Contact Name and Details: Anne Le Penven, +41 79 562 9336

## 1. ORGANISATIONS/PROGRAMMES

WHAT TYPE OF ACTIVITIES RELATED TO DOMESTIC VIOLENCE PREVENTION HAS YOUR ORGANISATION CARRIED OUT DURING THE LAST THREE YEARS?

Topics	Measures	Target audience
<b>Legal framework</b>	<ul style="list-style-type: none"> <li>● <b>International:</b> expert opinion on Istanbul Convention</li> <li>● <b>National:</b> expert position on the federal law to improve victim protection</li> <li>● <b>Information coordination:</b> elaboration of statistics</li> </ul>	<ul style="list-style-type: none"> <li>● <b>National and international public authorities</b></li> </ul>
<b>Networking of actors and know-how</b>	<ul style="list-style-type: none"> <li>● <b>International:</b> integrate work with perpetrators of domestic violence</li> <li>● <b>National:</b> yearly congress</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Consultants for perpetrators of violence</b></li> </ul>
<b>Increase the visibility of domestic violence</b>	<ul style="list-style-type: none"> <li>● Participation in national and local congresses</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Workforce in social and therapeutic field</b></li> </ul>



<p><b>and work with perpetrators</b></p>	<ul style="list-style-type: none"> <li>● External communications (website, newsletter, press release, etc.)</li> </ul>	
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WHAT WOULD YOU DEFINE AS THE BIGGEST OBSTACLES/CHALLENGES REGARDING VIOLENCE PREVENTION TO YOUR ORGANISATION/S? PLEASE FOCUS ON THE LAST THREE YEARS.

- The lack of long-term funding at a national level
- The lack of coordinated national communication on the topic, and the restricted financial capacities of local organisations to promote work with perpetrators at a local/regional level
- The necessity of increasing networking opportunities with partners in the social/legal field, and with services working with victims

## 2. COUNTRY

PLEASE GIVE AN OVERVIEW OF GENERAL SITUATION IN YOUR COUNTRY REGARDING WORK WITH PERPETRATORS.

There are 26 organisations operating in the field of perpetrators’ work, 20 of which are organised under a national organisation.

Public authorities have recognised that work with perpetrators is essential in order to lower rates of domestic violence. A service has been established at a federal level in order to research and promote this topic. Several psychological departments work directly with justice organisations.

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PLEASE GIVE AN OVERVIEW OF YOUR COUNTRY'S CRIMINAL AND CIVIL RESPONSE TO DOMESTIC VIOLENCE, ESPECIALLY ANY CHANGES WITHIN THE LAST 3 YEARS? (I.E. WHAT ARE THE MOST IMPORTANT LEGAL AND POLICY MEASURES AND HOW HAVE THEY BEEN IMPLEMENTED?)

Currently, the federal administration is working on increasing measures that ensure victims are protected, and that perpetrators take responsibility for their acts.

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PLEASE TELL US ABOUT THE PROGRESS YOUR COUNTRY HAS MADE IN RELATION TO ISTANBUL CONVENTION.

Five cantonal organisations have been set up by cantonal authorities in order to offer perpetrator counselling.

The Swiss federal assembly made the following decision for 2015-2019 following "Guideline nr. 3 Switzerland takes care of security and acts as a reliable partner in the world." Target 14 states that "Switzerland prevents violence, criminality and terrorism and combats them efficiently. One measure that has to be reached is the ratification of the Istanbul Convention."

From October 7th, 2015, to January 29th, 2016, national, local and regional organisations and NGOs were able to take positions on the ratification of the Istanbul Convention in Switzerland. Out of the 84 that took a position, the majority approved the text.

We expect the ratification to take place in 2017.

DO YOU KNOW ANY OTHER ORGANISATIONS/PROGRAMMES IN YOUR COUNTRY THAT CARRY OUR DOMESTIC VIOLENCE PERPETRATOR WORK? IF YES, PLEASE, LIST THEM.

Please see a complete list here: <http://www.fvgs.ch/beratungsstellen.html>

### 3. BEST PRACTICES

TELL US ABOUT BEST PRACTICES IN WORK WITH PERPETRATORS IN YOUR COUNTRY.

In 2008, a major work was produced by the confederation that lists all activities conducted in the field of perpetrator work in Switzerland, such as the various services offered.

FVGS is currently looking for funding in order to start a best practice project in Switzerland in 2017.

### 4. NEEDS AND RECOMMENDATIONS

WHAT HAS TO BE DONE TO PREVENT DOMESTIC VIOLENCE IN YOUR COUNTRY (REGARDING WORK WITH PERPETRATORS)?

Topics	Measures
<b>Legal framework</b>	<ul style="list-style-type: none"> <li>● Increase justice's liability for authors to take part in a consultancy programme</li> </ul>
<b>Networking of actors and know-how</b>	<ul style="list-style-type: none"> <li>● Develop best practices</li> <li>● Improve the quality of statistics</li> </ul>

<p><b>Increase the visibility of domestic violence and work with perpetrators</b></p>	<ul style="list-style-type: none"> <li>● Increase networking between consultancy services for perpetrators with social/legal/medical services</li> <li>● Increase the visibility of work with perpetrators among the general public</li> </ul>
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Written by Anne Le Penven, Fachverband Gewaltberatung Schweiz

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