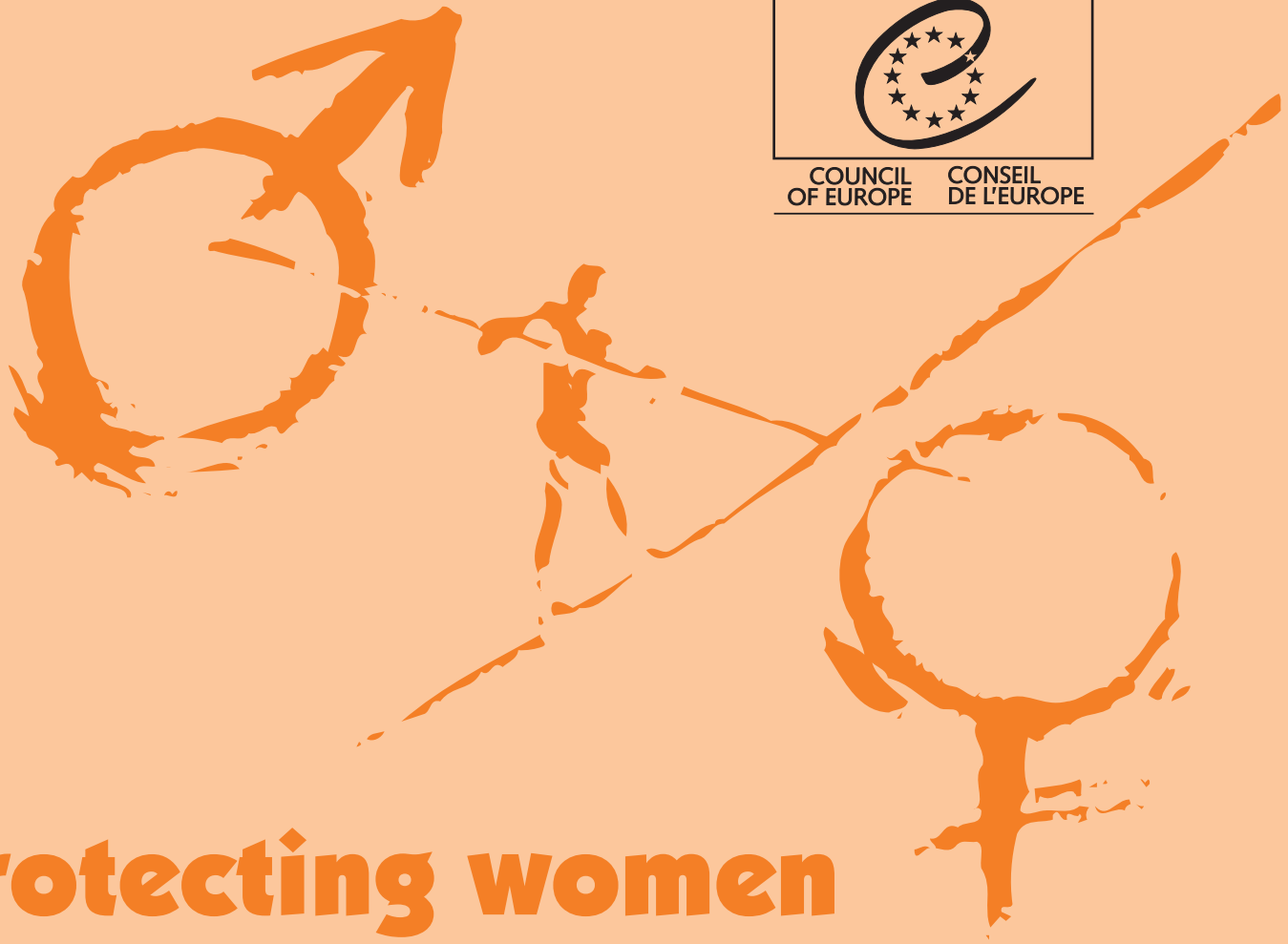




COUNCIL OF EUROPE CONSEIL DE L'EUROPE



Protecting women against violence

**Analytical study of the results of the second round of monitoring
the implementation of Recommendation Rec (2002) 5
on the protection of women against violence
in Council of Europe member states**

<http://www.coe.int/equality/>

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**prepared by Prof. Dr. Carol Hagemann-White
University of Osnabrück, Germany**

Gender Equality and Anti-Trafficking Division
Directorate General of Human Rights and Legal Affairs
Council of Europe
F-67075 Strasbourg Cedex

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The Council of Europe

The Council of Europe is a political organisation which was founded on 5 May 1949 by ten European countries in order to promote greater unity between its members. It now numbers forty-seven European states.¹

The main aims of the organisation are to promote democracy, human rights and the rule of law, and to develop common responses to political, social, cultural and legal challenges in its member states. Since 1989 it has integrated most of the countries of central and eastern Europe and supported them in their efforts to implement and consolidate their political, legal and administrative reforms.

The Council of Europe has its permanent headquarters in Strasbourg (France). By Statute, it has two constituent organs: the Committee of Ministers, composed of the foreign ministers of the

1. Albania, Andorra, Armenia, Austria, Azerbaijan, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Georgia, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Moldova, Monaco, Montenegro, Netherlands, Norway, Poland, Portugal, Romania, Russian Federation, San Marino, Serbia, Slovakia, Slovenia, Spain, Sweden, Switzerland, "the former Yugoslav Republic of Macedonia", Turkey, Ukraine, United Kingdom.

47 member states, and the Parliamentary Assembly, comprising delegations from the 47 national parliaments. The Congress of Local and Regional Authorities of the Council of Europe represents the entities of local and regional self-government within the member states.

The European Court of Human Rights is the judicial body competent to adjudicate complaints brought against a state by individuals, associations or other contracting states on grounds of violation of the European Convention on Human Rights.

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The consideration of equality between women and men, seen as a fundamental human right, is the responsibility of the Steering Committee for Equality between Women and Men (CDEG). The experts who form the

Committee (one from each member state) are entrusted with the task of stimulating action at the national level, as well as within the Council of Europe, to achieve effective equality between women and men. To this end, the CDEG

carries out analyses, studies and evaluations, defines strategies and political measures, and, where necessary, frames the appropriate legal instruments.

For information on the activities of the Council of Europe in the field of equality between women and men please contact:

Gender Equality and Anti-Trafficking Division
Directorate General of Human Rights and Legal Affairs
Council of Europe
F-67075 Strasbourg Cedex

Tel. +33 3 88 41 20 00
E-mail: dg2.equality@coe.int
<http://www.coe.int/equality/>

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Part 1. Introduction

The present report is based on the replies of 40 member states to the monitoring framework, as well as on the results of the regional seminars in the *Council of Europe Campaign to Combat Violence against Women, including Domestic Violence*, launched in November 2006. As in the previous reports, documents that have become available on the internet, such as CEDAW reports (with shadow reports of NGOs), National Plans of Action, and information from international NGOs with expertise in the field were also mined for information on new developments in good practice.

When the questions were first circulated in June 2005, the intention was to build a foundation of data against which further developments could be measured. In actuality, it took over a year to establish the monitoring framework as a shared basis for assessing progress. Results from the 31 states that had replied up until March 2006 were analysed in the *Stocktaking study on the measures and actions taken in Council of Europe member states* (2006); a second analysis with more complete tables was completed after updates or previously missing data had been reported in the course of the year 2006 (see *Protecting Women against Violence – Analytical study on the effective implementation of Recommendation (Rec (2002)5) on the protection of women against violence in Council of Europe member States* (2007)). With a view to some difficulties that had arisen in reporting, the questionnaire was then refined and made available for online reporting.

As the *Steering Committee for Equality between Women and Men (CDEG)* has decided to ask for reporting every two years, the monitoring framework was opened at the beginning of October 2007 and data were accepted until mid-February 2008. A total of 40 member states (out of a possible 47) provided data within a four-month period.¹ These results can thus be fairly considered a benchmark for progress towards implementing Recommendation Rec (2002) 5 in Europe.

Ideally, a monitoring framework with regular reporting presents a numerical picture of progress based on cross-nationally comparable measures. In the present case, not all of the differences between the first and the second round of data collection reflect genuine changes in the member state concerned, as some of them are due to improved quality of the information and corresponding corrections. There were misunderstandings of some questions in the monitoring framework at the beginning, and there was often no clear vision of regularly published reports assessing progress. In addition, in 2006 a few questions were revised to gain a more precise picture. The first monitoring had something of the quality of a pre-test, and during the present data collection, the responsible officers were encouraged to correct mistakes to create a solid benchmark in 2007, so that the next assess-

ment in 2009 will show progress or stagnation realistically. Thus, if a member state affirmed a certain indicator in 2005, but negates it in 2007, this usually does not mean that some service or action has been closed down, but rather that the target is now more clearly understood, and the challenge is being taken up. The series of regional seminars during the Council of Europe Campaign have certainly helped to clarify understanding of the practical implications of Recommendation Rec (2002) 5 within and between member states.

Practical monitoring required defining indicators that are simply measured. Inevitably, they do not capture the diversity of approaches within Europe. The questionnaire was made available online, and asked for brief data that could be centrally available. Due to long-standing traditions or current circumstances, concerning either the structure of legal systems or the organisation of services, implementation in the spirit of the Recommendation may take forms that do not fit the indicators and explanations. A number of informants thus added comments to their data, making it clear that missing answers do not always mean that the state has not taken action. Along with the monitoring data, some examples of good practice are cited in the following report, showing that there is much more to the protection of women against violence than can be represented by standardised indicators. The figures and tables are not intended to depict the state of affairs in each member state, but to offer an overall picture of the progress being made in Europe as a whole.

1. Member states not reporting were, as in 2006, Albania, Moldova, Poland, Russia and the Ukraine, as well as the Czech Republic and Greece; in some cases, infrastructure overload delayed or prevented reporting.

Part 2. National Action Plans

The most striking change over the previous report is the increase in number and scope of National Action Plans, most of which have been published,¹ and many of which have a clearly defined time frame or period within which the actions are to be completed. 22 member states fulfil the conditions of publication and a time frame, as opposed to 15 at last reporting, a total of 32 now report that a National Action Plan has been established, and several more comment that it is has been or is being drafted. Only Austria, Latvia, San Marino and Slovenia appear not to contemplate using this instrument.

Especially in the central and eastern European states, Plans of Action are often chapters in an overall Plan for Gender equality or for improving the status of women (for example, Armenia, Azerbaijan, Bulgaria, Montenegro). While confirming an understanding of violence as related to broader issues of gender, the placement of the Plan in such a large frame may not address issues of violence as specifically or extensively as a specific action plan. The available action plans of this type vary considerably in the extent to which they specify concrete actions and responsible agencies.

A few member states (Netherlands, Norway and the United Kingdom) have several separate action plans for different parts of the problem, but reports indicate that these are structurally and conceptually interrelated, for example by making use of interministerial working groups. Some (Cyprus, Germany, Ire-

land, Malta) specify only when they will begin the activities, but have not set a goal for the completion. Italy, Serbia and “the Former Yugoslav Republic of Macedonia” expected to approve their National Action Plan early in 2008, and have in consequence already answered the questions on what the action plan covers.

The scope of the National Action plans has also increased. Information was received from 34 states. The overall number of types of violence included has risen to an average of 4.3 (up from 3.9). Although it is still the case that only Germany and the Netherlands address all forms of violence against women referred to in the Recommendation, there is a total of 12 states that have included 6 or more forms of violence in their national strategy. In this group, as overall, “failure to respect freedom of choice with regard to reproduction” is most likely to be missing from the National Action Plan, followed by genital mutilation, killings in the name of honour and forced marriage. It is possible that these issues are seen as marginal and attributed to other cultures; whether this reflects the full reality of the country could depend on the migration patterns of recent years. The same four issues, plus violence in conflict and post-conflict situations, appear in just a little over one-third of the National Action Plans overall. It is not plausible that two thirds of Europe has remained untouched by these problems. In particular, NGO reports underline that crimes in the name of honour are widespread in some of the countries that do not yet address them in their legal frameworks or action plans.

Four member states – Andorra, Croatia, France and Spain – have Plans of Action solely with respect to violence within the family;² Malta and Spain explicitly limit their monitoring information to intimate partner violence. This could point to a concentrated effort, given that the Spanish Organic Law on Integrated Protection Measures against Gender Violence of 2004 placed the state under wide-reaching obligations to create specialised courts, special prosecutors, perpetrator programmes and expanded services for victims. In other cases, there may be a priority concern for the family as such. For good practice in implementing Recommendation Rec (2002) 5, arrangements should be made to track progress regarding all areas of violence against women.

There has been a significant increase in the number of member states whose National Action Plan addresses rape and sexual violence (27 as against 16 in the previous report). There has also been an increase of activity in all areas: For example, the number of action plans addressing killings in the name of honour has more than doubled (from 5 to 11). (See Table 1, page 9.)

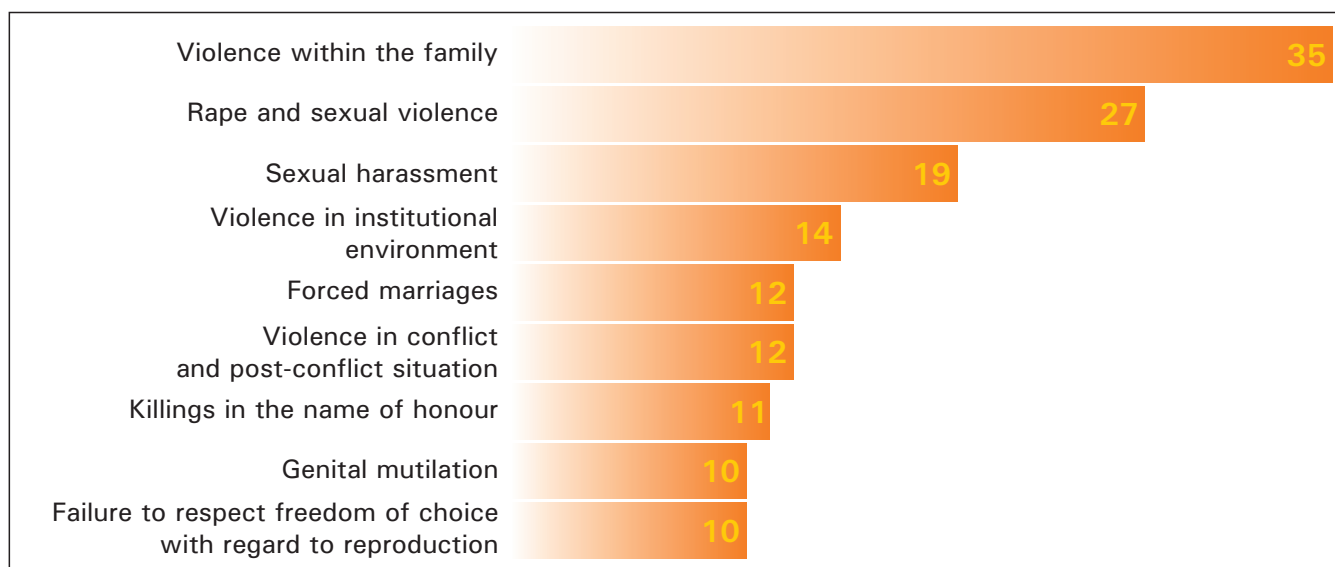
These data indicate significant progress in developing broad and multi-agency policy frameworks. Notably, 32 member states have a governmental coordinating body for implementation and evaluation,³ even some that do not (yet) have a NAP; and a few – notably Sweden

1. Those not published are mostly in the approval process.

2. Croatia also addresses rape and sexual violence in its National Policy for the Promotion of Gender Equality; the indicator was defined as meaning an integrated overall plan on violence against women.



Figure 1: Forms of violence addressed in action plans



and the United Kingdom – only answer in the negative because they have more than one co-ordinating body to cover a wide field of policy issues.

Information on budget lines for the activities continues to be spotty. Although 31 member states confirm that there is funding on the national level, only 13 are able to cite a figure for this, and 23 say that data are not available due to decentralised funding structures. When decentralised funding is not subject to any kind of overall inspection or reporting, the risk is very high that interventions or services can be missing regionally without this coming to government attention, and in consequence the state fails to exercise due diligence in protecting all citizens from human rights violations, regardless of where they happen to live.

Andorra and Denmark report a substantial increase in national funding for activities: Andorra's budget line tripled and Denmark has almost doubled its budget allotment compared to the amounts for 2006. The figures for Finland and Lithuania differ by a factor of ten from the previous report (representing an increase for Lithuania and a

decrease for Finland).⁴ Romania has increased its budget line by 15%.

A very promising sign is the fact that the Open Society Institute monitoring network on violence against women has taken Recommendation Rec (2002) 5 as its point of reference and uses the monitoring framework as the structure for extensive reports on all of the countries of central and eastern Europe and the former Soviet Union. A comprehensive survey aimed to collect concise and comparable information from those working in the field, as a contribution to the Council of Europe Campaign. Fact sheets and country monitoring reports were published in 2007, based on data gathered up to 1 December 2006.

The combination of an energetic and high-profile Council of Europe Campaign to end violence against women with a systematic process of monitoring of implementation (including publication) have together created a climate in which member states take responsibility for developing a coherent and sustained policy, rather than – as was typical of most countries in the past – being satisfied with a series of single measures for specific problem areas. If this momentum can be maintained, it should support the process of identifying and test-

ing models of good practice and their possible adaptation or transfer. This would contribute to developing standards and ensuring a more consistent quality of life across Europe.

There is, however, still room for improvement, and some reservations need to be registered. All Plans of Action address violence within the family, and in many, although not all cases, also rape and sexual violence. No other form of violence against women is addressed in as much as half of the 40 member states reporting! This is in part due to the status of some of these Action Plans as a subsection of a broader Gender Equality Action Plan. Although on the face of it, linking strategies to combat violence against women with strategies for gender equality makes a good deal of sense, the actual impact of "embedding" the issue of violence in general equality concerns may favour a restricted view of the problem. It certainly seems advisable to have a specific body with a focus on the many and interwoven aspects of violence against women to co-ordinate activities in this area. For example, if no effective strategy challenges forced marriage, the women affected will not have access to protection from domestic abuse. The most recent Action Plans recognise and address these interactions.

3. Some of these are evidently co-ordinating bodies for all gender issues, whose capacity to address issues of violence against women must necessarily be limited given the broad range of issues for which they are responsible.

4. It seems possible that these figures represent a decimal point error in one of the reports.

Innovations and implementation experience

• Member states increasingly publish their National Action Plans in English

on the Internet for wider access, thus offering opportunity for comparison

of good practice across Europe. The National Action Plans of Belgium,



Denmark, Germany, Norway, Slovakia, Sweden and the United Kingdom can thus be accessed, although some of these documents are not easy to find. It could be useful to establish a site from which links to the Plans of Action or other major documents in the member states could be easily located.

- Sweden has published an integrated Action Plan for violence against women, oppression in the name of honour and violence in same-sex relationships. In linking these three areas, it centres its efforts in a human rights perspective, seeing gender relations as they intersect with diversity of cultural traditions and sexual orientations. The framing of the action plan makes it clear that “violence and oppression against women

cannot be justified by invoking custom, tradition or religious considerations”; and aims to “focus attention on the needs of those at risk and not on their sexual orientation or their choice of partner”. Furthermore, the Action Plan calls on the Convention on the Rights of the Child to underline that children who “only” witness violence against adults close to them are also entitled to protection.

- For countries where economic transition has been difficult, developing strategies on violence against women can be slow. International donors have been playing a key role in stimulating progress. In Albania, which has not yet been in a position to report progress to the monitoring framework at all, significant steps forward are now to be expected. Based on the

UN Millennium Development Goals, the UNDP launched a model project in Albania, “Violence Against Women – No Longer a Family Issue” (October 2006-September 2008), co-funded by the Japan Women-in-Development Fund. A main objective is to formulate a National Action Plan on Domestic Violence, and as a foundation, the national statistics office was supported in preparing a population-based survey for a database on domestic violence against women. Thus, while the CEDAW- and NGO-reporting until the end of 2006 showed clear deficits in legal frameworks, policy and services both regarding domestic abuse and regarding sexual assault, a policy priority for violence against women now seems possible.

Part 3. Legislation and procedures: penalisation and prosecution of all forms of violence against women

The monitoring framework now asks about the legal status of eight forms of violence, specifying separately physical, psychological and sexual violence to spouses, partners and cohabitants, as well as asking whether all sexual acts against non-consenting persons (thus including assaults not meeting the definition of rape) are penalised, and whether rape within marriage is penalised equally with rape outside marriage.

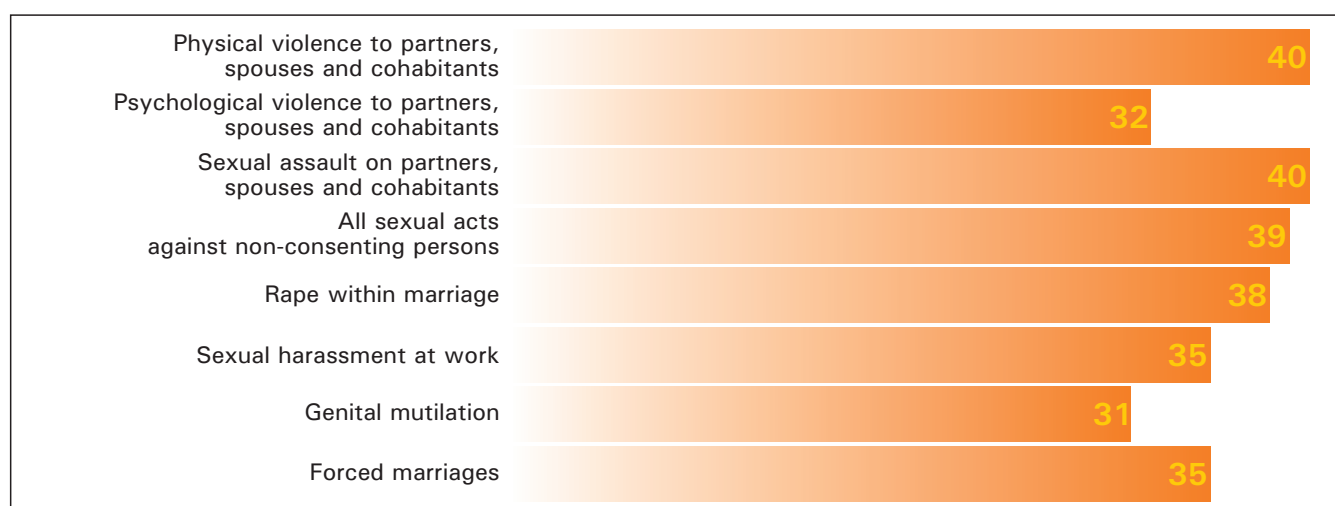
In addition, penalisation of sexual harassment at work, genital mutilation and forced marriages are named.

23 out of 40 member states responding declare each and every form of violence cited in the questionnaire to be a criminal offence. Exceptions are found in Azerbaijan, Finland, Georgia, Hungary, Iceland, Ireland, Latvia, Monaco, Montenegro, the Netherlands, Romania, Slovakia, Slovenia, Switzerland, “the

former Yugoslav Republic of Macedonia” and Turkey.¹ Although the number was higher in previous reporting, this is directly a result of including, in the revised questionnaire, the less common forms of violence, as Figure 2 below illustrates.

1. Austria notes that psychological violence to spouses and sexual harassment at work are not specific offences, but legal frameworks to punish the more serious forms exist.

Figure 2: Forms of violence penalised



The most frequent “missing cases” are genital mutilation, psychological violence against partners and forced marriage, arguably difficult to address by specific criminal laws. The results are nonetheless surprising, because mutilation as such is a crime in almost any modern state; forced marriage could be

considered to include slavery and rape, and a number of countries confirmed that these acts are penalised even when they have no specific laws. In many countries general criminal law provisions are applied for intimate partner violence, and a killing in the name of

honour is prosecuted as nothing less than murder.

There are considerations that can speak against criminalisation. The United Kingdom carried out a broad consultation on how best to prevent forced marriage; many experts and concerned NGOs thought that defining it as



a specific criminal offence would not be effective and might rather drive the practice underground. Instead, a Forced Marriage Unit has been established that can both develop policy and give advice to people at risk, and legislation is being developed to make forced marriage a civil offence.

Azerbaijan and Monaco remain two of the last countries in the Council of Europe that do not penalise rape within marriage. However, the definition of rape is very narrow in many member states, requiring proof of the use of (physical) force. Five member states (Austria, Georgia, Ireland, Montenegro and the Netherlands) do not address sexual harassment at work in their penal

law. Austria can respond within the Equal Treatment Law; Ireland offers protection from harassment with its Employment Equality Act. While redress may thus be available to victims, the act itself is not penalised, unless another criminal offence such as assault or rape is involved.

Eight member states do not penalise psychological violence to spouses, partners and cohabitants. The choice of a yes or no reply may be a matter of interpretation, since a number of other countries also do not have a specific offence for this, but consider it penalised by general prohibitions applying to insults, maltreatment, defamation, threats, extortion or related offences.² In general,

prevalence research has also found it difficult to define psychological violence in the same clear terms that are in use for physical abuse, since there is a considerable variation in what causes fear, distress and emotional suffering. However, research can pinpoint a number of typical forms of emotional abuse, frightening threats, deprivation of basic freedoms and intimidation; the key point would be whether existing laws can be applied. Perhaps a checklist should be developed to set more concrete standards for implementation.

2. In Austria, psychological violence can also be grounds for an injunction to ban the perpetrator from the home.

Prosecution and sanctions

Although the overall picture suggests that across Europe, all forms of violence against women are now generally considered a criminal offence, this does not necessarily mean that such acts will be prosecuted or punished. In 32 out of 40 countries the public prosecutor can initiate criminal proceedings in all cases of violence in the family. However, several states also confirm that violence in the family can be prosecuted only in more severe cases (13 in all, of which 6 answered yes to both questions). Similarly, 32 states report that *ex officio* prosecution is possible for all cases of sexual violence, but 5 of these also say that this is only possible in more severe cases, while a further 5 countries restrict the prosecution generally. It seems that an affirmative general reply may only mean that the prosecutor *can* prosecute if the sexual assault is deemed a public interest crime, which may be restricted to rape in a narrow definition, and there seems to be quite a wide range of sexual offences that are not prosecuted *ex officio* in some countries.

There are still a number of states (for example, Bulgaria) that do not prosecute domestic violence unless the victim requests it. The Czech Republic, for example, has prosecution upon private motion, preferred for family cases, in which a court hearing is held where victim and accused confront each other; Lithuania has similar provisions. The public prosecutor will become active only in more severe cases. Estonia, by contrast, reformed its code of criminal procedure in 2004 to abolish private

charges in its entirety. Other countries “filter out” cases from prosecution in other ways. Liechtenstein invites both parties separately to counselling, to which less than half of those invited actually appear; this could have an effect on prosecution. In actuality, the public prosecutor in most, if not all, countries has discretionary power to pursue or drop a case. This may explain the dual answers: While the prosecutor may be able to initiate proceedings in all cases, there may be additional rules (such as the victim’s co-operation or consent) that in fact limit prosecution to the more severe cases.

Thus, it must be said that the validity of this indicator is doubtful: It may not measure what it is intended to. Exchange of information and practical experience shared at the regional seminars of the Council of Europe Campaign on violence against women including domestic violence, illuminated the high relevance of different legal systems, procedural traditions and institutional cultures in framing effective legal redress for victims, deterrence and punishment for perpetrators. Arrest without a court warrant and fast-track prosecution may work well in some countries, but be unacceptable in others. Judges or prosecutors may be directly involved in police work, or may see cases only on paper after police have completed their investigation. Criminal law, civil law and police law can be used differently to arrive at similar goals. Thus, while certain fundamental principles can be applied cross-nationally – in particular, the law should

never make exceptions permitting “private” abuse, nor should the burden of prosecuting human rights violations ever be placed on the victim – the present instrument for monitoring implementation has limits. In the future, agreements are needed on collecting data in the policing and judicial systems that would allow monitoring **outcomes**: What proportion of violations that come to the attention of the police are prosecuted, and what is the conviction rate? This could be accompanied by publishing transparent criteria for the decision not to prosecute. Scotland, for example, after reviewing the unsatisfactory level of prosecution of sexual offences, is now expecting prosecutors to document an objective test of “no reasonable prospect of a conviction” before deciding not to go forward. Such agreements might open the door to new and more informative indicators of progress.

With respect to *ex officio* prosecution, Recommendation Rec (2002) 5 itself wavers, and this may reflect different traditions in the use of criminal law among the member states. Rec (2002)5 includes no clear statement that violence against women (by United Nations standards a human rights violation in and of itself) *should* be prosecuted *ex officio*, but only, that this should be possible (i.e. offences within the family should not be excluded from such prosecution by definition). Based on legislative information last updated in 2006,³ in many, if not most states the prosecutor decides whether to take action not only depending on the available evidence, but



also on an assessment of the harm done, and frequently also based on whether the victim demands that the perpetrator

3. See the Council of Europe compendium published January 2007 and the Open Society Institute VAW Monitoring Program reports published October 2007 at <http://www.stopvaw.org/>.

be punished. The threshold for serious harm is sometimes rather high; in France, and in most of the former socialist countries, ability to work is the critical measure, an injury being serious if it causes more than seven days inability to work. Since prevalence surveys reveal that the majority of women do not seek

medical care after an incident of domestic violence, this standard is likely to filter much domestic violence out of the justice system from the outset. On the whole, implementation would benefit from clearer recommendations concerning prosecution and sanctions.

Innovations and implementation experience

Penalisation

- Some of the less common forms of violence against women are often assumed to be “covered” by more general criminal categories. Genital mutilation may be thought to constitute a crime already because of the injury inflicted. While 9 member states say that it is not specifically criminalised, others consider it penalised by existing categories of crime. In 2001, Austria took a closer look and identified a “loophole”, since

causing bodily harm was not punishable if done with the consent of the injured party. Although such a reservation may be appropriate to deal with tattooing or piercing or cosmetic surgery, with the practice of genital mutilation the girl’s parent or guardian could legally give consent as with other operations. With a criminal law amendment, Austria ensured that consent cannot be given to a “mutilation or wounding of the genitals that

is intended to bring about a permanent impairment of sexual sensation”. Such clarification could be a model of good practice.

- Several member states (such as Germany, the United Kingdom) now also penalise transnational crime, when the citizen or resident of the member state aids, abets, counsels or procures this practice abroad; there are similar policies regarding forced marriage.

Prosecution

Where data are available, low rates of prosecution and of conviction have been found for both domestic violence and rape in all member states. Spain and the United Kingdom have introduced specialised courts for gender (or domestic) violence. Both systems seem to succeed in bringing a significantly higher proportion of perpetrators to justice more rapidly than was possible in the past. However, the models differ, both with respect to the institutional setting and to the primary focus.

- In the United Kingdom, the specialised courts are held by lay magistrates (or Justices of the Peace) who hear and dispose of summary offences, and pass the case on to higher courts when the offence calls for a higher penalty. The main objective of the new specialised system is to ensure that domestic violence is punished without delay; the police have been empowered to arrest for simple assault, and a poster campaign has spread the message to men that acts of violence in the home will be punished regardless of the wishes of the victim. The breach of a non-molestation order has also been made a criminal offence punishable by up to 5

years’ imprisonment. At the same time, the “Specialist Domestic Violence Court” is more than a court practice, it aims at a co-ordinated community response, and appropriate co-operating services are a prerequisite for accreditation of the court. Each court has an appointed Independent Domestic Violence Advisor whose goal is the safety of the victim; and the model includes a “multi-agency risk assessment conference (MARAC)”. These and further flanking measures are aimed at ensuring that sanctions for perpetrators do not override the needs of victims or of the children who have witnessed the violence.

- In Spain, the main objective of the specialised court system is to bring all legal matters, both criminal and civil, connected to domestic violence into the integrated jurisdiction of a professional judge. Unlike the United Kingdom magistrates courts, the Spanish courts investigate and sanction all levels and types of gender violence – including all crimes in the Criminal Code relative to murder, injury, injury to the foetus, crimes against a person’s freedom, against a person’s

moral integrity, against a person’s sexual freedom and inviolability, and any other crime involving violence or intimidation, when committed against a partner or against their children. At the same time, they also have sole jurisdiction over all issues of family law, such as separation, divorce, use of the home, custody or visiting rights, and such civil cases must be transferred to the specialist court as soon as evidence of gender violence emerges. These courts issue protection orders, including both criminal measures such as restraining orders or communication bans, and civil measures such as use of the shared residence. While the Organic Law on Integrated Protection Measures against Gender Violence also codifies victims’ rights, including the right to services and support, there is no direct institutional link between services and court proceedings.

Although in both countries there are regional gaps and difficulties in implementation, each specialised court model includes provisions that could be of interest in improving the legal frameworks and their application in other countries.

Part 4. Protection for women at risk of further violence

Information on judicial protection orders was requested in more detail than in 2005 so as to arrive at a clearer picture of the situation. The present data indicate that almost every member state is able to remove an endangered child from the home, but protection orders for women are less well entrenched. Most frequently, a woman can have access to a restraining order telling the man not to use violence against her (36 out of 40 member states have such a provision), but orders to enforce physical distance between the perpetrator and the victim are less frequent, although clearly on the increase.¹ Information available from NGO reporting also indicates that in some states, the “restraining order” is only available after criminal proceedings have begun and on order of the court; it

may even be a police warning with no consequences if the perpetrator ignores it.

At the time of reporting, 31 out of 40 countries offer either an eviction order or a non-molestation order (usually both) to ensure that a woman who has been abused can be left in peace; in addition, the Netherlands has adopted an eviction order that will be implemented in 2008, and in Slovenia the “Family Violence Protection Act” introducing a range of court measures to protect victims came into force in February 2008 (police banning for immediate safety has been in effect since 2004). In some states, these measures depend on criminal proceedings being instituted, which narrows their application for protective purposes, for which probable cause may be sufficient even when there is not solid evidence of a crime.

As with penalisation and prosecution, the availability of protection orders cannot be assessed on a simple “yes/no” basis. When judicial orders are granted on request of the woman at risk, crucial factors are ease of access (including rapid decision) and enforcement. Alongside the civil orders on request, under some circumstances a protection order should be issued by statutory agencies (police or courts) regardless of the victim’s wishes, if only to protect her from pressure to withdraw her complaint or from reprisals by the perpetrator. This may also be necessary to protect children who are at risk of being returned to joint residence with a violent man. This range of possibilities cannot be depicted by an indicator that only measures whether the orders are possible; but when protection orders do not exist, this is certainly a signal calling for further development of the law.

1. Comparison with the data from 2005/2006 is not possible because the questions in the first cycle of reporting were not sufficiently precise.

Innovations and implementation experience

- The Netherlands explicitly intends the new measure being introduced to ban a perpetrator from the family home for ten days as early interven-

tion, as a tool for the police when there is a threat of violence but no proof and the woman does not want to file a complaint. The power to

arrest has also been expanded. In Rotterdam, the suspect arrested for domestic violence is visited by a counsellor at the police station.

Part 5. Services

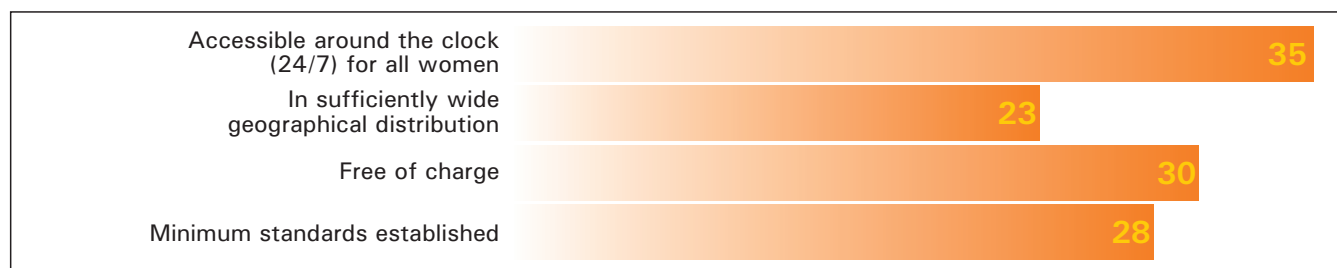
The monitoring framework asks about services for women endangered by domestic violence, for women who have suffered rape or sexual assault, for children who witness violence against their mothers, and for perpetrators with the aim of changing their behaviour. Specialised services were chosen as indicators for the readiness and ability of member states to protect women from violence. Although other services may be appropriate and effective in many cases – for example, when a woman successfully applies to have the man obliged to leave the home, she may need counselling and legal advice rather than emergency accommodations – places of safety and emergency support are a keystone within an overall system of services.

It is striking to see how many states are unable to give information on the number of shelters, or the number of

places within shelters, or both. Belgium, Italy, the Netherlands, Turkey and the United Kingdom either offer no numbers at all (Belgium, Netherlands), give a vague estimate (Italy) or consider either the number of shelters (United Kingdom) or the number of places (Turkey) to be unknown. Sweden estimates the number of places in shelters ranging between 600 and 1000; one would not think that beds and rooms could be so variable. This is all the more surprising, as most of these countries have a relatively high level of service provision in which they take some pride, as can be seen in the National Action Plans and their policy statements. Most of them have national networks of service providers, who usually keep statistics and may publish them on their internet sites. In fact, Germany and Norway both only delivered their numbers after consultation with the national shelter networks.

In many countries, the regional and local authorities tend to be responsible for setting up and maintaining social services such as shelters. In consequence, statistics are not generated automatically on a national level. However, the same is true of child care facilities and, for the most part, schools; yet countries do publish statistics on the percentage of children with access to pre-school education, and there is a consensus on the need for educational statistics. It is difficult to understand why even relatively prosperous countries with highly developed bureaucracies should be unable to give even the simplest statistics on the availability of services necessary to securing elementary human rights. From a European perspective, the lack of information from the most experienced member states slows down the process of setting common minimum standards.

Figure 3: Shelters and their accessibility



The number of shelters and places given in the monitoring framework are a challenge to interpret, since the numbers in documents and those in the online questionnaire sometimes vary, and even quite official sources may report figures at variance with the ones given here.¹ Asking for “number of

places”, although it is the only way to find at least a minimal measure of provision, always poses the problem of whether the number of families (mothers with their children) or the number of persons are being counted. Generally, it is probably better to base the monitoring on number of beds suitable for adult use, since num-

bers of children vary. At present, there is no agreed standard for this.

Denmark and Ireland both report significantly more shelter spaces than in 2006. In Denmark is this linked to a growth in number of shelters; in Ireland, the capacity of some shelters has been expanded as has a non-governmental



housing programme. There also seems to have been some increase in the number of shelters and places in Bulgaria, Georgia, Turkey and Hungary, while most states with a longer history of such services report little or no change. Both “the former Yugoslav Republic of Macedonia” and Norway seem at first glance to report dramatic increases, but in fact, this represents a data correction: In 2005, both states repeated the number of shelters in the column for number of places, whether by misunderstanding or because the government agencies did not have detailed data.

Finally, a number of states arrange accommodations in housing that is not specifically reserved for women seeking safety from family violence. When resources are scarce or coverage difficult, as in thinly populated areas, this can be necessary and helpful. The monitoring framework, seeking *indicators*

1. For example, the CDEG member from Portugal sent an e-mail early in 2007 stating that the number of shelter places was 562, but the questionnaire response later is “approximately 500”. In some cases, the numbers seemed low, suggesting that the informant for the questionnaire may not have known of all existing shelters; in others, the numbers seemed high, apparently including places which could take in women victims of violence, but also served other groups.

(and not full detailed reporting) asked about safe temporary accommodation, with access on short notice day and night, for women with their children where they receive counselling and support by specifically trained staff. Latvia, for example, explained their number refers to 70 centres that provide assistance to persons and families in crisis; of these, more than 10 centres provide specific assistance to victims of domestic violence; their figure for number of places reflects an estimate. Some member states would probably cite lower figures if they applied these criteria strictly. Understandably, they prefer not to leave the impression that no help is available, and several explain in their comments that the places to which they refer are not strictly shelters. Since the causes for inconsistent reporting persist, it might be advisable to add additional categories, both for shelters and for rape crisis centres, to allow member states to report the type of services being offered more clearly.

The comments to the questionnaire indicate that several of the countries in economic transition are in the process of gathering central information to assess the provision level, and seeking ways to improve coverage. On the other hand,

the responsibility of states for due diligence in providing protection of women from violence is not understood everywhere in Europe. In 2007, a high-level government official at an international NGO conference declared that the government of that country will not fund personnel costs for shelters, but expects NGOs to acquire such funding from the EU. The overall picture is thus very mixed in the more Eastern and Southern European member states. Some are making a great effort to provide shelters, hotlines and rape crisis centres, often drawing on the willingness of international donors to help with the funding, while others seem to consider this a low priority. However, provision relative to population has increased in all countries at the lower end of the following table, and significantly in “the former Yugoslav Republic of Macedonia”.

For the following table, figures of member states for the number of shelter spaces were simplified (e.g. a middle value was taken when a range was reported), and some missing numbers were drawn from NGO reports in order to have a fuller picture. Three countries that reported in the first cycle did not give numbers this time; here, the figure from 2005/2006 is inserted in italics.

Table 1: Number of shelter places relative to population

Country	Number of places	Population 2007 (Eurostat)	Proportional places per 10 000 population
Luxembourg	165	482 186	3.42
Norway	772	4 733 544	1.63
Netherlands	?	16 402 47	1.50 [i]
Andorra	12	81 222	1.48
Ireland	568	4 414 797	1.29
Liechtenstein	4	35 524	1.13
Slovakia	517	5 398 759	0.95
Austria	772	8 327 230	0.93
Germany	7342	82 200 162	0.89
Slovenia	180	2 022 636	0.89
France	5541	63 779 059	0.87
Sweden	800 [ii]	9 181 706	0.87
Malta	34	410 494	0.83
Croatia	316	4 435 383	0.71
Denmark	355	5 479 712	0.65
Iceland	20	314 321	0.64
Spain	2896	45 257 696	0.64
United Kingdom	3765	61 270 283	0.61
Lithuania	?	3 365 442	0.56
Belgium		10 660 770	0.48i
Portugal	500	10 633 006	0.47

The Eurostat population figures for 1 January 2007 were used when a figure for 1 January 2008 was not available.



Table 1: Number of shelter places relative to population

Country	Number of places	Population 2007 (Eurostat)	Proportional places per 10 000 population
Bosnia and Herzegovina	126	3 844 017	0.33
"The former Yugoslav Republic of Macedonia"	60	2 039 081	0.29
Switzerland	200	7 562 095	0.26
Estonia	34	1 338 617	0.25
Finland	125	5 296 826	0.24
Italy	700 ⁱ	59 578 359	0.18
Cyprus	12	796 350	0.15
Hungary	110	10 046 273	0.11
Romania	210	21 423 366	0.10
Georgia	31	4 394 702	0.07
Turkey	350	73 422 974	0.05
Bulgaria	30	7 605 064	0.04

The Eurostat population figures for 1 January 2007 were used when a figure for 1 January 2008 was not available.

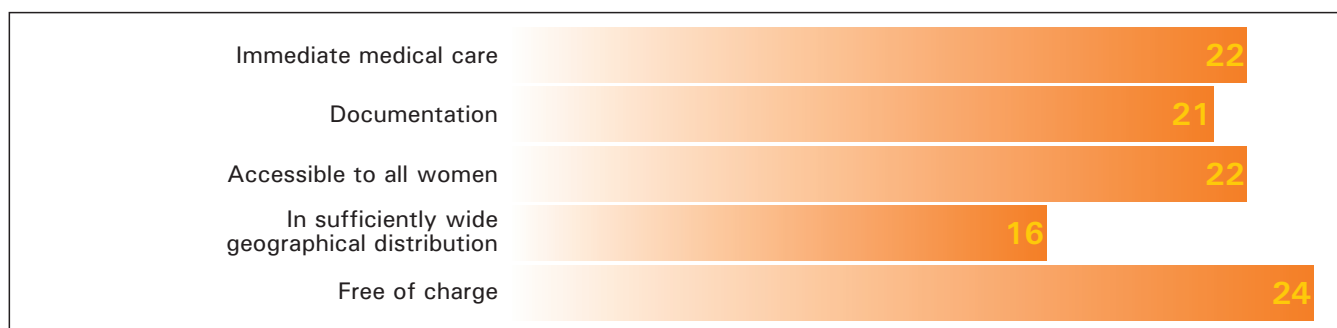
- i Figure from 2005/6 report.
- ii Estimate based on middle value.

Services for victims of sexual assault and rape have increased slightly, and now exist in just over half of the member states. Most of the states that were members of the Council of Europe before 1989 (with the exceptions of Austria and Finland) have these services; 23 out of 40

states confirm at least three of the five aspects of immediate support, and these include Azerbaijan, Georgia, Hungary, Latvia, Monaco, Serbia and Slovenia as well as older member states. Austria and Liechtenstein note that services do exist but are not specialised as defined in the

questionnaire. Only 13 states report that all of the requirements emerging from the Recommendation are met; only 16 consider that these services are available in sufficiently wide geographical distribution.

Figure 4: Existence of services for victims of sexual assault



Children

As noted in the previous report, there is still a very low level of awareness of what is needed to protect children in situations of domestic violence from harm. To the question "Are children who witness violence against their mothers given protection and assistance to meet their needs?" 37 member states replied "yes", and the majority (26) also said that the staff are trained specifically on violence against women and its impact on children. Yet a thorough search of national reporting (e.g. CEDAW), international NGO reports, material at the regional seminars of the Council of Europe Campaign or information availa-

ble through the Internet was unable to discover more than a very few services. Some states that do not provide specific assistance nonetheless confirm that services for children are free of charge; this presumably refers to children's services in general.

Most states seem to assume that educating or raising awareness in their statutory and voluntary child protection services will meet this need. This is a serious misconception. When the child itself is not being recognizably abused, or not identified as showing symptoms of possible abuse, child protection services will usually have no occasion to act, that is, they will never see the child in the

first place. To uncover the cases of children suffering from a situation of violence against women, multi-agency co-operation is needed, and to reach out to such children, fresh approaches are called for. The data from the online questionnaire are not promising, since they suggest that existing services for children at risk carry the burden of this problem.

In countries that have instituted police eviction orders, it is now usual to report to the child protection agencies if there were children present. This brings these children into the orbit of possible services for their needs, and there has been some work towards offering them



specific support. However, only a minority of abused women actually call on the police. Furthermore, when children are identified as being at risk due to abuse of the mother, complex approaches are required. Clearly, such children would benefit immediately from action to end the violence against the mother, but this is not always possible, and the children's own needs may not be the same as those of the mother. This is an area in which multi-agency work including the health system as well as women's advocacy services, police, schools, social work will have to be developed.

Perpetrators

Only half of the member states report that programmes or measures for perpetrators exist at all, and the number of such

programmes tend to be very low, with only Ireland, Norway, Spain, Sweden and Switzerland reporting more than a hundred places. There has been a significant expansion of this work in Norway, Spain and Switzerland. Among the smaller countries, Luxembourg, Cyprus and Malta report upwards of 14 places.

In most states that have well-established perpetrator courses, they cooperate with services for women, and access is both on a voluntary basis and by referral from the justice system. Exceptions are the Netherlands (no referrals from the courts²) and Norway and Spain (no regular co-operation with

2. The new Act on Restraining Orders in the Netherlands is expected to enter into force during 2008 and to provide a basis for court referrals.

services for women). In all other states giving information, the numbers are very small, and can only refer to individual counselling. Although research provides information on quite a number of such measures existing in Germany, the Netherlands and the United Kingdom, and in fact programmes in these three countries have been evaluated and the results published, all three countries apparently do not maintain statistics at the level of the central government. Overall, the low numbers and the lack of information by member states even where substantial work is being done show that this indicator registers an area seriously in need of more attention.

Innovations and implementation experience

Domestic violence

- Sweden has decided to allocate funding to municipalities in order to develop shelters. At the same time, several measures are planned to increase the knowledge-based support of the social services and to intensify supervision of their work with victimised women and their children. These measures have a focus on ensuring the safety of women (including an obligation to employ risk assessment in connection with custody and child contact arrangements), as well as concern for the vulnerability of women with additional problems or diverse back-

grounds. Funding for evaluation both of social services and of women's shelters is being made available.

- The "Map of Gaps" study of the United Kingdom³ found that in Scotland, where there has been a national budget line to secure services, refuges and domestic violence projects exist fairly evenly and with good coverage over most of the country, whereas in England, where local governments have been responsible, coverage is

3. See Maddy Coy, Liz Kelly and Jo Foord: *Map of Gaps: The postcode lottery of violence against women support services*. London: End Violence Against Women 2007.

much more uneven. Scotland was also found to have the highest level of provision of sexual assault services relative to the population. In 2006 Scotland is currently funding a £10 million Refuge Development Programme to improve and increase the refuge places available to women and their children fleeing domestic abuse.

- Both Sweden and Germany emphasise in their new National Action Plans the need to offer appropriate responses to women with disabilities; Germany is funding a national victimisation study on violence against women with disabilities.

Sexual violence

- While in Hungary the Parliamentary Resolution on establishing a national strategy (2003) to combat domestic violence has not led to the suggested legal measures, and the state's CEDAW report from 2006 assesses the frequency of crime within the family as "insignificant" (the data refer only to cases that go to court), there is an interesting new development with regard to sexual violence. In May 2007 Amnesty International released an extensive critical report on the treatment of women who experienced rape or sexual assault, and within six months, the government announced that it was meeting

with NGOs to develop a protocol for rape victims. The urgency of this action can be seen in conjunction with the legal framework, in which rape, although a felony, is prosecuted by private motion of the victim except in aggravated cases. Thus rape may be the "crystallisation point" for changing awareness, policies, and practices.

Children

- Norway legally obliges NGO crisis centres to inform the child welfare service in situations where there may be a risk of the child moving back to a violent father. Importantly, this is linked with a policy of empowerment for women: The Crisis Center Secretariat has pre-

pared a guide to increase the expertise of helpers so that they can assess risks and support women to be active agents in their own lives. This suggests a policy of dual advocacy, supporting both the women and their children.

Perpetrators

- In Germany, the state has supported a national co-ordination network of the numerous (often small and locally based) projects offering programmes for domestic violence perpetrators, resulting in agreement on quality standards. The further plans are to develop curricula for this work. A European database of projects working with perpetrators has been built.

Part 6. Awareness-raising, education and training

Both the questionnaire responses and the published reports from the member states suggest that **awareness-raising** and educational activities have been a focus of activity, doubtless spurred on by the Council of Europe Campaign. Specific campaigns were launched in a number of countries, for example in Croatia. The proportion of member states that actively disseminate information on women's rights and protection against violence has risen to 38, and 29 states do this on a regular basis. Portugal includes in its Plan of Action a bundle of 25 measures intended to raise awareness in the general population and in schools. During seminars in the Council of Europe Campaign, speakers from several member states reported using the Campaign to launch awareness-raising activities.

Progress in building **media** awareness is slow. A code of conduct for media professionals is still a rarity, and the number has been corrected downwards since the last reporting, due, it seems, to closer attention to the criteria. However, there are more states in which a body serving as a media watch deals with issues concerning violence against women and how it is portrayed. Croatia has established a committee for monitoring the implementation of gender equality policy (which includes the area of sexual violence) in the media.

The picture for **training** in the relevant professions has changed somewhat by comparison with the previous report. In *all* categories except for nurses and

midwives, there is a slight *decrease* in the number of member states reporting that specific training on violence against women is included in initial vocational training. At the same time, for almost all professions there is *more* specific training within further education. The increase is greatest for school teachers and pre-school teachers, but it is present in all professions except social work, where the frequency of further training was already fairly high. Perhaps we are seeing a shift of emphasis towards in-service training with the aim of ensuring that new protocols, procedures and practices are actually implemented. While teaching basic knowledge in initial training is needed for sustained change in professional responses, the most urgent need when introducing legal and practical changes is to reach the practitioners in the field. A shift towards more emphasis on further training is thus probably a positive sign.

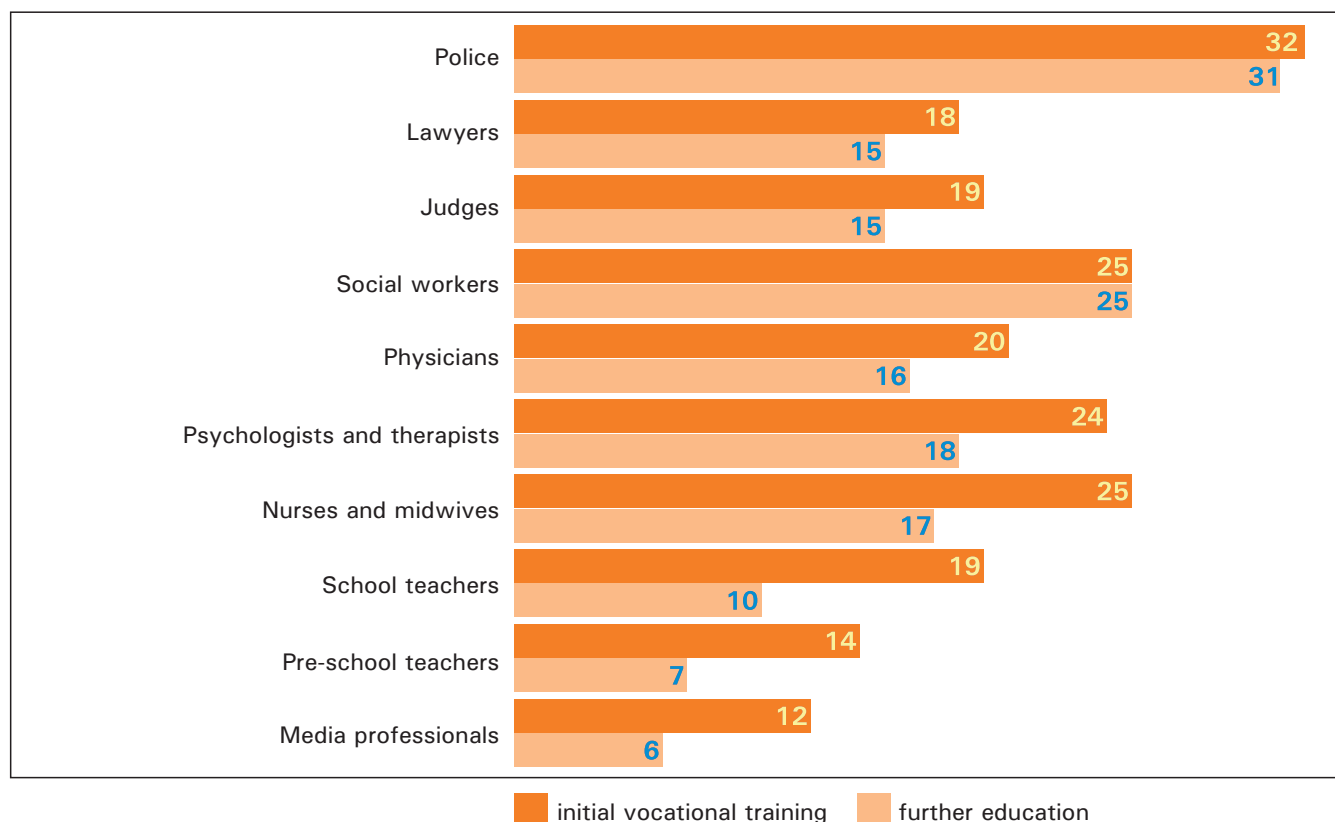
Figure 5 below gives the impression that for the legal professions, teachers and the media, less than half of the countries reporting offer training on violence against women, prevention or intervention. In fact, however, this seems to work as a choice, some introducing the future professionals to the issue during their education, and others using in-service models. Seen under the aspect "one or both", we find 25 states that try to equip schoolteachers to respond to the problem. Taken together, 26 states educate their lawyers in this area, either during initial training, or later, but only six

states do both; the figures are the same for judges (but not in the same countries in all cases). Bosnia, Croatia, Latvia and Spain are alone in educating both legal professions at both levels. With social workers, the number of countries with two levels of training is higher: 15 countries do both initial and further training; for the police, over half the member states (24) have established this thorough approach. At the other end of the scale, for media professionals there is no overlap at all: they either receive some education during their initial training, or in practice, but never both, meaning that a total of 18 states have some kind of media education.

Reporting in this area may vary somewhat depending on how the question is interpreted. Recommendation Rec (2002) 5 and the explanatory notes to the questionnaire strongly suggest that basic training for the professions in question should include information on violence against women on a compulsory basis, while further training ought to be available and be encouraged, implying that it may be on a voluntary basis or depend on actual job requirements. Member states may have chosen either the option "yes" or "no answer" when further training exists but is not required. It is difficult to define a standard for requiring further training; the best measure of a satisfactory situation might be that it is available and accessible to all professionals.



Figure 5: Training of professionals



Innovations and implementation experience

Awareness-raising

- Methods of awareness-raising have become more diverse and imaginative. In Turkey, the foremost textile firms agreed to stitch a label “stop violence against women” inside the jackets they produce.
- In Germany, a bakery chain agreed to have the paper bags for breakfast rolls printed with another version of the same slogan.
- The White Ribbon Campaign in England recruited four prominent football teams to hand out white ribbons and print a half-page announcement in their match-day programmes.
- Turkey has also developed training materials for use with recruits during obligatory military service, reaching all young men.
- In a number of countries, the media have been employed to raise awareness, including TV spots, radio discussions, posters and leaflets, and the “Zero Tolerance” idea pioneered in Edinburgh in 1992 has been taken up, for example for the name of a foundation as well as a high-profile conference in Valencia, Spain.

Media

- The government of Cyprus has prepared and published a manual with guidelines for media reporting on the issue of family violence, which contains a definition and presentation of the legal regulations (which concern, for example, privacy) as well as guidelines for media reporting, and also includes examples of good and bad practice.
- Croatia has also produced a Handbook with guidelines for the media informing about family violence, presented at workshops for journalists, and the Ombudsperson for Gender Equality also functions as a media watch in this area.
- Belgium has established a press award to the media that has taken the most initiatives with regard to violence within the family, and specifically partner abuse, and which avoided a stereotyped portrayal of women and men. A code of conduct is also being drafted.
- In Ireland, the Office of the press ombudsman and the Press Council forbid the publication of “material intended or likely to cause grave offence ... on the basis of ... gender”, which might be used to address inappropriate depictions of violence against women.



Education

- In its new Family Violence Prevention Act, Slovenia has legislated that practitioners responsible for performance of functions in this area “must, in the framework of lifelong education, improvement and training regularly educate themselves in the field of violence to the extent as defined by competent ministers”. The reference is to the ministries responsible for police, health, social security, education, work and family. The Act also codifies the obligation to provide such training, and includes non-governmental organisations among those included in provision of training. Creating a legal obligation to train and be trained takes such training away from the implication that someone’s competence might be doubted: Like First Aid, it can be seen as just something everyone should learn – and as a field in which one’s knowledge may be out of date and need refreshing.
- In most countries, it is difficult to persuade judges to accept special training from outside their profession. The United Kingdom has found a way to address the need for training at least in the magistrate courts, by inviting the magistrates to apply for the status of a specialist domestic violence court, conditional on their volunteering to go through a training course. In Spain as well, with a different legal system, establishing specialised courts has also provided a “window of opportunity” for giving judges and prosecutors training on gender violence and the implications of the new law.

Part 7. Data collection and research

Quite surprisingly, 21 out of 40 member states report that police statistics combine sex of perpetrator, sex of victim and their relationship in reporting on the most common criminal offences within the family. At the *Council of Europe Seminar on Data collection as a prerequisite for effective policies to combat violence against women, including domestic violence* in Lisbon in July 2007, only Cyprus presented a systematic data collection of police data, but these are not published on a routine basis, but required a research analysis on the pool of case files. Those states that, like Cyprus since 1994, have passed a separate law defining domestic violence as a specific offence, and those that have instituted specialised courts have the potential for reporting such offences if they are handled under these laws or court jurisdictions. However, even in Spain and the United Kingdom, not all domestic offences remain in the special courts, the more severe cases being passed on to higher courts, and the spe-

cial court system in Britain does not yet cover even half of the territory of the state.¹

21 member states say that the police report specifically on domestic violence. These are not all the same states as above: only 15 states both combine their data on sex and relationship, and report specifically on domestic violence.² Such reports could not be located in the most likely internet sources (Home Office, Bundeskriminalamt) for the United Kingdom or Germany, for example. From CEDAW reports and national policy documents it appears, however, that a number of states require each police district to prepare a regular (internal) report on domestic violence cases. This may be a separate document, not integrated into the police statistical sys-

tem. In some member states, the police deliver statistics on domestic violence upon request, but not as a routine procedure.

Only 7 member states collect information on violence against women through the health care services. This is most easily accomplished in the Nordic system with personal identity numbers, and is accordingly established practice in Denmark and Sweden. On the whole, however, it does not seem to be a practicable solution for most of Europe.

Of the 27 member states (increased from 24 in the previous report) that have carried out surveys (or survey modules) to assess the prevalence of violence against women, 15 are planning to repeat the survey, and thus to monitor the development over time. In 18 countries a special module was included in another national survey, in 21 countries there was a dedicated prevalence survey, and in 13 countries both have been done.

1. See Maddy Coy, Liz Kelly and Jo Foord: *Map of Gaps: The postcode lottery of violence against women support services*. London: End Violence Against Women 2007.

2. Police reports on domestic violence may not specify whether the perpetrator or the victim was a man or a woman, adult or child.

Innovations and implementation experience

- In Cyprus, the police files on more than 4000 domestic violence incidents over six years were analysed, and a further in-depth study is underway that aims to capture all incidents reported to the police during one year, to study the process and outcomes.

- In a United Nations context, efforts are under way to design and implement measures of violence against women that can produce comparable data cross-nationally. The International Violence Against Women Survey (IVAWS) has been implemented in several European coun-

tries, including the Czech Republic, Denmark, Greece, Italy, Poland and Switzerland. The Conference of European Statisticians (UNECE) has established a Task Force working on defining indicators and a standardised module.

Part 8. Conclusions

Violence against women is a deeply-rooted and many-faceted problem. Numerous local factors play a part in shaping strategies. For example, in countries in economic transition, the presence of international donors or of organisations offering know-how may push activity forward in the field of domestic violence, even in a context where recent violent conflict might have suggested a priority for addressing sexual violence. On the other hand, where such external actors are not accepted by all stakeholders, or where they withdraw their support after EU accession, these efforts may be blocked, and work in a different area may seem more promising. Thus, it is to be expected that steps forward will differ according to circumstances as well as depending on the perceived urgency of specific areas of practice.

Over the past two years there has been clear progress towards developing coherent and **comprehensive strategies** to address violence against women in its multiple aspects; not only has the number of Plans of Action and their scope increased, but there are also more concrete steps defined in their elaboration. However, budget lines are often entirely missing. Progress is also visible in criminal sanctions, policing and prosecution, although these changes are not large, as far as monitoring can measure them. Protection orders are more finely counted in the present monitoring, but there seems to be a development towards using this tool adapted to the context of legal systems.

Services seem to be stagnating in many countries, although there are significant gaps in provision almost everywhere¹ that would call for an increase.

Still, in the countries with lowest provision levels there has been an increase, and today 35 (rather than 29) member states offer such aid around the clock. The increase in services for victims of sexual assault and rape is small, but they seem to be more accessible and more often free of charge. Only a few member states have strategies for outreach and support for children independent of their mothers' decisions to stay or leave. There has been no spread of services addressing perpetrators into further countries, and many projects are small and isolated. While in a few countries, there has been substantial expansion of this kind of service, in others the government lacks information even when a variety of projects exist. All in all, there is reason for concern: Services were the starting point and catalyst of awareness and action to address violence against women, and they do not seem to be profiting from the concerted European efforts towards combating violence to the degree that should be expected, if at all. Perhaps the hesitancy of governments to attach a budget line to their Plans of Action is significant here: Violence against women cannot be confronted and eliminated without devoting substantial resources to the work.

The Council of Europe Campaign has doubtless pushed **awareness-raising** forward across Europe, and this is feeding into **training** of professionals to respond to the problem. In-service training, in particular, is increasing both in the number of member states and the

range of professionals included. The most effective strategy is to combine solid basic knowledge during initial training with in service modules that teach how to handle specific situations later; this is most frequently being done with the police and with social work. Consistent strategies of training for other professionals are less frequent and will need attention in the future. The knowledge base exists, as well as a considerable store of knowledge-based training materials. Directing more resources to services could benefit training as a side effect, since adequately resourced services provide the personnel for high-quality training close to practitioners' needs.

Overall, the monitoring data suggest that the Recommendation Rec (2002) 5 is functioning as a **common framework** for the great majority of its member states, because it articulates guiding principles and formulates practical challenges, without defining obligations and procedures narrowly. The numerous activities that emerge during reporting, presented in the Campaign, or published in the internet and in the press, also work to mobilise a political will to eliminate violence against women, and the data on indicators suggest that a process of converging visions and policies across the European landscape is underway. The fact that 40 member states voluntarily reply to a standardised questionnaire on their implementation of key elements of the Recommendation suggests that both the Council of Europe framing of the issue as a one of human rights and democracy, and the idea of seeking to develop common standards of good practice, are widely accepted.

1. With the possible exceptions of Luxembourg and Norway, who have both the highest proportion of places in shelters and relatively high numbers of places in perpetrator programmes.

**Part 9. Appendix: Tables of the replies
to the Monitoring Framework
on the implementation
of Recommendation Rec (2002) 5**



1. Have you established a national action plan for combating violence against women? If so, has it been publicised? What is the time frame? Does your action plan address all areas of violence against women as defined in Recommendation Rec (2002) 5?

Table 1a. Existence of national action plan, publication and time frame

Country	Has a national action plan been established?	If so, has it been publicised?	What is the time frame?
Andorra	yes	no	no answer
Armenia	yes	yes	2004-2010
Austria	no	/	/
Azerbaijan	yes	yes	2007-2011
Belgium	yes	yes	2004-2007 Federal, 2009 French community
Bosnia and Herzegovina	yes	yes	2006-2011
Bulgaria	yes	yes	2007-2008
Croatia	yes	yes	2005-2007
Cyprus	yes	no	End of 2007/Beginning of 2008
Denmark	yes	yes	2005-2008
Estonia	yes	no	2008-2011
Finland	yes	yes	2004-2007
France	yes	yes	2005-2007 and 2008-2010
Georgia	yes	yes	2007-2008
Germany	yes	yes	Action Plan II begins Sept. 2007
Hungary	no	/	/
Iceland	yes	yes	2006-2011
Ireland	yes	yes	None yet
Italy	no	/	Planned 2008
Latvia	no	/	/
Liechtenstein	yes	no	none yet
Lithuania	yes	yes	long term – 2015, short term: 2007-2009
Luxembourg	yes	yes	2006-2008
Malta	yes	partly	on-going
Monaco	yes	no	no answer
Montenegro	yes	yes	2003-2006
Netherlands	yes	yes	2007-2011
Norway	yes	yes	2008-2011
Portugal	yes	yes	2007/2010
Romania	yes	yes	2005-2007
San Marino	no	/	/
Serbia	no	/	/
Slovakia	yes	yes	2005-2008
Slovenia	no	/	/
Spain	yes	yes	2007-2008
Sweden	yes	yes	2007-2010
Switzerland	yes	yes	no answer
“the former Yugoslav Republic of Macedonia”	no	/	/
Turkey	yes	yes	2007-2010
United Kingdom	yes	yes	no answer
Frequency of yes answers	32	26	



Table 1b. Forms of violence against women addressed in action plans

Country	Rape and sexual violence	Violence within the family	Sexual harassment	Genital mutilation	Violence in conflict and post-conflict situation	Violence in institutional environment	Failure to respect freedom of choice with regard to reproduction	Killings in the name of honour	Forced marriages	Total
Andorra	no	yes	no	no	no	no	no	no	no	1
Armenia	no	yes	no answer	no answer	no answer	yes	no answer	no answer	no answer	2
Austria	/	/	/	/	/	/	/	/	/	0
Azerbaijan	yes	yes	yes	yes	yes	yes	yes	no	yes	8
Belgium	no answer	yes	no	yes	no	no	no	no	no	2
Bosnia and Herzegovina	yes	yes	yes	no	yes	yes	yes	no	no	6
Bulgaria	yes	yes	yes	yes	yes	no	no	yes	yes	7
Croatia	no	yes	no	no	no	no	no	no	no	1
Cyprus	yes	yes	no	no	no	no	no	no	no	2
Denmark	no	yes	no	no	no	no	no	yes	yes	3
Estonia	yes	yes	no	no	no	no	no	no	no	2
Finland	yes	yes	yes	yes	no	yes	yes	yes	yes	8
France	no	yes	no	no	no	no	no	no	no	1
Georgia	yes	yes	yes	no	no	no	no	no	no	3
Germany	yes	yes	yes	yes	yes	yes	yes	yes	yes	9
Hungary	/	/	/	/	/	/	/	/	/	0
Iceland	yes	yes	no	no	no	no	no	no	no	2
Ireland	yes	yes	no	no	no	yes	no	no	no	3
Italy	yes	yes	yes	no	yes	yes	no	yes	yes	7
Latvia	/	/	/	/	/	/	/	/	/	0
Liechtenstein	yes	yes	no	no	no	no	no	no	no	2
Lithuania	yes	yes	no	no	no	no	no	no	no	2
Luxembourg	yes	yes	no	no	yes	yes	no	no	no	4
Malta	yes	yes	yes	no	no	no	yes	no	yes	5
Monaco	yes	yes	yes	no	no	yes	yes	no	no answer	5
Montenegro	yes	yes	yes	no	no	no	yes	no	no	4
Netherlands	yes	yes	yes	yes	yes	yes	yes	yes	yes	9
Norway	yes	yes	no	yes	yes	no	no	yes	yes	6
Portugal	yes	yes	yes	yes	yes	yes	yes	no	no	7
Romania	no	yes	yes	no	no	yes	no	no	no	3
San Marino	/	/	/	/	/	/	/	/	/	0
Serbia	yes	yes	yes	no	yes	yes	yes	yes	no answer	7
Slovakia	yes	yes	yes	no	no	no	no	no	no	3
Slovenia	/	/	/	/	/	/	/	/	/	0
Spain	no	yes	no	no	no	no	no	no	no	1
Sweden	yes	yes	no	yes	yes	yes	no	yes	yes	7
Switzerland	yes	yes	yes	no	yes	no	no	no	no	4
“the former Yugoslav Republic of Macedonia”	yes	yes	yes	no	no answer	no	no answer	no	no	3
Turkey	yes	yes	yes	no answer	no	no	no	yes	yes	5
United Kingdom	yes	yes	yes	yes	no	no	no	yes	yes	6
Frequency of yes answers	27	35	19	10	12	14	10	11	12	150



2. Do you have a governmental co-ordinating body for implementation and evaluation, as specified in paragraph I (3) of Recommendation Rec (2002) 5 and paragraph 4 of its appendix?

Table 2. Existence of governmental co-ordinating body for implementation and evaluation (continued)

Andorra	Germany	Portugal
Armenia	Hungary	Romania
Austria	Iceland	San Marino
Azerbaijan	Ireland	Serbia
Belgium	Italy	Slovakia
Bosnia and Herzegovina	Latvia	Slovenia
Bulgaria	Liechtenstein	Spain
Croatia	Lithuania	Sweden
Cyprus	Luxembourg	Switzerland
Denmark	Malta	“the former Yugoslav Republic of Macedonia”
Estonia	Monaco	Turkey
Finland	Montenegro	United Kingdom
France	Netherlands	Frequency of yes answers
Georgia	Norway	

3. Are specific funds allocated at national, regional and/or local level of government for activities against violence against women?

Table 3. Funds at governmental levels and financial support for NGOs*

Country	Funds for governmental activities					Funds for NGO activities				
	at national level	and/or regional level	and/or local level	If so, how much per year? [†]	Data not available because of decentralised budgeting	at national level	and/or regional level	and/or local level	If so, how much per year? [†]	Data not available because of decentralised budgeting
Andorra				(2007)	/	yes	/	no answer	35 216 (2007)	/
Armenia	no	no	no	/	/	no	no	no	/	/
Austria	yes	yes	yes	no answer	yes	yes	yes	yes	no answer	yes
Azerbaijan	yes	no	no	no answer	yes	yes	yes	no	no answer	yes
Belgium	yes	yes	yes	no answer	yes	yes	yes	yes	no answer	yes
Bosnia and Herzegovina	no	yes	yes	no answer	yes	no	yes	yes	51 282	yes
Bulgaria	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer
Croatia	yes	yes	yes	no answer	yes	yes	yes	yes	no answer	yes
Cyprus	yes	no	no	50 000	/	no answer	no	no	100 000	no answer
Denmark	yes	yes	yes	15 million	no answer	yes	yes	yes	no answer	yes
Estonia	yes	/	no	6 110 (2007)	/	yes	no	yes	no answer	yes
Finland	yes	no	no	30 000	/	no	yes	yes	variable	no answer
France	yes	yes	yes	no answer	yes	yes	yes	yes	no answer	yes
Georgia	no	no	no	/	yes	no	no	no	/	yes
Germany	yes	yes	yes	no answer	yes	yes	yes	yes	no answer	yes
Hungary	yes	no	no	519 705	no answer	yes	no	no	132 million HUF	yes
Iceland	yes	/	yes	no answer	yes	yes	no answer	yes	no answer	yes
Ireland	yes	yes	yes	no answer	yes	yes	yes	yes	no answer	yes
Italy	no	no	no	/	no answer	no	no	no	/	no answer
Latvia	yes	no	yes	385 000	yes	yes	no	yes	no answer	yes
Liechtenstein	yes	/	/	no answer	yes	yes	no	no	no answer	yes
Lithuania	yes	no	no	371 500	/	yes	no	yes	400 000 LTL	no answer



Table 3. Funds at governmental levels and financial support for NGOs* (continued)

Country	Funds for governmental activities					Funds for NGO activities				
	at national level	and/or regional level	and/or local level	If so, how much per year? [†]	Data not available because of decentralised budgeting	at national level	and/or regional level	and/or local level	If so, how much per year? [†]	Data not available because of decentralised budgeting
Luxembourg	yes	no	no	90 000	/	yes	no	yes	4 512 242	no answer
Malta	yes	no	no	no answer	/	yes	no answer	no answer	no answer	no answer
Monaco	no	/	/	/	/	no answer	/	/	no answer	no answer
Montenegro	no	no	no	/	yes	yes	no	no	no answer	yes
Netherlands	yes	yes	yes	no answer	yes	yes	yes	yes	no answer	yes
Norway	yes	yes	yes	no answer	yes	yes	yes	yes	no answer	yes
Portugal	yes	yes	yes	no answer	no answer	yes	yes	yes	no answer	no answer
Romania	yes	no	yes	852 857	no answer	yes	no	yes	304 226	no answer
San Marino	yes	/	/	no answer	yes	no	no	no	/	no answer
Serbia	yes	yes	yes	no answer	yes	yes	yes	yes	no answer	yes
Slovakia	no	no	no	/	yes	yes	yes	yes	no answer	yes
Slovenia	yes	no answer	no	no answer	no answer	yes	no answer	yes	no answer	no answer
Spain	yes	yes	yes	212 million (national)	yes	yes	yes	yes	no answer	yes
Sweden	yes	yes	yes	300 million SEK	yes	yes	yes	yes	18-20 million SEK	yes
Switzerland	yes	yes	yes	160 000	no answer	no	yes	no	no answer	yes
“the former Yugoslav Republic of Macedonia”	yes	no answer	yes	no answer	yes	yes	no answer	no answer	no answer	yes
Turkey	no answer	no answer	no answer	no answer	yes	no	no answer	no	no answer	no answer
United Kingdom	yes	no	no	no answer	yes	yes	yes	yes	£1.2 million	no answer
Frequency of yes answers	31	15	19		23	28	19	24		24

* When member states could not specify how much of their general funds for women's NGOs were specifically deployed for violence against women, the table shows “no answer”.

† Figures in euros unless noted otherwise.

4. *Is every act of violence against women penalised, in particular: all forms of physical violence to spouses, regular or occasional partners and cohabitants, all forms of sexual violence to spouses, regular or occasional partners and cohabitants; psychological violence within the family, and sexual harassment at work?*

Table 4. Which acts of violence against women are penalised?

Country	Physical violence to spouses, partners and cohabitants?	Psychological violence to spouses, partners and cohabitants?	Sexual assault to spouses, partners and cohabitants?	All sexual acts against non-consenting persons?	Rape within marriage?	Sexual harassment at work?	Genital mutilation?	Forced marriages?
Andorra	yes	yes	yes	yes	yes	yes	yes	yes
Armenia	yes	yes	yes	yes	yes	yes	yes	yes
Austria	yes	no answer	yes	yes	yes	no answer	yes	yes
Azerbaijan	yes	yes	yes	yes	no	yes	yes	yes
Belgium	yes	yes	yes	yes	yes	yes	yes	yes
Bosnia and Herzegovina	yes	yes	yes	yes	yes	yes	yes	yes



Table 4. Which acts of violence against women are penalised? (continued)

Country	Physical violence to spouses, partners and cohabitants?	Psychological violence to spouses, partners and cohabitants?	Sexual assault to spouses, partners and cohabitants?	All sexual acts against non-consenting persons?	Rape within marriage?	Sexual harassment at work?	Genital mutilation?	Forced marriages?
Bulgaria	yes	yes	yes	yes	yes	yes	yes	yes
Croatia	yes	yes	yes	yes	yes	yes	yes	yes
Cyprus	yes	yes	yes	yes	yes	yes	yes	yes
Denmark	yes	yes	yes	yes	yes	yes	yes	yes
Estonia	yes	yes	yes	yes	yes	yes	yes	yes
Finland	yes	yes	yes	no	yes	yes	no	no
France	yes	yes	yes	yes	yes	yes	yes	yes
Georgia	yes	yes	yes	yes	yes	no	no	no
Germany	yes	yes	yes	yes	yes	yes	yes	yes
Hungary	yes	no	yes	yes	yes	yes	no	yes
Iceland	yes	no	yes	yes	yes	yes	yes	yes
Ireland	yes	no answer	yes	yes	yes	no	yes	yes
Italy	yes	yes	yes	yes	yes	yes	yes	yes
Latvia	yes	no	yes	yes	yes	yes	yes	yes
Liechtenstein	yes	yes	yes	yes	yes	yes	yes	yes
Lithuania	yes	yes	yes	yes	yes	yes	yes	yes
Luxembourg	yes	yes	yes	yes	yes	yes	yes	yes
Malta	yes	yes	yes	yes	yes	yes	yes	yes
Monaco	yes	yes	yes	yes	no	yes	yes	no
Montenegro	yes	yes	yes	yes	yes	no	no	yes
Netherlands	yes	no	yes	yes	yes	no	yes	no
Norway	yes	yes	yes	yes	yes	yes	yes	yes
Portugal	yes	yes	yes	yes	yes	yes	yes	yes
Romania	yes	yes	yes	yes	yes	yes	no	yes
San Marino	yes	yes	yes	yes	yes	yes	yes	yes
Serbia	yes	yes	yes	yes	yes	yes	no	yes
Slovakia	yes	yes	yes	yes	yes	yes	yes	yes
Slovenia	yes	yes	yes	yes	yes	yes	no answer	no answer
Spain	yes	yes	yes	yes	yes	yes	yes	yes
Sweden	yes	yes	yes	yes	yes	yes	yes	yes
Switzerland	yes	no	yes	yes	yes	yes	yes	yes
“the former Yugoslav Republic of Macedonia”	yes	yes	yes	yes	yes	yes	no answer	yes
Turkey	yes	no	yes	yes	yes	yes	no answer	yes
United Kingdom	yes	yes	yes	yes	yes	yes	yes	yes
Frequency of yes answers	40	32	40	39	38	35	31	35



5. *Is the police required to record all cases of violence within the family by law, by regulation or by written instruction?
Is the police required to investigate all cases reported?*

Table 5. Police recording and investigation required

Country	Record all reported cases of violence within the family	Are there full statistics?	Investigate all cases reported?
Andorra	yes	yes	yes
Armenia	yes	no	yes
Austria	yes	no answer	yes
Azerbaijan	yes	no	yes
Belgium	yes	yes	yes
Bosnia and Herzegovina	yes	yes	yes
Bulgaria	yes	yes	yes
Croatia	yes	yes	yes
Cyprus	yes	yes	yes
Denmark	yes	yes	yes
Estonia	yes	yes	yes
Finland	yes	yes	no
France	yes	no	yes
Georgia	yes	no	yes
Germany	yes	yes	yes
Hungary	yes	yes	yes
Iceland	yes	yes	yes
Ireland	yes	yes	yes
Italy	yes	yes	yes
Latvia	yes	no	yes
Liechtenstein	yes	yes	yes
Lithuania	yes	yes	yes
Luxembourg	yes	yes	yes
Malta	no answer	no	yes
Monaco	yes	yes	yes
Montenegro	yes	yes	yes
Netherlands	yes	yes	no
Norway	yes	yes	yes
Portugal	yes	yes	yes
Romania	yes	yes	yes
San Marino	yes	yes	no
Serbia	yes	no	yes
Slovakia	yes	yes	yes
Slovenia	yes	yes	yes
Spain	yes	yes	yes
Sweden	yes	yes	yes
Switzerland	yes	yes	yes
"the former Yugoslav Republic of Macedonia"	no answer	no	no
Turkey	yes	yes	yes
United Kingdom	yes	yes	yes
Frequency of yes answers	38	31	36



6. Has the state made provisions to ensure that the public prosecutor can initiate criminal proceedings in cases of violence within the family and sexual violence?

Table 6. Provisions to ensure initiation of criminal proceedings by the public prosecutor

Country	Violence within the family		Sexual violence	
	in all cases?	... only in more severe cases?	in all cases?	... only in more severe cases?
Andorra	yes	/	yes	/
Armenia	no	yes	yes	yes
Austria	yes	/	yes	/
Azerbaijan	no	yes	yes	/
Belgium	yes	yes	yes	yes
Bosnia and Herzegovina	yes	/	yes	/
Bulgaria	yes	yes	yes	/
Croatia	yes	/	yes	/
Cyprus	yes	/	yes	/
Denmark	yes	/	yes	/
Estonia	yes	/	yes	/
Finland	no	yes	no	yes
France	yes	/	yes	/
Georgia	yes	/	yes	/
Germany	yes	/	yes	/
Hungary	yes	/	no	yes
Iceland	yes	/	yes	/
Ireland	yes	/	yes	/
Italy	no	yes	yes	yes
Latvia	no	yes	no	yes
Liechtenstein	yes	yes	no*	no
Lithuania	no	yes	no	yes
Luxembourg	yes	/	yes	/
Malta	yes	/	no	no
Monaco	yes	/	yes	/
Montenegro	yes	/	yes	/
Netherlands	yes	/	yes	/
Norway	yes	/	yes	/
Portugal	yes	yes	yes	yes
Romania	yes	yes	yes	yes
San Marino	no	yes	no	yes
Serbia	yes	/	yes	/
Slovakia	yes	/	yes	/
Slovenia	no answer	no answer	no answer	no answer
Spain	yes	/	yes	/
Sweden	yes	/	yes	/
Switzerland	yes	/	yes	/
"the former Yugoslav Republic of Macedonia"	yes	yes	yes	/
Turkey	yes	/	yes	/
United Kingdom	yes	/	yes	/
Frequency of yes answers	32	13	32	10

* Prosecution can be initiated in all cases except in case of marital rape.



7. Are judicial protection orders for the victims of violence within the family available under your legal system?

Table 7. Availability of judicial protection orders for victims of violence

Country	Eviction orders?	Restraining orders?	Non-molestation orders?	Removal of endangered child?	Other?
Andorra	yes	yes	yes	yes	no answer
Armenia	no	yes	no	yes	no answer
Austria	yes	yes	no answer	yes	no answer
Azerbaijan	no	no	no	no	no
Belgium	yes	yes	yes	yes	yes
Bosnia and Herzegovina	yes	yes	yes	yes	yes
Bulgaria	yes	yes	yes	yes	yes
Croatia	yes	yes	yes	yes	yes
Cyprus	yes	yes	no	yes	no answer
Denmark	yes	yes	yes	yes	no
Estonia	no	yes	no	yes	no
Finland	yes	yes	yes	yes	no
France	yes	yes	no	yes	no answer
Georgia	no	yes	yes	yes	no
Germany	yes	yes	yes	yes	yes
Hungary	no	yes	no	yes	no
Iceland	no	yes	no	yes	yes
Ireland	yes	yes	yes	yes	yes
Italy	yes	yes	yes	yes	yes
Latvia	yes	yes	yes	yes	no
Liechtenstein	yes	yes	yes	yes	no
Lithuania	yes	no	no	no	no
Luxembourg	yes	yes	yes	yes	yes
Malta	yes	yes	yes	yes	no
Monaco	yes	yes	yes	yes	no answer
Montenegro	no	no	no	no	no
Netherlands	no	yes	no	yes	no
Norway	yes	yes	yes	yes	no answer
Portugal	yes	yes	yes	yes	yes
Romania	yes	yes	no	yes	no
San Marino	no	no	no	yes	no
Serbia	yes	yes	yes	yes	yes
Slovakia	yes	yes	no	yes	yes
Slovenia	no answer	yes	no answer	yes	no answer
Spain	yes	yes	yes	yes	yes
Sweden	no	yes	yes	yes	yes
Switzerland	yes	yes	yes	yes	no
“the former Yugoslav Republic of Macedonia”	yes	yes	no answer	yes	yes
Turkey	yes	yes	yes	yes	yes
United Kingdom	yes	yes	yes	yes	no answer
Frequency of yes answers	29	36	24	37	16



8. How many shelters exist where women who are victims of any form of violence can find safe temporary accommodation with their children and receive counselling and support by specifically trained staff? How many places are available? Are they accessible around the clock (24/7) for all women in sufficiently wide geographical distribution and free of charge? Are minimum standards established?

Table 8. Number of shelters, places and their accessibility

Country	Number of shelters	Number of places	Accessible around the clock (24/7)	Accessible in sufficiently wide geographical distribution	Free of charge	Minimum standards established
Andorra	other resources	12	yes	no	yes	yes
Armenia	0	/	/	/	/	/
Austria	29	772	yes	no	yes	yes
Azerbaijan	0	/	/	/	/	/
Belgium	no answer	no answer	yes	yes	no	no
Bosnia and Herzegovina	7	126	yes	no	yes	yes
Bulgaria	5	30	yes	no	yes	yes
Croatia	14	approx. 316	yes	yes	yes	yes
Cyprus	1	12	yes	no	yes	yes
Denmark	45	355	yes	yes	no	yes
Estonia	4	34	yes	no	yes	no
Finland	25	125	yes	no	yes	no
France	115	5 541	no	yes	yes	yes
Georgia	4	31	yes	no	yes	no
Germany	363	7 342	yes	yes	yes	yes
Hungary	12	110	yes	yes	yes	yes
Iceland	1	20	yes	yes	yes	yes
Ireland	19	568	yes	yes	yes	yes
Italy	> 100	no answer	yes	yes	yes	yes
Latvia	70	70	yes	yes	yes	yes
Liechtenstein	1	4	yes	yes	yes	yes
Lithuania	12	no answer	yes	no	no answer	no
Luxembourg	9	165	yes	yes	yes	yes
Malta	3	34	yes	yes	yes	yes
Monaco	see comments	no answer	yes	yes	yes	yes
Montenegro	2	no answer	yes	no	yes	yes
Netherlands	no answer	no answer	yes	yes	no	yes
Norway	50	772	yes	no	yes	no
Portugal	34	approx. 500	yes	yes	yes	yes
Romania	40	40	yes	yes	yes	yes
San Marino	0	/	/	/	/	/
Serbia	8	no answer	yes	no	yes	yes
Slovakia	27 with trained staff 90 without trained staff	517 trained staff 530 without	yes	yes	no	yes
Slovenia	12	180	no	no	no	yes
Spain	546	2 896	yes	yes	yes	no
Sweden	approx. 150	600-1000	yes	yes	yes	yes
Switzerland	17	approx. 200	yes	no	yes	no

Table 8. Number of shelters, places and their accessibility (continued)

Country	Number of shelters	Number of places	Accessible around the clock (24/7)	Accessible in sufficiently wide geographical distribution	Free of charge	Minimum standards established
"the former Yugoslav Republic of Macedonia"	8	60	yes	yes	yes	yes
Turkey	39	no answer	yes	yes	yes	yes
United Kingdom	no answer	approx. 3 765	yes	yes	no	no answer
Frequency of yes answers			35	23	30	28

9. *Are there services with specifically trained staff for women who are victims of sexual assault, including 24-hour rape crisis centres that ensure immediate medical care, and documentation? Are they accessible to all women in sufficiently wide geographical distribution and free of charge?*

Table 9. Existence of services for victims of sexual assault

Country	Services that ensure immediate medical care	Services that ensure documentation?	Services accessible to all women	Services accessible in sufficiently wide geographical distribution	Services accessible for all women and free of charge?
Andorra	no	no	/	/	/
Armenia	no	no	/	/	/
Austria	no answer	no answer	no answer	no answer	no answer
Azerbaijan	yes	yes	yes	no	yes
Belgium	yes	yes	yes	no	no
Bosnia and Herzegovina	no	no	/	/	/
Bulgaria	no	no	/	/	/
Croatia	yes	no	no	no	yes
Cyprus	no	no	/	/	/
Denmark	yes	yes	yes	yes	yes
Estonia	no	yes	no	no	yes
Finland	no	no	/	/	/
France	yes	yes	yes	yes	yes
Georgia	yes	yes	yes	yes	yes
Germany	yes	yes	yes	yes	yes
Hungary	no	yes	yes	yes	yes
Iceland	yes	yes	yes	yes	yes
Ireland	yes	yes	no	no	yes
Italy	yes	yes	yes	yes	yes
Latvia	yes	no	yes	yes	yes
Liechtenstein	no	no	yes	yes	yes
Lithuania	no	no	/	/	/
Luxembourg	yes	yes	yes	yes	yes
Malta	no	no	/	/	/
Monaco	yes	yes	yes	yes	yes
Montenegro	no	no	/	/	/
Netherlands	yes	yes	yes	yes	yes
Norway	yes	yes	yes	yes	yes
Portugal	yes	yes	yes	yes	yes



Table 9. Existence of services for victims of sexual assault (continued)

Country	Services that ensure immediate medical care	Services that ensure documentation?	Services accessible to all women	Services accessible in sufficiently wide geographical distribution	Services accessible for all women and free of charge?
Romania	no	no	/	/	/
San Marino	no	no	/	/	/
Serbia	yes	no	yes	no	yes
Slovakia	no	no	/	/	/
Slovenia	yes	yes	yes	no	yes
Spain	yes	yes	yes	yes	yes
Sweden	yes	yes	yes	yes	yes
Switzerland	yes	yes	yes	no	yes
“the former Yugoslav Republic of Macedonia”	no answer	no answer	no answer	no answer	no answer
Turkey	no	no	/	/	/
United Kingdom	yes	yes	yes	no	yes
Frequency of yes answers	22	21	22	16	24



10. Are children who witness violence against their mothers given protection and assistance by specifically trained staff to meet their needs? Is it free of charge?

Table 10. Protection and assistance for children who witness violence against their mothers

Country	Protection and assistance for children	All staff specifically trained on violence against women	Services for children free of charge
Andorra	yes	yes	yes
Armenia	yes	no answer	no answer
Austria	yes	yes	yes
Azerbaijan	no	/	/
Belgium	no	/	/
Bosnia and Herzegovina	yes	yes	yes
Bulgaria	yes	yes	yes
Croatia	yes	yes	yes
Cyprus	yes	yes	yes
Denmark	yes	yes	yes
Estonia	yes	no	yes
Finland	yes	no	yes
France	no	/	yes
Georgia	yes	no	yes
Germany	yes	yes	yes
Hungary	yes	yes	yes
Iceland	yes	no	yes
Ireland	yes	yes	yes
Italy	yes	yes	yes
Latvia	yes	yes	yes
Liechtenstein	yes	yes	yes
Lithuania	yes	yes	yes
Luxembourg	yes	yes	yes
Malta	yes	no	yes
Monaco	yes	no	yes
Montenegro	yes	yes	yes
Netherlands	yes	yes	yes
Norway	yes	no	yes
Portugal	yes	yes	yes
Romania	yes	yes	yes
San Marino	yes	yes	yes
Serbia	yes	yes	yes
Slovakia	yes	yes	yes
Slovenia	yes	yes	yes
Spain	yes	yes	yes
Sweden	yes	yes	yes
Switzerland	yes	no	yes
“the former Yugoslav Republic of Macedonia”	yes	no	yes
Turkey	yes	yes	yes
United Kingdom	yes	no answer	yes
Frequency of yes answers	37	26	37



11. *Is information about women's rights and the measures to protect them against violence, about police and legal intervention, and about services for victims disseminated in all relevant languages on a regular basis and using media and methods suited to reach all women throughout the country?*

Table 11. Dissemination of information about women's rights, legal and protection measures, services for victims

Country	Is information disseminated	... in all relevant languages	... on a regular basis	... using media and methods to reach all women?
Andorra	yes	yes	yes	yes
Armenia	yes	no	yes	yes
Austria	yes	yes	yes	yes
Azerbaijan	yes	no answer	yes	yes
Belgium	yes	yes	yes	yes
Bosnia and Herzegovina	yes	yes	no	no
Bulgaria	yes	no	no	no
Croatia	yes	no	yes	yes
Cyprus	yes	yes	yes	yes
Denmark	yes	yes	yes	yes
Estonia	yes	no	no	yes
Finland	yes	no	no	no
France	yes	no answer	yes	yes
Georgia	no	/	/	/
Germany	yes	yes	yes	yes
Hungary	yes	yes	yes	yes
Iceland	yes	yes	yes	yes
Ireland	yes	yes	yes	yes
Italy	yes	yes	yes	no
Latvia	yes	yes	no	no
Liechtenstein	yes	yes	yes	yes
Lithuania	yes	no answer	no	yes
Luxembourg	yes	yes	yes	yes
Malta	yes	yes	yes	yes
Monaco	yes	yes	yes	yes
Montenegro	yes	no	no	yes
Netherlands	yes	yes	yes	yes
Norway	yes	no	no	no
Portugal	yes	no	yes	yes
Romania	yes	no	yes	yes
San Marino	yes	no	yes	yes
Serbia	yes	yes	yes	no
Slovakia	yes	yes	yes	yes
Slovenia	yes	yes	yes	yes
Spain	yes	yes	yes	yes
Sweden	yes	yes	yes	yes
Switzerland	yes	yes	no	yes
"the former Yugoslav Republic of Macedonia"	no answer	no answer	no answer	no answer
Turkey	yes	no answer	yes	yes
United Kingdom	yes	yes	yes	yes
Frequency of yes answers	38	24	29	31



12. Are there specifically designed intervention programmes, conducted by professionals, offered to men perpetrators of violence against women? How many programmes exist?

Table 12. Intervention programmes for men perpetrators

Country	Intervention programmes, men perpetrators of violence against women	Number of existing programmes	Number of places	... on a voluntary basis?	... after referrals from the justice system?	Regular co-operation with services that protect and support victims
Andorra	no	/	/	/	/	/
Armenia	no	/	/	/	/	/
Austria	yes	3	no answer	yes	yes	yes
Azerbaijan	no	/	/	/	/	/
Belgium	yes	no answer	no answer	yes	yes	no
Bosnia and Herzegovina	no	/	/	/	/	/
Bulgaria	no answer	no answer	no answer	no answer	no answer	no answer
Croatia	yes	2	4	no	yes	yes
Cyprus	yes	1	15	yes	yes	yes
Denmark	yes	5	no answer	yes	no	yes
Estonia	yes	2	no answer	no answer	no answer	no answer
Finland	yes	5	no answer	yes	no	yes
France	no	/	/	yes	yes	no
Georgia	no	/	/	/	/	/
Germany	yes	no answer	no answer	yes	yes	yes
Hungary	yes	2	no answer	yes	no	yes
Iceland	yes	1	not limited	yes	no	yes
Ireland	yes	15	146	yes	yes	yes
Italy	no	/	/	/	/	/
Latvia	yes	6	no answer	no answer	no answer	no answer
Liechtenstein	no	/	/	/	/	/
Lithuania	no	/	/	yes	/	yes
Luxembourg	yes	1	45	yes	yes	yes
Malta	yes	1	14	yes	yes	yes
Monaco	no	/	/	/	/	/
Montenegro	no	/	/	/	/	/
Netherlands	yes	no answer	no answer	yes	no	yes
Norway	yes	64	835	yes	yes	no
Portugal	yes	4	no answer	yes	yes	yes
Romania	yes	2	2	yes	yes	yes
San Marino	no	/	/	/	/	/
Serbia	no	/	/	/	/	/
Slovakia	no	/	/	/	/	/
Slovenia	yes	2	no answer	yes	yes	yes
Spain	yes	30	3 000	yes	yes	no
Sweden	yes	25	200	yes	yes	yes
Switzerland	yes	27	> 150	yes	yes	yes
“the former Yugoslav Republic of Macedonia”	no	/	/	/	/	/
Turkey	no	/	/	/	/	/
United Kingdom	no	/	/	/	/	/
Frequency of yes answers	22			21	16	18



13. *Has a code of conduct concerning violence against women been drawn up for media professionals?*
14. *Is there a body serving as a media watch dealing with issues concerning violence against women and sexism as well as with stereotyped portrayal of women?*

Table 13-14. Code of conduct for media professionals and body serving as media watch concerning violence against women

Country	Code of conduct for media professionals	Body serving as a media watch
Andorra	yes	no
Armenia	yes	no
Austria	no answer	no
Azerbaijan	no	no
Belgium	no	yes
Bosnia and Herzegovina	no	yes
Bulgaria	no	no
Croatia	yes	yes
Cyprus	yes	yes
Denmark	no	yes
Estonia	no	no
Finland	no	yes
France	no	yes
Georgia	no	no
Germany	no	yes
Hungary	no	yes
Iceland	no	no
Ireland	no	no
Italy	no	no
Latvia	no	yes
Liechtenstein	no	no
Lithuania	no	yes
Luxembourg	no	no
Malta	no	no
Monaco	no	no
Montenegro	no	yes
Netherlands	no	yes
Norway	no	yes
Portugal	no	yes
Romania	no	yes
San Marino	no	no
Serbia	no	no
Slovakia	no	yes
Slovenia	no	yes
Spain	no	yes
Sweden	yes	no
Switzerland	no	no
“the former Yugoslav Republic of Macedonia”	no answer	no answer
Turkey	yes	yes
United Kingdom	no	no
Frequency of yes answers	6	20



15. Have there been any programmes or activities to educate children in the public schools about violence against women within the past two years?

Table 15. Programmes or activities to educate schoolchildren about violence against women

Country	Pro-grammes or activities to educate children in the public schools	Country	Pro-grammes or activities to educate children in the public schools	Country	Pro-grammes or activities to educate children in the public schools
Andorra	yes	Germany	yes	Portugal	yes
Armenia	no	Hungary	yes	Romania	no
Austria	yes	Iceland	no	San Marino	yes
Azerbaijan	yes	Ireland	yes	Serbia	yes
Belgium	yes	Italy	no	Slovakia	yes
Bosnia and Herzegovina	yes	Latvia	no	Slovenia	yes
Bulgaria	yes	Liechtenstein	yes	Spain	yes
Croatia	yes	Lithuania	no answer	Sweden	yes
Cyprus	yes	Luxembourg	yes	Switzerland	yes
Denmark	yes	Malta	yes	"the former Yugoslav Republic of Macedonia"	no
Estonia	no	Monaco	no	Turkey	yes
Finland	no	Montenegro	no	United Kingdom	yes
France	yes	Netherlands	yes	Frequency of yes answers	27
Georgia	no	Norway	no		



16. Which of the following groups of professionals receive appropriate specific training on violence against women, prevention and intervention?

Table 16a. Initial vocational training

Country	Police	Lawyers	Judges	Social workers	Physicians	Psychologists and therapists	Nurses and midwives	School teachers	Pre-school teachers	Media professionals
Andorra	yes	no	no	yes	no	no	yes	no	no	no
Armenia	no	yes	no	no	no	no	no	no	no	no
Austria	yes	no	yes	yes	no	no	no	no	no	no
Azerbaijan	no	yes	yes	no	no	no	no	yes	yes	no
Belgium	yes	no	no	no	no	no	no	yes	no	no
Bosnia and Herzegovina	yes	yes	yes	yes	yes	yes	yes	yes	yes	yes
Bulgaria	yes	no	no	yes	yes	no	yes	no	no	no
Croatia	yes	yes	yes	yes	no	yes	no	yes	no	yes
Cyprus	yes	no	no	yes	no	no	no	no	no	no
Denmark	yes	no	no	no	yes	yes	yes	no	no	no
Estonia	yes	no	no	yes	no	no	no	no	no	no
Finland	yes	no	no	no	no	no	no	no	no	no
France	yes	yes	yes	no	no	no	no	no	no	no
Georgia	yes	yes	yes	yes	no	no	no	no	no	no
Germany	yes	no	no	yes	no	yes	no	no	no	no
Hungary	no	no	no	no	no	yes	no	no	no	no
Iceland	yes	no	no	yes	no	no	no	no	no	no
Ireland	yes	no	no	no	yes	no	no	no	no	no
Italy	yes	no	yes	no	yes	yes	yes	no	no	no
Latvia	yes	yes	yes	yes	yes	yes	yes	yes	yes	yes
Liechtenstein	yes	no	no	no	no	no	no	no	no	no
Lithuania	no	no	no	no	no	no	no	no	no	no
Luxembourg	yes	yes	no	yes	no	yes	yes	yes	yes	no
Malta	yes	yes	no	yes	no	no	yes	yes	no	no
Monaco	no	no	yes	no	yes	no	yes	no	no	no
Montenegro	yes	yes	yes	yes	yes	yes	yes	yes	yes	yes
Netherlands	yes	no	no	yes	yes	yes	yes	no	no	no
Norway	yes	no	no	yes	yes	yes	yes	no	no	no
Portugal	yes	no	yes	no	no	no	no	no	no	no
Romania	no	no	no	yes	no	yes	no	no	no	no
San Marino	no	no	no	no	no	no	no	no	no	no
Serbia	yes	no	yes	yes	yes	yes	yes	yes	yes	no
Slovakia	yes	yes	no	yes	no	yes	no	no	no	no
Slovenia	no	no	no	yes	no	no	no	no	no	no
Spain	yes	yes	yes	yes	yes	yes	yes	no	no	no
Sweden	no	no	no	no	yes	yes	no	yes	yes	yes
Switzerland	yes	no	no	yes	no	no	no	no	no	no
"the former Yugoslav Republic of Macedonia"	yes	yes	yes	yes	yes	no	yes	no	no	no
Turkey	yes	yes	no	yes	yes	yes	yes	no	no	yes
United Kingdom	yes	yes	yes	yes	yes	yes	yes	no	no	no
Frequency of yes answers	31	15	15	25	16	18	17	10	7	6



Table 16b. Further education

Country	Police	Lawyers	Judges	Social workers	Physicians	Psychologists and therapists	Nurses and midwives	School teachers	Pre-school teachers	Media professionals
Andorra	yes	no	no	yes	no	yes	yes	yes	yes	no
Armenia	yes	yes	no	yes	no	no	yes	yes	no	yes
Austria	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer
Azerbaijan	no	no	no	no	no	no	no	no	no	no
Belgium	yes	yes	yes	yes	yes	yes	yes	yes	yes	yes
Bosnia and Herzegovina	yes	yes	yes	yes	no	yes	no	yes	yes	no
Bulgaria	yes	yes	yes	yes	yes	yes	yes	yes	yes	yes
Croatia	yes	yes	yes	yes	yes	yes	yes	yes	yes	no
Cyprus	yes	no	no	yes	no	yes	yes	yes	no	no
Denmark	yes	no	no	no	no	no	no	no	no	no
Estonia	yes	no	no	yes	yes	yes	yes	yes	no	no
Finland	yes	yes	no	yes	yes	yes	yes	no	no	no
France	yes	yes	no	yes	yes	yes	yes	no	no	no
Georgia	no	no	no	no	no	no	no	no	no	no
Germany	yes	yes	yes	yes	yes	yes	yes	yes	yes	yes
Hungary	yes	no	yes	yes	no	yes	yes	no	no	no
Iceland	no	yes	yes	no	yes	yes	yes	yes	yes	yes
Ireland	yes	yes	yes	yes	yes	yes	yes	no	no	no
Italy	no	no	no	no	no	yes	no	no	no	no
Latvia	yes	yes	yes	yes	no	no	yes	no	no	no
Liechtenstein	yes	no	no	no	yes	no	yes	yes	no	no
Lithuania	yes	yes	no	yes	yes	no	no	yes	no	no
Luxembourg	no	no	yes	no	yes	no	no	no	no	yes
Malta	yes	no	no	no	no	no	no	no	no	no
Monaco	yes	no	no	no	yes	yes	yes	no	yes	no
Montenegro	yes	no	no	no	no	no	no	no	no	no
Netherlands	yes	yes	yes	yes	yes	yes	yes	yes	yes	yes
Norway	yes	no	no	yes	yes	yes	yes	no	no	no
Portugal	yes	yes	no	yes	yes	yes	yes	yes	yes	yes
Romania	yes	no	yes	yes	no	yes	no	yes	no	yes
San Marino	yes	yes	yes	yes	yes	yes	yes	yes	yes	yes
Serbia	yes	no	no	yes	no	yes	no	no	no	no
Slovakia	yes	no	no	yes	no	yes	no	no	no	no
Slovenia	yes	no	no	no	no	no	yes	yes	yes	no
Spain	yes	yes	yes	yes	yes	yes	yes	yes	yes	yes
Sweden	yes	yes	yes	yes	no	no	yes	no	no	no
Switzerland	no	yes	yes	no	yes	yes	yes	yes	yes	yes
“the former Yugoslav Republic of Macedonia”	yes	no	yes	yes	yes	no	yes	no	no	no
Turkey	no	no	yes	no	no	no	no	no	no	no
United Kingdom	yes	no	yes	no	no	no	no	no	no	no
Frequency of yes answers	32	18	19	25	20	24	25	19	14	12



17. Do police statistics systematically record in standardised categories according to criminal offences the sex of victim, sex of perpetrator, and the relationship of perpetrator to victim? If so, are they available in a national report?

Table 17. Content of police statistics and availability in a national report

Country	Police statistics systematically record sex of victim	Police statistics systematically record sex of perpetrator	Police statistics systematically record relationship of perpetrator to victim	Availability in a national report	Statistics combine sex of perpetrator, sex of victim and their relationship	Statistical police report specifically on domestic violence
Andorra	yes	yes	yes	no	no answer	yes
Armenia	no	no	no	/	/	/
Austria	yes	yes	yes	no answer	no answer	no answer
Azerbaijan	yes	yes	yes	yes	yes	no
Belgium	yes	yes	yes	yes	yes	no answer
Bosnia and Herzegovina	yes	yes	yes	yes	yes	yes
Bulgaria	yes	yes	yes	no	yes	yes
Croatia	yes	yes	yes	yes	yes	yes
Cyprus	no answer	yes	yes	yes	yes	yes
Denmark	yes	yes	no	yes	no	no
Estonia	yes	yes	yes	no	no	yes
Finland	no	yes	no	yes	no answer	no answer
France	yes	no answer	no answer	no answer	no answer	no answer
Georgia	yes	yes	no	no	yes	no
Germany	yes	yes	yes	yes	yes	yes
Hungary	yes	yes	yes	yes	yes	no
Iceland	yes	yes	yes	no	no	yes
Ireland	yes	yes	yes	yes	no	yes
Italy	yes	yes	yes	yes	yes	yes
Latvia	yes	yes	no	no	no	no
Liechtenstein	yes	yes	yes	yes	yes	no
Lithuania	yes	yes	yes	yes	yes	no
Luxembourg	yes	yes	yes	yes	yes	yes
Malta	yes	yes	no	no	no	yes
Monaco	no answer	no answer	no answer	no	no answer	no answer
Montenegro	yes	yes	yes	no	no	no
Netherlands	yes	yes	yes	yes	yes	yes
Norway	no	no	no	/	/	/
Portugal	yes	yes	yes	yes	yes	yes
Romania	yes	yes	yes	yes	no answer	yes
San Marino	yes	yes	yes	yes	yes	yes
Serbia	yes	no	no	no	no	no
Slovakia	yes	yes	yes	no	no answer	no answer
Slovenia	yes	yes	yes	no answer	no answer	no answer
Spain	yes	yes	yes	no	yes	yes
Sweden	yes	yes	no	yes	yes	yes
Switzerland	yes	yes	yes	no	yes	yes
"the former Yugoslav Republic of Macedonia"	no	no	no	/	/	/
Turkey	yes	yes	yes	yes	yes	yes
United Kingdom	yes	yes	yes	yes	yes	yes
Frequency of yes answers	34	34	28	21	21	21



18. *Is there any systematic medical data collection on contacts made with health care services identified as due to violence inflicted to women?*

Table 18. Systematic medical data collection

Andorra	yes	Germany	no	Portugal	no
Armenia	no	Hungary	no	Romania	yes
Austria	no	Iceland	no answer	San Marino	yes
Azerbaijan	no	Ireland	no	Serbia	no
Belgium	no	Italy	no	Slovakia	no
Bosnia and Herzegovina	no	Latvia	no	Slovenia	no
Bulgaria	no	Liechtenstein	no	Spain	yes
Croatia	no	Lithuania	no	Sweden	yes
Cyprus	no	Luxembourg	no answer	Switzerland	yes
Denmark	yes	Malta	no	“the former Yugoslav Republic of Macedonia”	no
Estonia	no	Monaco	no	Turkey	no
Finland	no	Montenegro	no	United Kingdom	no answer
France	no	Netherlands	no	Frequency of yes answers	7
Georgia	no	Norway	no		



19. Are questions on violence against women integrated in a regular representative national survey?
20. Has there been a representative national survey focusing on the prevalence and effects of all forms of violence against women? When?

Table 19-20. National surveys on violence against women

Country	Integration of questions on VaW in a regular representative national survey	Prevalence of VaW in a representative national survey	When?	Are there plans to repeat the survey?
Andorra	yes	no	2004-2005	no answer
Armenia	yes	yes	2006	no
Austria	no answer	no	no answer	no answer
Azerbaijan	no	no	/	/
Belgium	no	yes	1998	yes
Bosnia and Herzegovina	yes	no	no answer	no answer
Bulgaria	no answer	no answer	no answer	no answer
Croatia	yes	yes	2002, 2003, 2004	yes
Cyprus	no	no	/	/
Denmark	yes	yes	2007	yes
Estonia	yes	no	2001, 2003	no
Finland	yes	yes	1998, 2000, 2006	yes
France	yes	yes	2001	yes
Georgia	no	no	/	/
Germany	no	yes	2004	no
Hungary	no	no	/	/
Iceland	no	yes	1996	no
Ireland	no	yes	2002 2005	yes
Italy	yes	yes	2006	no
Latvia	no	no	/	/
Liechtenstein	no	yes	2003	no
Lithuania	no answer	yes	1997, 2002	yes
Luxembourg	no	no	/	/
Malta	yes	no	no answer	no answer
Monaco	no	no	/	/
Montenegro	no	no	/	/
Netherlands	yes	no	no answer	no
Norway	yes	yes	2005	yes
Portugal	yes	yes	2007	yes
Romania	yes	yes	2007	yes
San Marino	no	no	/	/
Serbia	no	no	/	/
Slovakia	no	yes	2002	yes
Slovenia	no	no	/	/
Spain	yes	yes	1999, 2002, 2006	yes
Sweden	yes	yes	2001	no
Switzerland	yes	yes	2003	no
“the former Yugoslav Republic of Macedonia”	yes	no	2008	no answer
Turkey	yes	yes	1994, 2007	yes
United Kingdom	no	yes	every two years	yes
Frequency of yes answers	19	21		14

**Gender Equality and Anti-Trafficking Division
Directorate General of Human Rights and Legal Affairs
Council of Europe
F-67075 Strasbourg Cedex, France**