

**THE DAPHNE III PROGRAMME 2007-2013**

***SERVICES FOR WOMEN VICTIMS OF VIOLENCE:  
ANALYSIS OF TRENDS AND IMPACT EVALUATION***

***FINAL REPORT***

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## SECTION 1 INTRODUCTION

### 1. DEFINITION OF VIOLENCE AGAINST WOMEN

The **Declaration on the Elimination of Violence Against Women** adopted by the General Assembly of the United Nations on 20th December 1993 is one of the most important documents on gender-based violence. It was the result of growing pressure by women's movements and was issued by request of the World Conference on Human Rights held in Vienna that year. The same conference also appointed a **Special Rapporteur on Violence Against Women**, Radika Coomaraswamy. The Declaration on the elimination of violence against women, in contrast to other declarations and resolutions, is binding for all state parties, which are therefore committed to its implementation.

The Declaration's main contribution is the first broad definition of violence against women, contained in Article 1, which it defines as

*“any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.”*

Article 2 of the Declaration also provides a framework to different forms of violence, stating that “violence against women shall be understood to encompass, but not be limited to, the following:

*a. physical, sexual and psychological violence occurring in the family, including battering, sexual abuse of female children in the household, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence and violence related to exploitation; b. physical, sexual and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women and forced prostitution; c. physical, sexual and psychological violence perpetrated or condoned by the State, wherever it occurs.”*

The Declaration also emphasizes the relationship between the elimination of all forms of discrimination against women and gender-based violence: the first step towards combating the phenomenon of violence is the elimination of sexist discrimination. The

Declaration describes violence against women as an obstacle to equality, development and peace in general, and as an obstacle to human development, recognizing that violence against women is a manifestation of unequal power relations between men and women. The document also identifies a number of subgroups of women, which particularly vulnerable to violence: native women, elderly women, migrant women, women belonging to minorities, women living in rural or remote communities, etc. The proposed classification, as the declaration itself admits, is not exhaustive. Over time, thanks also to the work of the Special Rapporteur and of women's associations, other forms of violence against women have come to light, which were not expressly included in the Declaration, such as preferring sons over daughters, trafficking, inequality between boys and girls in access to food, which is very common in developing countries, early marriages, bullying and assault. Other forms of violence include premarital virginity tests; the 'sati' practice, or burning of widows, a practice which seems to have returned in many countries; crimes of passion, sex slavery, clothing restrictions and all ethnic and racist forms of violence against women, or forms connected to cultural prejudices, intolerance, religious and anti-religious extremism.

A quick summary of the different types of violence against women includes:- **sexual violence**, in which the woman is forced to perform or suffer undesired acts or sexual relations. Rape, sexual harassment, being obliged to have sexual relations with third parties, relations with a partner out of fear of retribution, degrading or humiliating sexual activities, but also jokes and teasing of a sexual nature, obscene telephone calls, forced pregnancies, shadowing, stalking etc. all are a case in point.

Rape is undoubtedly among the most serious and degrading forms of sexual violence. The Special Rapporteur, in her 1999 report, defined rape as 'an intrusion into the most private and intimate parts of a woman's body and also an aggression against the essence of her self'. While rape commonly occurs as a manifestation of extreme sexual violence against a single woman, it is increasingly used as a weapon of war, political repression, and ethnic cleansing. For example, during the war in former Yugoslavia, tens of thousands of Muslim women were taken to 'rape camps' where they were repeatedly raped and forced to give birth to children against their will. Rape can be used to make women 'unmarriageable' within their communities, and not only to punish the victim, but also the male members of her family, who are often forced to witness the act;

- **physical violence**, or any form of intimidation or action in which physical violence is used. This includes pushing, hitting with or without objects, hair pulling, burning or scalding;

- **psychological and verbal violence**, in which a woman's very identity and self-sufficiency comes under attack. It is a type of ill treatment which goes together with physical violence, and in many cases precedes it. Examples include threats, preventing a woman from having other social relations, throwing her out of her home, threatening her children and other relatives, etc. Psychological violence is very common in cases of domestic violence and is often a matter of attitudes which creep up into the relationship, become 'normal' and end up being accepted by the woman who does not realize that these behaviours are harmful to her;

- **economic violence**, which consists of financial limitations, generally imposed by the

partner, who controls a woman's economic independence, for instance by preventing her from knowing the family income, taking a woman's wages, preventing her from making decisions concerning her family's financial management, forcing her to work or not to work, to make debts, etc.;

- **gender-based violence** characterises men-women relationships within society, the family and work. It most frequently takes place within the family environment. According to research carried out in Western European countries, between 20 and 30% of women suffer violence from their partner or ex-partner. For an overview on international measures to protect women, please see annex n. 1 and annex n. 2.

## 2. THE PROJECT

THE project "**services for women victims of violence: analysis of trends and impact evaluation**" was submitted by regione puglia, in partnership with Synergia srl, Region Wallonie, Cap Sciences Humaines (Association sans but lucratif), Consultoria de antropologia aplicada - Farapi s.l. (País Vasco), Provincia di Bari, Provincia di Taranto, Provincia di Brindisi, Provincia di Foggia, Provincia di Lecce, and Consigliera Regionale di Parità (Regione Puglia).

The project addressed the IV priority of the DAPHNE III programme - studies, mapping and research: mapping and analysis of trends in legislation, data collection, framework policies and structures and/or victim support services for children, adolescents and women who have experienced sexual abuse or exploitation, or who have been trafficked.

The project aimed at creating an interdisciplinary transnational working party capable of improving the knowledge-base and exchange of information and good practices about services for abused women, with a special focus on: characteristics of services, methods of intervention, impact evaluation. the monitoring indicators were created with an eye to their usefulness for continuous improvement and (self-)assessment of services and their transfer potential at community level. It also aimed at encouraging services use among potential groups at risk "hidden" in the general population.

As a result of the project, the working party aimed at submitting suggestions and proposing improvements to the service network and local authorities in charge of the social problem in question, also on the basis of the good practices emerging from the enquiry phase, in order to make services more effective. The group also aimed at making recommendations for: planning new prevention programmes on a local level; planning programmes and passing specific legislation on a European level.

Activities laid down by the project were:

1 context analysis of secondary data about the phenomenon of violence against women in Regione Puglia in Italy, in Region Wallonie in Belgium and in País Vasco in Spain;

2 mapping of the residential and non residential services available in these areas, in order to compare and assess intervention strategies and actions implemented in the three regions;

3 qualitative interviews to witnesses of the phenomenon, i.e. managers and personnel of the services mapped;

4 distribution of a form to be filled by the managers of the mapped services to record information. In Italy, this data collection will take the shape of a first experimental flux to be integrated in the newborn Social Informative System of the Puglia Region (SISR). The data collection covered: management, users, premises, human resources, supply of specific services, etc.;

5 creation of monitoring indicators (penetration, usage, impact), with a gender focus, of the local services network;

6 in the three regions, identification of good practices and conceptualization of how to transfer them: services are “positive change factors” capable of raising awareness and developing a model to face violence;

7 sharing of the results of the research activities among the partners;

outlining of a communication programme concerning activities and services for victims of violence offered by the network mapped.



## SECTION 2

### CONTEXT ANALYSIS OF SECONDARY DATA ABOUT THE PHENOMENON OF VIOLENCE AGAINST WOMEN IN REGIONE PUGLIA IN ITALY, IN REGION WALLONIE IN BELGIUM AND IN PAÍS VASCO IN SPAIN

#### CHAPTER 1

##### INTIMATE PARTNER VIOLENCE IN REGIONE PUGLIA OF ITALY. CONTEXT ANALYSIS

In 2006 the Italian Statistics Institute, ISTAT, carried out a survey on all forms of violence against women, conducting telephone interviews on a sample of 25,000 women between 16 and 70 years of age. The survey assessed three different types of violence: physical, sexual, and psychological, observing also whether the violence was suffered within or outside the family.

The results show that 31.9% of women in this age group has been a victim of sexual or physical violence. Thus, an estimated 6.743 million women in Italy between the ages of 16 and 70 suffered at least one case of violence. The study also estimated that 5 million women, or 23.7% of the population, suffered sexual violence, 3.961 million of which suffered physical violence, while one million women (4.8%) are victims of rape or attempted rape. The number of girls under the age of 16 who was sexually assaulted is estimated to be around 1.4 million.

The results also show that cases of **physical violence** involve attacks by partners or ex-partners more frequently than a stranger (12% against 9.8%). However, the opposite true when it comes to **sexual violence**, where 20.4% have been attacked by another man and 'only' 6.1% by their partner or ex partner. However, in cases of rape or attempted rape no significant differences emerge between the attackers, while the majority of victims under 16 knew the people who sexually assaulted them.

If we look at the categories of women most exposed to the risk of violence, we discover that separated and divorced women top the overall list. However, if only the last 12 months are taken into account, women most exposed to the danger of being assaulted (sexually more than physically) were young women and students. In geographical terms, urban areas (42.0%) and the North and Centre of Italy have the highest figures.

Despite the increase in the percentage of women who are assaulted or suffer an attempted assault, figures for unreported cases stay high: a worrying 96% of cases if the assault is perpetrated by non partners and 93% if the assault is perpetrated by partners. ISTAT figures show that not only do a large number of women decide not to report their attacker, but many prefer not to tell anyone at all about the assault (33.9% for attacks by a partner and 24% for

attacks by a non partner). This figure is even higher for assaults, in particular sexual assaults, which took place under the age of 16. In fact, over half of assaulted minors say that they have never spoken to anyone about the assault.

Physical violence was assessed on a scale going from the “lightest” forms, like threatening to hit or push someone, to more serious ones like suffocation, burning or scalding, and threatening with weapons. Pushing, grabbing, tugging, hair pulling are the most common types of physical violence, experienced by 56.7% of female victims of violence, while 52% were threatened with striking.

Physical harassment (79.5% of cases of sexual violence) and unwanted sexual relations (19%) are the most common forms of sexual violence. ISTAT defines sexual violence as those situations in which the woman is forced to perform or be subject to acts of a sexual nature against her will. A close scrutiny of perpetrators reveals that partners and ex partners are responsible for the highest proportion of **rapes** (69.7% of cases) and undesired sexual relations. Physical sexual harassment, instead, is mostly perpetrated by strangers.

Domestic violence is very common, with 2.938 million women having suffered physical and/or sexual violence at the hands of a partner or ex partner: 12% were victims of physical violence, 6.1% of sexual assault, while 2.4% of rape or attempted rape. According to ISTAT figures, these events mainly take place in the victim's home (58.7%). Although 4.5% of women declare that they were victims of very serious violence and 21.3% that they feared for their safety, only 18.2% of victims of violence from a member of the family consider it a crime. They still believe the old fashioned idea that women are less important than men, under whose authority they are placed. An astonishingly high 92.4% of sexual and physical violence within the family goes unreported.

In cases of domestic violence, physical and sexual violence is often accompanied by psychological abuse (90.5% of women victims of physical and sexual violence have also suffered psychological violence). It is thus estimated that a 1.042 million Italian women suffered psychological and sexual or physical violence within the family in addition to the 6.092 million who suffered psychological violence from their partner.

ISTAT also monitored stalking, another form of sexual violence which consists of persecutory actions perpetrated by partners often about to separate or just separated, and which, as in the case of psychological violence, often goes hand in hand with physical violence. Indeed, almost 50% of victims of sexual or physical violence by a partner experienced persecutory behaviours first.

However, 5.221 million women were victims of violence perpetrated by non family members. Unlike domestic violence, which is mainly physical, violence from non-partners is primarily sexual. Indeed, physical violence perpetrated by a stranger accounts for 37.3% of

cases, while sexual violence is about 65.6%. The most common types of physical violence are threats to get hit (50.3%), being pushed or shoved (42.1%). The most commonly reported cases of sexual violence are sexual harassment (92.5%) and attempted rape (11.2%). Very few cases of violence outside the family sphere are reported. Only 4% of abused women filed a complaint and one woman in four did not speak to anyone at all. Particularly, this is often the case when she knows the assailant and the episode is of a sexual nature.

The ISTAT survey also includes a regional breakdown: 1,104 Apulian women between 16 and 70 years old were interviewed and it emerged that 24.9% of them had suffered physical or sexual violence, which is still an impressive figure, although lower than national average (31.9%). Also, 5.3% of women in Apulia said that they were attacked before the age of 16. In detail, 15.8% of women suffered physical violence, 17.6% sexual violence, and 4.3% rape or attempted rape.

So, figures for unreported attacks are very high both locally and nationally. Indeed, only 10.8% of women reported violence at the hands of a partner and in the case of violence committed by a non partner the figure falls to 5.4%.

These results highlight the magnitude and seriousness of the phenomenon. Given the numbers involved, violence against women must be faced up to and fought, but more incisive action is necessary, which cannot be left up to the regional government nor rely simply on stricter penalties. This is certainly useful, but not enough. A comprehensive policy is needed, encompassing prevention of and protection from violence, in order to adopt two main approaches to violence against women: first and foremost, it is necessary to promote equality between the sexes, because until this is achieved, violence, and in particular domestic violence, will be on the agenda. Secondly, it is also necessary to implement actions and programmes, aimed at giving female victims more confidence, to enable them to report any violence suffered.

## 1. Legislative and legal framework in Italy

### *1.1 The period of civil mobilization and battles for public opinion*

The issue of violence against women entered the general political debate in 1975 with the brutal case of rape and murder in Circeo. Indeed this episode led to a period of rape trials with the first attempts by women to take civil action. That same year saw the creation of the 'Tribunale 8 Marzo' to support people in their legal battles and the appearance of the first public advice centres, finally meeting the demands of women's movements from the late 1960's.

The following year in Rome a group of women occupied an empty building on Via del Governo Vecchio, creating the first women's house and the first Italian anti-violence centre, while Brussels inaugurated the first International Court for Crimes Against Women.

Those years also saw the creation of self-organized groups of women engaging in reflection, debate and action to combat violence against women and gender-based discrimination. One example from 1976 was the march by thousands of women in Rome in support of the 'Take Back the Night!' initiative, claiming the right to walk freely and without fear.

The year 1979 represented an essential stage and step towards legislation on violence against women took place in 1979: that year the Movement of Women and the Union of Italian Women conceived and started campaigning for a draft law against sexual violence. The collectives wanted legal recognition that the crime of rape is in its nature a crime against the person, and not, as was the case, a crime against morality. The proponents wanted to involve as many women as possible in this popular initiative. Indeed they indeed managed to obtain 300 thousand signatures very quickly and in a climate of great popular participation. The law was passed only after 15 years of Parliamentary battles with a text that ripped out a number of the points included in the initial proposal, one of which was the institution of ex officio prosecution - that is, the possibility for the judicial authorities to proceed even if the victim has not reported the assault.

This, according to the logic of those who first drafted the bill, would have given the chance for many women to defend themselves without exposing themselves and without having to file a complaint.

That same year also saw the first Women's Helplines (Telefoni Rosa) and safe houses for raped women, while many centres of the Union of Italian Women became de facto prototype anti-violence centres. These centres experimented with women supporting each other to escape from violent situations, on the model of other initiatives at a European level (UK, Sweden, Germany, Switzerland, Belgium, Austria and Ireland).

The pioneering efforts of the women's Anti-Violence Centres aimed to attract the attention of public opinion – as well as news about rapes on the streets of Italy's towns and cities – to the domestic world and the more numerous and hidden subtle forms of violence typical to it. The Centres have continued their activities over many years, with their self-managed facilities, the help of non-profit making associations and the contribution of volunteers.

## *1.2 Italian legislation*

Until the mid 1990's Italy had no clear legislation on violence against women and only the approval of **Law no. 66 of 15 February 1996** brought any significant legislative innovation on the subject of sexual violence. This 'Law against sexual violence' was approved 20 years after it was first presented to Parliament. The law defines violence against women as a crime against personal freedom, changing the previous legislation, which placed it among crimes against public morality and decency.

The following year, 7 March 1997 saw the approval on the proposal of the then Minister for Equal Opportunities Anna Finocchiaro of the **directive 'Actions to promote the attribution**

**of powers and responsibilities to women, to recognize and guarantee freedom of choice and social equality to women and men'** by which Italy adopted the guidelines of the Beijing Conference of 1995. All the objectives contained in the document, such as the integration of gender considerations into government policies or the development of a culture of gender-difference also have had an impact on the problem of violence, in that they aim to achieve a greater equality between men and women. Article 9 entitled 'prevention and repression of violence' specifically targets violence against women. This article commits Italian institutions to take initiatives to prevent and combat all forms of physical, sexual and psychological violence against women, from family ill treatment to the trafficking of women and minors for the purposes of sexual exploitation. To this end the importance of a national monitoring observatory of the law against sexual violence and the need for a national statistical survey into domestic violence were both deemed important.

Law no. 269 of 3/8/98 entitled "Law against the Exploitation of Prostitution, Pornography, and Sexual Tourism to the Detriment of Minors: the New Forms of Slavery' deals with the use of **prostitution** and **pornography**. Although this law aims to protect minors it comes fully under the heading of legislation to protect women, given the high number of girls involved in paedophile pornography and/or forced into prostitution.

In the same year Article 18 of **Law no. 286** introduced protection for foreign women **trafficked** and coerced into prostitution. This article created a special permit to stay in the country that lasts 6 months and is renewable, so as to protect the victims from criminal organizations and to help them participate in welfare and social integration programmes. This is a totally innovative law within Europe and has enabled, according to Ministry of the Interior figures, 4000 people to escape trafficking, with the issue of 3800 special permits to stay and help for about 150 with voluntary repatriation. The positive effects are obvious in terms of the surfacing of illegal immigrants and an increase in the number of criminal prosecutions in the first two years of the law's application from 200 to more than 2000. This was due to greater safety for the rape victim who can apply for a special permit to stay via an association even before they make their complaint. Law **228/2003** also refers to people trafficking. As well as introducing amendments to articles 600 and 601, on people trafficking and their enslavement 'via violence, threats, deceit, abuse of authority [...], it created the Fund for anti-trafficking measures 'intended to finance programmes for the assistance and social integration of the victims'. (Article 12).

As we well know **domestic** violence is one of the most common forms of violence and this is dealt with by **Law 154/2001** ('Measures against violence in family relationships') that aims to reduce the danger of any threat to the physical or moral integrity of the spouse or other cohabiter. One of the measures it contains includes the immediate and compulsory removal of the violent spouse from the family home on the orders of a judge, thus responding to the demand for better instruments to protect women victims of violence within the nuclear family.

Article **572** of the Italian **Criminal Law**, entitled 'ill-treatment in the family or of children', punishes domestic violence, meant as acts of physical or psychological violence if ongoing and carried out with the purpose of bullying and humiliating the victim. However this article has been seldom applied because when women go to the police for protection in extreme cases they find that they are not willing to initiate ex officio prosecutions. Indeed a number of women report that the police have even dissuaded from making a formal complaint.

More recently there was Law no. **7** of **9 January 2006**, 'measures concerning the prevention and banning of the female genital mutilation practices', a practice that Article 1 of the law defines as a 'violation of the fundamental rights to human integrity and to the health of women and girls,' already banned by Article 583 bis of the Criminal Law. Law 7/2006 reaffirms the ban on genital mutilation practices and provides programmes to promote educational initiatives mainly aimed at the immigrant population among which cases of genital mutilation are more frequent. The Department also includes the **Commission for the Prevention and Combat of female genital mutilation practices**, created on 16 November 2006 to provide information and promote public awareness. Finally there are also **collegial bodies** of various kinds that aim to fight **people trafficking**, such as the Interministerial Commission for the support of victims of trafficking, violence and serious exploitation, the Coordinating Committee of government actions against people trafficking as well as the Observatory on the phenomenon of trafficking in human beings.

In recent years there has been a debate in Italy on persecution and stalking culminating in the draft law Measures Against Persecutory Actions approved by the cabinet on 18 June 2008. The Decree Law contains 6 articles and punishes with a sentence of 1 to 4 years imprisonment anyone found guilty of *'repeated threats or harassment with actions that create ongoing anxiety or fear in the victim. Or a well-grounded fear for one's own safety or that of a loved one. Or that forces her to change her habitual behaviours'* (Article 1). The penalty can be increased in an attempt to limit persecutory actions committed by ex partners or ex spouses, a phenomenon that as shown in section 3 is very frequent.

On the related issue of resources it is interesting to refer to Law 248/2006, relative to the creation of a prime minister's office Fund for Policies Regarding Rights and Equal Opportunities, which was allocated 3 million euros for 2006 and 10 million euros from 2007. The Fund's endowment was increased by section 1261, Article 1, of **Law 296/2006** (2007 Finance Act), providing for an annual rise of 40 million euros for the three years 2007-2009. The 2008 Finance Act first removed and then reconfirmed the 20 million euros allocated to the Fund. The section also provides that one part of the increase be allocated to a specific **National Fund Against Sexual and Gender-based Violence**, subsequently created at the Prime Minister's Office – Department of Rights and Equal Opportunities, which in turn allocates a portion to the creation of a **National Observatory** and a **National Action Plan**. A decree of 13 December 2007 created the **Permanent Forum Against Serious Harassment and Violence Against Women, For Reasons of Sexual Orientation and Gender Identity**. This forum operates as a place of dialogue and discussion between

institutions and society, as well as for support and inclusion of the victims. The **National Observatory Against Sexual and Gender-based Violence** was also created, on the basis of section 1261, Art 1, of Law 296/2006 (2007 Finance Act), in order to provide scientific analysis and research and support to the design and implementation of policies of prevention, public awareness and combat of gender-based violence against women and against people with different sexual orientations.

One of the many actions taken in Italy has been the creation of the ministerial committee on the 'HEALTH OF THE IMMIGRANT POPULATION' with a consultative role for the Ministry of Health on the subject of immigration. The Committee's Strategic Plan in 2006 included among its aims the fight against the practice of female genital mutilation. Although this practice was banned under Law 7/2006 as previously mentioned, it is still common. In particular the Committee planned to intervene via health professionals, local bodies and specialized services both in terms of prevention and in protection of women victims of this form of violence. The planned action framed these specific measures in a broader perspective of the struggle against gender-based violence for a real change in general behaviour towards women.

Another Ministry of Health project from 2006 aimed **to open a nationwide network of contact points to combat violence against women.**

This project aims to open contact points at hospital accident and emergency departments where there are many cases of women turning up with bruises and signs of violence that they try to hide, often inflicted by people close to them, inventing accidental falls and domestic accidents.

Accident and Emergency staff and doctors do not always manage to give the victim enough attention and do not have the knowledge base or psychological tools to recognize cases of gender-based violence.

For effective prevention it is therefore essential to provide health professionals with adequate training and the necessary tools to recognize and manage cases of violence. The proposal to provide Accident and Emergency with contact points dedicated to violence against women is one response to this need. The National Health Service must be able to receive the patient and then pass her on to the 'contact point', which provides the victim with all the information she needs about the network she can use to help her decide to leave the violent situation and file a complaint against her attacker.

Thus these contact points have a dual value: on the one hand they constitute a resource to incentivize early diagnosis and to support health professionals, while on the other hand they protect and offer help to the victim. This is why the project identifies Accident and Emergency as the place where, besides medical treatment, it is possible to bring the violence to light and initiate an organic response on the psycho-social level, creating a network with the region, doctors, advice centres and women's associations.

A series of actions are needed in order to implement such an important project. These include:

1. The creation of a training and update Plan for hospital and community professionals on gender-based violence, aiming among other things to recognize and properly receive the victims;
2. The provision of a unique code to activate in case of violence;
3. The opening of a contact point in large hospitals dedicated to taking on cases of assault, possibly also with the presence of cultural mediators for ethnic minority patients, given the large numbers of foreign women victims of assaults;
4. The encouragement of systematic screening of the victims of assault;
5. The opening of a regional Anti-violence Centre whose primary task is to assist female victims of violence, to create a network integrated with the Emergency and Acceptance Departments and 118 (health service emergency telephone number), and to coordinate training activities.

The year 2006 also saw the introduction of an experimental project called **Arianna** (**Attivazione Rete Nazionale Antiviolenza** – Activation of National Crisis Centre Network) to provide a national telephone assistance service for female victims of violence, to initiate an experiment to improve local level interventions in 20 pilot areas, and to start up a national crisis centre network. The Arianna project aims to continue the work of the 'Crisis Centre Network Between Italian Urban Cities' promoted in 1998 by the Italian government under the European Urban programme. In Apulia the municipalities of Foggia and Lecce were among eight pilot cities in the initial and experimental phase of the project to which the municipalities of Brindisi, Bari, Mola di Bari and Taranto were added in 2001.

The project aims to create a (1522) telephone line active 24 hours a day offering useful information and advice to local public and private health services. Connected services include crisis centres, residential facilities, local health authorities, accident and emergency departments, etc.

Looking at the telephone calls received up to now we can see a constant increase in complaints, which is also due to greater awareness of the service on the part of women and health professionals. In the first quarter (8 March - 15 June 2006) there were 2,346 valid calls, but in the seventh quarter (16 September – 27 December 2007) there were 22,344, with a significant increase in foreign users (68 in the first quarter, 1,526 in the seventh). The data collected also show that in 70% of cases it is the female victim who rang the 1522 number and in the overwhelming majority of cases (77.8%), it is domestic violence that has been reported.

### *1.3 Administrative framework and institutional competences*

Italy is a parliamentary republic made up of municipal councils, provinces, regions and a central government. Regions, municipal councils, provinces and the wider metropolitan areas are relatively autonomous since the reform of the Constitution: each has its own



statute, powers and functions, according to principles established by the Constitution. Further changes may take place in the future, given the federal reform plan under discussion in Parliament.

The different institutional level are variously responsible for violence against women, depending on their varying jurisdiction on the three main areas involved: health, welfare and the judiciary.

On 1997, the central government also set up the Department for Equal Opportunities, whose main responsibility, in co-operation with other ministries (such as the Ministries for Welfare, Health, Family and Justice), is to promote and coordinate government actions against the exploitation and ill-treatment of persons and violence against women, as well as the violation of fundamental rights, of human integrity and women's health.

To this end, the Minister for Equality Opportunities, with a joint decree by the ministries of Welfare, Health, and the Family, is to establish criteria for the allotment of the *Equal Opportunities Fund*, in other words to set aside resources for the *National Observatory on Sexual and Gender-based Violence* as well as to allocate sums for the *National Action Plan Against Sexual and Gender-Based Violence*. These blanket responsibilities of the ministry and the multidisciplinary approach necessary to promote policies on violence against women require a coordination of the whole spectrum of administrative levels and the various policy systems. As with other fields of policy over which the state does not exercise exclusive power (e.g. immigration policies), this specific policy field is set up according to multidisciplinary, multilevel logic of governance.

Following a bottom-up analysis of the different actors contributing to systemic measures to combat violence against women, it is clear that the main areas of competence include:

- *social policies*: in terms of central government funding there are

- a) *central bodies* which decide which resources to allocate to the national fund for social policies;
- b) *regional governments* then receive a share of the fund, plan actions by local authorities through regional regulations, direct, ordinate and monitor them through the region's welfare plan. This regional level largely determines the size of resources to allocate to welfare and social services and the procedures for allocating the resources to local authorities. Service planning and implementation, strictu sensu, falls on
- c) *municipalities*, which are grouped in *ambiti territoriali* and plan interventions in their *piani sociali di zona* (local welfare plans). A number of regional and state transfers to municipalities may be earmarked to the achievement of specific ends;

- *health policies*:

- a) *central bodies* (ministry, parliament, and government) develop a national health plan. They use the State-Regions Joint Conference to draw up agreements on the financing of the national health system;
- b) *Regions* are responsible for actual operation of the health system on the basis of regional

laws on health policy (which implement national legislation) and a three-year regional health plan;

c) *Local Public Health Authorities* (ASL), which are run by general director appointed by Regions. They decide how to divide funds among local healthcare facilities providing health services and co-ordinate communications with GP's, healthcare facilities, etc.

Then of course the police are another factor coming into play in policies for the prevention and reaction to sexual and gender-based violence. The state police (under direct control of the Ministry of the Interior), the Carabinieri (under the direct control of the Ministry of Defence) and local police (under the direct control of municipal authorities), may intervene under various headings.

## 2. The Apulian Context

Violence against women, then, is a violation of human rights and is one of the most commonly occurring forms of violence. Indeed, recent research shows that up to a third of the female population is was a victim of violence perpetrated by somebody very close, in most cases men. This is why it is referred to as gender-based violence.

Despite the worryingly high number of victims, until just a few years ago the phenomenon of violence against women was considered secondary, something between husband and wife, wrapped up in cultural archetypes and which did not necessitate legal action by the law. This laxity and inattention, often from people in charge of protecting the weakest members of society, such as law enforcement or the judiciary, is partly responsible for the proliferation of cases of violence. This also means that there are a lot of "unexposed" cases in which the female victim, who has no confidence in public authorities, cannot find the courage to report her attacker to the police, and prefers to hide the violence sustained.

Many cases of violence also go unreported because the victim does is not aware of organisations providing assistance, counselling, legal advice, etc., close to them. Having said that, the project had a dual purpose. Firstly it aimed at further highlighting the problem of violence against women, by creating a common understanding among project partners, to be able to assess the phenomenon and the practices implemented at a European level. Secondly, it aimed at surveying the features of the services, projects and actions implemented in three European areas: Apulia in Italy, the Walloon Region in Belgium and the Basque Country in Spain.

### *2.1 A geographic, socioeconomic and demographic overview of the Regione Puglia*

Apulia is a region in Southern Italy with a surface area of 19,358 km<sup>2</sup> and 4,076,546 inhabitants. Women account for 51.5% of the population; immigrants are about 1.8%.

The regional capital is Bari. The region is subdivided into the provinces of Bari, Brindisi, Foggia, Lecce, Taranto, and Barletta-Andria-Trani, the latter being a recent addition and not yet operational.

Apulia is one of the most economically dynamic regions in Southern Italy. According to the most October 2008 figures, regional GDP has grown by 1.8%, compared to a national average of 1.5% (while the figure for Southern Italy as a whole is 0.7%), mainly thanks to growth in the service sector and in the industrial sector, while there was a decrease in the agricultural sector. The overall employment rate is 46.7%, an increase due, once again, to the service sector, and to the construction sector. There was an 11.6 rise compared to 2008. Conversely, the level of inactivity for women of working age was 64.5%, against a national average of 49.3%.

## *2.2 The legal framework and measures taken by Apulia region*

### *2.2.1 Regional legal framework*

Apulia Region has passed a number of laws to create an integrated welfare and gender policy system, recognizing the urgency and necessity of activating effective instruments to fight discrimination and gender-based violence.

In passing Resolution no. 1104 of 4 August 2004 the regional council approved the 'Regional Plan for Social Policy' provided for by **Regional Law no. 17** of 25 August **2003**, which regulates the new integrated system of interventions and social services in Apulia.

The aims of the Plan, which must be approved every three years, include the initiation of the construction of a network of basic levels of assistance, the promotion of the role of social actors and the proposal of guidelines for the implementation of the Plan. These guidelines were then approved by the above-mentioned regional resolution no. 1104.

The Guidelines on Abuse and ill treatment in particular provide within the three years of their approval that Women's Anti-Violence Centres be created in all provincial capitals and that the Zone Plans include procedures for creating multidisciplinary teams. These teams are obligatory and engage in validation-evaluation, management and multidisciplinary and multi-professional treatment in cases of violence.

Subsequently **Regional Law 19** of **2006** and its implementing regulation identify the types of facilities and services for the support and social inclusion of women victims of violence. The regional law in particular regulates the integrated system of interventions and social services to ensure among other things equal opportunities and non-discrimination. **The Permanent Regional Observatory on Social Policy** was created along with this law, to 'study and analyze the evolution of the living conditions of families, with particular reference to difficult and violent situations, to the family-work relationship, to the goal of identifying emerging problems and the overall evolution of the needs of families' (Article 14). In Title IV the law

also provides for the indication of the various types of facilities (according to demand) to be created in each province of Apulia.

The centres explicitly for women victims of violence are:

The *women's refuge* (Article. 45): a 'community-style residential facility that offers hospitality and assistance to women victims of physical and/or psychological violence'. This type of facility also offers hospitality to women, with or without children, who are victims of trafficking and sexual exploitation;

The Anti-Violence Centre: a social-welfare service that 'consists in a package of information, counselling and reception services, to which any woman can turn when suffering any form of violence. The centre provides information on health, psychological and legal facilities to support women victims of violence; it carries out reception interviews and manages a rapid assistance telephone line; it offers psycho-social, socio-educational, legal and psychological counselling; and it helps women to look for work and to find suitable housing' (Article 47).

Article 80 of **the implementing regulation of Regional Law 19/2006 (4/2007)** specifies the characteristics of women's refuges, which must offer a safe, protected and secret place where psychological support is given to rebuild independence, with a process of emotional and material distancing from the violent relative and healthcare. The refuges also aim to direct guests towards new relational opportunities, in particular as concerns starting work, to give them complete financial independence. Article 107 of the same implementing regulation, deals with the organization of Women's Refuge Centres, which provide among other things, counselling, psycho-social support individually and in groups, legal assistance and employment advice. The implementing decree also designates professionals who must be present in the Centres as psychologists, educators, social workers, and psychotherapists who can offer help to women victims of violence but also training and awareness raising activities on the phenomenon to assist prevention, one of the tasks of the Anti-Violence Centres.

### *2.2.2 Initiatives at a regional level*

Article 2 of Regional Law 7/2007 'Regulations for gender policies and services for life – work reconciliation in Apulia' states as one of its objectives the need to 'promote and support awareness raising initiatives, the transfer and exchange of good practices aimed at a move towards a sexual citizenship that is responsive to gender differences and for the removal of every form of violence and abuse against women'. It also indicates the need to 'promote and support initiatives aims at overcoming gender-based stereotypes; to promote research, study and the systematic collection of documents and statistical data on the position of women broken down by gender, on discrimination, with particular regard to multiple discrimination, as well as violence against women, ensuring its disclosure'.

The Apulia Region is among the most active Italian regions in the field of Equal Opportunities

and the defence of women. The 'National Report compiled by the Italian Equal Opportunities Committee' states that *'the Apulia Region is the most active in terms of projects, with 5 initiatives'*.

In detail in the two years 2007-2008 Apulia Region implemented:

1. its code of conduct and an anti-harassment measure;
2. the women's health and gender-based policies Forum;
3. guidelines for the compilation of three-year plans of positive action in public administrations;
4. the equal opportunities committee questionnaire on the requirements of reconciliation;
5. the transport project.

The region also promoted the creation of the **Permanent Observatory on Families and Family Policies** in 2006 and then in 2008 of a new observatory on the position of women called **Regional Observatory for the Wellbeing and Health of Women in Apulia**.

Despite the high number of cases of violence recorded in Apulia, also demonstrated by the previously discussed ISTAT report, prevention services and case management are still inadequate. Indeed, data from the Zone Plans show that Apulia has only five women's refuges, 11 counselling centres and 31 integrated teams and the provinces of Lecce and Foggia have no anti-violence centre despite its provision under Regional Law 19/2006.

However Foggia has 3 of the 5 women's refuges in Apulia, which provide services generally offered by anti-violence centres and so in part remedying their lack. However, there are no anti-violence centres or women's refuges in the Province of Lecce. The current project aims to verify, update and add to these data.

Apulia Region has also created a **three-year programme** (2009-2011) of measures to help combat violence against women via public awareness campaigns and the promotion of awareness of the phenomenon, as well as the launch of structured actions and interventions.

The plan provides for four macro-areas:

1. Regional system of monitoring and evaluation;
2. Programme agreements to prevent and combat gender-based violence;
3. Measures for strengthening the team;
4. Instruments for the economic independence of female victims of violence.

The first phase includes the evaluation and monitoring of actions and interventions performed in Apulia to standardize actions across the Region via the mapping of existing services.

The objectives of this phase are the definition of regional guidelines for the management and operation of anti-violence centres, the 'delineation of an agreed programme of gender-based interventions' and the increase of the effectiveness of actions performed. Via the mapping of services, performed as part of the Daphne III programme, it will define a minimum set of

services and facilities for the prevention and combat of gender-based violence via which to enter into programme agreements with the Provinces.

In the second line of intervention every Provincial Administration will undertake to compile a programme of interventions at a local level in particular in order to equip the province with women's refuges and anti-violence centres. This phase includes among other things the implementation of training paths for professionals and infrastructural interventions. Then the third phase aims to foster full cooperation and integration between the province's social services, advice services and public and private professionals to create agreed procedures to combat violence.

The fourth and final line of intervention consists in enhancing the economic independence of women victims of violence helping them to enter or re-enter the job market via training courses and employment incentives etc. This phase does not just involve the labour market but also protects the right to housing, creating a reserve of emergency housing and making available properties confiscated from organized crime.

A complete mapping of public and private facilities operating in Apulia indirectly or directly affected by the phenomenon of violence against women does not seem to be available.

However a focus report on the Municipality of Brindisi surveyed facilities on 29 January 2003. This report reported among other things the presence of four family advice centres one of which was private, five women's associations, a municipal Anti-violence Centre and four residential facilities for girls, women, and mothers with children etc.

The only anti-violence centre in the city (called CrisALIde) was created as one of the services provided for by Law 285/97 and in 2003 it worked in the area of prevention and social, psychological and educational facilities for minors and women victims of violence.

The public services in the municipality include three *family advice centres* with 9 professionals. However these advice centres do not have specific intervention protocols in cases of violence. In addition to these come the *provincial Social Services* with 43 workers, most of whom however with a low level of specialization. Indeed there are a total of just 7 psychologists and a single psychiatrist.

It has not been possible to quantify and characterize the user base of both types of service in that this type of information is not systemized. However it is possible to quantify the magnitude of the phenomenon by observing Accident and Emergency and Police Station data. In 2002 52,793 people went to Accident and Emergency, with a clear prevalence of women (60%) and 281 for obvious cases of violence. Three cases of violence were reported to the police and all were women.

Various women's associations number among the private social services, one of which is 'Women Must Not Suffer Violence', which has 19 staff including 2 psychologists, a social worker and a woman lawyer. It has an internal intervention protocol for cases of violence and in 2003 it initiated training programmes on the subject of violence, also managing a documentation centre and carrying out public awareness campaigns. Twenty-nine women used this service in 2002, all victims of violence.

Professionals working in the various services received a questionnaire with specific questions about violence against women and reception and treatment of cases. Of the 80 professionals interviewed only 31 (38.8%) have direct experience of cases of violence. From the information gathered, even if often incomplete, 78 women declared that they were victims of violence, that is, 21.1% of all cases reported by the health professionals. However the professionals noted a far higher total of 148 cases of ill treatment.

The data collected confirm the results of the ISTAT survey: violence against women is in the main perpetrated by someone close to the victim and the home is the least safe of places. Data from Brindisi show that only in 11.5% of cases is a stranger the perpetrator of sexual violence. The husband is the main perpetrator of violent acts, accounting for 34.7% of cases of violence and 59.7 cases of ill treatment.

Again services offered by **Family Mediation Centres** will also be taken into consideration, at least during pre-mapping, in order to effectively coordinate local services and various interventions at a local level. Although these centres were not created as specific facilities for the problem of domestic violence against women, as they deal with the broader spectrum of dynamics that characterize 'family crises', they may become aware of or can intercept cases of domestic violence suffered by women or forms of violence against minors in the nuclear family. Given the nature of the service and the specific characteristics of the course of mediation that includes the collaborative and contextual participation of both partners it is possible that these services can intercept dynamics of domestic/psychological violence suffered by women or minors of which the women – for cultural, social and psychological reasons, etc. - are not explicitly aware (and that emerge only when the couple meet together under the auspices of the service) or from individual case history sessions that precede the initial course of mediation. However it is not unreasonable to think, given the issues the service is dedicated to and given the asymmetric geographical distribution of anti-violence centres and other specifically dedicated services, that women who suffer violence in a family context may report 'inappropriately' to these Centres that may find themselves in the position of registering the problem and operating as signalling agency. The investigation in the field will be able to evaluate all these aspects.

As has also been shown by the data collected by ISTAT, violence against women is not a local phenomenon, but it potentially involves all the female population irrespective of race, age, social class etc. **It can no longer be considered just a private problem.** 31.9% of the female population between 16 and 70 years old has suffered some form of sexual or physical violence. Physical violence is above all carried out by a partner or ex partner, while sexual violence (mainly harassment) is above all carried out by other men. A very high proportion, around 95%, of assaults go unreported.

The division of **responsibilities between the various institutional levels** relative to this issue follows the configuration of levels of authority in at least three systems: health, social

welfare and judicial.

The **Declaration on the Elimination of Violence Against Women** adopted by the General Assembly of the United Nations on 20 December 1993 is one of the most important documents on gender-based violence. This document provided the first broad definition of violence against women. In general the 1990's witnessed the start of a period of big investment at the international level on the issue, at least in terms of the production of declarations, policy documents, and recommendations.

In Italy from the mid-seventies to the mid-nineties the subject was only taken up by civil movements, which waged battles of opinion that had little legislative impact. **Finally a specific law on sexual violence was approved in 1996**, which then led to other directives and laws that touch on various aspects of the question (like the important law of 1998 to protect foreign women victims of trafficking and forced prostitution). Since 2000 many interventions have concerned the health of women victims of violence, such as the Ministry of Health project of 2006 that aimed to open specific contact points in hospital Accident and Emergency departments.

The **Apulia Region is among the most active in terms of legislation on the subject**. In particular with Regional Law 19 of 2006 and its implementing regulation of April 2007 the Region identifies the types of services necessary for the support and social inclusion of women victims of violence. It has also created a **three-year programme (2009-2011)** of measures for the struggle against violence against women.

As the Resolution of the European Parliament of 10 March 2005 also recalled, 'the promotion and protection of women are essential requisites for the creation of a real democracy' and 'it is necessary to use all means possible to prevent any violation of the human rights of women'.

Public authorities and the whole community need to make an ongoing commitment that cannot just consist in greater attention and control in the community but must also aim to make a cultural and social change in that, as the report frequently states, there is a close relationship between sexual discrimination and gender-based violence.

1 *"Gender-based violence is violence involving men and women, in which the female is usually the victim; and which is derived from unequal power relationships between men and women"* - UNFPA Gender subject Group, 1998.

2 E. Bascelli and P. Romito "Police intervention in cases of domestic ill-treatment" in 'Violence Against Women and the Response of the Institutions'.



## CHAPTER 2

# INTIMATE PARTNER VIOLENCE IN THE WALLOON REGION OF BELGIUM. CONTEXT ANALYSIS

### 1. Introduction

This contextual analysis of the Walloon Region of Belgium deals solely with intimate partner violence (IPV) for the simple reason that all other forms of violence against women are dealt with by the Federal Authorities and not by the region. Over the past thirty years the issue of intimate partner violence has been addressed, first by the feminist movement and then shortly thereafter by the public authorities. At the time there was an overall lack of acknowledgement of the issue and means to deal with it. However, this did not prevent the movement from setting up the first battered women<sup>1</sup>'s shelters at the end of the 1970s and from carrying out general awareness-raising with the public. With the understanding that these women cannot free themselves from this nightmare alone, the community therefore has a responsibility to help, which it did in the late 1980s through<sup>2</sup>: research, development of social action and policies and legislative recognition.

The goal of this contextual analysis is to give an overview of the Walloon Region in the three aforementioned areas: research, development of social action and policies and legislative recognition. This is done with a view to providing qualitative and quantitative information on the issue and how it is perceived in the public sphere. The report is divided up into five parts: A Geographical, Socio-economic and Demographic Overview of the Walloon Region (I); A Quantitative Overview of Intimate Partner Violence in the Walloon Region (II, 1-2); An Overview of the Political Bodies and Social Programs in place to fight Intimate Partner Violence (III, 3); An Introduction to the Laws and Legislations in Place (III, 4); and a Sociological Analysis, employing and updating R. Bruynooghe's chronological approach (1998), which established four phases of apprehension of Intimate Partner Violence<sup>3</sup> (III, 5).

Intimate Partner Violence is progressively moving out of the strictly private sphere - where it could only be addressed by the State if it resulted in disruption to the public order- to become an issue of concern of society as a whole. However, there is not the same level of

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<sup>1</sup> Battered women of the Brussels Community in 1977 (Currently the Center for the prevention of spousal and domestic abuse); the Anti-domestic violence and anti-exclusion community of Liège in 1978; La Louvière Women's Solidarity and Shelter in 1980.

<sup>2</sup> As pointed out by N. Plateau, « research have formed the basis for policy for repression and prevention. *Sophia*, Bulletin n°19, September 1999, page. 26

<sup>3</sup> A no-policy phase in which the feminist movement is responsible for all efforts to deal with the issue; a pre-policy phase in which the public authorities recognize the problem and seek a legitimate response; an incidental policy phase in which the issue is dealt with in a unsystematic fashion without much knowledge of the expected effects of measures taken; a systematic policy phase in which policy, based on the recorded experience from the incidental phase, is applied.

awareness of the problem amongst the many players working in the area of social management of the issue. Similarly, many and varied definitions and approaches exist side-by-side. Some players, like the Police for example, tend to maintain that this form of violence is a private matter and therefore traditionally not handled by the government. Others, including those working in the fight against Intimate Partner Violence, justifiably feel that an approach like this hinders their ability to respond. Yet others perceive intimate partner violence as a threat to a woman's physical integrity therefore casting aside any reference to a structural relationship of dominance. Nonetheless, Belgium has adopted a single definition on Intimate Partner Violence (*see below*) and can be proud of this development. Over the last few decades the public authorities have made major legislative progress in this area. This notwithstanding much remains to be done in order to instill in the minds of all of the players in the field of response to violence -doctors, judges, and police officers - a solid awareness of the issue.

## 2. Legislative and legal framework in Belgium

### *2.1 Federal Authorities*

#### *2.1.1 Administrative Bodies*

Federal authorities have jurisdiction over court and police action. They are also responsible for national coordination. In the Federal government, the fight against intimate partner violence has always been a part of Equal Opportunities policy. Historically, there have been three administrative bodies in charge of the issue: Secretary of State for the Environment and Social Empowerment (1985-1993); The Directorate for Equal Opportunities of the Federal Public Service for Employment, Labor and Consultation (1993-2002); The Institute for Gender Equality (2002).

In 1987, the Secretary of State for Social Empowerment set up "Vlaams Overleg Geweld op Vrouwen" (Vogov) and "Coordination of French-speaking groups on violence against women." (Covif for the French acronym) (1987). These two bodies brought together the various players working in the field of response to intimate partner violence. Their mission is to unite and coordinate community-based organizations working for the elimination of violence against women; to issue common statements; and to promote pilot-projects.

Currently, the Institute for Gender Equality is the Public Federal Body in charge of guaranteeing and promoting gender equality and fighting all forms of gender discrimination. The Institute also directs the coordination of the National Intimate Partner Violence Action Plan. This Action Plan is the cornerstone of all policy in the area of intimate partner violence. The Institute works with legal services, the police, health care services, and victim and perpetrator support groups to design measures to be taken and the means to be used in

order to improve the fight against intimate partner violence.

A first “National Intimate Partner Violence Action Plan”, or (PAN for the French acronym), was set up for the period 2001-2003. For the first time ever, through this plan, all efforts to fight violence against women were coordinated and established in concert. The plan encompassed all projects and programs that were run in the following five specific areas: spousal abuse, abuse in the work place, human trafficking for the purposes of sexual exploitation, political asylum, international relations and development cooperation. In practice, however, there was only follow-up on the first area.

A second “National Intimate Partner Violence Action Plan” covered the years 2004-2007. It had 6 major objectives: awareness raising, training, prevention, victim assistance and protection, repressive measures and assessment. Background notes were established on all six objective areas so as to properly integrate them into each Public Federal Service involved (Federal Services for Home Affairs, Justice and Public Health). A “Joint Action Plan” will also be added in order to include public authorities at all levels and to establish a single definition of violence and to plan assessment.

Finally, a third “National Intimate Partner Violence Action Plan” for the period 2008-2009 is currently being launched. It will comprise four objectives: proper management of perpetrators; victim and child-witness protection; coordination of the various players; information and awareness-raising with the public.

### *2.1.2 Social Action*

#### *Awareness-Raising*

- “Wanted Abuse?” (1998): Two general information pamphlets on abuse and first response to be given to victims. The pamphlets were drafted by a working group, which included representatives from the Police Force, the Gendarmerie, Community-based organizations and Universities; an information packet aimed at improving police intervention.
- “Aid for Victims of Physical and Sexual Abuse. Recommendations for Physicians” (1994): Awareness raising campaign for doctors, gynecologists and pediatricians.
- “Violence against Women and Children...a Slap in the Face of Society”: Awareness raising campaign.
- “Spousal Abuse is a Crime” (2001): Awareness raising campaign.
- “White Ribbon Campaign” (2003-...): Awareness raising campaign on the occasion of the International Day for the Elimination of Violence against Women on November 25th. On

November 25th, 2008, a first ever nationwide campaign was carried out in Belgium.

- “Domestic Violence: A Guide for General Practitioners” (2004): a handbook for medical practitioners.
- “Dealing with Violence” (2005): Information pamphlet.
- “Breaking the Silence before the Silence Breaks Us” (2005): leaflet in the 3 national languages and in 12 foreign languages.

### ***Training***

- Pilot project for the improvement of: police outreach to victims; police officer training; attentive listening and drafting of statements (1992-1997-1998)
- Training of Magistrates (1997): Since 1997, the program includes a specific training program on physical and sexual abuse. In 1998, this training program was included in the Judicial Traineeship Program.
- Training for victim hot-line staff. This training program was run by Télé-accueil (2004).
- Specific training program for those working in the field of Justice (magistrates, judicial trainees, judicial assistants) by the Supreme Council on Justice (2005).
- Training for police officers in police assistance to victims (2007): Five training programs were held to teach about various forms of victim treatment by the police and to train in how to recognize possible signs of violence and how to properly react when contacted and asked to intervene for the first time.
- Project directed at General Practitioners (2007): Initiated by FPS for Health, the project included a guide to good practices, a training session and a system for keeping records. The objective was to train General Practitioners in the area of domestic violence but also to improve patient care through a record keeping system.

### ***Prevention***

- “Offender Assistance” (1992): Project based on an out-patient therapeutic method. The goal of the project is to enhance therapy to offenders to prevent repeat offenses and to teach how to control defiant behavior and to train those offering support.
- Updating of the “Guidebooks to the Provinces” (1994, 1997, 1999): Including a list

of addresses of useful resources in the treatment of intimate partner violence.

- Setting up of call centers and a toll-free hot-line for victims; job creation for community-based organizations offering assistance to victims; six pilot projects were carried out in relation to the “cities and domestic violence” campaign of (2001).

### *Treatment*

- Increase in funding for the following victim’s assistance and offender support organizations for the period 2003-2007: Praxis, Médiante, Arpège-prélude, Dader in Zicht, Slachtoffer in Beeld, Sugnommè.
- Three pilot projects in the area of offender therapy (2004-2006): Projects were funded by the Federal Authorities to evaluate results and test different methodologies. It was concluded that intimate partner violence is of a specific nature and therefore requires a specialized responses in the form of management that focuses on the offender and his/her family. There were indications of positive short-term effects of the program including an end to physical abuse and an improvement in behavior and in the relationship.

## *2.2 Federated Entities*

### *2.2.1 The Walloon Region*

In the case of intimate partner violence, it is within the remit of the Regions to offer assistance, support and shelter. In the Walloon Region, DGO5, the Operational Directorate General of Local Authorities, Social Work and Health Care, is in charge of this issue. The region has been indirectly working to fight intimate partner violence for a number of years by financially supporting shelters for struggling adults. In fact, Battered Women’s Shelters are managed exclusively by community-based organizations.

The Walloon Region, in its Regional Policy Statement for 2004, set the objective of increasing efforts to fight violence against women through: prevention, punishing offenders and offering assistance to victims within the framework of the National Action Plan (2004-2007); awareness raising; developing assistance-related pilot projects in partnership with the public authorities and community-based organizations; occupational training; and financing and increasing the number of shelters. Concretely, this has taken the form of a *Walloon Plan for the Fight against Spousal Abuse* (2009).

The Program includes the establishment of a Coordination Center within each Judicial District. This is meant to be a point of contact, exchange and coordination for all offender

assistance and support services working in the district. The mission of this Center will be to make services in the field more visible and to encourage the adoption of local action plans for the fight against intimate partner violence. The Centers will also offer assistance, shelter and follow-up to victims and perpetrators.

Two Walloon Government orders (see below) provide for an increase in staff for social assistance services to offenders and for shelters for struggling adults. Moreover, all organizations working in the area of assistance and support to spousal abuse offenders will also receive support from the Region in the form of pluriannual agreements. An example of this is the “Hub for Resources Specialized in Domestic and Spousal Abuse.” The mission of the Hub is to develop cross-sector cooperation practices for the improvement of victim safety. The Hubs links up the following specialized organizations: *Praxis* and *The Liege Anti-violence Anti-exclusion Community*, *Women’s Solidarity*, *La Louvière Battered Women’s Shelter*, and other women’s victims organizations. Finally, the Program provides for the establishment of a hot-line for victims of intimate partner violence.

Other objectives of the Program include: setting up, within the Walloon Region, easily identifiable facilities where women victims of spousal abuse can go; preventing repeat offenses; offering support to women (and their children) so that they have a way out and can look to the future; offering support to offenders to help them recognize their problem and accept the need to change their behavior.

#### *2.2.2. The French-speaking Community*

It is the Community’s responsibility to prevent, train and raise awareness. In the French-speaking Community, the Directorate of Equal Opportunities is in charge of all policy relating to intimate partner violence. Within this framework, the Community carried out two awareness raising campaigns on violence in relationships between young adults: the first in 2004 was called, *I love you...violence seriously damages love* and the second in 2008, *Love without violence* (2008).

### *2.3 Provinces*

Within the framework of local gender equality policy (co-funded by the provinces, the Federal State, the French-speaking Community, and the Walloon Region), each French-speaking province has a body responsible for the coordination of efforts within the Province: The Brabant Walloon Province’s Division for Equal Opportunity in the Public Assistance and Health Care Department; Province of Hainault Division for “Fighting Violence”; Province of Liège’s Division for Equal Opportunity; Province of Luxemburg’s Division for Equal Opportunity of the Social and Hospital Affairs Department; Province of Namur’s Division for Equal Opportunity. The aforementioned are responsible for coordinating the work of local

partners working in the field (the police, courts, women's organizations, and municipalities, etc.).

### 3. Socio-political approach: the main landmarks

#### *3.1 Reporting Intimate Partner Violence, which was Restricted to the "Private Sphere" (The No-policy Phase)*

Prior to being officially recognized by the public authorities in the late 1980s, spousal abuse was considered strictly a private matter. Thus, acts of violence between husband and wife were handled within the framework of general law on crimes and offenses against individuals. According to F. Filosof and G. Simon, "the Belgian criminal code hadn't provided any specific sanctions for acts of violence against a woman by her husband."<sup>4</sup>

Nonetheless, the courts rarely prosecuted and convicted for acts of abuse. A 1975 survey of spousal abuse cases brought before the Brussels Tribunal speaks for itself. Out of 155 cases, there was an investigation and a direct summons ordered for only 7 and there were no convictions! The remaining 148 cases, or 95.5% of total cases, were dismissed on the grounds that they were "disputes between husband and wife."<sup>5</sup> According to R. Bégon, "the respect of privacy and family life, as upheld by the Constitution, was a justification for the police and courts to refrain from intervening in situations of domestic violence and to avoid prosecution of the perpetrators."<sup>6</sup>

Not only did legislators fail to take into account spousal abuse but their complete indifference towards family law hindered the handling of such cases! It is in this context that the feminist movement took the initiative to help female victims of violence by establishing shelters and carrying out surveys on the issue.<sup>7</sup>

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<sup>4</sup> F. FILOSOF, G. SIMON, "Violence au sein du couple" in *La réponse des Institutions sociales et sanitaires à la violence contre les femmes*, Women's University Belgium, 1998, p. 6.

<sup>5</sup> Survey mentioned by M-T. MEULDERS-KLEIN, in "Les aspects juridiques des violences à l'égard des femmes au sein de la famille", in *Les violences à l'égard des femmes – problème de société ?*, Leuven, Vander, 1982, p. 60.

<sup>6</sup> R. BEGON, « Violences conjugales, de la sphère privée à la pénalisation, » CVFE, September 2007.

<sup>7</sup> « Surveys are carried out on a small scale and upon the request of a player other than public authorities. This survey aims to collect victims' testimonies or to produce a study on those seeking specific assistance. Activists and social workers can exert pressure on public authorities based on the results of such a study." in R. BRUYNOOGHE, S. NOELANDERS, S. OPDEBEECK, "Prévenir, subir et recourir à la violence," Diepenbeek, Limbourg University Center, 1998, p.13.

### 3.2 Public Authority Awareness (*The Pre-policy Phase*)

During the 1980s, for the first time domestic violence was placed on the political agenda. This issue was the object of research and was recognized, albeit indirectly, by legislators thanks to the passing of the July 4, 1989 Act amending provisions on rape. Community-based organizations and public authorities therefore worked hand in hand to fight intimate partner violence -although they by no means took pleasure in it!<sup>8</sup> Before implementing a policy in favor of women, it was important for public authorities to gain credibility in the field as an alternative to feminist intellectuals. International conferences organized under the aegis of the United Nations and reports commissioned by public authorities would have a role to play in this process.

The federal government founded the State Secretariat for Environment and Social Empowerment in 1985 during the closing ceremony of the United Nations' Decade for Women. The Secretariat was responsible for issues relating to equal opportunities for men and women. It is in this context that Miet Smet, Secretary of State for Equal Opportunity, placed the fight to end violence against women on the political agenda. In 1987 upon Ms Smet's request, community-based organizations working to stop violence against women set up the *Vlaams Overleg Geweld op Vrouwen* (Vogov) and the *Coordination of French-speaking groups on violence against women* (Covif). A French-speaking Federation for Battered Women Groups already existed, but the Covif broadened its membership base and missions. It could therefore unite and coordinate community-based organizations working for the elimination of violence against women; issue common statements; and promote pilot-projects.

In collaboration with universities, Miet Smet commissioned several studies<sup>9</sup> on the subject to guarantee a sound basis for structured and coordinated policy and to reach a social consensus on an approach to intimate partner violence. Although feminist organizations had already carried out research on this topic, "Women Faced with Physical and Sexual Abuse – Prevalence and Consequences"<sup>10</sup> "is considered, by public authorities to

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<sup>8</sup> « The government's unwillingness to work with small, private, activist organizations can be explained by the very organization's reluctance to collaborate with the government. Hard-line feminists had always feared "ideological hijacking" by political parties." in M. THIRY, *Violences conjugales, évolution d'une lutte*, Editions Labor, Brussels, 2004, p. 78.

<sup>9</sup> According to the Secretary of State, "The first step towards finding a solution to a given problem is recognizing and understanding it" in *Bilan de huit années de lutte contre la violence physique et sexuelle à l'égard des femmes et des enfants*. Brussels, Ministry for Employment and Labor, Equal Opportunity Department, 1994, p. 5.

<sup>10</sup> R. VANDEWEGE, R. BRUYNOOGHE, S. OPDEBEECK, *Les femmes confrontées à la violence physique et sexuelle – Prédominance et conséquences*, Report intended for the Secretary of State for Environment and



be the first reliable study.”<sup>11</sup> This was because “surveys carried out by activists and assistants did not give sufficient grounds to justify the establishment of a specific policy on the issue.”<sup>12</sup> In the same period, the Secretary of State for Social Empowerment also published information pamphlets on abuse within the “Wanted Abuse?” campaign. From that point on, Belgium had the necessary social and administrative bodies in place to address the issue of domestic violence. The main assistance policy initiatives, during the pre-policy phase, consisted in information and awareness-raising campaigns.

### 3.3 Political and Legislative Achievements (The Incidental Policy Phase)

In 1991, the Secretary of State for Social Empowerment organized the first European Ministerial Conference on Physical and Sexual Violence against Women, which was from then on recognized by the 12 member European Community as a societal problem. The final declaration of the conference stated that all forms of violence against women, including spousal abuse, were recognized as an offense and must be punished as such. This was an opportunity to analyze a policy based on that principle. Such analysis was facilitated by two reports<sup>13</sup> that outlined several recommendations, which were to form the basis for social and political action. These were: definition of a target group requiring assistance; awareness-raising within the assistance services community and promotion of expertise in the area; promotion of cooperation between social services, the police and legal services.

The Belgian public authorities then initiated specific policy measures to fight abuse. To assist in designing those policy measures, research became more specialized and varied. For instance, there were studies on certain target groups – for example prostitutes or migrant women – as they were suspected of having specific violence-related issues and therefore requiring a specialized policy approach. There were studies on certain categories of perpetrators: for example, abuse by social workers of their clients. There were studies on specific contexts, such as abuse in schools or in the workplace. Amongst the first achievements to be noted, M. Thiry cites Covif’s “police project,” which was aimed at training police in victim treatment. “This work is the result of a desire [...] to raise awareness amongst front-line players such as the police and social services.”<sup>14</sup>

Moreover, the Secretariat for Environment and Social Empowerment and the Secretariat for the Women’s Work Commission (the scope of which was limited to the situation of women in the labor market) merged in 1993 and became the Directorate for

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Social Empowerment, Brussels, INBEL, 1988.

<sup>11</sup> M. THIRY, *Violences conjugales, évolution d’une lutte*, Editions Labor, Brussels, 2004, p. 78.

<sup>12</sup> R. BRUYNOOGHE, S. NOELANDERS, S. OPDEBEECK, *Prévenir, subir et recourir à la violence*, Diepenbeek, Limbourg University Center, 1998, p.14.

<sup>13</sup> Report on Physical and Sexual Abuse Against Women – Situation in Belgium; Report on Physical and Sexual Abuse Against Women – Situation in Europe.

<sup>14</sup> M. THIRY, *Violences conjugales, évolution d’une lutte*, Editions Labor, Brussels, 2004, p. 80.

Equal Opportunity of the FPS for Employment, Labor and Consultation. Miet Smet was the minister in charge of the Directorate until 1999.

During the fourth United Nations World Conference on Women in Beijing in 1995, governments undertook to prevent and eliminate all forms of violence and discrimination against women. With the aim of fulfilling these commitments and filling the legislative gap in the area, Senator Anne-Marie Lizin submitted a legislative bill on the fight against intimate partner violence<sup>15</sup>. Once again, international events triggered action on intimate partner violence in Belgium.

The Fight against Intimate Partner Violence Act was passed on November 24, 1997. It introduced the concept of violence against a partner in the Criminal Code. It also set provisions for harsher sentences to be handed down in such cases. However, as the author of the legislative bill rightly stated, "We know all too well that just because there is a law punishing and act does not mean that it will be punished in effect. It takes the police to enforce the law and they will need the proper mindset to do so."<sup>16</sup> Unfortunately ten years on, R. Begon confirmed Ms Lizin's concerns: "the scope of this innovative law was restricted because of a failure to enforce it."<sup>17</sup>

### 3.4 *National and Regional Action Plans for the New Millennium (The Systematic Policy Phase)*

With the arrival of the new millennium, public authorities made efforts to establish a systematic policy towards the fight against intimate partner violence by implementing national and regional action plans on violence against women. Unfortunately, however, this policy is still lacking in certain areas. M. Thiry states "the policy - which is gathering momentum – needs a mechanism for systematic assessment of its strategies. There is no way of knowing, for example, how the strategies are implemented?; what their impact is?; if prevention strategies are targeted or not?"<sup>18</sup> Nonetheless, efforts have been made over the past few years to improve in the areas where the Belgian policy falls short: namely lack of an assessment mechanism of implemented policies; and lack of statistical data on the issue.

In 2001 a first plan of action was set out following an Inter-ministerial Conference on Equal Opportunity which took place in the framework of an extraordinary session of the United Nations General Assembly reaffirming the need for action plans. For the first time, all actions relating to the fight to end violence against women were coordinated and organized

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<sup>15</sup> The political sphere notes the de facto state of intimate partner violence: a small percentage of domestic violence is brought before the courts; police forces tend to only file complaints they consider serious; battered women often withdraw their complaint; offenders seldom take responsibility for their actions and blame them on external causes such as alcoholism or the victim's behavior. *in* Senate, Plenary sessions – Analytical Minutes, February 27, 1997, p. 2528.

<sup>16</sup> Senate, Plenary sessions – Analytical Minutes, February 27, 1997, p. 2531.

<sup>17</sup> R. BEGON, *Violences conjugales, de la sphère privée à la pénalisation*, CVFE, September 2007.

<sup>18</sup> M. THIRY, *Violences conjugales, évolution d'une lutte*, Editions Labor, Brussels, 2004, p. 80.

around five specific topics: spousal abuse; abuse in the workplace; human trafficking for the purposes of sexual exploitation; political asylum; international relations and development cooperation.

The Institute for Gender Equality, founded in 2002, took over for the Directorate for Equal Opportunities of the Federal Public Service for Employment, Labor and Consultation. A new national action plan for the 2004-2007 period was established based on the assessment of prior plans. Unlike the first action plan, this one focused on intimate partner violence and was based on 6 main strategic goals: awareness raising, training, prevention, victim assistance and protection, repressive measures and assessment.

National action plans meant that domestic violence-related policies were better integrated into the administrative bodies: each of the aforementioned goals and relevant federal services (The FPS for Home Affairs, Justice and Health) had a specific roadmap offering a clear idea of the political measures to be taken. A cooperation agreement was signed with the federated entities (the Region, and Community). Thus, all the various administrative bodies addressed the issue of spousal abuse through awareness-raising activities, training, and pilot-projects. The Walloon region, in its Regional Policy Statement for 2004, gave itself the objective of “increasing the fight to end violence against women” and implemented the *Walloon Plan for the Fight against Spousal Abuse* in order to do so.

The combined mobilization of all stakeholders involved in the fight against intimate partner violence called for a shared approach of the issue. Hence, the goal of the 2005 Inter-ministerial Conference was to set a single definition of abuse and to make public assistance more consistent. Belgium established the following definition:

“Intimate partner violence is a pattern of behavior used to establish power and control over another person with whom an intimate relationship is or has been shared. Abuse generally falls into one or more of the following categories: repeated physical battering, threats, verbal, physical, and sexual assaults and economic deprivation that undermines the integrity and socio-professional integration of the battered partner. These acts of violence affect not only the victim but also other family members including children and constitute a form of domestic violence. Seemingly, a vast majority of offenders are men and the victims are women. Intimate partner violence is the private sphere equivalent of gender inequality that still exists in today’s society.”

This definition is the basis for identifying acts of abuse. It fosters better data collection from police forces, courts, and emergency rooms. Although spousal abuse is difficult to assess, Belgium endeavors to make up for lost time in terms of statistical data.

The January 28, 2003 Act granting use of the marital home to the battered spouse or live-in partner shows that Belgium has also made headway in terms of the law’s recognition

of intimate partner violence. However, once again, lack of enforcement limits the scope of the law. According to M. Thiry, this is why efforts made by public authorities act as a “symbolic framework for the fight against domestic violence.” Despite the prevailing and understandable sense of pessimism, Anne Bourguignon, Prosecutor to the Prince of Liège, drafted a circular entitled “Zero Tolerance” the aim of which is to fight the overwhelming amount of dismissed spousal abuse cases. Her policy will be applied throughout the country.

#### 4. The Legal Framework and measure taken by Wallon Region

##### *4.1 The Law of July 4th, 1989 Amending Provisions Relating to Rape*

In the past, in the Belgian Criminal Code, the articles pertaining to rape were under Title V, which dealt with crimes and offenses against the family institution and public morality. J.de Groote states: “there is no legal definition of rape, in our society rape is only recognized as a “normal” sexual relation imposed on a women without her consent, by a man other than her husband. In other words, rape only exists when there is a risk of illegitimate procreation.”<sup>19</sup> Therefore, under this wording of the law, spousal rape does not exist. The law of July 4th, 1989 changed this by recognizing rape as a crime against an individual and not a crime against the family institution. Consequently, rape within a wedded couple is punishable by law.

##### *4.2 Law of November 24th, 1997 for the Fight against Intimate Partner Violence*

- The law introduces the notion of crime or offense committed against one’s spouse or partner<sup>20</sup>, which can bring a harsher sentence when coupled with murder charges.

- The Law means that the King’s Prosecutor can access and enter the marital home or any other location upon request or complaint by the victim. Previously, the Prosecutor could enter the home only if the head of household made the request.

- The law means that public facilities and community-based organizations, the mission of which is to prevent intimate partner violence and to assist victims of violence, may file a law suit on behalf of the victim with the victim’s consent.

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<sup>19</sup> J. DE GROOTE, « Réflexion sur le viol », in *Les violences à l’égard des femmes : problème de société ?*, Louvain, Vander, 1982, pp. 76-77.

<sup>20</sup> In doing so, the law strengthens victim protection by widening the scope of the meaning of spouse to include all current and past live-in partners sharing or have shared a relationship.

- The law abrogates the crime of adultery, which may no longer be used as a defense of murder, beating or voluntary injury.

- A circular of November 27th, 1997 sets the amount of earmarks to the Police precincts for furnishing centers for victims of physical and sexual abuse. The circular also specifies the criteria to be used in selecting police officers to participate in the “Handling of Victims of Physical and Sexual Abuse” training program that was offered in 1998.

#### *4.3 Law of October 30th, 1998 which adds Article 442bis to the Criminal Code Criminalizing Harassment.*

This law is the result of Legislative awareness of emotional abuse. Rony Cuyt a member of parliament from the Socialist Party went before the Parliament<sup>21</sup> to state that harassment can exist within the family as well. An example of this type of harassment was withholding alimony.

#### *4.4 Law of November 23rd, 1998 Legally Recognizing Cohabitation*

This law was in reaction to popular demand for a law offering official recognition of couples wishing to cohabit out of wedlock. This law is a middle ground between live-in partners – with no official recognition of the couple- and marriage – with recognized reciprocal rights and responsibilities. Legally recognized cohabitation is now an official status that is protected by the law. This means that in the case of problems within the couple, one of the parties may go to a justice of the peace to request urgent and temporary measures to be taken. With live-in partners this is not the case.

#### *4.5 Law of January 28th, 2003 on Granting Enjoyment of the Family Home to the Spouse or Legal Live-in Partner who has been the Victim of Physical Abuse*

The law provides that, in the case of urgent and temporary measures ordered by the justice of the peace, enjoyment of the family home may be granted, upon request, to the spouse or partner who has been the victim of domestic violence.

Moreover, the November 24th, 1997 law on domestic violence states, for the first time in the Criminal Code, that a crime or offense against a spouse can be grounds for a harsher sentence for other crimes or offenses. This piece of legislation does not however mean that the investigating magistrate may issue an arrest warrant as the maximum sentence is set at

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<sup>21</sup> Senate, Plenary Sitting – Analytical Meeting Report, July 8, 1998, p. 9221.

6 months. The law stipulates that the sentence may be doubled, in enforcement of the law on remanding in custody, to give the magistrate time to decide whether or not to use this coercive measure or to issue an arrest warrant. Therefore, the offender can be restrained from the family home.

If the judge feels that holding the individual in custody is no longer necessary, he may alternatively place a restraining order on the offender or order therapy. This measure applies to all individuals addressed under this article of the Criminal Code: partners, spouses, former-partners or former-spouses. Included in the category of (ex) live-in partners, are those partners who have lived together for a long period of time without however entering in to an official legally recognized cohabitation status and this in contradiction to the civil provisions of the law.

#### 4.6 “Zero Tolerance” Circular, March 1, 2006 (col/4)

The “Zero Tolerance” circular came into force in 2004 in the Liège Judicial District. Its aim was to change the traditional approach to handling spousal abuse. It gave the police force and the courts the specific goal of reducing the dismissal rate of spousal abuse-related complaints.

The circular made it obligatory for the police to follow through on spousal abuse complaints and to ensure that the violent partner did not approach the marital home. In the event of repeated offenses, the court was instructed to place the offender in a shelter for struggling adults for a period of 15 days during which he/she would be required to attend two mandatory sessions with an organization specialized in handling perpetrators of abuse. Battered women were to be assisted by a victim service program designated to either the police district or to the court. Magistrates were also requested to have offenders appear before them as often as possible to remind them of the law.

In 2006 the Board of Public Prosecutors and the Minister of Justice published two federal circulars which spread the “Zero Tolerance” philosophy to all of Belgium’s courts: circular n° COL 3/2006 (definition of domestic violence<sup>22</sup> and child abuse by non-family members, identification and filing of cases by police departments and courts); common circular n° COL 4/2006. The latter states that in each police district, at least one member of the department will undergo specialized training organized by the authorities in charge of police training; in each court and tribunal, at least one magistrate will undergo

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<sup>22</sup> Spousal abuse is part of the wider concept of domestic violence and refers to “all forms of physical, sexual, emotional or economic abuse between spouses or current or past live-in partners sharing or having shared an intimate relationship.” According to the directive, it encompasses all punishable behaviors that, intentionally or not, harm the victim. The abuse can be physical, sexual, emotional or economic. The concept of live-in partners does not mean that the two people live or lived together continually but takes into account situations in which partners live in the same dwelling on an occasional basis.

specialized training organized by the Supreme Council for Justice.

These circulars aim to guarantee the adoption of an adequate resolution to each case of recorded or reported act of violence. Each resolution must protect the victim, assert the criminally reprehensible nature of the perpetrator's behavior and indicate adequate measures for managing the perpetrator and preventing repeat offenses.

#### *4.7 Orders of the Walloon Government*

##### *Order of the Walloon Government amending the December 20, 2001 Order Introducing the Implementation of the July 18, 2001 Decree on Public Assistance for Offenders*

The Order provides for a part-time psychologist and a full-time social worker to the services in charge of any and all public assistance to offenders.

##### *Order of the Walloon Government amending the June 3, 2004 Order Introducing the Implementation of the February 12, 2004 Decree on the Assistance, Shelter and Support for Struggling Adults.*

This Order establishes a Center per Judicial District, which is set up by the provinces. The Center shall serve as "a forum for dialogue amongst institutions that manage individuals involved in intimate partner violence." Furthermore, the Order allocates a budget to shelters for battered women and their children. If the number of overnight stays of battered women per year exceeds 1000, the shelter will be eligible for a full-time social worker. A total of two shelters per judicial district shall be entitled to the subsidies.

The shelters receiving this subsidy must: set up a collective support project which helps female victims of violence; contribute to an after-hours hotline service; guarantee a 24hr help-desk; guarantee emergency shelter; take part in the District Center's work; and guarantee vocational training adapted to its personnel.

#### 5. A geographic, socioeconomic and demographic overview of the Walloon Region

The Kingdom of Belgium is a Sovereign and Federal State made up of six federated autonomous entities (three regions and three communities) with their own governments: the Brussels-Capital Region, the Flemish Region and the Walloon Region; and the Flemish Community, the French-speaking Community and the German-speaking Community. The Regions are responsible for all things territorial (land planning and use, housing, economic policy, farming, foreign trade, social programs, etc.) and the Communities (which overlap the

Regions) all things cultural (education, media etc.)

The Walloon Region has a surface area of 16,844 km<sup>2</sup> and a population of nearly 3.5 million (3,435,879 in 2007), i.e. 32.4% of the entire Belgian Population. The region is divided into 5 provinces: Brabant Walloon (population: 370,460); Hainaut (population: 1,294,844); Liège (population: 1,047,414); Luxembourg (261,178); and Namur (461,983). It also has 13 Judicial districts and 262 Municipalities (the most local form of government).

Wallonia has a gross domestic product (GDP) of 73.8 billion euros, which gives it a per capita GDP of 21,559 euros (Belgostat 2006). This places the region at 87.5% of the EU 27 per capita GDP average and 77.6% of the EU 15 per capita GDP average (Eurostat 2005). With a working population of 1,491,722, Wallonia has an unemployment rate of 17.8% (21.4% for women and 14.9% for men; IWEPS 2005).

## 6. Intimate partner violence in the Walloon Region, a quantitative overview

### *6.1 Overview*

In Belgium there is a lack of solid statistical data on Intimate Partner Violence. This means that the public sphere cannot have a full apprehension of the scope of the issue. This is due to two things. First, reluctance on the part of the judicial authorities to answer requests by civil society to collect statistics on the subject; and secondly to the fact that it is up to the public authorities to decide what type of research should be carried out<sup>23</sup>. Federal Authorities have commissioned three studies offering quantitative data on violence.<sup>24</sup> The first study in 1988 initially looked only at “Women victims of physical and sexual abuse” and then later widened its scope to include “Preventing, enduring, and using physical violence.”<sup>25</sup>

The Board of Public Prosecutors<sup>26</sup> published an assessment of circulars COL3/2006 and COL4/2006 (see below). This is the most recent piece of research offering quantitative information, broken down by jurisdiction and by type of case, on domestic violence in the region<sup>27</sup>. The data therein largely understates the reality of intimate partner violence as it only

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<sup>23</sup> As emphasized by the *Collectif Sophia*, “a defining characteristic of research is that all studies on the subject have been commissioned by the authorities. We’ve found no independent thesis or research project on the subject.” in *Femmes et violence*, Feminist Studies Bulletin n°19, September 1999, p. 26.

<sup>24</sup> Results from the 2008 study will only be available at the end of 2009.

<sup>25</sup> R. BRUYNOOGHE, S. NOELANDERS, S. OPDEBEECK, *Prevenir, subir, recourir au violence*, Diepenbeek, Limburg Universitair Centrum, 1998.

<sup>26</sup> In French the *COLLEGE DES PROCUREURS GENERAUX*, Evaluation des circulaires COL3/2006, relative à la maltraitance d’enfants extra-familiale, et COL4/2006 relative à la politique criminelle en matière de violence dans le couple, Mid-term report – June 18th, 2007.

<sup>27</sup> Despite the fact that quantitative approaches to the issue on a national level could be used without creating a bias.



factors in cases that have been filed with the correctional courts or with the police. Finally, a report written by the National Public Health Service<sup>28</sup> (2008) takes stock of cases of domestic violence as reported in 23 health care facilities. However, we must put into perspective the results of this report<sup>29</sup>. Statistical data on intimate partner violence is often placed into overly generic categories (violence, domestic violence) or into overly specific ones (court cases and hospital statistical data), which fail to report fully on the entire issue.

## 6.2 Quantitative Data

### 6.2.1 Quantitative Research on Violence in Belgium

The most recent study to date on violence in Belgium, “Preventing, enduring, using violence” had several aims including updating the 1988 study, analyzing the various types of violence and factors associated with violent behavior. This study was carried out on a sample of 1439 individuals (656 men and 783 women) aged 20-49. The individuals were chosen through a sampling of the lists of the population of the 73 municipalities of the country. Respondents were given a list with 6 acts of verbal abuse, 16 acts of physical abuse, 24 acts of sexual abuse and several questions about the relationship they had with the perpetrator, the age at which the acts took place, and their duration.

In Belgium, more women claimed to have been victim to the aforementioned acts of violence in the 1998 study than in the 1988 study: 68% in 1998 and 57% in 1988. This increase may be attributable to the fact that domestic violence has become less of a taboo and therefore women are more apt to break their silence. Of victims, 16.8% of women stated that they were victims of abuse by their partner. Nonetheless, the study does not broach the issue of emotional or economic abuse, which are major components of intimate partner violence.

### 6.2.2 Statistical data from the Federal Public Service for Justice

The *Board of Public Prosecutors* issued a report entitled “Assessment of circular COL3/2006, on child abuse by non-family members and of circular COL4/2006 on “criminal law relating to intimate partner violence” of June 18, 2007. The report presents the results of data analysis from the criminal courts and from the Federal Police Force national data base. The information has been taken solely from police reports and statements filed between April 3rd and December 12th, 2006.

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<sup>28</sup> Dr A. FOX, « Violences intrafamiliales, résultats de l'étude pilote », CHR, Namur, 2008.

<sup>29</sup> « We do not believe that the sample used here gives a full reliable view of the true frequency of domestic violence in our society. First, because we've found a significant disparity in the data coming from the centers, which are nonetheless geographically close to one another. Second, because we've found it difficult, in general, to collect data. “ in Dr A. FOX, « Violences intrafamiliales, résultats de l'étude pilote », CHR, Namur p. 47.

The report shows 37,373 cases of domestic violence (intimate partner violence, sibling violence, violence amongst other members of the family) were filed in Belgium during that period. 31,020 of the cases were considered cases of spousal abuse, i.e., 81.89 % of cases of domestic violence. In Wallonia, 10,410 cases of domestic violence including 8,609 cases of spousal abuse were filed, i.e., 79.21 % of domestic violence cases. That means there were 32 cases of intimate partner violence filed per day by the Courts and the Police.

One observation in particular deserves special attention, on average in 41.88% of cases “charges were dropped.” However, this number falls to 21% in the Liège Judicial District, where the “zero tolerance” policy was initiated. (see *below*).

**Table 1 – Cases of domestic violence and child abuse filed between april 4<sup>TH</sup> 2006 and december 31<sup>ST</sup> 2006 by jurisdiction and context**

		Child abuse/non family mbs.		Intimate partner violence		Parental child abuse		Domestic violence/other family mbs.		TOTAL	
		n°	%	n°	%	n°	%	n°	%	n°	%
ANTWERP	ANTWERP	2	0.12	1380	83.38	69	4.17	204	12.33	1655	100.00
	MECHELEN	1	0.15	530	81.29	55	8.44	66	10.12	652	100.00
	TURNHOUT	.	.	1362	82.15	104	6.27	192	11.58	1658	100.00
	HASSELT	5	0.25	1686	84.47	56	2.81	249	12.47	1996	100.00
	TONGEREN	.	.	993	83.24	52	4.36	148	12.41	1193	100.00
BRUSSELS	BRUSSELS	4	0.08	4110	85.86	182	3.80	491	10.26	4787	100.00
	LEUVEN	3	0.14	1871	87.92	81	3.81	173	8.13	2128	100.00
	NIVELLES	5	0.80	498	79.81	50	8.01	71	11.38	624	100.00
GHENT	GHENT	7	0.13	4380	80.74	316	5.82	722	13.31	5425	100.00
	DENDERMONDE	1	0.04	1858	80.22	170	7.34	287	12.39	2316	100.00

	<b>OUDENAARDE</b>	.	.	322	81.93	25	6.36	46	11.70	393	100.0 0
	<b>BRUGES</b>	6	0.24	2074	81.75	169	6.66	288	11.35	2537	100.0 0
	<b>KORTRIJK</b>	42	3.21	1065	81.30	98	7.48	105	8.02	1310	100.0 0
	<b>YPRES</b>	1	0.40	197	78.80	12	4.80	40	16.00	250	100.0 0
	<b>VEURNE</b>	1	0.93	79	73.15	12	11.11	16	14.81	108	100.0 0
<b>LIÈGE</b>	<b>LIÈGE</b>	168	6.96	1880	77.88	146	6.05	220	9.11	2414	100.0 0
<b>MONS</b>	<b>HUY</b>	6	0.86	522	74.79	65	9.31	105	15.04	698	100.0 0
	<b>VERVIERS</b>	3	0.70	355	82.75	35	8.16	36	8.39	429	100.0 0
	<b>NAMUR</b>	1	0.17	486	83.22	51	8.73	46	7.88	584	100.0 0
	<b>DINANT</b>	22	3.35	488	74.28	66	10.05	81	12.33	657	100.0 0
	<b>ARLON</b>	.	.	229	88.76	8	3.10	21	8.14	258	100.0 0
	<b>NEUFCHÂTEAU</b>	1	0.24	319	75.41	47	11.11	56	13.24	423	100.0 0
	<b>MARCHE-EN-FAMENNE</b>	.	.	126	71.59	24	13.64	26	14.77	176	100.0 0
	<b>CHARLEROI</b>	226	6.11	2998	81.09	366	9.90	107	2.89	3697	100.0 0
	<b>MONS</b>	3	0.30	778	78.59	75	7.58	134	13.54	990	100.0 0
	<b>TOURNAI</b>	.	.	434	82.98	35	6.69	54	10.33	523	100.0 0
<b>BELGIUM</b>		508	1.34	3102 0	81.89	236 9	6.25	3984	10.52	3788 1	100.0 0

Source: *Board of Public Prosecutors, Mid-term report – June, 18, 2007*

### 6.2.3 Statistical data from the Federal Public Health Services

The study entitled *Domestic Violence* was carried out, under the supervision of a support team from the *Federal Public Services for Health (FPS)*, in 23 health care facilities.

Data was collected from September to December 2007. A total of 404 domestic violence cases were recorded in the study. From the 404 cases, 301 individuals agreed to take part in the study. The study shows that 80% of victims of domestic violence were women. 228 of those were cases of intimate partner violence (see table 2). The study shows that half of the cases (see table three) included some form of non-physical abuse (50% of cases including some abuse of an economic nature; 75% of cases including public/private humiliation; 10% neglect; 6% social isolation).

**Table 3. Forms of Non-Physical Violence**

	Neglect/failure to fulfill legal responsibilities	Isolation from social contact, confinement	Humiliation in public or in private	Stealing or taking money	Not specified	Total
Blank	1		2		1	4
Refused					99	99
Participating	16	9	110	16	150	301
Total	17	9	112	16	250	404

**Source : From the study by Dr A. FOX, *Violences intrafamiliales, résultats de l'étude pilote*, CHR, Namur**

## 7. Conclusions

The aim of this report is to offer an analysis of intimate partner violence<sup>30</sup> in the Walloon Region and its perception in the public sphere (in administrative bodies, social action, and legal and legislative framework). In Belgium, 68% of women state they have been the victim of abuse (verbal, physical, or sexual)<sup>31</sup>. In 16.8% of cases, the offender was the woman's partner. These figures must however be put into perspective due to the general nature of the report and the lack of data on emotional and economic abuse, which are prevalent types of violence. In the Walloon region, 8609 cases of domestic violence were reported to the courts and the police over an eight-month period, i.e. 32 cases per day.

Public authority intervention can be broken down into four phases. For a long time, spousal abuse was considered a private affair. The legal system provided little or no protection for women in a relationship while feminist organizations worked to help victims by building of shelters (the no-policy phase). Gradually, public authorities recognized domestic violence as a real issue and but needed credibility to get involved, which it gained by

<sup>30</sup> We focused on this specific field given the limited scope of the Walloon region in terms of women abuse.

<sup>31</sup> « Prévenir, subir et recourir à la violence », 1998.

commissioning reports and through the support of international organizations (the pre-policy phase). Then, public authorities promoted pilot-projects (awareness-raising, training, etc.) and progressively set up a legislative framework (the incidental policy phase). A “National Action Plan on Intimate Partner Violence” now aims to encourage, at all levels, coordinated policy based in 6 main strategic goals: awareness-raising, training, prevention, victim assistance and protection, repressive measures and assessment (the systematic policy phase). Through the Walloon Plan for the Fight against Spousal Abuse, the Walloon Region has adopted a proactive policy on the subject.

Abuse is gradually becoming part of the public debate. However, efforts still need to be made to raise awareness amongst all players involved. The federal government decided on a single definition for abuse in order to better coordinate various stakeholder action. However, these political initiatives along with an innovative legal and legislative framework (The “Zero Tolerance” circular) are still too symbolic and not effectively enforced in practice (especially by the police and the courts). Efforts still need to be made in two key areas: assessment of implemented policies; and collection of quantitative data so as to guarantee a “systematic policy” approach.

## CHAPTER 3

### INTIMATE PARTNER VIOLENCE IN PAÍS VASCO OF SPAIN. CONTEXT ANALYSIS

#### 1. Legislative and legal framework in Spain

In Spain the use of physical force in the context of marriage had been endorsed in the **Civil Code** until **1975** by means of marital permission, and even judges often evoked the right to correct and discipline women as a mitigating factor in cases of husbands' aggression. The **1978 Constitution** was a milestone in this respect, since in articles 14 and 15 it promulgates the Right to Equality and non-discrimination on account of gender, and the Right to life and physical and moral integrity. Despite this, progress was slow. Until the reform of **the Penal Code in 1983**, there exists a difference in evaluation of offences between spouses; a wife's verbal aggression of a husband is considered equal to the husband's physical aggressions of his wife.

But it was not until **1989** that “habitual abuse in the context of the household” was introduced as **a crime (art. 153)** in the **Penal Code (PC) Reform**. Before that, abuse was defined as faults and pardon whose habitual character would be taken into account. This crime begins to be punished with more severe sentences after the **1995 Penal Code Reform**. From then on, children were considered passive victims, including the partners children from previous relationships. But because jurisprudence demanded a minimum of three aggressions and that the couple should be living together, the reform had little impact. Besides, it did not consider psychological abuse. All this led to the need for a new **PC reform in 1999** and the **Law for Criminal Prosecution** that came about with the **Organic Law 14/1999 June 9<sup>th</sup>**. The most outstanding element of this reform was the inclusion of psychological abuse and that it was no longer necessary for the couple to be living together. The new law also introduces precautionary measures that keep the aggressor away, avoiding further victimization of the woman.

Echoing civic society and particularly the Women Artist's Lobby, the PSOE, in the opposition, presented a **Blueprint for a Comprehensive Law against Gender Violence** in December **2001** that was rejected by the *Congreso de Diputados* (Spanish Parliament) on September 10<sup>th</sup> 2002. However, on October 22<sup>nd</sup> 2002, due to criticism from the opposition and society, Aznar's Government agreed to create a **Subcommission** within the Commission for Social Policies and Employment, so as to “formulate legislative measures for a comprehensive response to Gender-Based violence”.

A year later, the PP Government passes the **27/2003 Law of July 31 to regulate protection orders for domestic violence victims**. This is a new instrument for protection against criminal offences perpetrated in the family environment and also creates a Monitoring Commission and a **Central Register for the Protection of Domestic Violence Victims** (Royal Decree 355/2004, March 5<sup>th</sup>).

As we have already mentioned, the PSOE victory in the March 14<sup>th</sup> 2004 elections

brought about a number of legislative measures that are centred in the long awaited **1/2004 Organic Law, of 28<sup>th</sup> December, for Comprehensive Protection against Gender-Based Violence**, that includes preventive, educational, social, help and care aspects, as well as civil legislation that is directed at living or family environments. This law was complemented with the **Royal Decree 1455/2005, of December 2<sup>nd</sup>, that modifies the Regulations for free legal aid** and with another set of decrees that establish **financial help** (2005), **aid for housing related issues** (2005), and a **Special Fund**, agreed by the Government Ministerial Cabinet on July 29<sup>th</sup> 2005.

However, the PSOE at the same time passed a number of **decrees that discriminated against emigrant women in illegal positions**, establishing different procedures in police care leading to fines or even deportation, and vetoing their access to aid established for unemployable women.

In **2007** the *Congress-Senate Joint Commission for Women's Rights* agreed to urge the Government to "elaborate from ongoing observation and assessment of the comprehensive protection system (created by the 1/2004 Organic Law of 8<sup>th</sup> December for the Comprehensive Protection against Gender-Based Violence) a report on the extent and development of the phenomenon of Gender-Based violence". We are still waiting for that evaluation, even though a report was carried out by Amnesty International-Spain in 2008.

The latest measure taken at national level in the area of domestic violence was the **3/2007 Organic Law, of March 22<sup>nd</sup>, for the Effective Equality of Women and Men**.

Regarding the **BCAC**, note that some measures had been taken in the 90s. For example, in 1999 the then *Department for Territorial Structure, Housing and the Environment*, of the Basque Government, made it possible **for women victims of abuse to have access to social housing, either renting or under the precarious situation category**.

But the key legislative measure in the area we are concerned with took place (always within the Spanish legal framework previously developed) on March 2<sup>nd</sup> 2005 when the **4/2005 Law, of February 18<sup>th</sup> for the Equality of Women and Men in the Autonomous Community of Euskadi** was passed. Art. 62 of chapter 7 of this law, that is dedicated to violence against women, makes it obligatory for the Autonomous Community Administration to promote inter-institutional collaboration agreements. The chapter defines violence against women and makes the measures to be developed in the following areas explicit:

- *Research development* (concerning causes, characteristics, difficulties of identification and consequences of violence against women), *promoting prevention* (awareness-raising campaigns) and *training* (for Basque public administration staff and private institutions that may need it)
- *Assistance and protection*<sup>32</sup> for domestic abuse and sexual aggression victims regarding the police and legal aid, psychological assistance; economic provisions and temporary housing while women are waiting for other social resources regarding

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<sup>32</sup> In sections B and C we offer mapping, description and assessment of these resources.

shelter. The chapter also establishes the need for measures of insertion in the labour market (including special consideration for access to training and employment incentives) and, finally, the need to make access to education easier for them (special consideration for access to primary schools, grants and other benefits related to education).

The **Social Services Law**, from 2008, has reiterated the obligation for councils of towns that have a population higher than 20,000, to make shelter services available to victims in an emergency situation.

At the same time, the adoption of the 2001 Institutional Agreement mentioned above (renewed in 2009) and, especially, the 2004 Equality Law, have resulted in policy modifications in the jurisdictions of the Basque Government Departments concerned. The *Housing and Social Issues Department* approved an **Order concerning positive action measures in the area of housing**, in 2006, and in 2007 it established a **Decree for the regulation of shelter resources** for women victims of abuse in the domestic environment. In 2008, it also adopts a **Decree for the regulation of the meeting of family members by court referral**. In turn, the *Department of Justice, Employment and Social Security* established an Order concerning **procedures for the allocation of financial aid** to women victims.

In Annex 8 of the complete version of this report, in Spanish, we offer a *synthetic recapitulation of the main landmarks* so far developed at the sociological and legislative levels, presented by areas (international, European, national, BCAC, historical territories and their capital cities).

## 2. Socio-political approach: the main landmarks

Violence against women, and in particular in the domestic environment, is a phenomenon that has hardly been studied nationwide or in the BCAC, and has even been invisible until recent times. There has been a certain tolerance or, let us say, social legitimization.

### *The seventies: The feminist movement impetus and the international context*

In the BCAC, as in the whole of the Spanish State, it was **feminist organisations (from the end of the seventies)** that started working in this area and especially in domestic violence. To begin with their actions focused on legal defence and support for women in marriage separation processes, and on demands for prosecution of violence perpetrators. In time they organised shelter networks for victims, which were the origin of the current shelters in the form of houses and flats. At the same time, feminist organisations brought attention for the first time, as **Ibañez (2003)<sup>33</sup>** points out, to "*those aspects that first hid and*

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<sup>33</sup> IBÁÑEZ, M. (2003: 105) *Violencia doméstica en Euskadi: malos tratos a la mujer*. (Household Violence in



*then “explained”, i.e. justified, male aggressive behaviour against women. Besides, it was feminist organisations who identified power relations in gender as the prime source and motor of permanent aggression”.* In short, feminist organizations unveiled the structural character of violence against women.

In December 1977 Euskadi feminist groups organised the “Conference on Women at the University of the Basque Country”, at Leioa (Bizkaia), an event that was the result of the passionate social climate present at the time in the **BCAC**. This conference consolidated the group's decision to organise themselves in a more solid and stable way. In this context, the activism of the **Anti-aggression Commission of the Bizkaia Women's Assembly** stands out. Since 1976, when it was founded, it has been working socially and professionally to help women victims of abuse. The work carried out by the **Clara Campoamor Association** (founded in 1983) has also been of key importance. This association organised, as early as 1987, the 1<sup>st</sup> Gender-Based Violence Conference in Spain, and in 1988 participated in, and made the proposal for, the law that gave rise to the **Instituto Vasco de la Mujer-Emakunde** (Basque Women's Institute). We should mention that this institution came into being thanks to the pressure exercised by the Basque feminist movement, which since the beginning of the 80s had been insisting on the need for feminism to have a direct impact on public policies. It was as a consequence of all this, that a seminar entitled “Women's issues and Euskadi's Institutions” took place in Zarautz (Gipuzkoa), in May 1986. The aim of the seminar was to exercise pressure on Basque Institutions to introduce policies for equal opportunities. From this seminar the “Women and Institutions Committee” came about. Its role was to take the seminar conclusions to the Basque Government so as to get support for the submission of a Draft Law. The institutions and all of the different political parties in parliament were to approve it in February 1988.

Basque feminist activism has had national and even international repercussions. The above mentioned Clara Campoamor Association was appointed to represent Spanish organisations for Women and Infancy at the UN in 1990. It was the organisation's president who introduced the term “Gender-Based Violence” for the first time at the United Nations, during the International Convention for the Rights of Women that was held in New York in 1993.

The feminists' valuable and pioneering work in giving help and in denouncing, both nationwide and in the BCAC, found a positive echo in the **Spanish media** that helped in making their claims known, and getting increasing support in society. This was particularly so from 1997 onwards. That year, Ana Orantes was murdered by her ex-husband, a few days after she had appeared on a television programme denouncing her situation.

We must also mention that in 2002 some of the organisations mentioned above joined

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Euskadi: abuse of women) Gobierno Vasco: Vitoria.

to form the **Statewide Network of Feminist Organisations against Gender-Based Violence** in order to pressure public powers for the adoption of legislative measures that would not only punish the aggressor but also protect the victims. As a result of their lobbying activity a **Central Register** was created in 2003 and the first **Law against Gender-Based Violence** was promulgated in 2004, a law that includes among the organisations' claims that of centralizing all the processes in one court, the **Court for Violence against Women**.

Likewise, understanding of the problem has led to the creation of a large number of **private associations** all over the Spanish territory, which function as a nexus between women victims and the measures that, as we shall see, have been put into place by public authorities. The **Commission for the Investigation of Abuse of Women** is a key example of this. It was created in 1983 and is formed by a multi-disciplinary team dedicated to social denunciation, information, investigation and support for victims. In **1990 it started the first free telephone line for the whole of Spain**.

International and European initiatives have created a favourable political climate and have “forced” governments of Member States, Spain among them, to develop different measures.

*The eighties: increasing awareness-raising that, nevertheless, was poorly systematised by public authorities.*

The proclamation of the *Carta Magna*, in 1978, establishes for the first time the principle of equality (art. 14) in Spain and prohibits all types of discrimination. Progress since that time has been slow, but a key event was the creation of The Institute of Women, created during Felipe Gonzalez's socialist government in 1983. This autonomous institution, under the umbrella of the Ministry of Labour and Social Affairs (Law 16/1983 of 24<sup>th</sup> October), is in charge, among other things, of coordinating the Central Administration with the Autonomous Communities, municipalities, provinces and NGOs in the field of domestic violence. The Institute has not only started several Equality Projects, but it has also given the first institutional response to the problem by means of information and education campaigns, the creation of Women's Information Centres, and the starting of specific services, from 1984, including the first shelter for women victims of abuse. But it was in 1986 when political interests become more explicit and the **Human Rights Commission of the Senate of Spain made a Proposal for research into the abuse of women**.

This incipient interest on the part of public authorities finds expression during Aznar's Government (1996-2004) in the **National Action Plans**, and in some timid legislative measures. It is in this context that in **1997 the 3<sup>rd</sup> Equality Plan** includes a specific section on violence. In **1998 the 1<sup>st</sup> National Action Plan against Domestic Violence (1998-2000)** comes into being. This plan, focuses, among other things, on awareness-raising, prevention, education-training, the development of Support Offices for Victims of Violence within courts

and police dependencies, the creation of a Health Protocol and a Protocol for Investigation. Along the same lines, the **Ministry of Interior** produces literature for the National Police and the *Guardia Civil* that proposes specific training and the creation of **Services for the Attention of Women in the Police Station** (the first of these services had already been created in 1986) and the **Guardia Civil Units for Women and Minors** (the first was created in 1995).

In 2001, the **II Integral Plan against Domestic Violence (2001-2004)** is created in coordination with Autonomous Communities and NGOs, though the PSOE and feminist associations were against it because of its binding character and because it did not include an Comprehensive Law against Gender-Based Violence. However, among other measures, the **Observatory for Domestic Violence** was created in September 2002, likewise criticised by feminist associations because it focused on the judicial area and was not an independent institution. In the same year **The General Council of the Judiciary** approved the “Report on Legal Issues Derived from Domestic Violence” that included a “Practical Guide for Action against Domestic Violence”.

*From March 2004: a period of systematic policies and legislative development*

The victory of the PSOE in the elections of 14<sup>th</sup> March 2004 brought about a large number of legislative measures (see chapter A.6) and the creation of the **Statewide Observatory for Violence against Women** in 2005; this time it was of a more comprehensive nature.

In the area of health, the **Commission against Gender Violence** is created in 2004. In 2006, the **Common Services of the National Health System** is established, this includes diagnosis and attention for Gender-Based violence, both for first and specialised aid. A year later the **Common Protocol for Medical Care in Gender-Based Violence** is approved.

The **1<sup>st</sup> Plan for National Awareness-raising and Prevention of Gender-Based Violence** starts in 2006 and it is completed by an **Urgent Measures Manual**.

The latest measures at national level were the subsidies approved for **Innovative Projects Presented by the Autonomous and Local Administrations in 2007**, with the aim of guaranteeing comprehensive assistance to victims, and the **Programme for Social and Labour Integration**, and a **Fund for the Guarantee of Pensions and Food**, in 2008.

Regarding the **Basque Country Autonomous Community**, we should note the leading role of the work that the **Women Basque Institute (EMAKUNDE)** has been doing since its creation in 1998. We must also highlight a very important fact for the institution's political advocacy: since the beginning it has been dependent on the Presidency of the Basque Government, and not on a particular Department.

In **1990** EMAKUNDE approves the **1<sup>st</sup> Positive Action Plan for Women** (1991-1994), where reference is made to the phenomenon of domestic violence under the term “abuse”. This is the first systematic institutional response to the phenomenon of domestic or interfamily violence in the BCAC. A **2<sup>nd</sup> Plan** is put into action in **1995** and a **3<sup>rd</sup>** in **1999**. A **4<sup>th</sup> Plan** with the title: **Plan for the Equality of Men and Women** was approved in September 2006, and one of its four strategic aspects is prevention, attention and coordination in the area of violence against women.

Mention must be made of the awareness-raising campaigns that EMAKUDE has been carrying out yearly since **1997**, and its activities in the area of education since 2003. Examples of this are the school programme NAHIKO, the Master degree in “Intervention in Violence against Women”, in collaboration with the University of Deusto, and the Master in “Agent for Women's and Men's Equality”, organised by the University of the Basque Country. Mention must also be made of the pioneering research in specialised attention for women victims and for men who act violently against women, carried out at the Faculty of Psychology of the University of the Basque Country. EMAKUNDE has been giving subsidies for research and pilot projects in the field of equality, including violence against women, since 2003. Where **care of victims** is concerned we should note the signing of an agreement (between the Basque Government, Provincial Councils and local Councils of the three capital cities of the Basque Country) to implement a “Care Programme for 2001 in relation to domestic abuse and sexual aggression” in 2001.

But the most important milestone for commitment to the issue by the Basque public authorities, was **the signing of the Inter-institutional Protocol for the improvement of care of women victims of domestic abuse and sexual aggression**, developed in **2001**, thanks again to Emakunde's action, in the **1st Inter-institutional Agreement**. That agreement was signed by the Basque Government, Álava, Bizkaia and Gipuzkoa's Provincial Councils, Eudel / Association of Basque Municipalities, the General Council of the Judicature, the BCAC's General Attorney, the Basque Council of Lawyers, and the Basque Council of Doctors in Medicine. In the agreement, homogeneous procedures for action are established to improve care of victims of domestic abuse and sexual aggression that guarantee protection in health, police, legal and social areas.

A Monitoring Commission (CSAI) and a Technical Commission have been created in this context. They have carried out important work, such as the creation in **2001** of a **Safety Plan for Women Victims of Domestic Abuse (2002-2004)** and a **Programme for the Improvement of Shelter and Housing Resources** for domestic abuse victims.

A **Joint Plan for the Training of Professionals in Social Services** was put into action in 2003, and in **2004** the **Procedure for Acting in Cases of Death due to Abuse and**

**Sexual Aggression**; in 2004, a **Coordination Protocol for Efficiency of Protection Orders** for domestic violence victims, aimed at those working in social services, and, finally, a **Programme for the improvement of shelter and housing** for women victims of domestic abuse.

In order to establish common terms, the CSAI adopts a **terminology proposal** in 2005. It also elaborates a **Guide for Action in Cases of Domestic Abuse and Sexual Violence against Women for Social Services Professionals**, and a **unified model for collecting data** in the field. Agreements are established concerning the need for specialisation and establishing incompatibilities for the professionals that attend victims of domestic abuse and/or sexual violence. In 2007, the CSAI signs an agreement concerning the list of institutions that are a **reference for the signing of local protocols**, and in 2008 elaborates a compendium with the title: "Violence against Women".

We would also like to highlight Emakunde's **role in assessing** the efficiency and scope of programmes and resources assigned to Emakunde by law. The organisation produced several reports both in the area of social services (2006), and in the area of legal and police action (in 2007). More recently, in December 2009, it wrote two Assessment Reports for psychological and health care resources made available in the BCAC.

Some **Departments of the Basque Government** have created specific measures, for example, the **Health Care Protocol for 2000** from the Health Department. The Housing and Social Issues Department elaborated in 2004 a **Plan for Action in the Area of State Financed Housing** which includes specific measures for women victims of violence (it had already modified legislation in 1999 in order to make **access to social housing** possible, either renting or under the precarious situation category). This Department has also carried out research into drugs and gender-based violence, the last of which was carried out in 2007. The Department of Justice, Employment and Social Security has elaborated and made available publications such as "Abuse and Domestic Violence, Crimes against Sexual Freedom".

In the historic territories the Provincial Council Plans for Local Equality determine what actions to take, based on Basque Government general planning. At the same time, each Historic Territory has developed specific actions within their jurisdictions. In the case of Álava, it is worth mentioning the signing of the **Protocol for the Efficiency of Protection Orders** in 2003 and the fact that the Province Council has just signed, in 2009, an agreement with the College of Lawyers to create a blog for assistance to women victims of abuse and aggression. In Gipuzkoa the same Protocol has been signed, but we should note that since 1998 an **Area for Gender-Based Violence** has been operating in the district Attorney. The latest action was the elaboration of a **Resources and Services Guide** in 2007. Bizkaia, in turn approved a **Provincial Council Plan for Equality** in 2000 and in 2003

signed the above mentioned Protocol. But the most outstanding event was the creation in that year of an **Observatory for Gender-Based Violence**. It is the only one in the BCAC and has done a remarkable job that includes the systematisation and acquisition of knowledge concerning the phenomenon of Gender-Based Violence. It has also made several proposals for the improvement of services and provisions.

In the municipalities, the Municipal Network EUDEL signed a Collaboration Agreement with Emakunde with the aim of putting into action a **Basque Municipalities Network for Equality and against Violence to Women (Berdinsarea)** that came into being in March 2006. A **Guide for the Adoption of Local Protocols** has been created to promote give this project. The local authorities of Victoria-Gasteiz, Donostia-San Sebastian and Bilbao are founding members of this network. In **Victoria-Gasteiz**, a **Municipal Protocol of Intervention, Referral and Monitoring for Women Victims of Household abuse and / or sexual aggression**, was established in 2002, and it has been renovated in 2009. **Donostia-San Sebastian** has started to give a systematised response to victims of Gender-Based violence by means of the Directorate for Social Welfare, created in 2004. In 2007 the Council adhered to the European Charter for Equality of Women and Men in Local Life. Article 22 of the document states: “the institution hereby signing commits itself to found and reinforce policies and actions against Gender-Based violence”. The **II Equality Plan** was approved here in 2008. Bilbao has been a pioneer with its service for the care of women at police stations, which has been operating since **1990**, and in **2003** it established a **Municipal Protocol for Coordination for Comprehensive Care in Gender-Based Violence Situations** (coordination among social action areas, law and order, civil protection, equality and citizen cooperation). In June 2009, they approved the Municipal **Programme for Social Care of Women Victims of Gender Violence**.

We should note that **resources** in the BCAC have increased considerably. Since the pioneering actions of the seventy's feminists, the number of services and provisions available, both in the public and private sector, has grown to the point where the Inter-institutional Agreement has now seen the need to articulate the different forms of care available (likewise it guarantees the policy development put into function by the Basque Government, as we will see in the following chapter). According to this Agreement, every domestic abuse victim is guaranteed, in the case of emergency, **free public care 24 hours a day**. This care includes police and legal aid, health care, and access and escort to a shelter. There is an extensive network of resources, provisions and services available, both for emergency care and for medium and long term care. We will deal with these in Section B.

We would like to conclude by pointing out that, at Emakunde's request, a **2<sup>nd</sup> Inter-institutional Agreement** was ratified on February 3<sup>rd</sup> 2009. Its objective is to update the Protocol, not only to adapt it to the BCAC's current social reality and to protocol changes,

legal modifications and measures so far analysed, but also to the policy modifications that have taken place since it was signed, both at national level and in the BCAC. We analyse those modifications in the following section.

### 3. Contextualisation

As we have just seen in the introduction, the first aim of this research project is to **contextualise** the main characteristics and tendencies of the phenomenon of violence against women in the Basque Country Autonomous Community (BCAC).

In order to do that we have proceeded, in the first place, to the detailed analysis of secondary sources available, both in Spain and in the BCAC, for each of the three historical territories that make up the BCAC (Álava, Gipuzkoa and Bizkaia), and those that refer to the municipal sphere (we have focused on the three capital cities: Victoria-Gasteiz, San Sebastian-Donostia and Bilbao).

From those sources, contrasted with the contribution of some key agents contacted, we have been able to draw, in an exhaustive way, a general picture of **the data available on gender-based violence**, the main **socio-political landmarks** in the progress towards its eradication, the assessment of the legal framework and the terminology used by the social actors involved. Below we present the main elements of that picture preceded by a description of the **political context**, the territorial structure and the main **demographic and socio-economic characteristics** both in Spain and in the BCAC.

#### *3.1 The legal framework and measure taken by País Vasco*

Spain, with a geographical extension of 504.645 km<sup>2</sup>, is, after France, the second largest country in the European Union. Spain has been a parliamentary monarchy since 1978. After the death of the dictator Franco, on the 20<sup>th</sup> November 1975, the country entered a transition that culminated in the establishment of a democratic state and the approval of the Constitution (after the King's father, D. Juan de Borbón, had renounced his historical rights).

The year 1978 also witnesses the first democratic elections, elections that made Adolfo Suarez the president of the Government after the victory of his centre-right party, *Unión del Centro Democrático (UCD)*. Adolfo Suarez started the negotiations for Spain's incorporation into the then EEC, but this will not take place until 1986, during Felipe González's socialist government. Suarez resigned in 1981 and his successor, Leopoldo Calvo-Sotelo was the victim of an attempted coup d'etat (which failed), carried out by the army during his parliamentary investiture. In 1982 the *Partido Socialista Obrero Español (PSOE)* wins the election and will remain in power until 1996, with Felipe González as president of the Government. On March 10<sup>th</sup> 1996 he loses the elections to the *Partido Popular (PP)* led by José María Aznar, who would be re-elected President of the Government in the 2000

elections. However, on 14<sup>th</sup> March 2004, the right loses the elections after the tragic March 11<sup>th</sup> terrorist attacks. The new socialist president is José Luís Rodríguez Zapatero, who was re-elected with in March 2008.

Title VIII of the 1978 Constitution establishes the **territorial organisation of the Spanish State** into Autonomous Communities (17 and 2 autonomous cities), provinces (50) and municipalities (see map in Annex 1). Each Autonomous Community has a degree of authority regarding the management of its own interests that is guaranteed by the *Carta Magna* and the respective Statute of Autonomy.

**The Basque Country or Euskadi (BCAC)**, with a territory of 7,234 km<sup>2</sup>, is one of the Spanish State's seventeen Autonomous Communities. It is divided in three provinces (see map in Annex 1) known as historical territories (Álava, Gipuzkoa and Bizkaia) and 251 municipalities (51 in Álava, 88 in Gipuzkoa and 112 in Bizkaia).

**Álava** has as its capital Vitoria, which has been the administrative capital of the Basque Country since 1980 and is the site of its main institutions. Álava is divided into 7 districts, mainly for the purpose of attending to the administrative needs of its inhabitants, especially in rural areas. **Gipuzkoa**, with San Sebastian-Donostia as its capital is divided into 7 districts. And the historical territory of **Bizkaia**, with Bilbao as its capital, although not constituting an administrative division is generally considered to have 7 districts.

The **BCAC's Statute of Autonomy**, approved in 1979, is a re-statement, within the Constitution, of the historical rights (*fueros*) of the three Basque provinces, and for that the three *diputaciones forales* (*Provincial Councils*) preserve considerable powers and jurisdiction, differentiated from those of the Basque Government itself. Legislative power resides in the Basque Parliament, constituted by 75 representatives, 25 for each historical territory. Executive and administrative power resides in the Basque Government, formed by the president (Lehendakari) and a varying number of councillors. The President is also the highest representative of the Spanish State in the BCAC, designated by the Basque Parliament and appointed by the King of Spain.

In 1980 the first democratic autonomous elections were held and won by the Basque Nationalist Party. From then on elections have always been won, until recently, by this party in alliance with other political forces (mainly nationalist ones). So from 1980 all the presidents of the Basque Government have come from that party. However, after the last autonomous elections, on March 1<sup>st</sup> 2009, Patxi López from the Euskadi Socialist Party (PSE) became the new president. He did not achieve an absolute majority, but his investiture was possible through an alliance with the *Partido Popular*.

**Distribution of powers** between the Spanish State and the BCAC is shown in **Table 1**



**Table 1 - Distribution of powers between the Spanish State and the BCAC**

SPAIN'S JURISDICTIONS	JURISDICTIONS TRANSFERRED TO THE BCAC	JURISDICTIONS PENDING
+Armed Forces +Foreign Affairs +Monetary System +Port and Airports +Mail and Communications +Foreign Trade +Customs +The State's Railway System	+Own Fiscal System +Education and Culture +Health +Industry and Trade +Transport and Public Works +Police +Housing and the Environment +Agriculture and Tourism +Labour and Social Protection +Hydraulic Resources	+Social Security Management +Vocational Training

We now turn to the main socio-economic and demographic characteristics of the Spanish and Basque context.

### *3.2 A geographic, socioeconomic and demographic overview of País Vasco*

Spain has a population of 46,157,822 (source:INE 2008) and the country covers an area of 504,645 km<sup>2</sup>. Population density is 91.46 inhabitants per square kilometre, which is lower than the EU's average (117.4 inhabitants/km<sup>2</sup>). 11.4% of Spain's residents are foreigners (5,268,762). The nationalities most common among immigrants are: Rumanian (13.9%), Moroccan (12.4%) and Ecuadorian (8.1%)<sup>34</sup>.

**Demographic structure** shows a majority of women: 50.5%. This is still so in spite of a 15.3% increase in the male population since 2000, while female population increase has been 12.7%. The ratio between women and men has gone from 104/100 to 102/100. Female population is only lower in the case of foreign residents (46.8%), and this has gone down since 2000 (49%). The highest rates of women are found among Brazilian, Bolivian and Colombian populations.

The crude birth rate was 10.9 in 2007, the number of births for each woman was 1.4, the same as in 2006, and the average age of mothers when their first child was born was 29 in 2006 (25 in 1980). We should point out the increase of births outside of marriage, from 17.7% in 2000, to 28.4% in 2006, and the increase in the number of births from foreign mothers that has gone from 6.2% in 2000 to 18.9% in 2007. Female **life expectancy** in 2006

<sup>34</sup> All the national data presented in this section, unless otherwise indicated, comes from: INE (2009): *Mujeres y Hombres en España 2009*. INE: Madrid.

was 84.1, still higher than men's at 77.6.

Regarding **education**, age conditions the difference between men and women. Within compulsory education (primary and secondary school) female pupils are 48.5%. This low representation is reverted in post-compulsory education: women make up 51.5 % of pupils in the second cycle of secondary school and in vocational training, and are 54.2% in Higher Education. From the age of sixteen, drop out rate is lower for women, so net rate for women is 90.6%, whereas for men it is 84.8%. Despite this, drop out figures are among the highest in Europe, 31% while the average in Europe is 15.2%.

Where **economic activity** is concerned, the rate of activity in the period 2002-2007 increased more for women (6.7%) than for men (2%). However, the rate of employment among men within working age (from 16 to 64) is still higher than that of women: 71.9% and 55.4% respectively. But the current economic crisis is affecting men more; during the fourth quarter of 2008 a 92.1% increase in unemployment among men can be observed, in contrast to 44.9 for women (in relation to the same period the previous year). On January 1<sup>st</sup> 2008, 47.3% of the unemployed were women. Anyway, according to *Encuesta Cuatrienal de Estructura Salarial* (Quarterly Survey for Salary Structure), the average gross yearly salary for men in Spain is 22,051.08 euros, while that of women is 16,245.17 euros i.e. women's salary is 73.7% of men's.

Regarding **Spanish family and household characteristics**, we should note that the crude marriage rate has decreased from the year 2000, going from 5.4 marriages per 1000, to 4.5 marriages per 1000 in 2007. Age of first marriage is also increasing, and is in any case lower for women, 29.6 in contrast to 31.8 for men. The number of divorces is still increasing, while that of separations decreases<sup>35</sup>. Average age of women at the time of ending marriage is 41.2, while that of men is 43.8.

Regarding **household size**, we should point out that in 2007, 28.9% of households had two members and 24.6% had four. The number of households with five or more members has decreased from 8.9% in 2004 to 5.9% in 2007. According to *Encuesta de Población Activa 2007* (Working Population Survey, 2007), 81.3% of households are families, in contrast to 85.4% in 2000. 84% of households are married couples, and 43.7% correspond to couples with children under 18 years old. 30.8% are couples without children and 25.5% are couples with children over 18. In the case of family households made up of an adult with children under 18 (2.3%), 86.9% are one parent households where the parent is a woman (**Table 3**)

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<sup>35</sup>This can be partly explained by Law 15/2005 of July 8<sup>th</sup> that allows divorces without previous separation.

**Table 3 – Household size**

TABLE 3	2000		2007	
	thousands	%	thousands	%
TOTAL FAMILY HOUSEHOLDS	11,354.6	100	13,228.1	100
Nuclear couple	9,698.8	85.4	11,105.8	81.3
-without children	2,531.5	/	3,423.4	/
-with children under 18	4,301.1		4,852.4	
-with children over 18	2,866.2		2,830.0	
<b>One parent households with minors</b>	169.2	1,5	308.9	2,3
- mother alone	150	/	208.3	/
- father alone	18.6		40.6	
Other family households		13,1		13,7

Regarding the **BCAC's characteristics**, there were 2,155,546 inhabitants in its 7,089 km2 on January 1<sup>st</sup> 2008, which means a density of 304.06 inhabitants per km2, over three times the average for Spain. Álava is the least populated historical territory (with a population of 309,412), followed by Gipuzkoa (700,392) and Bizkaia (1,145,742). The female population is higher than the male population, as is the case nationwide, and Bizkaia is the territory with the highest percentage of women (**Table 4**)

**Table 4 – BCAC's characteristics**

TABLE II	TOTAL	MEN	%	WOMEN	%
BCAC	2,155,546	1,054,302	48.87	1,101,244	51.1
Álava	309,41	154,25	49.87%	155,16	50.10%
Gipuzkoa	700,39	344,3	49.12%	356,1	50.80%
Bizkaia	1,145,742	555,75	48.45%	589,99	51.50%

**Source: INE. Municipal census 2008.**

In the BCAC<sup>36</sup>, only 4.6% of the **population in the census** on that date were foreigners (98,524 people). 49.4% of them were women (48,708). Almost half of these foreigners are from the American Continent (49.2%) and the proportion of females is clearly

<sup>36</sup>Data for the BCAC presented in this section (except otherwise indicated) have been obtained from the following document: EMAKUNDE, UPV/EHU UPV(2008) *Cifras sobre la situación de mujeres y hombres en Euskadi 2007*. (Figures for women and men in Euskadi in 2007)

higher (60%). As is the case for the whole of Spain, distribution for age groups shows that among those below 45 men are a majority.

**Crude birth rate** in 2006 was 9.7 births per 1,000 inhabitants, higher than it had been for 2001 at 8.5. Gipuzkoa has the highest birth rate, 10.3, and Bizkaia the lowest, 8.9 (source: INE, 2007). The number of children for each woman in fertility age is 1.5. The BCAC is the Autonomous Community with the highest average maternity age: 32.3 years. 75.3% of births take place within marriage. Birth/death ratio per 1000 inhabitants for Spain was 2.53 for 2006, and 0.88 for the BCAC. **Life expectancy** is higher than the national average: 85.6 years for women and 78.3 for men in 2006 (source: INE Basic Demographic Indicators).

Regarding **education**, schooling rate between ages 4-15 is 100%. As in the rest of Spain, men are the majority in all sectors of education except university, where women make up 54.3% of students. Where **economic activity** is concerned, unemployment figures in the BCAC for 2008 were clearly lower than those for Spain: 4.6% and 13.91% respectively. Changes in GDP have also been more positive than in the rest of the Spanish State: 4.1% in 2007 and 2% in 2008, and for 2009 0.5% has been forecast, in contrast to -0.7% for the Spanish State. In 2000, seven countries in Europe had higher GDP per capita than the BCAC, but in 2007 only Ireland's and Luxembourg's have been higher. In contrast, the Spanish State GDP was inferior to the average in Europe (97.6%) in 2000 and only slightly higher in 2007 (105.5%). The BCAC contribution to the national GDP is 6.20%, while its population is only 4.74% (source: EUSTAT, 2008). Regarding unemployment rate, in 2006 it was lower than that of the rest of the Spanish State, 6.15%, and impact by sexes is more balanced: 7.86% for women and 4.82% for men (source: INE EPA). In 2007, women made up 56.2% of the working population in the BCAC. But, as in the rest of Spain, inequality in salaries continues to be the case.

Regarding the **characteristics of families and households**, the crude marriage rate is 4.3 per 1000 people. It has clearly been decreasing for decades (8 in 1976 and 4.7 in 2001). The average age of marriage is 30.9 for women and 33.1 for men (in contrast to 29.8 and 32 respectively in 2001). As is the case at national level, the number of divorces, separations and annulments is still growing, and in 2006 was 60.9% of the total marriages that year (source: INE Judicial Statistics).

**Regarding household size in the BCAC**, the average size of the 732,018 households in the BCAC is 2.86 people, slightly inferior to the national average (2.9).

It is within this social reality that the phenomenon studied here, whose indicators we present below, takes place.

### 3.3 Gender-based violence data

We make it clear that there is an obvious difficulty, both at a national level and in the BCAC, when it comes to ascertaining the scope and seriousness of the problem we are studying. This is so because until very recently, as Ibañez (2002:167) aptly points out : *“available official data is not reliable enough due to the common tendency of the victims and their families, neighbours, and acquaintances to hide information (...). The statistical data used come from police statistics, taken at national level and only includes what is known by the National Police and Guardia Civil. That means that the number of cases reported is in fact much higher because sometimes cases reported to the Autonomous Community Police and to the Local Police, and those directly taken to a court, are not counted”*.

In spite of the limitations mentioned above, the Ministry of Interior is the most complete statistical source for the whole of the State concerning reported cases. Most recent data is from the year 2007 and shows that **63,347** women reported **cases of abuse at the hands of their partners or ex-partners** and only 10,902 cases were reported by men. This means a 1.9% increase for women and a 0.9% increase for men, in relation to the previous year. For 21,902 of the women, that is for 33.36%, there had been a break up of the relationship with the aggressor, at the time of complaints. For men, most of the cases reported concerned ex-partners: 6,145. As for the age of those who report cases, 41.1% of the women were under 30, while only 27.6% of the men were. With regard to the nationality of the people who reported cases, it is highly significant that **33.3% of abuse cases were reported by foreign women**.

For the **number of women murdered by their partner or ex-partner**, the most important and updated source at national level is that of the *Ministerio de Igualdad* (Ministry of Equality). Data offered by the ministry shows the historical development (2001-2008)<sup>37</sup> of the number of women murdered by their partner or ex-partner, and by Autonomous Community<sup>38</sup>. On 2<sup>nd</sup> January 2009, 70 women had been murdered in the whole of the Spanish State, in contrast to 45 in the year 2001, which means a 55.55% increase. The total figure since 2001 is 487 victims and the Autonomous Communities with the highest figures are: Andalusia (98), Catalonia (73), Valencian Community (67) and Madrid (49). In the BCAC 18 cases have been registered for the same period. Considering the number of women murdered per million of women the index for that period, for the whole of the State, would be 21.5 and the Autonomous Communities with the highest incidences would be Melilla (57), Canary Islands (36.8), Balearic Islands (35.7) and La Rioja (31.9). The **BCAC** is in the fifth lowest position for Autonomous Communities, with 16.3 women murdered, below the national average (21.5)

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<sup>37</sup>Data for previous periods are characterised by lack of precision, although it's thought that, until very recently, “only 10% of abuse cases were registered in Spanish police stations”: MAGRO SERVET, V. *“Propuesta para una reforma integral en materia de Violencia Doméstica”*, Rev La Ley nº5210: p.2. (Proposal for an integral reform concerning Household Violence)

<sup>38</sup>Annexes 5, 6 and 7 of the full version of the report (in Spanish) contains statistics concerning women murdered at the hands of their partner or ex-partner by Autonomous Community and year.

The main data source for the **BCAC** is the EUSTAT<sup>39</sup> and the Courts against GENDER-BASED Violence. According to EUSTAT (see **Table 5**) 4,205 women were victims of domestic violence in 2008; 57.8% in Bizkaia, 26.5% in Gipuzkoa and 15.67% in Álava.

**Table 5 – women victims of domestic violence**

	Women victims of domestic violence by type crime in 2007				Victimisation of women by spouses or similar and type. 2007			
	B.C.A.C	ÁLAVA	Bizkaia	GIPUZKOA	B.C.A.C.	ÁLAVA	Bizkaia	GIPUZKOA
<b>TOTAL</b>	<b>4205</b>	<b>659</b>	<b>2430</b>	<b>1116</b>	<b>3223</b>	<b>533</b>	<b>1837</b>	<b>853</b>
<b>TOTAL CRIMES</b>	3735	590	2126	1019	2939	492	1647	800
<b>Homicide</b>	11	2	6	3	6	2	3	1
- Homicide	10	2	5	3	6	2	3	1
- Provocation, conspiracy or homicide/murder proposition	1	-	1	-	-	-	-	-
<b>Injuries</b>	453	89	288	76	387	77	249	61
- Injuries due to recklessness	1	-	1	-	1	-	1	-
- Abuse in the family environment	388	79	248	61	341	70	219	52
- Injuries	64	10	39	15	45	7	29	9
Against freedom	188	37	106	45	128	25	74	29
- Kidnapping	8	1	4	3	5	1	3	1
- Threats	138	30	79	29	87	18	52	17
- Coercion	42	6	23	13	36	6	19	11
Physical Torture	2372	367	1318	687	1837	305	1001	531
- Degrading treatment	1	-	1	-	1	-	1	-
- Habitual abuse in the family environment	2371	367	1317	687	1836	305	1000	531
Against intimacy, right to own image etc..	7	1	3	3	4	-	2	2
- Unlawful entry ect.	7	1	3	3	4	-	2	2
Against honor	7	1	3	3	3	-	1	2
- Slander	3	1	-	2	1	-	-	1
- Insult	4	-	3	1	2	-	1	1
Against Family Relations	102	13	69	20	71	9	48	14
- Infringement of custody's duties	23	3	13	7	22	3	12	7
- Inducing a minor to leave home	1	-	1	-	1	-	1	-

<sup>39</sup>EUSTAT: Instituto Vasco de Estadística.

- Abduction of a minor	11	-	7	4	7	-	5	2
- Desertion of family	33	5	23	5	22	3	16	3
- Unpaid child maintenance	19	3	14	2	19	3	14	2
- Desertion of minor	15	2	11	2	-	-	-	-
Agaist the action of the Law	595	80	333	182	503	74	269	160
- Infringement of security measures, cautionary, sentence, etc.	595	80	333	182	503	74	269	160
<b>TOTAL NUMBER OF CRIMES</b>	470	69	304	97	284	41	190	53
- Injuries	81	11	50	20	8	1	5	2
- Humiliation	20	9	10	1	9	6	3	-
- Threats	95	14	54	27	35	6	22	7
- Coercion	64	10	43	11	39	6	25	8
- Insult	8	-	8	-	5	-	5	-
- Father infringement of minor custody	104	16	76	12	97	15	71	11
-Infringement of divorce agreement or court resolution	98	9	63	26	91	7	59	25

**Source: Interior Department Basque Government**

Judging by **data collected from Courts for Gender-Based Violence**, we can see a daily average of **11 cases reported and of 5 requests for protection orders**. That means that 0.36% of women reported last year to have been a victim of this type of crime. In 2008 a total of 3,979 cases were accepted in these specialised courts, in contrast to 3,917 in 2007, this shows a 1.58% increase. By historical territories, cases increased in Bizkaia, while they decreased in Álava and Gipuzkoa (see **Table 6**)

**Table 6 – requests for protection orders**

<b>TABLE 6</b>	<b>2007</b>	<b>2008</b>	<b>Comparative change</b>
Álava	710	641	- 69
Gipuzkoa	1,12	1,08	- 35
Bizkaia	2,09	2,26	166
<b>TOTAL</b>	<b>3,92</b>	<b>3,98</b>	<b>62</b>

Of all the cases accepted by the courts in 2008 (see **Table 7**), 1,171 were registered in Bilbao, 619 in Donostia-San Sebastian and 600 in Victoria-Gasteiz. Barakaldo, with 521

cases, is also significant. **These four cities represent 73.1% of the total.** As for **requests for protection orders**, the total figure is 1,783, in contrast to 1,931 in 2007. 1,004 of them took place in Bizkaia (there were 1,030 in 2007), 515 in Gipuzkoa (546 in 2007) and 264 in Álava (355 in 2007). The **percentage of victims that decided not to pursue the court case** (11.6%, which amounts to 462 women) is highly worrying.

**Table 7 – Victims that decided not to pursue the court case**

<b>TABLE 7 CITY / TOWN</b>	<b>CRIMINAL CASES</b>	<b>PROTECTION ORDERS REQUESTED</b>	<b>% PROTECTION ORDERS</b>	<b>CIVIL CASES</b>
Vitoria-Gasteiz	600	244	40.7%	93
Amurrio	41	20	48.8%	7
<b>ÁLAVA</b>	<b>641</b>	<b>264</b>	<b>41.2%</b>	<b>100</b>
Tolosa	129	67	51.9%	11
Azpeitia	59	29	49.2%	10
Bergara	77	37	48.1%	8
Eibar	90	37	41.1%	14
Donostia	619	293	47.3%	65
Irún	108	52	48.1%	11
<b>GIPUZKOA</b>	<b>1,08</b>	<b>515</b>	<b>47.6%</b>	<b>119</b>
Durango	131	73	55.7%	12
Barakaldo	521	282	54.1%	112
Gernika	104	47	45.2%	10
Bilbao	1,17	488	41.7%	168
Balmaseda	31	18	58.1%	8
Getxo	298	96	32.2%	11
<b>Bizkaia</b>	<b>2,26</b>	<b>1004</b>	<b>44.5%</b>	<b>321</b>
<b>TOTAL</b>	<b>3979</b>	<b>1783</b>	<b>44.8%</b>	<b>540</b>

These figures hide a painful social reality that requires a sociological approach if we are to properly

contextualise the increasing awareness that has taken place within society, and in the Basque and Spanish authorities, in the last decades.



#### 4. Concepts

The exhaustive study of the multiple documentation sources consulted shows a clear **lack of consensus** at every level and a **multiplicity of terms** used to refer to the issue hereby studied: *violence against women, sexist violence, Gender-Based violence, domestic violence, domestic abuse, women victims of domestic abuse*. What is more, not in all cases is the specific content delimited in the same way in regards to the relation of the victim with the aggressor (family, stable or non stable relationship), the context of violence (private, public) and the causes for that violence: the inequality in the relations between men and women throughout history.

**At the national level**, for years there has been a broad and ongoing debate about which term should be used. The feminist movement has opposed the use of the term “domestic violence” or “family or spouse violence”, because in their opinion that confines the violence to the private sphere and runs the risk of seeing the issue as a matter of private conduct that can even be naturalised and justified. Besides, those terms would hide the structural character of the phenomenon as one of the most serious expressions of the hegemony-subordinate relations, present throughout history between men and women in our society. However, it is only very recently (after the PSOE got in power on March 14<sup>th</sup> 2004) that the feminist demand to analyse violence against women as a result of the gender relation system has permeated language and public authority actions through the use of the term “**Gender-Based violence**”. This term is legislatively endorsed in the **1/2004 Organic Law of December 28, Measures for Comprehensive Protection** against Gender-Based Violence already mentioned. In art. 1 it is made explicit that its aim is “*to act against violence, which as a manifestation of discrimination, the situation of inequality and the power relations of men over women, is exercised on the latter by those who are, or have been, their spouse, or those they are or have been bound to by similar relations of affection, even in the case of them not living together.*” However, there are other participants in the debate that, from progressive positions, reject this term. They consider it to be an Anglicism and that it would be more correct to speak of **violence against women**, which when it happens in the domestic environment could be denominated *domestic violence*. For the general public the latter is the most often used term.

**In the BCAC**, thanks to EMAKUNDE, the Basque Government has moved from using mainly **women victims of domestic abuse and sexual aggression** to making a unique terminological proposal in 2005 for the term *violence against women*. As EMAKUNDE (2008)<sup>40</sup> points out, the reason for that choice can be found in the fact “*that it is, firstly, a clear and intelligible term for anybody that is not an expert in the area. Secondly, it makes the fact visible that it is women who suffer this type of violence and, thirdly, it is the expression that nowadays inspires most social and political consensus and that has been used in international legal instruments*”. At the same time, they reject the use of the terms

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<sup>40</sup>EMAKUNDE (2008) *Violence against Women (update in June 2008)*. Basque Government: Vitoria.

*gender-based violence*, (except when referring to the 1/2004 Organic Law) because there is no consensus on its meaning. The term "gender-based violence" is used as a synonym for violence against women and, in a wider sense, to refer to any type of violence suffered by a person (man or woman) as a result of gender relations, or even as violence against women but confined to the domestic sphere.

EKAMUNDE is also the only regional agent that extends the context of violence to the public sphere. It proposes, as a definition of violence against women, the one used in art. 50 of the above mentioned 4/2005 Law of February 18<sup>th</sup> for the Equality of Women and Men in the BCAC. This definition is used in the Committee of Ministers Recommendation to member states of the Council of Europe on the Protection of Women against Violence, approved on April 30<sup>th</sup> 2002. According to that definition: "*any violent act due to gender that results or could result, in physical injury, sexual or psychological suffering to the woman, including threats of doing such acts, coercion, arbitrary deprivation of freedom is considered violence against women, occurring these in **private or public life***". The Recommendation also defines **sexual violence**: "any behaviour of a sexual character performed without valid consent of the other person. This includes conducts such as exhibitionism, obscene words, fondling, rape etc." This is violence that includes aggression, abuse and harassment.

We must likewise point out that the institutional response within the BCAC is basically centred on two aspects of violence against women: **domestic abuse and sexual violence**. But there are some Basque Government Departments (Housing and Social Affairs, or Justice, Employment and Social Security) that at national level prefer to maintain the term *gender-based violence*.

Terminological variation also occurs in each of the historical territories, even though at Bizkaia's Observatory for Gender-Based Violence (despite its name) *violence against women* is used. At the **municipal level**, the Network of Municipalities for Equality and against Violence has adopted Ekamunde's terminological proposal and uses the term *violence against women*, even though use varies in the case of each municipality.

## **SECTION 3** **MAPPING SERVICES**

### **CHAPTER 4** **MAPPING SERVICES IN ITALY**

#### **1. Quantitative survey**

##### ***1.1 Aims of the mapping***

Following the interviews with key informants, and also on the basis of facts and findings acquired during that phase, we then carried out a reconnaissance of territorial services dedicated to women victims of violence in the Apulian Region. The aim was to try and gain a fairly exhaustive snapshot of the network of services on offer throughout the regional territory, its distribution, its nature, the type of assistance being offered and activities implemented and the numbers and characteristics of the client group.

The census of the available units was carried out by collecting the names and addresses provided by the regional body and the territorial interviewees and from information found on the web.

We then contacted all the service units in the survey, first to check whether or not they actually existed and what their activity status was and then to collect pertinent information by means of telephone interviews.

More in-depth consideration was given to Anti-Violence Centres, with the distribution of a pilot assessment form that would subsequently enable us to put all the information together within the framework of the Apulian Region Social Information System survey. The results of this first survey are set out in detail below.

##### ***1.2 Results of the mapping***

Of the 43 units considered, 2 had closed down,<sup>41</sup> while we were unable to make any sort of contact with a third.<sup>42</sup>

Of the 40 active services, we were able in almost all cases to collect information available at the time of survey from the managing bodies or proprietors. There was only one outright refusal.

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<sup>41</sup> Desirée Anti-Violence Centre(Bari) and Albachiara Anti-Violence Centre (Bari).

<sup>42</sup> Impegno Donna phone line/counselling service (Foggia).

**Table 1 – Services in Regione Puglia**

<b>Province</b>	<b>Services</b>			
	<i>Anti-Violence Centres</i>	<i>Residential Services</i>	<i>Other Services</i>	<b>Total</b>
Bari	3	2 (1 is also AVC +1 trafficking)	4 (2 counseling/hospital + 2 equipe)	8
Brindisi	3	3 (1 is also AVC) + 1 is being externalized + 1 trafficking)	1 (equipe)	6
Foggia	1	3 (trafficking)	5 (1 counseling./hospital service + 3 equipe + 1 telephone service)	9
Lecce	1	1 (trafficking)	1 (telephone service)	3
Taranto	1	2	-	3
B.A.T.	2	1 (trafficking)	1 (equipe)	4
<b>Apulia</b>	<b>11</b>	<b>12</b>	<b>12</b>	<b>35*</b>

\*some of these services are mixed

In total, there were 10 Anti-Violence Centres, 19 residential services catering for different types of clients and 11 other services, such as hotlines, mobile units, hospital services, counselling centres and advisory centres catering specifically for women victims of violence or trafficking for the purposes of sexual exploitation.

**Table 2 – Target groups for the services**

<b><i>Province</i></b>	<b><i>Target Groups</i></b>				
	<i>Women victims of violence/ sexual violence</i>	<i>Women victims of any kind of violence (even trafficking)</i>	<i>Women victims of trafficking and/or employment exploitation</i>	<i>Male and female victims of trafficking and employment exploitation</i>	<i>Total</i>
Bari	3	5	1	3	12
Brindisi	4	-	-	-	4
Foggia	3	2	6	3	14
Lecce	1	-	2	-	3
Taranto	1	-	-	-	1
B.A.T.	2	-	4	-	6
<i>Apulia</i>	<i>14</i>	<i>7</i>	<i>13</i>	<i>6</i>	<i>40</i>

A comparison of the data relating to the offer of services and the data relating to the service target group, in addition to the information provided by the service providers, shows that there is a strong link between the Anti-Violence Centres and women victims of domestic and sexual violence on one hand and the residential services and women (and men) victims of trafficking and/or employment exploitation (cf. also §3.2.) on the other. The target group for the other, non-residential services would appear to be more diversified.

It is also clear that the service provision is not yet sufficient for the entire region: in the Province of Bari alone, where the phenomenon of prostitution is significant and where domestic and sexual violence have been recognized for some time, there is a full and varied range of services on offer, while in the other provinces residential or other types of non-residential services are either absent or few and far between. There are Anti-Violence Centres in all the provinces, apart from Foggia, which merits examination on its own right. The Capitanata territory is unique at regional level for its size, for the scattered nature of housing and its huge agricultural swathes of land, where sexual exploitation often goes hand in hand with employment exploitation and is characterized by several reception services and other non-residential services (mobile units, health care centres) largely geared to victims of trafficking and exploitation. There is, however, a marked lack of services specifically dedicated to women victims of domestic violence and a complete absence of Anti-Violence Centres

### 1.3. Data of the Services

#### 1.3.1 Anti-Violence Centres

Anti-Violence Centres, which will be examined in greater detail further on, in a section of their own, are socio-welfare services that “consist of information, counselling and reception services, available to every woman suffering as a result of any kind of violence. The Centres provide information on health, psychological and legal facilities for women who have been subjected to violence, carries out reception interviews and manages a telephone hotline, offers psycho-social, socio-educational, legal and psychological counselling, helps women to find work and a suitable housing solution” (Art. 47, Regional Law No. 19/2006).

Given that the section on Anti-Violence Centres will provide further detail, at this point we will simply underline some of the data thrown up by our mapping, such as the service **targets** of the Anti-Violence Centres and a picture of how the service has performed over time. With regard to the service target group, the data gathered show that only one<sup>43</sup> of the nine centres currently operating in the Apulian territory takes in women victims of any sort of violence (even trafficking and/or employment exploitation), while the others cater exclusively for women victims of sexual and domestic violence.

A reading intersecting the year of foundation and the localization shows that in recent years there has been a need for Anti-Violence Centres not just in the main municipalities such as Bari, Lecce and Brindisi, where the services were launched between 1995 and 2000, but also in the smaller municipalities, such as Polignano a Mare in the Province of Bari (2005),<sup>44</sup> for instance, in which the phenomenon of violence is all too present but frequently ignored or denied. An Anti-Violence Centre has also been set up in the Municipality of Andria (2009),<sup>45</sup> now working in tandem with the one previously set up in Barletta, now that the Province of Barletta-Andria-Trani is now effective.

Over **800 clients** made use of the services offered by the Anti-Violence Centres during 2008. It should be stressed that data relating to the Anti-Violence Centre in Andria does not come into any of the figures, because it did not open until 2009. The “Io Donna” Anti-Violence Centre in Brindisi was also not taken into consideration because we were unable to make direct contact and therefore had to rely on information either from the Internet or from other associations, and we were not privy to any information from the “Ferrante Aporti” Anti-Violence Centre in Brindisi. The capacity for response of the Anti-Violence Centres in the different provinces varies considerably: whereas 30 women were helped in both the Province of Bari and the Province of Taranto in 2008, there were 87 clients in the Province of Brindisi, 120 in the Province of Barletta-Andria-Trani and 544 in the Province of Lecce, of whom roughly only half were effectively taken on, as underlined by the operators.

The reading of client data provides an opportunity for further reflection: although the

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<sup>43</sup> Giraffah Anti-Violence Centre (Bari).

<sup>44</sup> Safyia Anti-Violence Centre (Polignano a Mare, BA).

<sup>45</sup> Riscopirisi Anti-Violence Centre (Andria, BAT).

Province of Bari was previously referred to as a territory with a full and varied range of services (Anti-Violence Centres, Residential Services and other services), it should be noted that their response capacity was lower than required, especially when compared with the overall female population (816337 ab.). It should also be underlined that two Anti-Violence Centres in the city of Bari closed down recently on expiry of their covenants and were unable to take part in the new tender owing to lack of funds; it is not currently known who has won the new tender. It is interesting to see that the only Anti-Violence Centre now operating in the city of Bari,<sup>46</sup> which is run by the Giraffah ONLUS non-profit association, a partner in the Libera Project, which has also taken on the running of a refuge and the 1522 and anti-trafficking hotlines, is the only centre on Apulian territory to provide specific services geared to both victims of trafficking and/or employment exploitation as well as to victims of domestic or sexual violence.

The Province of Lecce is also worthy of consideration: along with the long-established Renata Fonte Association, which deals with women victims of domestic and sexual violence, there is also an Anti-Violence Centre,<sup>47</sup> a partner in the Libera Project which was set up in 2000 which deals with women victims of trafficking and/or employment exploitation and has invested in outreach to women through operators at the temporary Detention Centre as a matter of priority.

### 1.3.2 Residential services

Before detailing the outcomes of the mapping of residential services on Apulian territory, it would be best to flag up the difficulty of putting them into distinct categories because of the high divergence in the definitions provided by the interviewees.

Whereas regional legislation only refers to refuges as “*residential community structures offering hospitality and assistance to women victims of physical and/or psychological violence*” (Art. 45 of Regional Law No. 19/2006), the service providers referred not just to this sort of reception facility but also to safe houses, (initial, second-stage/intermediate) reception centres and more or less self-contained (“autonomous”) accommodation.

Safe houses and self-contained accommodation are clearly different in nature to refuges, as will be seen below; the difference between reception centres and refuges is a more subtle one: as the interviewees explained, the service on offer is much the same, but the facility does not conform to the standards required to define it as a refuge. We therefore decided to group refuges and reception centres into the same category (Reception in Collective Residences), while still specifying the typologies mentioned by the interviewees.

The mapping of residential service categories therefore includes 1 safe house, 14 sorts of Reception in Collective Residences (5 refuges, 2 initial reception centres, 5 second-stage reception centres and 3 unspecified reception centres) as well as 3 “autonomous” housing

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<sup>46</sup> NB. The other Anti-Violence Centre in the Province of Bari is at Polignano a Mare.

<sup>47</sup> Libera Anti-Violence Centre (Lecce).

facilities, spread over the regional territory as shown in the table below.

The types of residential services mapped represent provision that responds to varying degrees of need and the various different steps in the process of taking on the clients (both women victims of violence and women victims of trafficking for the purposes of sexual exploitation).

**Table 3 – Residential services**

<b>Province</b>	<b>Residential Services – Available Units</b>						
	<i>Safe houses</i>	<i>Reception in Collective Residences</i>				<i>Self-contained</i>	<i>Total</i>
		<i>Refuges</i>	<i>Initial rec.</i>	<i>Second-stage rec.</i>	<i>Reception</i>		
Bari	1	2	-	2	-	1	6
Brindisi	-	1	-	-	-	-	1
Foggia	-	1	1	2	3	1	8
Lecce	-	1	-	-	-	-	1
Taranto	-	-	1	-	-	-	1
B.A.T.	-	-	-	1	-	1	2
<i>Apulia</i>	<i>1</i>	<i>5</i>	<i>2</i>	<i>5</i>	<i>3</i>	<i>3</i>	<i>19</i>

**Safe houses** (which are being counted as a single provider unit) are a service for women victims of violence, made up of a variable network of reception places in private houses on an ad hoc basis, catering for this specific form of reception and a residential centre run by Caritas in the Bari region. “Safe houses” provide a “gentle” accommodation service for people as soon as they “come off” the streets (often after police swoops or stops) which offer initial accommodation for a maximum period of two weeks, after which the women are taken into intermediate reception facilities. This type of widespread residential service responds to two specific factors: the large number of women in need of initial placement after a police intervention and the high leaving rate of women who decide not to make further use of the service. In regard to the former, the initial/second-stage reception facilities appear not to have enough capacity to be able to deal flexibly with this sort of demand, and the latter constitutes a potential risk to personal privacy and the anonymity/untraceability of the facilities. Availability of places in safe houses varies according to demand. Approximately **40 women** were taken in during 2008.

**Initial and second-stage reception centres** are two further steps in the rehabilitation chain for women victims of violence or trafficking. Although the key informants felt it would be better to split up the two user groups in order to better finalize individual projects targeted at objectively different problems, some reception facilities catered for both user groups. Generally speaking, it would appear that if the initial reception service responds to the initial



uptake (generally referred by an Anti-Violence Centre, a counselling service, a police or court intervention), the second-stage reception service can respond to the need for distance and safety of the clients in a different territory to that in which the initial contact took place. Therefore, the second-stage reception service is characterized by flows of clients from other provincial, and sometimes regional, contexts. Cross-regional mobility would appear to be greatly facilitated when the service providers also run dedicated reception services in more than one region. Reception centres network with other territorial services, and provide a huge range of services, such as counselling, accommodation and social and employment reinsertion, social and health assistance, legal consultancy and aid, psychological and educational care and rehabilitation, language teaching, and in some cases awareness-raising activities, not dissimilar to those carried out by the **refuges**, as described above.

In terms of the overall capacity of the various collective reception services, safe houses are able to take in an average of 10-15 people at once, and each of the safe houses sheltered an average of 10-40 people in 2008. The centres that come under the heading of general and initial reception centres had an average availability of 5-10, apart from the Xenia reception centre in Foggia, which can take 22 “women in difficulty” (mostly domestic and sexual violence and destitution, but also trafficking in some cases); in 2008, an average of 10-15 women were taken in by each centre.

The second-stage reception centres take in approximately 6-8 women and women with children and almost always keep a maximum of two additional places in reserve for emergency cases; in 2008, an average of 10-30 were taken in by each centre.

Overall, over 60 women were accommodated in the Province of Bari in 2008, of whom half were victims of domestic and sexual violence; in the Province of Lecce, 20 women were accommodated, all victims of trafficking and/or sexual or employment exploitation; The Province of Foggia provided shelter, protection and courses on escaping exploitation and violence to at least 85 women (and men too, in some cases), almost all of them victims of trafficking and/or employment exploitation.<sup>48</sup> The only refuge in the Province of Brindisi accommodated 8 women, while no data was available on the Initial Reception Community for Mistreated Women (Comunità di Prima Accoglienza per Donne Maltratte) run by the Prisma Association in the Province of Taranto. There is a second-stage reception centre in the Province of Barletta Andria Trani, run by the Comunità Oasi 2 S. Francesco, but no client group data was available. Overall, therefore, refuges and reception centres in the Region took in more than **170 women (and some men)** in 2008.

Another type of residential service available on Apulian territory consists of “self-contained flats”. These facilities provide a further reception period, where necessary, for women, who often have children with them. Their length of stay varies from 5 months to over a year, and the aim is to make the women fully autonomous before they leave the residential

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<sup>48</sup> No data was available for the two Reception Centres in Manfredonia, the Tabor Community in Foggia and the Bitonto Reception Centre.

facility. A survey of a service of this kind was carried out at territorial level in the Province of Bari (involving two quite separate flats), one facility in the Province of Barletta – Andria - Trani and another in the Province of Foggia, each of which generally accommodates 3 women at once. Only one of the flats in the Province of Bari gave shelter to women victims of **any sort of violence (6 in 2008)**, while the other two services, in the provinces of Barletta-Andria-Trani and Foggia, were specifically geared to **victims of trafficking and/or employment exploitation (6 in 2008)**.

Lastly, attention should be drawn here to the importance of the Libera Projects (throughout the Apulian territory and increasingly in the Provinces of Bari and Lecce) and the Roxana and Aquilone Projects (in the Province of Foggia) as sources of funding and integrated interventions at several levels (Anti-Violence Centres, refuges, safe houses, initial and second-stage reception centres, self-contained flats) and between various bodies active on Apulian territory.

### 1.3.3 Other services

The final part of the snapshot concerns the network of services dedicated to women victims of violence and trafficking available on the regional territory: 2 telephone services covering the entire region, 3 mobile units, 2 dedicated walk-in clinics, 3 information and counselling centres, including a family counselling service and 1 help and social integration service.

**Table 4 – Other services**

<i>Province</i>			<i>Other Services</i>			
	<i>Telephone service</i>	<i>Mobile units</i>	<i>Walk-in Clinic</i>	<i>Counselling Centre</i>	<i>Soc. Integr. Help</i>	<i>Total</i>
Bari	2	-	1	2	-	5
Brindisi	-	-	-	-	-	0
Foggia	-	2	1	1	-	4
Lecce	-	-	-	-	-	0
Taranto	-	-	-	-	-	0
B.A.T.	-	1	-	-	1	2
<i>Apulia</i>	<i>2</i>	<i>3</i>	<i>2</i>	<i>3</i>	<i>1</i>	<i>11</i>

The **telephone service** consists of a regional branch of the national 1533 hotline (since 2007) and the national anti-trafficking for sexual and employment purposes' hotline (since 2006), both run by the non-profit Giraffah Onlus Association in Bari as part of the

Libera Projects, which had itself launched a telephone counselling service for victims of sexual exploitation in 1999.

Ten of the 99 women who made use of the 1522 hotline became clients; of the 241 telephone calls made to the anti-trafficking hotline, only some were pertinent: 18 women were taken on directly by the association, while the others were pointed in the direction of other services operating in the region.

The **mobile units**, set up in the Provinces of Foggia and Barletta – Andria -Trani<sup>49</sup> between 1996 and 1998, are run by associations and cooperatives that also offer various types of reception service;<sup>50</sup> two of these – the “Comunità Oasi 2 San Francesco” (Trani) and the Social Coop “Il Filo di Arianna” in Foggia – are partners in the Libera Project and the Roxana Project respectively. The “Comunità Oasi 2 San Francesco” mobile unit covers two different areas: one on the main roads between Bari, Foggia and Taranto and the other on the country roads.

**Walk-in clinics** are an integral part of hospital services and provide medical assistance to victims of all types of violence and send them to specialist services. No client data on the two facilities was available for 2008.<sup>51</sup>

**Counselling centres** provide telephone counselling, psychological and educational consultancy, as do **family advisory centres**, which also offer legal advice and medical treatment for women, minors and families. **Information desks**, funded under the provisions of Art. 19 of Legislative Decree No. 228/2003, provide a similar service, but also deal with victims of trafficking. Approximately **70** people made use of this type of service in 2008.

Lastly, as part of the Libera Project, a **help and social integration programme** was set up in 2000, mainly geared to women victims of trafficking who were already in a position to live autonomously. No client data was available for 2008.

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<sup>49</sup> The territory still formed part of the Province of Bari during the period of reference.

<sup>50</sup> The “Il filo di Arianna” social coop in Foggia also runs a reception centre and self-contained accommodation, the ‘Comunità Oasi 2 San Francesco’ also runs a refuge, a reception centre and self-contained accommodation and finally, the non-profit ‘Opera SS. Medici Cosma e Damiano - Onlus’ in Bitonto also runs a reception centre.

<sup>51</sup> The walk-in clinic at the Venere Hospital (Bari) has client data spanning 2000 to the present day: 20 women. The walk-in clinic at the Riuniti University Hospital in Foggia only recorded client data from 2002 to 2004: 98 women.

## 2. Annual Survey of Anti-Violence Centres – 2008

### *2.1 Aims of the survey*

The survey of the activities performed by Anti-Violence Centres in the Apulia Region in 2008 has been carried out using a simple data sheet, in order to create a first flow of experimental data regarding services for female victims of violence within the Regional Social Information System.

### *2.2 Results of the survey*

The survey looked at 6 out of 10 Anti-Violence Centres active in Apulia chosen during the mapping phase. These are: 'Riscopirisi' of Andria (BAT), the Municipal Anti-Violence Centre of Barletta (BAT), 'Giraffah' of Bari, 'Crisalide' of Brindisi, 'Safiya' of Polignano a Mare (Bari) and 'Alzaia' of Taranto. It proved impossible to collect the necessary data from the other Anti-Violence Centres in the time available, but nevertheless some general information was gathered such as the type of services delivered and the overall number of users, which will be reported within the mapping and that may be integrated into a subsequent phase of the research.

A general factor in common between all Anti-Violence Centres is that they are managed by third sector associations that, in most cases, also own the service. Indeed in only two cases is the owner a public body (the Municipal Council).

### *2.3 Data on the services*

#### *2.3.1 Data on opening, accessibility and spaces at the Anti-Violence Centres*

The Anti-Violence Centres are open from between a minimum of 40 weeks and a maximum of 52 weeks a year.

**Table 5 - Number of weeks and hours of operation of the Centres**

<i>Name of facility</i>	<i>no. weeks of annual opening of the Centre</i>	<i>no. hours of annual opening of the Centre</i>
Crisalide	52	61
Riscopirisi	52	40
CAV Barletta	52	9
Giraffah	50	12
Alzaia	48	4
Safiya	40	12

The weekly availability of the service also varies greatly between the various centres: only two centres are open all day from Monday to Friday (the 'Crisalide' Anti-Violence Centre also on Saturday morning), while the other centres are open either morning or afternoon on Monday, Wednesday and Friday.

**Table 6 - Distribution by days and hours per week of opening**

Name of facility	MON		TUES		WEDS	THRUS		FRI				SAT		SUN	
	M	P	M	P	M	P	M	P	M	P	M	P	M	P	
Crisalide															
Riscopirisi															
CAV_Barletta															
Giraffah															
Alzaia															
Safiya															

When the centres are closed half of them are nevertheless reachable by telephone. On the basis of the replies collected, all the centres seem to be situated in places easily accessible by public transport, generally inside buildings that host other services or apartment blocks. Only one Anti-Violence Centre has its own independent building.

**Table 7 - Spaces available by facility**

Spaces	Name of facility					
	Crisalide	Riscoprires	CAV Barletta	Giraffah	Alzaia	Safiya
Waiting room						
Library						
Group activities room						
Toilet facilities						
Games room						
Individual meeting room						
Internal signs						
Separate toilet facilities						
Meeting rooms						
Administrative office						

All the facilities have a **waiting room**, a **room for group activities**, a **games room**, **toilet facilities** – with separate facilities for staff and users in just one case -, an **individual meetings room** and an **administrative office**. Most of these centres have a meetings room, while only one Anti-Violence Centre has a **library**.

### 2.3.2 Data on services delivered by Anti-Violence Centres

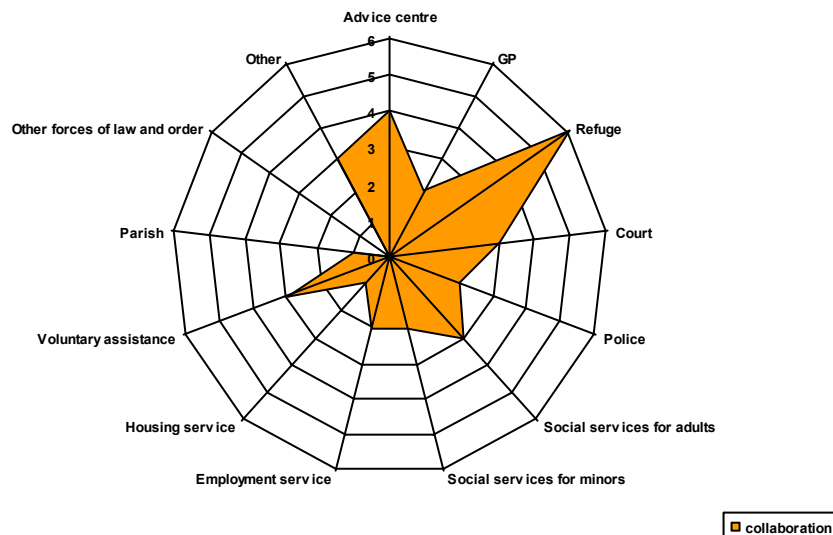
All Anti-Violence Centres provide an **individual path** for each woman or minor who uses the service. The team decides this following a personal case evaluation and it covers a number of areas, as we can see from the table below. We should also mention that no Anti-Violence Centre provides internal health services, only one Anti-Violence Centre – which also deals with people trafficking - provides a service to support voluntary return to country of origin, half offer a post discharge advice service and organizes group activities, almost all also offer services like accompaniment to an external service, legal advice, the organization of training activities, psychological therapy and help in looking for accommodation. Finally, all offer telephone counselling, reception and distribution of information, triggering of the local network of services, psychological counselling, and awareness raising activities. Internal staff performs all services, without using outside suppliers, except in one case for legal advice

**Table 8 - Services delivered by Anti-Violence Centres**

	<i>Name of facility</i>									
<i>Type of service delivered</i>	<i>Crisalide</i>	<i>Riscopri</i>	<i>CAV Barletta</i>	<i>Giraffa</i>	<i>Alzai</i>	<i>Safiy</i>	<i>Io Donna</i>	<i>F. Aporti</i>	<i>R. Fonte</i>	<i>Liber</i>
Telephone counselling										
Reception and local information										
Triggering of local services network										
Accompaniment to an external service										
Post-discharge advice										
Legal advice										
Training activities										
Support in finding accommodation										
Psychological counselling										
Psychological therapy										
Group activities										
Internal health services										
Public information activities										
Support for voluntary return to country of origin										

The **public information** activities that each Anti-Violence Centre performs are often organized in association with other public bodies, like regional health authorities, the regional council or community-based agencies.

Given the importance of an integrated approach all Anti-Violence Centres have entered into **stable and ongoing associations** with various local bodies and in particular with women's refuges (6 Anti-Violence Centres out of 6), advice centres (4) and with voluntary sector associations (3). Half the Anti-Violence Centres also cooperate with the courts and local adult social services. Two centres also work with the primary care practitioner service, the police and the employment service. Just one Anti-Violence Centre works with the municipal housing service and one with the parish.

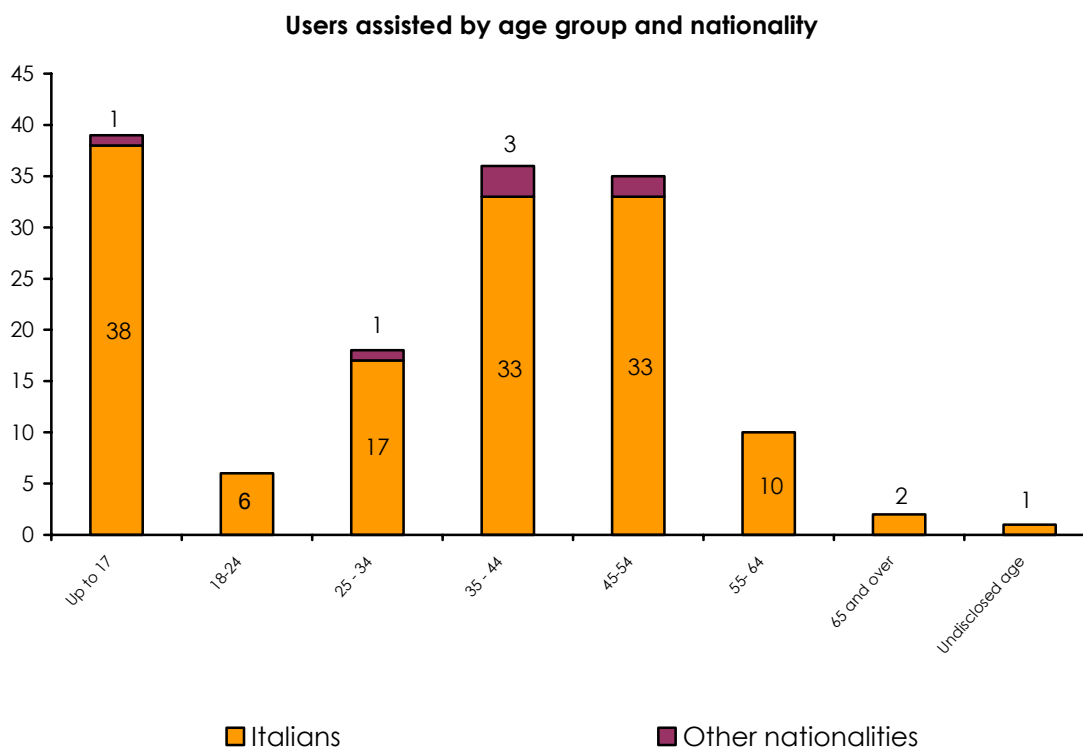


As well as the services already mentioned, some centres (4 out of 6) also provide services for **minors** who have personally suffered violence or who have indirectly suffered violence in that they are the children of abused women. Two Anti-Violence Centres also provide services for minors who have committed acts of violence. The services are mainly telephone counselling, reception, interviews, networking, psychological therapy, educational support, family mediation and education about the law. In conclusion, there is a further service provided by two Anti-Violence Centres, that is, follow-up after using the centre, which is implemented via telephone contacts or in person. One of the two centres offers ongoing follow-up psychological and legal advice.



### 2.3.3 Data on the users of the Anti-Violence Centres

During 2008 the Anti-Violence Centres monitored recorded a total of 147 users, very differently divided between the various facilities: 7 for Safiya, 23 for Giraffah, 30 for Alzaia and 87 for Crisalide. For the rest it wasn't possible to break up the data for 2008. However total figures are available for the Libera Anti-Violence Centre in Lecce, which counted 45 users and the Renate Fonte Anti-Violence Centre in Brindisi, which recorded 400 users. Before analyzing the data we should clarify a few points about the users, who include not just women victims of violence, but also male minors (31 out of 147), who have been taken on by the Crisalide Anti-Violence Centre. In addition, foreigners make up 5% of the total. However this low figure does not mean that the phenomenon mainly concerns Italian women, but instead highlights, as interviews with privileged observers have already shown, how hard it is for foreign women to access the services.



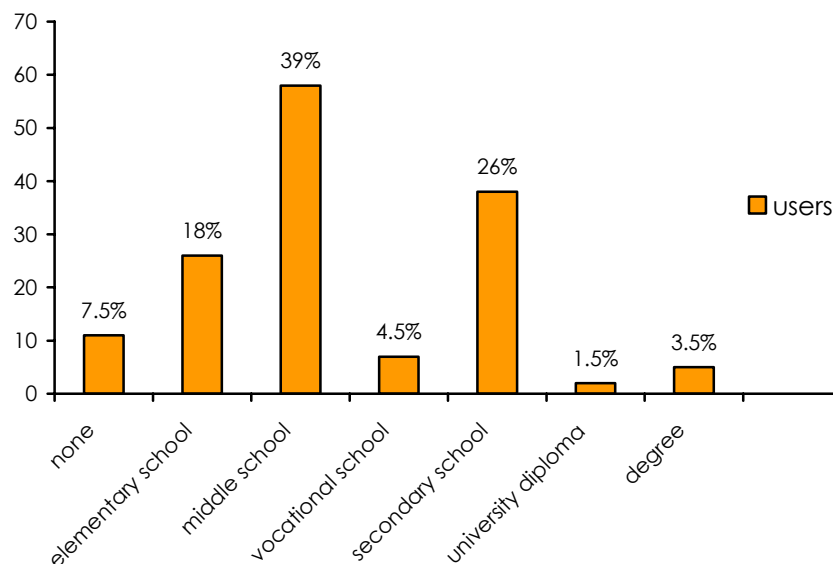
The chart of the age of users of Anti-Violence Centres shows a prevalence of minors, of which almost all (31 out of 39, or 80%) comprise underage boys taken on by the Crisalide centre. However, if we just consider the female users the result is different. Most of the abused women who go to the centres are between 35 and 54 years old (45%); women between 12 and 34 years old represent 12%, while minors and people up to 24 years old make up just 5% and 4% respectively. However, this doesn't make the figure any less

alarming. A smaller number of women over 55 (8%), also use the service.

Even though the number of foreign users is so low as to make it impossible to perform a real analysis, we can nevertheless see that the figures are similar to those for Italian users: 6 women aged between 35 and 54 years old, one between 25 and 34 and just one underage.

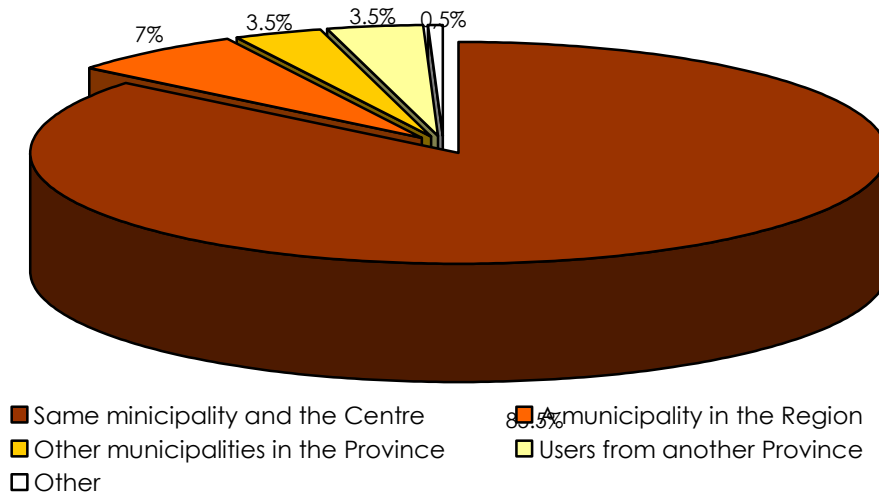
The survey also looked at the educational levels of users: 60% of women and minors had no more than a middle school diploma, about 30% had completed higher education and only 5% had graduated from university. The figures thus seem to confirm what had already been pointed out by a number of privileged observers in the previous phase of the research, that is, the people who report violence and use free services are rarely highly educated. We should also recall what was said by some of the interviewees, that is, in contrast to what the statistical data say, in reality the phenomenon of violence is inter-class, but women from higher classes (and incomes) rarely take recourse to public services.

**Users by education qualification (%)**



Analysis of the data also shows that nearly all the users are residents of the municipality where the centre is based.

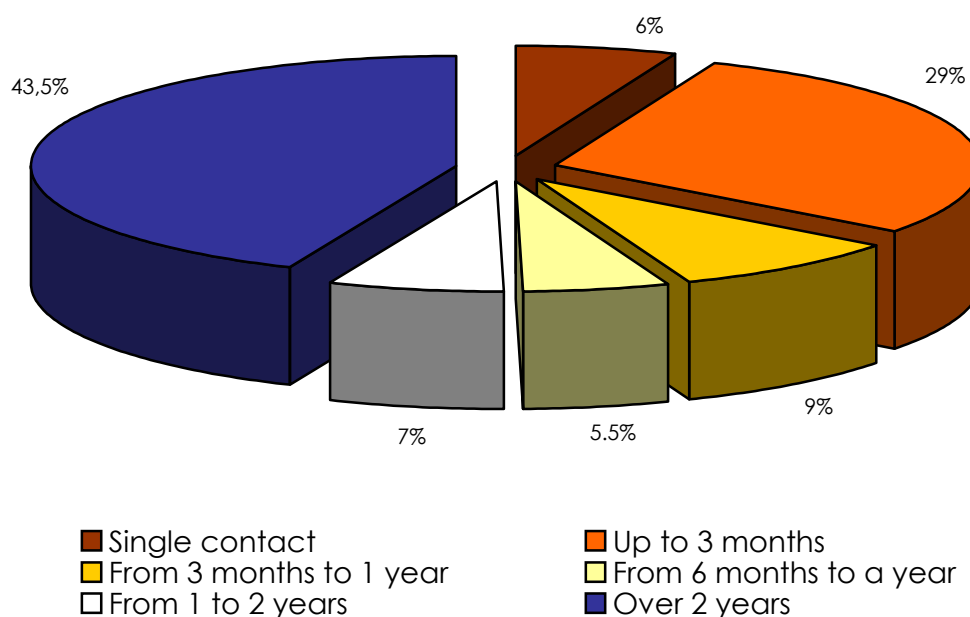
**Users by area of residence at first contact with Centre(%)**



The user analysis continues with a survey of marital status and the main reason for accessing the service of the Anti-Violence Centres; crossing the results shows that in most cases it is married women who are victims of domestic violence. It is also worth pointing out that the high figure of singles/unmarrieds also includes 31 male minors assisted by the Crisalide centre and so the number of single women is significantly lower than we might have thought.

The length of time users attend the centre obviously varies not just according to the choices of the women and minors but also of the individual project provided by the Anti-Violence Centre teams. The analysis reveals two main types of attendance: short term, which last up to three months and long term, which continues for more than two years.

**Users assisted according to duration of assistance (%)**



Finally, in 2008 Apulian Anti-Violence Centres recorded 45 new users and 71 clients who had stopped using the services.

#### *2.3.4 Staff data*

The staff survey shows how almost all Anti-Violence Centres only employ volunteers, due to a lack of resources and the importance of individual motivation and enthusiasm for the cause, as privileged observers have emphasized on a number of occasions. Only the largest facility, Crisalide Anti-Violence Centre, has paid staff. The survey received very little information from the facilities about their paid staff, but a few conclusions are nevertheless reported below.

However, all the centres have provided some information about unpaid staff: every centre has a **coordinator** (generally female), who oversees the organization of the centre's various activities and manages the **team**, which generally comprises people (women) with a range of professional skills. In two centres the teacher is not a graduate, while in one she is a social worker. For the rest though their qualification is not specified. The coordinators work a minimum of 4 and a maximum of 36 hours a week depending on the opening hours of the various facilities.

Given the presence, albeit limited, of foreign clients in all Anti-Violence Centres a

number of languages are used: English in all of them, French in three centres, Spanish one two and another language in one centre.

See below for a summary of some of the data from the Crisalide Anti-Violence Centre on paid staff:

Staff composition	Age	Experience	Total hours a week
5 women and 3 men	33-59 years	2-9 years	36 hours a week

The data detailing the composition of the team are revealing: 1 sociologist (coordinator), 2 psychologists, 2 social workers, 1 animator, 1 professional teacher and 1 public employee. Despite not having detailed information about the other Anti-Violence Centres it is nevertheless possible to say, on the basis of the information provided by the privileged observers, that all teams are multidisciplinary.

The survey also requested information about themes that could benefit from **staff training courses**. Many centres agree that it is useful to swap experiences with other centres in the region and also nationwide, so as to strengthen networking. A few centres suggest further study of gender-based violence and in particular sexual abuse, stalking and regulatory mechanisms against violence. One centre, the only one with a high number of minors, wanted training on the treatment of child (1-5 years old) victims of violence.

1. 'Io donna' and 'Ferrante Aporti Anti-Violence Centre' of Brindisi, 'Renata Fonte' and 'Libera' of Lecce
2. Non profit-making community associations, ONLUS, social cooperatives
3. Giraffah Anti-Violence Centre NPO (Bari)

### 3. Expert witnesses: services for women victims of violence and assessment of impact

#### *3.1. Preface*

Following the contextualization stage, based on further examination of the available data and literature on the issue, and parallel to the mapping of services and data collection on Anti-Violence Centres (the core of the Project, as it were), the Project envisaged interviews with key informants to complete contextualization of the issue with specialist views and mapping of services with comments on and assessment of the activities of the services themselves. Seven people working in the anti-violence service system or in social welfare

likely to come into contact tangentially with victims of violence through the specific nature of their work (advisory services, for example) were interviewed. The interviewees were selected by the Regional Department involved in the Project and operate mainly, but not exclusively, in the Bari provincial territory.

The interview format, shared transnationally, covered a series of investigation areas and was as follows:

#### A) FRAMEWORK OF THE PHENOMENON AND POLICIES AT NATIONAL AND TERRITORIAL LEVEL

*This part of the interview is geared to completing information on the legislative framework and on the issue of violence against women already gathered by the partners and contained in their various contextualization reports.*

- How do you rate the efficacy of the territorial services?
- How do you rate the legislative framework relating to women victims of violence? Are the laws enforced?
- How do you rate the availability of resources (human, financial, infrastructural, etc.), and how they are allocated by the institutions and then deployed?
- What specifically are the salient aspects of this issue in this territory?
- How do you explain this data? *If there is data to be flagged up.*
- Which aspects of the problem need to be tackled most urgently?
- Which aspects are the hardest to prevent or tackle?
- What new and useful combat methods do you think would work?
- What are the extent and the characteristics of trafficking in women in this territory?
- Although cases of violence against women are rising, the number of unreported cases is still high: what could be done to encourage women to come forward?

#### B) IDENTIFICATION OF SERVICES/PROJECTS AND FRAMEWORK OF THE FEATURES OF WHAT IS ON OFFER

*This part of the interview is geared to gaining a picture of the characteristics of the services and initiatives for women victims of violence and pin-pointing the structures and services that might figure within a mapping context.*

- Which territorial services and measures are specifically targeted at women victims of violence?
- Apart from women's refuges and Anti-Violence Centres, what other provisions or services have been set up for women victims of violence?
- Do you think there is enough provision for these women and the local context?
- Is territorial coverage sufficient?
- Are there other initiatives not directly targeted at women victims of violence that could benefit them indirectly?

### C) MAIN CHARACTERISTICS OF INTERVENTION AND QUALITY INTERVENTIONS

*The questions in this part of the interview are geared to globally determining intervention strategies and methods, levels of cooperation between one or more parties, multidisciplinary, the specialization level of services, provision and intervention arrangements regarded as being of excellent quality.*

- How does networking on the issue of violence against women work? Are interventions integrated and coordinated? Is there a common strategy, or do all services work independently? (Including Police, legal system etc. )

- Could you give me a brief rundown of the sorts of avenues women who use your services are likely to go down? Should things work differently in your opinion?

- What level of specialization are you aware of in the territorial services with which you are familiar? For example, perhaps some services targeted at other issues are also used for women victims of violence, e.g. the latter are taken up by services for expectant or single mothers, structures for adults in difficulty etc.)? What are the main reasons for this?

- Is it sometimes the case that victims of trafficking are taken on by structures dedicated to victims of domestic violence? If so, why? In what way can potential user promiscuity impact on the efficacy of interventions?

- What sort of training do you think operators need? Generally speaking, are they equal to managing the cases they find themselves dealing with? Does the service you work with have any sort of quality assessment mechanism? Could you describe it to me?

- Do you carry out any campaigns to raise awareness of women victims of violence that you would like to tell me about?

### D) STRONG AND WEAK POINTS IN TERRITORIAL SERVICES/PROJECTS

*This part of the interview is geared to identifying the strong and weak points with regard to obstacles and opportunities outside the services and restraints and resources inside single services.*

- With regard to the services with which you are familiar, what characteristics would you single out as strong points? Why? What are the external/system factors (political, economic system etc.) and what are the internal factors (service organization, human resources etc.) that largely determine the strong points you mention?

- What are the weak points? Why? What are the external/system or internal factors that largely determine the weak points you mention?

- What is the greatest problem encountered by women victims of violence when they try to access services? And during treatment? What about when they have to leave the service?

### E) SUGGESTIONS FOR GOOD PRACTICES AND FORWARD-LOOKING INDICATORS

*This part of the interview is geared to gathering information on the areas which the key informants saw as important for the identification of good practices and the acquisition of specific information on services identified in testimonials as being good practices.*

- If you had to define the quality of a service, which characteristics spring to mind?
- Which services or projects do you know about (in Italy and in Apulia) that you would define as good practices?
- Another key witness has flagged up service Xy as being a good practice. Are you familiar with service Xy, and if so do you agree? Why?
- Which of the innovative and efficacious aspects of these services/projects do you think could be replicated and transferred to other contexts?
- Also, on the basis of these observations, which aspects do you think could benefit from intervention-improvement investments in this particular policy field (politicians, operators, police, legal system)?

#### F) REQUESTS FOR CONTACT WITH OTHER KEY INFORMANTS AND GATHERING MATERIAL AND INFORMATION

*This part of the interview is geared to sourcing further contacts and expert testimonials on the issues in question by means of the snowball sampling technique. All information must be precisely garnered in order to identify the profile and spectrum of knowledge that informants might potentially be able to provide and any information that could prove useful in making successful contact. Interviewees might also be asked if they would be prepared to act as intermediaries, and provided with all the information needed for discussing the project aims as well and as clearly as possible. It would be advisable, however, not to rush into making contact, but to mull over the wisdom of whether to replace a previously chosen witness or to integrate the new contact, while remaining focused on the overall objective and a balanced selection as established in the methodological documentation. It would also be wise to acquire material (reports, brochures, plans, service presentations, assessment reports, publications) and data from the key informants that might underpin the mapping process with a broader raft of information.*

- Are there people with whom you are in touch that you think should be interviewed? What exactly do these people do? To which of the issues that we have covered with you during this interview could the person you have in mind best contribute? Would you be prepared to put us in touch with this person? Is there a telephone number or email address for this person that you could provide us with?
- Do you have any material or data from services that you think could be useful to our research? Could you recommend any sources of information or bibliographical references that you think would be good reference tools for our investigations?



### 3.2 The context of domestic violence in Regione Puglia

In the interviews with key informants, the nature of the phenomenon of violence against women in Apulia was the first aspect we tackled, along with any possible variations over time flagged up by the interviewees. The forms of **violence** encountered most frequently by the the women interviewed, and which are targets of specific services, are **domestic violence** and violence linked to the exploitation of women **victims of trafficking**. **Sexual violence** outside marriage and not within the realm of trafficking featured to a lesser degree. One interesting and yet worrying factor that had not surfaced prior to our contact with the key informants is the number of victims of employment exploitation (often men, but sometimes women too) who are given shelter, where possible, by various facilities for victims of violence (refuges in particular). This further aspect of violence appears to be deeply enmeshed with the other types mentioned above, as was highlighted bluntly but effectively in the journalist Fabrizio Gatti's famous report published in L'Espresso in 2007.

*The boss wears a white shirt, black trousers and his shoes are dusty. He comes from Apulia, but speaks little Italian. To make himself understood, he calls on his heavy, a Maghrebi who keeps order and safety in the fields. "See what this one wants: if he's looking for work, tell him we're OK for today", he warns him in dialect and makes off in his four by four. The Maghrebi speaks excellent Italian. There are no stripes on his sweaty t-shirt, but it's clear he's the lance-corporal: "Are you Romanian?" A half-smile convinces him. "I'll take you on, but it'll have to be tomorrow", he promises, "do you know any girls?" "Girls?" "You need to bring me a girl. For the boss. If you bring him a girl, he'll give you a job straight away. Any girl will do." The lance-corporal points at a twenty year old girl and her boyfriend, working on the rack of a large mechanical tomato-picking tractor: "Those two are Romanians like you. She's been with the boss." "But I'm on my own." "That's it, then. No work."*

It would therefore be wrong to suggest that the phenomenon of violence, in its different shapes and forms, is entirely unknown on Apulian territory: but it is extremely difficult to assess its extent, and thus the contribution made by the key informants and their powers of reconstruction vis à vis the available information has been of the utmost value.

Several of the interviewees said that the phenomenon of domestic violence was on the rise, but that much of it remains hidden and therefore can only be guesstimated:

*"No complete reading of the phenomenon exists [...] I have no territorial mapping, but one would be needed for the purposes of evaluation".*

*"[The phenomenon] is on the rise. I don't know if you've had a look at our local papers. Not a day passes without a story about a badly beaten woman. Reportings are on the increase too. Women are less frightened to come forward, if anything they are more*

*frightened afterwards.”*

*“The phenomenon is still kept well hidden, not many women report violence.”*

While some interviewees maintained that the phenomenon only started to emerge once the national 1522 hotline was set up by the Equal Opportunities Department as part of the Arianna Project, others said that we are witnessing a cultural regression, which has led to denial of the phenomenon and therefore its apparent decrease. Those who mentioned this “regression” thought that it was more of a problem in southern society and in small villages in particular, where “strong family” tradition is kept more alive and therefore where it is thought unwise to stoke family breakdown, even where there has been a history of domestic violence:

*“Yes, there has been an increase in reportings, since all the publicity about the 1522 hotline. It’s really working well.”*

*“I’ve noticed a regression, people are less open; we’re going backwards. It is a phenomenon that encompasses all aspects. People have started shutting themselves inside their four walls and keeping themselves to themselves.”*

*“There’s still the concept of the family through thick and thin. Thin as in when women victims of family violence [...] families often take a dim view of women who complain that they, or their children, have been victims of violence.”*

*“Particularly in towns in the south, but also in the cities, if something isn’t done about the cultural substratum, gender-based violence will not only go on being totally ignored but not tackled by anyone [...] My take is that our world is made up of little villages. We are part of it too. We share the same problems, which are made worse because everybody knows everything, or at least they think they do.”*

Despite the fact that **trafficking for the purposes of sexual (and employment) exploitation** cannot be measured precisely, it is still clearly on the rise and this is obvious just by taking a simple look at the territory:

*“In ‘98 the region became a territory of women victims of violence, as far as trafficking was concerned. There were many landings.”*

*“The provinces of Lecce, Brindisi and Taranto have been heavily affected by trafficking. Since 2003, aside from sexual exploitation, women have been victims of employment exploitation in the fields of caring and looking after children and the elderly, and younger women have been recruited to work in pubs, restaurants and bars. Male trafficking for*

*employment exploitation in agriculture, hospitality and construction is on the rise. Most of them are migrants from India, some of them minors, recruited by a criminal organization operating between India and Italy. They are promised legal and well-paid work, and rack up huge debts with traffickers in exchange for clandestine passages to Italy and Lecce. Once they get here and make contact with other fellow countrymen with links to the traffickers, they find that the reality is very different: no chance of regularizing their position, work in remote parts of the countryside (as shepherds and/or seasonal fruit or vegetable pickers) or, not long after their arrival in Italy, as carers for the elderly, on minimum wages that barely ensure survival, and with huge debts to pay off so as not to lose the assets given as guarantees prior to their journey to Italy. Agricultural exploitation of migrant Africans is rife, with a crossover between traffickers and the Italian Mafia gangs.”*

*“It’s a huge problem, you can tell by the number of prostitutes along the country roads, even in the daytime.”*

*“Capitanata [an area abutting the province of Foggia] is a poor region and prostitution is poor there too, often the situations are more fragile and vulnerable than in other places.*

*I would say that over the last few years we’ve seen changing nationalities in other contexts: whereas ten years ago most prostitutes tended to be Albanians, these days the majority of them are Nigerian, followed by women from Eastern Europe.*

*Over the last few years, there has been a significant rise in prostitution in houses, flats, hotels and rural tourist facilities. It is a hidden phenomenon, hard to intercept and even more dangerous for the women involved, particularly as regards physical constraints and the impossibility of contact with the outside world. The other phenomenon – Leogrande’s book contains many such examples – is that of sexual violence, sexual blackmail and all the other kinds of intimidation, which are rife in those sectors of the labour market that are built on exploitation.”*

### **3.3      *The profile of women victims of violence***

On the basis of data in their possession, the interviewees said that women victims of domestic violence tended to be badly educated and find themselves in situations in which they have little control over their finances, which translates into a further curb on their independence and into yet another, more subtle form of violence, known as “financial violence”:

*“While throughout Italy [the phenomenon relates to] women from the first three years of secondary school and many from high school, in Apulia statistics tell us that they tend to be educated to primary level. As a lawyer, I can tell you that the phenomenon is class-wide. The difference is that in the South the upper classes avoid the Anti-violence Centre. They see*

*their psychologists or lawyers privately; they do not want to end up on any lists.”*

*“On one hand the lack of economic autonomy leads to submission, but also to need...The underground sector is growing.”*

*“And the credit crunch has led to a rise in economic violence. In a family context, men aren’t mature enough to tackle the situation, so they take it out on the victim.”*

*“They are easy blackmail fodder, they can’t afford to go to a lawyer, they can’t afford anything.”*

Financial violence also affects victims of trafficking, most of them from Albania, Nigeria, Brazil, Poland, Morocco, Senegal, Ghana, Tunisia, China, Romania, Eastern European countries, in that girls who are forced to go into prostitution have no chance of keeping part of their earnings, which makes any attempt to extricate themselves from their pimps extremely difficult.

### **3.4      *Legislative framework***

In terms of the legislative framework, a distinction needs to be made between violence against women in general and violence against women victims of trafficking and between the national level and the regional level.

As regards **national legislation on violence against women**, the interviewees pronounced themselves largely satisfied, despite the fact that one of the interviewees, a lawyer and consultant to an Anti-Violence Centre, thought the Judiciary too slow-moving and not very interested when it came to dealing with women victims of violence:

*“National legislation is not too bad. What is lacking is the crossover between Anti-Violence Centres and the weaker strand Pool (which carries out investigations on issues including violence against women and minors) [...] All the cases flagged up by the Centre, and therefore already filtered and assessed, should be brought straight to the Pool’s attention to ensure that the process moves faster. These people are kept by the State, they risk of losing their jobs because judges haven’t got time to deal with their cases. This doesn’t mean the others are less important, but the municipality has already paid people to do the legwork on these! So, a lack of interest.”*

A further national legislative shortcoming concerns common law families and court provisions in respect of violent partners who are responsible for paying child maintenance even once they have left the family nucleus. The amount of maintenance is often not commensurate with the actual needs of women victims of violence:

*“The husbands are either not there or they go walkabout. Prior to 2006 the courts did not set an amount. All they said was that the father should “support his child”. After the hearing you had to go to the ordinary court to fix the amount. Since 2006 things have got even worse: the father is supposed to pay X, but that provision doesn’t carry the same weight as the ordinary provision for marital separations. It’s a mess.”*

**National trafficking legislation** seems rather more problematic, however, as evinced by the words of another lawyer who was interviewed.

Although previously, **Art. 18 of Legislative Decree No. 286/1998** (Single Text on Immigration), and **Art. 13 of Law No. 228/2003** (Regulations Against Human Trafficking) had helped to bring the problem out in the open and to start combating trafficking, the new laws (Bossi-Fini Law No. 189/2002, “Security Package” Legislative Decree No. 92/2008 and Law No. 94/2009) would appear to act against victims of exploitation and jeopardize the fight against trafficking that had been so hard won in the past:

*“[When] the Single Text on Immigration was issued [Editor’s Note: Legislative Decree No. 286/1998], the famous Article 18 gave and still gives victims of trafficking a chance to break out of the cycle of violence and begin a process of social - i.e. legal - protection, when women decide to report their exploiters [...], but I wouldn’t be so sure [about the current] raft of legislation. It is a body of legislation largely founded on tougher penalties. Not on prevention, it’s not a case of troops of policemen! Political decisions are schizophrenic because on one hand note is still being taken of the importance of the phenomenon, and therefore the importance of having a government committed to combating it, but on the other hand, the legislative approach is still schizophrenic. For example, our experience tells us to think of client utility. But here we have a government that wants to legislate on the punishability of clients. Clients are useful though, because they help the girls to escape. Most of the calls to the hotline are made by the clients. [...] Then there’s another contradiction in Italy. Prostitution is not a crime. Induction, pimping and trafficking are all crimes under the new legislation. Therefore why do we need to bring in new legislation other than restyling? Clearly one wants to change laws on prostitution, it’s the first step towards reopening the brothels. Because girls who are forced to prostitute themselves will be forced into the brothels, after which they will find it increasingly difficult to avoid the clutches of lowlife organizations.*

In particular, several interviewees specializing in legal matters emphasized the worsening of the situation in the wake of the recent approval of Law No. 94 of 15 July 2009 (legislation on public safety), which introduced the **crime of “clandestinity” (being illegal migrants)**:

*“The other serious factor is the introduction of the crime of clandestinity. Because if that’s the situation, then what can these girls who are forced into prostitution do to avoid being had up as well? I think it’s a legislation built on image that will cause increasing harm to girls forced to go into prostitution.”*

*“Lots of non-EU women used to come to the centre. Now with all these security questions and this absurd law, they’ll stop coming.”*

*“Each individual case needs to be examined on its own merits. They are often indicators of a phenomenon that is proving hard to emerge. Men and women from Nigeria, Brazil, Poland, Morocco, Senegal, Ghana, Albania, Tunisia, China, Romania, and the Eastern European countries tell stories about trafficking diversifying and ramifying year after year. As enforcement and social protection measures gain power, forms of trafficking and exploitation mutate into a twisted mix of territorial characteristics, migrant needs and the interests of local and transnational lowlife”.*

Despite the difficulties that have emerged with the recent legislative changes, especially in the matter of immigration, it is worth remembering the huge opportunities that have opened out to date thanks to the previously cited Art. 18 of Legislative Decree No. 286/1998 and Art. 13 of Law No. 228/2003, which have led to the funding of reception, consultation and employment initiation programmes, also in Apulia<sup>52</sup>. Specifically, Art. 18 of Legislative Decree No. 286/1998 provides for the issue of 6 month/1 year residence permits for foreign victims of violence or serious exploitation, to enable them to access welfare services or for study purposes; however, Art. 13 of Law No. 228/2003 also provides for the setting up of a special help programme for (Italian or foreign) victims of crimes provided for under Art. 600 (*enslavement*) and Art. 601 (*trafficking and slave trade*) of the Penal Code.

**Regional legislation** was viewed in a positive light by most of the interviewees, because it had been attempting to tackle the issue of violence against women for some time, and at an earlier stage than the other regions (Regional Law No. 17/2003). The legislation also provides for a three-year programme of measures to combat violence against women, the latest version of which (2009-2011), defined at regional level as *“A complex action plan that will flesh out the regional legislative framework currently dealing with prevention interventions and law enforcement services to combat violence against women”* has been approved.

*“The regional legislative framework is in the vanguard, it’s way ahead of the other regions. A privileged situation, therefore.”*

*“We fought for the Area Plan to state clearly that every province should have a refuge.”*

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<sup>52</sup> See the Libera, Roxana and Aquilone Projects

Although regional legislation is innovatory, most of the interviews showed that tenders for service management reflected little of the actual situation within the territory, as will be discussed in greater detail below.

### 3.5 Services offered

First of all the **specific nature of services** for women victims of violence, as distinct from other services, should be flagged up, prior to any discussion of the various types of service available in the Apulian region that the interviewees may belong to. Some of those interviewed did in fact say that it is impossible to consider them by the same standards as any other social service, because not only are a good grounding in social services and psychology called for, a powerful gender culture is also needed:

*“The Anti-Violence Centres themselves came into being in the wake of female associationist experiences in civil society and the feminist movements. In the Apulian region, the centres came about after reflection, awareness and intervention efforts set up by association of advisory centres to promote sexual awareness, to teach methods of birth control and for sexual freedom in general.”*

*“They need to come up with a female-centred intervention model and method, focused on the person themselves and particularly on a respect for the wishes and freedom of women, in a region in which the presence of large reception centres and temporary detention centres have led to the supremacy of a **reception methodology that acts on emergencies, is collective-oriented, focuses just on giving shelter and t fails to differentiate between genders.**”*

A second issue that several of the women interviewed mentioned was the need for a **distinction between services** aimed at women victims of violence and services aimed at women victims of trafficking, because of their very different needs, experiences and backgrounds:

*“Putting women victims of violence and women victims of trafficking together is a mistake, their needs are quite different and the operators need different training, there should be different sort of services on offer [...] continuing to lump victims of trafficking and victims of domestic violence together is a [...] mess: even the women who are sent to refuges want to know if there are prostitutes there because that is not what they themselves are [...] Victims of trafficking do not have children with them! And therefore promiscuity is not acceptable; the children would want to know who they are [...] That’s why the refuges for each of the target groups are completely separate. There is no mixing. The psychological*

*problems are different. Women who are forced to go into prostitution are going through a completely different sort of crisis.”*

*“Most Anti-Violence Centres do not deal with trafficking. Because the legal ramifications are much more complicated. If we could try and tackle the problem in a more secure situation (because Mafia groups are also involved) we would do so. There needs to be greater focus on this.”*

Despite the necessary distinction between the two types of client and therefore between the types of service on offer, this does not mean that the internal structure of the same association cannot deal with both phenomena, when the resources and the skills to do so are in place, as is the case in one of the associations working in the region. Although there has been little interaction over the last fifteen years, until quite recently, there has been a parallel growth of Anti-Violence Centres largely aimed at women victims of domestic violence or sexual violence outside the home (but not victims of trafficking) and refuges dedicated especially to victims of trafficking (but not victims of domestic or sexual violence).

Generally speaking, therefore, **territorial service coverage** is still **inadequate**, according to many of the interviewees:

*“It’s slowly getting off the ground. For the last few years all there’s been is the Anti-Violence Centre in Bari, with one refuge for all. At San Severo there’s the Arianna cooperative, which doesn’t have a proper refuge but manages to find safe places for women to stay. In the municipal library in Lecce there’s been a telephone service funded by the municipality for several years, manned by volunteers who help the women, a lawyer and social worker. But no proper set up. . [...] The Region is funding help desks at Andria, but there are still no refuges.”*

Opinions differed, but all those interviewed were agreed on the need – set down in regional legislation but as yet not implemented – for at least one refuge in each province, in order to guarantee access by women in difficulty who would otherwise probably not make the effort if they had to travel a long way to access the service.

*“We think there should be at least one house in each province, with 10-12 beds. It is absurd to make women victims of violence in need of safe housing travel from one province to another, because they want to get away from their situation [...] Refuges won’t work if they have to get from one province to another. The same goes for Anti-Violence Centres: how can you tell a woman who has managed to get out of the house on the pretext of doing some shopping in order to come and talk to us that she needs to make a one-hour train journey? It’s unthinkable. Logistics are clearly a problem for the services”.*

*“Then we had a woman come to us who needed to escape and we went to check out*



*the availability of accommodation, only to discover that the nearest centre turned out to be in Bari and even then they told us that that particular shelter was for the exclusive use of women living in Bari. The “Libera” Project (in Lecce) really did fill a **territorial gap**” [Ines Rielli]*

It should be emphasized that the “territorial gap” has not been filled in most cases: in the province of Foggia, for example, there is not even one Anti-Violence Centre, whereas there are no residential facilities in the provinces of Barletta-Andria-Trani and Brindisi.

Before embarking on a description of the features of the services, it would be wise to home in on the definitions of Anti-Violence Centres and refuges, based on what the interviewees had to say. Anti-Violence Centres are “known [not as generic associations but as] places for women with women” which generally provide a telephone help service, support in accessing external services, psychological counselling (and often help). Some Anti-Violence Centres also organize group activities, training activities and help with finding housing.

Refuges provide short/medium/long-term accommodation, according to type<sup>53</sup> and socio-health assistance. Thanks to funding made available through Art. 18 of Legislative Decree No. 286/1998 and Art. 13 of Law No. 228/2003, to which many of the associations who run refuges have access, they also offer courses in language and European culture, legal assistance and specific employment integration pathways. The best structured projects, which make full use of the funds provided for under Art. 18 and Art. 13 are the Libera Project in the province of Lecce, the Roxana Project in the province of Foggia (Art. 18) and the Aquilone Project, also in the province of Foggia (Art. 13).

*“The Roxana Project (Art. 18) has been up and running since 2000 and has received funding for the whole of 2010. It was set up in tandem with the Aquilone Project (Art. 13). There is a mixture of funding (because there is a provision under Art. 13 relating to sexual exploitation and, in any case, a mixture of different phenomena) and therefore the relevant Ministry has allowed us to put the resources for both projects into the same basket.”*

There are other types of services available in Apulia as well as the Anti-Violence Centres and refuges, (hotlines, mobile units, assistance and social integration programmes) that have sprung up as a result of spontaneous initiatives by some of the associations involved in running the Anti-Violence Centres and the refuges.

A case in point is the Giraffa Association, which set up a hotline for women victims of trafficking and now runs the national anti-trafficking hotline:

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<sup>53</sup> In this regard, the vagueness of the definitions and number of different appellations used by the interviewees should be flagged up. These include “safe house”, “refuge”, “immediate accommodation”, “secondary accommodation”, “intermediate accommodation”, “self-contained flats”, “semi self-contained flats”, making it difficult to come up with a definition and classification of residential services.

*"In those days the girls mostly came from Eastern Europe [...] we managed to get the Albanian Telenorba broadcaster to air an Albanian language spot in which we warned girls not to be taken in by so-called fiancés who said they were taking them off to Italy to follow love's young dream, because once there they would be forced into prostitution. We were aware of the importance of providing a hotline along with the spot and we realized just what the extent of the problem was. There were masses of phone calls from parents whose news of their daughters had dried up [...] The experiment was seen as an important one, and this led to the national anti-trafficking hotline being set up by the Equal Opportunities Department in 2000. [...] We then shut down the hotline funded by money from Europe and we were assigned the management of the regional branch of the national anti-trafficking hotline through an agreement with the Apulian Region, because we had the know-how."*

Another type of service spontaneously promoted by the association, which involved various local actors, was free legal aid for women victims of violence:

*"We agreed a protocol with the Equal Opportunities Bar Commission as part of the 1522 hotline service, because in women victims of violence and economic violence often go together, our experience has taught us about the economic facet. They can be blackmailed, they have no money to go to a lawyer, they have no money to do anything. So we set up a training course... this protocol was born of a need to provide legal aid to women victims of violence. Asking for free legal aid."*

It is again worth bearing in mind the fact that the funding deriving from the application of Art. 18 of Legislative Decree No. 286/1998 and Art. 13 of Law No. 228/2003 has, in some cases, such as the Libera Project and the Roxana Project, enabled complex, integrated interventions to be set up, that focus on the experiments that came about spontaneously through the association.

As part of the Libera Project, for example, several associations network and offer various reception services (from escape to a flat for those in a semi-autonomous position), a telephone line and two mobile units patrolling both the main and the country roads.

As well as the services run by the various associations on the Apulian territory, there has been a rise in the number traditional public services such as advisory centres, counselling centres and walk-in clinics, that have begun to act as antennae for the phenomenon and which intervene wherever possible or point women victims of violence in the direction of specific services:

*"[In the advisory centres] we find out about situations of violence and the maltreatment of women. [...] Where there's a need for specialist intervention such as a gynaecologist, if there's a psychological problem or a problem with the family set up of a woman who has been raped, we can swing into action with a joint psychologist-social worker intervention. And we would then make contact with facilities that might be able to accommodate the woman, if*

*necessary, if she needs to get away [...] There is no structured network with the refuges; we just try to find them when we need to. Nothing has been set up at provincial level [...] I do think there's a need to set up a network, however. Let's say that the problem is relatively marginal as far as our service goes. However, I do believe that if a network were to be set up we would be able to do more about uncovering tricky situations of this kind."*

Regional legislation also provides for help desks for women victims of violence, but these have yet to be set up.

In response to the complex nature of the cases and as provided for under the 2004 Guidelines on Abuse and Maltreatment, **multidisciplinary teams** have been set up within the Anti-Violence Centres and refuges, generally made up of **social workers, psychologists, educators** and sometimes **lawyers**.

Most of those interviewed said that it was difficult to keep this many-sided team going because of continuous cuts in resources, which impinge on educators in particular, whom most of the interviewees regarded as being of major value. Furthermore the vocational nature of staff dealing with this target group is key, but is sometimes not given due consideration

*"[The educator] is a good go-between in mother-child communication, but must tread warily if the victim of violence has children. They can suddenly rebel and there is a need for a conduit: sometimes the children take the abuser's part, because they have taken in and identified with the stronger figure. Or else they want to stay with their mother, but still have to cope with leaving their own environment to stay in a refuge. We therefore really need educators, because they are the most suitable people for the job."*

*"Some public tenders stipulate a titular lawyer, a titular psychologist, a titular social worker, OK that's fine, it's not that we don't have qualified staff, but here it's not just a question of having a degree but also specific training that takes years and not all graduates are up for it. You can get graduates with first class honours who want to help, but they can't because they're not that way inclined. They need to be motivated, with a powerful gender culture behind them. Because unfortunately women have been brought up to be enemies over the centuries."*

*"Operators need an awareness and a cultural background attuned to gender and, wherever possible, free from cultural stereotypes. They need to have developed self-reflective practices and to be able to go over and over the relationship, gauging its power. Sometimes I've seen operators working with the best will in the world but who are totally incapable of relating to people, so that women refuse to talk to them. For example, many women refuse psychological support, on the basis of 'when I talk to you I feel like a patient'".*

*“There’s a danger of losing the specialization because the operators just aren’t there. What is the point of asking for graduate social workers and not educators? When there are distinct professional figures. Social workers are in touch with institutions who are required to help in order to receive State aid, workplace insertion etc. is more of a bureaucratic-administrative issue for educators.”*

The “older” and more well-established associations have more complicated structures, which also include a supervisor for the entire team:

*“We pay the supervisor too. Because obviously when you’re dealing with so many psychological problems we need it too, otherwise we’d explode. There are monthly team case meetings with a psychiatrist acting as supervisor. Or meetings dealing with our work as a team. On work-related problems: as ours is all team work... there can be situations where the lawyer criticizes the psychologist or vice versa. These things happen. These things can be sorted out with outside mediation, in supervision.”*

Training opportunities for operators of services dedicated to women victims of violence are fairly few and far between, because of a lack of funds, but they tend to be very specific, such as the 18-month course run as part of the Libera Project, entitled “Organization and management of reception centres and refuges through female-based reception methods.” The need for a multidisciplinary team is perhaps better understood in the context of a description of the path women need to take to overcome their situation as victims of various kinds of violence within the dedicated services.

### *The process*

Women’s **access to the services** can take different paths: the most usual seems to be the free national 1522 hotline, which serves both women victims of violence in general and victims of trafficking, who are then referred on to other services (and another dedicated hotline):

*“Specialized operators man the 1522 hotline, they hear the first cry for help, after which women can go to the association and tell their stories, they may need legal support. Then the women are guided along a path to help them escape violence.”*

Sometimes access is made after women have been to hospitals or advisory centres for other health problems and the issue violence issue comes out then. In other cases it is still not the women who sound the alarm, but the neighbours, however no one can become involved until the victim has explicitly requested it and has given her details.

*“Sometimes they might be discussing depression, for example, or something else and the fact that there are situations of violence at home will come out, but not many women [come in] off their own bat, apart from when they are actually being beaten and then they have no option but to go to Casualty and then the problem comes out”.*

*“It is usually the neighbours who flag it up, seldom teachers. They hardly ever give*

*names. They come and ask for general advice on how to behave should violence erupt. Or else they ask to go on a course. We need names to be able to become involved because how can we help if we don't have names?"*

Access to services is naturally more difficult for victims of trafficking and usually comes about via the anti-trafficking hotline or the Police, who take the women straight to the services, willingly or not. In the most serious cases, access to sheltered residential services also happens via refuges in various parts of the Apulian region, for safety reasons, in collaboration with the associations. Requests for help are seldom accompanied by the perpetrator being turned in and seldom occur at an early stage, as one of our interviewees says:

*"In our experience of women victims of trafficking, the point of departure comprised by the denunciation should be regarded as point of arrival. It is a sort of natural evolution within the relationship of trust that is built up with the operators [...] it is a step, not even a very late one, along the individual's path to an awareness of self and relationships."*

Once women victims have got over the hurdle of asking for help, which requires a particular approach and sensitivity on the part of the telephone operators and other professional figures working in the socio-health services, the Anti-Violence Centres and refuges or other services, depending on the case in question, can **take charge**. The associations try to achieve access to services as quickly as possible, naturally after having ascertained whether or not the situation calls for any other sorts of intervention:

*"There is no waiting list. We do not take them on unless they come under our remit, such as people who clearly need psychiatric help, for example. We try not to become involved. We refer them to other agencies. Also because the person concerned should not get up hopes that we cannot deal with."*

The **length of the process** for each woman varies according to the service and the case: *"[For] women who come to the Anti-Violence Centre [the process] usually takes a year or so. Then it can take another three years before she decides to leave, but often they are used to violence and don't manage to escape. Therefore often it is a case of helping them to get out and that is difficult to gauge. It rarely takes less than a year. They can be supported even if they decide not to turn the perpetrators in [...] Clearly if we see that they are mature enough to deal with the situation, we tell them it's time to go to court. But you can't make them report the crime if the guilty party then brings them a handful of flowers and makes them a promise or two and the complaint gets dropped. That only makes it worse, in fact, because the next time they get beaten up they don't have the courage to come back here."*

*"It is important that support is continuous and that there is consistent networking in order to avoid fragmenting the process. When taking on the sort of fragility that women victims of violence are experiencing, there's a danger that the situation could be exacerbated by sporadic and fragmented support. This is why the centre tries to operate according to formal protocols and agreements and not with regional services, and especially with the local health centres (for counselling and psychological or drug treatment, for specialist services and tests), with the forces of law and order and with the courts."*

With regard to the refuge process for women victims of trafficking, aside from assessing each individual case, the timeline of support offered is also determined by the availability of funds provided for under law:

*“For example, the reception process can start “as per Art. 13” with cover ensured for three months and then from the fourth month it will continue “as per Art. 18” and may even last for several years. On average it’s never less than 5 months. You go from support for 1 month to reception processes that may last several years in the most serious cases, when there are relational or dependency problems. In particular the Project aims to give these women employment stability and a small salary, and until these have been achieved, they usually continue to be supported.”*

Many of the interviews showed that the length of time the recovery process requires - from the trauma of violence and the achievement of independence - is hard to quantify a priori and that in any case, availability and supervision need to be constant. The aspect of achieving **financial independence**, which the Anti-Violence Centres promote during the latter stages of support, albeit with great difficulty, is particularly critical. In particular, education is hardly ever resumed so the women almost never specialize in anything:

*“They should go to evening classes: they work in the mornings to earn a crust, spend the afternoons with their kids and then who takes care of them in the evenings? If you only knew how often I’ve wished it could happen...if they go to secondary school they have to do it from start to finish, there are no easy ways. We have spoken to various secondary schools, but there’s nothing they can do, they can’t turn a blind eye to absence. But you can’t build a course on things like this. The poorer you are, the more you get beaten down. We asked for Technical Assistance Operator (OTA) training courses, but you have to have completed the first three years of secondary school. So they almost all end up working illegally. The need the money. If you’re employed you can earn 5 euros. If you work illegally you might get seven and a half. With a couple of kids to feed.”*

### 3.6 Communication

One extremely important aspect of trying to combat violence against women and encouraging access to services consists of communication. Some associations have invested in this field as a priority, especially as their activities were being set up:

*“Before, when we had more money, we managed to give out leaflets, pamphlets and posters to the various public amenities, but now that we’ve got less money, we would obviously rather spend it on helping women. Given that you never know what the results of money spent on advertising will be.”*

Thus, although information campaigns are needed to publicize services, they can also be a double-edged sword.

If on one hand:

*“Very little is known about our centres, and this is no good for the women who come to us, or indeed for the women who are still keeping quiet.”*

On the other:

*“[...] When I was dealing with these matters on a “private” level, there were more women. Since we have had the association, our offices are in the public domain, we have had more outside clients, from further away. Because those from round here are worried that they will be seen to have problems if they come along, and nobody must know.”*

With regard to trafficking, promotional activities for the anti-trafficking hotline and the presence of operators from the Lecce Anti-Violence Centre (Libera Project) within the Lecce Detention Centre, providing women with information and trying to point them in the direction of the services, should be flagged up. The Libera Project awareness- raising activities are not simply geared to women victims of violence, but also to operators in the forces of law and order, the judiciary and social services, with two specific aims in mind: *“to consolidate and broaden cooperation”* and *“to get to grips with the phenomenon, sensitize the regions, disseminate results and practices”*

The first objective is being dealt with through occasional meetings involving all 26 project partners, and the second has involved the creation of a specific library, a database on the overall experience of the CPT help desk, a detailed account of all the information and awareness-building efforts and speedy reception and accommodation operations, using tools such as the *“log book”* and *“biographical account”*<sup>54</sup>. Training and information events are also organized.

### 3.7 The network

As all the interviews showed, the issue of violence against women is of itself a complex and delicate one, requiring an integrated approach not just within each individual Anti-Violence Centre, refuge, advisory centre or help desk, but also at community level between the various services, institutions, schools, forces of law and order etc.

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<sup>54</sup> By “log book” we mean the notes written by operators over a period of time, detailing the progress of activities and user group characteristics. The term “biographical account” indicates a collection of the life stories of some of the client group.

In this regard, the presence of a **regional coordination network of associations running the Anti-Violence Centres and the refuges**, set up in 2006, very active at both local and national level, is of particular interest:

*“A regional coordinating network of associations running the Anti-Violence Centres and the refuges has been set up in Apulia, with its own memorandum of association and charter [...] One of the things that led to the coordination network being set up was the need for a solid service presence, a need to provide better facilities within the territory and try to obtain funding more attuned to the nature of the service.”*

*“And then when you go into institutions you notice a few things that aren’t right and various shortcomings that then rebound on the social services. That made me contact the other bodies working in the Apulian region, also for the purposes of research. I decided to get in touch with them and see who responded to an invitation to meet and discuss the problems and plan for the future with a series of joint projects. So in February almost three and a half years ago we held a study day and discussed various problems common to us all. Then we thought of doing something not just to get our own work recognized, but also for recognition of the fact that a new service had been born, a coordination effort that was reaching out to the institutions, with our political leaders so that we could operate better within the territory [...] The regional association is registered on the regional roll, it has been recognized, we have our charter [...] We provide on-going internal training. We are not just highly motivated women, we also share common internal and external methods, we are well-informed, we have been working in the centres for many years.”*

*“The national Anti-Violence Centre network has set up training and discussion meetings to spread awareness of the services and their diffusion at territorial level. Some of the Apulian associations have taken part in training meetings in Rome and Bologna, set up by the long-established associations.”*

Cross-association integration thus appears to be good, albeit not simple, while the relationship between **the associations (or the coordination) and the institutions** - between which there is often a lack of adequate communication - is a very different matter. On one hand, there is a widespread idea among the public authorities that, yes, the Anti-Violence Centres are efficient, but they treat the issue of violence as if it were their own exclusive prerogative, without really leaving room for the social services, and on the other the people responsible for running the Anti-Violence Centres and refuges who were interviewed were largely dissatisfied with the attitude of the public authorities, which did not appear to give the issue with the attention it deserved or to valorize their efforts:

*“Even the people who run the Anti-Violence Centre run it as if it were their own and not part of the system. One example: the local Anti-Violence Centre was run by an association*



*and the social services could have worked with them, but they couldn't gain a foothold and therefore the municipality had no idea of the situation or the client group: without any real communication on what was involved, how can the services be expected to do their bit? The association was hiding, mistakenly in my opinion, behind the privacy screen; so they didn't collaborate. In my opinion this collaboration between the institution and whoever is running the centre is absolutely crucial."*

*"There is, in fact, a need for the services dedicated to women victims of violence to be seen as specific services that call for adequate resources and, especially, that they are run by specific people who are responsible for providing a service to a particular type of end user. These services therefore cannot simply be viewed in terms of allocations of responsibility and funding and their management put out to tender, unlike other territorial welfare services. The coordination therefore relies on a networking system to communicate these particular "powerful intervention" aspects that cannot simply be left up to the normal service market system. [...] At administrative level, the nature of Anti-Violence Centres has yet to be fully comprehended. They are treated by the same standards as the other help desks in the region. It is exactly because of the specific nature of the problem that staffing levels should be increased and with them, therefore, the available resources."*

*"As far as the social services go, we invite them to all our initiatives, [...] to open up a dialogue. They never come. This is bad because there's no opportunity to come together and tackle the problem on a wider scale."*

This lack of integration and communication is also reflected in the **tenders for service management**, which are often judged by the criteria that inform them, which are inadequate and far removed both from the women's needs and from the skills and abilities of the Anti-Violence Centres and the refugees.

*"If the region or the ministry puts out tenders for Anti-Violence Centres but does not allow the non-profit organizations (onlus) to take part [...] I can tell you now that at regional and national level we have written letters to the institutions in which we have explained certain things and protested loudly about being excluded a priori, without our having even been consulted or invited to discuss the matter [...] The whole thing's absurd. It's nothing to do with us. And not just that. We are coming unstuck. They know there's a regional association but they don't consult us? They ignore us completely. It's not a question of conflict; the administrations are our channels of choice. Given the effort they put in they should be properly acknowledged, genuinely and with the right intentions. If there is any animosity it is because we love our work and are interested in our clients, otherwise we'd be indifferent."*

*"But the tenders haven't lowered their standards! You need to have done three years of*

*secondary school even to be able to work as a cleaner, and our clients often don't even have that, their cultural levels are low [...] now the Apulian region has come up with a 150,000 euro tender for setting up a cooperative... but even there what do the actual women do? They're good at cooking and and therefore we thought of a bakery coop, but many of them haven't even got three years' secondary education. Who'll be their accountant? Who could possibly act as legal representative or financial head?"*

*"We are always trying to find a bit of funding for setting up projects. Increasingly these projects involve companies and social cooperatives. We do not do companies. Some centres are having to make changes in order to survive. I don't agree [...] With tenders for work on social sector violence, no [it doesn't work]. I always check out the tender, and, as always, we don't get a look in. Because there's no way we can give a bank guarantee, we are not a company."*

The subject of integration between institutions and associations is a key issue in current debate, as stressed in the last Three-Year Programme.

Collaboration between the associations and **schools** is also a complex issue. Schools are often ill-prepared for tackling the issue of violence against women. Given the importance of schools, some associations have actually set up a Schools Project geared to raising awareness of the issue among pupils, teachers and parents:

*"We have our Schools Project and so when we are called in, we try to get it together. We provide a course for children and their parents. 150 hours on the culture of gender differences."*

*"With the Schools Project we were concentrating on raising awareness and training at schools of all different levels in the city of Bari, working with the students as well as with the teachers and parents, because it's important to work on relationships at all levels and follow up that cultural change throughout society and not just with individual targets."*

The **forces of law and order** are another major actor in combating violence against women. They collaborate more or less assiduously with the associations, depending on context. As seen in some of the interviews, however, they have no specific training to enable them to deal effectively with these sorts of issues

*"[We work as a network] largely with the police. They have a special unit. They are doing very good work in Bari and Taranto. It was set up many years ago. Even they are woefully undermanned. The problem is that the specialist arm is only in the police headquarters in both cities. Obviously that leaves the towns and villages... so very often... it's an uphill struggle. If I dial the Bari 113 emergency number there are problems. Meanwhile*

*the woman is being beaten about the head with a hammer and, I'm still waiting for a response, but then they start asking how old the woman is, where she is etc., but she's already dying! Or else they say that the Carabinieri are on duty. The people who man the 113 service don't even know what the Anti-Violence Centre is. They're not the special unit. It consists of a female commissioner and two or three other people. Full stop. Therefore even when I have to go to individual police stations, they're not used to dealing with women victims of violence and they don't have the patience for it. For example they say "bring a case".*

In order to consolidate and promote cooperation between magistrates, the forces of law and order, and public and private welfare organizations for the victims of trafficking and exploitation, the Libera Project has launched two European projects in collaboration with various partners: ENaT (European Network against Trafficking) and C.A.I.A. (Italo-Albanian Anti-Violence Centre):

*"The ENaT Project [and the ENaT 2 Project] is aimed at creating a European Cooperation Network for women and child victims of trafficking and sexual exploitation [...] The project is geared to developing and creating networks and partnerships between the 5 member states (Italy, Spain, France, Slovenia and Romania), one candidate country (Croatia) and one non-member country (Albania) for the identification of best practices [relating to identifying, assisting and protecting victims of trafficking] and for drawing up and ratifying local cooperation protocols and protocols between the network members.[...] The end-users are 500 magistrates, the forces of law and order, public and private victim welfare services, researchers, public officials, etc."*

*"C.A.I.A – The Italo-Albanian Anti-Violence Centr - is a venture set up to bring existing public and private anti-trafficking reception centres into line [...] and to underpin projects targeting the facilities and users of reception centres which have taken an active part in the national anti-trafficking programme in the Apulian region over the last three years [...] the refurbishment and organization of a counselling centre in Lecce [...] further developing existing facilities in Valona and Tirana."*

A collaboration was recently activated by an association that deals with the fight against trafficking with the **Bar Association**, with a view to training interested members and promoting legal aid for women victims of violence.

One of the interviewees also emphasized the importance of collaborating with the Cultural Section of the Regional Government, especially in regard to communication and awareness-raising:

*"We often work with the Region's Cultural Section. Almost every year. Cultural projects*

*for approaching women and getting them to talk about themselves and how to tackle their problems. And the Region is helping us. It works really well. It gives us headroom. [...] We manage to have extremely broad and very constructive debate with the Cultural Section.”*

### **3.8 Strengths and weaknesses of programmes and regional services**

All those interviewed agreed that the territorial system of support services for women victims of violence is a valid one, thanks to the experience and competence of its operators, but that the lack of financial resources and the difficulty in getting the public authorities to give due consideration to the issue create a great many problems, which then have negative repercussions on the quality of services:

*“Its weak point is the lack of financial resources for the reasons I mentioned earlier. Its strong point: we now have some extremely good operators working in the territory.”*

*“[The strong point] of the territorial intervention is just a powerful network of women. We help each other, but spontaneously and without payment. When the right person picks up the signal. It’s human.”*

*“[The strong points of the Libera Project are] implementing a reception and social inclusion policy, [...] combating criminal organizations of various nationalities, [...] making sure that clandestinity does not turn into criminality and detention, with the relative costs being borne by the community, [...] coming up with a solution to the problems inherent in the immigration phenomenon in a geographically strategic territory – Apulia and Salento – for human trafficking [...], filling a territorial gap, [...] integration with EU programmes; [the weak points are]: the yearly tenders system, [...] the endless cuts in funding [...], setting project time limits of one year [...], the lack of set national system activities [...], the procedural aspect [...] over-lengthy timeframes.”*

*“Once you start cutting costs and time, it’s obvious that people may not wish to continue to work on a project. When they find something more secure they take off, if the service has only been allocated for one year. We are talking about 16 euros an hour for a psychologist here: of course they do other work.”*

*“This is the critical point, the most mind-blowing thing about the 1522 hotline project. All the girls who man it do it for nothing. Nobody’s donated a single euro. This makes for further stress. There is no funding at national level. So I tried to get funding from the Province. I’d embarked on some work that promised well and now I’ve got to start again from scratch because the Governing Council has changed and therefore we need to start building up*

*relationships all over again. It's stressful and that needs to be emphasized. It's stressful because although the voluntary side of things is still working, at some point the girls need to start earning money. And once they've been trained and have got the necessary experience to do this kind of work, they eventually take the bait and leave! One of our operators was really good but now she's gone to work somewhere else because they pay her. There is no regional funding for violence."*

*"Uncovered areas and a tendency towards saving. For example the Bari Anti-Violence Centre had many more figures such as educators and social workers until 6-7 years ago, and needed a certain level of funding. Now, for example, the figure of the educator doesn't feature on the Municipality of Bari's latest calls for tender. [...]. Now, in the latest tender, resources have been cut from 110.000 to 72,000 for a centre open 24 hours a day. They have bolstered other welfare structures which do not in fact manage to specialize in violence. There's no such thing as being able to up with specialized operators at the drop of a hat. They need to be trained first. Advisory centres and fast response units are expected to recognize violence and act as filters, just like that."*

*"The weak point is the inability on the part of the administrators to recognize the client characteristics. The will is good, the ideas are good, but they are not put into action."*

### **3.9 Projection of the future**

In considering the strong and weak points of the current territorial system, the interviewees also pointed out various shortcomings. In particular there was emphasis on the need to draw up a more complete picture of the phenomenon and the services, through reliable **data collection** and disseminating information through the networks.

To this end, for example, a trial collaboration between an Anti-Violence Centre and the University has been set up:

*"With regard to the internal side of gathering and codifying client information, over the last few years the centre has drawn up a score card with the help of the University Demographic Institute. The record format, which is currently being updated, should be used right across the coordination group, so that data becomes comparable and a joint approach can be taken to planning and training."*

The need to define **standards** for service provision together with **quality markers** for systematic assessment of the services to be made was also emphasized. The coordination group is working hard on this and has put forward various concrete suggestions:

*"Simplifying networking is important and laborious. The associations can't be left out on*

*a limb; there can't just be a blank mandate. The Region needs to start taking a good look at what is going on: in regard to projects for funding, the Region needs to start operating a control mechanism. We give ourselves markers... they also give us pointers to determine how to reformulate our activities for the better. If markers are provided, that means that in the end assessments have to be made in order to find out whether the markers need to be altered, i.e. adapted to suit emergency situations. I think it's absolutely crucial. Once activities are on-going they become a necessary factor."*

*"[The associations belonging to the coordination group have] already sent suggested quality markers to the Region. Those of our centres under the control of the regional association have rules that appear to us to be common. And our experience goes back many years as does our motivation. That is the springboard for quality markers."*

Consideration of markers for assessing the quality of services for women victims of violence will benefit from the experience of a very small number of associations who have already started monitoring and assessing "the quantitative and qualitative anticipated outcomes" off their own bats."<sup>55</sup>

The criticism levied by many associations at the Public Authority approach described above is not sterile, however: it is accompanied by several specific requests from the associations, mainly in regard to the **guarantee of continuity** of the intervention.

*"The ideal situation for an Anti-Violence Centre would be somewhere that belonged to the Municipality, because obviously if it was up to the association running the service to provide office premises, the location could change each year! [...]. For continuity's sake, moreover, the tenders should be for much longer than one year. Because the women's progress takes much longer. You are dealing with different people in a different place, with a different telephone number. Past clients are out wandering about and the new clients are dealing with people with no experience etc. At least 3-4 years, but an annual basis is crazy."*

Finally, there were suggestions for services other than those already in existence, such as the interesting proposition from one of the interviewees of promoting mutual help among women:

*"One interesting concept is mutual help, not just among women who are living with this problem but among women who are living with this problem and women who are not. It would really work. This is my idea and I would like to pursue this line, an agora for mutual help."*

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<sup>55</sup> Number of contacts, no. of people with whom individual meetings were held, no. of interviews, no. of rapid response interventions, no. of cases taken up, no. of abandonments, no. of residence permits obtained, no. of health facility accompaniments, no. of regularizations, no. of people involved in cooperation network, no. of information material disseminated, no. of awareness-raising and diffusion of practices events.

## CHAPTER 5

### MAPPING SERVICES IN BELGIUM

#### 1. Introduction

The aim of mapping residential and non-residential services available on the ground is to compare the actions and strategies implemented in the three regions, namely residential/non-residential services and advice given to female victims of domestic violence by public healthcare services as well as the voluntary sector amongst others (in the specific context of Wallonia's competencies regarding violence against women).

In order to attain these objectives, several markers were proposed by the projects's partners: qualitative interviews with "expert witnesses", and mapping and gathering information on services helping female victims of domestic violence. In the end, each partner collected data on existing services and witness statements regarding their organisation.

The Cap-Sciences Humaines team took the following methodological approach:

- Informal contact with "expert witnesses" from the different provinces of Wallonia in order to map support services for female victims of domestic violence in the region, based on existing work documents;
- Qualitative interviews with various expert witnesses (cf. *infra*) based on a questionnaire put together in collaboration with project partners;
- Mapping services available in the region based on the document drawn up in collaboration with project partners;
- Online questionnaire for all services, based on Synergia's suggestion of a regional social information system;
- Data collection.

The group of expert witnesses is made up of representatives from public authorities, directors of support services, and workers "in the field" throughout the Walloon Region, whose observations were instrumental in shaping the various points based on the questionnaire (cf. *table of contents*).

### Table of contents

<b><i>Service-Institution</i></b>	<b><i>Role</i></b>	<b><i>Area</i></b>	<b><i>Description</i></b>
Operational Directorate General 5 for the Walloon Region	Director	Walloon Region	Institution in charge of policy to combat conjugal violence
Operational Directorate General 5 for the Walloon Region	Two attachés	Walloon Region	Institution in charge of policy to combat conjugal violence in the Walloon Region
Institute for the Equality of Women and Men	Attachée	Federal State	Institute in charge of policy to combat conjugal violence in the Federal State
Solidarité Femmes and abused women's reguge in La Louvière	Director	Walloon Brabant Province	Support and/or accommodation service for female victims of domestic violence
L'Eglantier non-profit organisation	Director (if Ivan Grégoire)	Walloon Brabant Province	Support and/or accommodation service for female victims of domestic violence
Liège Cooperative against domestic violence and exclusion	Director	Liège Province	Support and/or accommodation service for female victims of domestic violence
Brussels Centre for the prevention of conjugal and domestic violence	Director	Brussels-Capital Region	Support and/or accommodation service for female victims of domestic violence
Femmes Solidaires contre la violence non- profit organisation	Director	Hainaut Province	Support and/or accommodation service for female victims of domestic violence
Ca vaut pas l'coup	Coordinator	Namur Province	Support and/or accommodation service for female victims of domestic violence



## 2. Quantitative survey

The mapping of support services for the victims of intimate partner violence (**IPV**) was carried out based on the experience and expertise of key witnesses in this area and through a detailed analysis of the existing local and provincial services. The scope of a mapping including the whole Walloon region is no doubt the innovative feature of this project.

In the Walloon Region, experts from public agencies and associations have agreed on monitoring services involved at different levels in assisting IPV victims. The mapping comprises 300 services that have been asked to fill in an online questionnaire<sup>56</sup>. 91 services have participated in the survey and have thus helped establish a database on IPV in Wallonia.

It is important to draw a distinction between specific services targeting victims of IPV and “general” services, whose interventions may happen to encompass the victims of this form of abuse. It is noteworthy that only about thirty of the 300 mapped services are specifically for IPV victims. They are mainly “historical” refuges set up by women’s associations or actions implemented by many different actors (women’s associations, family planning centres, etc.).

In short, most of the services on offer for the victims are general in nature. This set of services is also taken into account by those involved in the fight against violence between partners in that they suggest training activities for them, participation in various networks, etc. Some of them also recognize the key role that women victims of violence play among the service users. Usually, most services are not specifically equipped to tackle the problem. An e-mail sent by a CPAS (PSWC-Public Social Welfare Centre) is a revealing example in this respect: “We tried to participate in your online survey, but the questions have proven to be too specific for our framework. When our team has to face a case of domestic violence, it first listens to a story of suffering, then redirects the victim to the most appropriate services that are deemed to provide a valid support.”

### *General service offer*

The offer of general services is rooted in the following contexts:

–Conjugal-Family planning and counselling centres: these are nonhospital facilities providing reception, information, education and support to individuals, couples and families, as well as promoting group activities, especially for young people, regarding their emotional, relational and sexual life. A multidisciplinary team works in the conjugal-family planning and counselling centres. It is made up of at least one doctor, a psychologist, a social worker and a lawyer. The Walloon Region numbers 68 endowed centres operating within the National Health service.

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<sup>56</sup> <http://app.formassembly.com/forms/view/114900>

– Houses of Justice: They are present in every Judicial District and have five main duties: reception of the victims, responsibilities in civil matters, mediation in criminal cases, responsibilities in criminal matters (disclosure and assistance); frontline support.

– Helpline and Victim Support Services: They are present in every police district. Their task is to receive the victims and assist them along their path.

– Mental Health Services: They receive, guide and help whoever contacts them, with examinations, diagnoses, advice, treatments and support. These services are designed to be accessible by most people. They usually operate as second line services, providing psychological aid both for the victims and for the perpetrators of IPV.

– CPAS: The Public Social Welfare Centres are public institutes whose mission is to "give everybody the possibility to lead a dignified life". They are responsible for providing social assistance for certain individuals. There is a public social welfare centre in every Belgian municipality.

#### *Specific service offer*

In order to avoid any arbitrary definition of what "specific" offer means, we have restricted the area to the specific<sup>57</sup> services that have been acknowledged by the Walloon Region. They are 15 shelter homes, social support services for citizens, and three organizations set up by several actors: *Les pôles de ressource* (Resource Centres); *Ça vaut pas l'coup*; *SOS Viol Luxembourg*. The ambition of the Walloon Regions is to set up a shelter home in every Judicial District, highly specialized in partner violence, and a social support service for all individuals, able to provide specific support for the victims of this form of violence.

Traditionally, there were six shelter homes providing refuge for women victims of violence and their children. Three of them were exclusively designed for them: *La Cosoude* in Tournai, *Solidarité Femmes et Refuge* for battered women in La Louvière, *Collectif* combatting against domestic violence and social exclusion in Liège. Other three have set up help lines and can provide accommodation around the clock: *Foyer Familial* in Charleroi, *Maison Fernand Philippe* in Wanfercée-Baulet, *Arche Alliance* in Namur. There are also other refuges helping women who are victims of abuse: *l'Accueil* in Verviers, *La Traille* in Engis, *l'Eglantier* in Braine l'Alleud, *La Maison du Pain* in Virton. Hence a total of 15 centres have been specifically acknowledged as shelters for the care of women victims of IPV.

The social support services ensure the accused, convicted, ex-offenders, victims and their relatives the right to access to social assistance. Considering the statistics and the huge number of cases of domestic violence that these services deal with, the Walloon Region has granted further staff resources to the 13 SASJ to enhance their interventions with victims.

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<sup>57</sup> In order to define a target group which could be identified as "specific" for IPV victims in the set of mapped services, Cap Sciences Humaines asbl relied on the identification criteria established by the Walloon Region in its policies against IPV.

Lastly, many initiatives are currently supported by associations hosting and assisting those involved in domestic violence: *les pôles de ressource* (developing practices of cross-sectoral cooperation to increase safety in high-risk situations); *Ça vaut pas l'coup* (providing shelter for the victims of IPV); *SOS viol Luxembourg* (giving psychological assistance to the victims of sexual abuse). The first two initiatives, which have been listed as “good practices”, have been illustrated in paragraphs 5.3.2 and 5.3.3.

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### 3. Expert witnesses

#### *3.1 Services for women victims of violence and assessment of impact*

##### *3.1.1 Evaluating the effectiveness of services available in the region*

Experts have unanimously identified the assessment of services as an “Achilles heel” in handling cases of domestic violence. Some see assessments as falling essentially to the initiative of associations, who need to find the financial means to carry these out. Others observe the opposition they come up against in their efforts to assess certain aspects. Assessment is allegedly seen as a control mechanism, an imposed obligation to provide results, whereas the obligation lies rather in the means available.

Faced with such ambivalence, public authority and association experts are calling for the concrete development of another aspect which they believe to be of fundamental importance. The only criteria currently used by the public authorities for recognition of services are quantitative and general (such as the number of people who contact the service, the number of beds available, participation in the District Platform). Some believe that more in-depth qualitative criteria are necessary to back up the requests made by these services to be recognised as “specialised” in matters of conjugal violence.

With this in mind, a number of criteria were suggested by the REV Network for the Elimination of Domestic Violence (Réseau pour l'Élimination des Violences entre partenaires)<sup>58</sup>. However, although calls for an assessment policy are unanimous, there remains the issue of who can define these criteria. As some point out, it must be remembered that these services are varied and multiple.

Finally, the majority of voluntary services do not have any formal assessment mechanisms. Some have expressed their desire to establish one, and carry out the research necessary to this end. In this context, assessment takes place internally, through various types of work meetings.

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<sup>58</sup> [www.reseauviolences.be/docs/Memorandum2009.pdf](http://www.reseauviolences.be/docs/Memorandum2009.pdf)

### 3.1.2 Legislative framework<sup>59</sup>

Most experts appreciate the legal framework, in that it constitutes recognition of the issue on behalf of lawmakers; an issue which had previously been neglected by the law. Nevertheless, although it offers important markers for the legal transposition of the issue, the legal framework remains minimal, if not purely symbolic at times, due to various difficulties in its application.

Consider the following overview :

- Only physical violence prompts a rapid reaction from the courts.
- The Law of 30 October 1998 which adds article 442b to the Criminal Code, making harassment post-separation a crime, gives few concrete legal indicators.
- The same applies to the law on divorce, according to which the option of citing an “irretrievable breakdown in the marriage following conjugal violence” results in long and arduous criminal proceedings; even if a divorce is pronounced, all the thorny issues continue.
- The Law of 28 January 2003 on granting family housing to the spouse or registered partner who has suffered physical violence in the hands of his/her partner has various flaws, identified by the Institute for the Equality of Women and Men in its assessment; other countries with this same law share the Institute’s opinion. Particular problems are posed in terms of the victim’s safety.
- The so-called “zero tolerance” Circular of 1 March 2006 (COL 4/2006) proposed a framework for intervention in cases of domestic violence with a view to avoiding cases being recorded and not followed up. It is widely believed that, while this Circular has contributed to the fight against such forms of violence, its application depends on the judiciary as well as other stakeholders involved, and what importance they place on issues of domestic violence. As a result, experts who have found themselves plunged into a varied legal *modus vivendi* have observed cases of domestic violence being handled under the framework of Circular 4 in a heterogeneous manner.

The circular therefore constitutes a tool which requires further fine-tuning before it can be successfully used without running into “undesirable effects”. It is worth evaluating the extent to which interaction with the courts (and with other stakeholders) can influence the dynamics of a violent couple.

Some stakeholders have observed examples of “good practice” at local level, which largely depend on the involvement of certain individuals. Building on this, it is important for members of the Judiciary to be trained and alerted to this issue, particularly magistrates and lawyers. Moreover, the legal framework can still at times be rooted in a “paternalistic”

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<sup>59</sup> For a detailed description of the legal framework, cf. Context analysis Walloon Region.

approach, which as we know struggles to recognize and understand conjugal and domestic violence.

### *3.1.3 Economic, structural, infrastructural and human resources granted by the institutions*

In Wallonia, the establishment of the Walloon Regional Plan to combat domestic violence (2008) testifies to political commitment to this issue. The Plan provides for: creating a coordinating body at the heart of each judicial district; boosting personnel in social services and housing associations for adults facing social problems; offering the Region's endorsement of certain associations working with victims of conjugal violence through multi-annual conventions; creating a phone hotline specifically for victims of domestic violence.

According to some workers in the voluntary sector, resources specifically allocated by the Walloon Region within the framework of the conjugal violence plan constitute a starting point, and should be subjected to an "observation round" before being evaluated. Nevertheless, some already criticize the *modus operandi* in the allocation of resources: what is meant by being "specialised in conjugal violence", given the lack of any qualitative benchmarks? Which tasks are delegated to whom?

Critics also note the extent to which the human resources allocated are based on job promotion plans which offer no long-term structural guarantees and entail a weighty administrative burden. There is also a tendency to hire mostly social workers, whereas associations are sometimes in need of graduates in law and psychology, for example, so as to offer a comprehensive response to the complex situations victims find themselves in. Furthermore, there are insufficient human resources to handle the sheer number of victims. This is described as "the fate befalling social services".

### *3.1.4 Emerging issues in the fight against domestic violence; issues requiring the most urgent attention*

Expert witnesses have identified two emerging problem areas: children exposed to scenarios of conjugal violence, and female illegal immigrants.

The director of a women's refuge stated: "The women who come to us are getting younger and younger. They often grew up in families where violence was rife, and are now reproducing the same pattern. These women were exposed to violence within the family at a very young age. These women are very fragile. Previously, women fell under a more 'typical' definition of conjugal domination. Sometimes, now, women have suffered violence in the hands of their own child!"

In this context, the issue of placing children who have witnessed or been subjected to violence in care rises to the fore, not only for the voluntary organisations involved, but above all for the judiciary, where “the perpetrator of violence belongs in one drawer; the parent, in another drawer.”

Undeniably, public authorities are not yet in a position to address this issue. Neither does the “general” child support sector seem equipped to handle issues related to “conjugal violence”. As for voluntary associations seeking to house children, they have to face an uphill administrative struggle for each case.

Another sticking point is that of illegal female immigrants, who can at times find themselves in a dramatic situation due to Belgian laws on family reunification. When a foreigner marries a legal resident in the region, there is a legal requirement of two or three years of cohabitation. What happens in the case of conjugal violence? For the moment, women who leave the marital home face expulsion. In this vein, interculturality is becoming a new emerging *background* to the battle against domestic violence.

Finally, defining the level of urgency leads us to the question of victim safety. Some victims need an urgent response because they are faced with dangerous situations. Such cases need to be handled in a concerted manner, an approach which requires working together, distributing professional competencies, and improving emergency support structures on offer.

These issues are all part of a precarious, multifaceted scenario, and it is here that experts believe the most urgent action is needed. Victims find themselves in a maze where finding accommodation, finding a job, following legal proceedings, looking after children etc overwhelmingly combine. Victim support services are faced with these multiple needs and issues affecting victims, and are not always able to respond accordingly.

### *3.2. Identifying services and programmes*

#### *3.2.1 Services offered (specifically or indirectly) to female victims of domestic violence*

In the Walloon Region, there are few facilities offering services specifically geared towards female victims of domestic violence. Most of these come from refuges, pioneering initiatives launched by women’s associations. More recently, several “hybrid” initiatives, combining heterogeneous players (such as associations and planning centres) have sought to provide support to victims of domestic violence through various modes of intervention. However, the fact remains that these specific services are unable to cover the entire territory.

Given this context, the Walloon Region's policy seeks to create new jobs<sup>60</sup> so as to involve social services, and provide a maximum of two residential facilities or shelter homes (meeting certain criteria) per district to enhance support for victims of domestic violence. Facilities benefiting from this must have a plan in place providing for aid to female victims of domestic violence. They must also help run a phoneline outside working hours, be able to provide accommodation round the clock, guarantee emergency accommodation through reserved beds, participate in the creation of a district platform, ensure continuous and targeted training for staff. Experts have observed that some residential facilities do consider the issue of conjugal violence, while others are only now taking it on board.

Various other services gravitate around victims of conjugal violence: assistance services in police zones; family planning centres; mental health centres; public social support centres; hospital social services; etc. Several experts have called for a comprehensive training policy for these services, which often have a very limited understanding of this issue. For example, mental health services offer couples mediation despite it being known that this is ineffective in cases of conjugal violence. Equally, maintenance payment services have little proximity or communication with victims.

Overall, these services are heterogeneous in their institutional identity, logic, and work culture. This heterogeneity must be taken into account when addressing the issue of working as a network.

### 3.2.2 *What is on offer, regional coverage*

Many experts believe that services offer inadequate coverage in the region. One observes that this imbalance is evident when compared to European partners, and even nationally when compared to Flanders. While the latter has implemented a territorial coverage policy, establishing "Well-being facilities", Walloon regions such as the province of Luxembourg or west Hainaut seem to be left by the wayside. Facilities seem to be concentrated in urban centres, leaving rural areas particularly neglected. Experts call for a centralised system for victims, and the creation of support facilities which can accompany them in re-building their lives. Currently, such issues seem to fall to individuals rather than clearly defined structures.

The issue of working hours runs alongside that of territorial coverage: there is a limited offer during evenings, nights and the weekend, and waiting lists for some services further weigh down what is already a complex situation.

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<sup>60</sup> One psychologist (part-time) and one social worker (full-time) for social support services; one social worker (full-time) for residential facilities.

### 3.3 Strategies and good practice criteria

#### 3.3.1 Coordination, joint strategies and service networks

Provincial Coordination, co-financed and jointly managed by the Federal State, the French Community and the Walloon Region and its Provinces, constitutes the crux of local domestic violence policy. Within the framework of combating violence, its mission is defined as follows:

*“Based on previous initiatives with existing local partners, to identify needs, to raise awareness among partners working with victims of physical and sexual violence – police, courts, mediation services, medical support services, social support services – and inform them on the issue of violence and existing remedies. To promote their collaboration, to integrate with existing coordination services, to promote awareness-raising and prevention campaigns.”*

In this context, local policy to combat domestic violence constitutes a network-based approach at provincial level, managed by provincial coordination services. According to a report, entitled “Assessing the Belgian federal state’s local equal opportunities policy”: “There are [...] significant differences at local level regarding the kinds of networks in place (partners involved, size, scope, frequency of meetings, etc). These differences are due to the historical development of obstacles and opportunities unique to each province.”<sup>61</sup>

In practice, the majority of provinces tend to have developed one or two types of networks, alongside one institutional network and one civil society network.

The institutional network, often organised at judicial district level, brings together the police, the law, mental health centres, and potentially also residential facilities or shelter homes, defining new procedures and joint strategies. In Wallonia, there is a tendency to extend the institutional network’s experience to all the Judicial Districts, based on district Platforms, and organised by the Provincial Coordination. These bring together all services funded by the Walloon Region (social support services for the litigant as well as some residential facilities) on an obligatory basis, whereas other services involved in combating conjugal violence take part on a voluntary basis<sup>62</sup>. Circular COL 4/2006 and its “zero tolerance” approach is based on this context.

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<sup>61</sup> K. de Boodt, J. Brau, N. Wuiame, K. Van der Heyden, *Evaluation de la politique locale d’égalité des chances du pouvoir fédéral en Belgique*, 2005, p. 18.

<sup>62</sup> For example, the Judicial District Platform of Nivelles brings together approximately 50 stakeholders involved in the issue (10 police zones, 6 residential facilities, the referring judge, the Court of Justice, Social Support Services for the litigant, several family planning centres, several mental health centres, the Women’s Collective, etc). This Platform develops shared strategies proposed by the « residential facility/hospital » working group, and seeks to coordinate their requests. Its aim is to also cover groups that may be less aware of how to handle the issue, such as doctors or those involved in socio-professional integration.



The civil society network, at provincial level, takes the form of an advisory committee, an association, and a think-tank which brings together women's associations, residential facilities, support services etc. This network focuses on awareness-raising activities. It is also worth noting that each association works on the basis of its own informal network. Each network has its virtues: "We meet in both, it's an opportunity for us to formally present our informal work."

According to experts, these facilities bear fruit as long as the various stakeholders are able to work with a long-term vision in order to address the issue. This is backed up by the fact that these various networks are shaped by the many stakeholders involved, rather than an overall institutional logic: "Having a shared language, references and training to build on takes considerable time".

The network is above all based on creating interpersonal bonds between members of the services involved: "The networks which work best have a shared history"; "it's a matter of people"; the work is done "by certain people in certain services, not by the services themselves".

By way of example: on international women's day, a voluntary sector worker organised a march to meet victim support services and associations, because "professionals have told us that it is a way to meet one another, and afterwards it's easier to work together and pass on information".

The lack of motivation among some services in addressing the issue weakens the network as a whole. Let us think for instance of the role played by the police and the judiciary in legal terms. Ultimately, Belgium's complex institutional and administrative landscape, and the priority given or not given to issues of domestic violence by the people involved, really rise to the fore when it comes to creating and working in a network.

### *3.3.2 Training requirements for workers involved in this field*

Experts identify several problem areas in terms of training for workers involved in this field. Firstly: "do not be fooled by those who claim a poster or a CD constitutes prevention, or a morning presentation in front of 150 people constitutes training." After all, training needs to allow the worker to acquire a certain number of skills: initial approach, intervention, front-line action, follow-ups, telephone services. Awareness-raising may well be a good starting point, but there are a number of concrete challenges awaiting workers on the ground, and the fact is that not all are prepared for them. Some services have identified this issue and are responding accordingly, but others are in need of training.

As a result, issues of conjugal violence should be part of both initial and ongoing training for leading professionals in the field of domestic violence (social workers, police, judges, lawyers, healthcare staff). Although training is available, it seems only those who “believe in it” seem to attend, and some public figures (such as doctors and judges) seem particularly hard to reach.

### **3.4      *Strengths and weaknesses of programmes and regional services***

#### **3.4.1      *Defining characteristics of strong and weak services, external factors (related to social and political systems) and internal factors (related to organisation, human resources, user interaction)***

A service’s strength is characterised by its openness, its ability to be in touch with all aspects of the issue, as opposed to working in closed-off isolation. It needs to be involved in policy and networks, with a multidisciplinary approach and vision (encompassing psychological, social and legal concerns, the childcare sector and victim support). Another strength is the quality of initial support offered: victims of domestic violence must feel that they are their interlocutor’s absolute priority.

Voluntary workers unanimously identify human resources as the first factor in achieving the aforementioned results, and point to the desire to help female victims of violence as their basic motivation. Women’s movements have played a key role in this regard: “Luckily feminists were there to address this issue of violence”; “it is connected to people who are heartfelt believers in the cause”. Ultimately, the quality of any given service is the result of years of motivation and hard work.

Several weaknesses are mentioned: many trial/pilot initiatives lack global policy and objective evaluation; some services are too closed-off; workers lack training (particularly legal training). The causes are traced back to the lack of a global or structural policy, and the lack of available means (we merely run to the rescue in the most urgent cases) and human resources. Although, at the end of the day, perhaps social services are “fated” to deal with such difficulties.

#### **3.4.2      *A victim’s journey through the service network***

A victim’s journey can “at times be very chaotic.” Firstly, they need to be recognised as victims, a process which can begin with an informal discussion so as to eliminate taboos shrouding the violence suffered. At times, before even recognising themselves as victims, women turn to “pseudo-services” which are unable to offer an adequate response to their needs. Think for instance of a psychoanalyst questioning the victim’s “share of responsibility”

and thus twisting the real issue. In short, access to services “in an environment where people listen” is not forthcoming, and information can be misleading.

A myriad of services (legal aid, social services, psycho-social support, childcare, etc) come into play during the victim’s journey. This means that the aid offered is piecemeal: broken down between different services in different places, which may have a waiting list (even in urgent cases), and which work in different ways or perhaps with a limited workload. Given this context, some experts recommend pooling services so that they can become more multidisciplinary and better equipped to accompany and support victims in rebuilding their lives.

When it comes to leaving behind support services and embarking upon an independent life, the key is to give women their autonomy back, and their sense of place. According to one expert, some women complained: “they re-created the same dependency that I had with my husband.”

### **3.5      *Good practice suggestions***

#### **3.5.1    *On the agenda for politicians and stakeholders involved***

All recommendations made by experts to stakeholders can be summed up in the following statement: “attack the problem from all sides!”. In terms of priorities, however, it is a case of: permanently consolidating progress made and initiatives undertaken, with the key being the means allocated; offering territorial coverage without neglecting quality of service (two interrelated poles); translating quality into training and assessment. The main objectives to place on the agenda are: improving knowledge on the issue; developing the perpetrator-victim-witness dynamic; encouraging the creation of networks.

#### **3.5.2    *Defining quality of service***

In comparing and contrasting different expert opinions, it emerges that quality consists of: a service that is multidisciplinary, psychosocial, legal, bringing together all the tools a victim needs or providing a concrete network and direct cooperation with services offering these tools. This multi-faceted approach is better equipped to help meet victims’ requirements. Finally, services should promote solid basic training based on the type of intervention offered (front-line, second-line, follow-up), as well as continuous training and meetings among professionals (thus connecting judiciary and psychosocial aspects).

Several good practice mechanisms are repeatedly referred to: Circular COL 4/2006, which triggered the creation of a strengthened cross-sectoral network; “resources specialised in conjugal and family violence”; the “Ca vaut pas l’coup” walk-in service (*cf. infra*). As to issues of transferability, caution is the key, given how much time was needed to draw up these practices involving stakeholders who have progressively forged a shared history.

#### 4. Conclusions

The conclusions will first regard the context in which conjugal violence takes place in Wallonia, then the scope of the evaluation, the legislative framework, the resources channelled by public authorities, and finally the emerging issues.

According to the experts, assessments are the weak point in the management of IPV in Wallonia. Indeed, this is a controversial point: on the one hand, institutional powers voice a sustained protest due to their ambition to assess certain provisions, while on the other hand several actors believe that this assessment should come within the scope of the associations but they do not itemize the corresponding criteria. However, if the public powers use only quantitative and general parameters for the acknowledgement of a service, some consider qualitative and more detailed criteria as a prerequisite to be considered as “specialized” in partner violence. Still, the question remains of who is entitled to define these criteria. Most associations do not have the necessary formal assessment mechanisms and, in such instances, assessment is made on an informal basis.

Although the legislative framework may have taken the issue into account it has not become engrafted within the judicial practices. Whereas a case of physical violence rapidly becomes an established precedent, this is not the case for many hidden sides of this form of violence. Psychological and financial abuse, divorce procedures, awarding the marital home to the victim, hardly ever result in customary legal practices. In conclusion, if the Circular COL 4/2006 provides a setting for more effective actions against IPV, the fact remains that in practice its effects fall closely within the bounds of the professional bodies involved and are highly dependent on their sensitivity to the issue. In this respect, the local players represent a very heterogeneous reality.

Concerning the resources earmarked by the institutions, the implementation of the Walloon Regional Plan to combat IPV is a sign of the political interest surrounding the problem. Some welcome the allocation of specific resources while others warn that the system lacks assessment mechanisms. The human resources assigned to these activities have been hired based on work incentive programs offering no job guarantee in the long term. The positions covered especially regard social workers, while the associations call for a multidisciplinary approach to a multi-faceted issue. Such resources are however undersized compared to the service users even if some believe that “this is the fate of social work”. Finally, experts have advised decision makers to consolidate the existing established undertakings, to ensure adequate coverage of the region and quality services (two factors

that are often in contrast to one another), and to emphasize training and practice assessments.

Two figures stand out when dealing with these emerging problems: that of children exposed to domestic violence and that of the immigrant woman, often living illegally in the region. The child exposed to domestic violence poses complex issues ranging from reiteration of the perpetrator/victim pattern to appropriate assistance for the child. The public sphere has just begun to take its stance in this regard. Similarly, the illegal immigrant woman is threatened in her fundamental rights, since the law on family reunification keeps her in a precarious situation.

The plight of children and women in such situations is caused by a strong family-oriented legal framework which still finds it extremely difficult to conceive domestic abuse and the underlying interpersonal relationships. Hence, once we try to define emergency in the strict sense the issue that surface is that of the safety of victims facing high-risk situations, for whom the social network has to provide a coordinated assistance. Ultimately, these problems arise in seriously precarious contexts (during home and job seeking or legal procedures, in battles for the custody of minor children, etc.), where the most urgent actions are to be taken.

The second point regards the services and programs for the victims of IPV (specific and/or general) and the relevant cooperation strategies, the concerted actions and the broader awareness of this problem through the various social support mechanisms involved. In the Walloon Region, very few facilities provide specific services for IPV victims. Besides the refuges pioneered by feminist initiatives other stakeholders (associations, planning centres) have recently fostered the creation of several reception and aid programs. Associations and the policy makers focus on a set of services which can benefit the victims of IPV only indirectly: residential facilities or shelter homes; support services for victims in police districts stations; social support services; family planning centres; mental health centres; Public Social Welfare Centres; social services within hospitals; various associations; etc. In the end, these services are characterized by great heterogeneity, in terms of their institutional identities, mechanisms, working methods and approaches to the issue. In this context, the policies implemented in Wallonia have bolstered social support services and helped residential facilities or shelter homes to improve the assistance delivered to victims. Lastly, services seem unable to cater to demand and especially fall short of meeting needs outside “ordinary” working hours. Experts have called for the creation of shelters for victims, which may ensure proper support on their path to recovery, and recommend centralization of the services required.

In practice, in most provinces there are one or two main networks which are typically complementary to one another: an institutional and a civil or community-based network. The former is often organized within the Judicial District and comprises the police, justice, mental health centres, and the refuges as defined by the new coordinated procedures and common strategies. Moreover, the Walloon action plan seeks to extend the experience of

the institutional network to all the Judicial Districts through District Platforms run by the provincial Coordination Services. The civil or community-based network includes women's associations, refuges, etc., and is engaged in raising awareness and outreach activities.

There are considerable differences between these types of network at a local level (in terms of partners involved, size, scope, frequency of meetings, etc.). They are mainly due to their different historical development, each meeting with specific opportunities and challenges. According to the experts, these services are effective provided that long-term work is set up among several players who are strongly motivated to manage the issues in this area. Ultimately, the interpersonal relationships are much more crucial than any institutional mechanism. At the same time, the individuals involved on-field have to face many practical challenges and are often not prepared to tackle them. Practical training for IPV is anything but common and it is difficult to raise awareness amongst many professionals who play a key role in management of domestic violence (judiciary, lawyers, hospitals).

In conclusion, the path a victim has to follow amidst the several services is "sometimes quite chaotic". Firstly, the victim needs to recognize herself as such, then have access to the appropriate service, and then navigate her way through a disparate set of services (legal assistance, social support, psychosocial worker, support for minors, etc.) which are variously located, have unpredictable wait times (even for emergencies), different working methods or even limited working capacity. When a woman finally leaves the support services, the true challenge is to give her back her autonomy.

The third and last point of this closing paragraph regards the issue of service quality and the good practices recommended by the experts. The quality of a service is measured through its capacity to relate to all the sides of a problem via a multidisciplinary approach and coordinated activities (including work on the psychological, social and legal issues, minors, and assisting the perpetrators of violence). This capacity affects the quality of how victims are assisted in that they need to feel they are the focus and prime concern of the person talking to them. The associations rank human resources as the top crucial factor in ensuring the needed quality. HR in this setting have to be strongly motivated and keen on helping women victims of abuse. Such strong motivation is found in the commitment of women's associations in this field. In pointing out the weak points, the experts highlighted the experimental nature of the many initiatives that fail to implement *mainstreaming* practices and proper assessment mechanisms, and the lack of integration between services and adequate training. The causes for this lie in the absence of structural policies and the shortage of resources because this is believed to be "the fate of social work". Several good practices often surface from the accounts of the experts: The Circular COL 4/2006; *les pôles de ressource* that combine support services for victims and assistance to perpetrators; *ça vaut pas l'coup*, a specific shelter service for women victims of IPV. However, when it comes to practice sharing, it is only safe to remember that the development of these practices has taken a long time and has involved different actors who have gradually come to forge a common history

## CHAPTER 6

### MAPPING SERVICES IN SPAIN

As was mentioned in the Introduction, the second aim of the research project presented in this report is **the mapping of current residential and non-residential services** in the BCAC territory, with the aim of comparing them and of identifying the main intervention strategies and implemented actions in the three regions studied (Puglia, Wallonia and the BCAC).

We would like to point out that **data collection for the mapping here presented** has been done in a progressive way. In the first stage (which coincides with that of contextualisation) we proceeded to the identification of data in available documentation. After that we consulted the web pages of municipalities involved and we proceeded to verify the existence of resources and their characteristics and use. This was done keeping to the questionnaire model agreed by consensus by the international team of the project. So we sent three types of questionnaires<sup>63</sup> to 43 municipalities in the BCAC<sup>64</sup> that, according to our records, had resources for attention to gender-based violence so they could fill in the information required.

Municipalities were contacted by e-mail before the questionnaires were sent, in order to make the project known to them and to ask for their collaboration. They were informed about the project and a phone number and e-mail address were made available to them in case they wished to ask any questions. In the first place, they were asked to fill in a *general questionnaire* about available resources in their municipality for women victims of violence. Then they were asked to fill in questionnaires referring to the specific services they had made available. In most cases those specific services were those of psychological care, legal aid and shelter.

The questionnaires were sent to **43 local councils** in the BCAC: 2 were sent to the province of Álava, 20 to the province of Bizkaia and 11 to the province of Gipuzkoa. The response was: 2 questionnaires sent back from Álava (100%), 10 from Bizkaia (33.33%) and 2 from Gipuzkoa (18.18%). In cases where local councils did not respond to our request but we had evidence of their specific resources due to documentation consulted, we include that information in our mapping.

To the **difficulties** related to the poor number of responses obtained, we have to add that many questionnaires were not totally filled in or had been filled in incorrectly. So it must be acknowledged that the survey had limited success (**32.56% response**). That poor response to our request for collaboration could be due to an endemic problem of overwork

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<sup>63</sup> These questionnaires can be consulted in Annex 9 of the complete report in Spanish.

<sup>64</sup> As we mentioned in Section A.1, the BCAC has 251 municipalities (51 in Álava, 88 in Gipuzkoa and 112 in Bizkaia). With so many of them, and conscious of the limited resources for the project, we opted for sending questionnaires and contacting only 43 municipalities that have specific services according to the ARARTEKO Report (2003) *Respuesta institucional a la violencia contra las mujeres en la CAPV* (Institutional Response to Violence against Women in BCAC).

on the part of council staff, that, often overwhelmed by the need to give direct attention to the public, had little time for other tasks, which for them become “an extra load”. It is also possible that sending the questionnaires in summer, when staff is reduced, had adverse consequences.

The mapping results are presented in **Tables 1, 2, 3, 4 and 5**.

- **Tabla 1:** includes services available jointly for the whole of the BCAC.
- **Tables 2, 3 and 4** make reference to data on available resources in each of the historic territories: **Álava, Gipuzkoa and Bizkaia** respectively.
- **Table 5** shows comparative statics on shelter resources available in each territory and the type (medium to long stay, emergency shelter, and shelter centres) their characteristics and requirements.

When it came to showing the results obtained, some areas of the questionnaire initially agreed to by the international team were left out because no information was obtained or because it was unreliable data that could not be confirmed. Therefore:

- the heading “Area of Intervention” has been left out because is no difference in access to resources according to the type of abuse that women have undergone, even though it is clear that resources are used in different ways, due to the different needs presented by different types of abuse,
- the section “Legal Character” has been taken out because the data it contributed was only applicable to direct or indirect management of the service, an aspect that can be deduced from the contrast between “titulary entity” and “managing entity”.
- The heading “Role of Responsible” has been omitted due to the lack of response to that aspect and because responses did not refer to people responsible for the services but to their post I.e. Equality Specialist, Councillor for Equality, Responsible for Social Services.

The heading “Area of Intervention” has also been left out in this report because all the resources correspond to the area “all types of violence”, except the Hazten Shelter resource (Tables VI and X), which deals specifically with women with problems related to drug addiction. In those tables we have also omitted the following headings due to lack of space:

- “Titulary entity”
- “num. of users”
- “email”, WEB
- Name of interlocutor

This data can always be consulted in the Complete Report in Spanish.

Following the presentation of tables VI, VII, VIII, IX and X the main characteristics of the resources mentioned are explained in a synthetic way.



## 1. Quantitative survey

### 1.1 Services tables

**Table 1 - Services available in the whole of the BCAC**

TERRITORY LEVEL		SERVICE NAME	TYPE OF SERVICE	MANAGING ENTITY	STARTED IN YEAR:	NOTE AND FURTHER INFORMATION
BCAC A	ALAVA	Victim attention Service (SAV)	information / orientation service, referral	Clara Campoamor Association		
	GIPUZKO		information / orientation service, referral	Institute for Social Reintegration (IRSE)		
	BIZKAIA		Information / orientation service, referral	Institute for Social Reintegration (IRSE)		
BCAC		Telephone attention service for women victims of domestic abuse and sexual aggression	Emotional support information and orientation			
BCAC		Hazten	Shelter for women affected by addiction	Gizakia Foundation	Open in 2009	

Table 2 - Services in Alava

TERRITORY LEVEL: ÁLAVA	SERVICE NAME	TYPE OF SERVICE	MANAGING ENTITY	STARTED YEAR	NOTE/ FURTHER INFO	ADDRESS	TEL. NUM.	E-mail
	Victim psychological attention	Psychological attention	Public subcontracted to Zutito			C/ Diputación 13 (Vitoria)	945 151 015	
	Aggressor psychological attention	Psychological attention	Public subcontracted to Zutito		Aim: prevent recidevism	C/ Diputación 13 (Vitoria)	945 151 015	
	Legal aid	Legal aid	Public subcontracted		Orientation before trial and monitoring during trial	C/ Diputación 13 (Vitoria)	945 151 015	
	Financial resources	Minimum assistance allowance	public					
TERRITORIAL COUNCIL ÁLAVA	Shelter	Shelter	Public		Escort: support, knowledge of environment, support and monitoring, legal process, escort in crisis situation. Available to non residents in shelters	C/ Diputación 13 (Vitoria)	945 151 015	
	Emergency shelter	Shelter	Public			C/ Diputación 13 (Vitoria)	945 151 015	
VITORIA TOWN COUNCIL	Municipal emergency service	Information, orientation and referral	Public	2003	Link- resource to direct victims to shelter	C/ San Prudencio, nº 30 - Planta baja	900 701 700	<a href="mailto:intervencion.social@vitoria-gasteiz.org">intervencion.social@vitoria-gasteiz.org</a>

TERRITORY LEVEL: ÁLAVA	SERVICE NAME	TYPE OF SERVICE	MANAGING ENTITY	STARTED YEAR	NOTE/ FURTHER INFO	ADDRESS	TEL. NUM.	E-mail
	Free 24 hour attention service	Orientation and advise	Public		Women victims, family members, professionals connected with the issue and men aggressors prepared to face the issue	C/ San Prudencio, nº 30 - Planta baja	900 701 700	<a href="mailto:intervencion.social@vitoria-gasteiz.o">intervencion.social@v</a>
	Psychological attention	Psychological attention	Subcontracted to College of Lawyers	1991	Do not deal with related issues (refer to mental health units). Programme for children, victims of physical and psychological abuse and sexual aggression within the family	C/ Portal de Gamarra, nº1 – Edificio Deba- Oficina 120	945 204 107	<a href="mailto:zutitu_alava@telefonica.net">zutitu_alava@telefonica.net</a>
<b>VITORIA TOWN COUNCIL</b>	Legal aid	Legal aid	Subcontrated to a woman lawyer	2000	Orientation before trial and monitoring during trial	C/ Portal de Gamarra, nº1 – Edificio Deba- Oficina 120	945 204 107	<a href="mailto:zutitu_alava@telefonica.net">zutitu_alava@telefonica.net</a>
	Financial resources	Complement AES and IMI	Council			C/ San Prudencio, nº 30 - Planta baja		<a href="mailto:spdelapena@vitoria-gasteiz.org">spdelapena@vitoria-gasteiz.org</a>

TERRITORY LEVEL: ÁLAVA	SERVICE NAME	TYPE OF SERVICE	MANAGING ENTITY	STARTED YEAR	NOTE/ FURTHER INFO	ADDRESS	TEL. NUM.	E-mail
	Specific shelter network	Shelter	Clara Campoamaor Association	1988	Since July 2006 they offer a shelter and support programme, escort and tutelage. Maximum shelter time 9-12 months. Allows dependents, children or not			
	Centre for immediate shelter	Shelter	Beta Association	2001	Maximum time: 3 months. Allows shelter with dependents, children or not	C/ San Prudencio, nº 30 - Planta baja	945 163 392	<a href="mailto:lbecerril@vitoria-gasteiz.org">lbecerril@vitoria-gasteiz.org</a>
<b>LLODIO COUNCIL</b>	Psychological attention	Psychological attention	Public (subcontracted to Zutito)		For Llodio, Amurrio and Valle de Ajara residents, open Mondays and Wednesdays 8 -14.00	Herriko Enparantza.	944 034 850	<a href="mailto:educacion@laudiokoudala.net">educacion@laudiokoudala.net</a>
	Legal aid	Legal aid	Public		For Llodio, Amurrio and Valle de	Herriko Enparantza.	944 034 850	<a href="mailto:educacion@laudiokoudala.net">educacion@laudiokoudala.net</a>

Ajara  
residents,  
open first

TERRITORY LEVEL: ÁLAVA	SERVICE NAME	TYPE OF SERVICE	MANAGING ENTITY	STARTED YEAR	NOTE/ FURTHER INFO	ADDRESS	TEL. NUM.	E-mail
					Monday of the month 9 to 11			
	Financial resources	Complement IMI and AES refer to Cáritas	Council			Herriko Enparantza.	944 034 850	<a href="mailto:educacion@laudioko-udala.net">educacion@laudioko-udala.net</a>
	Shelter	Shelter	uncil	2004	Both for medium to long term shelter and emergency shelter	Herriko Enparantza.	944 034 850	<a href="mailto:educacion@laudioko-udala.net">educacion@laudioko-udala.net</a>

Tables 3 - Services in Gipuzkoa

TERRITORY LEVEL: GIPUZKOA	SERVICE NAME	TYPE OF SERVICE	MANAGING ENTITY	STARTED YEAR	NOTE / FURTHER INFO	ADDRESS	TEL. NUM.	E-mail
<b>TERRITORIAL COUNCIL GIPUZKOA</b>	Abuser attention	Psychological attention	Public (Subcontracted to Gipuzkoa College of Psychologists)			Pº Zarategui 99, Tara II	943 112 575	
	Psychological attention	Psychological attention	Public (Subcontracted to Gipuzkoa College of Psychologists)			Pº Zarategui 99, Tara II	943 112 575	
	Legal aid	Legal aid	Public (Subcontracted to Gipuzkoa College of Psychologists)					
	Economic resources	Shelter	Public					
	Shelter	Shelter	Pubic			Pº Zarategui 99, Tara II	943 112 575	-
	Emergency shelter	Shelter	Public			Pº Zarategui 99, Tara II	943 112 575	
<b>DONOSTIA COUNCIL</b>	Programme for attention to victims of gender violence	Orientation, escort, psychological support, legal information	Public		Intervention and resource coordination plan	C/ Urdaneta 13, 1	943 481 400	<a href="mailto:arantxa_arrizabalaga@donostia.org">arantxa_arrizabalaga@donostia.org</a>
	Psychological attention	Psychological attention	Public		Support for decision making in crisis (separation, report abuse...) support to the victim to			

TERRITORY LEVEL: GIPUZKOA	SERVICE NAME	TYPE OF SERVICE	MANAGING ENTITY	STARTED YEAR	NOTE / FURTHER INFO	ADDRESS	TEL. NUM.	E-mail
					rebuild her life after traumatic process			
	Legal aid	Legal aid	Own specialist					
	Financial resources	Fund for emergency allowances	Public		Inmediate financial allowanced for baic needs when the victim can not have access to other allowances			
	Shelter	shelter	Public		Offers shelter for three months (extendable) in order to start insertion in labour market			
<b>DONOSTIA COUNCIL</b>	Emergency shelter	Shelter	Public		Centre for inmediate shelter, offers a secure space for women victims of gender violence, so they can make decisions	C/ Urdaneta 13, 1	943 481 400	<a href="mailto:arantxa_arrizabalaga@donostia.org">arantxa_arrizabalaga@donostia.org</a>

TERRITORY LEVEL: GIPUZKOA	SERVICE NAME	TYPE OF SERVICE	MANAGING ENTITY	STARTED YEAR	NOTE / FURTHER INFO	ADDRESS	TEL. NUM.	E-mail
					support			
	Programme for attention to victims of gender violence	Orientation, escort, psychological support, legal information	Public		Intervention and resource coordination plan			
	Psychological attention	Psychological attention	Public		Support for decision making in crisis (separation , report abuse...) support to the victim to rebuild her life after traumatic process			
	Legal aid	Legal aid	Own specialist					
	Financial resources	Fund for emergency allowances	Public		Immediate financial allowanced for baic needs when the victim can not have access to other allowances			
	Shelter	shelter	Public		Offers shelter for three months			

(extendable)  
in order to  
start



TERRITORY LEVEL: GIPUZKOA	SERVICE NAME	TYPE OF SERVICE	MANAGING ENTITY	STARTED YEAR	NOTE / FURTHER INFO	ADDRESS	TEL. NUM.	E-mail
					insertion in labour market			
	Emergency shelter	Shelter	Public		Centre for immediate shelter, offers a secure space for women victims of gender violence, so they can make decisions with time and support			
ANDOAIN COUNCIL	Psychological attention	Psychological attention	Public			Pío Baroja K., 1B	943 304 343	<a href="mailto:gizarte-zerbitzuak@andoain.org">gizarte- zerbitzuak@andoain.o rg</a>
	Financial resource	Basic financial support	Public					
	Shelter	Shelter	Public					
ANDOAIN COUNCIL	Emergency shelter	Shelter	Public					
ARRASATE COUNCIL	Attention Service to Gender Violence Victims	Orientation and advice	Public			Herriko Enparantza Nagusia, s/n	943 25 20 00/07	<a href="mailto:ongizate@arrasate-mondragon.net">ongizate@arrasate- mondragon.net</a>
ARRASATE COUNCIL	Atención Psicológica	Psychological attention	Public			Herriko Enparantza Nagusia, s/n	943 25 20 00/07	<a href="mailto:ongizate@arrasate-mondragon.net">ongizate@arrasate- mondragon.net</a>
	Asesoramiento jurídico	Legal aid	Public					
	Financial resource	Basic financial	Public					

TERRITORY LEVEL: GIPUZKOA	SERVICE NAME	TYPE OF SERVICE	MANAGING ENTITY	STARTED YEAR	NOTE / FURTHER INFO	ADDRESS	TEL. NUM.	E-mail
		support						
	Shelter	Shelter	Public					
	Emergency shelter	Shelter	public					
BEASAIN COUNCIL	Shelter	Shelter	Public			Loinazko San Martin Plaza z.g.	943 028 075	<a href="mailto:ongizate@beasain.net">ongizate@beasain.net</a>
	Emergency shelter	Shelter	Public					
	Financial resource	Basic financial support	Public					
EIBAR COUNCIL	Psychological attention	Psychological attention	Public		Initial assessment and subsequent referral to the Provincial Council Service	C/ Bista Eder kalea, 10-4.	943 708 440	<a href="mailto:gizartekintza@eibar.net">gizartekintza@eibar.net</a>
ERRETERIA COUNCIL	Financial resources	Basic financial support	Public			C/ Santa Clara, 18	943 44 96 04	<a href="mailto:ssociales@errenteria.net">ssociales@errenteria.net</a>
	Shelter	Shelter	Public					
	Alojamiento de urgencia	Shelter	Public					
HERNANI COUNCIL	SSB	Legal aid, psychologic att. and shelter	public		Self-help group for women led by psychologist woman	C/ Sandiusterri nº 1	943 55 78 54	<a href="mailto:ana-g@hernani.net">ana-g@hernani.net</a>
	Financial resources	Budget for financial	public					

TERRITORY LEVEL: GIPUZKOA	SERVICE NAME	TYPE OF SERVICE	MANAGING ENTITY	STARTED YEAR	NOTE / FURTHER INFO	ADDRESS	TEL. NUM.	E-mail
		need if not att. Cáritas						
	Emergency shelter	Shelter	public		A professional in charge			
IRÚN COUNCIL	Escort programme	Orientation and advice	public		Help by counsellor for practical matters, court, doctor, etc	Pz. Urdanibia, 6	943- 505152 / 505357	<a href="mailto:bienestarsocial@irun.org">bienestarsocial@irun.org</a>
		Psychological attention	public		Help in decision making during crisis (separation, report...) and help to reorganise life after trauma			
	Financial resources	Budget for financial need if not att. Caritas	public					
	Shelter	Shelter	public					
	Emergency shelter	Shelter	public					
LASARTE COUNCIL	Financial resources	Council programme for family help	public		Must have reported before	Kale Nagusia, 22	943 376179	
	Shelter	Shelter	public					
ZARAUTZ COUNCIL	Attention	Orientation	public			Zigordia Kalea 13	943 00 51 11	<a href="mailto:ongizatea@zarautz.org">ongizatea@zarautz.org</a>
	service for	and advice						

TERRITORY LEVEL: GIPUZKOA	SERVICE NAME	TYPE OF SERVICE	MANAGING ENTITY	STARTED YEAR	NOTE / FURTHER INFO	ADDRESS	TEL. NUM.	E-mail
	women victims of gender violence							
	Psychological attention	Psychological attention	public					
	Support group	Orientation and advice	public					
	Legal aid	Legal aid	public					
	Shelter	Shelter	public					
ZUMARRAGA COUNCIL	Financial resources	Budget for emergency situation	public			Plaza de Euskadi, nº 6 - 3º	943729155	
	Shelter	Shelter	public					
	Emergency shelter	Shelter	public					

**Table 4 - Services offered in Bizkaia**

TERRITORY LEVEL: BIZKAIA	SERVICE NAME	TYPE OF SERVICE	MANAGING ENTITY	STARTED YEAR:	NOTE / FURTHER INFORMATION	ADDRESS	TELEPHONE	E-mail
BILBAO COUNCIL	Educative talks about living together, separation and abuses	Informative	Public		Weekly talks, rotating time, morning and evening, must enrol	C/ Uribitarte 18, 4º -Servicio Municipal de la Mujer-		smujer@ayto.bilbao.net
	Attention Service for Gender Violence victims	Orientation and monitoring for the use of municipal resources	Public		Team made of social workers			
	Psychological attention	Psychological attention	Public (subcontracted)		Also offered from psycho-social units to cope with separation		94 420 48 38	
	Legal aid	Legal aid	Public (subcontracted) Auzolan, Rekalde y Deusto Psycho-social units		Legal and representation aid. Open to women in married /couple conflict	Barroeta Aldamar, 10 planta baja	944 016 712	
	Financial resources	IMI, AES supplements limited to 4 months	Public					
	Shelter	Shelter	Public		For cases that have been reported / educative program for women and dependents		94 420 48 38	
	Emergency shelter	Shelter	public		For cases reported / socio educational program for women and their dependents		94 420 48 38	

TERRITORY LEVEL: BIZKAIA	SERVICE NAME	TYPE OF SERVICE	MANAGING ENTITY	STARTED YEAR	NOTE / FURTHER INFORMATION	ADDRESS	TEL.	E-mail
PROVINCIAL COUNCIL BIZKAIA	Family psychological attention	Psychological attention	Public		Serves women and men, victims and perpetrators (in both cases no matter which sex). In the case of care for offenders there is a separate program within the same service.	Camino de Ugasko, 3 Bis, 2º	94 406 80 00	info@bizkaia.net
	Psychological attention	Psychological attention	Public					
	Legal aid	Legal aid	Public (subcontracted)		Serves women and men victims of abuse, provides pre-process information, monitoring of public defender cases and drafting of provisional measures.			
	Economic resources	Special help for insertion	Public					
	Shelter	Shelter	Public		Prior reporting is necessary			
	Emergency shelter	Shelter	Public		Prior reporting is necessary			
	Gender violence in Bizkaia observatory		public				94 415 0976	ovgb.bgib@bizkaia.net
	Family intervention service specialising in violence against women in the home	Psychosocial support for women living with their aggressor and the dependents	Public (subcontracted to Suspergintza)	01/05/06				

TERRITORY LEVEL: BIZKAIA	SERVICE NAME	TYPE OF SERVICE	MANAGING ENTITY	YEAR STARTED	NOTE / FURTHER INFORMATION	ADDRESS	TELEPHONE	E-mail
ABANTO-ZIERBENA COUNCIL	Legal aid	Legal aid	Council	2006		Avda. el minero 2	946 36 17 37	berdintasuna@abanto-zierbena.org
	Shelter	Shelter	Provincial Council					
AMOREBIETA- ETXANO COUNCIL	Psychological attention	Psychological attention	Council	2005		C/ Nafarroa, s/n	94 630 01 90	ongizatea@amorebieta.net
	Legal aid	Legal aid	Council	2005				
	Shelter	Shelter	Council					
ARRIGORRIAGA COUNCIL	Legal aid	Legal aid	Public			Plaza Argala, 2 - 1ª planta	944 020 205	
BALMAEDA	Legal aid	Legal aid	Council	2003	Various areas: separations, labour, inheritences	C/ Correría, 62	946103099	mujer@balmaseda.net
BARAKALDO COUNCIL	Tele assistance	Victims safety	Public		For victims with restraining order, wiht GPS techonology	Herriko Paza, 1	94 478 94 35	
	Psychological attention	Psychological attention	Public		Space for reflection and orientation, for indi. Groups and community			
	Legal aid	Legal aid	Public		Penal and family law		94 418 45 00	
	Financial resources	They have a fund for people at risk	Public					
	Shelter and integral attention	Shelter	Public		not open yet	Herriko Paza, 1	94 478 94 35	
	Emergency shelter	Shelter	Público					
BASAURI COUNCIL	Information centre for women	Attention and advice	Basauri's Women Association		Municipal protocol for abuse	C/León, 13 lonja	94 449 46 49	cim@mujeresbasauri.e.telefonica.net
	Psychological attention	Psychological attention	Basauri's Women Association	2001	Presented from the Women's Information Centre			
	Legal aid	Orientation and advice	Basauri's Women Association	1989	Presented from the Women's Information Centre			
	Financial resources	rb and aes supplement	Public					
	Shelter	Shelter	Public				94 466 63	
	Emergency shelter	Shelter	Public				48	

TERRITORY LEVEL: BIZKAIA	SERVICE NAME	TYPE OF SERVICE	MANAGING ENTITY	YEAR STARTED	NOTE / FURTHER INFORMATION	ADDRESS	TELEPHONE	E-mail
BERMEO COUNCIL	Legal aid	Legal aid	Public			Areilza, 4	94-617 91 60	<a href="mailto:gizarteongizatea@bermeo.org">gizarteongizatea@bermeo.org</a>
	Financial resources	Budget for needs when not refer to Cáritas	Public					
	Emergency shelter	Shelter	Public					
REGION DURANGUESADO -DURANGO-	Psychological attention	Psychological attention	Public		Orientation	C/ Bruno Mauricio Zabala, 9	946 20 04 92	<a href="mailto:bsocial.mdurango@bizkaia.org">bsocial.mdurango@bizkaia.org</a>
	Legal aid	Legal aid	Public		Only advice, referral to court lawyer			
	Shelter	Shelter	Public		Biuilt but not open yet			
ERANDIO COUNCIL	Attention service for Gender Violence victims	Orientation and advice	Public		For women and dependent childrens, aid to victims for traumatic situation survival, aid to reorganise life	Irailaren 23ª plaza, s/n	94 489 01 72	<a href="mailto:bsocial@erandioko-udala.net">bsocial@erandioko-udala.net</a>
	Legal aid	Legal aid	Public		Not available yet			
ERMUA COUNCIL	Psychological attention	Budget for emergencies when not referred to cáritas	Public			Marqués de Valdespina, 1	943 17 91 62	<a href="mailto:bienestarsocial@udalemua.net">bienestarsocial@udalemua.net</a>
	Legal aid	Legal aid	Public					
	Financial resources	Emergency budget for need, when not referred to Cáritas	Public					
	Shelter	Shelter	Public					
	Emergency shelter	Shelter	Public					
GALDAKAO COUNCIL	Tele-assistance service mobile	Victim safety	Public		Contact 24 hours a day with Attention Centre specifically prepared for adequate response	Pontzi Zabala nº 3 A	94 401 05 45	
	Psychological attention	Psychological attentio	Public		Group workshops and individual attention			
	Legal aid	Legal aid	Public		Information and advice			
	Emergency shelter	Shelter	Public					
	Financial resources	Individual social aid, if immediate referred to Cáritas	Public					

TERRITORY LEVEL: BIZKAIA	SERVICE NAME	TYPE OF SERVICE	MANAGING ENTITY	YEAR STARTED	NOTE / FURTHER INFORMATION	ADDRESS	TELEPHONE	E-mail
LEIOA COUNCIL	Psychological attention	Psychological attention	Public			Sabino Arana etorbidea 82	94 480 13 36	
	Legal aid	Legal aid	Public					
MUSKIZ COUNCIL	Legal aid		Public			San Juan, 2	946 706 000	muskiz@forlan-behargintza.com, berdintasuna@muskiz.com
	Psychological attention		Public					
ORDUÑA COUNCIL	Legal aid	Legal aid	Public			Calle Burdin 2, 1º izda.	945 38 40 52	gizartekintza@urduna.com
	Psychological attention	Psychological attention	Public					
ORTUELLA COUNCIL	Legal aid	Legal aid	Council			Plaza 1º de Mayo s/n	94 632 10 35	bsocial4@ortuella.biz
PORTUGALETE COUNCIL	Women advice centre	Orientation and advice	Council	2006	Assessment and orientation, resources coordination, psychological attention to minors, socio-educative team	Pz. Solar s/n	94 472 92 12	bienestar@portugalete.org
	Psychological attention	Psychological attention	Public (subcontracted to ASSOCIATION)	2006	Support to women with difficulties to make decisions or suffering from violence / attention to minors			
	Emergency shelter	Shelter	Council		Short period assistance /maximum one week			
SANTURTZI COUNCIL	tele assistance	Protection	Public			Avda Murrieta núm 22, entreplanta despacho 11	94 483 35 66/ 420 58 00	
	Women service	Orientation and advice	Public		Attention and orientation for women victims of abuse			
	Psychological attention	Psychological attention	Council		Attention 5 and a half hours a week			
	Legal aid	Legal aid	council					



TERRITORY LEVEL: BIZKAIA	SERVICE NAME	TYPE OF SERVICE	MANAGING ENTITY	YEAR STARTED	NOTE / FURTHER INFORMATION	ADDRESS	TELEPHONE	E-mail
SANTURTZI COUNCIL	Financial resources	Budget	Public			Murrieta núm22,		
					Must have reported before and commitment required.	entreplanta despacho	94 483 35 66/ 420 58	
	Shelter	Shelter	Public		Immediate availability	11	00	
SESTAO COUNCIL	Attention Service for Gender Violence Victims	Orientation and advice	Council	01/04/09	Through basic social services	Alameda de las Llamas, n.º 4, 2ª planta / Calle los Baños, nº 53, bajo	94 472 90 39/ 94 496 16 18	ml.loizaga@gmail.com
	Pyshological attention	Psychological attention	Neba- Neba Association	01/04/09	// Encourage women to return home and take charge of their lifes; Empowering is the key for intervention			
					Legal aid: Fmailly law, laboour lawl, civi awl, free access to court services, referral to College of Lawyers service			
	Legal aid	Legal aid	Neba Neba Association	2003				
	Shelter	Shelter	Council		Only when case is reported, maximum stay 6 months			
MUNGIALDE REGION	Pyshological attention	Psychological attention	Public			Aita Elorriaga, 4, Mungia	94 615 55 51/ 64	
	Legal aid	Legal aid	Public					
	Shelter		Public					
BUSTURIALDEA REGION	Pyshological attention	Psychological attention	Public			Alhondiga, 6, Gernika- Lumo	94 625 51 22 / 23	mank.ssbusturialdea@bizkaia.org
	Legal aid	Legal aid	Public					
	Financial resources	budget, no Cáritas	Public					
	Shelter	Shelter	Public					
LEA-ARTIBAI REGION						Xemein etorbidea, 13, Markina- Xemein	94 616 85 58	
LEA-ARTIBAI -AYTO. ETXEBARRI- REGION	Legal aid	Shelter	Public				94 616 64 32	gizartegaia@lea-artibai.org
	Legal aid	Legal aid	Public					ongizate.etxebarria@lea-artibai.org

TERRITORY LEVEL: BIZKAIA	SERVICE NAME	TYPE OF SERVICE	MANAGING ENTITY	YEAR STARTED	NOTE / FURTHER INFORMATION	ADDRESS	TELEPHON E	E-mail
LEA-IBARRA REGION	Legal aid	Legal aid	Public			Elexalde, 1, Gizaburuaga	94 684 29 82	ongizate.lea-ibarra@bizkaia.org
AYTO. UGAO- MIRABALLES	Specialised Attention for gender equality issues	Information/orientati on/awareness- raising	Public subcontract ed			C/Herriaren Enparantza s/n	946 480 711	neotek@neotek.es
COMARCA URIBE- KOSTA COUNCIL	Legal aid	Legal aid	Association	1992		Gatzarriñe, 2, Sopelana	94.676.26.7 4	berdintasuna@uribekosta.org
	Financial resources	Budget when not referred to Cáritas	Public					
AYTO. TRAPAGARAN	Legal aid	Legal aid	Public			Servicios Sociales de Base	94 486 22 50	
TXORIERRI REGION	Legal aid	Legal aid	public			Herriko plaza, 3, Derio	944 540 350	mank.txorierr@bizkaia.org
ZALLA COUNCIL	Psychological attention	Psychological attention	Public			Madres Irlandesas, 4	94 667 1039	adl@zalla.org
	Legal aid	Legal aid	Public					
	Shelter	Shelter	Public		New, not available yet			

TERRITORY	ENTITY NAME	TYPE OF SERVICE	MANAGING ENTITY	CAPACITY FOR	YEAR STARTED	NOTE / FURTHER INFORMATION
BCAC	HAZTEN	<b>Women with addiction problems</b>	Gizakia Foundation	7 women (15 maximum including family dependents)	Apertura en 2009	For women with addiction problems. Must be committed to work with both problems -violence and addiction. Permanent Staff. Estimated stay one year, but can be extended 6 months. Intervention includes psychological, psychiatric, educational, social, legal and labour and training aspects
ÁLAVA	PROVINCIAL COUNCIL OF ALAVA	Shelter	Public – Territorial Welfare Institute	10		Support Programme: aid to understanding, support and monitoring in legal processes escort /support in crisis situations.Also available to women non residents in shelters
		Emergency shelter	Public – Territorial Welfare Institute			
	VITORIA COUNCIL	emergency shelter network	Clara Campoamor Association	49 places/ 9 apartments	1988	Since July 2006 , support programme: educative, shelter, escort and tutelage in shelters// maximum 9 to 12 months/ Allows dependents, minors or not.
		Centre for immediate shelter	Beta Association	11 places/ 3 apartments	2001	Maximum stay 3 months /allows dependent, minors or not
	LLODIO COUNCIL	Shelter	Town Council	5	2004	Long and short term and emergency shelter

TERRITORY	ENTITY NAME	TYPE OF SERVICE	MANAGING ENTITY	AVAILABLE FOR:	STARTED YEAR:	NOTE / FURTHER INFORMATION
BIZKAIA	PROVINCIAL COUNCIL OF BIZKAIA	Shelter	Public			
		Emergency shelter	Public			
	BILBAO COUNCIL	Shelter	Public			
		Emergency shelter	Public			
	ABANTO-ZIERBENA COUNCIL	Shelter	Provincial Council			
	BARAKALDO COUNCIL	Shelter with integral attention	Public			
		Emergency shelter	Public			
	BASAURI COUNCIL	Shelter	Public			
		Emergency shelter	Public			
	BERMEO COUNCIL	Emergency shelter	Puo			
	DURANGUES ADO -DURANGO-REGION	Shelter	Public			
	ERANDIO COUNCIL	Shelter	Public			
		Emergency shelter	Public			
	ERMUA COUNCIL	Shelter	Public			
		Emergency shelter	Public			
	GALDAKAO COUNCIL	Emergency shelter	Public			
	GETXO COUNCIL	Emergency shelter	Public			

TERRITORY	ENTITY NAME	TYPE OF SERVICE	MANAGING ENTITY	AVAILABLE FOR:	YEAR STARTED	NOTE / FURTHER INFORMATION
BIZKAIA	PORTUGALETE COUNCIL	Emergency shelter	Public			
	SANTURTZI COUNCIL	Shelter	Public			
	SESTAO COUNCIL	Shelter	Public			
	ZALLA COUNCIL	Shelter	Public			
	MUNGIALDE REGION	Shelter	Public			
	BUSTURIADE A REGION	Shelter	Public			
GIPZUKOA	GIPUZKOA PROVINCIAL COUNCIL	Shelter	Public			
		Emergency shelter	Public			
	DONOSTIA COUNCIL	Shelter	Public			
		Emergency shelter	Public			
	ANDOAIN COUNCIL	Shelter	Public			
		Emergency shelter	Public			
	ARRASATE COUNCIL	Shelter	Public			
		Emergency shelter	Public			
	BEASAIN COUNCIL	Shelter	Public			
		Emergency shelter	Public			
GIPUZKOA	EIBAR COUNCIL	Shelter	Público			Shelter -flat for women victims of gender-based violence. Weekly supervision
	EIBAR COUNCIL	Emergency shelter	Public			Stays of 1 to 3 days
	ERRETERIA COUNCIL	Shelter	Public			
		Emergency shelter	Public			
TERRITORY	ENTITY NAME	TYPE OF SERVICE	MANAGING ENTITY	AVAILABLE FOR:	STARTED YEAR	NOTE/ FURTHER INFORMATION
GIPUZKOA	HERNANI COUNCIL	Emergency shelter	Public			
	IRÚN COUNCIL	Alojamiento	Public			
		Emergency shelter	Public			
	LASARTE COUNCIL	Shelter	Public			
	ZARAUTZ COUNCIL	Shelter	Public			
	ZUMARRA GA COUNCIL	Shelter	Public			
		Emergency shelter	Public			

## 1.2 Main characteristics of the resources

We can see how, since the pioneering actions of the 70s' feminists, the number of programs, services and allowances in the BCAC has grown enormously to become the current extensive network reflected to some extent in the tables above. We must reiterate what was mentioned in the Contextualisation section: the Inter-institutional Agreement, as early as 2001, saw the need to intervene in order create a care service in the BCAC that guaranteed free aid for every victim, 24 hours a day in case of emergency. Subsequently, in 2005, the 4/2005 Law, of February 18<sup>th</sup>, for the Equality Women and Men in the Autonomous Community of Euskadi, whose chapter VII is dedicated to the subject of violence against women, introduced measures and resources to be developed, including assistance and protection for victims of domestic abuse and sexual aggression.

**Residential and non-residential** resources currently available in the BCAC, offered for the whole of the BCAC (Table VI) or for each of the historic territories and/or municipalities (Tables VII, VIII, IX and X) can be grouped into six main areas: *Information, orientation and/or referral, security and protection, psychological attention, legal aid, financial resources and shelter (urgent and medium/long term)*.

**Information, orientation and/or referral for victims** is made available globally for the whole of the BCAC, by means of **personal** attention and **telephone** attention for women victims of domestic abuse and/or sexual aggression<sup>65</sup>. Likewise, each Historic Territory has made specific services from some of their municipalities available, resources that also fulfil emotional support functions. Some of these services have created information materials on different support systems and in different languages to make them available to different types of people.

Regarding **protection and security services**, we would like to point out that although in the tables they only appear in 3 municipalities in Bizkaia, in reality they are offered throughout the BCAC and victims can access them by means of the Local Police and the Autonomous Community Police (Ertzaintza). There are special protection and monitoring services, mobile phones are given to victims, there is monitoring by means of SatNav systems, and the possibility of an escort in the most serious cases.

Regarding **psychological attention**, we should remember that, by law, it is specialised, decentralised, urgent and accessible, and can include the possibility of expert psychological reports for Courts<sup>66</sup>. Access to psychological attention is through agreement with the College of Psychologists in each of the historic territories, as well as some Councils offering complementary sessions. We must also highlight the fact that there are psychological treatment programs for perpetrators offered by the Historic Territory Council.

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<sup>65</sup> As we will see in Section C, victims can also contact a Statewide telephone attention service.

<sup>66</sup> After this research project was finished, at the time of writing this report, Emakunde published (December 2009) an assessment document with the title "Evaluación de los Recursos Psicológicos en materia de Maltrato Doméstico contra las Mujeres" (Evaluation of Psychological Resources for Domestic Abuse against Women). In that document resources are evaluated, and it is pointed out that, although these resources also deal with other issues, in "2007 they dealt with 96% of all cases in Bizkaia, 73% in Gipuzkoa and 66% in Álava" (EMAKUNDE 2009a: 63).

**Legal aid**, according to the law mentioned above, must be free, specialised, immediate, comprehensive and accessible (including prosecutorial action in criminal proceedings and the request for provisional measures before a civil suit for separation, annulment or divorce, or cautionary measures in the case of de facto unions) and is assigned to the corresponding Colleges of Lawyers. There is an on-call service available and “family meeting points”. Likewise there are resources for the assessment of quick trials. However, we find there is a **large heterogeneity** in the services offered.

Mention must be made of the work carried out by the Clara Campoamor Association (legal aid) in Alava and Bizkaia in coordination with ZUTITU (psychological assistance). As we will see in Section C, “The Experts Assessment”, their joint work is considered an example of good practice and, for that reason, will also be analysed in section D.

Regarding **financial resources**, there is not, at the level of the BCAC, a specific allowance for victims of abuse. The social protection system guarantees access to minimum allowances through Basic Income (IMI) and Social Emergency Allowance (AES) schemes. It is clear in both schemes that women victims of abuse are entitled to them when they suffer from lack of financial resources. Although we have not presented concrete data for it, we know that many councils have a set budget to face cases of need that complement general financial allowance schemes. In some cases financial resources come from the private sector (Cáritas). Financial resources are highly valued, as we will see in Section C.

Regarding **shelter**, we can see that there is an extensive network of centres and apartments for shelter that are managed by **Territorial Councils and Local Councils**. But there is still a shortage of administration **emergencies** resources, a problem that in many municipalities is solved by means of hostels and hotels, while in others women have to spend the night in shelter centres that are not specifically for women who have suffered abuse, something that adds further difficulties. There is also a shortage of **shelters** in rural areas, particularly in the Historic Territory of Alava, because the resources available are centred in Vitoria, the capital city, and Llodio. We have learned from the Vitoria Council itself that due to the demographic structure, which shows large geographic dispersion and low population density, it is hard to establish secure shelters for victims from areas other than the two mentioned. This is because they are rapidly identified and are a hazard for the victim's security. But apart from this problem and that of shortage, shelter services offered in Alava, and especially those in the capital city are, as we will see in section C, a model for good intervention.

Since June 2009 there has been a shelter service **for women with additional mental problems** that operates at the BCAC level. This is the HAZTEN centre for women who suffer gender-based violence and also suffer from some form of addiction. This experimental centre has made it possible to offer shelter to a sector of the population that so far has had no access to shelter, due to drug addiction problem. As we will see in section C, expert opinions regarding this recent scheme (June 2009) are divided.

According to the questionnaires, Bilbao is the only municipality that has shelter resources for **disabled women**. But according to the experts interviewed, which constitutes

the basis for our qualitative report in section C, one of the aspects most appreciated about Vitoria shelters, including emergency and medium/long term ones, is precisely that they are well adapted to people with physical disabilities.

Finally, there is one more thing we would like to point out. Tables VI, VII, VII, IX and X do not include the whole of the BCAC, and thanks to the 4/2005 Law of February 18<sup>th</sup> for the Equality of Women and Men there are also a number of research, awareness-raising and prevention activities (including inter-institutional campaigns), as well as training for public administration personnel and for those in the private sector. Likewise, there are several programs for the improvement of shelter and housing resources, programs for the improvement of reinsertion in the labour market (including special consideration for training courses and incentives for employment), or programs for facilitating access to education (especial consideration for primary school and other education related benefits).

Now that we have presented the extensive network of services available, we will evaluate the quality of their resources in the third part of the report.

## 2. Expert witnesses

After the contextualisation of the phenomenon of violence against women in the BCAC (and in Spain) we have presented a mapping of resources in the BCAC. Now we turn to the interviews we have done with experts in the area we are studying, with the aim of integrating their knowledge into our research. This qualitative report has followed a semi-directive interview procedure that was established by consensus by the international team<sup>67</sup> and adopted subsequently to the local reality of the BCAC. An interview script was, therefore, prepared by the international team.

We proceeded to do 14 semi-directive interviews with 16 experts at state, national and regional level, from each of the historic territories that make up the BCAC (Alava, Gipuzkoa and Bizkaia), and the three capital cities (Vitoria, Donostia and Bilbao)<sup>68</sup>. It was also considered absolutely necessary to interview 3 women victims of violence, one from each of the territories. **Table 6** shows all the people interviewed, the institution they work for, their profession, the territorial scope of their work and the denomination that identifies them throughout this report<sup>69</sup>. In the case where the territorial scope is the province, we specify it by means of the letters: A (for Alava), V (for Bizkaia) and G (for Gipuzkoa).

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<sup>67</sup> The plan for the interview can be consulted in Annex 11 of the full version of the report in Spanish.

<sup>68</sup> We also intended to interview two more experts (one from Amnesty International working at national level, the other a judge from Gipuzkoa. But due to problems in contacting them and agenda problems it was not possible to interview them.

<sup>69</sup> We present the assessment with all the testimonies in the complete version of the report in Spanish.

**Table 6 – Experts interviewed**

SERVICE-INSTITUTION	PROFESSION	SCOPE	N.	IDENTIFICATION
Former Gender Violence Judge from Vitoria	Magistrate	NATIONAL	1	LEGAL AREA
EMAKUNDE-Basque Institute of Women	Legal Advisor	BCAC	1	IN CHARGE OF THE INSTITUTIONAL AREA AT EMAKUNDE
Consultancy	Director	BCAC	1	FEMINIST CONSULTANCY ON GENDER VIOLENCE
Social Policy Department	In charge	Bizkaia	1	IN CHARGE OF PROVINCIAL COUNCIL - V
Ertzaintza (Autonomous Community Police) (2)	Police Officer	Bizkaia	2	ERTZAINZA
Territorial Directorate	Health Inspector	GIPUZKOA	1	HEALTH EXPERT
Victim Attention Service	Coordinator and lawyer	ÁLAVA	1	LEGAL EXPERT- A
College of Lawyers	Lawyer	GIPUZKOA	1	LEGAL EXPERT-G
Official College of Psychologists	Psychological attention	GIPUZKOA	1	PSYCHOLOGY EXPERT-G
Shelter Network	Social worker/ coordinator	ÁLAVA-Vitoria	1	SHELTER EXPERT-A
Shelter Apartment -Clara Campoamor Association	Educator in charge of apartment	Bizkaia-Baracaldo	1	SHELTER EXPERT-V
Social Intervention Department, Vitoria Council	Social worker/Coordinator	ÁLAVA-Vitoria	1	SOCIAL SERVICES EXPERT-A
Social welfare, Donostia Council (2)	Social workers	GIPUZKOA-Donostia	2	SOCIAL SERVICES EXPERT-G
Clara Campoamor Association <sup>70</sup>	President	BCAC	1	FEMINIST EXPERT

<sup>70</sup> The person interviewed in this association was a member of the committee of experts for the elaboration of the Organic Law 1/2004 of December 28<sup>th</sup> for the Spanish Government Measures for the Comprehensive Protection against Gender-Based Violence. As an association, they also participated in the consultation process for the elaboration of the Basque Government Law 4/2005 of February 18<sup>th</sup> for the Equality of Women and Men.



SERVICE-INSTITUTION	PROFESSION	SCOPE	N.	IDENTIFICATION
Woman	Victim	ÁLAVA	1	Woman Victim Álava
Woman	Victim	GIPUZKOA	1	Woman Victim Gipuzkoa
Woman	Victim	Bizkaia	1	Woman victim Bizkaia

These experts have many years of experience in the issue and/or direct contact with victims and, in some cases, with the aggressors. They intervene in different victim need areas: judicial area, public policies, police, legal advice, health, psychological, shelter, education, Social Services and feminist activism.

From their testimonies and from secondary sources consulted, we have obtained an expert assessment of both the recent development of the phenomenon in our context and the main landmarks in the legislative framework. We have also obtained their opinion regarding current services and projects in the BCAC and the importance they give to communication and networking within them. We conclude this section with the main factors that have favoured or made more difficult current development and functioning, and their future perspective.

Likewise we must add that giving key importance to the women victims' testimonies has had a direct effect on the presentation of this section of the report. In it the victims' itinerary through these services has a central role and serves as a common thread to presenting an evaluation which is contrasted with the experts' opinions.

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This person is also a consultant for matters concerning the modification to the Law for Measures and Comprehensive Protection against Gender Violence.

## 2.1. The experts' assessment and the phenomenon of violence against women

*"I've been doing several performances, here and in other places too. And I think that there is mostly a positive response. It is mostly positive because people are becoming more aware of the issue. Why is that? In the first place, because nowadays the issue of abuse is in the air, aggression against women is in the air. And, well, people really had a fairly good response to what we did. The people who made it (television people, producers...) were quite happy because there had been a good response. Then, for instance, the girl who danced in Irún<sup>71</sup> got jeered at and people threw tomatoes at her. There, of course, there was no response, it was bad, very bad. Well there are some terrible people. Before they did performances at ikastolas<sup>72</sup>. The boys, very bad, they had a horrible response. The girls, well at the end a small group of girls... well the usual, that you don't realise before you hear about it, you don't realise what is happening to you. Those girls could see what was happening to them a little. (...) But within the male environment, nothing yet, they are still stuck in the same way, and they will continue like that" (Woman victim from Gipuzkoa)<sup>73</sup>*

The experts interviewed coincide when they affirm that it is hard to know the scope and seriousness of the issue in the Spanish State, and in the BCAC, due to the persistent difficulty<sup>74</sup> of obtaining trustworthy historic series of quantitative data for the phenomenon we are studying and its development. In any case, the interviewees considered that, in spite of the evolution undergone by Spanish society in the last four decades, gender violence is a **growing phenomenon, or at least, its visibility is growing, and it is characterised by change in the couple's profile and in the number of cases reported.**

Until recent times the dominant couple profile was middle aged (in the majority of cases with adolescent children, that is, adults) and with both members socialized within the hegemony/subordination relation typical of Franco's time and/or the first years of democracy. In that relation women, often financially dependent and with a low level of education, would be victims of abuse for long periods; physical, psychological, financial and even sexual abuse, violence that was even assumed to be normal.

But the interviewees have observed in recent years **a clear increase in the phenomenon of violence among young couples, regardless of level of education and the social class of either member.** Violence that, according to a judge interviewed, could be related to the generalized context of violence in current society and which is often connected to alcohol and drug consumption<sup>75</sup>. Growing violence among young people is particularly worrying to the experts because it can be associated with **difficulty in identifying it** as such by the victims.

According to the experts, this violence could also be a **sign of men's** lack of adaptation;

<sup>71</sup> Irún: municipality in the historic territory of Gipuzkoa.

<sup>72</sup> Primary education schools.

<sup>73</sup> Testimony of one of the women victims interviewed. She had participated in a play about violence against women performed throughout the BCAC.

<sup>74</sup> See Section A.3: Contextualisation.

<sup>75</sup> It is often questioned whether consumption of substances can be considered a cause for violence. We should not confuse the presence of drugs in a situation of violence with its cause.

**their resistance to change.** Lack of adaptation to the new role of women, and their growing awareness of their claims and rights.

Anyway, there is an **increase in the number of women who, apart from the abuse issue, live in a situation of insecurity and heightened social risk**, aggravated by the current economic crisis.

The evolution of the phenomenon, according to the experts, is also characterised by an **increase in the number of cases reported due to a social climate which is increasingly more aware** and to the **greater availability of services**, which makes it easier for the victim to take the difficult step of asking for help.

There has also been an increase in the number of cases reported **by women immigrants**, an increase that, as the experts remark, should not take us to the dangerous identification of a presumed duality violence/immigration, which would assume the behaviour of men immigrants to be more violent. Besides, in many cases the immigrant victim's partner is Spanish. The increase could represent recent demographic changes in our country <sup>76</sup>.

The interviewees also highlight the great diversity between women victims. It is possible to find some cases in which the man exercises complete domination while in others mutual aggression is habitual.

The experts warn us that a smaller number of cases reported in a given national or foreign social group, or in a given social stratum, does not necessarily correspond to a lower number of aggressions. As, for example is the case in some northern European and Asian cultures, in the higher strata of society, or among women victims that are court civil servants or police officers. In fact, it is generally true that an extremely low number of aggressions are reported. And among women immigrants, in many cases their illegal situation with regard to their administrative situation in our country can prevent or smother their request for help, for fear of being deported to their country of origin.

Anyway, the interviewees consider that there are no unique characteristics to the phenomenon of violence in the BCAC and its evolution, except, as we shall see later, the greater presence of services and the resources created in response to it.

**The social climate is one of growing awareness and denunciation.** According to the interviewees, this could be due to the media, which has given voice<sup>77</sup> to the feminist struggle and to the victims themselves, especially since the 90s. However, the experts also warn us against the media that sometimes gives an alarmist, sensationalist treatment to the issue that even lacks respect for the victims. Experts consider it urgent that some thought is given in the media to how to communicate the phenomenon of violence against women.

The evolution of the phenomenon of domestic violence, seems to show that, in spite of the growing weight the authorities have given it and educational changes, **the structural cause of the phenomenon, that is to say, gender inequality, persists in our society**, and the media also contributes to that.

This inequality persists well beyond the most tragic forms of violence, and in a barely

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<sup>76</sup> See Contextualization.

<sup>77</sup> See Contextualization.

visible way; in the many forms of **micro male chauvinism** that continue to characterise everyday relations between men and women in our most immediate contexts and which must be made visible if we are to eradicate them.

But let us look at the expert assessment regarding the evolution of the legal framework that is, we must not forget, the fruit and the cause of the evolution of the phenomenon of violence against women in our social context.

## *2.2 Legislative framework*

All the experts agree that the development of public legislation in the field of violence against women has been remarkable, especially since 2003. A development promoted, we would like to reiterate, by feminist sectors of society<sup>78</sup> and which has led to the **incorporation of the phenomenon into the public agenda and to the creation of institutions**. This legislative development has taken place both in the Spanish State and in the BCAC.

### **At the State level**

The experts interviewed coincide in pointing out that the **27/2003 Law, of July 31<sup>st</sup>, for the regulation of protection orders for women victims of domestic violence** and especially, the **1/2004 Organic Law, of December 28<sup>th</sup>, comprehensive measures of protection against gender violence**, were fundamental events.

#### *The 27/2003 Law, of July 31<sup>st</sup>, for the regulation of protection orders*

According to the experts, this law makes it possible to go beyond the Penal Code and is an efficient **instrument for the protection against criminal offences committed within the family environment, and, at last, considers abuse as a crime**. Moreover, the law includes cautionary measures of civil and penal characters in the same procedure. Likewise, it makes it possible to **put security measures into action in an immediate way** because, for the first time, action is delegated to the police without the need for a previous judicial order. This has required a new conception of the organization of the services involved. To make protection more immediate might have contributed to an increase in the number of cases reported. But some of the experts actually **criticise delegation to the police forces because they consider it to be due to the political interests** of the Autonomous Communities with their own police forces (as it is the case in the BCAC) rather than to the victims' own interest.

Besides, this law when put into practice shows an ambiguity in its wording that opens up possibilities for consented infringements of the restraining order, which lead to renewed contact and further crimes.

#### *Organic Law, of December 28<sup>th</sup>, comprehensive measures of protection against gender violence*

The experts agree in pointing out that this law constitutes the **main legal landmark** because it **definitively brings to light an issue that had remained invisible for a long time**, in spite of being a clear example of Human Rights violation. The law also makes clear to

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<sup>78</sup>See Section A.5: Contextualization.

**men and women the growing social condemnation of the phenomenon** and contributes to banishing violence as a symbol of masculinity.

This law has also made possible the **synergy of different areas** because it embraces preventive, educative, and social aspects as well as those related to attention to victims after a violent event. This facilitates the development of a network of resources, services and programmes among which the experts highlight the **Court for Violence against Women, created in 2005**. In short, this law has favoured the possibility of an comprehensive response beyond previous isolated legal reforms, including the 27/2003 Law.

Another effect of the December 28<sup>th</sup> Law has been the increase in cases reported that, paradoxically, have been accompanied in some cases by abuses of the Law, or by the confusion of psychological damage involved in the separation of a couple and psychological abuse.

In any case, the greater visibility, the condemnation and the growing creation of institutions have produced a social debate, which was especially prominent when the law was passed. **A social debate accompanied by certain dimensions that had a perverse impact** by presenting social division concerning the phenomenon and which might be connected to the fact the number of murders have not decreased.

However, beyond the positive assessment and in spite of the collateral effects, the experts also criticise **technical-legal deficiencies** in the law, for instance the incorrect regulation of existing connectivity in criminal matters between Gender Violence Courts and Family Courts, as well as the civil jurisdiction of the former:

**LEGAL EXPERT:** *"The area of connectivity is not well regulated. In many instances it is important that the Courts for Violence against Women know about an infringement of cautionary measures, and they will not find out about it unless that infringement is accompanied by another infringement. This is the interpretation given in favour of an extensive vis for the jurisdiction of Courts for Violence against Women. No? And the civil aspects are very badly coordinated: the civil jurisdiction of the Courts for Violence against Women and its interaction with the Family Court is wrong and sometimes generates malfunction and they start 'passing the parcel'. But the problem can not be solved if you are not prepared to give it a response. This can lead to waiting for the response, and even to weird situations because it has not been regulated well in the case of making a demand in the family court, and that used to happen often in Vitoria: normally, the spouse, the man, presented a demand in the family court without saying that there was a process regarding violence against the woman, and I initiated mine. We sometimes have a problem, if I require inhibition, yes I have priority, but what happens if something has been resolved there before? Or if I had resolved something and then..."*

Furthermore, current wording of the Law might be facilitating jurisdiction abuse regarding the family.

Experts also point out the **need for gradation** in the **type of sentences and offences**, with the aim of giving more freedom to judges. This, among other things, could allow them to consider whether **mediation is appropriate** in certain cases, because the law inhibits mediation in the civil sphere and does not mention it in the criminal sphere.

The experts also denounce that **drug consumption be used as a mitigating factor in sentences, and even as grounds for exemption**, making it possible for the aggressor to be released. They criticise that **the law does not permit commutation of the sentence by means of a fine, but only by community service**, this being at times an advantage to the aggressor. Some of the experts question the viability and real effectiveness of sentences of community service, which although seeming to work in the BCAC, presents serious malfunction in other regions of the Spanish State.

Delays in the application of sentences, according to the experts consulted here, are not only restricted to the gender violence issue but are a **structural problem of the whole Spanish legal system**, where the declarative stage takes priority over that of execution and this **even results in the negligence of judges, since they receive financial incentives for the declarative stage but not for the execution**.

The last aspect questioned is that neither of these laws has **international applicability**, which leads to Kafkaesque situations:

**PSYCHOLOGY EXPERT G:** *"There are legislations that are appalling. We are in the European Economic Community! Aren't we? (...) A month after I saw her, she still had bruises, a broken bone, it was still months before she recovered. But in the trial: misdemeanour charges. Eventually they only considered that he had insulted her, that he left threatening letters in her mail box, but the aggression, the blows, she had no assistance,... it happened in our neighbouring country, a European Community member, Portugal, to be exact. Then, of course, there is not much you can do (...) the legislation seemed to say that because she was not..., she was Argentinian, in fact, she was not European... and the facts of the case did not occur in Spain and could not be considered in the trial here, they only considered what had happened in Spain (...) the legislation leaves a lot to be desired, despite being in a unified market and so on and so forth."*

Possible legislative changes would not be very complex; some additions, or re-wording in the meaning of some of the articles would be enough. In any case those changes would have to be preceded by an **adequate assessment of the legal framework and its development**. The possibility for such assessment is provided for in the Law but so far, according to the experts, only Amnesty International has done this. In this respect, some of those interviewed considered that the feminist movement, which was the origin of the legislation, has lost its critical and vindicative capacity.

The last significant event mentioned concerning legislation is the possibility of the passing of a new **Divorce Law** <sup>79</sup> in Spain.

#### **At the BCAC level**

Besides the positive (but improvable) impact of the legal framework developed at State level, the experts interviewed point out the importance in the BCAC of the **4/2005 Law of February 18<sup>th</sup>, for the Equality of Women and Men** which made it possible to relocate the

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<sup>79</sup> The 1978 Constitution includes in art. 32 the mandate given to the legislator to regulate duties and rights of spouses in complete equality, and causes for separation and annulment of marriage. There have been several modifications to the Civil Code and the Law for Civil Prosecution concerning separation and divorce, the last one took place with the 15/2005 Law concerning the possibility of divorce after a three month period of marriage.

phenomenon of violence against women to the centre of equality policies. The law dedicates a specific chapter to the issue, chapter VIII, which establishes mechanisms and measures that, as we will see, have allowed and at the same time forced Basque public administrations to develop multiple policies and services in the field. However, some of the experts interviewed justly criticise the fact that violence against women is considered as one type of violence among others, while in the national law it has independent treatment. Some experts even criticise the **terminology used** in this Equality Law (“domestic violence” instead of “gender violence”, which is used at State level))<sup>80</sup> even though the law is the outcome of reflection by those responsible for the Inter-institutional Agreement.

The experts' assessment concerning the importance of policy instruments such as the **2001 Inter-institutional Agreement** (updated in February 2009) differ considerably. For some social workers this very agreement is useless, while for experts in institutional relations it is a key event, and they point out that it is the result of a previous consultation with civic society, as was the case for the 4/2005 Law for the Equality of Women and Men. Likewise, not many among the experts interviewed think that the creation of the Municipalities Network for Equality-Berdinsarea is important. Although those who favour it point out that it is necessary as a space for reflection, information and pressure.

On the other hand, the social workers interviewed praise the role of the **Social Services Law** that has forced local councils in the BCAC with more than 20,000 inhabitants to offer Social Services, and to go beyond mere political declaration of intention.

The experts coincide in the **need for a more ambitious legal reform, both in the State and in the Autonomous Community**, regarding the structural causes of violence referred to above: gender inequality. In short, it is a matter of **mainstreaming gender in public policies**<sup>81</sup>. For this to happen, the support of civic society and the implication and leadership of feminists would be needed.

## 2.3 Services

**“I think it's too much (...) Yes, yes, that's right, I didn't know there were so many allowances and services for women”** (Woman victim from Bizkaia)

The experts interviewed coincide in valuing **the impetus given by the legislative framework, leading to the present high degree of institutionalisation in the BCAC**. According to the people interviewed, in the BCAC we have an **larger assignation of resources than in the rest of Spain**. This is translated into a pioneering, extensive and consolidated service network; a network of professionals that are in many cases from an activist background and who, at least in theory, have more objectivity and less pressure from

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<sup>80</sup> This debate is also present in other areas which were mentioned in Section A.6 Contextualisation.

<sup>81</sup> Along the lines of what the expert Judith Astelarra points out: “gender *mainstreaming* is the organisation or rather reorganisation, improvement, development and assessment of political processes in order to incorporate gender equality into all policies and at every political level and at every stage” ASTELARRA, J. (2005: 85) *Veinte años de políticas de igualdad. Feminismos*. Madrid: Ediciones Cátedra.

political powers.

This services network and the professionals that operate within it are trying to **adapt to the constant evolution** of the phenomenon towards new profiles and the increase in demands. But, according to some of the experts interviewed, the consolidation of the services is leading them to **inertia and and routine dominated work**.

Be that as it may, according to the experts **there are enough services**, and some of the experts even think there is an excess. Some **resources are duplicated** and that can sometimes lead to victim confusion and even to the confusion of the social actors involved. This is due to **duplicity in the jurisdiction of different BCAC administrations** (local councils, Provincial Councils, Basque Government, Spanish State). This multiplicity involves **higher public expenditure** and occasionally **rivalry for resources among the different administrations**. Likewise there is rivalry among the services themselves, as in a **growing market** that has been undergoing a services boom.

The experts remind us that the services **in the 70s were the result of feminist activity**, while currently the **public authorities** are relegating feminists when it comes to assigning direct management of services. This institutional strategy is motivated, according to feminist experts interviewed, by an attempt to **avoid criticism of the malfunctioning of the network** detected by them at times, as in the case of public tender when priority has been given to political affinity over competence and experience. There are also cases where Associations have not been allowed to present charges in court, alleging an amendment to the Law in order to comply with European regulations.

The abundance of resources and services **does not guarantee equal attention throughout the BCAC and there is a lack of assistance, particularly, in rural areas**. This difficulty affects especially the historic territory of Alava due to its imminent rural character. **Difficulty in accessing services could also be extended to special needs groups**, and in this area there is clear territorial inequality. In Vitoria and Bilbao shelter resources are available to people with special needs; in Donostia only in the case of emergency shelters. Only in Vitoria and Bilbao has an adequate response been given to deaf people.

The experts also point out that most of the resources have been allocated to assistance to victims, **leaving largely unattended preventive and educative aspects**. There have been some exceptions as *Nahiko*, a Basque Government educative programme for children, or a programme for adolescents carried out in Alava by the Red Cross. There have also been some innovative initiatives carried out with external support and sometimes started by the equality departments of some local councils. Examples of these are Bilbao's Council proposal to make video clips with mobile phones, or the proposal from Donostia's Council to promote campaigns using artistic media such posters, short films and plays, etc. The experts insist on the need to have, alongside the services, an adequate communication strategy and efficient networking.



## 2.4 Communication

*"I was afraid of taking that step. I thought I would never do it. I was putting up with anything (...) I didn't know I could have support (...) If I had known about it before, I would have... The truth is that people don't know about the support available. You find out when you are in it (...) It is all very good, but I don't think women from here know about it, they don't know about all this. Perhaps it'll be passed on by word of mouth, I'll tell a friend and she will tell another and so on. Don't you think? There's always the little leaflets..., but when you're being abused you don't think about calling that number, (you think) "it will only make things worse for me". If women knew what there was available, then... It is not just knowing the number, it is knowing about all the support there is and all the positive situations." (Woman victim from Alava)*

The women interviewed coincide in pointing out the poor knowledge they, and society in general, have regarding **services, programs and resources available in the BCAC**. This lack of knowledge **prevents them from asking for help** and, as we have already seen, can have dramatic consequences. The experts interviewed agree that society at large lacks knowledge of the services available and they insist on the **need to invest resources in communication**, in spite of the high cost involved

There are in fact some interesting communication materials promoted by local councils and created by, among other agents, one of the expert consultants interviewed (prevention guide for young people, a guide to finding housing, self-defence, etc.) but these are hardly known by the general public.

However, the experts point out that the victim, once she is in contact with the extensive institutional itinerary, **gets overwhelmed with information**. In this respect, some services value the existence of information guides, while other services are more concerned about not crowding the victim with information.

Experts propose **using the radio** as the main media for information campaigns and in order to improve communication with the public. This will mean going beyond the already institutionalised November 25<sup>th</sup>, running information campaigns **that should give back initiative to the associations** and take advantage of other means of communication such as **mobile phones and the Internet**.

For the experts interviewed, reflection concerning strategies and the type of information support system needed is indispensable; it is also thought necessary to investigate the reasons behind information on services and allowances not reaching women, and, above all, **to make sure that information reaches women with special needs who suffer a double dependency**.

We will now move on to see to what extent the experts consider the network of services to be well coordinated.

## 2.5 Network and coordination

The first aspect pointed out by the experts is that **the legal framework mentioned above**, both in the whole of the State and in the BCAC, has made it possible **to establish institutional support and mechanisms for coordination** of various types. Examples mentioned are: *the Inter-institutional Agreement for the Improvement of Attention to Women Victims of Abuse in the Domestic Environment and Sexual Violence*; *Network of Basque Municipalities-Berdinsarea*, *the Collaboration and Coordination Committees in the three Historic Territories created by the Basque Government Department of Justice with the aim of elaborating and monitoring the Coordination Protocol for the efficiency of the Law for Comprehensive Protection Measures against Gender Violence and for Protection Orders*; and, finally, *the Gender Violence Observatory* in Bizkaia.

But the **experts interviewed that do not work for public institutions** consider that, in spite of the good will on the part of the institutions and the procedures and structures available for coordination, in practice there is **a real coordination problem among different social actors and institutions that deal with victims**. This has repercussions on the quality of the attention given to victims, which means they sometimes have to go from one service to the next repeating their story.

**Again, these coordination problems originate in the multiplicity of services and administrations involved which are mentioned above.** This lack of coordination even suggests a **problem of political rivalry and mistrust between Basque institutions and the State.**

As we shall see, coordination problems at the institutional level take place in all areas, varying among particular municipalities. But it must be pointed out that better quality of attention comes from the institutions demanding proper coordination among those they delegate service management to. This is the case for psychological and legal aid in Alava and Bizkaia, where ZUTITU and the Clara Campoamor Association coordinate their activities, even though the two organisations have very different ideologies.

**Coordination problems are also found inside services and /or institutions, problems originating often in the organisation's internal structure.** This is the case in the Donostia Council, where the area of violence is the jurisdiction of both the Department of Equality and the Department of Social Welfare. **Coordination likewise depends on the will and involvement of each of the professionals involved** and on their work load.

Adequate attention to a victim requires that, beyond institutional coordination difficulties, **a social worker takes responsibility for the coordination in each case** and generates the necessary work for the network. The interviewees unanimously agree that **a good example of coordination is the work carried out by social workers in Vitoria.**

**SOCIAL SERVICES EXPERT-A:** *"We, the Social Services, take the lead. With women in shelter centres, both in flats or in emergency shelters, we organise things from there. With women at home, all the requests from the woman and from the Social Services are centred on me. Then I do all the referrals for psychological support. All the reports arrive here and I pass them on to the*

*social workers.”*

**Coordination of all areas is regarded by all of the experts as an indispensable aspect** without which it is not possible to offer quality attention in which every area, every agent, has a necessary and complementary function.

In the next section we shall look at the strengths and weaknesses, according to the experts, of the current network of services available in the BCAC, beyond these communication and coordination aspects.

## *2.6 Strengths and weaknesses of the territorial system*

The experts interviewed all, once again, point to **the above-mentioned regulatory framework as one of the chief strengths of the BCAC's territorial system**. This has permitted an individual right to care and consolidated the development of institutions, as well as facilitating a social consensus which means that no politician now dares to reject proposals in this area, even given the different political philosophies of each incoming administration.

In any case, **commitment at institutional level**, together with the **experience acquired** since the regulatory framework came into force, has been one of the chief strengths of the system in the BCAC. This has also gone hand in hand with a concern for quality, the existence of strategic planning and, in the case of Bizkaia, the establishment of quality monitoring indicators for the services offered by the territorial system that are included in the Social Welfare Department's strategic plan. Nevertheless, some of the experts voice the criticism that **there is no guarantee that the people responsible for these services, or the political parties, are sufficiently objective or involved**. Likewise, the **specialisation of the professionals involved, as well as their experience and commitment, constitutes another of its strengths**. This sensitivity to professional development is one to which the institutions likewise contribute, via the establishment of in-house training plans and the opportunity to attend training days, seminars, etc.

A contributing factor at an external level has been the growth of the phenomenon itself, with an increasing demand for services which could, at the same time, become a threat within the **context of an economic crisis**, given the diversification and complexity of the needs and characteristics of those using them. In the same way, the above-mentioned **coordination problems within and between institutions**, as well as **the duplication of, or even rivalry** between services, constitutes a clear threat – to which must be added others, such as complexity and delays in the administrative processing of services. Equally, the already-mentioned, growing phenomenon of **delegating the direct management of services to private companies, is making the territorial system more fragile** by not, among other things, guaranteeing adequate working conditions to the professionals involved. The experts are also critical of the fact that adequate training of their professionals is not guaranteed either, despite the fact that the regulations governing recruitment for these services specify that training and specific experience in the area of violence is obligatory.

Again, the experts interviewed remind us that **the great weakness of the territorial system** is, in any case, that of **prevention, at every stage of life**:

**SOCIAL SERVICES EXPERT-G** *"I think the whole task of prevention still needs tackling. That's its great weakness. Prevention, but prevention from when the child's still in the womb. Not by talking about gender-based violence, but by talking about what rearing a child well means, about giving responsibility to couples who are expecting a child, about bringing all that into being ... I don't know, prevention so that human beings can be happier and so that ... (...) A happy childhood is the best preventive measure there is for enabling people to form relationships on a basis of equality, without this violence. So this is the work of prevention – an education for health, you could call it. That and, well, at all the different levels where you might need to work on prevention. And also you need to work with groups of young people ... You need to work at primary school and secondary school level ... (...) It's a Herculean task, it really is."*

Below we present the individual assessment, strengths and weaknesses of each of the services<sup>82</sup> within the BCAC which attempt to meet the needs of women who are victims of domestic violence and their social situation. We do this by following the personal and institutional journeys of their protagonists, the victims, from the moment when they take the decision to ask for help.

## *2.7 Personal and insitutional journey of the women victims*

*"Well, when the abuse first started, at first I didn't try and get any help. I always shut myself up in the problem by myself" (Woman victim, Bizkaia)*

### Asking for help

**The first milestone in the institutional journey of women victims** of violence and, where applicable, of their dependents, is the difficult but crucial step of **asking for help**. This is a step usually taken after a period – often a long one - spent in the shadows enduring the abuse, or even failing to recognise it as such or justifying it. And it is always a difficult one, because of fear of the attacker. **Her social network** usually plays a key supportive and/or informative role in the woman's final decision, although **sometimes these people hesitate to support the victim** for fear of her attacker. There are even cases where this **social network goes so far as to blame the woman**, thus stifling her request for help. In a rural environment, the community may even ostracise her.

Asking for help in any case makes it possible to begin a personal journey of breaking the circle of violence and, at the same time, constitutes the way into an institutional trajectory, although this may be accessed via any of the existing services. But let us first look at how experts assessed the existing services in the BCAC designed to meet this initial need for information and orientation.

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<sup>82</sup>Tables VI and X show the services available in the BCAC that we could get data for. They can be consulted in Section B.

## Emergency needs

### *The need for information, orientation and emergency containment measures*

None of the women interviewed had used either of the **Victim Helplines** available in the BCAC (one run by the Basque Government, the other by Central Government). Even though their role as a first form of containment is recognised, these are, according to the experts interviewed, a clear example of the above-mentioned duplication of services criticised by all those interviewed, except the institutions, as a cause of confusion to victims as well as social agencies. And there are even people who say that there were political interests involved in the awarding of the contract to manage the BCAC's service.

For this reason, the experts **propose that the information be centralised in a single telephone number**, run by Central Government, to provide access to the service for victims even when they travel outside the BCAC. Parallel to this is the proposal to strengthen the national service with more resources and new roles, such as immediate referral to police services so that police can go to where the victim is and protect her without the need for her to go to them. Likewise, feminist experts remind us of the **role played by Women's Associations as a source of information**, and their need for adequate training.

In any case, once the step has been taken, **the quality of care received at the time of this first contact, as well as the appropriacy of the information, orientation and/or help given**, are key. Those interviewed consider that, independently of which service may have offered preliminary information to the victim, it is **essential not to overwhelm her with too much information**, given her especially fragile state at this time.

Whether or not this information service represents the first contact with a social agency, **the most immediate need of the victim and her home situation is normally for protection**, once she has taken the step of asking for help, that is, of making her situation public.

### *The need for safety and protection*

*"I can honestly say that, from the moment I arrived, I was looked after very well, and the men there were amazing with me, and the policeman who looked after me was brilliant, really understanding. He felt helpless listening to the things I was telling him and what he had to write down. (...) He never made any comment that might make me go, "God, that's disgraceful" – in fact, the opposite: he really, really helped me. Then he called the woman working there, he was really determined about finding her so she could look after me and, like I said, she was great with me too." (woman victim, Álava).*

**Women really appreciate the way they are treated and the speed they are dealt with the first time they go to the police**, even though experts remind us that in the past this treatment could even be degrading.

The regulatory framework has given police services the power to protect victims and prosecute the attacker. In the case of the BCAC this is done either by the Basque Autonomous Police (Ertzaintza) or the Municipal Police, depending on the locality involved.

In the case of the Ertzaintza, those interviewed take a positive view of the fact that since 2006 they have had an internal action protocol agreed by consensus<sup>83</sup>, the purpose of which is to give uniform, quality care throughout the territory. A protocol that includes an internal system to detect the level of risk a victim is at, so that the need to put complementary protective measures in place, such as **the assigning of an escort**, can be properly assessed.

They likewise consider that there is a need to improve their own training, including training in how not to get involved in victims' problems. In any case, **they consider coordination between different services to be essential** to the provision of an adequate response to victims' needs, although the **Data Protection Law makes it difficult to share information between services**, meaning that the victim has to re-tell her painful story every time. However, **on occasions the greatest difficulty encountered by security services is the victims themselves**, as they may be reluctant to cooperate. There is a special strategy for dealing with such cases:

**ERTZAINZA(Basque Police):** *"And the first thing, our biggest difficulty, is the woman herself. We've got a formula to hand, a different way of working for when the woman won't help us care for her – it sounds a bit pathological, doesn't it? That someone who's in danger won't help the police look after her. Well, that's the paradox in this case. It must be Stockholm syndrome or something; they say it isn't ... And they won't help us at all: there are women who won't help us to help them, who mislead us, lie to us, hide (...) That's the really hard part for us! And faced with that, what can you do? The police are used to working with people who mislead them, or try to, so we've got certain techniques and we're all learning - some more than others, depending on what their specialist areas are. We've got the experience we get from working with a lot of people who lie to us. I insist, it's usually the criminal who lies, in this case it's the victim who's lying to us - sometimes. I'm not talking about a very high percentage."*

Nevertheless, the social agencies interviewed consider that **the Municipal Police are acting with more flexibility than the Ertzaintza**, and the victim's initial reception is better due to the fact that this is dealt with by the same person who will be processing the formal complaint, if one is made.

To mention a different area, there is a need to be able to widen police presence and powers to also deal with cases of sexual attacks by strangers.

#### *Protection services*

*"I could almost say that if I hadn't had that telephone number I wouldn't have felt safe, not in Barakaldo or anywhere else. At the beginning, they used to call me and say, 'We can see you're in such-and-such a place, you're around this-or-that area.' It makes you feel there's someone keeping an eye on you and if one day you do dial the number someone's going to come and help you."*(Woman victim from Bizkaia).

**The Law has given police services a series of resources** to enable them to

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<sup>83</sup> Evaluation coinciding with that outlined in EMAKUNDE (2007) Institutional Response to Domestic Abuse Against Women in Policing in the BCAC. Evaluation of police resources for Domestic Abuse Against Women.

guarantee the safety of victims, such as making it compulsory for them to carry a **special telephone** with access to a limited range of numbers **that connect directly to police services**. Should it be necessary, this telephone can include a GPS facility and, in extreme cases, can be complemented with the above-mentioned escorts. Nevertheless, victims were critical of this last service, especially for its potential impact on children, and they **want to know why it should be them that has to have an escort, and not their attacker**. And there are even those among the women who consider that they were not monitored correctly.

The **protection systems are even criticised by the security services themselves**. In some Autonomous Regions, GPS facilities have begun to be used with attackers - which they are equally sceptical about, as these give the position of the attacker, but not his position in relation to the victim. However, responsibility for the new devices will be left in the hands of private companies, due to the high cost of police administrative services.

#### ***Security measures: protection and restraining orders, and reporting***

As already mentioned, the regulatory framework has made possible a clear improvement and faster implementation in protective measures for victims. The immediacy of the restraining order does, indeed, make victims feel safer. Nevertheless, feminist experts make the criticism that **protection orders are not adequately monitored** and that, in addition, the **attacker often remains free**.

As we have already stated, the victim is able to **report the attacker**. Police services are also those legally responsible for receiving and processing any such reports. However, experts consider that victims often take this decision under the influence of the professionals dealing with them, without understanding the consequences and without sufficient reflection, thereby finding themselves caught in the so-called “**runaway train effect**”. In the light of this, it is especially important that the above services pay special attention to **going at the victim's own pace**. This decision is especially important if we bear in mind that **reporting puts the victim at greater risk, which may even lead to her death**. The professionals involved need in any case to have the necessary skills to manage such situations.

Although all the experts agree on **the importance, even at a symbolic level, of reporting**, the professionals involved must respect the victim's decision even if this results in **an ethical or even legal dilemma** for them, especially in the case of the security services, which have a legal obligation to report any crime.

However, those interviewed consider that **cases of false reporting** are happening as a result of media-created expectations that reporting a crime will open the door to a wide variety of services. A media-created effect which can make us forget that **the important thing, at this first stage, is asking for help, not reporting as such**.

#### ***The need for information and urgent legal assistance***

Be that as it may, **what the victim needs at this initial stage is adequate legal information to inform her about her rights and about what the procedure is** - and this needs to be free and to continue until the trial when the protection order is, or is not, granted. This means **legal advice before the trial and during the quick trial** which follows reporting,

for which a duty lawyer is available.

However, the experts make the criticism that, at least in Guipúzcoa, what can happen is that the College of Lawyers is informed when the victim is already in court, meaning that the judicial process has already begun without her having previously received any legal advice. With the aim of mitigating these failings, the Association has just signed an agreement with Guipúzcoa's Provincial Administration, complementary to the one with the Basque Government, which will be accessed through Basic Social Services. This is a Legal Aid Service for victims of gender-based violence around which social agencies are in some confusion over who does what and whether a crime has first to be reported in order to gain access to it. In the meantime, they resort to the associations.

For their part, the experts in Álava are critical of the fact that the College of Lawyers in that territory does not guarantee that the lawyer who provides pre-trial information will be the same as the one who accompanies the victim during the trial - with the problems this creates for her<sup>84</sup>. This failing is due to the organisation of the duty lawyer system itself in the province, which leads to legal advice and the follow-up of the case being carried out by different people.

Another aspect criticised by the experts is that **an adequate specialisation and awareness on the part of lawyers is not guaranteed throughout the BCAC**. With regard to the **legally authorised quick trials**, these are criticised as not being suitable for all types of situation. Another key problem is the **intervention of the psychosocial teams attached to the Gender-Based Violence Courts**, whose reports are often compiled urgently and without consulting the rest of the professionals involved. This is a one-off intervention equally criticised by the victims and which may even turn out to be harmful to them:

**Woman Victim, Álava:** *"Then they did a psychological analysis of the family right there in the court as well, which I thought was really ... a bit of a waste of time. Here I am going to see the psychologist for a year, she really does know everything we've been through, me and my son; she really does know, she really can say something about me - but a psychologist I've only spent an hour with, who just sits you down and says 'tell me all about it' - you just quickly tell her what he did to me. My son was four, what could he do, a drawing - and I don't think she could be that clever, to get a prediction out of that about how I'm going to be or not going to be. They should have talked to the court psychologist, got her up to speed with everything, that way you really do know more: she's not going to be able to make an analysis of the family unit just because you've sat there with her for an hour. I thought that was ... In the end, they put in the sentence 'you can see he hasn't assimilated the separation.'"*

#### *The need for urgent medical attention*

*"I think the medical care ... When I went I filled out a sheet the Ertzaintza had given me, and I mentioned it was for violence against women ... And the care was very good, because it was immediate. They didn't make me wait long, they did the medical assessment quite well. The guy examined me very well, to see if I had any distinctive marks on me. The guy really*

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<sup>84</sup>Dysfunction already pointed out in the assessment made in 2007 in EMAKUNDE (2007: 114) "Evaluation of the Judicial and Legal Aid Resources for Domestic Abuse Against Women." Vitoria.



*cared, in the full sense of the word, the doctor who saw me; he was really explicit about writing down on the sheet exactly what he'd observed. It was all very quick, so I could go off and report it. It wasn't slow, and I didn't have to wait long or anything. (Woman victim from Bizkaia).*

Once the request for help has been made, sometimes the woman needs urgent medical attention and to be able to get an objective record of the assault she has suffered. In this case, whether alone, accompanied by members of her social network or by police services, she goes to the accident and emergency department, who see her according to the **existing health protocol**. With regard to this, the women interviewed **appreciate how they were dealt with, as well as the speed** with which they were seen. However, the experts voice the criticism that, on occasions, the victim is not properly dealt with if she does not want to report a crime – which is an especially serious failing where sexual assault is involved, and in light of the fact that this was the kind of occurrence the Protocol was supposed to try and rectify.

The problem of reporting poses, once again, **an ethical problem for healthcare staff**, since the doctor-patient relationship is affected when there is a conflict between the women's right not to communicate the abuse and the doctor's obligation to report a crime.

However, care of the victim does not just concern accident and emergency, but also the whole healthcare system, at both **primary care and specialist levels. These are unable to offer adequate care**, since they suffer **the problem of staff shortage and shortage of resources** endemic in the Basque Health System (Osakidetza) - it being difficult to detect or follow up properly when you only have 10 minutes per patient and the waiting list for the specialist is months long. The experts from the healthcare field interviewed are equally critical of the workings and lack of involvement in this area of the Basque Mental Health Services.

Another of their criticisms is that this saturation of the health services makes it difficult to coordinate properly and to operate as a network with the rest of the social agencies involved in each case. The experts interviewed are of the opinion that the causes of these failings are to be found in the fact that **there is no real commitment on the part of those responsible for health services, or politicians, to providing an adequate response to the phenomenon. The protocols** have been reduced to regulating the relationship between the health and judicial systems and **have not involved a genuine mainstreaming** of the problems into Healthcare Plans.

The lack of interest and mainstreaming of the subject of violence against women has also led to the **limited training offered in institutions** to healthcare professionals. A training which, according to the experts, should be given at all levels of care and not just in accident and emergency; and also at university level. This training should cover complementary issues like the detection of violence, gender inequalities and/or masculinity, and should in any case be subject to protocols and independent of political influence or the initiative of professionals<sup>85</sup>.

Those interviewed are critical of the fact that the training currently offered institutionally

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<sup>85</sup> Following the completion of our fieldwork and at the time of finalising this report, Emakunde has made an assessment available (December 2009) "Institutional Response to Domestic Abuse Against Women in the Health System in BCAC." In this report EMAKUNDE (2009b: 143) draws the same conclusion.

is very theoretical, with professionals being unaware of the rest of victims' trajectories, as well as of the role to be played by other professionals, including the role of the forensic scientist. Feminist experts consider that this training should be complemented with the possibility of further follow-up, by enabling professionals to consult with a specialist service, so that they will then not be afraid to become involved and, should the need arise, give evidence. This is a service currently only being offered by the Clara Campoamor Association - and then only on an ad hoc, free and on demand basis.

This training is in any case especially important if we bear in mind that, according to the experts, **healthcare professionals are as imbued with the culture of gender inequality as the rest of society**, and are not neutral in their practice. To this must be added a context in which healthcare gives priority to physical, as opposed to psychological and, in particular, to social and cultural issues.<sup>86</sup> There are also other problems of a conceptual nature such as **the nonexistence of a system for classifying violence specific to the health system or ICD-10**. These difficulties, and the lack of political interest, are especially serious if we become aware of **the burden of ill health that violence against women involves**, and the key role that healthcare services can play in its prevention and detection.<sup>87</sup>

**HEALTHCARE EXPERT:** *"What the healthcare system is doing is malicious. We know there's a significant problem, which is affecting what we could call the years of good health, and which is possibly the third highest cause of loss of years of good health. And despite that the health system doesn't intervene (...) The way to prevent violence, the only one I know, is via the Health Service. It is estimated that, in less than a year and a half, 100% of abused women will be seen by the Health Service, and they will even use it more in the future. And the only way to intervene would be through these services. And that's where there's no intervention at all."*

#### *The urgent need for accommodation*

Likewise, another of the needs the victim needs to attend to urgently is that for accommodation, since she often leaves home out of fear. Sometimes she finds accommodation within her social network, but it may be that these people are also afraid of her attacker.

Where she requires institutional accommodation, **a network has been set up throughout the BCAC**, but in Bizkaia and Guipúzcoa it may happen that **in an emergency these women have to use a service not specifically designed for the purpose, or with no security or round-the-clock staffing**. However, in Vitoria all emergency flats are specifically designed, with round-the-clock staffing and security systems in place; something which is especially important for making the victim feel safe and for her not to go back on

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<sup>86</sup> In this report EMAKUNDE (2009b: 138) state, however, a broader view of the concept of health, based on the "biopsychosocial theory of health" and the "gender psychosocial determinants" that appear in the glossary of terms in the Basque Government's Women and Health Program Health Plan 2002-2010.

<sup>87</sup> This report by EMAKUNDE (2009b: 139) confirms that "in the health system the conceptualisation of violence against women is still not wide-spread, as a risk factor for health or as a public health problem. (...) It is important to consider the issue of violence against women in the home as a public health problem, as this would imply working to prevent health problems from arising from it, and expanding and improving care and safety of the population susceptible to suffering this kind of problem".

asking for help.

With regard to this, the women interviewed are nevertheless critical of the **“institutional and controlling attitude”** of the counsellors at the Emergency Shelter in San Sebastián:

**Woman Victim, Álava:** *“You even had to say what you were doing, what you had for breakfast and for lunch. They locked the kitchen door ( ...). They were checking up far too much on everything I did.*

We should also mention that there was no consensus among the experts with regard to whether or not it is necessary to provide a complete accommodation service, such as shelters. While some consider it best to opt for flats dispersed around the community in order for victims to be able to live a “normal” life, others favour shelters, prioritising safety to the detriment of victims’ freedom of movement. Those in favour of shelters consider that, despite the fact that there is a decree by the Basque Government covering this area (Decree 148/2007, 11 September, regulating shelter facilities for victims of domestic violence), this is not being applied and has room for improvement. They also recommend that if this does become the preferred option, shelters should not be dedicated only to emergency cases but also used as short and medium-term shelters, with two clearly-defined spaces. They propose the provision of one shelter for each historical territory or at the level of the whole BCAC.

In any case, and despite all the existing measures and services, on occasions **the lack of safety is so great in this first, emergency phase that the victim asks to be moved to another locality or even another province**, with all the additional uprooting that this entails.

**Woman Victim, Álava:** *“In San Sebastián, I stayed shut up in the Emergency Shelter for a month and a half at that point, because if I went out and someone saw me, they might say to him, ‘I saw your ex’. The Ertzaintza escorted me so I could take my son out to the park, because he was shut up in there. So, that was the situation - but I couldn’t stay shut up so long, I asked to be moved, they suggested different places to me and one of them was Vitoria. I didn’t know anything about Vitoria, it was all new, but I went to Vitoria, with nothing, starting from scratch. So I went to Vitoria Town Hall and made contact with Marisa, who was in charge of social affairs, through the woman responsible for social affairs in San Sebastián. They talked to each other and the people from the Emergency Shelter came with me.”*

#### *The urgent need for financial support*

*“I went to the Town Hall in the Plaza de España to ask for an emergency cheque, there they give you money for food, it was just enough to buy lunch. Then you came here and they gave you a cheque for 100€ or whatever. So then you had enough for food, because the accommodation was provided and there were no bills. It was all free.” (Woman victim, Álava)*

Women victims also often **urgently need financial help** to meet their basic needs, especially if they are not working or have lost their job and/or cannot count on the support of their social network. This request is processed urgently by Social Services and in many cases is victims’ first contact with them. This is help which, according to the women, **is very little known about** among the general population.

Both the women and the experts have a positive opinion of the room for manoeuvre

available to social workers when processing the financial help available (and on the way – complementary to those generally available benefits already mentioned: Basic Income Allowance (IMI) and Emergency Social Allowance (AES) - as well as the speed with which they are granted.

*The urgent need for psychological support*

*For one thing, at first I didn't look for help (...) because really I was living alone, I shut myself away, I didn't talk to anyone, and the solitude and pain were eating me up."* (Woman victim, Bizkaia).

Another of the women's basic needs is for **psychological support**, which is essential for enabling them to make a decision as to whether or not to report the abuse, and whether or not to separate from their partner. This support is in any case necessary for putting their lives back together following what has usually been a long period of suffering. Nevertheless, on occasions, **this essential emergency support is not provided**. The experts recommend that it be properly coordinated and free of charge - things which are in any case provided for by law.

Meanwhile, once this first, critical period of asking for help has passed, a new and equally important phase in these women's journey to normality begins. A period in which, independently of whether the woman needs to be provided with accommodation or not, it will probably be necessary to give her psychological and financial support and help looking for work.

Short and medium term needs

*The need for short and medium term accommodation*

As with emergency accommodation, we have been able to see how **the BCAC has available a large number of short and long term shelter flats; which the experts consider sufficient although there is a saturation problem in the case of Bilbao**. Regarding length of stay, although maximum periods are stipulated, the experts express a positive opinion of the great degree of flexibility available, with the point at which victims leave being linked to the progress of their recovery.

At this level, **those interviewed are once again divided in their opinions between those who favour a complete solution**, such as the above-mentioned shelters, of which for the moment only one exists, in Barakaldo (Bizkaia), and **those who defend the idea of a network of flats spread round and integrated into the community**, which they consider an option more akin to a normal life.

In any case, **the care received in the flats varies according to the territory involved. Only Vitoria guarantees security over the whole network**, with a margin of flexibility, so that the victim is not placed in an environment close to her attacker.

They also insist on **the need for the flats to have round-the-clock staffing**, to avoid possible risky situations or even visits from the attacker.

**Neither is there any uniformity in the training of the staff of these shelter flats,** although the institutions are showing interest in retraining their social actors - this in addition to the motivation and dedication of individual professionals to updating their skills and providing quality care. These flats **usually have a maximum of two families sharing, in order to make living together easier.** There are **problems of shared accommodation confirmed by victims**, in the light of which these women propose that care should at least be taken not to mix women of different ages and who are at different stages in their lives:

**Woman victim, Álava:** *"I've been through this process with other women. For example, an older Argentinean woman who was a depressive. So look, I can see a failure of the system here, too: for example, I'm young and normal - but if they put me with an older person who's been through this, she's on her own; and older ladies want a different kind of care. It was like she was my boss, and she wanted me to listen to her. But I was tired too, and I had enough problems of my own without ... She started telling me her life story from when she had her first boyfriend, and for me that was really ... And then you'd go off to the counsellors, to tell them how you're getting on with her; but really what you need most if you're living together is dialogue I think some of them are a bit over-familiar sometimes, too, like it's give and inch and take a mile – and you could avoid that, really. I've been a bit unfriendly when it comes to things like that, and the less help I need, the better. And it's better if I can look for work myself; but also if they help me. But yes, after that I also lived with a Brazilian woman, because I moved from the first flat to another one: the older lady needed the company of someone her own age, not a young woman – we were incompatible, I didn't give her all the attention she needed, and she had depression, and I didn't know how to cope with that, I didn't understand it, taking pills, 'How can I be left on my own?' and I'd say, 'What are you telling me?' It made me feel ... At first you panic, 'Who are they going to put me with?' But you can talk to them, too, and explain if you're doing OK or not, and if you're not they move you (...) Then they moved me to another house with a young woman, and things began to go well – a young woman who also had a child. The children spent their time together, getting on and not getting on, like siblings who have a fight and then start playing together again, that sort of thing. And I feel supported by this girl. If I go out to work, she'll look after my child - and with the older lady I didn't have any support."*

#### **Support and counselling inside the flats**

*"Yes, she brought me in the car herself. And also, I met Elena, from the Campoamor Association, and Marisa. We had a meeting, then they gave me somewhere I could stay which they had reserved for me, and I went there. They introduced me to the counsellors, who were totally the best thing that happened to me. They've helped me so much, I can't tell you. At the beginning I didn't even want to see them, or tell them anything, I was tired of telling everyone the same stuff - and then these four counsellors, telling them everything one after the other so I could go to the flat; I just didn't want to talk anymore. I was tired of talking. Then the counsellors started making weekly appointments for me so I could tell them how I was getting on. (...) And then, there was my son—he stuck to me like a limpet because he was scared, too; and at the beginning, with the counsellors, I always skived off. I didn't even want to stop*

*and talk. They're there to help, to help us - and they told me they had a really hard time with me. But now it's all over, I miss them."* (Woman victim, Álava)

Inside the flats the women have access to a team of highly-valued males and female counsellors who accompany them to different services and at the same time work with them on the rules for sharing accommodation. **This team of counsellors is particularly necessary where there are children involved**, as there are parents' programmes in the flats which include male figures, in order to provide an education in positive male role models. In any case, those interviewed have suggested innovative ideas to improve care in the flats, such as providing equality workshops for children.

Again, Vitoria represents good practice, because of the complete care provided. This good practice has benefitted from the commitment of the local council, independently of changes in the political party in power. The improvements have been especially visible in the last three years, which have seen the creation of a targeted programme and team. Another key aspect is the already-mentioned provision of a single named social worker to take charge of each victim's care, who coordinates between different services and works to ensure that the woman and her dependents are plugged in to the network of resources necessary to their situation.

As we have already stated, **the issue of high intensity accommodation services for victims with some kind of specific difficulty, especially associated mental illness**, has yet to be resolved throughout the BCAC. It must be remembered that a High Intensity Centre for Social Recovery and Integration, "HAZTEN," has recently been opened (in June 2009), to cater for women victims of domestic violence who have special needs associated with multiple social problems (in this case, drug dependency). Some of those interviewed are already highly critical of this Centre, particularly where women with dependent children are involved, as the situation involves minors sharing accommodation with several mothers with drug problems.

However, the experts consider that **those victims who do receive adequate care are the immigrants**, since specific work is done with them on what they want out of their life in their new country, with emphasis being placed on the training of social agencies. Although we need to qualify this opinion in the light of the victim of foreign origin interviewed who considers that the attention she has received in Bizkaia has not been particularly sensitive to her life plans or situation as an immigrant.

#### *The need for children to attend school*

Another essential need that has to be met is that of **placing children in schools** in a safe environment – which is **especially difficult when the victim has to move to a different town**, or even province. Again, the Data Protection Law can prove an obstacle:

**Woman victim, Álava:** *My obsession was to work - I wanted to work, so I could support myself – and most important of all, to find my son a school. I never stopped, I went round everywhere. I'd say to the counsellors, 'take me to this place', 'Where's this, where's that?' As we also had our personal details protected, I couldn't get my son into a school, either. The data*

*protection was in case he found out the school ... That took a long time, the data protection thing: the data protection stuff was only sorted out after three months."*

#### *The need for short and medium term psychological support*

Over and above the need for psychological support in the first, emergency phase, which has already been dealt with, this type of support forms **a central part of the short and medium term recovery and integration processes**. In any case, this support is managed in coordination with Social Services and its duration can exceed the stipulated length of time, in each of the territories, if the victim needs it. This is support which the women appreciate and try to justify.

If at the beginning of treatment the woman **may show resistance, and even mistrust**, over time, trust is established and the support is highly appreciated. This appreciation extends not only to the individual support, but also to the group therapy. Although in some cases, with the most fragile victims, the woman considers that the care she received has not been enough nor its content suitable.

**Woman victim, Bizkaia:** *"It's that it takes so long. That girl, Eva (the psychologist), when I went to see her, at first it was chatting, getting things off my chest, telling my story, her getting to know me. Then everything became a procedure: first we'd talk a lot, and then she'd tell me what we were going to do, the type of therapy like yoga and relaxation and all that stuff. And then, I don't know, she told me I should do something creative or something; but of course, that takes time, because if the month after that I start really talking, then logically I'm not going to stop talking about how I feel."*

In any case, the women interviewed agree with the experts that **a need not met in the BCAC is that for psychological preparation for the trial**.

**Woman victim, Bizkaia:** *"Maybe, yes – because me and her talked about hundreds of different subjects, but we didn't talk about that, and she never asked me, either, about how it felt to be standing there in court in front of a judge. They're things you never get to talk about, you talk more about the things you've been through with your ex, right? Everything to do with your ex, but not about things to do with this other aspect (...) I could have done at least with something so I didn't feel frightened looking at a judge, to help me look at them like I'm looking at you, and feel relaxed talking to them like I do with you, and say what happened - because if I don't feel confident, it's going to be hard, or I'll just clam up and keep things back which it might be better to say. I don't know what he might be like with other women, what happened to me could happen to another girl – and sometimes it's just that, if you feel safe with someone you feel relaxed enough to get it off your chest more easily. But when you feel inhibited, you don't say everything, you keep your mouth shut."*

The experts interviewed consider **psychological support to women of foreign origin to be an added difficulty**, as it is necessary to get beyond the language barrier, where this exists. In this respect it is greatly appreciated when, as in ZUTITU, the psychologist who carries out the initial session, in this case in Vitoria, speaks French - even if an interpreter is then needed for ongoing psychological support at greater depth.

As for **the specific training required of psychologists, the experts consider that it is insufficient**, as **greater involvement on the part of the healthcare system** is required. This would be complementary training in areas like legal psychology, and should be organised in synergy with other professionals and as an indirect means of working on coordination.

One example of good practice, in any case, is the service offered in Bizkaia and Álava by ZUTITU. The only controversial aspect here would be the fact that they also deal with giving **psychological support to the attacker**, even if they do this in different spaces and with different staff. Here we are reminded that **the Law stipulates the incompatibility** of treating victims and attackers in the same centre. Nevertheless, in the case of Guipúzkoa, even though there is an agreement with the College of Psychologists, its compliance is not being monitored. In the past, and in the case of San Sebastián, there have been cases where the judicial system has referred convicted attackers to the same psychological support service as victims, even though there was an awareness of the incompatibility. Currently, this city has a specific group treatment facility for attackers within the Justice department.

In any case, the experts interviewed consider that psychological treatment of the attacker is necessary even as an aspect of prevention.<sup>88</sup>

This treatment is particularly complicated in the case of convicted attackers. The victims interviewed corroborate the need for such treatment, especially where there are children in common, in order to normalise the parent-child relationship:

**Woman victim, Álava:** *"Oh yes, they have to do 80 days community service for abusers, something like that, I don't know. As for me, naturally the first thing I asked for in the agreement was that he should be monitored for a year, with someone looking after him. What I asked for most of all was for him to go to a psychologist to get well, so he would be able to look after my son properly - he'd be the one getting helped. (...) Of course, the thing is, if he helped himself, if he realized, if they made him see ... The thing is, they don't see, he's the one who isn't well, he's sick, he's the one they should be giving psychological support to, so he can realise what he's doing, because I think these people don't realise (...) I asked for him to spend a year in a detox centre and for him to get psychological support to help look after the child. I couldn't leave a child like that (...) No, he didn't ask, he didn't want it."*

#### *The need for short/medium term legal assistance*

After the first, emergency period, victims continue to need legal assistance. It may even be that their lawyer is threatened by the attacker and becomes part of the case for the prosecution, meaning that the victim has to look for a new one.

Those interviewed also criticise the fact that **legal proceedings are not always free in their entirety**, meaning that the victim may give up in the face of the cost of legal fees. Sometimes, even when these proceedings are free, women consider that, precisely **because they are not being paid, their lawyers get less involved** and do not follow up the case

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<sup>88</sup>It should be noted that at the time of finalising this Report (January 20101) the Basque Government Internal Affairs and Justice Department launched a new program for rehabilitating abusers, with focal points in each of the 3 Basque capitals. The program forms part of a pilot program started by the Spanish Government Ministry of Equality.



properly.

**Woman victim, Bizkaia:** *I got a duty lawyer, through legal aid, and I could see that if you got a paid lawyer more things got done (...) It must be a year since I heard from the woman who was my lawyer, since we went there - because he also reported me for abuse, and that was the day I had to go and give evidence about the abuse I allegedly did to him. I never spoke to her again. To this day I've heard nothing from her, I don't know if she's still on the case, or anything. So I think that she should – not exactly ring me every day, but at least call me once a month, to ask me how I am, how things are going, and let me know where the case has got to, because I've got no idea. She did tell me it would take a while, but at least she could say to me, 'don't worry.'*

And there has even been mention of **a lack of respect for victims' privacy** on the part of some lawyers, or an insufficient sensitivity, where the importance of avoiding an encounter between the woman and her attacker during one or other of the legal proceedings has been ignored.

Likewise, there has been criticism of the **incompatibility of defending both victims and attackers** not being respected, even despite the existence of agreements with Colleges of Lawyers.

#### *The need for short/medium term financial support*

*"I think it's enough to manage on with a child. Yes, they give you the equivalent of the minimum wage, somewhere to live, and then they help you look for work. If you find a job that doesn't pay the minimum wage, but less, they make it up. For example, I worked in security, and I earned 300€ and with child support, which is 400, plus the 300 I was getting in security, 700. I think the minimum wage is 900, so I was short, so they make it up. Now I'm getting 1000, and I'm not on the minimum wage or anything, I'm supporting myself."* (Woman victim, Álava).

Once through the emergency phase, **women continue to need financial support, as they often either do not have a job or have lost it**. After the emergency benefits already mentioned, victims go on to depend on those generally available, and can get Basic Income Allowance (IMI) or Emergency Social Allowance (AES), where applicable. All those interviewed, including the women, **agree that these are sufficient to meet their needs decently, even with dependent children**<sup>89</sup>.

However, there are those who consider that **some women have false expectations about what they may receive**. In the same way, many women are not aware that they will not be able to maintain the same level of spending as they had before the break-up of their relationship. Likewise, the foreign woman interviewed draws attention to the fact that she felt judged when she asked for benefits, although she also believes that these are sometimes abused:

**Woman victim, Bizkaia:** *"Yes, in part yes, because people say, 'you foreigners just want to live off benefits.' If I had a job, I wouldn't ask for benefits, I'd prefer to work and not ask for benefits,*

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<sup>89</sup>This assessment contradicts the results of the evaluation by Emakunde on Social Services which recommends providing higher economic benefits, or merging existing ones, and asking at the same time that they be speeded up. EMAKUNDE (2007:158) Evaluation of Social Services regarding domestic abuse against women.

*I've asked for them when things have been bad – and at any rate now, with all the debts he left me with, I felt I couldn't take any more, because I didn't have a job that I could say gave me enough to pay it off; once you've paid for the flat there isn't much left for anything else. And then a lot of the time they ask you for so much paperwork ...”*

### The role of Social Services

**“From that moment I've had loads of things, psychological support as well – this, that and the other.”** (Woman victim, Guipúzkoa)

Financial help, or where applicable, benefits for a victim's dependent child, are usually the way into the system of available resources and Social Services. **Services which are often not known about and are even stigmatised**, as being only for the “deprived.” In any case, once women have been in contact with Social Services, they usually form a very positive opinion of their work and the way they are treated<sup>90</sup>, and believe that their involvement has been a key part of their process of returning to a normal life.

Besides processing the financial help already mentioned, Social Services play, as we have already pointed out, an important role in terms of **information, orientation and especially as a point of coordination** for all the different services and people involved in the situation of women victims and their dependents. Nevertheless, and despite playing this key role, they have numerous difficulties in carrying out their day-to-day functions, with clear differences existing between the different territories. **They are overwhelmed with work**, and it has therefore been necessary to organise internal working strategies to enable them to deal with victims on an urgent basis. Special attention has also been paid to the quality of the services offered - which, as we have seen, is a key factor in the woman's process of integration and the restructuring of her identity.

To **staffing difficulties one must add those deriving from the development of the phenomenon itself**, such as the **increasing presence of immigrant women**, in dealing with whom they will **need more knowledge** in terms of their cultures and/or what their concept of violence is.

In order to deal with these difficulties, **some Councils, such as Vitoria, have instituted plans for shared training** with other departments and even with other social agencies such as the Police. They also have **a system of long-distance advice** given by specialist social workers:

**SOCIAL SERVICES EXPERT-A:** *“So a professional came, to be exact a woman social worker. And what we did there was we talked about cases, ones we were working on or had worked on. We sent them to the team that do our training, and then all of us together did a new version, how we should have done it, according to their cultural point of view”.*

But working with women immigrants sometimes involves **language problems**. It is because of this that Vitoria City Council have also organised a system of interpreters, who are spontaneously moving towards specialising in gender-based violence. Nevertheless, a long

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<sup>90</sup> Along the lines of the results from the quoted research by EMAKUNDE (2007: 140).

term view involves an insistence on access to **literacy classes**, especially with a view to strengthening the victim's autonomy and ability to give informed consent.

**On the other hand, there is no specific type of intervention** for women who have come from the **world of prostitution**, apart from coordination with the specific associations that exist to deal with this collective. **Another aspect** which the experts find particularly **worrying** is the difficulty of accessing Social Services **in rural areas**.<sup>91</sup>

In any case, those interviewed cite as an example of good practice the one-stop policies of Councils such as Barakaldo in Bizkaia and the already-mentioned case of Vitoria. In other cases, for example San Sebastián, there are serious staffing problems to be dealt with.

But the involvement of Social Services that we have mentioned has as its ultimate objective the integration and return to normal life of the victims and their dependents.

### The need for a return to normal life and integration

#### *The need to work*

*"I'd like to have a job so I don't have to depend on benefits, so I can stand on my own two feet, pay the rent, buy food and clothes and all the things I need, and help my parents." (Woman victim, Bizkaia)*

During the personal, and often institutional journey of these women towards a normal life, **finding a job** plays a key role. Victims appreciate the support they receive, both in terms of training and in looking for work. And yet the experts **consider that there is a serious difficulty at this level**, as the current network of services available, as well as their coordination, is **insufficient** - a situation which is bound to worsen given the **current situation of economic crisis**. Again, Vitoria stands out as an example of good practice:

**Woman victim, A:** *"I think that what there is here in Vitoria is unbeatable. The counsellors go with you, they take you to a job training place, they give you two weeks' classes, so you know how to look, how to talk to people in business, waitressing, how you should behave, everything. And I was scared and everything, I didn't know there was so much, I really didn't (...) They told me to go and look for work at a work-related charity called San Prudencio; and they gave you advice there too, they gave you classes, so you could go to companies and look for work, and they updated your CV."*

On the other hand, all the feminist experts criticise the way in which **subsidies are being allocated** and this area is being organised. Whilst some **argue for the creation of a specific employment service**, others **consider** that what actually needs organising is **the collaborative effort between the general employment services and the associations who specialise in these problems**.

#### *Custody of minors*

However, an aspect that requires organisation where there are dependent children involved is making sure these attend school or, where applicable, that their custody regime

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<sup>91</sup> Though it should be pointed out that in the above-mentioned Assessment by Emakunde the experts interviewed felt that the response was appropriate due to coordination with Provincial government (EMAKUNDE 2007: 126)

allows the woman to work, train, or look for a job. It is for this reason that there is a system of priority access, at least in the three provincial capitals of the BCAC, due to the shortage of existing places. In this respect, the **agreement reached in San Sebastián with the Department of Social Services and Youth to allow priority access with no waiting time, can be seen as an example of good practice.**

#### ***The need for somewhere to live***

Another key aspect is to secure somewhere to live, whether owned or rented. However, **the housing market in the BCAC is suffering an endemic increase in market prices which make it enormously difficult to access**, despite the existence of regulations and existing quotas. Indeed, the Basque Government's Housing Department has planned for the possibility that women victims of gender-based violence may be able (subject to a social report and under certain conditions), to access flats directly allocated to them as officially protected rented dwellings. There is also the possibility of housing swaps. The problem is that demand far exceeds supply, with only a very small number of applications being successful. It is very difficult for victims to understand these problems of access when these options are "advertised" as available:

**SOCIAL SERVICES EXPERT-G:** *"Women who suffer gender-based violence have priority for housing, for jobs ... for everything. There's a specific quota when it comes to the draw. But it's not actually real. When you say to a woman, 'Go to Etxebide and apply for somewhere to live with your police report and the sentence that proves you're a victim of gender-based violence', they tell her: 'Put yourself down for the draw'. They're not telling her that they're going to give her a flat. But if you look at the publicity, what do you assume? That they're going to give you one. So, the way they publicise all this type of thing does a lot of harm, because it creates expectations."*

However, **in Vitoria, housing is being found for 100% of the victims.**

On occasions the women themselves are the ones who find solutions, such as those mentioned before of several women or family units who have been victims of violence sharing a flat together.

#### ***The need for psychological support***

*"And the truth is, it puts you on your feet again, it put me totally on my feet – like, settled. I've got my flat, I pay the rent, school, everything."*(Woman victim, Álava)

Managing to get a job and somewhere to live are landmarks in the integration process and help victims psychologically. Nevertheless, **there are aspects which make complete recovery difficult**. It may be necessary to continue working on aspects such as relationships with the male sex.

**Woman victim, Bizkaia:** *"The thing is, it's not easy to forget, it's difficult to trust again. For one thing, if you meet men who want to have a relationship with you, then it's really difficult to believe again, to go back to thinking you're going to find a good man. Frankly, it's just too difficult for me."*

Once again, those interviewed consider it necessary to have not only individual but also group support, to help promote victims' autonomy. In addition, the fact that, as we shall see,

the legal proceedings are a long drawn-out process, makes the process of regaining their autonomy enormously more difficult for victims.

#### Leisure and social connections

*“My boy has started school, he has his little friends now, I’m with the mothers, at work I have friends, I’ve come back to life...” (Woman victim, Álava)*

The women consider being able **to enjoy free time again, to have a network of friendships, as an indicator of their return to a “normal” life**. However, among the people interviewed, only the social workers and feminist experts highlighted the important role of leisure for the normalization of victims’ lives. That free time lets them enjoy themselves and find other women, although victims indicate the need for support in this area since **the journey they have lived has isolated them from their social surroundings as well as undermined their identity**. They have experienced an isolation that is especially hard if they had to change their place of residence, or are immigrants. Addressing this area, the women emphasize the possibility of **using free time to participate in volunteer activities that make them feel useful**:

**Woman victim, Bizkaia:** *“Because one has lots of ups and downs. Sometimes I’ve had a week where I’ve been fine, but then I’ve had other weeks where I’ve collapsed, I’ve just been totally destroyed. So sometimes I think of looking for something to do, or to study, or all of a sudden to go help out with something: “Look, if you’re not doing anything, we have an association of older people that...”. You know what I mean? Things like that, that one can enjoy and that keep one’s spirits up to keep on fighting, because you see that you can help other people (...) Because sometimes you need that; most women I’ve talked to that have been abused, we have this complex that we’re not good for anything, and we feel useless and sometimes it’s good to feel like you’re useful for something, that you can help, that you can do something. I think that would be a really good possibility.”*

And even in **activities to raise awareness about violence against women**. The experience with street theatre of one of the women interviewed was particularly interesting.

**Woman victim, Gipuzkoa:** *“We’ve done that, me especially along with a colleague. It all started because my sister works in dance, doing choreography and other things, and we created a kind of..., well, a play, something like that...We made our (statements)...like I’m doing now, we talked, they recorded me, we recorded each other, in a place, in a factory or whatever so I couldn’t be recognized, with the voice a little distorted...And we were a series of girls bearing witness.”*

Again in Vitoria, pleasurable activities were given a key importance in helping victims with normalisation, either by putting existing municipal resources at their disposal, or promoting their participation in the fiestas or in workshops and cultural activities.

Nevertheless, all this support network discussed does not completely fulfil its role - and that is true throughout the entire BCAC - in the case of women who do not enter one of the women’s shelter resources. They have the right to protection, to legal and psychological help, to financial assistance, but they do not enjoy a specific program to help them navigate these

different areas, and the primary social worker is unable to do that job. In this area, **the innovative experience started up in Bizkaia** in January 2009 with the **Family Intervention Program Specialized in Child-Parent Violence** should be pointed out; it offers psychosocial support to women, along with their minor children, who are victims of violence and who decide to stay in or return to the home where the abuser lives, with the goal of having the women able to face crisis situations that can arise and giving them the skills and resources needed to achieve an adequate solution to their situations.

In all these cases the process of integration is often left up in the air - like an open wound - as women wait for their judicial proceedings to be settled.

#### The judicial process and the need for legal attention

*"I've got the impression that the process is slower because you have to wait a lot. It has been a year and something like four months now, and I'm still like this; when I think about it, when these things get into my head, it just totally drags me down, I'm really shattered and I feel that..., I feel helpless." (Woman victim, Bizkaia)*

Parallel to this process of recovery and social integration, the victim continues to wait for the trial, with all the psychosocial burden that carries with it. **This delay is a problem endemic to the Spanish judicial system** in general, although in the Courts for Gender Violence in the BCAC the waiting time is less than in other parts of Spain because there are more courts.

With regard to how the courts work, experts consider that **much depends on the professionals involved**: although the law is the same, one judge's actions can be very different from another's. Even before the Courts for Gender Violence were opened, there were judges whose own sensitivities led them to develop noteworthy practices of mobilizing and coordinating resources. In other cases, as in Bizkaia, the **dysfunctionality came from the public prosecutors** who did not follow recommended procedures:

**LEGAL EXPERT-A:** *"It's not the judges, no. It's the rest of the people who don't follow procedures. For example, if someone from the public prosecutor's office doesn't show up when the woman is called to testify; if the lawyer assigned, this free lawyer they give for gender violence, doesn't ask for prison for him, doesn't ask for protective measures or doesn't ask that the protection be a police guard, the judge can't order absolutely anything. In other words, the judge, according to the Code of Criminal Procedure, can't sentence the accused to anything the woman's defence lawyer asks, or the public prosecutor asks. Or in other words, the charges. And what's not working in Bizkaia is that the prosecution, which in this case would be the Court for Gender Violence, in the court on duty, aren't requesting prison for him, the public prosecutor isn't requesting prison for him, and the judge, even though she sees the great danger this woman is facing, can't order prison. That's why the Court for Gender Violence isn't the judge."*

**Some victims criticize the various professionals of the Courts for Gender Violence for their attitude towards the women**, disclosing the added difficulty in communicating when

a victim is from another country and has different codes and cultural concepts regarding justice:

**Woman victim, Bizkaia:** *"When I had to go talk and discuss the why and all that, I felt like I was with really strange people. Apart from feeling that way, I was taken aback by lots of the expressions on their faces, as if I would have liked to freeze in my chair and say, 'Look, forget it, what happened' (...) Sure, part of it was they made me feel very afraid, because as I said, I have a way of speaking that people sometimes interpret differently, and I use expressions when I say something about him--he controlled me so much with the mobile phone--so sometimes it's logical that if I tell you, 'He called me two hundred times in a day', then it wasn't two hundred calls, but more or less that gives you the idea of how many calls he would make if he couldn't get in touch with me. In the court, when I was making my complaint, I used these kinds of expressions and there was both a man and a woman, and the man, when I said, 'It's that he called me two hundred times a day', he made a gesture like, 'She's exaggerating', as if he wanted to say, 'Come on, you can't make two hundred calls in one day', and I felt terrible (...)."*

In any case, **experts feel that ongoing training for these court professionals, especially in cultural, socio-psychological and forensic medicine topics, is essential.** It would be equally valuable if that training were multidisciplinary.

**The experts are demanding not only training but also a guarantee of sensitivity from all the actors in the judicial system.**

Cases concerning **custody of minors and/or awarding of pensions** are critical points. **And there are even occasions when the defence of the minor is not given priority:**

**Woman victim, Álava:** *The sentence came out almost a year ago, and I'm still waiting a year later. I'm the one who has to bring my son to Donostia so his father can see him. Supposedly he has to come to the meeting point. He found a very good lawyer, he wanted to see him weekly, as well as on alternate weekends, in the beginning... There was the trial and it was proven, there were witnesses, that for example, he would have the boy asleep in the truck and he'd be drinking rum and cokes in the bar, and there were photos, he took him to bars with drugs, I'd go to the meeting point and he'd be asleep in the car with the music blaring, the Ertzaina (Basque police) would go down to the meeting point to call him. Those were cases where you say, 'How can I leave the child with him?' There was the trial, and he had to be supervised at the meeting point. I got it so that every Thursday I have to take him out of school at 3 to take him to the meeting point at 5, from 5 to 8. Now he knows full well that we're in Vitoria. We were here four months that he didn't know anything about me, but when we went back to the meeting point, my son knew how to talk and say 'Vitoria'. From the beginning since he started to be with the boy, he already knew full well that I was in Vitoria, so now he knows that I'm in Vitoria."*

According to experts interviewed, officials also **do not take into account situations of particular vulnerability, such as disability** and the need to accelerate pension payments, which can be delayed up to several years until the trial occurs and the issue is addressed.

**Feminist experts criticize the fact that the right to present oneself for free on behalf of the prosecution is not being respected** even though there is a European directive to that effect:

**FEMINIST EXPERT:** *"Now the European directive, you put it on the table and say that the women's associations, we go to the courts and there are courts like those in Valladolid that ask 12,000 €, 17,000 €, 20,000 € to present ourselves in court in support of a woman. Violating the European directive. Because then it says, as well, without any outside court cost to the organization. And the court cost is ours. No court costs, and they ask us for money. And so we can't present ourselves."*

In any case, **the process is so long that the victim can end up forgiving the offender**, which brings into question the victim's entire institutional and personal journey:

**Woman victim, Álava:** *"The father is still outside, walking the streets like normal. It's that in the end, in the end, I had to forgive him, because I was just tired of everything. At the end, the lawyer says, 'It's better to reach an agreement.' I say, 'Let's see, what kind of agreement?', I want him to come here without me having to go, he was hit with two years, they were two years of prison time, but since it wasn't signed, then he's been left hanging, he sets one foot wrong, he goes directly. If I said that he admits everything, he admits the attacks, the threats, it was more than proven anyway, but for example, the thing about the cars and the lawyer's plate, if I accused him of that now he'd get four more years, they accuse him and he goes straight to prison. The boy's all happy to go see his 'aita' (father), it seems like on top of everything you're sending him to prison too, and you say, 'I don't want that for my son either.' I don't want my son to..., if my son didn't exist, I wouldn't have hidden myself, I would have been dead."*

## 2.8 Projections for the future

Throughout this report we have seen that, despite the level of institutionalized efforts in the BCAC concerning the phenomenon of violence against women, experts have pointed us to suggestions for thinking about how to improve the response, from both society and public authorities, that has to continue to be given to this social blight.

### Need for research and assessment

A first aspect that the **experts interviewed stress is the need in the future to deepen systematic knowledge about the evolution of the phenomenon in our environment**; also essential is a fuller evaluation of the territorial system of existing services, resources and programs. Experts feel that **efforts devoted to research are scarce, although there is a regulatory framework that supports it**: the above-mentioned Law 4/2005 of 18 February for the Equality of Women and Men in the BCAC, which in Article 62 establishes the need for research development. That need covers the collection of both quantitative and qualitative data of quality as well as revealing a certain lack of interest by politicians.

Some experts propose **establishing a system of indicators jointly with social services and the health system** as a pilot program for monitoring and evaluating the



information and interventions related to the issue under study here.

In any case, **experts remind us of interesting initiatives already undertaken by the BCAC administration itself, such as the previously mentioned Emakunde (Basque Institute for Women) Evaluation Reports about institutional responses in social services (2006), police attention (2007), court and legal assistance (2007), and the most recent evaluations concerning health care and psychological resources (December 2009).** There are few research initiatives at the territorial (provincial) level, except for the Bizkaia Provincial Council, which in late 2009 was planning to publish an update of research conducted in 2006<sup>92</sup> relating to violence against women in the home. At the municipal level, one effort that should be pointed out is that of Bilbao, which in the last quarter of 2009 published the results of **research conducted on the specific characteristics of the phenomenon among young couples**<sup>93</sup>.

#### Need to expand the legislative framework

Although we have seen the unanimous positive evaluation of the existing legal framework, both at a national level and in the BCAC, even considering the proposals for amendments made in Section 3 of this report; still, the experts interviewed suggest the need to expand the coverage of these laws. They point to the need to articulate in law and in practice the protection of the victim's social environment: neighbours, friends, primary care services (health, education), and so on. In this regard, there is already a project proposal from the Clara Campoamor Association.

Also required, according to several people interviewed, is an **expansion of the legislative framework and the organized institutional response** to a growing type of violence in our society, that of **intergenerational violence of children against fathers and mothers**, also the result of unequal power relationships, and where, generally, the mother is the victim and a son the aggressor. The reasons given for the expansion relate to the need to avoid certain judicial difficulties, such as **the right of close family of the accused not to testify**:

**JUDICIAL EXPERT:** *"The issue of testifying, the injured parties always testify in a trial as witnesses, so our Code of Criminal Procedure, article 416, says the close family of the accused can take the right to not testify. And just as the issue has been raised with the spouse or partner, there has also been a legal debate, and a quite extensive one, over whether that exemption from the obligation to testify for these cases of gender violence shouldn't be valid, because it is designed for other circumstances. However, no one considered it in relation to other family, and the reality is, what I told you, that in what I've tried since I've been here in Malaga, and it's been quite a lot, well, 98% of the cases have ended in acquittal because there was nothing and the victim took the right to not testify, the mother, the father, the older relatives, or even the brother. If*

<sup>92</sup> Bizkaia PROVINCIAL COUNCIL (2006) *Violencia contra las mujeres en el ámbito domestico. Resultados de una investigación en el Territorio Histórico de Bizkaia*. Bilbao.

<sup>93</sup> BILBAO CITY COUNCIL-UPV (2009) *Conclusiones del Informe Violencia de género en las relaciones de pareja de adolescentes y jóvenes de Bilbao*. Bilbao.

*there was no other proof, then you're stuck without evidence and there are violent situations in which my colleague from the magistrates' office views it as very, very serious, and even has put this person in jail, and then later, you do the trial and you realise that you're left without evidence, that you have to issue a judgement of not guilty and on top of that this person has spent maybe three or four months in jail."*

The experts interviewed also denounce the fact that in the case of intergenerational violence, threats do not constitute a crime; one can also not resort to **the clause "even if there is no shared home"**, meaning that intergenerational acts of aggression currently do not constitute a crime when the perpetrator does not live with the victim. Experts believe that the inclusion of these acts could even be a sufficient strategy to justify the establishment of Courts for Violence Against Women in rural areas, thus allowing their regional placement in the face of the backlog of cases they would cover.

#### Need for a restructuring of institutions and services

The agency managers interviewed consider it key to guarantee the quality of existing services in the future; for that reason, the Basque government is in the process of approving a new decree concerning all the existing resources related to this area in the BCAC.

Meanwhile, non-institutional experts believe that not only are the previously mentioned improvements in communication, coordination and networking necessary, but also **a new structure of institutional responses**. They thus remain waiting to see the results, and even very critical, of the recent establishment of an Office for Victim Assistance whose location within the Department of Interior has led to a certain amount of concern, given that it again centres the issue around the area of security, delegating to a subordinate level preventive aspects. Some have suggested, alternatively, a greater specialization of the Emakunde. Others propose creating **a single central body** directly under the *Lehendakaritza*, the Basque President's Office. That central office would in any case require political consensus to be established.

There are also those experts who see a merger between health and social services as necessary, along with removing competing jurisdictions to avoid the mentioned duplication of administration and services. In any case, it is proposed that in the future, despite the aforementioned density of services, **human resources be increased** in order to expand staff and invest in improving their specialised training. The increase in resources should also allow **future access by rural women or those with special needs to be facilitated**. And it should allow for developing innovative services that let all those situations that do not pass through the network of existing services be addressed, such as the newly created Bizkaia Family Intervention Program Specialized in Child-Parent Violence, mentioned above, whose performance is being watched with expectation by those interviewed.

#### Need to reinforce training, awareness and prevention

However, all the experts interviewed believe that, rather than focusing on the legislative framework or on developing services, **future efforts should aim at education and prevention**. The agency managers interviewed are particularly aware of this preventive challenge, stressing the need to increase human resources and to train professionals specialized in the subject, since there are already specialized structures in place such as the Courts for Gender Violence.

They also indicate **the need for the territorial system to deepen efforts in the ongoing education** of social actors, not only in matters of gender but also the idea of masculinity. Ultimately, this consists of conducting an **educational and cultural revolution**, geared to preventing the phenomenon rather than providing assistance. This is a change in which civil society and associations have to be the new protagonists, as in the decades of the 1970s and 1980s, before the issue of violence against women became part of the public agenda. Although in the view of some of those interviewed, the current feminist movement in the BCAC would need to exchange its discourse for a less dogmatic and more inclusive one, and strengthen its capacity to effect real change and coordinate with the rest of civil society.

In any case, victims interviewed remind us that **the change involves each one of us**, in an attempt to transform our vision and give back to the victims their sense of their own protagonism:

**Woman victim, Bizkaia:** *“And I understand that people say, ‘Jeez, what a pity, what happened, what you’ve suffered.’ But the pity would be in not changing it into something, in simply having that sorrow, in showing that person that you’re good for something, that you can come out of this--that’s essential (...) To change that look of pity and help someone, because it’s one thing to say ‘what a shame,’ and they only look at you with pity. But like I told you, there are lots of people who look at you and say, ‘She asked for it, she’s a fool.’ It’s so easy to judge! It’s so easy to point fingers and say it’s that this, that and the other. But living it is different, and it’s only when you live it... (...) I’m 39 now and I went through it just when I was a grown woman, and it’s never too late for something to happen to you, ever. Then, putting yourself in each woman’s situation is good to do, and helping her in the sense of not judging her, not bringing up the subject. One shouldn’t always get into the subject, and doing different things helps more. Instead of each time they look at you they say, ‘How are you?’ I think, ‘Hey, we could get together and go out somewhere, go for a walk,’ that society should help one, encourage you to do different things without bringing up the subject of abuse.”*

On the road to that change, we will finish this report with a proposal for five examples of good practice in the BCAC in response to the needs discussed of our protagonists, the victims.

## SECTION 4 SURVEY SHEET FOR 'ALBUM OF GOOD PRACTICES'

### CHAPTER 7 GOOD PRACTICES IN ITALY

#### 1. Example A

<b>1. TITLE/NAME OF THE PROJECT/SERVICE (will be anonymous)</b> Indicate the name of the project; if the project doesn't have a specific name, write something to differentiate the project (e.g. Regulation of access procedures for the Multidimensional Evaluation Unit):
Example A

<b>2. DESCRIPTION OF THE SERVICE</b>
<b>a) Aims and activities:</b> To render visible the stories, places and contexts of serious exploitation, offering victims the chance to break out of their isolation/marginalization and at the same time to fight against criminal activities. The activities are: street units, hostels, guidance, advice, emergency intervention, mediation, for Italian and foreign female and male victims of exploitation in the workplace or sexual exploitation.
<b>b) Targeted needs:</b> In Apulia, victims of trafficking include EU, new-EU and non-EU citizens, without or without permits to stay in Italy, both in the countryside and the towns and cities. The service offers reception and guidance to enable the victims to leave the exploitative or violent situations.
<b>c) Support and action strategies:</b> Contact-information-awareness raising in order to escape exploitation; 2) reception in safe places for men or women exploitation in the workplace or sexual exploitation; 3) information-training activities in conjunction with public services and the world of work (employers associations, trades unions, etc.)
<b>d) Location:</b> throughout almost the entire region: the provinces of Bari, BAT, Taranto and Foggia

<b>3. REASONS WHY IT QUALIFIES AS A GOOD PRACTICE</b>
<b>a) Innovation:</b> Bringing together four very different cooperatives working with trafficking and violence, with help from the Region in terms of finance, coordination and in institutional relations.
<b>b) Originality:</b> the project offers a number of services that similar projects don't, for example the option of also accommodating men and whole families without separating them.
<b>c) Sustainability:</b> the project is now in its fourth year and has good prospects of continuing thanks in part to regional co-financing and the recognition it has been given by potential victims.
<b>d) Cost efficiency:</b> The project brings together various activities that reach a large number of beneficiaries at a contained cost (the street unit and the C.A.R.A. contact point and others that enable participants to come into a welcoming environment (small accommodation groups) and to receive various types of support - not just accommodation, but also work, and the reporting of their

exploiters, etc. A multidimensional support that increases the capacity of its beneficiaries to cope.

**e) Transferability:** The project has already been replicated in other Italian regions, following the formula of a network of associations and cooperatives coordinated by the Regional Council.

#### 4. ACCESS

Services are mainly accessed via contact with a street unit or via the sending by other similar services outside and within the Region. Access is determined by the identification of the person as a possible victim of trafficking for the purposes of exploitation. There are no costs for the user. The Department of Equal Opportunities and the Region also finance the project on the basis of the number of recipients reached.

#### 5. METHODS, PROCESSES, CODE OF CONDUCT

Data sheets are transmitted from each partner to the Region to show the number of contacts and people managed. There are also meetings of 'specific' teams (street units, accommodation, etc.) and 'outreach' meetings, meetings on cases and coordination meetings in the presence of the regional coordinator. A number of partners also hold periodic supervision meetings. Working tools include logbooks, questionnaires, interviews and final reports, as well the data sheets.

#### 6. LINKS WITH OTHER ACTORS. PARTNERSHIPS/NETWORKING

**a) Actors involved** The courts, police, local bodies, other associations and cooperatives.

**b) Roles and responsibilities** The Department of Equal Opportunities and The Apulia Region finance the project. They fund the 2 social cooperative services and the 2 NPO's. All the partners must perform internal inspections; the Department of Equal Opportunities performs the final inspection.

**c) Means of coordination** The control centre coordinates the project. It comprises representatives of the Region and each cooperative/association; coordination with the network of external services takes place via memorandums of intent and informal relations.

#### 7. ORIGIN

The project was founded in 2006 because The Apulia Region needed to take concrete action to combat exploitation, while at the same time building upon experience already built up in the region.

#### 8. DURATION/TRIAL PERIOD

The project is currently in its fourth year.

#### 9. COSTS, FUNDRAISING AND SUSTAINABILITY IN TIME (free/paying?)

The project is now in its fourth year and has good prospects of continuing thanks in part to regional co-financing. The funding comes from the Equal Opportunities department and The Apulia Region.

**10. TRANSFERABILITY OF THE FORMAT**

The project has already been replicated in other Italian regions, following the formula of a network of associations and cooperatives coordinated by a Regional Council.

**11. FUTURE DEVELOPMENTS AND COMPLETION****12. STRENGTHS**

The networking that leads to excellent relations with the police, and the courts etc. The provision of diversified services, the dedication and skill of the persons involved.

**WEAKNESSES**

The limited duration of the individual projects (3 months renewable just once, for a maximum total of 6 months); the occasional difficulty in obtaining permits to stay in Italy for the foreigners, which undermines any possibility of real integration.

**13. SUBMITTED BY**

☐ Region of Apulia

## 2. Example B

**1. TITLE/NAME OF THE PROJECT/SERVICE (will be anonymous)** Give the name of the project; if the project does not have a specific name, write something to differentiate the project (e.g. Regulation of the access procedures for the Multidimensional Evaluation Unit):

Example B

### **2. DESCRIPTION OF THE SERVICE**

**a) Aims and activities:** Co-realization of paths to freedom from enslavement or servitude and from the exploitation of people for sex, work, begging, and employment in illegal activities etc. To achieve these ends the project has created a team of operators that, using a reference model of active support for women, supports and accompanies the woman in the definition of an alternative life path, in the achievement of an adequate level of self-determination, in awareness of her rights, in the ability to use local resources and services, in social inclusion and employment, in awareness of her abilities, self-efficacy and hope for the future. The project provides integrated pathways that range from analysis of the phenomenon of trafficking, to the construction of a network of resources to escape it, reception, management and social inclusion and employment, in relation to the police and the courts, for the safety and protection of the women. Escape from the phenomenon and identification of the victims, emergency social intervention, reception, hospitality and support to the victims, guidance, training and social inclusion and employment, consolidation and extension of cooperation, understanding the phenomenon, raising local awareness, publishing results and practices. ACTIVITIES: information, public awareness, counselling, advice, support, intercultural mediation, legal advice and assistance, psychological advice and assistance, emergency reception and accommodation, reception and accommodation in women's refuge, accompaniment to the services, assisted repatriation, regularization of their position in Italy, social inclusion and employment.

**B) Targeted needs.** In recent years the project has responded to needs for counselling, support, legal, psychological, social and cultural advice for Italian women victims of violence and migrants; the need for reception and accommodation of women victims of sex trafficking or exploitation of labour, etc. and women enslaved or kept in servitude; the need for regularization; the need for accompaniment to public services; the need for protection from the dangers involved in escaping from organized crime; the need for self-determination; and the need for social inclusion and employment. The target group is migrant and Italian women. Trafficked migrant women are the target group for reception and social protection.

**c) Support and action strategies.** Reception and social inclusion so as to offer trafficked women real social and employment opportunities; safeguarding the right to health of the women, the right to their psychophysical integrity, the right to sexual freedom against all forms of abuse of power and violence; combating organized criminals who traffic women for sexual exploitation and exploitation at work; and witness protection. A guarantee of legal assistance and representation via the project's lawyer, to women who intend to take civil action in criminal proceedings in which they are the injured party, even when the programme of sexual protection has been completed. In further support of the injured parties, the Province of Lecce appears as a plaintiff in the trials in which the injured parties are the project's female clients. The

acceptance, by Fourth Criminal Chamber of the Tribunale di Lecce, of the *appearance as a civil party of the Province of Lecce in a Criminal Case* for 'aiding and abetting illegal immigrant' and 'exploitation of prostitution' to the detriment of a woman already taken on by the project, constitutes a *first precedent*. Institutional and inter-institutional networking strategy. The inter-provincial character of the project due to cooperation with the Provinces of Brindisi, Taranto and Foggia. The implementation of a network of good practices including the police of the three provinces (Lecce, Brindisi and Taranto), the prefectures (Lecce and Brindisi) and Lecce Public Prosecutors Office – District Anti-Mafia Prosecutor's Office, projects pursuant to Article 18 within the regional and national territory, transnational cooperation. Access to European Union programmes via the design and implementation of the E.N.a.T. project. (European Network against Trafficking) in the ambit of the European Programme AGIS 2004 (European Commission - Directorate General Justice and Home Affairs - Programme for police and court cooperation in criminal matters, Convention no. JAI/2004/AGIS/120. For more information go to: HYPERLINK "<http://www.agis-enat.it/>"[www.agis-enat.it](http://www.agis-enat.it/). Strategies of intervention in the CPT's Proposition nationwide of a model of intervention for information, public awareness, advice and accompaniment out of the situation of exploitation, via the management of a permanent contact point at CPT in Restinco, the first one in Italy.

**d) Location:** The anti-violence and reception centre is in Lecce at 3 Via Manfredi. The three women's refuges are apartments at secret addresses.

### 3. REASONS WHY IT QUALIFIES AS A GOOD PRACTICE

**a) innovation:** When the project began early in the year 2000, it introduced a new model of reception to the region, offering an alternative to the big reception and temporary accommodation centres for migrants and was specifically calibrated for the women concerned. Its innovativeness is clear from two different standpoints: that of policies and services for immigrants and that of policies and services for women. The project engages directly and interfaces with these two areas. Women clients are mainly prostitutes picked up as illegal immigrants to Italy and taken to one of the three big reception and temporary residence centres. On the one hand the project is part of a system of centres for illegal immigrants and services for immigrants that is in an ongoing process of definition and organization, but on the other hand in terms of women's policies and associated services, it is something totally new that can only have cultural repercussions due to the social impact of its practices. Lecce has no tradition of women's movements that have translated theoretical reflection and research into ways of receiving and accommodating women. Religious institutions offer the only accommodation available for women in difficulty and their children. There are no anti-violence centres whatsoever in Lecce, Brindisi and Taranto (the nearest is in Bari) that are able to receive and accommodate women. In summary, it represents the first entirely public intervention and in the area of women's policies it is the first public service specifically for women who have suffered violence.

**b) originality:** The project's originality lies in its offer of democratic counselling and reception practices and in the creation of gender-oriented models of reception. In summary, in the area of women's policies it represents the first public service specifically for women who have suffered violence. Not just the methodology but also the articulation of the service (Anti-violence and Reception Centre and self-managed Women's Refuges) is original in that it never existed before in the Region.

**c) sustainability:** Over these 10 years the project has demonstrated its durability and at the moment there



are no reasons to think that it cannot continue.

**d) cost efficiency:** The cost efficiency is given by the relationship between costs and benefits (see points 6 and 8 below) and from the achievement of the expected results. The latter has created a multiplier effect for the identification of the victims, emergency social intervention, assistance and support to the victims, in a region that has always been overwhelmed by the phenomenon. This can only increase public awareness and reinforce cooperation between agencies and institutions, so as to more effectively combat the phenomenon, recognizing and protecting basic human rights and removing the victims from the criminal environment. This multiplier effect has concerned not only the network but it has also been translated into the following quantitative results. At the end of the ninth year of the project (21/7/09): informational and public awareness activities reached 2544 potential victims, with 947 individual meetings for a total of 1511 meetings. In the nine years 245 people have been followed (of who 78 continued over a number of years) in a programme of social protection. At the close of the first six months of the third year of the project (Article 13 L228/2003) 328 potential victims had been contacted, with 155 individual meetings for a total of 394 meetings, and with the implementation of 28 individually tailored assistance projects. All the systemic actions planned have been successfully carried out thanks to a constant improvement in performance. These include the creation and expansion of the formal network of partners and of the informal network between institutions and organizations combating trafficking, management of the anti-violence centre and reception. All people under protection have been ensured emergency reception and accommodation, reception and accommodation in a women's refuge, legal advice and assistance, psychological advice and assistance, accompaniment to the services, regularization of their position in Italy, social inclusion and employment.

**e) Transferability:** The transferability of the practice is shown by the operational and methodological continuity demonstrated over the last 10 years.

#### 4. ACCESS

The *anti-violence and reception centre* is a '*low threshold social contact point*', that is, a place in which activities and services can be immediately accessed and used ongoingly by the clients. As well as an autonomous space available to the clients and site of all the activities, the Centre is also the official address of the users under social protection in that the women's refuges are at a secret address. The Centre has a 24-hour telephone answering service. At the moment it is open every morning and during emergency interventions. Other referrals come from: friends-clients of the victims, the police, the prosecutor's office, and the emergency telephone service, etc.

#### 5. METHOD, PROCESS, PRINCIPLES OF CONDUCT

The projects are 'gender oriented' and their cultural and methodological framework is based on the 'paradigm of sexual difference' and the use of qualitative, democratic and co-constructive methodologies. In terms of the reception and taking on of clients, the theoretical and methodological reference model adopted by the all woman team takes its starting point from practices developed in the Italian and international women's movements and anti-violence centres, proposing a methodology of reception built on the following basic assumptions: the principle of responsibility between women, the practice of relating between women, communication founded on the transmission of women's knowledge, democracy of feelings and relations, and

the practice of self-reflection. In the projects, the evaluation process is ongoing, both in terms of content and process, in feedback between the operators and between them and the persons contacted, in social protection, and who, once the social protection is complete, continue to be in contact with the project particularly for criminal trials under way. Starting from the executive planning, quarterly monitoring and evaluation is performed on the quantitative and qualitative outcomes expected and in congruence with the specific stated aims: No. of contacts, no. of persons with whom individual meetings have been held, no. of interviews, no. of emergency social interventions, no. of persons taken on, no. of persons abandoning, no. of permits to stay in Italy obtained, no. of health visit accompaniments, no. of regularizations, no. of subjects involved in the network of cooperation, no. of pieces of informational material distributed, no. of public awareness events and practices spread. The qualitative dimension is evaluated along with the quantitative one. With regard to the network: consolidation of existing partnerships, increase in public awareness via the dissemination of knowledge and practices. The periodic follow-up of individual clients is also important. Staff 1 Coordinator, 1 Social Worker, 1 Psychologist, 2 Graduate cultural mediators (Chinese, English, French, and Spanish languages), 1 Albanian graduate teacher (Slav languages), 1 Ukrainian operator/mediator (Ukrainian and Russian language).

## 6. LINKS WITH OTHER ACTORS. PARTNERSHIPS/NETWORKING

**Identity of the actors (who are the project partners?)** Anti-trafficking free phone number, Provinces, Prefectures, Police, and The Apulia Region, etc.

**Roles and responsibilities** (e.g. XY is the financing body; YZ is the service provider; XZ is the evaluator, etc.) They differ depending on the project: 1. The Province of Lecce is the Promoter and Implementing party (Article 18 Immigration Act and Article 13). The Department of Equal Opportunities is the evaluator; 2. The Province of Lecce is the Promoter and Contracting Party of the ENaT Projects (Programme AGIS 2004) and ENaT-2 (Programme AGIS 2006). The European Commission is the evaluator; 3. The Province of Lecce is the Promoter and Contracting Party of the C.A.I.A Project. The Apulia Region is the evaluator.

**Coordination mechanisms** (e.g. control centre; regional discussions, protocols, etc. that is how the network functions) The project has created a local network, a regional network, a national and two transnational networks, all formally defined via memorandums of understanding and other instruments.

## 7. ORIGIN

The Province of Lecce participated in the first Department of Equal Opportunities contract for assistance and social integration programmes Article 18 of Decree Law no. 286/98 of March 2000.

## 8. DURATION/TRIAL PERIOD

The service has been ongoingly active since March 2000.

## 9. COSTS, FUNDRAISING AND SUSTAINABILITY IN TIME (free/paying?)

All the projects and activities are completely free for the users and are financed by the Department of Equal Opportunities, the Province of Lecce, and the European Commission and NPP-FESR/CARDS 2004-2006 funds, for a total of 150,000 euros.

#### 10. TRANSFERABILITY OF THE FORMAT

Yes, the service can be reproduced in / transferred to other contexts with a few clarifications: history, training process, experiences, practices, knowledge, sensitivities, are a heritage that cannot be transferred by direct osmosis, but need communication, training, proximity, sharing, and cultural sensitivity, which take time to pass on.

#### 11. FUTURE DEVELOPMENTS AND COMPLETION

It seems indispensable to strengthen and extend the actions and interventions of the Anti-violence Centre and Women's Refuges in line with Law 19/2006 and its Implementing Regulation, to all women, Italian and others, who are victims of violence. The proposal aims to strengthen and broaden current activities by diversifying operations so as to cover the whole province.

12. STRENGTHS	WEAKNESSES
Reception and social inclusion capable of offering all women advice, information, counselling and support □Safeguard of a woman's right to health □Contribution to fight against organized crime □Witness protection □In further support of the injured parties, the Province of Lecce, the project appears as a plaintiff via the work of the project's legal office, which also provides direct assistance to the victims □Institutional and intern-institutional network □Inter-provincial nature of the project □the implementation of a network of good practices between the police and prefectures of the three provinces (Lecce, Brindisi and Taranto) and Lecce Public Prosecutors Office – District Anti-Mafia Prosecutor's Office. □Transnational cooperation □The team's professionalism and experience, unique in the region.	Annual contracts Continual reassessment of state finance Absence of ongoing nationwide actions The victim witness is not always sufficiently protected Urgent legislation is needed to clarify the premises of Article 1 and 2 of Law 228/2003. Otherwise it is hard to apply except in the case of kidnapping. Creation of a national referral network.

#### 13. SUBMITTED BY

Region of Apulia

### 3. Example C

<b>1. TITLE/NAME OF THE PROJECT/SERVICE (<u>will be anonymous</u>)</b>
Example C

<b>2. DESCRIPTION OF THE SERVICE</b>
<p><b>a) Aims and activities</b></p> <p>The Service is part of the <b>Arianna</b> Project, which aims to set up a "National Anti-Violence Network" with a telephone helpline: a public service conceived and established to listen to and support women victims of violence. The "nodes" of the National Anti-Violence Network are the pilot regions, including the Province of Bari. The Department for Equal Opportunities signs a memorandum of understanding with these municipalities or provinces to promote initiatives to enhance awareness of and combat gender violence, to encourage the establishment or strengthening of local networks to counter violence against women, to facilitate the integration of national services with welfare facilities already operating at local level, and finally, to organize public seminars on the subject of gender violence.</p> <p>A means of direct access to local services, which also covers urgent cases, has been set up in these areas via a telephone reception service. For women victims of violence this service provides:</p> <ul style="list-style-type: none"><li>- telephone interviews (analysis of the request, information, etc.)</li><li>- guidance on access to services and management of procedures of referral and / or transfer of calls to the pilot regions</li><li>- immediate action, in emergency situations, to protect the victim effectively. In the Province of Bari, thanks to an agreement with the Commission for Equal Opportunities of the bar association of the Province of Bari, free legal advice can be had via a telephone helpline.</li></ul> <p><b>b) Targeted needs</b></p> <p>The National Anti-Violence Network is designed primarily as a tool to extend the initiatives of the "local anti-violence networks" set up to counter the phenomenon of gender violence. The aim of the helpline is to listen to and support women victims of violence. The free legal aid meets the need to provide women victims of violence with concrete support in freeing themselves from violence, given that abused women are generally not separated from spouses who commit the violence because of economic dependence on them, and are more vulnerable because they have no money to pay a lawyer. The project's target is therefore the women victims of violence in its several variations in the Municipality and Province of Bari.</p> <p><b>c) Support and action strategies</b></p> <p>The operators answering the calls made to the service provide an initial response to the needs of women victims of violence, providing useful information and guidance on the public and private welfare services available at local level. The mode of relating to and communicating with the women who call the service is</p>

one of sympathy and competence. Victims of violence can also access free legal advice. To this end, a course was organized for lawyers of the bar association of Bari and its Province, at the end of which lawyers interested in representing women victims of violence were invited to put their names on a list kept by the bar Equal Opportunities Commission; cases are assigned by rotation.

#### **d) Location**

In a known and easily accessible public building.

### **3. REASONS WHY IT QUALIFIES AS A GOOD PRACTICE**

**a) innovation** The telephone helpline is designed as a "remote service" that facilitates the emergence of the phenomenon by allowing a gradual approach to services by women with the absolute guarantee of anonymity while helping them to contact and place themselves in the care of social and medical facilities and other local services to which users are sent.

**b) originality** For the first time, thanks to an agreement between the service and the Commission for Equal Opportunities of the Bar association, the telephone helpline for women victims of violence also provides access to free legal advice.

**c) sustainability** The Project of a National Anti-Violence Network with a telephone helpline has been running since 2006. During this time, the number of nodes of the network – the pilot regions – has increased, demonstrating the viability of the project. As regards the free legal advice, sustainability is assured by a specific agreement between the helpline and the Commission for Equal Opportunities of the Bar association of Bari.

**d) cost efficiency** Greater economic efficiency of the project derives from the national importance of the Anti-Violence Network, in that:

- it allows integration between the national service and those provided locally
- it allows initiatives undertaken by local networks to be known, implemented, enhanced and transferred nationally
- it constitutes a meeting-point and a bridge between national and local bodies for more effective planning of policies, strategies and operations

**e) transferability** The number of nodes in the National Anti-Violence Network, made up of the pilot regions, has increased, demonstrating the transferability of the Project.

### **4. ACCESS**

The service is accessed free of charge through the national network from land lines or mobile phones anywhere in the country. The call is followed by a personal interview. Special needs are dealt with by a psychologist or lawyer .

### **5. METHODS, PROCESSES, CODE OF CONDUCT**

- The telephone helpline is designed as a "remote service" that facilitates the emergence of the phenomenon and "sends" the victim to those who work locally.
- The pilot regions are areas in which a formal agreement has been or will be signed between the

Department for Equal Opportunities and local contacts to provide interaction with the 152 helpline, support for the development of local networks and standardized procedures to improve the integration and effectiveness of services. The main actors are local authorities and anti-violence centres.

- The **Arianna** portal [www.antiviolenzadonna.it](http://www.antiviolenzadonna.it) opens a discussion area as well as providing materials, studies, contacts and information, periodically updated and integrated.
- The National Anti-Violence Network is designed as a tool to understand, implement, enhance and extend to national level the initiatives undertaken by local networks, and guarantees the necessary connections with State authorities (ministries and police). It provides a framework for initiating inter-ministerial planning and for discussion on technical points among those working in the field.

The association which founded and which runs the Network has always had as its objective that of forming practices and cultures in favor of women, creating new ways to combat all forms of distress and madness that affect women during their lives. Recruitment depends on assessment interviews by managers within the association. The association organizes self-assessment meetings to discuss and deal with single cases as well as urgent problems encountered.

#### 6. LINKS WITH OTHER ACTORS. PARTNERSHIPS/NETWORKING (cf. 4.)

**a) Identity of actors** At local level, the association works in conjunction with the health service, administrative districts, the police and the Commission for Equal Opportunities of the bar association.

**b) Roles and responsibilities** The **Arianna** project was funded by the Department for Rights and Equal Opportunities of the Presidency of the Council of Ministers. It is run by a temporary grouping of three companies led by *ONLUS Le Onde*, Palermo, with *LeNovo srl* and *Almaviva Contact GmbH* as partners. In the Province of Bari the service is provided by an association.

**c) Coordination** Consultation takes place through online and telephone communication. A memorandum of understanding has been signed with the Commission for Equal Opportunities of the Bar association..

#### 7. ORIGINS / DURATION/TRIAL PERIOD

The service has been running since October 2006.

#### 8. COSTS, FUND RAISING AND SUSTAINABILITY IN TIME (free / paying?)

Services are completely free of charge.

#### 9. TRANSFERABILITY OF THE FORMAT

The service is available throughout the country via the pilot regions, which, in addition to the Province of Bari, now include Bologna, Cosenza, Faenza, Isernia, Naples, Nuoro, Palermo, Pescara, Potenza, Prato, Ravenna, Reggio Emilia, Trieste, Venice, Agrigento, Aosta, Latina, Torino; the Provinces of Ancona, Bari, Caserta, Catania, Crotone, Genoa, Pesaro-Urbino, Teramo, and the Autonomous Province of Bolzano.

## 10. FUTURE DEVELOPMENTS AND COMPLETION

Likely developments are a perfecting of the service locally and the growth of demand, as awareness campaigns have brought about an increase of requests for help.

### STRENGTHS

- Services offered free of charge
- Presence of a national network
- Possibility for users to access the service anonymously

### WEAKNESSES?

- Lack of regular consultation between the components of the network
- Lack of recognition by state institutions
- Shortage of staff in the face of growing demand
- Funding difficulties at local level

#### 4. Example D

##### **1. TITLE/NAME OF THE PROJECT/SERVICE (will be anonymous)**

Enter the name of the project; if the project does not have a specific name, enter a statement distinguishing the project (eg, regulation of access procedures to Multidimensional Assessment Unit)

Example D

##### **2. DESCRIPTION OF THE SERVICE**

**a) Aims and activities** The Centre carries out activities to prevent and combat violence against women and children. The primary aim of these activities, in line with Law 328/2000 on the integration of assistance and social services, is to create a network of support, assistance and security for the woman or child victim that leads to a recovery of their independence and their physical, psychological and social well-being. A second aim is to sound out, inform and increase awareness among the public and local services and institutions on the phenomenon of violence, promoting gender issues and a culture of non-violence with a view to achieving a cultural shift in which every citizen plays an active part. The Centre has organized services to support and empower victims, as well as a series of events and innovative tools to inform the public and local services about the phenomenon of violence and alert them to it. A specific project on prevention and awareness involves school-age children and adolescents, often witnesses or victims of violence, using activities which inform and above all educate. The idea of targeting these categories stems from the awareness that "the youth of today are the men of tomorrow", that future returns depend on today's efforts to educate young people.

The Centre provides the following services:

- Helpdesk
- 24-hour telephone listening service
- psychological support
- individual and group counselling
- legal advice
- empowerment
- prevention and awareness
- research and analysis

As regards prevention and awareness, the Centre set up information stands during the Christmas holiday period in Andria (BT), Canosa di Puglia (BT) and Corato (BA) to inform the public about the Centre and alert them to the issue of violence against women and children. Hundreds of copies of brochures were distributed, providing information on services offered, suggestions on how to help a person who suffers violence, women's rights and the various forms of violence. As regards study activities, a research project entitled: "*Madame VIOLENCE: who is she?*" is currently under way, aiming to collect data and assess the phenomenon and the public's perception of it in the city of Andria, providing an information base for specific and effective intervention.



**b) Targeted needs** The Centre addresses the need for a facility in this area which promotes activities to prevent and combat violence against women and which can take victims (women and children) into care. Recipients of care, therefore, are women and children victims of violence, for whom the Centre provides listening, support, empowerment and legal and psychological counselling. Recipients of research, prevention and awareness campaigns are all the city's inhabitants.

**c) Support and action strategies** The action strategy is based on certain key principles such as:

- maximum accessibility of services;
- services provided free of charge;
- privacy and anonymity;
- networking;
- promoting victims' ability to change their own situations through awareness of their condition and stimulus for change, facilitating a process of empowerment;
- alongside services for victims of violence, organization of prevention initiatives to bring about a cultural shift, and research and data collection leading to more specific and targeted actions.

**d) Location** The Anti-Violence Centre is located at a well-known address.

### 3. REASONS WHY IT QUALIFIES AS A GOOD PRACTICE

**a) innovation** Use of innovative and creative methods of information and prevention to enhance public awareness of this phenomenon. Another innovation is that the Centre's activities include research on the phenomenon of violence with the aim of defining more accurately targeted interventions.

**b) originality** This is the first Anti-Violence Centre in Andria. It is the city's first service specialized in preventing and combating the phenomenon of violence.

**c) sustainability** Given the Centre's recent establishment, it is difficult to provide an assessment of its sustainability. The creation of a network including services in the area and other similar structures at national level, and links with local authorities with a view to extending some services provided by the Centre to other municipalities in the Province are, however, factors that would facilitate the continuation of activities after the term of funding under the *Principi Attivi* project.

**d) cost efficiency** Thanks to the contribution of the Region of Apulia which funded the initiative under the *Principi Attivi* project, covering the costs of the first year of operation, the Centre has achieved good cost efficiency.

**e) transferability** Anti-Violence Centres already exist throughout the region.

### 4. ACCESS

Women and child victims of violence access the Centre, either directly or referred by other local services. Users access the service free of charge. The Centre is open on Monday morning from 9.00 to 13.00 and on Tuesday and Thursday afternoons from 15.00 to 19.00. There is also a 24 hour answering machine. The service is based on a low threshold model.

## 5. METHODS, PROCESSES, CODE OF CONDUCT

There is a variety of skills and roles within the Centre. The multidisciplinary team consists of 8 professionals - 3 founding members and 5 volunteers – of whom 4 psychologists with different specializations, 1 psychotherapist, 1 educator, 1 lawyer and 1 social worker. The team was selected on the basis of skills and life experience as well as availability. Provision of services is flexible and favours the empowerment of women victims of abuse and violence. Victims are taken into care according to a personalized plan, sometimes in collaboration with other local services. The Centre collaborates with social services, the police and associations in the area. It also collaborates with the national association **DiRe** (Women's Network Against Violence), a non-profit organization which brings together representatives of 50 anti-violence centres and women's safe houses throughout the country, founded in November 2008. The evaluation of achievements and accomplishments is an integral part of the work: assessment and quality control are effected through internal statistics, interviews with users, comments and feedback from public information meetings.

## 6. LINKS WITH OTHER ACTORS. PARTNERSHIPS/NETWORKING

**a) Identity of actors** Activities are carried out in collaboration with:

- Region of Apulia;
- Municipality of Andria ( Departments of Security and Relations with the Police, Youth Politics, Culture and Education, Social Services, Equal Opportunities);
- Department of Statistics, Faculty of Economics, University of Bari;
- Agency for Social Inclusion;
- Local Health Authority for Barletta-Andria-Trani
- Italian Association of Forensic Social Sciences;
- The *Giulia e Rossella* Anti-Violence Centre;
- Centre for resources against early school leaving and social fragmentation in high crime-risk areas.

The Centre has also implemented promotion and information initiatives in collaboration with the voluntary association *Donne e Solidarietà* and the non-profit social cooperative *Il Girasole SCRL* of Corato, and the Municipality of Corato.

**b) Roles and responsibilities** The Region of Apulia funded the creation and services of the Anti-Violence Centre for the first year of operation under the project **Principi Attivi** : *giovani idee per una Puglia migliore*. The other partners contribute to the provision of services.

**c) Coordination mechanisms** At present the network operates on an informal basis; formal agreements with some of the services with which the Centre collaborates are planned for the future.

## 7. ORIGIN

The project started in 2009 with a grant from the Region of Apulia for youth entrepreneurship and associations.

## 8. DURATION / TRIAL PERIOD

From June 15 2009 to June 15, 2010 (part of the national 1522 circuit since 19/01/2010).

#### 9. COSTS, FUNDRAISING AND SUSTAINABILITY IN TIME (free / paying?)

For the first year (from 10/04/09 to 09/04/10), the Centre was funded by the Region of Apulia under the project **Principi Attivi** : *giovani idee per una Puglia migliore*, promoted by the Department for Transparency and Active Citizenship under the Regional Programme for Youth Policies “*Bollenti Spiriti*” and the Framework Programme Agreement “*Giovani idee per una Puglia migliore*”. The Centre is currently negotiating an agreement with the Municipality of Andria, and is raising funds.

#### 10. TRANSFERABILITY OF THE FORMAT

The service can be replicated in other local contexts, as shown by the presence and operation of anti-violence centres throughout the region.

#### 11. FUTURE DEVELOPMENTS AND COMPLETION

Among possible developments are the full functioning of the Centre and its services, and the opening of helpdesks in Corato and other towns in the Province of Barletta-Andria-Trani.

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"><li>▪ Presence of specialized, multidisciplinary team;</li><li>▪ High level of professionalism;</li><li>▪ Networking with social services, police and other local associations;</li><li>▪ Collaboration with similar associations nationally (the <b>DiRe-1522</b> association);</li><li>▪ Personalized support and protection plans;</li><li>▪ Research.</li></ul>	<ul style="list-style-type: none"><li>▪ Recent establishment of the Centre;</li><li>▪ High costs due to high professionalism of staff and multiple services.</li></ul>

#### 13. COMPLETED BY

Region of Apulia

## 5. Example E

### 1. TITLE/NAME OF THE PROJECT/SERVICE (will be anonymous)

Enter the name of the project; if the project does not have a specific name, enter a statement distinguishing the project (e.g. regulation of access procedures to Multidimensional Assessment Unit)

Example E

### 2. DESCRIPTION OF THE SERVICE

**a) Aims and activities.** This is a regional communication campaign which aims to promote initiatives for information and awareness on violence against women throughout the Region, focusing on the fact that most incidents of abuse are not isolated but repeated, often daily, and that they occur in the home, within the relationship. Two figures suffice to illustrate this point: for the majority of victims, the violence is repeated over time, especially if committed by the partner (67.1% versus 52.9%); recurrence of abuse is especially a feature of sexual violence perpetrated by the current partner (91.1% of repeated violence). In view of these data, recourse to anti-violence centres is very limited: only 2.8% of victims apply. The communication campaign was therefore designed to expose the least visible but most invasive kind of abuse against women, perpetrated every day in the form of physical, sexual, verbal, psychological or economic violence. It also aimed to counter the lack of adequate information on anti-violence centres in the region, in order to encourage victims of violence to apply to those facilities designed to take them into care, and to promote the active cooperation of the public. The campaign had the following specific objectives:

- to inform potential users - women victims of violence and women victims of trafficking and sexual exploitation - of the existence of facilities for their protection and support in the area;
- to alert the public to the subject of violence against women;
- to counter the widespread idea that violence against women is mainly committed by someone unknown to them;
- to highlight that, on the contrary, violence for many women is their "daily bread", consumed in the home;
- to create and reinforce a sense of civic and social solidarity as regards the phenomenon of violence against women.

As regards activities, the information campaign consisted in the distribution, by the Equal Opportunities boards of the 5 Provinces, of bags with the inscription "For too many women, violence is their daily bread" containing a loaf of bread and a leaflet – "*If a woman needs help*" - giving indications on how to observe, understand and pass on danger signals. The bags were distributed to women in busy places such as shopping centres.

**b) Targeted needs** The campaign responded to the need to provide information on and greater awareness of the issue of gender violence and in particular domestic violence, and aimed to alert the public to this phenomenon and intercept possible victims of violence in order to counter a sense of isolation and suggest

possible ways out.

Categories targeted were:

- victims of violence, potential users of the activities and services of the Ant-Violence Centres;
- the public as a whole, in order to raise awareness on the subject of violence against women.

**c) Support and action strategies** A method of great symbolic impact was chosen to achieve the above aims, using a loaf of bread, the everyday food *par excellence*, to represent the daily nature of violence against women, and venues of everyday life such as supermarkets. The campaign also used a high impact slogan and information leaflets. At a strategic level, in order to reach as many people as possible, the bags were distributed in the busiest places particularly frequented by women, such as supermarkets. The campaign was supported by the network of Regional and Provincial Equal Opportunities boards, and of the Apulian branches of the National Association of Italian Municipalities and the Union of Italian Provinces.

**d) Location** The information campaign was conducted throughout the Region.

### 3. REASONS WHY IT QUALIFIES AS A GOOD PRACTICE

**a) innovation:** An element of innovation is the method of contacting women in the places they normally go, taking the campaign to areas most frequented by them so as to relieve them of the need to seek information themselves. The fact that the bags were distributed by the Equal Opportunities boards gave added value to the initiative, with qualified people to listen and give information, but also a real as well as symbolic presence of the institutions.

**b) originality:** The campaign is original both in the format adopted and in the choice of places and support aids used. The idea of symbolizing the everyday nature of violence against women through a loaf of bread represents a new, immediate and effective way of conveying the message.

**c) sustainability:** Not applicable since this is a communication campaign.

**d) cost efficiency:** Thanks to the collaboration of the shopping centres which granted the use of their premises and of bakers who donated the bread, the costs of the campaign were significantly reduced and a large number of people were contacted. The ratio between costs and results was therefore optimal (great success of the initiative).

**e) transferability:** The effectiveness, simplicity and immediacy of the formula adopted and the limited costs involved make the experience easily transferable. It has already been replicated, with the help of the Equal Opportunities bodies, in many municipalities in the Province of Lecce.

### 4. ACCESS

Not relevant.

### 5. METHODS, PROCESSES, CODE OF CONDUCT

The bags of bread were distributed by the Equal Opportunities bodies, meaning that qualified people with extensive experience on the subject of gender violence were present to listen and provide information.

## 6. LINKS WITH OTHER ACTORS PARTNERSHIPS/NETWORKING (cf. 4.)

**a) Actors involved** The initiative was promoted by:

- Regional Commission for Equal Opportunities
- Regional Women's Council
- Office of the Regional Councillor for Equality
- Agency for a non-repressive fight against organized crime
- National Association of Italian Municipalities, Apulia
- Union of Italian Provinces, Apulia
- Provincial Equal Opportunities boards

**b) Roles and responsibilities**

- The Region of Apulia and the Province of Lecce funded the communication campaign;
- The Regional Commission for Equal Opportunities, the Provincial Commission for Equal Opportunities and the Councillor for Equality of the Province of Lecce drafted the information leaflets;
- The Provincial Equal Opportunities boards (the Commission for Equal Opportunities and the Councillor for Equality) put the campaign into effect.

**c) Mechanisms for coordination** A “control room” was set up at Regional level, and coordination meetings were held at Provincial level.

## 7. ORIGIN / DURATION / TRIAL PERIOD

The communication campaign was organized to coincide with the International Day for the Elimination of Violence Against Women, November 25, 2008.

## 8. COSTS, FUNDRAISING AND SUSTAINABILITY IN TIME (free / paying?)

Printing of the information leaflets used in the campaign was funded by the Region of Apulia and the Province of Lecce, and other local bodies supported the initiative. Particularly valuable were the collaboration of the shopping centres, which hosted the initiative on their premises, and the bakers who donated the bread. This made for significant savings in the costs of the campaign. There was no cost to the recipients, in that the bags containing bread and informational leaflets were distributed free of charge.

## 9. TRANSFERABILITY OF THE FORMAT

The simple yet effective nature of the format makes it easily transferable. The initiative has in fact already been replicated successfully several times within the area.

## 10. FURTHER DEVELOPMENTS AND COMPLETION

As well as extending the initiative to other towns in the area, a possible development concerns the target recipients. The format could easily be used to target specific groups such as immigrant women, the main victims of trafficking and sexual exploitation, choosing places where such women typically go or assemble for the distribution of the bags of bread and leaflets, and providing the information in several languages.

## 11. STRENGTHS

- Ability to reach large numbers of people in a single initiative;
- Possibility to listen and offer information immediately;
- Limited cost of the initiative;
- Great success of the initiative;
- Multiplied effect due to widespread prominence given by the local press;
- Consolidation of the Institutional Network and of the Regional and Provincial Equal Opportunities boards;
- Increased public awareness through the circulation of information and practices
- The campaign is not an isolated initiative but part of a structured three-year programme of Regional intervention (2009-2011) to combat and prevent gender violence. A full spectrum of activities is planned to fight the problem: promotion of awareness campaigns, increase in local services and facilities, specific training for operators, and measures to ensure the economic independence of victims.

## WEAKNESSES

A weak point is the lack of an objective assessment of the initiative using measurable indicators (e.g. number of leaflets distributed, number of people who asked for information, number of newspapers that reported the event). This prevented translating the enormous success of the initiative into quantifiable results.

## 12. SUBMITTED BY

Region of Apulia

## CHAPTER 8 GOOD PRACTICES IN BELGIUM

### 1. Example A

<b>1. TITLE/NAME OF THE PROJECT/SERVICE (<u>will be anonymous</u>)</b>
<b>A cross-sectoral practice aimed at improving the safety of victims</b>
<b>2. DESCRIPTION OF THE SERVICE</b>
<b>a) Aims and activities</b>
<p>This cross-sectoral practice is the result of close collaboration between two associations which specialise respectively in supporting women who have been the victims of domestic violence and in assisting the perpetrators. Together, these associations have developed a cooperative methodology that allows the level of danger of violence between partners to be detected and, by so doing, to ensure greater safety for the victims.</p>
<b>b) Targeted needs</b>
<p>The persons targeted by this practice are the victims of domestic violence where the partner is undergoing therapeutic counselling with the association that handles assistance for perpetrators.</p>
<b>c) Support and action strategies</b>
<p>This is a cross-sectoral effort based on a collaborative protocol implemented by way of five tools that aim to improve the safety of victims.</p>
<b>d) Location</b>
<p>The cross-sectoral "victim-perpetrator" cooperation has been implemented in Wallonia in the Provinces of Liège and Hainaut.</p>



### 3. REASONS WHY IT QUALIFIES AS A GOOD PRACTICE

#### a) innovation

Creating a framework for a collective "victim-perpetrator" effort constitutes a good practice frequently cited by experts, who consider that this method of intervening improves the safety of victims.

#### b) originality

The originality of the initiative is to be found in the fact that the safety of the victim isn't seen simply in the context of a refuge or a service, but is addressed proactively: the aim is to improve the safety of the partners of perpetrators whose cases are being handled by an association dedicated to helping such perpetrators.

#### c) sustainability

The sustainability of the project is guaranteed: by the permanence of the two associations involved; and by the multi-year subsidies provided by the Walloon Region.

#### d) cost efficiency

#### e) transferability

This initiative, initially set up in the Province of Liège, has already been expanded to the Province of Hainaut. It could potentially be transferred to any territory where there are services both of assistance for victims and assistance for perpetrators.

### 4. ACCESS

It is not so much the victim who approaches the service, but rather the service that proactively seeks out the victim in order to contribute to her safety.

### 5. METHODS, PROCESSES, CODE OF CONDUCT

The following point explains in concrete terms the way in which this cross-sectoral practice implements a dynamic for attaining the objective of guaranteeing the safety of victims. Five tools are used in reaching this goal.

#### a) The Marital Domination Process

This tool offers a dynamic and original interpretation of violence between partners. In this interpretative grid, both perpetrator and victim are participants in the dynamic of the couple. Furthermore, the positioning of the

social protection network is also considered to be a determinant of the safety of the persons involved. The tool highlights the learning mechanisms between victim (learning by experience about victimisation) and perpetrator (learning by experience about domination) which in their turn shed light on the seriousness of situations and the degree of danger involved. These are mechanisms which, consequently, do all that is possible to measure the urgency of intervention. It has been while working on the Marital Domination Process that the two teams have learned to use the same language and to share a common reference framework. This shared approach has allowed the different parties to pool their knowledge with a view to jointly measuring the level of danger inherent in a situation. In short, concrete facts are exchanged using common terminology and a largely shared reading of the situation.

b) A different kind of letter...

The staff of the association which handles perpetrators have taken the innovative step of sending a letter to the victims, with the perpetrator's agreement. This letter briefly presents the assistance which is available for victims and explains how to get in touch with that service. The letter gives the victim a strong message. Basically, a link is created with the victim which may lead to her contacting the association that offers assistance to victims.

c) A Fax

When during the course of dealings with a perpetrator he reveals conduct which may place his partner and children in danger, another tool is used: a fax is sent to the association for assistance to victims specifying the degree of danger. This is evaluated by way of the Marital Domination Process (see above). The message gives the contact details of the victim. This step is always taken with the written consent of the perpetrator. It also leads the victim assistance association to call the victim to offer help; this is different from the usual approach where an individual's free choice seems to be the essential value.

d) The Network

The two associations approach the different partners in their networks, proposing opportunities for awareness or training as to the problem of domestic violence. This is also an opportunity to meet and put faces to the different actors involved in the field of violence between partners.

e) Working Groups

The fifth tool involves meetings between the teams assisting victims and those assisting perpetrators. This allows the two teams to remain alert and to pursue the joint development of appropriate tools.

These five tools are anchored in the daily activities of the two associations so as to constitute a kind of bridge for the exchange of documentation and approaches toward improving the safety of victims.

## **6. LINKS WITH OTHER ACTORS. PARTNERSHIPS/NETWORKING (cf. 4.)**

## **7. ORIGIN**

The actors involved in this project have reached a good level of collaboration with one another through a series of meetings over time. This has allowed them to get beyond their initial positions and to arrive at a joint ethical approach with regard to the safety of victims.

## 8. DURATION/TRIAL PERIOD

The initiative was implemented in 2004.

## 9. COSTS, FUNDRAISING AND SUSTAINABILITY IN TIME (free/paying?)

This initiative enjoys the support of the Walloon Region by way of a convention for: the development of facilities for receiving and supporting perpetrators who are not the subject of legal action (through the association for perpetrator support) and facilities for receiving and supporting victims who are not in refuges (through the association for victim support); the development of cross-sectoral cooperation practices aimed at improving safety in situations at risk; the joint development of provision of information, awareness and training for the different actors on the ground.

The association specialising in support for women who are the victims of violence was created in 1978, while the association for therapeutic support for perpetrators was founded in 1992. Their collaboration in the framework of this cross-sectoral practice began in 2004. Such collaboration enjoys the support of the Walloon Region by way of multi-year conventions. In this context, the sustainability of the project over time would seem to be fairly well guaranteed.

## 10. TRANSFERABILITY OF THE FORMAT

The initiative, created in the Province of Liège, has already been extended to the Province of Hainaut. Potentially, it can be transferred to any zone offering services both of assistance to victims and assistance to perpetrators. Nevertheless, experience confirms a number of arguments advanced by the experts interviewed during this survey: the creation of cross-sectoral practices takes time; they are created amongst persons who learn to share a dynamic. In this regard, the transferability of the model will largely depend on the will displayed in putting this learning into practice.

## 11. FUTURE DEVELOPMENTS AND COMPLETION

The goal of this "node" of cross-sectoral practice is to extend its offerings of training to the actors involved with domestic violence in the Walloon Region and to expand its territorial presence.

12. STRENGTHS	WEAKNESSES
An innovative approach to improving the safety of victims.	The creation of cross-sectoral practices is slow and difficult.

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12. SUBMITTED BY	
<ul style="list-style-type: none"> <li>▪ Regione Puglia</li> <li>▪ CAP Sciences Humaines</li> <li>▪ Farapi</li> </ul>	

## 2. Example B

### 1. TITLE/NAME OF THE PROJECT/SERVICE (will be anonymous)

**An orientation and support centre for the victims of domestic violence**

### 2. DESCRIPTION OF THE SERVICE

#### a) Aims and activities

This is an outpatient service within a hospital structure specialising in receiving women who are the victims of violence between partners.

#### b) Targeted needs

The service receives the victims of violence between partners. Because it is located within a hospital structure, the service receives persons who have presented themselves to the Emergency Services and who request support.

#### c) Support and action strategies

Two staff members, one who welcomes and accompanies the victim and the other a psychologist, do everything necessary in order to offer victims a range of assistance.

#### d) Location

Province of Namur

### 3. REASONS WHY IT QUALIFIES AS A GOOD PRACTICE

#### a) innovation

The initiative, often cited by experts as a good practice, records several quality indicators outlined by them : 1) the emphasis placed on staying close to the victim ; 2) the creation of a network of actors around the victim ; 3) the offering of services through the orientation and proximity mission.

#### b) originality

The original aspect of the service is the fact that it is located within a hospital
<b>c) sustainability</b>  The initiative enjoys a multi-year convention established with the Walloon Region.
<b>d) cost efficiency</b>
<b>e) transferability</b>  This initiative is transferable but in order to do so it is necessary to sound out healthcare providers and make hospital administrators aware of the relevance of accommodating this type of specific service within their facilities.
<b>4. ACCESS</b>
The service is free. The hospital being an anonymous place, discretion is guaranteed.

<b>5. METHODS, PROCESSES, CODE OF CONDUCT</b>
<p>In concrete terms, a range of services is offered to the victim of partner violence:</p> <ul style="list-style-type: none"> <li>- An attentive ear, either in person or on the phone, for all victims of domestic violence or someone close to them;</li> <li>- Provision of addresses, contact names, and opening hours of suitable services;</li> <li>- Making of a file (if the victim so desires) that can be passed to the various staff members so that the victim does not have to repeat her story;</li> <li>- Offer to accompany the victim during the first steps, such as going to the police, to a legal assistance service, to a refuge, to a court or to a lawyer;</li> <li>- Setting up of a "letterbox": a confidential file for personal use to allow the victim to keep all the administrative, medical and legal documents that may be useful in subsequent steps (medical certificates, bank statements, police reports etc...);</li> <li>- Attention to the desires and requirements of the person who approaches the service since it is intended as a place of listening and welcome;</li> <li>- A presence for the duration of the procedure, respecting each individual's own pace;</li> <li>- Offer of psychological services. This task, in the form of therapeutic coaching, allows victims to speed up the process of understanding the situation and getting back on their feet;</li> <li>- Organization of a discussion group for the victims of domestic violence.</li> </ul>

## 6. LINKS WITH OTHER ACTORS. PARTNERSHIPS/NETWORKING

### a) Name of actors

- Social assistants in police precincts ;
- An association that treats perpetrators ;
- A woman lawyer who is attuned to the problem area ;
- Doctors ;
- Police services;
- Victim assistance services ;
- Motherhood centres ;
- Counselling centres ;
- Public Social Assistance Centres ;
- Emergency services.

### b) Roles and responsibilities.

Each actor undertakes to network with a view to helping the victim of intimate partner violence to get back on her feet and to overcome the challenges that await.

### c) Co-ordination mechanisms

The co-ordination mechanisms are based on a platform of legal procedures covering violence between partners. Subsequently, several informal co-ordination mechanisms are activated between the association and the various local actors. For example, doctors take up direct contact with the staff member who receives the victims.

## 7.ORIGIN

Given the experiences of the victims on the one hand, and of staff members on the other, it became useful to create a cell common to all and identified as such. In effect, victims share a whole set of difficulties: poor knowledge of help points, financial constraints, loss of confidence and isolation, fear for their own safety and the safety of their children, stigmatisation as "consenting victims". While staff members meet other difficulties: poor visibility of dramatic situations, lack of understanding of the situation experienced by the victims. In this sense, the needs in terms of caring for the victims of domestic violence converged toward the creation of a centre capable of receiving such persons and establishing a network of collaboration between the different existing services. This is the context in which the service's activity is grounded.

#### **8. DURATION/TRIAL PERIOD**

The service has been operational since 2006.

#### **9. COSTS, FUNDRAISING AND SUSTAINABILITY IN TIME (free/paying?)**

The initiative enjoys subsidies from the Walloon Region by way of a multi-year convention. The jobs of the two staff members are financed respectively by the Federal Government and the Walloon Region. The socialist mutual fund also provides subsidies for the project. Finally, the hospital makes a room available free of charge and covers logistical costs.

For the victims, the services are free.

#### **10. TRANSFERABILITY OF THE FORMAT**

If the initiative is transferable, it is necessary to sound out healthcare providers and make hospital administrators aware of the relevance of accommodating this type of specific service within their facilities.

#### **11. FUTURE DEVELOPMENTS AND COMPLETION**

Using the various tools mentioned above, three main objectives are being pursued:

- Provision of full effective assistance to the victim, in partnership with the psychological, medical and social service staffs;
- Support aimed at helping the victim come to grips with her situation and take all the steps necessary for her rehabilitation, in particular ensuring that she regains self-confidence by giving her the tools that will allow her once again to become responsible for herself;
- Involvement in a change of mentality, and in the clichés and prejudices that still surround this problem area.

Furthermore, the association declares its aim of pursuing cross-sectoral practices by approaching other actors who have a potential interest in caring for the victim.



12. STRENGTHS	WEAKNESSES
<p>Construction of a close structured network around the victim.</p> <p>Creation of a privileged link between the assisting staff member and the victim to help her to re-establish herself. The practice of empowerment seems able to offer her the means for transforming her situation for the better, while a strong link with the receiving staff member represents a source of energy for her.</p>	<p>Lack of resources (small team)</p> <p>Difficulty in maintaining effective co-operation between organizations exercising very different social functions and carrying out tasks of a very specific character in their respective sectors.</p> <p>Lack of differentiation in the tools used to intervene (an approach principally oriented towards coaching) and risk of confusion of rôles between assisting staff member and victim in the empowerment process.</p>

13. SUBMITTED BY
<ul style="list-style-type: none"> <li>▪ Regione Puglia</li> <li>▪ <b>CAP Sciences Humaines</b></li> <li>▪ Farapi</li> </ul>

### 3. Example C

#### **1. TITLE/NAME OF THE PROJECT/SERVICE (will be anonymous)**

**A house of welcome and shelter which meets the challenge of multi-culturalism**

#### **2. DESCRIPTION OF THE SERVICE**

##### **a) Aims and activities**

This association specialising in caring for women who are the victims of partner violence operates in various areas including hosting women victims and their children in a safe refuge, training/placing women who want to re-enter the workforce, in addition to providing information and awareness to the public at large, to teachers and to social action professionals regarding domestic violence and gender equality.

##### **b) Targeted needs**

The actors in this association were faced with a fact that exercised them: women of foreign origin, mainly from North Africa, represent an increasing proportion of the domestic violence victims accepted in their refuge. For example, in 2006 women of 27 different nationalities were accommodated in the shelter. All told, no fewer than 46 percent of the shelter's guests are of foreign origin. Because many of these women are newly arrived immigrants, there is a very significant increase in the length of their stays.

This particular segment of women and children find themselves at the intersection of various types of violence: social (isolation, racism), economic, family, institutional, etc. Faced with this multicultural reality, the intervention must be able to evolve as a function of the needs of its beneficiaries. If at first the needs of these women are the same as those of any other woman in the shelter (safety, food, money, social and legal assistance, child-minding), the difficulties caused by their particular vulnerability can very quickly lead to a feeling of impotence, a form of fatalism even more marked than that found in women of Belgian origin.

##### **c) Support and action strategies**

In this context, staff members have deliberated as to how to adapt their reception practices to populations belonging to other cultures, how to deal with any inherent ethno-centric aspects. In effect, there is a serious risk that the staff member's (western and Judeo-Christian) cultural background will prevent her from understanding the words and actions of these women from far countries. The strategic aim here is to reach out to women of foreign origin by working with them on a shared set of issues interpreted in the light of feminist theories while taking care to consider cultural particularities and to attempt to find an approach that

fully respects the differences in each case.

**d) Location** Province of Liège

### **3. REASONS WHY IT QUALIFIES AS A GOOD PRACTICE**

#### **a) innovation**

Those responsible for the shelter have set up an intervention approach that takes the multi-cultural dimension into consideration by arranging reception interviews carried out by two staff members, one of whom is of foreign origin. These interviews with two participants principally aim to give the victim the opportunity to acquaint herself with feminist arguments and the cross-cultural approach.

#### **b) originality**

Creation of a cross-cultural link between the staff member and the victim.

#### **c) sustainability**

The association has existed since 1978 and its status is recognized by a Decree of the Walloon Region.

#### **d) cost efficiency**

#### **e) transferability**

The project could be transferred to any shelter dealing with a multicultural public if the teams have first had training in multiculturalism so as to allow the staff to overcome the prejudices that may hinder interventions with this segment of the population.

### **4. ACCESS**

Accessible free of charge to all women who have been victims of partner violence. However, a financial contribution is requested when accommodation is provided.

## 5. METHODS, PROCESSES, CODE OF CONDUCT

The association has developed a "co-intervention" practice - communication using two staff members so as to take into consideration the particular cultural context of these women. This approach uses two methodological tools. Narrative (discursive) therapy where the objective is to attempt to understand the influence of certain dominant experiences upon the subject. And the generational approach which takes into consideration any family history of suffering so as to prevent its propagation. Thus, it is a question of analysing the woman's history through her relations with her children on the one hand and her parents (her mother) on the other.

In a neutral place outside of the private space of the refuge, the two staff members propose to the women that they be assisted with a view to helping them come to grips with the different cultural worlds they are faced with and to reinterpret traditional values. The joint presence of a staff member who is "initiated" into the culture of origin and an "uninitiated" one allows for benevolent questioning which is oriented toward helping the interviewee to better understand her own responsibilities. If the exchange is marked from the start by cultural differences, one of the objectives is to recognize a "cross-cultural" identity. These different experiences are confirmation of the need to view such interventions in the context of cross-culturalism, given the observed reality and specific needs found amongst women and children of foreign origin.

## 6. LINKS WITH OTHER ACTORS. PARTNERSHIPS/NETWORKING

**a) Name of actors** An association actively working to promote cross-cultural relations

**b) Roles and responsibilities.** The welcome and accommodation centre provides the above-described service.

**c) Co-ordination mechanisms** No data

## 7.ORIGIN

The association was faced with a fact that needed to be addressed: women of foreign origin, mainly from North Africa, represent an increasing proportion of the domestic violence victims accepted in their refuge.

## 8. DURATION/TRIAL PERIOD

The project began in 2006

**9. COSTS, FUNDRAISING AND SUSTAINABILITY IN TIME (free/paying?)**

The association has existed since 1978 and its status is recognized by a Decree of the Walloon Region. While the project has been financed by the association, it must be said that the latter has enjoyed a specific subsidy for its implementation. In the long term, this project must ensure better care for victims and consequently reduced intervention times.

**10. TRANSFERABILITY OF THE FORMAT**

The project could be transferred to any shelter dealing with a multicultural public if the teams have first had training in multiculturalism so as to allow the staff to overcome the prejudices that may hinder interventions with this segment of the population.

**11. FUTURE DEVELOPMENTS AND COMPLETION**

The hope is to develop the initiative further: intervention practices, training, etc.

12. STRENGTHS	WEAKNESSES
Recognition of the multicultural dimension and the important place it can occupy in the provision of aid.	Need for ongoing training and a constant effort to identify and dismantle cultural stereotypes.

**13. SUBMITTED BY**

- Regione Puglia
- **CAP Sciences Humaines**
- Farapi

#### 4. Example D

<b>1. TITLE/NAME OF THE PROJECT/SERVICE (<u>will be anonymous</u>)</b>
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<b>A house of welcome for women victims of domestic violence which has contributed to the creation of a platform of concertation on the subject of violence between partners</b>
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<b>2. DESCRIPTION OF THE SERVICE</b>
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<b>a) Aims and activities</b>
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<p>This is a house of welcome for women, alone or accompanied by their children, which offers caring services (social, psychological and legal assistance, help in finding employment, training, accommodation) for women in difficulty. The service represents a good practice in the area in which it operates: an important networking effort mainly based on a concertation platform "Violence Within Couples" which was initiated at the provincial level. The main objective of the platform is to bring together as many staff members as possible from all the institutions in the province that deal with the issue of intimate partner violence.</p>
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<b>b) Targeted needs</b>
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<p>Networking within the platform is a response to the needs of women victims of domestic violence and the needs of the personnel in the organizations that work with them.</p>
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<b>c) Support and action strategies</b>
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<p>The concertation platform aims mainly to encourage collaboration among local staff members dealing with the problems of violence between partners by developing better knowledge of reciprocal actions and of the services offered by each member.</p>
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<p>The partners (about 60 actors altogether) meet three times per year. Subsequently, more restricted groups of partners carry on the activity within various working groups.</p>
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<b>d) Location</b>
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<p>The Walloon Province of Brabant.</p>
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### 3. REASONS WHY IT QUALIFIES AS A GOOD PRACTICE

#### a) innovation

Working with the platform concept confers great visibility to the campaign against domestic violence as a social problem. Together, these actors mobilise to develop cross-sectoral practices to help victims and to remind leaders in the public sphere of their responsibilities with respect to these issues.

#### b) originality

The territory of the Walloon Province of Brabant coincides with the jurisdiction of the Nivelles Judicial District. This facilitates cross-sectoral practices between the psycho-social sector and the judicial sector.

#### c) sustainability

The platform's sustainability is ensured by the collaboration among its various members.

#### d) cost efficiency

#### e) transferability

Thanks to the creation of Judicial District Platforms by the Walloon Ordinance for the campaign against violence between partners, this good networking practice may potentially inspire the whole of the Walloon territory. Nevertheless, the transferability of a platform is a relative thing: it is the result of a particular history and context.

### 4. ACCESS

Access to the platform is open to any association dealing in any measure with the problem of intimate partner violence in Walloon Brabant.

## 5. METHODS, PROCESSES, CODE OF CONDUCT

All the actors in the platform meet three times each year in plenary session in order to work in a concerted manner on the objectives. Subsequently, more restricted groups of partners carry on the activity within various working groups, such as a "shelter-hospital" working group aiming to coordinate the requirements emanating from actors in the hospital world.

There are also exchanges of practices and experience among the members of the platform and/or with actors from other areas of endeavour. Thus, in 2009, the personnel of three shelters and a service for social assistance to persons who are the subject of legal proceedings received training from the Institute of Victimology in Paris; training which was oriented to the problem of children. The personnel thus trained were able to create parenting support groups with victims and their children. It is planned that the training will be further extended to other staff members. Within the platform, the shelter will carry out training on intimate partner violence for its members. Another association, instead, will provide training on criminal justice for adults, so as to familiarise the personnel with the appropriate legal language and to help identify the actors within the world of justice.

## 6. LINKS WITH OTHER ACTORS. PARTNERSHIPS/NETWORKING

**a) Name of actors** The platform brings together about 50 actors involved in this problem area (10 police precincts, 6 shelters, the presiding magistrate, the Law Courts, the service for social assistance to persons who are the subject of legal proceedings, several family planning centres, several mental health centres, the Women's Collective, etc.)

**b) Roles and responsibilities.** The platform is coordinated by a person who is specially assigned to this task and is guided by a restricted group of members in the practical organization of the annual activities and the preparation of the meetings.

**c) Co-ordination mechanisms** Three plenary meetings per annum. More frequent Working Group meetings.

## 7. ORIGIN

The origin of the Platform can be traced to the cooperation which took place between the association and the Equal Opportunity Cell of the Walloon Province of Brabant. Since the shelter mainly accommodated women victims of violence, it became a privileged working partner giving the opportunity for reflection and action on the platform's initiatives.



**8. DURATION/TRIAL PERIOD**

The platform began in 2005.

**9. COSTS, FUNDRAISING AND SUSTAINABILITY IN TIME (free/paying?)**

No data.

**10. TRANSFERABILITY OF THE FORMAT**

The Walloon Ordinance for the campaign against domestic violence tends to expand the experience of the institutional network to all the Judicial Districts, based on District Platforms organised by provincial coordinators. These bring together obligatorily the services financed by the Walloon Region (the service for social assistance to persons who are the subject of legal proceedings as well as certain shelters) while all of the services operating in the field of the campaign against domestic violence are called upon to participate on a voluntary basis.

**11. FUTURE DEVELOPMENTS AND COMPLETION**

It is hoped to extend the platform to actors who are less aware of the problem area such as social workers and doctors.

**12. STRENGTHS**

The platform allows for a collective approach to the problem of intimate partner violence by bringing together the actors involved in a given territory; in the same way, there is an exchange of knowledge between the members of the platform.

**WEAKNESSES**

The difficulty in developing effective cooperation between organizations exercising very different social functions and performing very specific tasks in their respective sectors.  
The fragmentation of practices and skills, levels of training and knowledge which make a common reading of the issues difficult.

**13. SUBMITTED BY**

- Regione Puglia
- **CAP Sciences Humaines**
- Farapi

## 5. Example E

### **1. TITLE/NAME OF THE PROJECT/SERVICE (will be anonymous)**

A Social Assistance service for Persons who are the Subjects of Legal Proceedings (SASJ)

### **2. DESCRIPTION OF THE SERVICE**

#### **a) Aims and activities**

This social assistance service for persons who are the subject of legal proceedings has as its mission to guarantee to anyone legally defined as a “victim” or “perpetrator” the exercise of an individual's right to social assistance.

#### **b) Targeted needs**

To respond effectively to a new need evidenced by the statistics: the growing number of cases of domestic violence.

#### **c) Support and action strategies**

A welcoming space for the victim where she can receive psychological care and assistance in various steps (both administrative and social). Faced with statistics showing the large number of cases involving domestic violence dealt with by these services, the Walloon Region has granted the 13 SASJs additional personnel resources to improve their interventions on behalf of victims of intimate partner violence.

#### **d) Location** Province of Hainaut.

### **3. REASONS WHY IT QUALIFIES AS A GOOD PRACTICE**

#### **a) innovation**

Of the whole set of services offered, dealing with the cases of children affected by violence between partners has led this service to create specific tools for intervening. Workshops are organised with the children so as to strengthen their protection and encourage their resilience.

#### **b) originality**

The initiative allows secondary victimisation to be avoided: the victims of partner violence might otherwise also become victims of the judicial world and of the social aid system.

**c) sustainability**

The cost of the extra personnel for the cases of "intimate partner violence" is covered by the Walloon Region. This project is sustainable.

**d) cost efficiency****e) transferability**

Any good practice implemented by an SASJ can potentially be transferred to other SASJs.

**4. ACCESS**

The service is entirely free. There are no restrictions in terms of duration of use by the victims who ask for assistance.

**5. METHODS, PROCESSES, CODE OF CONDUCT**

The service provides the victim with:

- A place of welcome where the victim can unburden herself of her difficulties with persons who are ready to listen and to offer support;
- Psychological attention based on a solutions-oriented psycho-social approach;
- Information and care based on State assistance to victims of intentional acts of violence;
- Hand-holding and assistance in the various steps the victim must take (administrative and social);
- Orientation regarding the different services that can aid the victim within her region.

The victim can take concrete advantage of the networked system in three-party meetings to accustom the beneficiary to a new helper. The aim here is to avoid making her start again from scratch, especially in telling her "story", and to develop continuity with the acceptance procedures of the other services, etc.

**6. LINKS WITH OTHER ACTORS. PARTNERSHIPS/NETWORKING**

**a) Name of actors** Commission on domestic violence of Mons, Platform of the Judicial District of Mons.

**b) Roles and responsibilities.** The service is part of the two above-mentioned structures.

**c) Co-ordination mechanisms** The Commission on domestic violence meets in plenary session once per quarter; subsequently, working groups meet more often. The service takes part in various working groups: domestic violence, repercussions of violence on children, slowness of legal complaints procedure.

## 7. ORIGIN

Given the statistical fact that a third of the cases of "victims" amongst the 13 SASJs (social assistance service for persons who are the subject of legal proceedings) have to do with violence between partners, the Walloon Region decided to boost the resources available to these services by specifically dedicating a half-time employee to the issue of partner violence.

## 8. DURATION/TRIAL PERIOD

The Walloon Government decree providing the subsidy has been in force since 5 February 2009.

## 9. COSTS, FUNDRAISING AND SUSTAINABILITY IN TIME (free/paying?)

The addition of SASJ personnel is financed by the Walloon Region. Access to the service is entirely free of charge and without restrictions in terms of duration.

## 10. TRANSFERABILITY OF THE FORMAT

In the Walloon Region, there is one SASJ per Judicial District. Given that the Walloon Region has specifically granted these services a half-time job dedicated to handling partner violence, any good practice implemented by an SASJ can potentially be transferred to other SASJs.

## 11. FUTURE DEVELOPMENTS AND COMPLETION

Development of the Platform of the Judicial District of Mons, in particular by mapping the services and initiatives relating to domestic violence in the Region of Mons.

12. STRENGTHS	WEAKNESSES
The initiative allows secondary victimisation to be avoided: the victims of partner violence might otherwise also become victims of the judicial world and of the social aid system.	The personnel involved does not yet have sufficient training in order to understand and analyse the cases of violence that present themselves.

<b>13. SUBMITTED BY</b>
<ul style="list-style-type: none"><li>▪ Regione Puglia</li><li>▪ CAP Sciences Humaines</li><li>▪ Farapi</li></ul>

## CHAPTER 9

### GOOD PRACTICES IN SPAIN

The final goal of this research was to identify and share examples of good practices among the services devoted to this problem—and in our case, in the BCAC--so as to find responses to the problem under study here, that of violence against women.

In that regard, once the fieldwork phase was finished and the experts' speeches analysed, we proceeded to put together a proposal for a worksheet to identify good practices<sup>94</sup>, which was discussed, supplemented and agreed upon by the international project team; from that base we completed the proposal of five examples of good practices which are discussed below.

However, it is necessary to point out that these five examples are the result of the selection made internally by the BCAC project researchers based on an initial identification of good practice proposals (a total of 32) made by the experts interviewed in the previous phase, including women victims of violence; it is presented by territory in **Tables 1, 2, 3 and 4**.

It should be noted that there is a **Manual of Good Practices** published by the Bizkaia Observatory on Gender Violence in September 2006, in which, however, only three of the services and/or projects mentioned by the experts as good practices appear: the **Nahiko Program** of prevention from Emakunde, the **Family Intervention Program Specialized in Violence Against Women at Home** backed by the Bizkaia Provincial Council and the **Ondarroa (Bizkaia) Comprehensive Municipal Policy**.

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<sup>94</sup>Although the worksheet served as a guide, it was not possible for us to fill out every section because the period of collecting information about the examples presented took place before the international team had designed and approved the worksheet (during the phase of putting together the section on expert voices).

**Table 1 – Proposal of good practices at the BCAC Level**

<b>TITLE</b>	<b>FIELD OF ACTION</b>
Ertzaintza (Basque) and Municipal Police	Police
Gizonduz Program--Emakunde	Prevention
Nahiko Program--Emakunde	Prevention
Protocols	Regulations
Berdinsarea Municipal Network	Networking
Housing Policies, Department of Housing, Basque Government	Agencies

**Table 2 – Proposal of good practices in Gipuzkoa Historical Territory**

<b>TITLE</b>	<b>FIELD OF ACTION</b>	<b>GEOGRAPHIC AREA</b>
Municipal Police	Police	Gipuzkoa
Comprehensive Municipal Policies	Municipal Plans	Donostia-San Sebastián Tolosa

**Table 3 – Proposal of good practices in Alava Historical Territory**

TITLE	FIELD OF ACTION	GEOGRAPHIC AREA
Comprehensive Municipal Policies	Municipal Plans	Vitoria Amurrio
Women's Shelter Apartments and Emergency Shelter, Vitoria	Emergency and Medium-stay Housing	Vitoria
Municipal Police	Police	Vitoria
<i>Ertzaintza</i>	Police	Vitoria
ZUTITU	Psychological Counselling	Álava
Vitoria-Gasteiz Court for Gender Violence--Associate Judge	Judicial Field	Vitoria
Álava Bar Association	Legal Assistance	Álava
San Prudencio Foundation	Socio-Labour Insertion	Vitoria



**Table 4 - Proposal of good practices in Bizkaia Historical Territory**

TITLE		FIELD OF ACTION	GEOGRAPHIC AREA
ZUTITU Assoc.		Psychological Counselling	Bizkaia
Comprehensive Shelter	Women's	Emergency/Medium-stay Housing	Barakaldo
Comprehensive Plans--Policies	Municipal	Municipal Plans	Arrigorriaga Barakaldo Basauri Galdakao Ondarroa El Valle Santurce
Women's Support Centre		Feminist Association	Basauri
Program for Equality, Ikastola Nuestra Señora de las Mercedes		Prevention--Education	Leioa
Family Intervention Program Specialized in Violence Against Women		Social--Psychological	Bizkaia
Observatory Against Gender Violence		Research--Assessment	Bizkaia
Judge--Examining Magistrates' Court		Judicial Field	Barakaldo

And so based on this dense proposal we chose the following five examples of good practices.

## 1. Example A

1. TITLE/NAME OF THE PROJECT/SERVICE
PREVENTIVE PROGRAMS OF THE BASQUE INSTITUTE FOR WOMEN / EMAKUNDE: <b>NAHIKO AND GIZONDUZ.</b>
2. DESCRIPTION OF THE SERVICE
<p>The Basque Institute for Women - EMAKUNDE, as part of its functions in the areas of prevention of violence against women and promoting equality between men and women, has developed these two pioneering programs for the BCAC. The first, Nahiko, is centred on prevention for young people in the 2nd and 3rd cycles of primary education (8-12 years old); the second is focused on males (young people and adults).</p>
<p><b><u>NAHIKO (school environment)</u></b></p> <p><b>a) Aims and activities</b></p> <p>This is a coeducation program based on experimentation, research and joint action with teachers of the schools participating in it; it is focused on the age range from 8 to 12 years (2nd and 3rd cycle of primary education).</p> <p>Its goal: to boost equality between men and women and prevent violence against women in school and the family.</p>
<p><b>b) Targeted needs:</b></p> <p>The program covers the need from a very young age to foster equality as well as prevent gender-based violence through coeducation, understood as "the process by which each person may freely choose values, skills and attitudes not connected to traditional models of masculinity and femininity, which limit the full development of personality."</p>
<p><b>c) Support and action strategies</b></p> <p>Development of training materials, teacher training and greater awareness by students and their families.</p>
<p><b><u>GIZONDUZ (initiative focused on men)</u></b></p> <p><b>a) Aims and activities</b></p> <p>This is a prevention initiative involving men in support of equality, particularly through the commitment of certain public figures in the BCAC. The initiative seeks to achieve the formation of a critical mass of men publicly committed to equality, using models to serve as examples for other men and for younger generations. The initiative also aims at making the BCAC an international leader in time spent by men on domestic work.</p> <p>A series of measures have been drawn up in the areas of awareness, education and joint responsibility in the home.</p>
<p><b>b) Targeted needs:</b></p> <p>GIZONDUZ arose to respond to the need to educate and involve men in support of equality.</p>

### c) Support and action strategies

Involvement of men in actions to increase awareness and in education about equality; and particularly public figures, starting with the *Lehendakari* (President of the Basque Government) from the previous legislature.

Outreach campaigns. Online awareness and educational courses.

### d) Location:

Both programs are initiatives of Emakunde, whose headquarters is in Vitoria-Gasteiz, the capital of the BCAA.

## 3. REASONS WHY IT QUALIFIES AS A GOOD PRACTICE

These programs, supported by the Basque public authorities, have been selected as examples of good practices because they do work **in an area, that of prevention, in which the BCAC has few initiatives**. They have also been cited because they try to **influence the structural causes** of gender violence (inequalities), involving key institutions and actors (family-school-children and men-public figures, respectively); both have an **innovative** character and an **interactive methodology**.

## 4. ACCESS

### NAHIKO: PROGRAM OF PREVENTION IN SCHOOLS

At the beginning of each school year, primary schools are offered the possibility to join the program.

### GIZONDUZ: INITIATIVE FOCUSED ON MEN

Online courses, public outreach events.

## 5. METHODS, PROCESSES, CODE OF CONDUCT

In both programs, the choice was made to design an interactive methodology that bears on awareness and education—in Nahiko for young people, in Gizonduz for men. Thus:

**NAHIKO:**

The program is based on an interactive methodology that engages children through music, play, roleplay and reflection.

It consists of six learning units for work in the 3rd, 4th, 5th and 6th grades (Unit I "Human Beings: Care and Dedication", Unit II "Individuals: Diversity and Plurality", Unit III "Equality: Human Rights", Unit IV "Trades and Professions: The World of Work", Unit V "Media: The Story and Social Success" and Unit VI "Living Together in Equality").

Each unit has support guides for both the teacher and students. Additional complementary workshops are also held on: care, makeup, games, tools, the press, stereotypes, the Olympics, and so on.

Four training seminars per year for teachers about coeducation and using the program are also offered, along with two special sessions per course for families in order to let them know about the program and assess the impact both at school and in the family.

**GIZONDUZ:**

For this initiative, the choice was made to develop a battery of online courses and materials on diverse topics: the construction of masculinity, gender issues for men, male violence, violence against women, equality policies aimed at men, new masculinities, men in the face of feminism, children and adolescents and parenting and sexuality.

Awareness campaigns were also run, highlighting the commitment to the initiative by public figures who can serve as role models.

#### 4. LINKS WITH OTHER ACTORS. PARTNERSHIPS/NETWORKING

NAHIKO works in coordination with all schools in the BCAC.

#### 7. ORIGIN

Both programs are initiatives of the Basque Institute for Women-EMAKUNDE.

**NAHIKO** responds to public authorities' concerns about translating into reality the desire to involve men in the pursuit of equality.

The pilot phase (2003-June 2005) involved three schools with great success.

A second phase took place (school years 2005-2006 and 2006-2007) involving 37 centres, 67 groups, about 100 educational professionals and 1,500 students and their families. Following this second phase, it was decided to broaden the spectrum of action from 5th and 6th grade to include 3rd and 4th grade, with a pilot phase covering 11 of the schools that had participated in the previous phase.

**GIZONDUZ** sprang from the concern of EMAKUNDE to translate into reality the desire to involve men in the pursuit of equality, and counted from the start with the direct involvement of the *Lehendakari* of the previous legislature.

**8. DURATION/TRIAL PERIOD**

NAHIKO since 2003 and GIZONDUZ since 2007.

**9. COSTS, FUNDRAISING AND SUSTAINABILITY IN TIME (free/paying?)**

Free. Publicly funded.

**10. TRANSFERABILITY OF THE FORMAT**

Transferable structure and content can be tailored to different social and cultural contexts.

**11. FUTURE DEVELOPMENTS AND COMPLETION**

If the impact is positive, **NAHIKO** will be extended to the 2nd cycle of primary education for the rest of the schools in the BCAC.

**GIZONDUZ** is still in the testing phase.

	STRENGTHS	WEAKNESSES
<b>NAHIKO: PREVENTION IN SCHOOLS</b>	<ul style="list-style-type: none"> <li>-Institutional support.</li> <li>-Involvement of socialization institutions: family and school.</li> </ul>	<ul style="list-style-type: none"> <li>-How to measure its impact.</li> <li>-Its continuity is in doubt following the change in legislature (May 2009).</li> </ul>
<b>GIZONDUZ: INITIATIVE FOCUSED ON MEN</b>	<ul style="list-style-type: none"> <li>-Led by the <i>Lehendakari</i> of the previous legislature.</li> <li>-Men involved, especially public figures.</li> <li>-Accessibility and outreach.</li> </ul>	<ul style="list-style-type: none"> <li>-How to measure its impact.</li> <li>-Its continuity is in doubt following the change in legislature (May 2009).</li> </ul>

## 2. Example B

### 1. TITLE/NAME OF THE PROJECT/SERVICE

ERTZAINZA - AUTONOMOUS POLICE FORCE OF THE BCAC

### 2. DESCRIPTION OF THE SERVICE

#### a) Aims and activities

Police force attached to the Basque administration with specific functions in the fields of prevention, safety and protection of victims as well as collaboration in the investigation of crime and the discovery and arrest of perpetrators.

#### b) Targeted needs:

Work at the same level of quality and attention throughout the territory.

#### c) Support and action strategies

As established in the regulatory framework, the force has specific personnel involved in two divisions: Public Safety and Research.

Since 2006, there is a protocol that includes an internal system to detect the risk level for the victim and to follow-up in order to properly assess whether or not to establish additional protective measures, such as assigning a guard. It also focuses on intensive and ongoing training for all police stations and shifts through a specific program.

Its actions are at the centre of the protective measures established in the security plan approved in the BCAC in 2002 and in the policing action protocols established by the above-mentioned inter-agency agreement (the 2004 *“Protocol for Effective Coordination of the Order of Protection for Victims of Domestic Violence in the Social Services Area”* and the *“Protocol for Effective Coordination of the Law of Comprehensive Protective Measures Against Gender Violence and of the Order of Protection for Victims of Domestic Violence”*, revised in 2007).

### 3. REASONS WHY IT QUALIFIES AS A GOOD PRACTICE

Because it deals with a particularly sensitive area (the need for safety and protection)<sup>95</sup> with **asystematized methodology of intervention through a protocol** (including a system of risk assessment and proactive monitoring) and **a strategy of increasing quality certification**. The program highlights the existence of a **policy of gender-sensitive internal training** (initial and ongoing) as well as the importance given to coordination with other relevant actors in the victims' journey. Also noteworthy is the policy of increasing incorporation of women into the workforce. It was also chosen because it was rated as good practice by most of the experts interviewed.

### 4. ACCESS

<sup>95</sup> Municipal police interventions in this area could equally well have been chosen as a good practice, but the *Ertzaintza* was picked because it covers a larger territory.

Free, unrestricted, 24 hours/day. There is a sign language interpretation service.

## 5. METHODS, PROCESSES, CODE OF CONDUCT

The **training program** is enriched and updated every year. Topics include: basic course upon entering the force, risk assessment for severe violence, updating and further training in gender violence materials, updating and further training in mediation of customer satisfaction in the domestic and gender violence process and a criminal investigation course.

For the **action protocol**, what should be highlighted is the importance placed on the first contact, including emotional support; the proper collection of the affidavit (and possibly processing the complaint); and referral to the service network and the immediate assessment of the risk level so as to adopt any necessary protection measures (assessment is based on a questionnaire with predetermined indicators). Also part of the protocol is the monitoring process for each case that starts once the file is entered into the computer. The system establishes a set of guidelines for immediate action and provides an agenda, updating the file as necessary. It establishes the need to contact the victim at least every two months.

This protocol is collected and registered in **Instruction No. 48** of the Deputy Minister for Security; since 2006, there has been a "System of Quality Management" under the quality standard **UNE-EN ISO9001-2000**.

## 6. LINKS WITH OTHER ACTORS. PARTNERSHIPS/NETWORKING

The *Ertzaintza* is one of the signers to the above-mentioned inter-agency agreement establishing coordination mechanisms in the field of gender violence in the BCAC. Also, in 2007, the force signed a collaboration agreement with EUEDEL, the Association of Basque Municipalities, in order to standardize police response and, among others items, create "common work systems" among the police forces.

Also worth noting is that the data protection act would make it difficult to share data among different services, meaning the victim would have to repeat her painful story with each social service provider.

## 7. ORIGIN

The Ertzaintza has been in existence since 1982 but did not put the current internal protocol in place until 2006.

## 8. DURATION/TRIAL PERIOD

2006

## 9. COSTS, FUNDRAISING AND SUSTAINABILITY IN TIME (free/paying?)

Free. Publicly funded.

## 10. TRANSFERABILITY OF THE FORMAT

Possibly limited due to the regulatory framework and different responsibilities of each force.

## 11. FUTURE DEVELOPMENTS AND COMPLETION

Advances in the standardization of service.

STRENGTHS	WEAKNESSES
Internal action protocol placed within a regulatory framework and an inter-agency commitment and with a quality certificate.	Protocol Rigidity: The same person does not always deal with the victim, who is then obliged to repeat her story.
Risk assessment system.	Need for greater standardization in the attention received throughout the BCAC.
General internal training program.	Need for greater training in how to not become personally involved in a victim's situation, and about other cultures.
Accessibility for the deaf.	
Importance given to the first contact and to proactive monitoring.	
No reporting of women immigrants in irregular situations <sup>96</sup> .	The facilities and skills in handling cases of sexual aggression by a stranger need to be expanded. Greater coordination with municipal police is needed.

<sup>96</sup> Instruction 14/2005 of the Secretary of State for Security establishes at a national level that, if intervention is necessary to guarantee the safety of a woman victim of gender violence in an irregular situation, a parallel proceeding can be opened regarding deportation from Spain.



### 3. Example C

1. TITLE/NAME OF THE PROJECT/SERVICE
MUNICIPAL POLICY of comprehensive intervention in the field of violence against women from the city council of one of the three capitals of the BCAC.
2. DESCRIPTION OF THE SERVICE
<p><b>a) Aims and activities</b></p> <p>The comprehensive municipal policy falls within the regulatory and institutional framework of the BCAC and is one of the four programs of the Municipal Plan for Equality (2009-2011), along with those on joint responsibility and uses of time, the empowerment and participation of women and women in the economic field. Its objectives are:</p> <ul style="list-style-type: none"><li>▪ To take action against violence perpetrated against women as a manifestation of the inequality between men and women, in order to contribute to its eradication.</li><li>▪ To improve municipal intervention in order to maintain comprehensive care, specific and diversified for all women who are victims of violence by men in their relationships and also for women who are victims of sexual assaults.</li><li>▪ To encourage contact with new cases and access to social services and others specializing in violence against women.</li><li>▪ To prevent the occurrence of the phenomenon among the young population of the municipality.</li></ul>
<p><b>b) Targeted needs:</b></p> <p>The City Council, aware of the seriousness of this social problem, is trying through this program to give a response that is comprehensive, coordinated and of quality to the issue of violence against women in the municipality.</p>
<p><b>c) Support and action strategies</b></p> <p>There are five areas of intervention in this program:</p> <ul style="list-style-type: none"><li>▪ <b>Information, education and advocacy for the prevention</b> of this problem directed at the general public and at specific groups of special vulnerability, with particular attention to children and young people.</li><li>▪ <b>Training</b> of professional and social groups who might be involved in both prevention and in dealing with this problem.</li><li>▪ <b>Municipal intervention</b> to ensure continuous improvement with special attention to the most vulnerable groups: children of victims, elderly dependents, foreigners and people with disabilities.</li><li>▪ <b>Inter-agency coordination</b> at the local level and higher.</li><li>▪ <b>Creation or improvement of resources along with their maintenance</b>, guided by a principle of continuous adaptation to changing demands and to ensuring quality.</li></ul> <p>The Departments of Equality and Social Intervention are in charge of operating the Program even</p>

when different city departments are involved.

### 3. REASONS WHY IT QUALIFIES AS A GOOD PRACTICE

As an example of how political and institutional commitment in a municipality, regardless of political changes, has created a specific program and team, with improvements that have been especially visible over the past three years. This involvement can provide a comprehensive, sustainable, quality response to the social needs of victims of gender violence.

For the capacity for self-criticism and constant adaptation to new needs: whether enabling new resources or expanding the training of professionals involved.

For establishing an action protocol adapted to the situation and needs of each victim, a protocol that is reviewed and updated and in which each actor and institution knows its role and the state of progress in the victim's journey. The protocol is drawn up by a single social worker, a reference for the victim in navigating the different institutions and who coordinates the different resources and allows for networking.

For its accessibility in having enabled language resources and eliminated architectural barriers.

For ensuring **security throughout the network** with a margin of flexibility, so as not to place the victim in a setting close to the aggressor.

For the educational work within the housing resources, with an **educational team** that includes male figures so as to educate children about positive male role models.

For its sensitivity to training, to which the institutions also contribute by establishing internal training plans, with the possibility of attending conferences, seminars, and so on.

For the combined efforts from the municipal and service personnel who manage the apartment network (associative resources).

For having been rated as a good practice by most of the experts interviewed, particularly the women victims

### 4. ACCESS

Free, universal, accessible. Either through primary social services or emergency services.

## 5. METHODS, PROCESSES, CODE OF CONDUCT

The victim and any dependents enter the program, either through primary social services or through an emergency request.

If housing is needed and required for her security, she can be transferred to another city, or even another province, and work with similar service networks in other territories. All housing resources have specialized personnel and security measures. There is usually a maximum of two families in these apartments to facilitate cohabitation.

Whether or not housing is required, a single social services provider will serve as a reference point during the entire institutional route, usually the social worker responsible for the program in primary social services; if the woman comes from the women's shelters, this work is taken on by the social worker who coordinates the municipal network of housing resources (emergency women's shelter and an apartment network for medium- and long-term stays).

The reference person draws up an action protocol for each case, in which all social actors know their role in the institutional course of the victim. This establishes other resources that are needed: psychological assistance, legal aid, help finding employment and/or with training, housing, leisure and free time, schooling of children.

The centre of all action is the victim and, where applicable, her dependents; it is a central point to respect her rhythm and decisions.

Key importance is attached to the leisure aspects of the normalization process of a victim by providing either existing municipal resources, or by promoting her participation in festivals or workshops and cultural activities.

Sensitivity to differences: the migratory project for victims of foreign origin is handled in a specific way. A system of interpreters has been organized who are spontaneously specializing in gender violence. With a long-term perspective, access to **literacy classes** is emphasized, especially with a view to promoting the autonomy and informed consent of the victim.

There is an ongoing training program designed and operated by the Department of Equality, open to the other actors and social institutions of the municipality.

## 6. LINKS WITH OTHER ACTORS. PARTNERSHIPS/NETWORKING

Both for the individual case as well as at the institutional and educational level, there is ongoing networking with all resources and social actors in the municipality.

## 7. ORIGIN

In April 1999 the City Council approved the First Plan of Positive Action for Women, outlining areas for municipal action related to violence against women. On 16 April 2003, the first inter-departmental and sectoral municipal plan was approved by the City Council. During the summer of 2009 the Second Plan 2009-2011 was approved.

## 8. DURATION/TRIAL PERIOD

The current program is in force until 2011.

## **9. COSTS, FUNDRAISING AND SUSTAINABILITY IN TIME (free/paying?)**

Free. Financed with municipal funds.

## **10. TRANSFERABILITY OF THE FORMAT**

Transferable structure and content can be tailored to different social and cultural contexts. It requires institutional commitment beyond possible political changes at the municipal level.

## **11. FUTURE DEVELOPMENTS AND COMPLETION**

<b>STRENGTHS</b>	<b>WEAKNESSES</b>
Institutional commitment.	There are no places for people with added mental
Accessibility: people with disabilities, difficulties.	
foreigners.	Difficulties in raising awareness among groups with
Possibility of transferring the victim to disabilities.	
services in other territories in case her safety is at risk.	Problems in sharing housing confirmed by the women victims.
Experience, specialization and training of the team.	Need to not mix women of different ages and who are in different life stages.
Institutional interest in the retraining of social workers, combined with the motivation and dedication of each professional to be up-to-date and provide quality attention.	There is no standardization in terms of staff training. Psycho-social support needs are not covered for those victims of violence, along with their children, who choose to remain in or return to the home in which the abuser resides.
Centralized networking.	Difficulties.
Personal commitment of the teams.	
Possibility of outside consulting.	

#### 4. Example D

<b>1. TITLE/NAME OF THE PROJECT/SERVICE</b>
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Coordinated work of the <b>FEMINIST ASSOCIATION</b> and the <b>OFFICE OF CLINICAL PSYCHOLOGY</b>
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<b>2. DESCRIPTION OF THE SERVICE</b>
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The proper response to the needs of each victim and her social environment requires coordination by the different social service providers in each territory. This is the case of the good practice discussed
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here that refers to the work of coordinated legal and psychological assistance from the specific fields of intervention of the feminist association and the office of clinical psychology involved. Both social service providers act as managers of the assistance programs that are financed by two of the BCAC provincial councils.
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<b>a) Aims and activities:</b>
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The legal advice service managed by the feminist association has the following objectives in the field of gender violence:
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- |   |
|---|
| <ul style="list-style-type: none"><li>▪ Assistance and specific action in judicial-civil-criminal areas.</li><li>▪ Assistance and interactive information on social and institutional aspects (resources and social services from agencies as well as associations).</li><li>▪ Psychological assistance to victims of abuse, gender violence and sexual assault, and pre- and post-trial psychological preparation.</li></ul> |
|---|

The psychology office runs a Psychological Counselling Program for Family and Sexual Violence whose objectives are:
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- |  |
|--|
| <ul style="list-style-type: none"><li>▪ Provide diagnosis and assessment as well as individual and group counselling services to victims.</li><li>▪ Facilitate psychological treatment for aggressors if they acknowledge that they are abusers and declare they want to change their behaviour.</li></ul> |
|--|

<b>b) Targeted needs:</b>
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Conscious of the need for quality legal assistance and psychological attention for victims of violence against women and in their social environments, and of the requirement by the funding agency (provincial council) that the services for which direct management is delegated coordinate with each other, these providers, each from its specific area, are trying to work in combination.
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Both services take as a starting premise the fact that one of the difficulties that most interferes with the victim's recovery process is related to the duration of the legal aspects (separation procedures, the couple's attitude and judicial decisions), with a need for proper coordination and rapid response in legal and psychological attention for the victim and any dependents.
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<b>d) Location:</b>
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In two of the three historical territories of the BCAC.
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### 3. REASONS WHY IT QUALIFIES AS A GOOD PRACTICE

As an example of work in synergy between the legal and psychology fields, each coming from different ideologies. The first is legal, from a feminist activist point of view; and the second psychological, from a specialized professional office approach.

For its innovative character and purpose: its proposal of supporting neighbours and other stakeholders, and its project of legal and psychological assistance using sign language.

As an example of intervention in the treatment of offenders.

For having been rated a good practice by most of the experts interviewed, particularly women victims.

### 4. ACCESS

In both cases access is free, specialized, immediate and comprehensive, **including the possibility of receiving assistance in sign language.**

### 5. METHODS, PROCESSES, CODE OF CONDUCT

It can be accessed directly, but usually social services send users to these services. When a new user enters the program, this is made known to the other service in order to coordinate actions.

In the case of psychological assistance, although in the early stages of the procedure the woman may be resistant and even distrustful, with time her confidence is eventually won and the support is highly valued. Both group therapy and individual counselling is valued. The psychologist who has the first contact interview speaks French, facilitating access for the foreign population. However, an interpreter is needed for more substantive psychological care.

### 6. LINKS WITH OTHER ACTORS. PARTNERSHIPS/NETWORKING

Referral to other services where appropriate.

Coordination with the various institutions of the Bizkaia Historical Territory, reporting on progress.

### 7. ORIGIN

The **legal aid** program has its origin in the feminist movements of the 1970s. The psychology office has been treating male aggressors since 2004.

### 8. DURATION/TRIAL PERIOD

The feminist association discussed here was begun in 1983 and in 1987 organized the First Congress of Gender Violence in Spain.

The psychological assistance program for victims began in 1992, and the program for abusers in 1995.

### 9. COSTS, FUNDRAISING AND SUSTAINABILITY IN TIME (free/paying?)

No charge for services. Public funding of both programs (provincial council).

### 10. TRANSFERABILITY OF THE FORMAT

Transferable, can be adapted to different social and cultural contexts.

### 11. FUTURE DEVELOPMENTS AND COMPLETION

The legal aid association is preparing a project to support the social network and primary care services

(health, education, etc.)	
STRENGTHS	WEAKNESSES
<p>Public funding commitment.</p> <p>Networking.</p> <p>Access without need for referral by social services or a police complaint.</p> <p>Possibility of adapting the treatment and/or support to the needs of the victim.</p> <p>Treatment of the offender in different spaces and with different professionals.</p>	<p>Does not operate throughout the entire BCAC territory so there is no standardization across the area.</p> <p>Difficulty in the case of psychological assistance to work with victims and aggressors.</p> <p>Need to strengthen psychological preparation for trial.</p> <p>Language and cultural difficulties in working with foreign women.</p> <p>Difficult accessibility in rural areas because the attention points are in the capital cities.</p>

## 5. Example E

<b>1. TITLE/NAME OF THE PROJECT/SERVICE</b>
FORMER JUDGE of FIRST COURT FOR GENDER VIOLENCE in one of the Basque capitals.
<b>2. DESCRIPTION OF HIS PRACTICE</b>
First judge of first Court for Violence Against Women of one of the three Basque capitals.
<b>3. REASONS WHY IT QUALIFIES AS A GOOD PRACTICE</b>
For his personal involvement in regulatory compliance and in putting the victims' interests at the heart of any intervention.
For his sensitivity to the subject, his exquisite treatment of the victim and with the network of social actors involved.
As a responsible professional practice, sensitive to gender issues and the social problems of the victims.
For his permanent and personalized follow-up of each case as well as personal verification that any security measures agreed upon are applied.
For the priority given to multidisciplinary and inter-agency networking.
For having been the practice most often valued by the experts interviewed.
As a clear example of how the law may be full of ideological behaviours that allow for interpretation by judges, so that proper training is necessary along with an adequate moral attitude and vocation.
<b>4. ACCESS</b>
<b>5. METHODS, PROCESSES, CODE OF CONDUCT</b>
Responsible and critical exercise of his practice <b>centred on the victims' interests and in the contextual analysis</b> . Among other aspects of his practice, the following are valued:
<ul style="list-style-type: none"> <li>▪ Supports the need to study each case individually to avoid accusations or abuses.</li> <li>▪ Oversees all the actors involved to make sure they give an adequate response.</li> <li>▪ Requests reports from all professionals involved, not only from the Court's psycho-social teams, and advocates for all expert studies being conducted by specialists.</li> <li>▪ Does not file a case without careful study; he uses preventive detention if necessary.</li> <li>▪ Verifies that the enforcement phase of the sentences is being applied, even when there is no wage bonus as in the declarative phase.</li> </ul>
He is <b>proactive in training</b> with a holistic view of the problem, giving key importance to its contextualization. He considers it essential that judges be trained in cultural and psycho-social aspects: anthropology, sociology, etc.
He carries out <b>a critical and proactive reading of the legislative framework</b> :
<ul style="list-style-type: none"> <li>▪ He makes concrete proposals for amendments to the law: he signals problems of ambiguity in its wording that open up the possibility of an agreed-upon violation of restraining orders, in which cohabitation is resumed and thus a crime is committed.</li> <li>▪ He denounces the improper regulation of <b>the existing connection in criminal matters</b></li> </ul>



<p><b>between the Courts for Gender Violence and Family Courts, as well as the civil jurisdiction of the former:</b> it allows for possible <b>abuses of jurisdiction in Family matters.</b></p>
<ul style="list-style-type: none"> <li>▪ He proposes giving greater leeway to judges in order to respond to the need for <b>different degrees of response in criminal offences as well as for misdemeanours.</b> This greater leeway would allow judges to assess <b>the appropriateness of mediation</b> in certain cases, given that current law prohibits it for civil cases and does not cite it in criminal cases, and propose mediation as appropriate.</li> </ul>
<ul style="list-style-type: none"> <li>▪ He denounces the fact that the consumption of drugs acts as a mitigating factor in sentencing and even as grounds for acquittal, and the offender can be released.</li> </ul>
<ul style="list-style-type: none"> <li>▪ He criticizes the fact that the <b>law does not allow a sentence to be commuted by a fine, but only by community service</b>, which in some cases may be advantageous to the offender. He questions <b>the viability and true effectiveness of that community service punishment</b>, which although it may be working in the BCAC would present multiple difficulties in other regions of Spain.</li> </ul>
<ul style="list-style-type: none"> <li>▪ He denounces delays in the implementation of sentences, which result from a structural problem in the Spanish judicial system as a whole.</li> </ul>

## 6. LINKS WITH OTHER ACTORS. PARTNERSHIPS/NETWORKING

They are central to his interventions, but require his personal involvement and commitment.

## 7. ORIGIN

His personal choice to start working in a pioneering experience of the Court for Violence Against Women.

## 8. DURATION/TRIAL PERIOD

From June 2005 to April 2008. It ended when the judge was transferred to another region and type of court.

## 9. COSTS, FUNDRAISING AND SUSTAINABILITY IN TIME (free/paying?)

Cost of the voluntary, human involvement of the judge himself.

Once the judge was transferred, the practice by the new judges was very different, despite dealing with the same legislative and institutional framework.

## 10. TRANSFERABILITY OF THE FORMAT

Difficult to transfer, given that the good practice is due to his personal involvement and interest in the subject.

11. FUTURE DEVELOPMENTS AND COMPLETION	
STRENGTHS	WEAKNESSES
<p>Critical and ethical exercise of the profession of magistrate.</p> <p>Personal involvement and commitment.</p> <p>Central role given to the victim and to coordination of the network of existing resources.</p> <p>Self-assessment and critical reading of reality with an eye to changes.</p>	<p>The same legal instrument can be applied differently according to different magistrates.</p> <p>Not sustainable.</p> <p>Difficulty in dedicating the time necessary because of the endemic problem of saturation of the courts.</p> <p>The internal system of bonuses for judges. Judges are only given bonuses in the declarative phase and not the enforcement phase.</p>

## ANNEX 1

### INDICATORS DAY SERVICES

#### Safety

- Security mechanisms and measures that guarantee all women's and their dependants' safety (such as secret address, cooperation with police for quick intervention, surveillance, emergency telephone, etc.).
- Privacy and confidentiality.

#### Accessibility

- Open to all women victims of violence, with no distinction as to origin, age, language, culture, religion, income, disability, legal status in the country, etc.
- Admission not subject to filing a police report.
- Staff should be able to assess the severity of the aggression suffered and in general the victim's needs, including special needs (drug addiction, mental health, women with disabilities, etc.), and refer her appropriately.
- Capacity to respond to the needs of women in an emergency;
- Coordination with other services and institutions (police, schools, social, health, legal, psychological, etc. services) to refer women to the centre.
- The centre should be part of a regional, national and/or international network of services for women victims of violence in order to facilitate their transfer to a shelter if their safety is at risk.
- The service should be adequately advertised in order to inform the greatest possible public about its existence, taking into account possible language difficulties (foreign women) or sensory disabilities (blindness, deafness, etc.).
- Capacity to address the problem as fast as possible and to insure women's and their dependants' safety immediately.
- Capacity to respond to the needs not only of women victims of violence, but also of women at risk.
- Free help line 24 hours a day;
- The women's centre should have a public address and should be easy accessible;
- In order to guarantee consistency of the service despite possible turnovers of managing organizations or political changes, the location of the centre should be publicly owned and its existence and sustainability should be guaranteed by any other means.

#### Staff

- Women's centres are set up and run at least by some women;

- Staff should be properly paid, but there might be some volunteers.
- All in-house staff should share the same gender-sensitive approach and should have experience and understanding of the dynamics of domestic violence;
- Staff should have access to external counselling if needed.
- All external professionals working with the centre (lawyers, psychologists, doctors, etc.) must also gain an understanding of a gender-sensitive approach;
- Volunteers should have or gain an understanding of a gender-sensitive approach.
- Staff and volunteers should receive ongoing training and supervision;
- Each case must be handled by a multidisciplinary team made up of psychologists, psychotherapists, educators, social workers, lawyers and doctors;
- There should be a team coordinator;

### Process

- There should be a structured network in which all institutions involved (legal, psychological, health and social services, as well as other institutions), including after-care services, are coordinated.
- The centre should base its program and functioning on an inter-institutional protocol that guarantees coordination among all institutions involved.
- The protocol should identify and specify each agent's role in each woman's itinerary.
- Each woman should draw up an itinerary which she negotiates according to her needs and desires (respecting her decisions and rhythms), where the centre should be considered as one of the steps. The itinerary should be checked and improved together with the woman.
- Women should be accompanied and mentored through every step of the process, especially when they have to deal with external institutions (police, legal services, etc.), in order to minimize the harm of the process and the effectiveness of their actions.
- Each case should be appointed a referee person, who coordinates all the actions that need to be undertaken and is the main speaker for the woman who is in his/her charge (this person may work in the centre or in other institutions).
- Team work should be coordinated and programmed based on the itineraries designed for each woman.
- The goal of the intervention should be the empowerment of women, taking into account all the different aspects of their lives including their dependants (children, parents, etc.).
- Use of the service must have a time limit, which however should be flexible depending on women's needs and situations.
- There should be some kind of data collection about the number of users and contacts. These data should be collected following some standard criteria in order to be useful for further analysis.

### Output

The centre should provide:

- Any kind of support needed (social, psychological, legal, health, economic counselling, job searching, housing, children's and other dependants' care, etc.), which can be provided directly by the centre itself or by other services and institutions working in coordination with it.
- Women should be accompanied and mentored through every step of the process, especially when they have to deal with external institutions (police, legal services, etc.), in order to minimize the harm of the process and the effectiveness of their actions.
- support in the transition phase before entering a shelter;
- aftercare by networking with other institutions;
- Support to children in order to help them deal with the violence they have suffered or witnessed and with their parents' separation.
- Support to other dependants if needed.

### Impact

Impact is evaluated by contrasting women's situation after the process with the itinerary set up at the beginning of the process. Women should take part into impact evaluation.

## ANNEX 2

### INDICATORS SHELTERS

#### RESIDENTIAL SERVICES

##### Safety

- Security mechanisms and measures that guarantee all women's and their dependants' safety (such as secret address, cooperation with police for quick intervention, surveillance, emergency telephone, etc.).
- Privacy and confidentiality.

##### Accessibility

- Open to all women victims of violence, with no distinction as to origin, age, language, culture, religion, income, disability, legal status in the country, etc.
- Admission not subject to filing a police report.
- Shelters should be prepared to deal with women with special needs (drug addiction, mental health, women with disabilities, etc.), however a separate solution should be kept into account if more appropriate.
- Women should be grouped and treated on the basis of severity of the aggression suffered, phase in the process and history.
- Shelters should be prepared to give support to women's dependants (e.g., children, elderly parents, etc.).
- Capacity to host women in an emergency.
- Coordination with other services and institutions (police, schools, social, health, legal, psychological, etc. services) to refer women to the shelter.
- The shelter should be part of a regional, national and/or international network of services for women victims of violence in order to facilitate their transfer to other shelters if their safety is at risk.
- The service should be adequately advertised in order to inform the greatest possible public about its existence, taking into account possible language difficulties (foreign women) or sensory disabilities (blindness, deafness, etc.).
- Capacity to address the problem as fast as possible and to insure women's and their dependants' safety immediately.
- Capacity to respond to the needs not only of women victims of violence, but also of women at risk.
- Coordination with a free help line 24 hours a day.
- In order to guarantee consistency of the service despite possible turnovers of managing organizations or political changes, the location of the shelter should be publicly owned and its existence and sustainability should be guaranteed by any other

means.

### Staff

- Women's shelters are set up and run at least by some women.
- Staff should be properly paid, but there might be some volunteers.
- All in-house staff should share the same gender-sensitive approach and should have experience and understanding of the dynamics of domestic violence. Staff should have access to external counselling if needed.
- All external professionals working with the centre (lawyers, psychologists, doctors, etc.) must also have or gain an understanding of a gender-sensitive approach.
- Volunteers should have or gain an understanding of a gender-sensitive approach.
- Staff and volunteers should receive ongoing training and supervision.
- Each case must be handled by a multidisciplinary team made up of psychologists, psychotherapists, educators, social workers, lawyers and doctors.
- There should be a team coordinator.

### Process

- There should be a structured network in which all institutions involved (legal, psychological, health and social services, as well as other institutions), including after-care services, are coordinated.
- The shelter should base its program and functioning on an inter-institutional protocol that guarantees coordination among all institutions involved.
- The protocol should identify and specify each agent's role in each woman's itinerary.
- Each woman should draw up an itinerary which she negotiates according to her needs and desires (respecting her decisions and rhythms), where the shelter should be considered as one of the steps. The itinerary should be checked and improved together with the woman.
- Each case should be appointed a referee person, who coordinates all the actions that need to be undertaken and is the main speaker for the woman who in his/her charge (this person may work in the shelter or in other institutions).
- Team work should be coordinated and programmed based on the itineraries designed for each woman.
- The goal of the intervention should be the empowerment of women, taking into account all the different aspects of their lives including their dependants (children, parents, etc.).
- Use of the service must have a time limit, which however should be flexible depending on women's needs and situations.
- There should be some kind of data collection about the number of users and contacts. These data should be collected following some standard criteria in order to be useful

for further analysis.

### Output

The centre should provide:

- A safe shelter where women's safety and that of their dependants is immediately guaranteed.
- Any kind of support needed (social, psychological, legal, health, economic counselling, job searching, housing, children's and other dependants' care, etc.), which can be provided directly by the shelter itself or by other services and institutions working in coordination with it.
- Women should be accompanied and mentored through every step of the process, especially when they have to deal with external institutions (police, legal services, etc.), in order to minimize the harm of the process and the effectiveness of their actions.
- Support to children in order to help them deal with the violence they have suffered or witnessed and with their parents' separation.
- Support to other dependants if needed.

### Impact

Impact is evaluated by contrasting women's situation after the process with the itinerary set up at the beginning of the process. Women should take part into impact evaluation.



## ANNEX 3

### FINAL EVALUATING REPORT

#### 1. Introduction

The project “**Services for women victims of violence: analysis of trends and impact evaluation**” , has involved as partners: Apulia Region (leading authority), Province of Bari, Province of Taranto, Province of Brindisi, Province of Foggia, Province of Lecce, Commission on Equal Opportunities of the Apulia Region, Regional Female Council, Regional Councilor for Equality (for Apulia), Synergia Srl, Walloon Region, Cap Sciences humaines (non-profit association ), Consultoria de Antropologia Aplicada - FARAPI S.L. (Pais Vasco), which have proactively collaborated all along the project, for fifteen months up to the end of March 2010.

This initiative aims at plugging the information gaps in three geographic areas ( the Apulia Region in Italy, the Walloon Region in Belgium and the Basque Country in Spain) relative to:

- the features and scope of violence against women;
- the features of performances, projects and services made available in the concerned regions.

To this end, the Partnership has set up the following activities:

- analysis of secondary data collected on the phenomenon of violence in the regions of the project partners;
- mapping of residential and non-residential services available within the territory, so as to permit comparative assessments between strategies and actions implemented in these three countries
- qualitative interviews to expert witnesses of the phenomenon, including reference people, personnel from the mapped services and, where possible, service users;
- distribution of a dossier to fill in by those in charge of the services, as an experimental information flow of the new regional social information system;
- elaboration of monitoring markers, with a gender focus, to be applied continuously to the service network;
- detection of good practices in the three concerned regions and theoretical elaboration of their transfer;
- development of a focused communication program for actual and potential victims of violence.

Within this project, an outside assessment system has been planned, to be carried out by the company Euromediterranea S.p.A, whose objective is to analyze strategically significant situations, experiences and results.

## 2. Metodological notes

The objective of the outside assessment activity is to design an highly manageable and flexible system (i.e. equipped to both collect and process data, and prompt in filing answers), gathering feed-backs from all the stake-holders involved in the project, in order to identify all the issues and critical points and make them as many suggestions and mutual enhancements with a view to a future shared management.

The reference “basic tools” around which we have arranged the assessment operational system, are:

1. The half-structured **questionnaire**, aimed at measuring, in quantitative terms, the progress of the activities. These questionnaire comprises thirty questions grouped in the following categories:

- project implementation level;
- concerning operation timescale;
- results;
- human resources;
- economic resources;
- assessment.

2. The **self-assessment questionnaire**, aimed at measuring, in qualitative terms, the satisfaction with the results attained by the project. This questionnaire comprises 23 questions in total, 18 of which are structured so as to give answers by putting a tick along a 5-point rating scale (where 1 is the lowest score and 5 is the highest), whereas the remaining questions are open-ended.

The data set out in this report correspond to the data collected by giving the first questionnaire to the project coordinator and the second questionnaire to the remaining partners. The qualitative assessment is a summary of the seven questionnaires filled in, out of the eight given to complete.

The data and remarks which emerged during the assessment activity are reported hereafter.

## 3. Results of the qualitative-quantitative assessment

This summary relates to the activities carried out in the period from January 2009 to March 2010, such as:

- The actions meant to strengthen the integration between PS partners, and to develop and consolidate the local network by sharing:
  - a) working methods, procedures and common management operational tools;
  - b) Initiatives and tools targeted at setting up and applying the strategic orientation

procedure.

- The implementation of specific systems which can support the project in terms of better understanding of the phenomenon and of the most effective strategies of intervention, by capitalizing on the past experiences (best practices).

### *3.1 Project implementation level*

Regarding this item, the participants were asked to indicate which activity was fully carried out, which one partially, and which one was not carried out at all. **All the 7 scheduled stages of intervention of the project were fully implemented and carried out.**

The only aspect to point out is the adherence to the project timetable, which was subject to some delay due to the long analysis and mapping activities requiring response times beyond expectations .

Hereafter , we report a summary table including the real delay recorded at each stage of the project:

STAGE	SCHEDULED DEADLINE FOR COMPLETION	ACTUAL COMPLETION TIMES	DELAY (in months)
Early stages	31/01/2009	15/02/2009	0.5
Context survey	28/02/2009	20/04/2009	2
Service mapping and first assessment	30/04/2009	15/10/2009	5.5
Impact assessment and selection criteria for good practices	31/08/2009	30/11/2009	3
Identifying good practices	31/10/2009	15/12/2009	1.5
Report, mainstreaming and dissemination	31/12/2009	31/03/2010	3
Evaluating and monitoring activities	31/12/2009	31/03/2010	3

Going deeply into the reasons of these recorded delays, it emerged that:

- The reason why service mapping activities went on longer than expected was a forced break during the election period, in the summer months of 2009, since they required the necessary involvement of the Local Governments
- The stage 4 “Impact assessment and selection criteria for good practices” and the stage 5 “Identifying good practices” have proven to be more difficult than planned at the early stage of the project, because the results coming from the activities of context survey and service mapping and first assessment, were not sufficient to collect the necessary data to implement the following stages. Actually, a further meeting between the partners, not scheduled in the project, was needed to agree upon common criteria.
- Regarding the stage of “Report, mainstreaming e dissemination”, the huge amount of data and information gathered, took longer for the ordering, and additional time for the translation.
- The mainstreaming stage followed the operation timescale of the authority submitting the elaboration of the regional guidelines against violence.
- The dissemination stage suffered from the political changeover within the Province Governments, which have always played a key role in this activity .
- The delay in the completion of the evaluating and monitoring stage was a direct consequence of the delay of the previous stages.

### 3.2 Results

Regarding this item, the participants were asked to indicate the activities and the results obtained, in terms of products. Hereafter, we report a table summarizing the activities carried out and the products achieved, stage by stage:

Stage	Activities	Results/Products achieved	Results/Products expected
<b>EARLY STAGES</b>	1st transnational meeting in Wallonia	Starting workshop	Starting workshop
	Drawing up of the operational plan	Executive planning including activities, roles, tasks and operational times	Operational plan

<b>Context survey</b>	Gathering, updating and analysis of scientific literature	Analytic report on violence against women and on services provided both in Europe and at national and local level	Analytic report on violence against women and on services provided both in Europe and at national and local level
	Document analysis and report		
<b>Service mapping and first assessment</b>	2nd transnational meeting in the Basque Country	Halfway transnational workshop	Halfway transnational workshop
	Mapping activities in the Partner Countries	Mapping of services available in the regions involved in the project by means of a detailed information collection on provided services	Mapping of services available in the regions involved in the project by means of a detailed information collection on provided services
		Report on the mapping activity	
<b>Impact assessment and selection criteria for good practices</b>	Shared definition of a set of monitoring markers	Set of effectiveness markers for existing projects and services	Set of effectiveness markers for existing projects and services
	Identifying selection criteria for good practices		
<b>Identifying good practices</b>	Qualitative survey of worthwhile services	Good practice guide book gathering and recording all the previously picked good practices	Good practice guide book gathering and recording all the previously picked good practices
	Drawing up of a good practice guide book		
<b>Report, mainstreaming and dissemination</b>	Final report	Final report on the research results	Final report on the research results

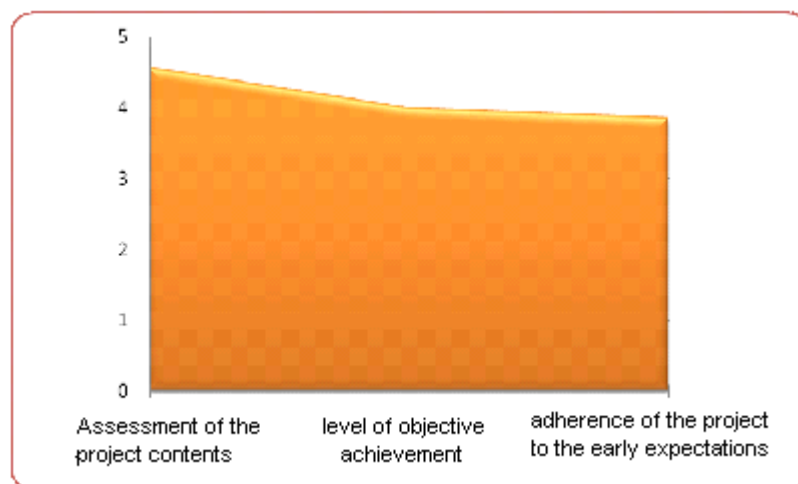
ion			
	Regional workshops in Apulia (Italy)	1 workshop in a province of Apulia	5 regional workshops in the provinces of Apulia
		2 ad hoc meetings with the provinces	
		2 ad hoc meetings with the associations	
		1 workshop where all the Local Authorities, LHS, associations, etc., were invited	
	Workshop started and closed in Apulia	1 final public meeting in Italy	1 final public meeting in Italy
	Communication plans in the Partner Countries on target-oriented activities and services	Good practice promotion and sharing between several stakeholders (local authorities, associations, etc.)	Good practice promotion and sharing between several stakeholders (local authorities, associations, etc.)
	Dissemination via several means of communication	Project brochure	Publication of brochure concerning the available services at partner local authorities
		Project website	Project website
		Publication of a specialist article in the Synergia newsletter	Publication of articles in specialist journals
Evaluating and monitoring activities	Constant monitoring		
	Effectiveness assessment		
	Outside assessment	Outside assessment report	Outside assessment report

Comparing the scheduled activities and the expected results to those actually attained, it emerges **a full correspondence between the expected results and those achieved**. It

emerges also that, in progress, some actions were added and replaced. These changes compared to the early planning stage, have particularly concerned the contents and completion times. The reasons underlying these changes are due to the following issues which were noticed and faced during the project implementation:

- problems in setting up/promoting the network operations;
- logistic problems;
- user needs;
- new challenges from the territory.

By analyzing the assessment questionnaires, it emerged that the scheduled activities carried out through experience, and the choice of the final products to be achieved, were assessed as well-structured and well-arranged by nearly all the participants in the questionnaires. We have recorded high rating for the obtained results, as shows the chart below.

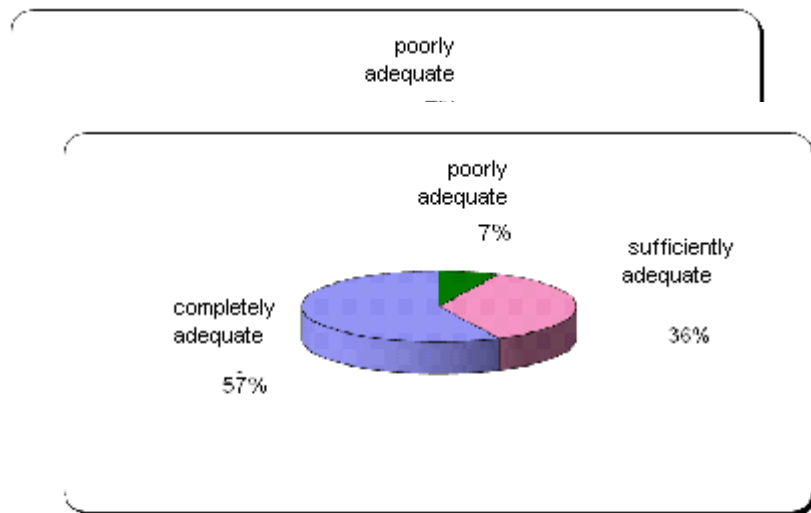


The chart shows that, relative to the content assessment, in 5 cases out of 7 the highest rating was recorded, that is to say an assessment of full correspondence between the project contents and its objectives. The average rating is 4.5 .

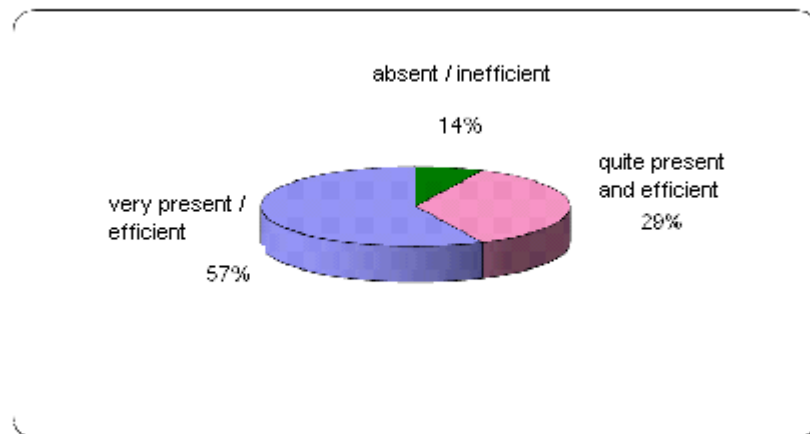
As for objective achievement, the average rating is 4, so even in this case we notice that the objectives were fully attained , except for one only case, where the rating recorded was negative.

As regards the correspondence between the project and the early expectations, 2/7 of those asked gave a rating of 5, where 5 is a full correspondence between the project and the early expectations. 4 of those asked rated it at 4, that is a positive rating anyway, whereas only one person rated the project as not corresponding at all to his early expectations.

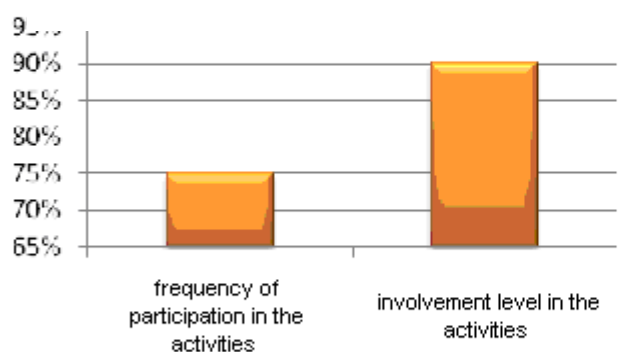
Concerning the **project implementation timescale**, in a 5-point rating scale, where 1 is “insufficient” and 5 is “adequate”, the average rating of the project implementation timescale is about 4, that is to say a general satisfaction in this respect.



The of those asked are very satisfied (5-point rating) with the present and efficient coordinating work. The remaining part gave a positive 4-point rating anyway, except for 1 case of evident dissatisfaction, where we recorded a rating of 1.

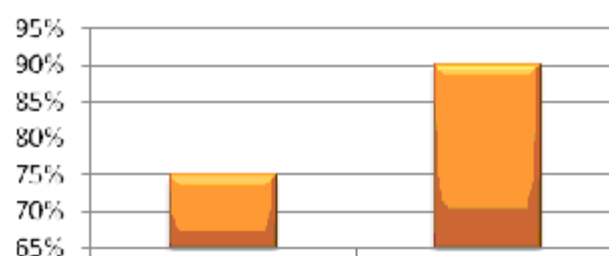


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### User encompassed by the project







Among other involved stakeholders, notice the Regional Coordination Office of the centers against violence and the non-profit associations.

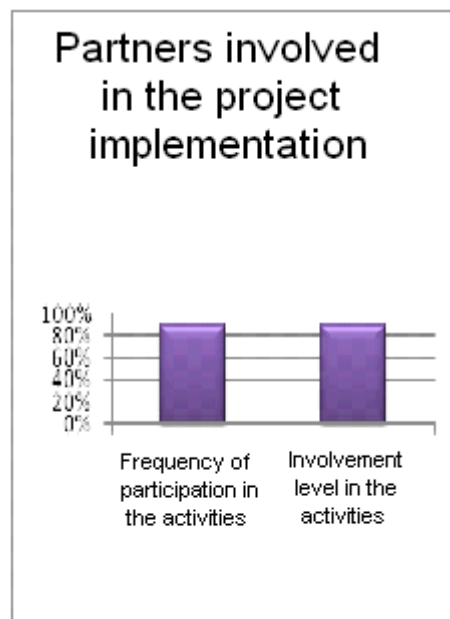
#### *Involvement level of the partners*

There have been 12 partners directly involved in the project, namely Province of Bari, Province of Taranto, Province of Brindisi, Province of Foggia, Province of Lecce, Commission on Equal Opportunities of the Apulia Region, Regional Female Council, Regional Councillor for Equality (for Apulia), Synergia Srl, Walloon Region, Cap Sciences humaines (Non-profit Association), Consultoria de Antropologia Aplicada - FARAPI S.L. (País Vasco), which have proactively collaborated all along the project. To assure the participation and the proactive involvement of the partners, every three months were held as a whole:

- No. 3 transnational meetings;

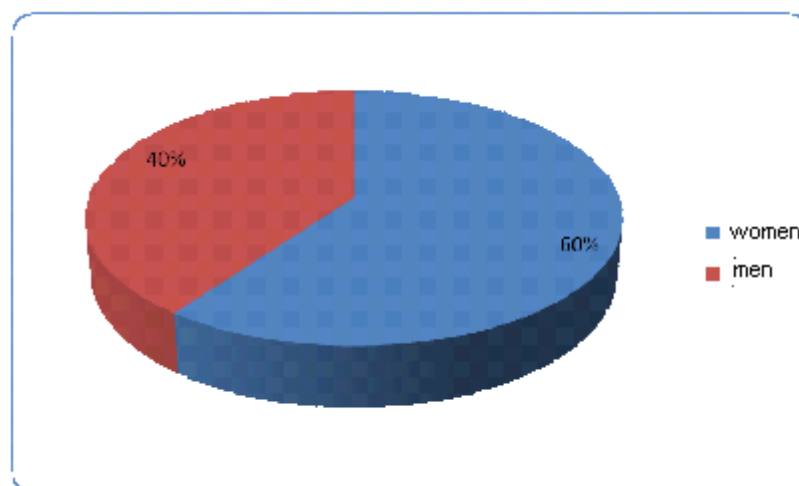
- No. 3 meetings between the Apulia Region and its Provinces;
- No. 3 meetings between the Apulia Region and non-profit associations (centers against violence)

As regards the assessment, this item recorded a definitely positive rating: everybody reckons that involvement and participation to all the activities were very high; the average rating to the relevant question was 4 point. Only one of those asked gave an poor rating, remarking that in his case the participation proved to be poor.

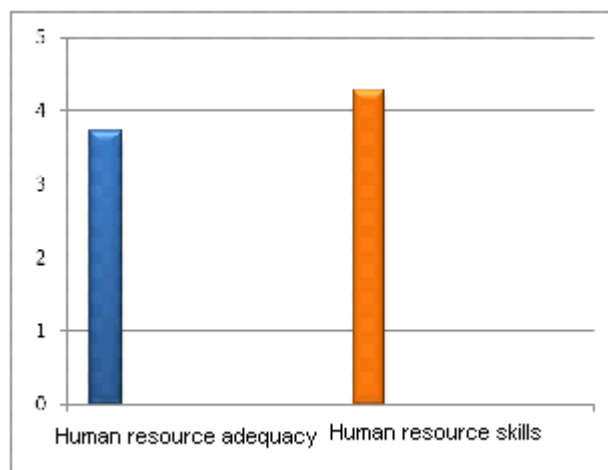


### Human resources

The project envisaged the employment of 25 people, including 15 women, who, at the implementation stage, proved to be adequate both in number and from the professional point of view. Their participation in the working activities was proactive, based on listening to the colleagues and on a continuous content elaboration.

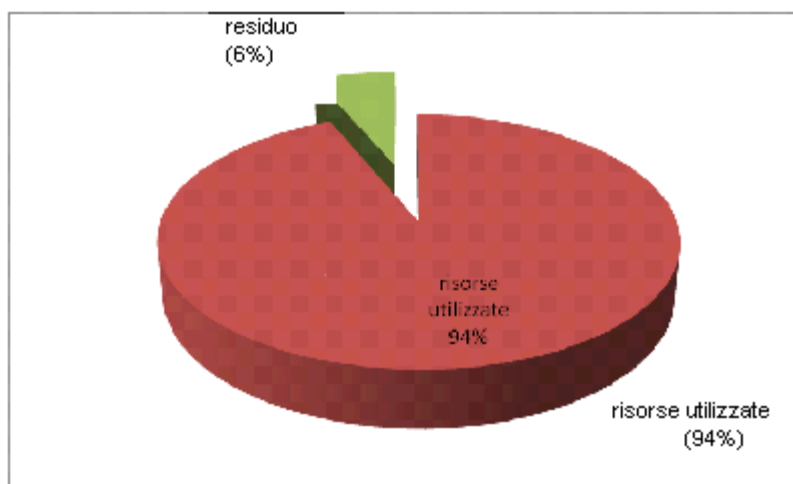


With reference to the questionnaires collected, the people were asked to give a qualitative and quantitative rating in this respect, namely about the number of people employed, the professional skills shown by them during the experience. In both cases the average goes near or over 4 points, that is to say that the number of people employed and their professional level were considered adequate to carry out the scheduled activities. We recorded just one case where the quantitative assessment of the Human resources was negative.



### Economic resources

Compared to € 277,399.75 funding request, about € 260,000. 00 was actually spent and certified, which represents 93,73% of the fixed budget made available.



In particular, the money allocated for some expenditure items was not spent ( i.e. travels and general expenses) and some financial contributions assigned to human resources by the partners, actually failed.

The budget, whose amount proved to be adequate to the planned activities, underwent the following changes, at the implementation stage:

**A. Staff Costs** € 3,680.00 were added, coming from the fixed share assigned to the provinces for travel and for the general expenses, that was not spent for the website management;

**E. Conferences and seminars.** The workshops at local level were cost-free and the resources allocated for them were spent for the project final meeting.

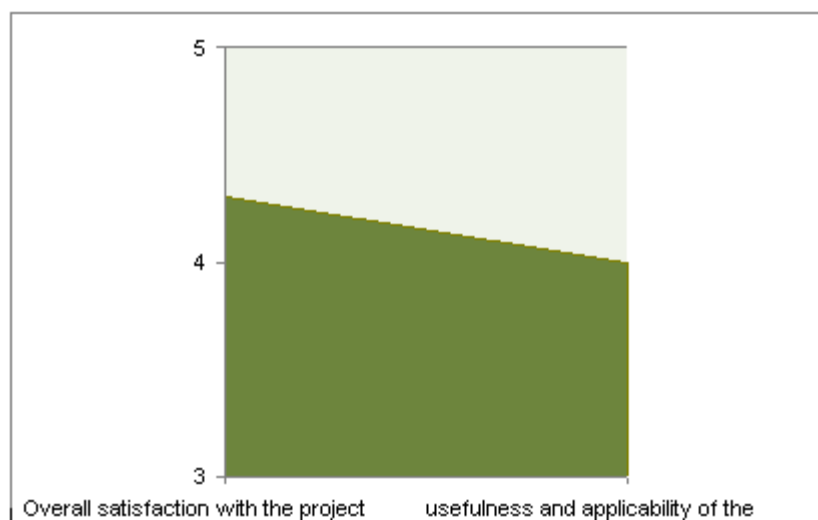
**F. Publications.** The resources assigned to the brochure publication were spent for the translations and the website (software and construction).

**B. Travel e L – General Expenses.** A part of the resources that were not spent for these expenditure items were reallocated as “staff costs”.

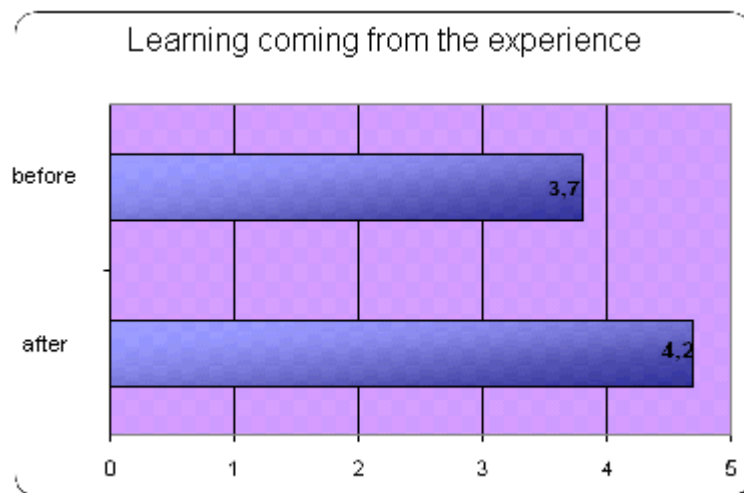
As regards the assessment, the rating given to the adequacy of the financial resources allocated for the project activities, has been particularly important. In this respect, the item got an overall rating of 3, on average.

#### Overall usefulness of the experience and the project

In this respect, the participants were asked to assess the usefulness of the acquired experience, both at personal level and in terms of likelihood of transferring and applying the knowledge and acquired experiences in their workplace.

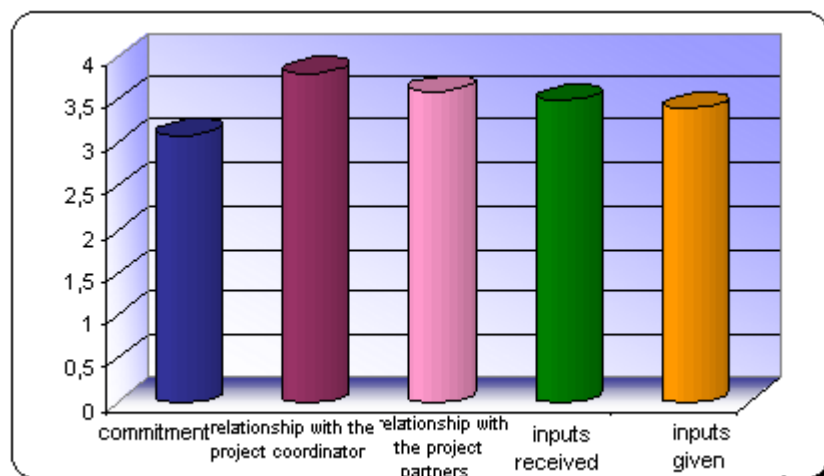


Furthermore, the participants were asked to give a rating of the impact of this experience on their professional skills, by measuring its scope before and after the experience.



The chart shows, by means of average values, the impact of the experience on the previous knowledge of the participants, and highlights how this experience has been an opportunity of knowledge improvement, learning and personal growth, through the participatory exchange of ideas. As regards **the final stocktaking of the experience**, the participants were asked to give an overall rating of their satisfaction level, relative to some specific aspects, which are as follows:

- A) *Personal commitment*
- B) *Relationship with the project coordinator*
- C) *Relationship with the project partners*
- D) *Challenges and inputs received*
- E) *Challenges and inputs given*



The assessment, as the chart shows, was positive from every point of view.

All the participants positively answered to the question concerning the likelihood of repeating the experience and highlighted as well the following corrections to be made:

- better and stronger collaboration between partners at the different stages of the project, in order to make the project and relating activities more transnational;
- more feedback between the project partners;
- deeper involvement of the institutions;
- more time given to research activities;
- reduction of the time spent in the project activities;
- closer attention to the tools and practices for the dissemination of results.

Concerning the positive and negative outstanding aspects of the experience, the data collected are reported hereafter:

Positive aspects	Frequency
Excellent coordination	1
opportunity to exchange ideas with people coming from different situations and contexts;	2
relationships established between partners;	3
opportunities to share know-hows and experiences;	2
developing common methods	1
Organizing operational partnership meetings to check out the work done and plan the next activities;	3

<b>Negative aspects</b>	<b>Frequency</b>
Political changeover	<b>1</b>
non-compliance with the timetable	<b>2</b>
Delay or lengthening of the project implementation times	<b>2</b>

From the observation of the two tables above, it emerges that the most positive aspect of the experience was sharing good practices between the partners, and also the opportunity given by Daphne Program to discuss again the issue of violence against women, which is a still existing problem that, unfortunately, is not going to be solved in the short term.

On the other hand, the most negative aspect is the difficult interaction with the representatives of Local Authorities, with the further circumstance of the changeovers after the elections, which have caused logistic and time problems too. In fact, as we have underlined before, the project operation timescale was delayed compared to the timetable, due to the difficult collaboration with Local Authorities during the election period.

#### 4. Conclusions

This experience has represented a great opportunity for the partners, since , relative to the phenomenon of violence against women and the relating services provided at European, national and local level , they have been given the chance to exchange opinions on the existing situation and on the effectiveness of the local experiences made on an experimental basis. The objective was to strengthen one's experience and knowledge sharing, concerning different realities and situations , so as to carry out a qualitative survey of the most interesting services , draw up a good practice guide book based on this experience, inform and train the Local Authorities and the other stakeholders targeted by the project. During this period, the partners have started exchanging ideas and analyzing the issue of developing services for women victims of violence, by strengthening monitoring networks and by enhancing as well the culture of the protection of women's dignity.