

*Building trust
by delivering support,
protection and justice*

Andorra

First thematic
evaluation report

GREVIO

Group of Experts
on Action against Violence
against Women and
Domestic Violence



Council of Europe Convention
on preventing and combating
violence against women
and domestic violence
(Istanbul Convention)

GREVIO(2025)13

published on 26 November 2025



THE
ISTANBUL CONVENTION
SAVES LIVES

First thematic evaluation report

**Building trust by delivering
support, protection and justice**

ANDORRA

Group of Experts
on Action against Violence against Women
and Domestic Violence (GREVIO)

GREVIO(2025)13

Adopted by GREVIO on 16 October 2025

Published on 26 November 2025

Secretariat of the monitoring mechanism of the Council of Europe Convention
on Preventing and Combating Violence against Women and Domestic Violence
Council of Europe
F-67075 Strasbourg Cedex
France

www.coe.int/conventionviolence

Table of contents

Executive summary	4
Introduction.....	7
I. Emerging trends in the areas of violence against women and domestic violence	9
II. Changes in definitions, comprehensive and co-ordinated policies, funding and data collection in the areas of violence against women and domestic violence	11
A. Definitions (Article 3)	11
B. Comprehensive and co-ordinated policies (Article 7)	12
C. Financial resources (Article 8)	15
D. Data collection (Article 11).....	16
1. Law enforcement agencies and the justice sector	16
2. Healthcare sector.....	18
3. Social services.....	18
III. Analysis on the implementation of selected provisions in priority areas in the fields of prevention, protection and prosecution.....	20
A. Prevention.....	20
1. General obligations (Article 12)	20
2. Education (Article 14).....	22
3. Training of professionals (Article 15)	23
4. Preventive intervention and treatment programmes (Article 16)	25
B. Protection and support	27
1. General obligations (Article 18)	27
2. General support services (Article 20)	30
3. Specialist support services (Article 22).....	32
4. Support for victims of sexual violence (Article 25)	33
C. Substantive law	34
1. Custody, visitation rights and safety (Article 31)	34
2. Prohibition of mandatory alternative dispute resolution processes or sentencing (Article 48)	37
D. Investigation, prosecution, procedural law and protective measures	38
1. General obligations (Article 49) and immediate response, prevention and protection (Article 50)	38
2. Risk assessment and risk management (Article 51)	41
3. Emergency barring orders (Article 52).....	42
4. Restraining or protection orders (Article 53)	43
5. Measures of protection (Article 56)	44
Appendix I List of proposals and suggestions by GREVIO	46
Appendix II List of the national authorities, other public bodies, non-governmental organisations and civil society organisations with which GREVIO held consultations .	50

Executive summary

This evaluation report addresses progress made in bringing support, protection and justice to victims of violence against women and domestic violence under selected provisions of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (the Istanbul Convention). It offers an assessment made by the Council of Europe Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO), an independent human rights monitoring body mandated to monitor the implementation of the convention. GREVIO's findings identify developments that have taken place since the publication of its baseline evaluation report on Andorra on 30 November 2020 and are based on the information obtained during its first thematic evaluation procedure as set out in Article 68 of the convention. These include a state report submitted by the country authorities as well as a three-day evaluation visit to Andorra. A list of the bodies and entities which GREVIO had exchanges with can be found in Appendix II.

The report assesses the wide variety of measures taken by the Andorran authorities to prevent violence against women and domestic violence and to deliver protection, support and justice for victims – the theme chosen by GREVIO for its first thematic evaluation report. In identifying emerging trends in preventing and combating violence against women and domestic violence, GREVIO shines a light on laudable efforts made for the implementation of this convention. Moreover, it provides in-depth information on the implementation of selected provisions in the areas of prevention, protection and prosecution as building blocks for a comprehensive response to the different forms of violence against women that instils trust in victims.

GREVIO welcomes the significant legislative, institutional and cultural advances Andorra has made in preventing and combating violence against women and domestic violence. Law 6/2022 on the effective application of the right to equal treatment and opportunities and non-discrimination between women and men, is, in several respects, an important step towards better implementation of the Istanbul Convention and the evolution of Andorran society. It acknowledges the role of gender stereotypes in perpetuating inequality and violence against women and makes amendments to the Criminal Code by introducing a new crime of gender-based violence, separate from domestic violence, as well as the notion of consent to sexual relations. The law also introduces a number of obligations for institutions and various professions.

As regards preventing violence against women, GREVIO recognises the Andorran authorities' increased efforts to run awareness-raising activities, targeting different audiences and using various channels of communication, in collaboration with public services, non-governmental organisations and the newly established Andorran Women's Institute. Progress has also been noted in terms of young people's education, notably through the incorporation of the subjects outlined in Article 14 of the Istanbul Convention into school curricula, activities and extracurricular programmes, and the focus on violence in the digital sphere. With regard to support and protection for women victims of violence, GREVIO notes the increase in the number of professionals trained in dealing with and supporting victims and welcomes the provision of a permanent and specialised reception service for victims of sexual and domestic violence at the Nostra Senyora de Meritxell Hospital and the central police station. Furthermore, economic assistance is still being provided effectively to cover the accommodation and basic needs of women victims and their children. In terms of the judicial response to violence against women, Andorra stands out by banning mediation in civil and criminal proceedings involving cases of violence or a high degree of conflict within the couple. Specific measures are in place to guarantee the safety of women victims and prevent further traumatising, including processing cases involving violence as a priority, separate hearing times and the pre-collation of evidence.

Beyond the progress made in Andorra to implement the convention, GREVIO has, however, identified areas which require urgent action by the authorities to comply fully with the convention's provisions.

As part of comprehensive, co-ordinated policies to prevent and combat violence against women, the Andorran authorities should devise a comprehensive, long-term strategy, with regular evaluation

mechanisms. Women's rights associations should play a greater and more firmly established role in the development, implementation and assessment of these public policies. Despite the efforts of the various services involved to collect data, further measures are needed to ensure it is systematically broken down by the sex and age of the victim and perpetrator, the nature of their relationship and the form of violence inflicted.

To ensure better protection for children exposed to domestic violence, GREVIO urges the Andorran judicial authorities to systematically take into account incidents of domestic violence when taking decisions on custody and visiting rights and to rigorously assess the risk of violence recurring against the mother, in order to adapt or even withdraw parental rights from the father. Emergency barring orders should be issued without delay in cases of domestic violence, to ensure the protection of women in situations of immediate danger. It is also important to collect data on the number of judicial decisions issued in cases of violence against women and domestic violence, including the number of emergency barring and protection orders issued. Furthermore, GREVIO reiterates that the Istanbul Convention imposes an obligation to establish a programme for perpetrators of sexual violence.

GREVIO has also identified a number of additional issues that require sustained action in order to effectively build trust by delivering protection, support and justice for acts of violence against women. These relate to the need to:

- take measures to improve the clarity of budgets for activities to prevent and combat violence against women and pursue the efforts for budget increases in line with the real needs of the relevant policies; ensure that women's rights NGOs have sufficient resources and proper time to carry out their activities;
- continue efforts to extend data collection to all public and private healthcare providers, including information on the number of victims who have sought assistance, their sex and age, the sex and age of the perpetrator, the nature of their relationship and the form of violence inflicted; extend such data collection to all forms of violence covered by the Istanbul Convention;
- extend the awareness-raising activities to all the forms of violence covered by the Istanbul Convention and regularly assess their impact on the public's perceptions;
- reinforce the human resources for the programme for perpetrators of domestic violence and ensure that the professionals have the necessary qualifications; devise minimum standards for the programme in line with European standards and good practices; take steps to ensure that this programme is widely attended; take measures to ensure that proper participation in the programme is checked and that the behaviour and attitudes of participants are monitored after its completion; involve specialist associations in the programme's activities and regularly evaluate its implementation and impact;
- ensure that specialist support services are able to meet the needs of victims of all the forms of violence covered by the Istanbul Convention; ensure that migrant women, refugee women and women asylum seekers have full access to these services;
- step up efforts to improve police training and operations by taking into account all the forms of violence against women covered by the Istanbul Convention; raise the awareness of law enforcement agencies and judicial authorities so that they can more readily distinguish between situations of conflict and situations of domestic violence and to identify the main perpetrator;
- take all the necessary measures to guarantee that risk assessment is carried out by all relevant stakeholders and is repeated regularly, taking into account all forms of violence covered by the Istanbul Convention and non-fatal strangulation;

-
- take the necessary measures to ensure that victims of all the forms of violence covered by the Istanbul Convention have access to protection orders, ensure that they are properly implemented and foresee sanctions for those who infringe them.

GREVIO has also identified further areas in which improvements are required in order to fully comply with the obligations of the convention under this round's theme. In particular, this means ensuring that initial training sessions on violence against women are regularly offered to all the relevant professionals and supplemented by in-service training sessions to enhance the quality and effectiveness of responses to situations of violence. It is also essential to involve women's rights associations in devising and implementing these training courses. The Andorran authorities should also ensure that all protocols and institutional co-operation measures include all the forms of violence covered by the Istanbul Convention and assess the implementation of such arrangements. Moreover, effective access to economic and social assistance should be guaranteed to all victims, whatever their status, so as to allow them to escape violence and attain independence.

Lastly, GREVIO expressed its concern about certain trends which the Andorran authorities need to reflect on in order to avoid undermining the confidence of women victims of violence in the justice system: these include the use of the accelerated procedure in cases involving sexual violence, rape and other offences against women; the low number of convictions for violence against women; the possibility of perpetrators obtaining reduced sentences if they admit the facts and the possibility of having their sentences suspended if they participate in the programme to promote non-violent relationships.

Introduction

The Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (CETS No. 210, hereafter “the Istanbul Convention”) is the most far-reaching international treaty to tackle violence against women and domestic violence.

It sets up a two-pillar monitoring mechanism to assess the level of implementation by its parties: the Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO), an independent expert body, and the Committee of the Parties, a political body composed of official representatives of the Parties to the Convention. In line with Article 68 of the convention, GREVIO has been providing country-based monitoring reports under its baseline evaluation procedure since 2017. Its baseline evaluation report on Andorra, offering a comprehensive assessment of the convention’s implementation in its entirety, was published on 30 November 2020, following Andorra’s ratification of the Istanbul Convention on 22 April 2014. The original reservation not to apply the provisions under Article 30, paragraph 2, entered in accordance with Article 78, paragraph 2 of the convention, was renewed by declaration dated 25 April 2024, with providing GREVIO with the reasons for maintaining it.

This report was drawn up under GREVIO’s first thematic evaluation round launched in 2023 focusing on the theme of building trust by delivering support, protection and justice. To address this overarching theme, it describes emerging trends in the areas of preventing and combating violence against women and domestic violence in the country. Section two aims to identify developments in key areas such as comprehensive and co-ordinated policies, funding and data collection that have ensued following the completion of the baseline evaluation procedure. Section three sets to obtain more in-depth information on the implementation of selected provisions in the areas of prevention, protection and prosecution, in respect of which baseline evaluation procedures and the Conclusions on the implementation of recommendations of the Committee of the Parties to the Istanbul Convention have revealed significant challenges and the need for further action.

In respect of Andorra, the first thematic evaluation procedure was initiated in accordance with Article 68 of the convention by letter and transmission of GREVIO’s first thematic questionnaire on 15 March 2024. The Andorran authorities subsequently submitted their state report on 4 September 2024 – the deadline set by GREVIO. Following a preliminary examination of Andorra’s state report, GREVIO carried out an evaluation visit to Andorra la Vella, which took place from 10 to 12 February 2025. The delegation was composed of:

- Pascale Franck, Member of GREVIO
- Guillaume Barbe, Member of GREVIO
- Severina Spassova, Administrator at the Secretariat of the monitoring mechanism of the Istanbul Convention.

During the evaluation visit, the delegation met several senior public officials including Mariona Cadena, State Secretary for Equality and Citizen Participation, Josep Anton Bardina, State Secretary for Education and Universities, Josep Maria Rossell, President of the High Council for Justice, Noemi Amador, Chair of the Parliamentary Committee on Social Affairs and Equality, and Xavier Cañada, Ombudsman, along with the mayors of some of Andorra’s seven parishes. The delegation also met many government and NGO representatives involved in work to prevent and combat violence against women. A list of the national authorities, NGOs and other bodies they met is set out in Appendix II to this report. GREVIO would like to thank them all for the invaluable information they provided. The evaluation visit was prepared in close co-operation with Mireia Porras, Head of Equality Policies Department in the Office of the State Secretary for Equality and Citizen Participation, in her capacity as contact person for the evaluation conducted by GREVIO. GREVIO would like to express its gratitude for the co-operation and support provided throughout the evaluation process, and for the constructive approach adopted by the Andorran authorities. The state report and the written contributions submitted by civil society have been made public and are available on the official website of the Istanbul Convention.¹

1. See: www.coe.int/en/web/istanbul-convention/andorra.

The present assessment was drawn up under the exclusive responsibility of GREVIO and is based on the information collected during the various steps of the evaluation procedure. In keeping with the approach adopted in its baseline evaluation reports, the findings made reflect different levels of urgency, indicated in order of priority by the following verbs: “urges”, “strongly encourages”, “encourages” and “invites”.

Resulting from a process of confidential dialogue with the aim of offering country-specific proposals and suggestions for improvement within the national context of the party under review, this report describes the situation as observed by GREVIO up until 1 July 2025. Where applicable, relevant developments up until 13 October 2025 have also been taken into account.

According to the convention, national parliaments shall receive this report from the national authorities (Article 70, paragraph 2). GREVIO requests the national authorities to translate this report into their official national language(s) and to ensure that it is widely disseminated, not only to the relevant state institutions at all levels (national, regional and local), in particular to the government, the ministries and the judiciary, but also to non-governmental organisations (NGOs) and other civil society organisations which work in the field of violence against women.

I. Emerging trends in the areas of violence against women and domestic violence

1. Several trends were identified in Andorra in the area of preventing and combating violence against women. Some of these reflect a strong political desire to align the legislation with the standards of the Istanbul Convention whereas others highlight the need for a more comprehensive approach to ensure a more consistent response to violence and secure better protection to women.

Strengthening the legal framework for preventing and combating violence against women

2. Since GREVIO's baseline evaluation report, Andorra's legislation in this area has been further developed by Law 6/2022 of 31 March on the effective application of the right to equal treatment and opportunities for women and men. This law follows on from Laws 1/2015 and 13/2019, which formed the legislative bases for action to prevent and combat violence against women in Andorra. Law 6/2022 represents a significant step towards the full incorporation of the principles of the Istanbul Convention into national law. One of its key contributions is the definition of the notions of gender and gender stereotypes and the recognition of the influence of social constructs and attitudes, which assign women and men differing roles and abilities and contribute to perpetuate inequalities and violence against women.

3. Under the law, a new Article 114bis has been added to the Criminal Code, establishing an offence of "gender-based violence". In this way, the law extends criminal liability for "ill-treatment in the domestic sphere", which was already addressed under Article 114, to physical or psychological violence based on discrimination against a woman because she is a woman. In this connection, a first judgment given by the Criminal Division of the High Court of Justice on 30 September 2024 (case No. 6000137/2023) found that psychological violence had occurred on the basis of Article 114bis. The court found that a series of types of conduct vis-à-vis the applicant, comprising not only physical assault but also forms of psychological violence such as coercion, contempt, threats, shaming and social isolation constituted a major offence of violence against a woman.

4. Another major step forward enhancing compliance with the Istanbul Convention, was the incorporation of the notion of consent to sexual relations into Article 144 of the Criminal Code. Where consent is absent, vitiated or obtained through violence or intimidation, this is now a fundamental criterion for qualifying certain forms of sexual assault as rape.

Raising awareness among young people and professionals as a means of preventing and combating violence against women

5. Like Law 1/2015, Law 6/2022 establishes a requirement for all levels of education to include content which deconstructs gender stereotypes and promotes gender equality and a culture of non-violence. Furthermore, in secondary education, it places emphasis on the use of non-sexist language in classroom communication and teaching materials, while in higher education, it requires a gender perspective to be included in all research, teaching and training activities. In Andorran secondary schools, this requirement has resulted in the adoption of several measures intended to foster a more egalitarian and non-violent form of education from an early age.

6. Law 6/2022 also highlights the need and the obligation, for all professionals involved in preventing and detecting violence and supporting victims, particularly teachers, the judicial authorities, prosecutors, police and prison staff, to receive relevant initial and in-service training. Initial training may lay the basic foundations, but it does not guarantee appropriate support for all victims of violence. Consequently, it is equally essential to enable all relevant professionals to attend in-service training to enhance their understanding and thus more readily identify the different forms of violence and tailor their actions to the specific needs of victims.

Limited involvement of NGOs in public policy making and the provision of services for victims

7. Although NGOs specialising in defending women's rights in Andorra are acknowledged in policy and legislation, their actual involvement in the preparation and implementation of public policies to prevent and combat violence against women remains limited. Law 6/2022 encourages their participation in social and political debates, but in practice, this participation still appears to be insufficient. For example, only one specialised NGO was consulted alongside other social associations during the preparation of this law. This situation is at odds with the principles of the Istanbul Convention, which call for active participation by NGOs in the process of devising and implementing overall public policies to prevent and combat violence against women. The expertise and insights of NGOs are an essential resource in adapting these policies to the needs of women who have experienced violence and to uphold their rights.

8. Currently, the role of NGOs is confined to awareness raising, detection, research and referring victims to specialised public support services. However, their in-depth knowledge of the realities of violence and their approach based on victims' needs could make it possible to provide more comprehensive victim support, particularly for victims who hesitate to take official steps or would prefer to be supported by an association for reasons of confidentiality. Moreover, a lack of financial resources greatly impedes the work of NGOs. While some choose to preserve their independence by avoiding public funding, others could benefit from more substantial support from the authorities to extend their activities. In addition, greater flexibility in the management of grants for the implementation of awareness-raising projects would facilitate strategic planning and strengthen the overall impact of such projects. All of these issues and increased involvement of women's rights NGOs in work to prevent and combat the various forms of violence against women are covered by the focus section of the 6th general report on GREVIO's activities on the shrinking space for women's rights defenders.²

2. See the [6th General report on GREVIO's activities](#), p. 33.

II. Changes in definitions, comprehensive and co-ordinated policies, funding and data collection in the areas of violence against women and domestic violence

9. Chapter I of the Istanbul Convention sets out general principles that apply to all the substantive articles contained in Chapters II to VII and therefore lay the foundation for a comprehensive and adequate response that ensures the delivery of support, protection and justice for all women and girls at risk of or who have experienced gender-based violence. These include, among other things, that it is a fundamental human right for everyone, particularly women, to live a life free from violence in both the public and the private sphere, that the convention must be implemented without discrimination on any ground, and that the potential for, and effects of, multiple forms of discrimination should be borne in mind. They also spell out that a gender perspective must be integrated into the implementation of the convention and the evaluation of its impact. Chapter II of the Istanbul Convention sets out the core requirement for a holistic response to violence against women: the need for state-wide effective, comprehensive and co-ordinated policies, sustained by the necessary institutional, financial and organisational structures.

A. Definitions (Article 3)

10. Article 3 of the Istanbul Convention sets out key definitions of concepts that are fundamental to its implementation. “Violence against women” refers to “all acts of gender-based violence that result in, or are likely to result in, physical, sexual, psychological or economic harm or suffering to women including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life”, whereas the expression ‘domestic violence’ is to be understood as referring to “all acts of physical, sexual, psychological or economic violence that occur within the family or domestic unit or between former or current spouses or partners, whether or not the perpetrator shares or has shared the same residence with the victim”. The definition of “gender-based violence against women” provided in paragraph d of Article 3 seeks to ensure more clarity regarding the nature of the violence covered, by explaining that this is “violence that is directed against a woman because she is a woman or that affects women disproportionately”.

11. In its baseline evaluation report, GREVIO had welcomed the fact that the Andorran authorities had introduced terms and definitions of “violence against women” and “domestic violence” into their legislation which had been consistent with those in Article 3 of the Istanbul Convention. GREVIO therefore had not made any observation on this point.

12. The initial definitions of gender-based violence, domestic violence and sexual abuse were introduced by Article 2 of Law 1/2015.³ Although this law recognised gender-based violence as a violation of human rights, it still took a neutral approach in terms of gender and did not grant special protection for women. With the adoption of Law 13/2019,⁴ the terminology changed: Article 11 placed emphasis on the victim’s gender and gave an explicit definition of gender-based violence against women. The laws of 2015 and 2019 both identified structural inequalities between women and men as one of the root causes of the exposure of women to discrimination and gender-based violence.

13. In Andorra, some official texts and documents use the term “gender-based violence” to describe violence against women; and term “ill-treatment in the domestic sphere” to describe domestic violence. In this report, GREVIO will use the terms “violence against women” and “domestic violence” in order to align with the terminology of the Istanbul Convention, except where official texts or documents are cited.

14. Since the baseline evaluation report, significant cultural and legislative progress has taken place in Andorra, which GREVIO welcomes. Andorran legislation has been enhanced by Law 6/2022 of 31 March on the effective application of the right to equal treatment and opportunities and

3. [Law 1/2015 on eradicating gender-based violence and domestic violence](#) (in Catalan).

4. [Law 13/2019 on equal treatment and non-discrimination](#) (in Catalan).

non-discrimination between women and men, which added several further definitions.⁵ The law began by amending the Criminal Code, adding a new Article 114*bis*, immediately after Article 114 on ill-treatment in the domestic sphere, establishing a new offence of gender-based violence. Thus, under these provisions, ill-treatment in the domestic sphere is manifested by acts of physical or psychological violence committed between generations, within families or on a current or former intimate partner while gender-based violence covers acts of physical or psychological violence based on discrimination against a woman because she is a woman and liable to cause physical, sexual, psychological or economic suffering. GREVIO commends the addition of this new offence to the Andorran Criminal Code, separate from domestic violence, which marks a step forward towards the recognition of the various forms of violence against women.

15. Article 7 of Law 6/2022 also gives definitions of gender and gender stereotypes. Gender is regarded as a social and cultural construct which draws on the biological differences between the sexes to assign women and men differing emotional, intellectual and behavioural characteristics, hence influencing social and power relations between them. As to gender stereotypes, these include a series of clichés or simplified portrayals, which assign women and men certain key roles, characteristics, abilities and forms of behaviour. GREVIO welcomes these new definitions, considering that they reflect cultural progress in Andorran society mirroring the approach of the Istanbul Convention elaborated upon in paragraph 43 of its explanatory report. This legislative approach recognises gender as a social phenomenon focusing on the differences between women and men, which, when backed up by gender stereotypes, contribute to inequalities between women and men. Although the convention does not highlight the negative role of gender stereotypes in perpetuating violence against women, it does call for their elimination, as a key means of preventing and combating such violence.

16. GREVIO notes with satisfaction the adoption, in 2022, of the Integrated Plan on secondary victimisation,⁶ whose aim is to better identify and better prevent situations in which Andorran public services might cause further suffering for victims of violence. This plan, which is based on good practices and recommendations, draws on the definitions of the terms “victim” and “secondary victimisation” set out in Article 2 of Law 1/2015. Under this article, a victim is defined as anyone who is subject to any form of violence covered by the law, along with their children, who are regarded as victims in their own right. As to the concept of secondary victimisation, this makes it possible to extend the legal protection of victims in response to the suffering which may result from ineffective or incomplete action or an omission by the public services.

B. Comprehensive and co-ordinated policies (Article 7)

17. Article 7 of the Istanbul Convention requires parties to take co-ordinated and comprehensive measures to prevent and combat *all* forms of violence against women. Policies must ensure effective co-operation and place the rights of victims at their centre. This includes taking into account and addressing the specific circumstances and barriers experienced by women exposed to or at risk of multiple forms of discrimination,⁷ in line with Article 4, paragraph 3, of the convention. Ensuring service delivery, effective protection and justice with a comprehensive understanding of intersecting forms of discrimination is a fundamental element in building trust among *all* women and girls.

18. In its baseline evaluation report, GREVIO had noted that the co-ordinated inter-institutional approach to women victims of violence in Andorra had been described in the Guide to co-operation in cases of gender-based violence and domestic violence of 2018 (Guide to co-operation).⁸ However, there had not been any national plan setting out the institutions’ strategic and operational objectives

5. [Law 6/2022 on the effective application of the right to equal treatment and opportunities and non-discrimination between women and men](#) (in Catalan).

6. See: [www.govern.ad/ca/w/igualtat-presenta-el-pla-integral-sobre-la-victimitzacio-secundaria-1](#) (in Catalan).

7. These include, but are not limited to, women from national and/or ethnic minorities, Roma women, migrant, asylum-seeking and refugee women, women with disabilities, women without a residence permit, LGBTI women, women from rural areas, women in prostitution and women with addiction issues.

8. Guide to co-operation in cases of gender-based violence and domestic violence, 2018. Available at: [www.govern.ad/ca/tematiques/familia-collectius-i-assumpes-socials/collectius/igualtat](#) (in Catalan).

for preventing and combating violence against women or the practical means of achieving these. The lack of any such plan had made the activities and achievements of the national policy body tasked with interinstitutional co-ordination, the National Commission for Preventing Gender-based Violence and Domestic Violence (CONPVGD), somewhat indistinct and difficult to assess. Furthermore, the fact that the CONPVGD had been simultaneously responsible for co-ordinating, implementing and evaluating public policies in the area of violence had prompted GREVIO to express concerns as to its objectivity and independence. Lastly, GREVIO had highlighted the heavy workload of the Equality Policies Area, which had been responsible for mobilising the various national institutions, organising awareness-raising campaigns and training sessions, managing the specialist support services for women victims of violence and co-ordinating activities with civil society.

19. GREVIO notes that there have been some changes since the baseline evaluation report. The Guide to co-operation is still the main reference document, establishing the arrangements for co-operation between the various signatory institutions and the procedures to be followed for each of these when they come into contact with victims. To complement this tool, in February 2025, the Andorran authorities drew up a document entitled “Present and future: equality policies”, which, at the time that this evaluation report was being prepared, had not been formally identified as a national strategic plan or made public. This document outlines the government’s views on the reforms and measures needed to promote effective equality between women and men. Although it is not entirely focused on violence against women, GREVIO notes with interest that this document’s five strategic lines demonstrate the Andorran government’s political desire to strengthen the gender perspective in public policies, foster cultural change in society by combating gender stereotypes and help to empower women and girls by improving their position in society.

20. With regard to the interministerial body, the CONPVGD,⁹ its biannual meetings continue to provide a forum for discussion enabling a review to be made of the action taken by the various ministries involved to prevent and combat violence against women, and decisions on future action to be taken.¹⁰ Since the preparation of the Guide to co-operation in 2018, the CONPVGD has made continued efforts to improve institutional responses to violence against women. For example, following a decision taken by the CONPVGD in 2020, since 2024 each ministry has had its own contact person tasked with devising an action plan on gender equality including the theme of violence against women. It is expected that these plans will result in more thorough implementation and follow-up of equality policies and policies to prevent and combat violence. GREVIO notes with interest this development.

21. As to the Equality Policies Area, it has been renamed the Equality Policies Department and transferred from the Ministry of Social Affairs to the Office of the State Secretary for Equality and Citizen Participation under the direct responsibility of the Head of Government. This reassignment illustrates the government’s desire to make preventing and combating inequalities and violence against women one of the priorities on its political agenda. For this purpose, the Equality Policies Department’s financial resources have been substantially increased and its objectives more clearly defined as a result of Decree 286/2023 of 7 June 2023, a step which GREVIO welcomes. The Department continues however to shoulder a vast range of responsibilities, as described above, and to work on several complex issues (violence against women, human trafficking, questions linked to immigration and refugees), all dealt with by a team of 11 people.¹¹

22. While taking account of the positive developments described above, GREVIO nonetheless identifies certain issues which require particular attention. Firstly, in the document “Present and future: equality policies”, the strategic lines relating to violence against women are worded in general terms. Furthermore, although this document deals with domestic violence, the other forms of

9. Under Article 4 of the legislative decree of 16 March 2016, the CONPVGD is made up of senior representatives of the Ministries for Social Affairs, Health, Justice and Education, the director of the Police Force and the head of the Equality Policies Area (which provides the secretariat).

10. Under Article 20 of Law 1/2015.

11. According to the information provided by the Andorran authorities in response to GREVIO’s thematic questionnaire sent on 4 September 2024, the Equality Policies Department’s staff is made up as follows: 1 head of department, 4 social assistance specialists, 3 psychologists, 1 equality specialist and 2 administrative assistants.

violence covered by the Istanbul Convention do not seem to be addressed. While GREVIO recognises that this recent document outlines the government's future policies to promote gender equality, it nevertheless regrets that it does not take the form of a true strategy or action plan including clear objectives, concrete measures and operational arrangements, particularly with regard to prevention of and action against the various forms of violence against women. Such a strategy could then serve as a means of assessing the effectiveness of public policies in this area. In addition, it could also contain protection measures for women at risk of multiple discrimination (elderly women, women with disabilities, migrant women, lesbian, bisexual, transgender, and intersex women (LBTI)).

23. As regards the CONPVG, it does not yet have a planning tool to steer its activities. The organisation of the latter continues to be the task of the Equality Policies Department. Furthermore, its annual operating budget has been kept at a total of € 6 000, drawn from the contributions of the various ministries concerned. During its thematic evaluation visit, GREVIO was informed of other challenges the CONPVG faces. Because of its interministerial composition, the members of this body seem to have differing views about public policy in the area of violence against women, and this tends to slow down consensual decision making. A way of surmounting these problems could be to devise a strategic tool establishing joint priorities, as GREVIO had suggested in its baseline evaluation report, and provide for a decision-making mechanism in the event of differences of opinion.

24. In this respect, GREVIO has pointed out in several of its baseline evaluation reports that to perform its tasks properly, the national co-ordinating body referred to in Article 10 of the Istanbul Convention should have a clearly defined mandate and adequate human and financial resources, pursue a series of strategic aims and work on all the forms of violence referred to by the convention.¹²

25. GREVIO also notes that few measures have been taken to assess the impact of policies pursued and action taken in recent years to prevent and combat violence against women. In this connection, GREVIO stresses the importance of conducting regular and independent evaluations to assess the effectiveness of public policies and other measures taken, including awareness-raising campaigns. Such evaluations should be based on tangible data and clearly defined indicators, and should make it possible to ascertain to what extent institutional activities align the public policy objectives and whether they adequately address the protection needs of victims.

26. Lastly, GREVIO notes that the role of women's rights associations is widely recognised in political speeches and legislation in Andorra. In addition to the provisions of Law 6/2022, which promotes their participation in social and political discourse, the recent Decree 154/2025¹³ foresees the possibility for the CONPVG to call upon the assistance of experts and to request the participation of the Andorran Women's Institute,¹⁴ in a consultative capacity. However, in practice, their involvement is mainly limited to awareness raising and assistance in referring victims to public support services. In this respect, GREVIO emphasises the importance of involving specialist associations in public policy making on action against violence against women so that these policies can draw on their expertise in this area. It points out that when the Istanbul Convention was drafted, the intention was both to promote comprehensive and co-ordinated policies, and to involve all relevant stakeholders in policy making.

27. GREVIO urges the Andorran authorities to devise a comprehensive long-term strategy to prevent and combat all forms of violence against women covered by the Istanbul Convention. This strategy should:

12. See for example GREVIO's baseline evaluation reports on Austria, paragraph 36; Denmark, paragraphs 37 and 38; Finland, paragraph 34; and the Netherlands, paragraphs 57 and 58.

13. [Decree 154/2025 approving the amendment to the Regulations of the National Commission for the Prevention of Gender-Based Violence and Domestic Violence](#) (in Catalan).

14. [The Andorran Women's Institute](#) was set up in 2023 following the adoption of Law 6/2022.

- a. **set out clear responsibilities and detailed indicators for each relevant stakeholder and include an effective interministerial steering mechanism with sufficient human and financial resources and proper powers;**
- b. **include an intersectional approach comprising specific measures for some categories of women, particularly elderly women, women with disabilities, migrant women and LGBTI women.**

28. **GREVIO also urges the Andorran authorities to:**

- a. **ensure that women's rights associations are fully involved in devising, implementing and assessing public policies and measures to prevent and combat violence against women;**
- b. **regularly assess these policies with a view to cultivating a comprehensive and co-ordinated approach, as required by the Istanbul Convention. These evaluations should be carried out on the basis of indicators designed to evaluate the relevance, progress and effectiveness of these policies and ensure that they are based on reliable data.**

C. Financial resources (Article 8)

29. Article 8 of the Istanbul Convention aims to ensure the allocation of appropriate financial and human resources for activities carried out by public authorities and by relevant non-governmental and civil society organisations.¹⁵

30. As in the baseline evaluation report, GREVIO welcomes the Andorran authorities' continued commitment and budgetary efforts to promote gender equality and the principles of the Istanbul Convention. The funds allocated to the Equality Policies Area, which is now the Equality Policies Department, have continued to increase substantially in the last four years. The annual budget reached €246 000 in 2024, whereas it was only €74 000 in 2020. The Department uses this budget to finance specialist support services for women victims of psychological, physical and sexual violence, access to emergency housing for women victims of domestic violence, public awareness-raising campaigns, a programme to promote non-violent relationships for perpetrators, the Family Meetings Service, the Equality Observatory¹⁶ and some of the work of the CONPVG. The Andorran government has also financed the Andorran Women's Institute (Institut Andorrà de les Dones-IAD) since its creation in 2023, making annual contributions of €181 000 in 2025.

31. Furthermore, GREVIO notes with satisfaction that most of Andorra's seven parishes have set up economic initiatives to support women victims of violence, especially domestic violence. These measures include exemption from housing-related taxes, electricity charges and fees for childcare and extra-curricular activities. For example, such exemptions are applied in the parishes of Andorra la Vella, Canillo and Escaldes. Escaldes parish has also launched the programme "Empoderat" to inform and support women victims in relation to their health and rights.

32. As noted and welcomed by the Committee of the Parties to the Istanbul Convention,¹⁷ since 2020 non-governmental women's rights organisations have been entitled to public subsidies. These subsidies are awarded by the Equality Policies Department. According to the information provided by the Andorran authorities, 14 associations received support of this type in 2024, compared to only one in the first year after introduction of the policy. A total of €65 000 was allocated to finance these 14 projects, whose purpose was to promote gender equality and raise awareness about violence against women.

15. Explanatory Report, paragraph 66.

16. Report submitted by the Andorran authorities on the implementation of the Committee of the Parties' recommendations, communicated on 6 December 2023, p. 12. The Equality Observatory was set up in 2020 (see paragraph 45).

17. Conclusions on the implementation of recommendations concerning Andorra adopted by the Committee of Parties to the Istanbul Convention on 31 May 2024.

33. While acknowledging these positive developments, GREVIO notes that the financial resources of the Equality Policies Department continue to be highly stretched because of the broad range of its responsibilities. In the absence of detailed information on this department's budget lines, it is difficult to determine whether these resources are adequate for it to carry out its tasks properly. During the thematic evaluation visit, GREVIO noted concerns about the highly inadequate funding of the programme for perpetrators of domestic violence, which is financed by this department.

34. Apart from the amounts given above, it is difficult to determine what financial contribution is made by the ministries involved in preventing and combating violence against women other than the Ministry for Social Affairs. Nor is it possible to identify what share of the funding is allocated to combat the most widespread forms of violence in Andorra (psychological, physical and sexual violence). Furthermore, although GREVIO notes with interest that awareness-raising campaigns are organised on violence against women in the digital sphere, it does not know what resources are provided to address this type of violence.

35. On the subject of grants awarded to women's rights associations, GREVIO has been informed that these are mainly limited to awareness raising and are not sufficient to allow the associations to set up victim support services. Another critical issue is the deadlines for the use of these grants – the time granted between reception of the funds and the date by which they must be used seems short and out of keeping with the operational rhythm of NGOs in the field. These tight deadlines make project planning and efficient implementation complicated.

36. **GREVIO strongly encourages the Andorran authorities to:**

- a. **take measures to improve the clarity of budgets dedicated to preventing and combating violence against women and domestic violence, including the introduction of specific budget lines for these issues for the ministries and institutions concerned;**
- b. **pursue the efforts for increases in these budgets so as to provide funding in keeping with the real needs of policies to prevent and combat violence against women and domestic violence;**
- c. **ensure that women's rights NGOs have sufficient resources and proper time to carry out their activities.**

D. Data collection (Article 11)

37. Preventing and combating violence against women and domestic violence requires evidence-based policy making. The collection of systematic and comparable data from all relevant administrative sources is crucial in this regard, as is information on the prevalence of all forms of violence against women.

1. Law enforcement agencies and the justice sector

38. In its baseline evaluation report, GREVIO had observed that data collected by the law enforcement agencies, the Prosecutor General's Office and the Andorran courts had been broken down according to the classification of offences in the Criminal Code in force at that time. However, the data regarding victims' sex and age, the relationship of the perpetrator to them and the protection measures that had been set up had remained incomplete. There had also been a lack of data on decisions to discharge or to discontinue proceedings in cases of violence against women and on decisions concerning arrangements to exercise child custody and visiting rights.

39. GREVIO notes that although progress has been made since its baseline evaluation report, some shortcomings also remain. The law enforcement agencies continue to produce disaggregated data broken down according to the perpetrator's sex, age and residence status, the type of offence committed, the number of arrests and the number of complaints filed. However, with regard to the victim, it is not clear to GREVIO whether the data collected by law enforcement agencies, particularly their age, their sex and their relationship with the perpetrator, have changed since the baseline

evaluation. On the complaint form used by the police in cases of gender-based violence, the victim's age and sex are not specifically requested. However, the form does include a question about the relationship with the person against whom the complaint has been made.

40. As for the offences committed, the data collected are broken down according to the classification of offences in the Criminal Code, as amended by Law 6/2022. The offences are listed as offences affecting the physical or psychological integrity of persons – ill-treatment in the domestic sphere and gender-based violence; and as offences affecting the person's sexual freedom – sexual assault and sexual abuse. However, there are no data on any other forms of violence such as sexual harassment, female genital mutilation or forced sterilisation, although they are classified as offences in the Criminal Code.¹⁸

41. At judicial level, the Office of the Prosecutor General publishes data each year on the number of offences committed, along with the investigations, reports and proceedings initiated by the prosecutor's office.¹⁹ Its annual report also provides data conveyed by the Andorran courts on the number of convictions and acquittals by the courts. The data, which are presented in the form of tables, are disaggregated according to the type of offence (i.e. according to the categories mentioned above), the perpetrator's sex and the type of sentence handed down, though not its length. In addition, there are overall data on decisions to discharge offenders ("cancelation") or discontinue proceedings ("archiving"), but they do not make it possible to identify the type of offence committed, making it difficult to assess the judicial response according to the different forms of violence against women.

42. There has been no change as regards the availability of data on emergency barring and protection orders covering women victims. Nor are there any statistics on orders issued during criminal investigations or civil proceedings. According to the authorities, the only available data are those relating to orders issued as a complement to or as a condition for the suspension of a criminal sentence. The authorities state that they also have data on the number of convictions for breaches of the aforementioned criminal court orders and the number of revocations of suspensions of criminal sentences following a failure to comply with protection orders.

43. In the civil sphere, there are no data on the number of judicial decisions to restrict custody and visiting rights relating to children exposed to domestic violence. The same applies to decisions resulting in the withdrawal of parental authority.

44. These persistent gaps in the collection of administrative data make it difficult to understand and assess the extent of the problem of violence against women in Andorra. GREVIO regrets that the Andorran authorities have not yet taken account of all the observations made in its baseline evaluation report. It points out that full data collection is key to basing public policies to prevent and combat violence against women and domestic violence on reliable evidence and monitoring their implementation. Such data collection would also make it possible to assess the effectiveness of the judicial response to such violence. The ultimate goal is to ensure that policies and judicial measures are responsive to the protection needs of women, thereby fostering their trust in the justice system.²⁰ In this regard, GREVIO notes that Article 32 of the recent Law 6/2022 requires authorities with judicial and policing powers to set up an integrated joint system with a standard structure and criteria for the collection of data on all forms of violence against women and domestic violence. Data must be broken down according to the type of violence, the type of sentence, the protection orders requested and granted, the number of breaches of such measures and the ensuing sanctions, as well as the sex and age of both the perpetrator and the victim and the relationship between them.

18. Article 146 bis on sexual harassment and Article 116 on female genital mutilation and forced sterilisation, as amended by Law 6/2022.

19. See the [Report of the Prosecutor General for the 2024 judicial year](#) (in Catalan). In Andorra, the prosecutor's office does not have the power to bring proceedings against an individual itself once an offence has been committed. Proceedings are initiated systematically, either on the basis of a statement by the victim or following referral by the SAVVG (information submitted by the Andorran authorities in the state report of 2019).

20. See also the conclusions of the Committee of the Parties to the Istanbul Convention concerning Andorra, op.cit., Section B, point 3, and the Explanatory Report to the Istanbul Convention, paragraph 76.

45. Lastly, GREVIO welcomes the establishment in 2020 of the Equality Observatory.²¹ This government body is tasked with surveying administrative data and making recommendations for improvements to public policies to promote gender equality and combat violence against women. It looks mainly at data referred to it by the Support Service for Victims of Gender-Based Violence (SAVVG), the Statistics Department of the Government of Andorra, the police and the High Council of Justice. When assessing the data, it uses a table of benchmarks to identify both the number of cases reported and the type of violence inflicted, and the number of complaints registered and arrests made. The Andorran authorities indicated that measures are being undertaken to establish a standardised system for data collection with the aim of avoiding duplications and discrepancies that previously affected the production of administrative statistics. As to healthcare services, they usually communicate exclusively with the Equality Policies Department and turn to the police only in the event of a serious threat to a woman's physical and psychological integrity.

2. Healthcare sector

46. In its baseline evaluation report, GREVIO had regretted that healthcare services had not collected data on women who had sought treatment following acts of violence whereas these services had been on the frontline where it had come to listening to and caring for these women and referring them to specialist support services. In 2020, a register has been set up by the emergency ward at the Nostra Senyora de Meritxell Hospital, recording all the victims treated, the date and the type of violence inflicted on them, their medical history and the medical diagnosis made. It also includes information on the victim's sex, age, place of residence and civil status along with the sex, and age of the perpetrator, and whether the victim wishes to press charges. GREVIO notes with satisfaction this positive development. It notes however that no information is provided by doctors working outside hospitals or by primary support centres in the parishes.

47. During its visit to the hospital, GREVIO noted that staff had in-depth knowledge and recorded cases of domestic violence and physical, sexual and psychological assault. However, it also noted a lack of information on some specific forms of violence such as non-fatal strangulation, female genital mutilation and forced abortion.

48. GREVIO takes note that a national health survey including questions on violence against women that was conducted in 2024 on 900 people. The results are due to be presented at some point in 2025.

3. Social services

49. The Support Service for Victims of Gender-Based Violence continues to publish yearly data on women victims reported to it and whom it or the social services have assisted directly. These data are disaggregated according to various criteria, particularly age, civil status, place of residence, work status, presence of a disability, type of violence inflicted (psychological, physical, sexual, economic or violence in the digital sphere), type of support provided, the body which referred the victim to the SAVVG, and the relationship of the perpetrator to the victim. The SAVVG also records whether the victim wishes to press charges and, in cases of domestic violence, whether she has returned to her abuser. In 2024, 327 women were given general or specialised support, which is twice the number ten years ago. Psychological and physical violence are the most widespread forms in Andorra, followed by sexual violence.²²

21. The establishment of the Equality Observatory was provided for by Article 29, paragraph 1, of Law 13/2019. The regulations on the observatory describing its features, its aims, its functions and its membership, are set out in a decree of 19 February 2020, amended the last time by a decree of 25 January 2023. It is made up of representatives of the Office of the State Secretary for Equality and Citizen Participation, the Statistics Department (a government body), Andorra Research + Innovation (a private foundation), and the Andorran Women's Institute (established by Law 6/2022). The secretariat is provided by the Head of the Equality Policies Department.

22. Report by the SAVVG published in January 2025. Available on: www.govern.ad/ca/tematiques/familia-collectius-i-assumpes-socials/collectius/igualtat (in Catalan).

50. Recalling the findings issued in its baseline evaluation report, GREVIO urges the Andorran authorities to:

- a. set up a system for the collection of data by law enforcement agencies and the justice sector based on harmonised criteria, including as a minimum the victim's and the perpetrator's sex and age, the relationship of the perpetrator to the victim, and the form of violence inflicted, while taking account of all the forms of violence covered by the Istanbul Convention;**
- b. collect data on all judicial decisions relating to cases of violence against women and domestic violence, as well as on the number of emergency barring and protection orders issued and the number of breaches of these measures and the sanctions imposed as a result.**

51. GREVIO strongly encourages the Andorran authorities to:

- a. pursue their efforts to extend data collection to all public and private healthcare providers and ensure that these data include the number of victims who have sought assistance, their sex and age, the sex and age of the perpetrator, the relationship of the perpetrator to the victim, and the form of violence inflicted;**
- b. extend the data collected by public and private healthcare providers and general and specialist support services to all the forms of violence covered by the Istanbul Convention.**

III. Analysis on the implementation of selected provisions in priority areas in the fields of prevention, protection and prosecution

A. Prevention

52. Chapter III of the Istanbul Convention contains a number of general and more specific obligations in the area of prevention. This section analyses progress made, since the baseline evaluation monitoring procedure towards the implementation of early preventive measures. It also covers progress made towards the implementation of the more specific preventive measures provided under this chapter in the areas of education, training of all relevant professionals, and perpetrator programmes. Ensuring the effective prevention of all forms of violence against women and domestic violence is an important step in rendering it unacceptable and reducing levels of perpetration.²³ In turn, effective prevention empowers women and girls to speak out about their experiences and seek support and protection.

1. General obligations (Article 12)

53. Article 12 sets out a number of general preventive measures which represent the overarching principles of the parties' duty to prevent violence against women. These include the requirement to promote changes in the social and cultural patterns of behaviour of women and men, with a view to eradicating prejudices, customs, traditions and all other practices which are based on the idea of the inferiority of women or on stereotyped roles for women and men. A positive contribution to achieving such change can be made by men and boys acting as role models and advocates for equality between women and men and mutual respect, including by speaking out against violence, engaging other men in ending violence against women, or actively taking on caring responsibilities. Moreover, flowing from the premise that violence against women is a cause as much as a consequence of gender inequality, Article 12 further requires that parties adopt specific measures to empower women in order to enable them to recognise and reject discrimination, unequal power relations and, ultimately, reduce women's vulnerability to violence and achieve greater gender equality.

54. Since the baseline evaluation report, the Andorran authorities have stepped up their action to prevent violence against women, and this has been welcomed by the Committee of the Parties to the Istanbul Convention.²⁴ Every year, on the occasion of the International Day for the Elimination of Violence against Women (25 November), a message is posted in several languages in public spaces for five days and white ribbons are distributed and worn by public service staff. Information campaigns have also been run targeting various audiences of the public. Some have been specifically directed at women, such as that intended to raise awareness about the Signal for Help (#SignalForHelp) created by the Canadian Women's Foundation. Others have targeted welfare and healthcare professionals as well as the general public with a view to informing them about the risks of sexual violence and rape connected with drug use. The risks of violence in the digital sphere have also been addressed a number of times, which GREVIO welcomes, taking the view that these forms of violence are an extension of those that occur offline.

55. The Andorran authorities have also drawn up two questionnaires which are designed to serve as tools for measuring levels of violence. The first is intended for women and helps them to assess whether they are exposed to violence and inform them about the support services available to them. It is available online and at healthcare facilities. The second is directed at men and is designed to help them to identify potential violent conduct and refer them to perpetrator programmes.

56. As to prevention measures for children, one of the strategic priorities of the National Plan for Children and Young People (2022-2026) is to protect children from any risk which may harm their

23. The importance of this endeavour has been reiterated and strengthened through the Dublin Declaration on the Prevention of Domestic, Sexual and Gender-Based Violence, adopted in Dublin, Ireland, on 30 September 2022, by 38 member states of the Council of Europe.

24. Conclusions the Committee of the Parties to the Istanbul Convention concerning Andorra, op.cit.

proper development. The plan provides for measures to be taken in co-operation with the police to prevent bullying, violence and drug use. In February 2023, a police officer talked to young people and their families to alert them to the dangers of violence on social networks.

57. In higher education, the University of Andorra has underlined its commitment to communicating the values of equality and non-violence to the entire academic community by adopting its first Gender Equality Plan (2022-2025)²⁵ and a protocol for prevention and action in the event of gender-based violence (April 2024). Information sessions have been held for students and teaching staff as part of these measures.

58. With regard to co-operation with women's rights associations, the Andorran authorities have strengthened their involvement in awareness-raising activities. Among these are short films illustrating the risks of discrimination and violence which women may face at various stages in their lives. As mentioned above, in 2024, 14 awareness-raising projects run by associations received public subsidies.

59. The Andorran Women's Institute (IAD) has run several awareness-raising activities since its establishment in 2023 with the aim of changing stereotypical attitudes perpetuating the notion that women are inferior and of promoting gender equality, particularly in employment. The IAD has broadcast messages on social networks and Andorran national radio. It also conducted a campaign in collaboration with the police and the judiciary to raise awareness of gender stereotypes and violence against women. The IAD plans to continue with these awareness-raising activities over the long term by disseminating information and educational material to the general public via its website.

60. GREVIO notes with great interest the awareness-raising activities brought to its attention by the Andorran authorities. These activities address gender stereotypes and some forms of violence against women. It notes nevertheless that there is a lack of information concerning harmful practices such as female genital mutilation, forced marriages or violence related to so-called honour. Although these specific forms of violence are less widespread in Andorra, addressing them would increase awareness of them in society and help give them more weight in the relevant public policies. GREVIO also emphasises the importance of continuing awareness-raising efforts regarding violence in the digital sphere and of undertaking action to support women at the intersection of several grounds of discrimination (elderly women, women with disabilities, migrant women, LGBTI women). Lastly, it would also be relevant, in the long term, to assess the impact of the various awareness-raising activities on the public's perceptions of the role of women and men in society. This would be a means of ensuring that these activities do indeed serve their preventive purpose.

61. GREVIO also notes with interest that it is now a requirement under Law 6/2022 for public bodies and private companies with more than 50 employees to draw up a gender equality plan. In addition to the general aim of promoting equal access to employment and equal working conditions, the law requires private companies to adopt measures to prevent sexual harassment in the workplace. As specified in the law and in Decree 478/2023 of 11 October 2023, these measures should include a code of conduct based on zero tolerance and information sessions for the entire staff of the company.²⁶ At the time of GREVIO's thematic evaluation visit, no measure had yet been taken to implement these requirements.

62. While recognising the prevention efforts made by the Andorran authorities, GREVIO strongly encourages them to:

- a. extend their awareness-raising activities to all the forms of violence covered by the Istanbul Convention;**
- b. regularly assess the impact of these activities on public opinion in order to guarantee their relevance and effectiveness.**

25. [Information](#) on the Gender Equality Plan of the University of Andorra and the follow-up to this, in the form of annual reports. See the report for the 2023-2024 academic year (in Catalan).

26. [Decree 478/2023 of 11 October 2023](#), approving the minimum provisions relating to measures to prevent and combat sexual and gender-based harassment in companies and other private-sector bodies (in Catalan).

2. Education (Article 14)

63. The drafters of the convention recognised the important role which formal and informal educational settings play in addressing the root causes of violence against women and girls. Article 14 therefore requires the design of teaching material that promotes equality between women and men, non-stereotyped gender roles, mutual respect, non-violent conflict resolution in interpersonal relationships and the right to personal integrity and informs learners of the different forms of gender-based violence against women, adapted to the age and capacity of learners and where parties deem appropriate. The obligation to promote these principles extends to informal educational facilities as well as any sports, cultural and leisure facilities. In this context, GREVIO underlines the importance of informing parents on the content and objectives of related courses, the qualifications of the persons providing the courses; and to whom any questions can be directed.

64. Three education systems operate alongside one another in Andorra (the Andorran, Spanish and French) although there is regular co-ordination between them. This report focuses on the Andorran education system, which is followed by 40% of the country's 11 300 pupils. In its baseline evaluation report, GREVIO had welcomed the fact that Article 6 of Law 1/2015 provides a basis for education on human rights, deconstruction of gender stereotypes and prevention of violence against women at all levels of schooling.

65. Since the baseline evaluation report, the Andorran authorities have further developed the relevant legislation. Article 46 of Law 14/2019²⁷ on the rights of children and teenagers highlights the importance of including questions of equality and preventing violence against women in school curricula. It calls for the promotion of a culture of peace and non-violence and the raising of pupil awareness about bullying in school. Article 40 of Law 6/2022 also takes up these issues and calls for the promotion of non-stereotyped gender roles, respectful sexuality based on free consent and prevention of violence against women.

66. GREVIO welcomes the fact that all the subjects covered by Article 14 of the Istanbul Convention have been included not only in Andorran legislation but also in Andorran school curricula. The teaching of these subjects through age-appropriate content and activities (theatre, workshops and lectures) encourages young people to respect fundamental principles, particularly gender equality, mutual respect and non-violent conflict resolution. It also fosters the growth of a better overall atmosphere in schools. GREVIO points out that before teachers teach the subjects covered in Article 14 of the convention they should receive appropriate training.²⁸ In this respect, it notes that one of the aims of the national Plan for Gender Equality Awareness Raising in education establishments²⁹ is to improve teaching and non-teaching staff's knowledge of matters relating to gender equality and violence against women.

67. GREVIO also notes the measures introduced in co-operation with the police and with Andorra Recerca+Innovació (a private foundation which has partnerships with public authorities) to alert pupils to the risks of offences in the digital sphere and to promote a culture of online safety.³⁰ Such activities should be carried out regularly and in age-appropriate language to enhance pupils' capacity to deal with growing exposure to violent online pornography and sharing of intimate images without consent. In this way, these activities will help to prevent violence against girls and women in the digital sphere.³¹

68. GREVIO observes a similar approach in higher education. Initially, under Article 6 of Law 1/2015 the University of Andorra was required to promote research, education and training in

27. [Law 14/2019 of 15 February 2019 on the rights of children and teenagers](#) (in Catalan).

28. See the next section of this report on training of professionals.

29. The Plan for Gender Equality Awareness Raising in education establishments was adopted in 2020 by the Ministry of Education and the Equality Services Department.

30. The National Plan for the responsible use of information technologies, adopted in 2024, contains a specific measure to combat cyberharassment. The same year, an expert raised awareness about the subject among 600 pupils.

31. See also the Thematic guidance note "[Safeguarding children from the risks of accessing online pornographic content](#)", adopted by the Steering Committee for the Rights of the Child on 7 March 2025, and the [Study on sexual violence and harmful sexual behaviour displayed by children: Nature, causes, consequences and responses](#), of 2024.

violence against women across all sectors. Subsequently, Article 41 of Law 6/2022 strengthened this requirement by requiring a gender perspective to be included in all areas of research, education and training.

69. Law 6/2022 also requires the use of non-sexist language in educational and communication materials at all levels of education. To guarantee that this material does not spread gender stereotypes, observations are being collected at the time of writing of this report with a view to its revision.³² GREVIO regards identifying stereotypes vis-à-vis girls and women as an ongoing process. It considers it essential to revise educational material to prevent the development, from early childhood on, of sexist views, behaviour and attitudes which may help to perpetuate violence against girls and women.

70. Lastly, GREVIO notes with interest that contact persons on equality have now been appointed in schools. Since the adoption of the Plan for Gender Equality Awareness Raising in education establishments, every school covered by one of the three education systems in Andorra has an equality contact person (24 at primary level and 13 at secondary level). Most of these are volunteers from the teaching or administrative staff of schools who have received special training to perform this function. In addition to promoting inclusive communication, their role is to identify any violent behaviour among pupils and provide support. They are divided into two categories (infant/primary and secondary/vocational college) and meet once a quarter to discuss their experiences. Some establishments have also set up equality boards, made up of teachers and, in secondary schools, pupils who are sufficiently mature.

3. Training of professionals (Article 15)

71. Building society's trust by delivering support, protection and justice to women and girls with experiences of gender-based violence requires well-trained professionals across a wide spectrum of fields. The standard set by the Istanbul Convention in its Article 15 is that of systematic initial and in-service training of all those who deal with victims or perpetrators of all acts of violence. The training that is required must cover the prevention and detection of such violence, equality between women and men, the needs and rights of victims, and the prevention of secondary victimisation.

72. As is pointed out in GREVIO's baseline evaluation report, initial and in-service training on the subjects of inequalities between women and men, the different forms and stages of domestic violence, conducting interviews with victims and pathways to escape from violence is compulsory under Article 11 of Law 1/2015. This requirement applies to many professionals involved in prevention, detection and support for victims and their children.

73. GREVIO notes with interest that Law 6/2022 reiterates that initial and in-service training is required for several professional bodies, namely teachers, judicial authorities and prosecutors, police and prison staff.³³ The authorities must provide such professionals with full training on equality and non-discrimination between women and men, violence against women and the risks of multiple and intersectoral discrimination for women "in vulnerable situations". GREVIO also notes with interest that police officers have a specific obligation to attend training on behaviour and offences in the digital sphere and on evidence gathering.³⁴

74. When the baseline evaluation report was published, the Equality Policies Department had already set up initial training for various professional bodies including the police, social services, the SAVVG, Nostra Senyora de Meritxell Hospital, the bar association, primary and secondary schools and universities. Since then, these training courses have been held every year to cover the new members of these categories. They have also been expanded to cover judges, prosecutors, the medical association and the officials of Andorra's seven parishes. According to the information provided by the Andorran authorities, 210 people received such training in 2024, and

32. Information gathered on the thematic evaluation visit.

33. Law 6/2022, Articles 40, paragraph 1 n.; 41, paragraph 1 f.; 44, paragraph 2; 47, paragraphs 1 and 3.

34. Ibid., Article 47, paragraph 1.

GREVIO welcomes this. However, it also notes that in-service training and specialist training are only provided sporadically and reach only a limited number of professionals.

75. With regard to healthcare services, all the staff of the hospital emergency ward (six emergency doctors plus nurses and administrative staff) have received initial training in psychological, physical and sexual violence and on the special protocol for the reception and care of women victims and their referral to the SAVVG. Since 2024, this training has been extended to all the other hospital departments and the primary support centres in Andorra's parishes, which GREVIO welcomes.³⁵ To complement this, specialist training on preventing sexual violence against women in situations of addiction was provided in November 2024 for about 100 social service and healthcare professionals. GREVIO regrets however the lack of any training provision for doctors working outside hospitals. Their knowledge of the family context of their female patients places them in an ideal position to identify signs of violence. More broadly speaking, GREVIO notes that healthcare staff's knowledge about some forms of violence such as female genital mutilation, forced abortion or non-fatal strangulation is limited. This may undermine the quality of the care provided for the women concerned and mean that the support they are given may fail to meet their specific needs.

76. Psychologists working with the judicial authorities receive training from the High Council of Justice (Consell Superior de la Justícia). As to other psychologists in Andorra, GREVIO notes that it is difficult to implement training owing in particular to the low number of practitioners in the country but it would be for the Equality Policies Department to devise any such training. As to hospital psychiatrists, GREVIO does not have any information on their training. In this connection, it underscores the need for these professionals to have specialist training enabling them to adopt a highly sensitive approach and ensure that suitable psychological support is provided to women victims of domestic violence and their children and to women victims of sexual violence throughout their recovery.

77. In the judicial sphere, the High Council of Justice has held compulsory initial training sessions for prosecutors, clerks of court, judges and administrative staff,³⁶ and intends to renew these and further develop them in future. It is not possible though for GREVIO to work out from the statistics provided exactly how many judges have attended this training. Subjects covered were the relevant legislation and case law, prejudices against women, the domestic violence cycle, and reception and interviewing of victims by the judicial services. As part of in-service training, police officers and prosecutors have taken part in specialised conferences held in conjunction with partners in neighbouring countries (Spain, France, Portugal), focusing on the care provided for victims of domestic violence and sexual violence.

78. Initial compulsory training for lawyers is provided in co-operation with the Equality Policies Department. Lawyers may also attend specialist training on a voluntary basis. During its thematic evaluation visit, GREVIO noted the need to improve training for lawyers given the key role that they play in providing access to justice for victims. For this purpose, it is crucial to enable them to understand and recognise all forms of violence, support victims in the defence of their rights and prevent risks of secondary victimisation during judicial proceedings.

79. As to teachers, in November 2024, the Andorran authorities presented a series of teaching resources designed to help them to promote a shared understanding of equality in the classroom, assess the teaching materials used and reflect on their own views vis-à-vis gender stereotypes.³⁷

80. In the area of child protection, information brought to GREVIO's attention indicates that most of the staff of the Child, Adolescent and Youth Department and the Family Meetings Service have followed training sessions and attended specialist conferences on ensuring optimum safety and reception conditions for children and their mothers when visiting rights are exercised.

35. Emergency ward staff training is compulsory whereas that for the staff in other hospital departments and primary support centres is voluntary.

36. According to the appendix to Andorra's report in response to GREVIO's thematic evaluation questionnaire, training has been provided for a total of 164 people, 2024, p. 102.

37. See: www.digitalandorra.com/societat/nou-dossier-pedagogic-per-promoure-la-igualtat-de-genere-en-leducacio (in catalan).

81. GREVIO notes with interest two initiatives by the Equality Policies Department. The first was the organisation in October 2022 of the first training of trainers on violence against women. This training equipped representatives of various sectors with knowledge and skills which they could then pass on to their peers. The second is the preparation of an online training course which should be available before the end of 2025 and will enable broader access to knowledge for professionals. GREVIO draws the attention of the Andorran authorities to the Council of Europe's HELP courses (providing Human Rights Education for Legal Professionals) on violence against women and domestic violence, which is free and accessible online.³⁸

82. Lastly, pursuant to a recent decision by the CONPVG, it is planned to involve women's rights associations in devising and implementing training for relevant professionals. In so doing, the aim will be to draw on these associations' expertise in preventing and combating violence against women.

83. **While welcoming the efforts made to hold initial training sessions on violence against women and domestic violence for various categories of professionals, GREVIO encourages the Andorran authorities to:**

- a. ensure that these sessions are dispensed regularly to all the professionals concerned, particularly doctors, psychologists, police officers, judges and lawyers, and to complement them with in-service training designed to enhance their capacity to deal with violent situations professionally and efficiently;
- b. fully involve women's rights associations in devising and implementing such training.

4. Preventive intervention and treatment programmes (Article 16)

84. Perpetrator programmes are important elements of an integrated and comprehensive approach to preventing and combating violence against women. Under Article 16 of the convention, parties are required to set up or support programmes that prevent perpetrators of domestic violence and of sexual violence from re-offending and support them in adopting non-violent behavioural strategies. Making the safety of, the support for, and the human rights of victims a primary concern, these programmes are key elements in ensuring women's safety from known perpetrators. The convention requires their close co-ordination with specialist support services for victims.

a. Programmes for perpetrators of domestic violence

85. In its baseline evaluation report, GREVIO had welcomed the community-based perpetrator programme set up by the Andorran authorities in 2018 to promote non-violent relationships (the PRNV).³⁹ The programme had been based on a cognitive behavioural approach to work with perpetrators of physical, psychological, sexual and economic violence within couples and in the domestic sphere. Access had been either on a voluntary basis or pursuant to a court order during criminal proceedings. The baseline evaluation report had also highlighted several shortcomings in the programme, particularly with regard to its public profile, the referral of perpetrators to it by the courts and the lack of any mechanism to assess its true impact on perpetrators' behaviour and attitudes towards women.

86. Since the baseline evaluation, the Andorran authorities have stepped up communication about the programme to make it more well-known among the general public and encourage perpetrators of domestic violence to take part voluntarily. Information has been disseminated on the social networks and an explanatory leaflet was prepared and published.⁴⁰

38. See: www.coe.int/en/web/istanbul-convention/help-online-course.

39. See: www.govern.ad/ca/tematiques/familia-collectius-i-assumpes-socials/collectius/igualtat (see the section on the programme to promote non-violent relationships, in Catalan).

40. Ibid.

87. GREVIO takes note of the significant increase in the number of perpetrators, in particular convicted perpetrators, taking part in the programme. According to data provided by the Andorran authorities, 74 men took part in the PRNV from 2020 to 2025, compared to only 17 in total between 2018 and 2020. Of these, 90% were referred by the courts and only 10% took part of their own accord. In view of this low proportion of voluntary participants, additional efforts should be made to encourage the men concerned to make use of the programme. For this purpose, the explanatory leaflet and the self-assessment questionnaire for men should be made available in various establishments and institutions (for instance, child protection services or healthcare facilities).

88. GREVIO also notes that in order to guarantee the safety of women and their children, the office which implements the PRNV works in close co-operation with the social services and specialist support services working with victims. Victims are informed when perpetrators take part in the programme, though only when this is the result of a court order. GREVIO points out in this respect that victims should only be contacted or given information with their prior consent and the aim should be to inform them that the perpetrator is taking part in a programme, what the content of the programme is, what the potential risks are of participation being instrumentalised for the purposes of reconciliation and if there has been any interruption in the participation. If this rule is applied with the necessary caution, it can be a means of guaranteeing effective co-ordination between programmes for perpetrators of violence and victim support services while giving priority to the safety of the women concerned and their children.

89. Another positive step which GREVIO welcomes is the introduction, in 2023, of the PRNV into prisons, following the signature of an agreement between the Ministry of Social Affairs and the Ministry of the Interior.⁴¹ Prisoners at La Comella prison convicted for domestic violence have access to group sessions on the forms and phases of domestic violence, power relationships and self-control techniques. The aim is to help perpetrators understand more about the processes inherent in domestic violence and understand what they are doing so that they can change their behaviour. This is intended to prevent them from reoffending and help them reintegrate into society.

90. Despite progress in the treatment of perpetrators of domestic violence, several factors limit the effectiveness of the PRNV where it comes to preventing reoffending and protecting victims. Firstly, according to information brought to GREVIO's attention, the implementation of the programme is entrusted to only two professionals (a social worker and a psychologist). It would also seem that merely possessing a document certifying that convicted perpetrators have enrolled in the programme can favourably influence decisions on their release. Lastly, access to the PRNV is limited to persons with a residence permit or a home in Andorra, and this may prevent some perpetrators who do not meet these requirements from taking part.

91. GREVIO notes with concern that under the relevant provisions of the Guide to co-operation in cases of gender-based violence and domestic violence, participation in the PRNV is a prerequisite for the suspension of perpetrators' sentences although they remain under judicial supervision.⁴² In view of the requirement to follow the programme or otherwise have the initial sentence applied, this approach raises questions as to the implementation and true effectiveness of the PRNV vis-à-vis convicted perpetrators as their participation may be motivated mainly by a desire to avoid punishment. GREVIO emphasises the importance of holding perpetrators of domestic violence fully accountable for their behaviour and applying appropriate sanctions in the event of serious human rights violations, in accordance with the due diligence requirements applying to the Parties to the Istanbul Convention. It points out that the use of perpetrator programmes as an alternative rather than a complement to sanctions, raises questions as to the full execution of judicial decisions and may foster impunity.

92. Since the 2020 baseline evaluation report, a total of 21 men (30%) have completed the programme, while 53 men (70%) have discontinued their participation. Follow-up regarding the attitudes of perpetrators who completed the programme remains limited, consisting of telephone

41. See: www.diariandorra.ad/nacional/230303/cinc-presos-aprenen-sobre-relacions-no-violentes_119474.html (in Catalan).

42. Guide to co-operation in cases of gender-based violence and domestic violence, p. 43.

contact initiated by the two programme managers. GREVIO notes with concern the high rate of abandonment of the programme and points out that regular assessments of the activities carried out in the context of programmes for perpetrators of domestic violence are essential to determine whether such activities are effectively fulfilling their preventive goals.

93. GREVIO also draws the attention of the Andorran authorities to the importance of setting minimum standards for perpetrator programmes. In this connection, the recent publication by the European Network for the Work with Perpetrators of Domestic Violence of a set of European standards for perpetrator programmes, which are entirely in line with the Istanbul Convention, should serve as a reference point.⁴³ Lastly, involving specialist associations in the programme would help to enhance protection of women victims of domestic violence and their children.

94. GREVIO strongly encourages the Andorran authorities to:

- a. reinforce the human resources assigned to the programme for perpetrators of domestic violence so as to ensure effective and rapid access for perpetrators and ensure that the professionals have the knowledge and qualifications needed in the area of domestic violence;**
- b. devise minimum standards for the programme for perpetrators of domestic violence in line with European standards and good practices;**
- c. take measures to ensure that the programme for perpetrators of domestic violence is widely attended, ensuring that participation following a court order is complementing not replacing sanctions imposed;**
- d. take measures to ensure that proper participation in the programme for perpetrators of domestic violence is checked and that monitoring of participants' behaviour and attitudes continues after completion of the programme;**
- e. regularly assess the implementation and impact of the programme among perpetrators and ensure that specialist associations are involved in its activities.**

b. Programmes for perpetrators of sexual violence

95. The thematic evaluation procedure did not identify a treatment programme designed specifically for perpetrators of sexual violence. GREVIO emphasises the importance of setting up a programme for sex offenders to bring the situation in Andorra into line with the requirements of Article 16, paragraph 2, of the Istanbul Convention.

96. Recalling the findings issued in the baseline evaluation report, GREVIO urges the Andorran authorities to take measures to set up a programme for perpetrators of sexual violence as soon as possible with a view to preventing reoffending and making perpetrators take responsibility for their actions.

B. Protection and support

97. Chapter IV of the Istanbul Convention requires a multifaceted, professional and victim oriented support structure for any woman or girl who has experienced any of the forms of violence covered by the convention. General and specialist support services that are victim oriented, accessible to all and adequate in numbers greatly facilitate recovery by offering support, protection and assistance to overcome the multiple consequences of such violence. As such, they play a key role in offering a comprehensive and adequate response to the different forms of violence covered by the convention.

1. General obligations (Article 18)

98. Article 18 of the Istanbul Convention sets out a number of general principles to be respected in the provision of both general and specialist protective and supportive services for women victims

43. See: www.work-with-perpetrators.eu/european-standards-for-perpetrator-programmes (in English).

of violence. One of these principles is the need for services to act in a concerted and co-ordinated manner, with the involvement of all the agencies concerned. More specifically, Article 18, paragraph 2, of the convention requires parties to put in place appropriate co-ordination mechanisms that can ensure effective co-operation among, *inter alia*, the judiciary, public prosecutors, law enforcement agencies, local and regional authorities, NGOs and other relevant entities and organisations. In this regard, women's rights NGOs and specialist women's support services play an important role in guaranteeing that the rights of victims are safeguarded in multi-agency co-operation. Other general principles established under this article include the need for measures of protection and support to be based on a gendered understanding of violence against women, and to focus on women's safety and human rights, taking into account the relationship between victims, perpetrators, children and their wider environment, and addressing their needs holistically. Specialist support services must aim at the empowerment and economic independence of women victims of violence and avoid their secondary victimisation. This provision equally stresses the importance of ensuring that access to services is not subject to the victim's willingness to press charges or testify against the perpetrator.

99. In its baseline evaluation report, GREVIO had welcomed the measures taken by the Andorran authorities to ensure systematic interinstitutional co-ordination for the detection of violence and referral and support of victims. This co-ordination had been structured around the provisions of the Guide to co-operation and its guidelines and intervention protocols for the SAVVG, healthcare services, law enforcement agencies, judicial authorities, schools, the mediation service and social services.⁴⁴ GREVIO had noted a need nonetheless to improve detection and the systematic referral of victims to specialist support services and to involve the parishes and specialist associations in this interinstitutional co-ordination. It had also noted that some forms of violence such as female genital mutilation, forced marriages and violence related to so-called honour had not been covered by the guide.

100. As mentioned in the baseline evaluation report, the guide to co-operation is still the core document governing institutional co-ordination in Andorra to detect violence and support and protect women victims of violence and their children. The guide also grants rights to victims, particularly the right to legal assistance and aid, to enable them to access justice. The intervention protocols appended to the guide set out the responsibilities and the operational procedures for each institution dealing with victims and their children. They each contain a list of specific questions and indicators to help with the detection of violent situations. They incorporate a gender-sensitive approach and focus in particular on the needs and safety of women and preventing their secondary victimisation throughout the support process and judicial proceedings. As found in the baseline evaluation report, GREVIO notes that the documents which make up the guide to co-operation only cover situations of physical, psychological, sexual, economic and social violence and do not deal with other forms of violence covered by the Istanbul Convention. It therefore points to the importance of making the professionals concerned by the guide and its protocols more aware of forms of violence such as female genital mutilation, forced marriages and violence related to so-called honour so that they are able to identify these forms of violence, adapt existing operational procedures to them and provide appropriate support to the girls and women who may be victims of them, even though these forms are less widespread in Andorra.

101. According to the provisions of the various protocols, the SAVVG is the reference body to which all referrals and reports must be addressed by the healthcare services, the social services, the law enforcement agencies and the judicial authorities (where the victim appears before them). It is also through the SAVVG that social, psychological and legal support for victims is organised. Depending on the seriousness of the facts and the extent to which the victims are at risk of physical or psychological harm, the law enforcement agencies may also receive reports. In response, they must set up appropriate protection measures and refer victims and their children to the SAVVG. The judicial authorities work with the SAVVG when dealing with victims and their children, with the PRNV when dealing with perpetrators and with the law enforcement agencies and forensic teams when seeking the right criminal law response to cases of violence. Schools also contribute to the detection

44. The guidelines for the agencies concerned can be found in Chapter VIII of the guide to co-operation while the intervention protocols are set out in the appendix.

of violent situations involving minors by seeing to it that they are referred to the Specialist Child and Adolescent Protection Service.

102. On the whole, GREVIO welcomes with the effective communication and co-operation, sometimes informal, between professionals in contact with victims of violence. This process is greatly facilitated by the country's small size. GREVIO considers that this proximity usefully complements the application of the existing protocols and makes it possible to respond quickly to victims' needs. It should form part of an interinstitutional co-ordination process however, designed to gain an accurate understanding of the situation of victims and their children, avoid placing victims in difficult situations in their interactions with certain bodies and provide them with effective support and protection throughout the pathway out of violence.

103. With regard to the involvement of parishes in interinstitutional co-ordination, GREVIO welcomes the establishment of an intervention protocol for the seven parishes, signed on 15 September 2020 by the Ministry of Social Affairs and the local authorities.⁴⁵ Its aim is to get parishes more involved in detecting violence, providing social and economic support for victims and referring victims to specialist support services. The result is to secure co-ordinated action throughout the country.

104. As to women's rights associations, on 22 June 2020, Acció Feminista Andorra, signed a co-operation protocol with the SAVVG for the detection and systematic referral of victims to this service.⁴⁶ In response to the concern expressed in the baseline evaluation report concerning the effect of a mandatory referral system on the role of associations in victim support, the Andorran authorities specified that victims are free to choose whether to seek support from the SAVVG or from a specialist association with which they have established a relationship of trust. If a victim chooses to be supported by an association, the SAVVG may provide economic assistance to cover her essential needs, health costs, access to education and housing, while the association offers counselling and psychological follow-up.

105. Victims do not have to press charges or testify against the perpetrator to access support services. However, GREVIO notes that the practice of mandatory reporting of cases of violence of which professionals become aware has not changed since its baseline evaluation report.⁴⁷ GREVIO points out that extensive reporting obligations may raise questions as to the provision of victim-oriented and gender-sensitive support services. As stated in other GREVIO reports, such requirements may have a negative impact on respect for confidentiality and women's autonomy and may prevent women from seeking help if they do not yet feel ready to initiate formal proceedings or fear that their situation will be brought to the attention of public institutions or that such reporting will have consequences for themselves or for their children (for example, reprisals from their abuser or withdrawal of their children).⁴⁸ In accordance with GREVIO's conclusions, where the authorities establish a reporting obligation for professionals, they should also enable them to strike a balance between the victims' protection needs, including those of their children, and respect for their autonomy. Therefore the Parties should, insofar as possible, make this obligation contingent on the prior consent of the victim, and circumscribed to cases where there are reasonable grounds to believe that a serious act of violence has been committed and that further serious acts posing an immediate threat to the victim are to be expected or where the victim is a minor or is unable to protect her or himself due to physical or mental disabilities.⁴⁹

45. Comments submitted by Andorra on GREVIO's baseline evaluation report, received on 18 November 2020, pp. 16 and 17.

46. An initial protocol of this type was signed with the Associació des Dones Andorra in 2018.

47. Mandatory reporting was introduced by Law 1/2015, Article 13.

48. See GREVIO's baseline evaluation reports on Andorra, paragraph 134; Italy, paragraph 164; Malta, paragraph 138; Montenegro, paragraphs 146 and 147; Serbia, paragraph 148; and Spain, paragraph 181.

49. Explanatory Report to the Istanbul Convention, paragraphs 146 and 148. See GREVIO's first thematic evaluation reports on Albania, paragraph 98; Austria, paragraph 100; and Portugal, paragraph 97; and its baseline evaluation reports on Estonia, paragraph 141; Cyprus, paragraph 161; Norway, paragraph 148; and the United Kingdom, paragraph 260.

106. While welcoming the measures taken to strengthen institutional co-operation for the detection of violence and the referral and support of women victims of violence and their children, GREVIO encourages the Andorran authorities to ensure that all protocols and measures in place include all the forms of violence covered by the Istanbul Convention such as forced marriage, female genital mutilation and violence related to so-called honour and to assess the implementation of these protocols and measures.

2. General support services (Article 20)

107. General support services, such as social services, healthcare services as well as housing or employment services must be equipped to offer support and protection to women victims of gender-based violence of all ages and backgrounds. Article 20 of the Istanbul Convention requires state parties to ensure that these services are adequately resourced and that the staff is adequately trained on the different forms of violence against women, and able to respond to victims in a supportive manner, in particular those that women and girls turn to first (i.e. health and social services).⁵⁰ Their interventions are often decisive for victims' onward journey towards a life free from violence and thus a core element of a trust-based system of protection and support.

a. Social services

108. In its baseline evaluation report, GREVIO had noted several positive developments where it had come to support for women victims of violence in Andorra. It had noted that the social and healthcare services which had provided general support to victims had covered the entire country and had had at least one facility per parish, thus facilitating access to primary support services. However, GREVIO had also expressed concerns about the implementation of this general support. It had noted that local services had not had enough resources or access to appropriate training to support and refer victims. Furthermore, migrant women had been denied access to some forms of assistance if they had been living in the country for less than three years. GREVIO had also highlighted an absence of data through which to assess the success of vocational integration measures that had been introduced to enhance victim's autonomy on escaping violence.

109. GREVIO notes that the situation is much the same as that described in its baseline evaluation report. The social services operating under the responsibility of the Assistance Unit for Individuals and Families of the Ministry of Social Affairs are in the frontline where it comes to informing individuals including victims of violence and granting them social assistance. Women victims may also seek assistance from the SAVVG. Following an assessment of their individual circumstances, including the presence of children, the SAVVG is in a position to establish a tailored socio-economic support plan. The provision of economic benefits in Andorra is regulated by a Decree of 7 October 2020, which states that anyone unable to meet their basic needs is entitled to social assistance.⁵¹ GREVIO's attention was drawn to the fact that since most victims have a job, economic assistance is primarily directed towards unemployed victims. The Andorran authorities should nonetheless ensure that victims who are fully integrated into the world of work can also easily access social assistance as they may find themselves in a situation of economic vulnerability or dependence vis-à-vis their partner. As to women who have escaped violence, it is still difficult to identify and assess the measures taken by the Andorran employment office to provide them with training and access to the labour market.

110. Assistance for women victims includes partial payment of rent at a slightly higher level than non-victims and contributions towards food and other household costs, healthcare fees and school and canteen costs. The Andorran authorities have confirmed that this assistance is provided for as long as necessary, which GREVIO welcomes. In addition, priority access to rented housing is granted to women victims of violence who have left their homes, which is a key measure for their safety and that of their children and for their empowerment.

50. Explanatory Report to the Istanbul Convention, paragraph 127.

51. [Decree of 7 October 2020, approving the Regulations on Financial Benefits in the Social and Socio-Health Services Sector](#) (in Catalan).

111. As to migrant women, it is not clear whether their access to social services has been improved since the baseline evaluation report. In view of the significant proportion of migrant women in Andorra, a large number of whom are employed as domestic workers, GREVIO emphasises the need to pay particular attention to their situation because of the increased risk of psychological pressure, harassment, economic violence, threats or even sexual violence connected with their dependence on their employer and their social isolation.

112. While acknowledging the measures taken to facilitate access for women victims of violence to economic and social benefits in Andorra, GREVIO encourages the Andorran authorities to ensure that these are truly accessible to all victims, whatever their status, so as to allow them to escape violent situations and attain independence.

b. Healthcare services

113. In its baseline evaluation report, GREVIO had welcomed the Andorran authorities' efforts to structure treatment by the healthcare services and make it systematic for victims of physical, psychological and sexual violence, particularly at the Nostra Senyora de Meritxell hospital's emergency department. Since 2018, a protocol has enabled victims to indicate discreetly that they have been subject to violence by stating the words "lilac code" or by placing their hand on a lilac-coloured ball on the reception desk. They are then taken to a private space where they can talk freely and be examined by a trained doctor who has been informed of their situation.⁵² GREVIO had noted, however, that the profile of the "lilac code" in public establishments could have been raised, as could the human and material resources that had been available for its implementation.

114. In the context of its thematic evaluation, GREVIO welcomes the fact that all women who arrive at the Nostra Senyora de Meritxell hospital are dealt with immediately and free of charge regardless of their legal status in Andorra. They are given medical examinations and, where necessary, psychological support by a specialist duty doctor. A prophylactic protocol has been set up to prevent sexually transmitted diseases. A prescription for emergency contraception is systematically issued on the spot although patients still have to go to a pharmacy to get this, which is a problem. According to the data available, 267 victims have been treated at the hospital since 2018, with an average of 30 women per year, some of whom have been received several times for repeated acts of violence. Particular attention is paid to women with specific needs such as those with disabilities or addictions and mothers of very young children.

115. GREVIO takes notes with satisfaction that in Andorra it is possible to draw up forensic reports on physical injuries and psychological harm suffered by victims of domestic and sexual violence without the victim being required to testify or press charges beforehand. It also notes that, when judicial proceedings are initiated, the preparation of psycho-social and forensic reports and their referral to the prosecutor's office or criminal courts are governed by an intervention protocol that was set up in 2023 between the Ministry of Social Affairs, through the SAVVG, and the Forensic Medicine Service of the Ministry of the Interior. On the subject of the preparation and referral of these reports, GREVIO points to the importance for the authorities to ensure respect for victims' rights, particularly with regard to prior information and consent. GREVIO also expresses its grave concern at the reduction in the number of forensic doctors in Andorra, a trend which could undermine access to forensic evidence and reports and hence reduce the success of proceedings against perpetrators of violence.

116. As to the profile of the "lilac code", GREVIO notes the efforts made by the Andorran authorities to raise public awareness, particularly through messages in the media and on social networks and the display of explanatory notices in healthcare establishments.

52. Intervention protocol for health services in cases of gender-based violence and domestic violence, 2018 (in Catalan).

3. Specialist support services (Article 22)

117. Specialist support services ensure the complex task of empowering victims through optimal support and assistance catered to their specific needs and are an equally important cornerstone of a trust-based system of protection and support. Much of this is best ensured by women's organisations and by support services provided, for example, by local authorities with specialist and experienced staff with in-depth knowledge of gender-based violence against women. They need to be able to address the different types of violence covered by the Istanbul Convention and to provide support to all groups of victims, including hard-to-reach groups.

118. In its baseline evaluation report, GREVIO had welcomed that the Support Service for Victims of Gender-Based Violence (SAVVG) had operated on the basis of a "one-stop shop" approach, offering comprehensive support free of charge to women victims of violence. The assistance provided by the SAVVG had not been conditional on victims filing complaints or breaking off the relationship with their partner or no longer living with him for a time. Victims had been able to access the service whenever they had wished and had been given psychological and socio-economic support and legal advice in their pathway out of violence. GREVIO had also pointed to the need to extend the SAVVG's expertise to forms of violence covered by the Istanbul Convention other than physical, psychological and sexual violence so as to meet the needs of all victims including those affected by forms which had been less widespread in Andorra. It had also highlighted the importance of increasing the SAVVG's financial and human resources to enable it to carry out all its tasks effectively and sustainably.

119. GREVIO notes that since its baseline evaluation report, the existing arrangements have been maintained. Every year, the SAVVG supports about 300 victims of violence, meaning that the number of women accessing specialist support services is stable.⁵³ The data available show that half of the victims turn to the SAVVG of their own accord, whereas the other half are referred by the social services, the police or the hospital emergency department. According to the information provided by the Andorran authorities, all victims may be assisted by the SAVVG.⁵⁴ The support given to elderly women and women with disabilities is based on protocols and closely co-ordinated with the relevant bodies (the Home Help Service, the Department for the Promotion of Personal Autonomy and the general social services). It is still difficult however for GREVIO to determine whether women without legal status in Andorra or women who have had such status for less than three years have access to specialist support services and legal protection.

120. As mentioned in the baseline evaluation report, the SAVVG has five safe flats for victims and their children, whose locations are kept secret. Each may house up to two to three families, who usually stay for a month. After this initial stage, women and their children are accommodated in a hotel for several weeks or months. Outside opening hours (Monday to Thursday from 8 a.m. to 5.30 p.m. and Friday from 8 a.m. to 3.30 p.m.), women needing emergency accommodation are housed in hotels pending access to protected housing.

121. The SAVVG continues to receive victims and give them information and advice on their rights. The national telephone helpline for victims of violence against women and human trafficking, which can be reached by dialling 181, is also still operating. GREVIO is concerned as to whether a sufficient number of professionals work on this line and if calls are answered by specialist professionals outside SAVVG opening hours.

122. As to children exposed to violence, Law 14/2019 on the rights of children and teenagers provides the legal reference framework for child protection and requires public institutions to take

53. Report submitted by Andorra for the first thematic evaluation round, on 4 September 2024, p.43. For details, see the SAVVG data published on the official site of the Equality Policies Department. As in 2019, 327 women were assisted by the SAVVG in 2024. Most were between the ages of 28 and 51 while only 1% were girls under the age of 18. The most common form of violence is psychological violence, followed closely by physical violence.

54. Report submitted by Andorra for the first thematic evaluation round, on 4 September 2024, p.44.

measures to prevent and combat ill-treatment of children.⁵⁵ November 2023 saw the introduction of a reporting procedure and a rapid response protocol in the event of a risk, suspicion or evidence of ill-treatment, physical violence or sexual assault.⁵⁶ The Andorran authorities have informed GREVIO that children are assisted immediately by specialists, a reference person and a psychologist working for the SAVVG. If they are considered to be in permanent danger, they are afforded long-term protection through co-operation with a reference person from the Child and Adolescent Protection Service.

123. With regard to the SAVVG's expertise, GREVIO is concerned that forms of violence such as sexual harassment, female genital mutilation, forced marriage and violence related to so-called honour are not yet dealt with. Nor does Andorra have any specialist associations which provide support for women victims of these types of violence. On the other hand, the SAVVG does offer advice to women at risk of having sexual images or videos of them posted online as these women are often reluctant to press charges for fear of this content being disclosed. Lastly, GREVIO does not have any information through which to assess whether the financial and human resources currently allocated to the SAVVG are sufficient for it to be able to carry out its tasks effectively and sustainably.

124. Recalling the findings issued in its baseline evaluation report, GREVIO strongly encourages the Andorran authorities to ensure that specialist support services for women victims of gender-based violence are able to meet the needs of victims of all the forms of violence covered by the Istanbul Convention and ensure that migrant women, refugee women and women asylum seekers have full access to these services.

4. Support for victims of sexual violence (Article 25)

125. Under Article 25 of the convention, parties are required to provide a set of holistic services to victims of sexual violence, including immediate medical care and trauma support, combined with forensic examinations, as well as short- and long-term psychological counselling and therapy to ensure the victim's recovery. Such services should be provided by trained and specialised staff in an appropriate manner to respond to the victims' needs, preferably within rape crisis or sexual violence referral centres established in sufficient number through the country to ensure their easy access. The recommendation is to set up one of the above-mentioned centres per every 200 000 inhabitants.⁵⁷

126. GREVIO's baseline evaluation report had highlighted the ability of the Nostra Senyora de Meritxell hospital to provide immediate care for women victims of sexual violence. The hospital still offers them a gynaecological examination by a duty doctor and a forensic examination by a forensic doctor. Various samples are collected and then stored by the hospital at no cost for the victim. This enables victims to choose freely whether they wish to press charges against the perpetrator immediately, later or not at all. Psychological support is initially offered by the hospital for some time, with long-term support ensured by the SAVVG. GREVIO had however noted certain flaws in hospital care for victims of sexual violence. Some had stated that they had had to describe the violence to which they had been subjected several times over, which had reactivated their trauma and had made their situation worse. In addition, the absence of a team specialising in the treatment of sexual violence and rape had hampered the provision of optimum support. Lastly, information had been lacking on the possibility of getting an abortion following a rape.

127. Since the baseline evaluation report, the Andorran authorities have taken measures to enable women victims of sexual violence including rape to access specialist care.⁵⁸ Firstly, the application of the intervention protocol for healthcare services, section 6 of which establishes a specific hospital pathway for victims of sexual assault, was tightened up to ensure that victims are given full and

55. The law defines ill-treatment as "any form of physical or psychological violence such as physical punishment, negligence, sexual abuse, gender-based or domestic violence or violence within the family, sexual exploitation, exploitation at work or for any other purpose, including when this takes place through information and communication technologies".

56. Evaluation report on Andorra, third round of evaluation by GRETA, 2024, p.38.

57. Explanatory Report to the Istanbul Convention, paragraph 142.

58. Conclusions of the Committee of the Parties to Istanbul Convention concerning Andorra, op.cit.

immediate care in a setting which respects their confidentiality and their intimacy. Emergency medical staff are all specially trained and capable of listening properly to victims and providing medical treatment which avoids secondary victimisation. At hospital, rape victims can ask for prescriptions for emergency contraception, although this must then be procured from a pharmacy. Thought is being given to allowing emergency contraception to be administered directly by the hospital's doctors, which would be key to preventing unwanted pregnancies rapidly and would help to limit the psychological impact of rape, while respecting victims' sexual health and reproductive rights.

128. Otherwise, forensic examinations are still carried out and samples are stored to enable victims to decide whether they wish to file a complaint against the perpetrator. Where judicial proceedings are initiated, evidence of sexual violence or rape is preserved until the judgment is given. The length of time for which samples are stored if no judicial proceedings are initiated is not clear however. Some information gathered by GREVIO indicate that the time limit is three months, which does not seem enough to enable victims to recover and think about the possibility of filing a complaint. GREVIO takes the view that the authorities should extend the period for which forensic evidence is preserved. Once urgent medical care has been provided, doctors must report cases of sexual violence to the SAVVG. Both this service and the hospital may provide psychological follow-up for victims suffering from depression or post-traumatic stress for two to three years, which GREVIO welcomes.

129. In 2020, the Ministry of Health set up the Comprehensive Support Service for Women (Servei Integral d'Atenció a la Dona-SIAD). This service is staffed by midwives who travel around the primary support centres in the parishes to inform women about family planning, sexually transmissible diseases and the possibilities of voluntary termination of pregnancy abroad. GREVIO takes note that, since its baseline evaluation report, this service has extended its information activities, contributing in particular to informed decision making in the event of unwanted pregnancies following a rape. It emerges however from information gathered during the thematic evaluation visit that after an initial free consultation, the follow-up proposed by the SIAD to women victims of rape who have undergone a voluntary termination of pregnancy abroad becomes a paid service. Such a follow-up also depends on the availability of gynaecologists and qualified specialist psychologists. GREVIO considers that free access to psychological and gynaecological follow-up for women victims of rape who have undertaken voluntary termination of pregnancy abroad should be extended.

C. Substantive law

130. Chapter V of the Istanbul Convention covers a range of provisions related to substantive law, in the area of both civil and criminal law, which aim to create the necessary legislative framework to prevent women and girls' further victimisation and to ensure robust intervention and prosecution by law enforcement agencies. This section focuses on progress made with respect to selected provisions of the convention in the area of substantive law, notably, Article 31 on custody, visitation rights and safety and Article 48 on the prohibition of mandatory alternative dispute resolution processes or sentencing in cases of violence against women.

1. Custody, visitation rights and safety (Article 31)

131. Custody and visitation decisions in relation to families with a history of abuse require a careful balancing of the different interests at stake. Article 31 of the Istanbul Convention seeks to ensure that incidents of violence covered by the convention, in particular domestic violence, are taken into account in decisions on custody and visitation rights, to ensure that the exercise of these rights does

not harm the rights and safety of the victim or children. This provision contributes directly towards their trust in the authorities because it offers essential protection from post-separation abuse.⁵⁹

132. In its baseline evaluation report, GREVIO had noted that Andorran legislation and the guide to co-operation had required courts to systematically assess family circumstances and take account of any incidents of violence within couples in all proceedings for separation, divorce or the alteration of child custody or visiting rights or parental authority.⁶⁰ Law 14/2019 on the rights of children and teenagers had explicitly acknowledged the harmful effects of domestic violence on children, as had the guide to co-operation. Although GREVIO had considered that the requirements of Article 31 of the Istanbul Convention had been incorporated into Andorran legislation, it had also stated that in the absence of judicial data, it had been impossible for it to assess whether this legislation had been properly applied. The only case law that had been communicated to it by the Andorran authorities (judgment of 24 July 2018 of the Civil Chamber of the High Court of Justice in case no. 113/2018) had tended to indicate that the consideration of any previous violence had been limited to “structural or habitual violence”. GREVIO had pointed out, in relation to this judgment, that the Istanbul Convention had made no provision for violence inflicted on one parent by another to have to be repeated for parental rights to be altered. Lastly, GREVIO had expressed concern about the reference in Andorran legislation to the “instrumentalisation of children”, which is a similar concept to that of parental alienation.⁶¹

133. GREVIO notes with interest that since its baseline evaluation report, new legislation has been adopted in this area, namely Law 30/2022 of 21 July on the person and the family, which contains provisions designed to protect children subjected or exposed to domestic violence.⁶² On examining this law, it is clear that the legislator’s preference was for shared custody and joint parental authority in the event of separation or divorce (Articles 140, paragraph 2, and Article 141). The law does make it possible however for civil courts to alter, to restrict and, in exceptional cases, to suspend custody rights (Article 140, paragraph 4) or to withdraw parental authority (Article 226) if one of the parents seriously or repeatedly fails to meet their parental obligations or if maintaining the parental relationship may undermine children’s best interest. The law states that a serious or repeated breach of parental obligations is considered to have occurred if the child is subject to sexual abuse or physical or psychological ill-treatment or if he or she is a direct or indirect victim of family violence.

134. On the subject of the application of the relevant legislation, several of the persons met during the thematic evaluation visit informed GREVIO that Andorran courts rarely apply the provisions relating to the restriction of parental rights in cases where a child has been exposed to domestic violence. In practice, consideration and assessment of the impact of histories of domestic violence on children require the mother to make a formal statement or complaint, backed up by tangible evidence or an assessment by an SAVVG psychologist or the social services allowing it to be concluded that shared custody would be incompatible with the child’s best interests and safety. This approach is moreover recommended by the guide to co-operation, which also provides for the possibility for courts to hear children from the age of 12 on.⁶³ As to the withdrawal of parental authority, this is an exceptional measure in judicial practice, reserved for particularly serious

59. It is noteworthy that in the case of *Bîzdîga v. the Republic of Moldova* (no. 15646/18, 17 October 2023), the European Court of Human Rights held that in proceedings concerning the custody and visitation rights regarding children in a domestic violence context, the primary focus must be on the best interests of the child, and an assessment of any risks of violence or other forms of ill-treatment therefore has to form an integral part of such proceedings. For this reason, it found that an alleged history of domestic violence was a relevant and even mandatory factor to be weighed in the assessment of domestic authorities when deciding on contact rights (§ 62). In the recent case of *Luca v. the Republic of Moldova* (no. 55351/17, 17 October 2023), the Court found a violation of Article 8 of the European Convention on Human Rights (ECHR) on account of the failure of the Moldovan authorities to take into account incidents of domestic violence in the determination of child contact rights.

60. Article 24 of Law 1/2015 on the civil courts and Articles 80, 86 and 87 of Law 14/2019 on the child protection courts, guidelines for civil courts in the guide to co-operation.

61. GREVIO could not identify any official text which endorsed the application of the concept of parental alienation, but it did note that Law 14/2019 includes the concept of instrumentalisation of children in conflicts between parents among the risk situations possibly requiring action by public institutions.

62. [Law 30/2022 of 21 July 2022 on the person and the family](#).

63. Guide to co-operation in cases of gender-based violence and domestic violence, op.cit., pp. 43 and 44.

situations. It is generally seen as a complementary measure to a criminal conviction against a parent for an offence committed on the other parent.

135. In the absence of data on the number of decisions resulting in the suspension of custody rights or withdrawal of parental authority, it is difficult for GREVIO to assess to what extent incidents of violence are actually taken into account in decisions on the exercise of parental rights and what impact this has. GREVIO underlines however that exposure of a child to physical or psychological violence within their family and to abuse between parents engenders fear, causes trauma and adversely affects their health and development.⁶⁴ In this context, children exposed to violence committed on their mother are themselves victims of this violence. Maintaining joint parental rights in such circumstances allows perpetrators of violence to retain their control and their dominance over mothers and children.

136. In addition, GREVIO has been informed that during civil proceedings, lawyers of perpetrators of domestic violence use concepts such as “manipulation” of children by their mothers. In this connection, it points out that concepts such as “instrumentalisation”, “manipulation”, “hostile or unco-operative mothers” and “parental alienation”, which present mothers as exercising control over their children or suffering from psychological disorders, are widely used as strategies to play down domestic violence. In such cases, the violence is portrayed as an isolated incident or a relationship conflict, which should have no bearing on the preservation of the child’s contacts with the violent parent. The use of such concepts should rather give rise to detailed investigations into the history and extent of domestic violence and the risk of harm from the violent parent so that decisions on parental rights do not make mothers who are victims even more vulnerable and endanger their children. In this context, recalling its suggestions in the baseline evaluation report, GREVIO underlines the benefits for judges, lawyers, psychologists and social service and child protection professionals in Andorra to be given guidelines and appropriate training on domestic violence and its dynamics. These tools should address the lack of any scientific basis for the concept of “parental alienation”⁶⁵ and the risks associated with the use of similar concepts, which may undermine the objective assessment of a situation of domestic violence against a woman.

137. When visiting rights are exercised in relation to children in care, in the custody of a single parent or in shared custody, particularly on the premises of the Family Meetings Service, a police officer is present and a special procedure is followed to prevent any interaction between the mother and the violent father. GREVIO welcomes the efforts of the Family Meeting Service to make children and their mothers safer during visits. This service has also stepped up co-operation and the exchange of information with the juvenile court on how visits are conducted, thus enabling the court to alter or even to suspend parental rights where this is necessary to protect children. In 2024, this service supervised 79 visits.

138. Lastly, GREVIO notes that in a family context exposing a child to threats to their physical or psychological integrity or to their safety, the child is cared for by the Child and Adolescent Protection Service. Children may be placed with a foster family or be made a ward of the state. According to official statistics from the Ministry of Social Affairs, this service dealt with 306 cases in 2022 and 339 in 2023.⁶⁶ While GREVIO understands that not all cases dealt with by the service are directly linked to the exposure of a child to domestic violence, it is concerned to note nonetheless that there has been a steady increase in interventions in cases of serious conflict between parents and growing use of placement with foster families or in the public institution, La Gavernera. GREVIO is concerned about the length of these placements and the preservation of ties with the child’s mother.

64. Explanatory report to the Istanbul Convention, paragraph 143.

65. See *Violence against Women: Psychological violence and coercive control*, a study commissioned by the European Parliament’s FEMM Committee, 2020, p. 35. This study makes it clear that “parental alienation syndrome” does not have a universally accepted clinical or scientific definition. In its baseline evaluation reports, GREVIO systematically refers to the statement of the European Association for Psychotherapy (EAP) of December 2017, which points out that the use of the concepts of “parental alienation syndrome” and “parental alienation” are unsuitable for use in any psychotherapeutic practice. This statement by the EAP, which is made up of 128 psychotherapy organisations from 41 European countries, acts as a guiding principle for European psychotherapists.

66. [Official statistics](#) from the Ministry of Social Affairs. Thirty-one of these cases involved a serious conflict between the parents.

According to information gathered during its thematic evaluation visit, many mothers who are victims of domestic violence hesitate to seek support for fear that their child will be taken away from them. As GREVIO has already pointed out, taking children away from their mother and placing them with another family member or a foster family often places the emphasis on the supposed inability of the mother to protect her child from a violent father. This inability is sometimes equated with a lack of parenting skill, taking no account of the fact that it may be the result of inadequate or non-existent protection of the mother on the part of the authorities.⁶⁷

139. Recalling the findings issued in its baseline evaluation report, GREVIO urges the Andorran authorities to take measures to ensure that:

- a. the adverse effects of domestic violence on children form part of the legal criteria that must be taken into account when deciding on child custody and visiting rights;**
- b. the relevant courts conduct a systematic proactive assessment of current risks and incidents of violence and take proper account of these aspects when taking decisions on custody and visiting rights and on parental authority so as to determine whether these incidents warrant the restriction or even the suspension of parental rights to guarantee the safety of the children concerned;**
- c. all relevant professionals, including social workers, members of the judiciary, legal experts and child psychologists are informed, through vocational training and guidelines, that there is no scientific basis for the concept of “parental alienation” and refrain from using concepts that tend to present women as alienating, manipulative, hostile or unco-operative.**

2. Prohibition of mandatory alternative dispute resolution processes or sentencing (Article 48)

140. Article 48, paragraph 1, of the Istanbul Convention requires parties to prohibit the mandatory participation in any alternative dispute resolution processes, including mediation and conciliation, in relation to cases of all forms of violence against women covered by the convention. This provision stems from the principle that violence against women is a manifestation of unequal power relations and that victims of such violence can never enter the alternative dispute resolution processes on an equal footing with the perpetrator. To avoid the re-privatisation of such violence and to enable the victim to seek justice, it is the responsibility of the state to provide access to adversarial court proceedings on the basis of robust criminal and civil law provisions.

141. As noted and welcomed in GREVIO's baseline evaluation report, Article 11, paragraph 3, of Law 3/2018 on mediation clearly establishes that all civil mediation is voluntary and any process initiated must be discontinued where the equality or the freedom of decision of the parties is not guaranteed, particularly in cases of violence. This requirement is repeated in Article 7, paragraphs 1 and 3, of the Decree of 11 December 2019 approving the Regulation governing the in-service training, professional rules of conduct and fees of mediators.

142. When these provisions are read in conjunction with Articles 11 and 13 of Law 1/2015 on professionals in contact with victims of gender-based violence and domestic violence, it can be inferred that the authorities are required to ensure that the mediators at the court Assistance and Mediation Service are able to detect situations in which there is a risk of violence against women or domestic violence or such violence has occurred. For this purpose, training for mediators to recognise signs of violence and distinguish them from ordinary family conflicts has been made compulsory. To complement this, a protocol was negotiated between the SAVVG and the Assistance and Mediation Service, providing that mediators must notify the SAVVG as soon as they detect a possible case of violence.⁶⁸ In the event of a serious threat to a woman victim's physical or psychological integrity or that of her entourage, mediators are required to report this to the law enforcement agencies or the judicial authorities.

67. GREVIO's baseline evaluation report on Serbia, 2020, paragraph 171.

68. The protocol was signed on 15 January 2019 by the Ministry of Social Affairs and the Ministry of Justice and the Interior.

143. GREVIO also takes note of the agreement concluded in 2021 between the Ministry of Justice and the Andorran Bar Association, enabling a lawyer to take part in family mediation. This legal assistance is of undoubted benefit for women victims of domestic violence, particularly when it comes to preparing agreements relating to legal separation, divorce or exercise of parental authority.⁶⁹

144. At criminal level, the 2018 guide to co-operation establishes the principle that mediation is ruled out in the event of a criminal conviction for acts of violence against a woman. It is also prohibited where several complaints have been filed against a person, even if these complaints were dismissed without further action, as they reveal a high degree of conflict between the two persons.

145. According to the Andorran authorities and the Bar Association, the provisions cited above are applied systematically, which GREVIO welcomes.

D. Investigation, prosecution, procedural law and protective measures

146. Full accountability for all acts of violence against women requires an adequate response from law enforcement agencies and the criminal justice sector. Chapter VI of the Istanbul Convention establishes a set of measures to ensure criminal investigations, prosecutions and convictions in a manner that validates women's and girls' experiences of violence, that avoids their secondary victimisation and that offers protection throughout the different stages of proceedings. The provisions covered in this section are fundamental to the delivery of protection and justice for all women and girls at risk of or who have experienced gender-based violence.

1. General obligations (Article 49) and immediate response, prevention and protection (Article 50)

147. A key principle of an adequate response to violence against women is that of swift and effective investigations and judicial proceedings that are based on a gendered understanding of these types of offences and that take into consideration the rights of the victim during all stages. Law enforcement or judicial actors often do not prioritise incidents of violence against women and domestic violence, thereby contributing to the impunity of perpetrators and reinforcing the misconception that this type of violence is "acceptable" in society.⁷⁰ A consequence of assigning low priority to incidents of violence against women and domestic violence are delays in initiating investigations and judicial processes, which in turn may lead to the loss of vital evidence and to an increased risk for the victim of repeated violence. For these reasons, Article 49 of the convention requires parties to ensure that investigations and judicial proceedings are conducted without undue delay, while at the same time respecting the rights of victims during each stage of these processes. Article 50 further reinforces these obligations by requiring that law enforcement agencies react promptly and appropriately in cases of violence against women, including by offering victims immediate protection, and by engaging in the prevention of violence. GREVIO reports focus on the application of Article 50 at key stages of the criminal justice process, notably, reporting, investigation, prosecution and conviction, all of which are key contributors to victims' sense of support, protection and justice.

a. Reporting to, immediate response and investigations by law enforcement agencies

148. In its baseline evaluation report, GREVIO had welcomed the adoption in 2018 of a co-operation protocol between the Andorran Police Force and the SAVVG. This protocol still regulates police activities to ensure that their operations are tailored to the situation of women victims of domestic, physical, sexual and psychological violence. It also establishes a procedure for the reception of victims, the registration of their complaint, evidence gathering and referral to

69. [El servei de mediació tindrà el suport d'un advocat d'ofici, Altaveu](#) (el diari digital d'Andorra).

70. Explanatory Report to the Istanbul Convention, paragraph 255.

the SAVVG.⁷¹ GREVIO had however highlighted major shortcomings in the response of law enforcement agencies to violence. A permanent reception service in accordance with the applicable norms had not been provided outside police working hours and victims had not been systematically referred to support services. Police officers had also tended to equate domestic violence with conflicts within couples characterised by reciprocal aggressive behaviour.

149. Since the baseline evaluation report, progress has been made concerning reception arrangements and the options for women victims to file complaints. GREVIO welcomes the fact that a safe space, where interviews can be conducted with women, has been set up at the central police station and is accessible 24 hours a day, seven days a week. In 2023, the complaint form was remodelled into three different versions: one relating specifically to sexual violence, one for gender-based violence (mainly physical and psychological) and a third more general one covering domestic violence.

150. Furthermore, GREVIO takes note with interest that access to complaint procedures has been expanded. Since November 2024, in addition to the police station, women victims may also go directly to the public prosecutor's office or the reception desk of the first instance court. For those who opt to make a statement without a formal complaint, police protection may be set up through the assignment of a reference person who can be contacted if the offence is repeated. In addition to calling the emergency helpline, it is possible to report domestic, physical, sexual or psychological violence via an e-mail to the police.⁷²

151. When registering the complaint, police officers set out the facts and assess the risks of a repeat offence using a table appended to the relevant form, which is forwarded to the prosecutor's office. According to the Andorran authorities, evidence gathering, which is a key component of criminal proceedings, is not just based on the victim's statements, which may change over time. The law enforcement agencies seek to gather additional evidence such as video surveillance camera recordings, exchanges of messages and witness statements. As to referral to the specialist support services run by the SAVVG, police officers now more systematically inform and guide victims in this respect.

152. Despite the progress since the baseline evaluation, some shortcomings in the treatment of victims remain. Firstly, according to the information available, only two members of the group dealing with assaults on individuals (made up of six members, three of whom are women) have been given proper training on domestic violence and violence against women.⁷³ Despite the training sessions provided for police officers, their knowledge of the dynamics of domestic violence and forms of violence other than physical or sexual violence is still inconsistent.⁷⁴ In this connection, it is clear from the information gathered that domestic violence is still occasionally viewed as mutual aggression and incidents of violence are not systematically investigated by law enforcement. Lawyers should be compiling robust case files to correct this, but few have enough expertise in this field.

153. In this respect, GREVIO points to the importance to set up full training for police officers in the dynamics of domestic violence and the specific characteristics of all the forms of violence against women covered by the Istanbul Convention, even if some are less widespread in Andorra. Full training of all the members of the group dealing with assaults on individuals, extending progressively to the entire police force would make it possible to provide an adequate, rolling reception service for women victims regardless of the time they arrive at the police station. It would also help to enhance their protection and hence their trust in the justice system.

71. Guide to co-operation on cases of gender-based violence and domestic violence, op.cit. Chapter VIII 1(c) and appendices (intervention protocol).

72. [Polícia d'Andorra, Notícies, La Policia exposa com protegeix les víctimes de violència de gènere en una taula rodona d'especialistes organitzada per l'ADA](#) (in Catalan).

73. Report submitted by Andorra, 4 September 2024, p.50. The group's remit covers abuse in the domestic sphere, gender-based violence and offences against sexual freedom (the classification of offences in the Criminal Code since Law 6/2022) but also human trafficking and the abuse of minors. See the police and police investigators organisation chart: www.policia.ad/ca/la-policia/estructura-organitzativa/.

74. Information provided during the evaluation visit.

b. Effective investigation and prosecution

154. The arrangements made in Andorra to guarantee effective investigation and prosecution remain in place, as described in the baseline evaluation report. The 2018 guide to co-operation gives guidelines on investigation by the law enforcement agencies and investigating judges and on the conduct of criminal proceedings, incorporating a victim-oriented approach which respects their rights.

155. GREVIO notes with satisfaction that since the baseline reference report, the Andorran authorities have continued in their efforts to secure effective investigations and prosecution in all cases of violence against women and domestic violence.⁷⁵ The judicial authorities met during GREVIO's visit to Andorra indicated that insofar as possible, the criminal courts processed these cases as a priority and in an accelerated manner in accordance with the provisions of the guide to co-operation.⁷⁶ One of their established practices is to place the accused in custody and bring him before the court immediately. GREVIO understands that this is standard practice when the evidence makes it possible to establish that the facts constitute serious violation of the physical or psychological integrity of the victim and/or her child.

156. The prosecutor's office is actively involved in the investigating stage and initiates systematically *ex officio* prosecution when the evidence is considered sufficient to establish that a criminal offence was committed. GREVIO notes that Article 23 of Law 6/2022 stipulates that the public prosecutor acts as a party to judicial proceedings so as to defend the right to equal treatment and non-discrimination between women and men and may call for the adoption of any measures needed to bring a halt to any criminal conduct which undermines this right.

157. With regard to the principle of *ex officio* prosecution, GREVIO had found the situation in Andorra to comply with the requirement of Article 55 of the Istanbul Convention, which stipulates that investigations or prosecutions must not be contingent upon a report or complaint filed by a victim. However, GREVIO emphasises that while this approach means that criminal proceedings need not to rely exclusively on the will of victims - who may find themselves under the coercive control of perpetrators or psychologically dependent on them, or may not feel ready to file a complaint - it should be applied particularly carefully. Under the convention, *ex officio* prosecution should be used for the forms of physical or sexual violence which induce the most trauma, such as rape, genital mutilation, forced sterilisation, forced abortion and forced marriage. Provision should also be made during such proceedings for appropriate legal assistance for victims so as to enable them to assert their rights and interests and to prevent any secondary victimisation.

c. Conviction rates

158. GREVIO welcomes the first judgment recognising psychological violence, given by the Criminal Division of the High Court of Justice on 30 September 2024 in case No. 6000137/2023. In this case, the Court applied Article 114bis of the Criminal Code, finding that a series of types of conduct vis-à-vis a woman, comprising not only physical assault but also forms of psychological violence such as coercion, contempt, threats, shaming and social isolation constituted a major offence of violence against a woman.

159. GREVIO welcomes the amendments made by Law 6/2022 to Article 144 of the Criminal Code to add the notion of consent to sexual acts. As a result, any person who has had sexual relations with another without her/his consent, with vitiated consent or by threatening her/him with violence or intimidating her/him is now criminally liable and punishable. In order to protect persons in specific situations, the law holds consent to be absent or vitiated for any person deprived of her/his senses, unconscious or incapable of offering any resistance or whose incapacity is taken advantage of. It also considers it impossible for anyone under the age of 14 to consent. GREVIO considers the introduction of the notion of consent to bring the situation in Andorra into line with Article 36 of

75. The most common forms of violence in Andorra are still domestic, sexual and psychological violence.

76. Guide to co-operation on cases of gender-based violence and domestic violence, op.cit., Chapter VIII 1(d), pp.41-43.

the Istanbul Convention and that it should enable judges to focus on the victim's free will to take part in the sexual act and on the capacity of the accused to consider this, rather than basing their assessment exclusively on the other components of the offence. The effect of taking consent to the sexual act into account is to strengthen the criminal response in a series of situations in which the victim has been passive without necessarily having expressed their free consent. The recent amendment to the Criminal Code does not yet enable GREVIO to assess how consent is now taken into account in rape cases. However, the Prosecutor General's report for the 2024 judicial year does already indicate a 27% increase in the number of cases and investigations for sexual assault and rape.⁷⁷

160. With regard to other forms of violence against women, the same report notes a 17% drop in the number of cases and investigations for domestic violence and other forms of violence against women ("gender-based violence"), based on the Criminal Code classification.⁷⁸

161. As to convictions, GREVIO notes with grave concern the following data: only three convictions have been handed down for sexual assault classified as a major offence, one conviction and five acquittals for domestic violence classified as a major offence and eight convictions (including one against a woman) and four acquittals for domestic violence classified as a minor offence. Further to this, there have been only four convictions for violence against a woman classified as a major offence and one for a minor offence. GREVIO's attention has been drawn to the fact that co-operation and acknowledgment of the facts by the accused may give rise to a significant reduction to the sanction provided for in the Criminal Code.

162. GREVIO's attention was also drawn to the possibility provided for in Article 163 of the Code of Criminal Procedure and the emerging practice among judges to make use of the accelerated criminal order procedure in cases in which the facts are clear and undisputed by the accused. According to the data available, this procedure is applied in cases of sexual assault, rape and other offences against women. Although this procedure allows justice to be done more rapidly, GREVIO warns the Andorran authorities that using such a procedure in cases of violence against women may compromise the assessment of the facts and affect the quality of the judgments made. It also highlights that this procedure may reduce the level of protection granted to victims and their trust in the justice system.

158. Recalling the findings issued in the baseline evaluation report, GREVIO strongly encourages the Andorran authorities to:

- a. step up efforts to improve police operations by taking into account all the forms of violence against women covered by the Istanbul Convention;**
- b. raise the awareness of the relevant professionals so that they can more readily distinguish simple conflicts between partners or family members from domestic violence and ensure that they systematically carry out a contextual analysis to identify the main perpetrator.**

2. Risk assessment and risk management (Article 51)

164. Many perpetrators of domestic violence, rape, stalking, sexual harassment, forced marriage and other forms of violence covered by the Istanbul Convention threaten their victims with serious violence, including death, and have subjected their victims to serious violence in the past, including non-fatal strangulation. The growing digital dimension to such violence further exacerbates women's and girls' sense of fear. Article 51 thus places concern for their safety at the heart of any intervention in such cases by requiring the establishment of a multi-agency network of professionals to protect

77. Report of the Prosecutor General for the 2024 judicial year, op.cit., p.7. In 2024, investigations were conducted in 127 cases of violations of sexual freedom, which was an increase of 27% compared to the previous year. 23 cases resulted in investigations for rape, which was an increase of 53.33% (15 in 2023). 43 saw an investigation for sexual assault, which was an increase of 19.44 % (36 in 2023). The remaining offences were not ones of sexual violence against girls or women.

78. Ibid. 176 cases resulted in an investigation into domestic violence or another form of violence against women, which amounts to a decrease of 17% (214 in 2023).

high-risk victims without aggravating the harm experienced. It sets out the obligation to ensure that all relevant authorities, not just law enforcement authorities, effectively assess and devise a plan to manage the safety risks a victim faces, on a case-by-case basis, according to standardised procedures and in co-operation with each other.

165. As noted in the baseline evaluation report, assessment of the risks of repeated violence is based on a standardised assessment form, provided for by the protocol signed in 2018 between the police and the SAVVG. The form covers various factors including the perpetrator's history of violence, threats made to the victim, possession of firearms, substance use, any reasons for the victim to be particularly vulnerable and the victim's own perception of the risk. It is used by the law enforcement agencies, the Nostra Senyora de Meritxell hospital and the SAVVG. A well-established practice is to forward all assessments made to the SAVVG, which enables information to be centralised, and support tailored to victims' needs to be devised.

166. As to risk management, when a medium or high risk of violence is identified, most frequently in situations of domestic violence or physical violence, the law enforcement agencies recommend to the public prosecutor that the perpetrator be placed in custody and suggest to the judges that protection measures be set up for the victim.⁷⁹

167. GREVIO observes that, since the last report, there has been no change in the risk assessment procedure. It notes that since September 2021, the assessment form has been added to the complaint form and used more systematically by law enforcement. GREVIO notes however that, in order to comply fully with the standards set by the Istanbul Convention, some further improvements are needed. Firstly, risk assessment should be based on information from all relevant stakeholders, including the judicial authorities and, where appropriate, teachers and doctors, including ones working outside hospitals. The form should also be suited to and made available for all forms of violence against women covered by the convention, even though it is most frequently used for domestic, sexual, physical or psychological violence, as the other forms are less widespread in Andorra. It would also be appropriate to include non-fatal strangulation among the risk factors considered as it is a major indicator of the risk of escalation into more serious or even fatal forms of physical violence. Lastly, where abusers are not placed in custody, a risk assessment should be made as soon as stakeholders enter into contact with the victim, then regularly renewed so as to take account of developments and prevent repeat offences or, ultimately, a fatal outcome.

168. GREVIO strongly encourages the Andorran authorities to:

- a. take all the necessary measures to guarantee that risk assessment is carried out by all the stakeholders and is repeated regularly so as to take account of any changes in the level of risk;**
- b. ensure that risk assessment tools are available for all the forms of violence covered by the Istanbul Convention and include non-fatal strangulation among the factors to be taken into account.**

3. Emergency barring orders (Article 52)

169. Under Article 52 of the Convention, in situations of immediate danger, the authorities are granted the power to issue an emergency barring order, ordering the perpetrator to leave the residence of the victim or person at risk for a specific period of time, and to prohibit the perpetrator from entering the residence or contacting the victim or person at risk. Emergency barring orders are tools intended to prevent a crime and to put safety first.⁸⁰ They should therefore be time-bound and incident-based, with the possibility of renewal in the case of continued danger. Longer-term protection should, however, be granted by a court by means of a protection order, upon application by the victim. An emergency barring order should in principle extend to children in need of protection and should have immediate effect.

79. Protection measures are examined under the section on Articles 52 and 53 in this report.

80. See GREVIO's baseline evaluation report on Denmark, paragraph 207, and Malta, paragraph 218.

170. The thematic evaluation procedure has enabled GREVIO to gain a more accurate understanding of the context in Andorra and to assess the implementation of emergency barring orders in more detail compared to the assessment made in the baseline evaluation report. In the light of the information it has gathered, GREVIO notes that emergency barring orders may be issued by the criminal courts, either of their own accord or at the public prosecutor's request, within 24 hours. However, the powers of the law enforcement agencies, who are the first to intervene in situations of domestic violence, are limited to operations in people's homes and requests to the prosecutor's office for perpetrators to be held in custody. They do not have the authority to require the perpetrator of domestic violence to leave their home immediately. As described above, custody is ordered where there is evidence that the victim has suffered serious physical or psychological harm. It is following custody, during the investigation stage, if the accused is no longer detained, that the criminal courts may issue a barring order or an order prohibiting contact with the victim.⁸¹ The order may also have effects vis-à-vis children requiring protection. GREVIO notes that the current situation with regard to the delivery and effects of barring and non-contact orders does not meet the requirements of Article 52 of the Istanbul Convention. Although these orders may be issued by the criminal court rapidly, they do not allow perpetrators of domestic violence to be barred immediately and require evidence of domestic violence to be gathered and harm of a certain degree to have been done, thus implying prior judicial proceedings.

171. GREVIO points out that under Article 52 of the Istanbul Convention and its explanatory report, emergency barring orders are regarded as the most effective means of ensuring the safety of victims of domestic violence, by requiring perpetrators to vacate the victim's residence immediately and prohibiting them from returning or from contacting the victim for a sufficient period of time.⁸² For these provisions to properly fulfil their purpose of affording immediate and effective protection to victims while enabling them to remain in their homes and not be forced to take refuge hurriedly in another place, all the relevant authorities should be authorised to order the perpetrator of the offence to leave home immediately. It should be possible for such measures, which are not a punishment but protection from an immediate danger, to be taken at the initiative of the authorities concerned without any need to present evidence of domestic violence or the risk of repetition.

172. GREVIO urges the Andorran authorities to ensure that emergency barring orders can be issued without delay where there is an immediate danger so as to get the perpetrator of the violence away from the victim's home, thus satisfying the requirements of Article 52 of the Istanbul Convention. For this purpose, the Andorran authorities should be able to rely on a clear legal framework in line with Article 52 of the convention, guaranteeing the proper management of emergency barring orders.

4. Restraining or protection orders (Article 53)

173. Restraining and protection orders are conceived to prolong the protection afforded to the victim and her children by emergency barring orders and may be considered complementary to the protection offered by emergency barring orders. Under Article 53 of the Istanbul Convention, victims of all forms of violence against women should be able to obtain a protection order available for immediate protection - without undue financial or administrative burden placed on the victim and irrespective of whether or not they choose to set in motion any other legal proceedings.

174. As noted in the baseline evaluation report, Article 23 of Law 1/2015 allows all victims of violence against women or domestic violence to request the civil courts to order protection measures. The court may prohibit the perpetrator from approaching the victim in any place she may be or from contacting her by whatever means and require him to undergo medical, psychological, social or any other type of treatment.

175. During the thematic evaluation procedure, GREVIO noted that the civil court may indeed order protection measures provided that the victim applies for them directly or through the intermediary of a lawyer. The court may order provisional or definitive protection measures.

81. Article 110.2.d of the Code of Criminal Procedure.

82. Explanatory report to the Istanbul Convention, paragraph 264.

Provisional protection measures are ordered without a prior hearing where there is a serious threat to the physical or psychological integrity of the persons concerned.⁸³ Although the civil procedure code does not specify a time within which they must be ordered, it would seem that in practice, they are adopted rapidly. In other cases, provisional protection measures are ordered after a hearing, within ten working days of the submission of the application.⁸⁴ These measures may be extended or rescinded. Definitive protection measures are ordered when the decision bringing an end to civil proceedings is given. Victims can benefit from all these protection measures, even if no complaint has been filed against the perpetrators of the violence. GREVIO notes that, as they have been devised, these protection measures meet the requirement of Article 53 of the Istanbul Convention for such measures to be available to victims regardless of or in combination with other judicial proceedings (for example criminal or divorce proceedings).

176. More often than not, protection measures are granted to victims of domestic violence and are designed to assign them use of their home and to bar perpetrators from contacting them or, where necessary, their children. In this respect, GREVIO points out that unlike, emergency barring orders, which are applicable only in situations of domestic violence, protection orders should be available for all the forms of violence covered by the Istanbul Convention. It would seem that this is not the case in Andorra. Furthermore, GREVIO has not been informed how many protection orders are granted, to what extent they are implemented and what sanctions are applied if they are infringed, meaning that it cannot assess their effectiveness for women victims of violence. It notes however that failure to comply with such orders may be a criminal offence, classified as contempt of court.⁸⁵

177. Protection measures may also be ordered during criminal proceedings. Firstly, where an investigating judge identifies a threat to the safety of a child exposed to domestic violence, he or she will refer the matter to the juvenile court so that suitable protection can be set up. Protection orders for women victims of violence may be issued by criminal courts as one of the conditions for the suspension of the perpetrator's sentence,⁸⁶ or as an additional sanction on conviction for certain offences.⁸⁷ If an order allows a sentence to be suspended, failure to comply may result in the reversal of the suspension and the application of the initial sentence. Failure to comply with an order issued in addition to a criminal sentence constitutes a new offence, however.⁸⁸ As with civil orders, GREVIO has no information on the number of protection orders issued in criminal cases and the number of sanctions applied for infringements, meaning that it cannot assess their effectiveness for women victims of violence.

178. GREVIO strongly encourages the Andorran authorities to take the necessary measures to ensure that victims of all the forms of violence covered by the Istanbul Convention can benefit from protection orders. It also encourages them to ensure that they are properly implemented and to foresee sanctions for those who infringe them.

5. Measures of protection (Article 56)

179. Article 56 of the convention is a key provision in building trust at the level of judicial proceedings for women and girls who have experienced or who are witness to any of the forms of violence covered by the convention. It sets forth a non-exhaustive list of procedures designed to protect victims of violence from intimidation, retaliation and secondary victimisation at all stages of proceedings, during investigations and at trial. The drafters intended this list to be indicative, and parties may adopt additional protection measures that are more favourable than those provided in the convention. Moreover, intimidation and secondary victimisation can occur not only at the hands of perpetrators but also when investigations and judicial proceedings are not based on a gendered understanding of violence against women, which is why the practical application of measures of protection should be firmly anchored in such understanding.

83. Article 300 of the Code of Civil Procedure. The same principle is set out in Article 139 of [Law 30/2022 of 21 July 2022 on the person and the family](#) (in Catalan).

84. Article 299 of the Code of Civil Procedure.

85. Article 397 of the Criminal Code.

86. Article 62 of the Code of Criminal Procedure.

87. Article 38.3 of the Criminal Code.

88. Ibid.

180. The Andorran authorities have introduced several measures intended to guarantee the safety and respect for the rights of women victims of violence throughout judicial proceedings, which GREVIO welcomes. In both criminal and civil courts, priority is given to dealing with cases of violence and hearing the parties. Law 1/2015 explicitly provides for measures preventing any visual contact between the parties during hearings. Criminal and civil courts organise convocations so that hearings can be at different times or there can be a physical barrier between the parties. GREVIO notes with interest the criminal law practice of pre-collation of evidence, which is used during the investigating stage of a case. This was initially reserved for sexual violence cases and offences involving minors but has now been extended to other sensitive cases and enables statements to be gathered from women victims in a safe setting, attended by a lawyer and a psychologist and with no visual contact with the perpetrator. The prosecutor and investigating judge and the accused and his lawyer may attend the hearing in a separate room. This practice guarantees respect for the principle of adversarial proceedings while limiting the trauma caused by the repetition of the facts during the criminal trial and amounts to good practice in line with the principles of the Istanbul Convention.

181. GREVIO notes the increased role of lawyers in judicial proceedings. Since 2024, one and the same lawyer may assist victims throughout these. Legal assistance may also be provided by a person officially assigned to the case. In this context, informing victims about their right to legal assistance is extremely important and it is lawyers, law enforcement agencies and the judicial authorities who are expected to provide this information. GREVIO is concerned about the fact that migrant women without residency status in Andorra are denied free legal assistance. In view of the key role of lawyers in access to justice for women victims of violence, GREVIO recalls that lawyers should have adequate training in the processes of domestic violence, all the forms of violence against women, victims' rights and the risks of secondary victimisation during judicial proceedings.

182. It is also possible, on request, to make data on victims inaccessible and to remove their address from the file. Victims also have the right to be informed about the procedural and prison situation of perpetrators, particularly if they have escaped, been provisionally released or completed their sentence. This duty to inform lies with the criminal court and is expressly stated in the guide to co-operation.⁸⁹

183. Lastly, the judicial authorities mentioned that it was possible for any member of the court administration services to offer interpretation into French or Spanish. GREVIO points however to the requirement under the Istanbul Convention to use independent interpreters and to the good practice of using sworn interpreters during judicial proceedings.

89. Report by Andorra in response to GREVIO's baseline evaluation questionnaire, 2019.

Appendix I

List of proposals and suggestions by GREVIO

II. Changes in definitions, comprehensive and co-ordinated policies, funding and data collection in the areas of violence against women and domestic violence

B. Comprehensive and co-ordinated policies (Article 7)

1. GREVIO urges the Andorran authorities to devise a comprehensive long-term strategy to prevent and combat all forms of violence against women covered by the Istanbul Convention. This strategy should:

- a. set out clear responsibilities and detailed indicators for each relevant stakeholder and include an effective interministerial steering mechanism with sufficient human and financial resources and proper powers;
- b. include an intersectional approach comprising specific measures for some categories of women, particularly elderly women, women with disabilities, migrant women and LGBTI women. (paragraph 27)

2. GREVIO also urges the Andorran authorities to:

- a. ensure that women's rights associations are fully involved in devising, implementing and assessing public policies and measures to prevent and combat violence against women;
- b. regularly assess these policies with a view to cultivating a comprehensive and co-ordinated approach, as required by the Istanbul Convention. These evaluations should be carried out on the basis of indicators designed to evaluate the relevance, progress and effectiveness of these policies and ensure that they are based on reliable data. (paragraph 28)

C. Financial resources (Article 8)

3. GREVIO strongly encourages the Andorran authorities to:

- a. take measures to improve the clarity of budgets dedicated to preventing and combating violence against women and domestic violence, including the introduction of specific budget lines for these issues for the ministries and institutions concerned;
- b. pursue the efforts for increases in these budgets so as to provide funding in keeping with the real needs of policies to prevent and combat violence against women and domestic violence;
- c. ensure that women's rights NGOs have sufficient resources and proper time to carry out their activities. (paragraph 36)

D. Data collection (Article 11)

3. Social services

4. Recalling the findings issued in its baseline evaluation report, GREVIO urges the Andorran authorities to:

- a. set up a system for the collection of data by law enforcement agencies and the justice sector based on harmonised criteria, including as a minimum the victim's and the perpetrator's sex and age, the relationship of the perpetrator to the victim, and the form of violence inflicted, while taking account of all the forms of violence covered by the Istanbul Convention;

- b. collect data on all judicial decisions relating to cases of violence against women and domestic violence, as well as on the number of emergency barring and protection orders issued and the number of breaches of these measures and the sanctions imposed as a result. (paragraph 50)

5. GREVIO strongly encourages the Andorran authorities to:

- a. pursue their efforts to extend data collection to all public and private healthcare providers and ensure that these data include the number of victims who have sought assistance, their sex and age, the sex and age of the perpetrator, the relationship of the perpetrator to the victim, and the form of violence inflicted;
- b. extend the data collected by public and private healthcare providers and general and specialist support services to all the forms of violence covered by the Istanbul Convention. (paragraph 51)

III. Analysis on the implementation of selected provisions in priority areas in the fields of prevention, protection and prosecution

A. Prevention

1. General obligations (Article 12)

6. While recognising the prevention efforts made by the Andorran authorities, GREVIO strongly encourages them to:

- a. extend their awareness-raising activities to all the forms of violence covered by the Istanbul Convention;
- b. regularly assess the impact of these activities on public opinion in order to guarantee their relevance and effectiveness. (paragraph 62)

3. Training of professionals (Article 15)

7. While welcoming the efforts made to hold initial training sessions on violence against women and domestic violence for various categories of professionals, GREVIO encourages the Andorran authorities to:

- a. ensure that these sessions are dispensed regularly to all the professionals concerned, particularly doctors, psychologists, police officers, judges and lawyers, and to complement them with in-service training designed to enhance their capacity to deal with violent situations professionally and efficiently;
- b. fully involve women's rights associations in devising and implementing such training. (paragraph 83)

4. Preventive intervention and treatment programmes (Article 16)

a. Programmes for perpetrators of domestic violence

8. GREVIO strongly encourages the Andorran authorities to:

- a. reinforce the human resources assigned to the programme for perpetrators of domestic violence so as to ensure effective and rapid access for perpetrators and ensure that the professionals have the knowledge and qualifications needed in the area of domestic violence;
- b. devise minimum standards for the programme for perpetrators of domestic violence in line with European standards and good practices;

- c. take measures to ensure that the programme for perpetrators of domestic violence is widely attended, ensuring that participation following a court order is complementing not replacing sanctions imposed;
- d. take measures to ensure that proper participation in the programme for perpetrators of domestic violence is checked and that monitoring of participants' behaviour and attitudes continues after completion of the programme;
- e. regularly assess the implementation and impact of the programme among perpetrators and ensure that specialist associations are involved in its activities. (paragraph 94)

b. Programmes for perpetrators of sexual violence

9. Recalling the findings issued in the baseline evaluation report, GREVIO urges the Andorran authorities to take measures to set up a programme for perpetrators of sexual violence as soon as possible with a view to preventing reoffending and making perpetrators take responsibility for their actions. (paragraph 96)

B. Protection and support

1. General obligations (Article 18)

10. While welcoming the measures taken to strengthen institutional co-operation for the detection of violence and the referral and support of women victims of violence and their children, GREVIO encourages the Andorran authorities to ensure that all protocols and measures in place include all the forms of violence covered by the Istanbul Convention such as forced marriage, female genital mutilation and violence related to so-called honour and to assess the implementation of these protocols and measures. (paragraph 106)

2. General support services (Article 20)

a. Social services

11. While acknowledging the measures taken to facilitate access for women victims of violence to economic and social benefits in Andorra, GREVIO encourages the Andorran authorities to ensure that these are truly accessible to all victims, whatever their status, so as to allow them to escape violent situations and attain independence. (paragraph 112)

3. Specialist support services (Article 22)

12. Recalling the findings issued in its baseline evaluation report, GREVIO strongly encourages the Andorran authorities to ensure that specialist support services for women victims of gender-based violence are able to meet the needs of victims of all the forms of violence covered by the Istanbul Convention and ensure that migrant women, refugee women and women asylum seekers have full access to these services. (paragraph 124)

C. Substantive law

1. Custody, visitation rights and safety (Article 31)

13. Recalling the findings issued in its baseline evaluation report, GREVIO urges the Andorran authorities to take measures to ensure that:

- a. the adverse effects of domestic violence on children form part of the legal criteria that must be taken into account when deciding on child custody and visiting rights;
- b. the relevant courts conduct a systematic proactive assessment of current risks and incidents of violence and take proper account of these aspects when taking decisions on custody and visiting rights and on parental authority so as to determine whether these

incidents warrant the restriction or even the suspension of parental rights to guarantee the safety of the children concerned;

- c. all relevant professionals, including social workers, members of the judiciary, legal experts and child psychologists are informed, through vocational training and guidelines, that there is no scientific basis for the concept of “parental alienation” and refrain from using concepts that tend to present women as alienating, manipulative, hostile or unco-operative. (paragraph 139)

D. Investigation, prosecution, procedural law and protective measures

1. General obligations (Article 49) and immediate response, prevention and protection (Article 50)

c. Conviction rates

14. Recalling the findings issued in the baseline evaluation report, GREVIO strongly encourages the Andorran authorities to:

- a. step up efforts to improve police operations by taking into account all the forms of violence against women covered by the Istanbul Convention;
- b. raise the awareness of the relevant professionals so that they can more readily distinguish simple conflicts between partners or family members from domestic violence and ensure that they systematically carry out a contextual analysis to identify the main perpetrator. (paragraph 163)

2. Risk assessment and risk management (Article 51)

15. GREVIO strongly encourages the Andorran authorities to:

- a. take all the necessary measures to guarantee that risk assessment is carried out by all the stakeholders and is repeated regularly so as to take account of any changes in the level of risk;
- b. ensure that risk assessment tools are available for all the forms of violence covered by the Istanbul Convention and include non-fatal strangulation among the factors to be taken into account. (paragraph 168)

3. Emergency barring orders (Article 52)

16. GREVIO urges the Andorran authorities to ensure that emergency barring orders can be issued without delay where there is an immediate danger so as to get the perpetrator of the violence away from the victim’s home, thus satisfying the requirements of Article 52 of the Istanbul Convention. For this purpose, the Andorran authorities should be able to rely on a clear legal framework in line with Article 52 of the convention, guaranteeing the proper management of emergency barring orders. (paragraph 172)

4. Restraining or protection orders (Article 53)

17. GREVIO strongly encourages the Andorran authorities to take the necessary measures to ensure that victims of all the forms of violence covered by the Istanbul Convention can benefit from protection orders. It also encourages them to ensure that they are properly implemented and to foresee sanctions for those who infringe them. (paragraph 178)

Appendix II

List of the national authorities, other public bodies, non-governmental organisations and civil society organisations with which GREVIO held consultations

National Authorities

Ministry of Foreign Affairs
State Secretariat for Equality and Citizen Participation
Ministry of Social Affairs
Ministry of Institutional Relations, Education and Universities
Ministry of Culture, Youth and Sports
Ministry of Justice and the Interior
Ministry of Health
Department of Statistics of the Government of Andorra

Local Authorities

Representatives of the 7 parishes (municipalities) of Andorra

Public Institutions

Ombudsperson of Andorra
Bar Association of Andorra
Andorran Women's Institute
College of Physicians
College of Psychologists
Hospital Nostra Senyora de Meritxell

Judicial Administration

High Judicial Council
Prosecutor's Office
Andorran courts

Parliament of Andorra

Legislative Commission of Social Affairs and Equality

Civil society and other organisations

Andorra Research and Innovation
Human Rights Institute of Andorra
Feminist Action of Andorra

GREVIO, the Group of Experts on Action against Violence against Women and Domestic Violence, is an independent human rights monitoring body mandated to monitor the implementation of the Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention) by the parties.

Following the comprehensive stocktaking exercise set out in its baseline evaluation reports, GREVIO's first thematic evaluation round identifies progress made in building trust among women and girls by delivering support, protection and justice for any of the forms of violence against women covered by the Istanbul Convention. This report contains an analysis of developments in law and policy in respect of provisions of the convention relating to victim support and protection, criminal investigation and prosecution of acts of violence. It also covers developments in the determination of child custody and visitation rights in cases with a history of violence and wider preventive measures.

www.coe.int/conventionviolence

www.coe.int

The Council of Europe is the continent's leading human rights organisation. It comprises 46 member states, including all members of the European Union. All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law. The European Court of Human Rights oversees the implementation of the Convention in the member states.