

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

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

**Report submitted by Italy
pursuant to Article 68, paragraph 1
of the Council of Europe Convention
on preventing and combating violence
against women and domestic violence
(Baseline Report)**

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DIPARTIMENTO PER LE PARI OPPORTUNITÀ

**Legislative and other measures undertaken by Italy,
to give effect to the provisions of the Council of Europe Convention on Preventing
and Combating Violence Against Women and Domestic Violence,
in accordance with Article 68, para.1**

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List of Acronyms

AGCOM	Communications Authority
ANCI	National Association of Italian Municipalities
ANPAL	National Agency for Active Policies of the Labour Market
APSS	Provincial Body for Health Care Services
ASTAT	Provincial Statistical Institute
ATS	Temporary Associations
BURC	Official Bulletin of Campania Region
	CADIC Coordination of the Anti-violence Centres of Calabria
	CAV Anti-violence centre
CCM	National Centre for Disease Prevention and Control Project
CIDU	Inter-ministerial Committee for Human Rights
CNOG	National Council of Journalist Association
CNR	National Research Council
Co.Co.Co.	Contract of Continuous and Coordinated Collaboration
CORECOM	Regional Committees on Communications
CP	Penal Code
CRUI	The Conference of Italian University Presidents
CSOs	Civil Society Organizations
CSR	State-Regions Conference
CUGs	Committees for the Protection of Gender Equality
DCR	Regional Council Deliberation
DDG	Managerial Decree

DEO	Department for Equal Opportunities (of the Presidency of the Council of Ministers)
DGAI	General Directorate for Inspection Activities (of the MLPS below)
DGR	Regional Executive Deliberation
DM	Ministerial Decree
DPCM	Decree of the Presidency of the Council of Ministers
FGM	Female Genital Mutilation
GBV	Gender-based Violence
IAP	Self-Regulatory Institute on Advertisements
IHL	International Humanitarian Law
IHRL	International Human Rights Law
INL	National Inspectorate on Labour
INPS	National Institute of Social Security
ISEE	Equivalent Economic Status Indicator
ISTAT	National Institute of Statistics
LEA	Essential Levels of Assistance
MAECI	Ministry of Foreign Affairs and International Cooperation
MIUR	Ministry of Education, University and Research
MLPS	Ministry of Labour and Social Policies
MoU	Memorandum of Understanding
NAP	National Action Plan
NGOs	Non-Governmental Organizations
ONLUS	Not-Profit-Making Associations/Not-for-Profit Associations
ONVD	National Domestic Violence Observatory
OSS	Socio-Health Care services providers
PCM	Presidency of the Council of Ministers
PON	National Operational Programme
SPRAR	System for the Protection of Asylum-Seekers
SSN	National Health Care Service

UAMs	Unaccompanied (foreign) minors
UPGSP	General Prevention and Public Rescue Office (of the Police)
USIGRai	RAI Journalists' Trade Union

FOREWORD

Italy ratified the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (hereinafter, the Convention), by Act dated June 27, 2013, No.77.

Following general elections held on March 4, 2018, the XVIII Parliamentary term initiated on March 23, 2018; the newly established Government, led by Mr. Giuseppe Conte, sworn in on June 1st, 2018.

Against this background, the Government of Italy deems that it is important to provide an overview about the relevant strategic framework, including information about the latest developments (about which details will be provided with the next report to GREVIO).

The Government of Italy takes this opportunity to point out that one of its priority areas is to implement fully the Convention, as reflected in the current governmental action aimed to firmly pursue the objectives of the new National Strategic Plan on Men Violence Against Women, 2017 – 2020.

The present Text is the first report by the Government of Italy concerning the implementation of the Convention in Italy.

From a procedural standpoint, with regard to the present Text, where appropriate, some issues are dealt with jointly in one Item or Items have been grouped given the integrated nature of relevant measures: in both cases, the respective Articles of the Convention have been fully taken into account.

- As for relevant data and resources, while the present Text focuses on the period 2014-2015, some Items also include information about the latest initiatives (2016-2018 term), in order to provide clear indications about the measures put in place and their impact on the ground so far.
- In this regard, it is to be highlighted the importance we attach to an integrated and holistic approach in order to combat all forms of “violence against women¹ and domestic violence”. Therefore, for the sake of comprehensiveness, please find attached herewith the current National Strategic Plan on Men Violence Against Women, 2017 – 2020².

From a legal standpoint, Italy relies on a solid framework of rules, primarily of a constitutional nature, by which the respect for human rights and the principle of equality (Articles 2, 3 of the Italian Constitution) are among the main pillars. In particular Article 3 of the Italian (rigid) Constitution, enshrines the principles of equality and non-discrimination, including between women and men, as follows: *“All citizens have equal social dignity and are equal before the law without distinction of sex, race, language, religion, political opinion, personal and social conditions. It is the duty of the Republic to remove those obstacles of an economic or social nature which constrain the freedom and equality of citizens, thereby impeding the full development of the human person and the effective participation of all workers in the political, economic and social organization of the country”*.

Within this framework, Italy has introduced and implemented – and will continue to do so - “Legislative and Other Measures”, to firmly fight against gender-based violence and its root-causes, as reported in further details below.

¹The term “victim” entails a focus on women as “survivors” and “agents of change”.

² (Please kindly refer to Annex No.1)

PART I

A. Administration coordinating the collection of information about relevant actions implemented by central, regional and local Authorities, as well as by third sector's Associations³

As above recalled, the newly established Government of Italy took office, in early June 2018.

With regard to the Department for Equal Opportunities (hereinafter, DEO) of the Presidency of the Council of Ministers (acronym in Italian, PCM), Ministerial Decree of Internal Organization of the DEO, dated December 4, 2012 (as registered at the Court of Auditors, on January 21, 2013), in Article 4, paragraph 2, provides that the Head of this Department (DEO) coordinates in particular "the initiatives for the implementation of policies to combat sexual and gender-based violence and stalking". This is also reiterated in the General Directive for Administrative Action and Management - 2013, which identifies DEO's Head as the Coordinator for the achievement of the following strategic objectives:

- Implementation of positive actions, to combat gender-based violence (acronym, GBV) and support for women victims of violence;
- Elaboration of the second National Plan against gender-based violence and stalking.

With a view to implementing the National Action Plan against gender-based violence and stalking, in accordance with Decree of the Presidency of the Council of Ministers (acronym in Italian, D.P.C.M.), dated November 11, 2010, many steps were taken in the second half of the year 2012, such as:

- The agreement with ISTAT for a new national survey on "Women's safety";
- Entrusting the Call Centre Management Service dedicated to the number of public utilities/helpline "1522", to provide support for the victims of gender-based violence and stalking (December 2012);
- The publication of three Public Notices aimed at supporting anti-violence centres, shelters and other public and private services to help women, victims of violence;
- The implementation of training activities in the context of a specific and uniform training project for the personnel of law enforcement agencies providing assistance to victims of gender-based violence;
- The organization of a multidisciplinary training pathway for 80 young lawyers residing in the so-called Convergence Regions (Calabria, Campania, Apulia, and Sicily) for the acquisition of a specific professional qualification in the subjects pertaining to all forms of violence against women.

In January 2013, an MoU (standing for Memorandum of Understanding) was signed by the Minister of Labour and Social Policies with responsibility for equal opportunities and the Minister of Education, University, and Research, with the aim of extending the "Week against violence and discrimination", which takes place in October, every year.

An MoU was also signed with the Self-regulatory Institute on Advertisements (acronym in Italian, IAP) with the aim of requesting and obtaining the removal of advertisements and billboards when they demean women's portrayal or those ones that appear to be sexist and/or violent.

³ Please kindly note that under the present Item A, it is provided an overview of relevant activities carried in the 2014-2015 biennium, which will be also recalled/and further reported in the following Parts of the present Text.

The following communication campaigns against gender-based violence were carried out:

- 1522 - "Defend your freedom. Start re-writing your life ";
- "Giulia beats Filippo" (a short film).

Moreover, the DEO applied for the European Commission's Call, within the framework of the PROGRESS program, by presenting a communication project on the fight against gender-based violence and girls, aimed to men and boys.

On May 22, 2013, the so-called "National Audit Day" on violence against women was held in Rome. On that occasion, all the CSOs (standing for civil society organizations) that deal with gender-based violence were invited and audited. Their contributions and suggestions were key to drafting the Extraordinary Plan against Sexual and Gender-based Violence, 2015-2017⁴⁵.

On a more specific note, in the period under consideration, in accordance with Article 5 of Decree-Law No. 93/2013 (Law No. 119/2013), the Government committed to adopting the "Extraordinary action plan against sexual and gender-based violence", with the contribution from the Administrations concerned, the women's Associations engaged in the fight against violence and the anti-violence Centres.

To this end, mention has to be made of the inter-ministerial Task Force against gender-based violence, coordinated by the Department for Equal Opportunities, consisting of seven thematic sub-groups of work ("Rosa Code"; "Communication"; "Risk Assessment"; "Training"; "Education"; "Victim reinsertion" and "Data collection") and entrusted with the task of elaborating the above Plan.

The DEO also provided an effective contribution to elaborating the draft legislation on preventing and combating violence against women (Decree-Law No. 93/2013 on "Urgent provisions on safety and for the fight against gender-based violence, as well as on civil protection and compulsory administration of Provinces", as later converted with amendments

- Worthy of note is the introduction of Article 5bis, which provides for the annual allocation to the Regions of the resources from within the "Fund for policies concerning rights and equal opportunities" besides allocating from within this Fund, also the resources for the aforementioned Plan.

In particular, this Department ensured the monitoring and reporting on the projects promoted and implemented in accordance with the Notices for the financing of interventions aimed at strengthening actions to prevent and combat the phenomenon of violence, for a total of € 3,000,000,00; for the training of health-care workers with regard to the initial support for victims of violence and stalking, for a total of €1,700,000.00; for the support for anti-violence centres and public and private facilities with the aim of increasing the number of services for those victims whose safety is particularly at risk, as well as for the establishment of anti-violence centres with residential offering in those areas where the gap between demand and supply is higher, for a total amount of € 10,000,000.00.

⁴ Article 5 of Law-Decree No. 93/2013 envisages the adoption of an "Extraordinary Action Plan on Sexual and Gender-Based Violence, upon agreement by the Unified Conference and following elaboration by the Administrations concerned, with the support of relevant women's associations and anti-violence Centres/shelters".

⁵ (Please kindly refer to Annex No. 2)

The DEO also ensured the implementation of activities, in accordance with two MoUs, signed before the beginning of the XVII Parliamentary term (*XVII Legislatura*):

- The former MoU, signed on November 20, 2012, with the Carabinieri Corps, in order to regularly collect official statistical information on the quantitative and qualitative trend of crimes against vulnerable victims and create a database that allows DEO for a more accurate monitoring of the services effectively provided by the facilities belonging to the above-mentioned "1522 Network". This gave rise to a three-year commitment of expenditure amounting to 300,000.00 Euros, from within Budget Chapter 496 of the Presidency of the Council of Ministers, for the year 2012, entitled "Sums to be allocated to the Plan on violence against women";
- The latter MoU with ISTAT (standing for, the National Statistics Institute) refers to the second nationwide survey, which follows up to the one published in 2007, entitled "Survey on Women's Safety", by which: to deepen the knowledge about violence, including the type of crimes of which women are victims, the characteristics of the victims; to bring out the percentage of the undeclared phenomenon, and the consequences of violence against women.
 - o The new edition of the survey includes some important innovations, including the presence of a representative sample of foreign women residing in Italy.
 - The last three-year MoU, signed by the Department for Equal Opportunities and ISTAT, amounts to 1,000,000.00 Euros.

Against this background, it is to be reported that the criteria for the adoption of the Decree of the President of the Council of Ministers concerning the distribution among the Regions, of the resources to be allocated for the financial years 2013-2014 were finalised. The aim was to "strengthen the forms of assistance and support for the women victims of violence and their children through uniform methods aimed to strengthening the network of local services, anti-violence centres, and services supporting victims of violence (Article 5, paragraph 2, letter d) of Law-Decree No. 93/2013). Therefore, in accordance with Article 5 bis, paragraph 2, of the aforementioned Decree-Law, during the period covered by the present report, a draft of the aforementioned DPCM was submitted to the Permanent Conference for Relations among State, Regions and Autonomous Provinces of Trento and of Bolzano, for approval by means of an ad hoc Agreement.

From a chronological standpoint, mention has to be made of the following:

YEAR 2014

In March 2014, the awareness-raising campaign, entitled "Recognizing Violence", as initially launched by DEO on 25 November 2013, on the occasion of the International Day for the Elimination of Violence Against Women, was replicated. This Campaign invites women or those who are witnesses of acts of violence, to contact the 1522 round-the-clock (24/7) helpline, promoted by DEO.⁶

In 2014, the Department for Equal Opportunities ensured the monitoring and reporting on the projects promoted and implemented in accordance with the Public Notices for financing interventions aimed at: strengthening actions to prevent and combat the phenomenon of violence, for a financial commitment of 3,000,000.00 Euros; the training of health-care workers on the first-aid to victims of violence and stalking, for a financial commitment of 1,700,000.00 Euros; the support for the anti-violence centres

⁶ Further details under PART VI, Item E below.

and for public and private facilities with the aim of increasing the number of services to be provided to those victims whose safety is particularly at risk; and the opening of anti-violence centres with residential offering in areas where the gap between demand and supply is higher, for a financial commitment of 10,000,000.00 Euros

- As above recalled, in accordance with Article 5bis, paragraph 2, of the aforementioned Decree-Law, a draft of the Presidential Decree of the Council of Ministers (for the resources to be allocated in accordance with the same Article) was transmitted to the Permanent Conference for Relations among the State, the Regions and the Autonomous Provinces of Trento and Bolzano, in order to finalise the Agreement envisaged by the relevant provision, as later entered into force, on 10 July 2014.

In compliance with the aforementioned Article 5bis, paragraph 2, of Decree-Law No.93/2013, the DEO finalised the Decree of the Presidency of Council of Ministers (acronym in Italian, D.P.C.M.) published in the Official Gazette No. 202, dated September 1, 2014, by which financial resources for the years 2013 and 2014 were allocated. Then, DEO proceeded with the allocation of the aforementioned financial resources amounting to 16,449,385.00 Euros. By this Decree, it was also announced that by subsequent Agreement, the minimum requirements of the anti-violence centres and shelters, as well as of the activities that they should carry out would have been finalised.

In November 2014, the Regions could concretely benefit from the above resources. In the same month, on November 27, 2014, the Government, the Regions, the Autonomous Provinces of Trento and Bolzano, and the Municipalities ratified an Agreement, in accordance with Article 8, para.6, of Law No. 131/2003, which identifies the minimum requirements for anti-violence centres and shelters (Official Gazette of the Italian Republic, General Series No. 40, dated February 18, 2015).

The aforementioned document, in addition to the definition of the anti-violence centres (acronym in Italian, CAV) and shelters, also indicates the structural and organizational requirements of the centres and shelters, as well as the number of service providers, the professionals involved, and the minimum services to be guaranteed, in accordance with its Article 1.

YEAR 2015

During the first half of the year 2015, the activities carried out by the Department for Equal Opportunities focused on the implementation of the first "National Plan against gender-based violence and stalking", as approved by the acting Minister for equal opportunities, on November 11, 2010.

In particular, the DEO carried out the activities outlined in the MoUs signed with the Carabinieri Corps and the National Statistics Institute (for the second nationwide survey (2014), which follows up to the one published in the 2007), respectively.

This Department signed an MoU with no financial implications, with the earlier mentioned IAP, on February 2, 2015, by which the parties undertake to work together to ensuring that advertising service providers: adopt models of commercial communication that respect the human dignity in all its forms and expressions; avoid all forms of discrimination, including on the ground of gender; do not contain images or performance on violence against women, or that incite to violence against women; and avoid the use of gender stereotypes.

As earlier mentioned, in accordance with Article 5 of Decree-Law No. 93/2013 (as converted into Act No. 119/2013), which commits the Government to adopt the "Extraordinary Action Plan Against Sexual and Gender Violence", the Department for Equal Opportunities elaborated it, with the contribution from the Administrations concerned, the women's associations engaged in the fight against violence, and the anti-violence centres. It then prepared the relevant D.P.C.M., as agreed upon by the Unified State Regions Conference, on the occasion of the session held, on May 7, 2015, accordingly.

Article 3, paragraph 2, of D.P.C.M., dated July 24, 2014, sets the deadline for the Regions to transmit by 31st January 2015, to the DEO, the Deliberations adopted by the respective Regional Executives and by the bodies indicated in the respective regional regulations, on the relevant regional interventions promoted in line with the above DPCM, including: monitoring the transfer of resources carried out by the Regions and the Autonomous Provinces, as well as the interventions financed with the resources so allocated; and providing updated data on the number of anti-violence centres and shelters operating locally. In this regard DEO evaluated the relevant reports, accordingly.

With regard to the GREVIO Committee, Article 66 of the Istanbul Convention provides for the establishment of a group of independent experts with the task of monitoring the implementation of the above Convention. This group of experts is composed of members of the States Parties.

- In particular, in accordance with Rule 9 of the regulation adopted by the Committee of Ministers of the Council of Europe on 19 November 2014, each State Party must communicate its candidates, in a maximum of three, to the Secretary General of the Council of Europe. The applications must be selected, pursuant to the aforementioned Article 66, through an open and transparent procedure. Therefore the Department published on 21 January 2015 on the website of the Government, the Department, and the Ministry of Foreign Affairs and International Cooperation, respectively, the relevant Call; and through an ad hoc Commission completed the procedure for the selection of the applications so received, and identified the three names to be communicated to the Secretary-General of the Council of Europe and followed up on that, with the competent Authorities for the subsequent submission, within March 2, 2015.

In order to raise awareness and carry out studies and research to prevent acts of violence falling within the scope of the Convention, the Italian Delegation to the Parliamentary Assembly of the Council of Europe, launched, in collaboration with the DEO, the Ministry of Foreign Affairs and International Cooperation, the Conference of Italian University Presidents (acronym in Italian, CRUI) and the Council of Europe, "The award for the best University and Ph.D. thesis on the issue of combating violence against women" for the year 2015.

By Decree of the President of the Council of Ministers, dated July 7, 2015 (registered at the Court of Auditors, on 25 August 2015), it was adopted the Extraordinary Action Plan against Sexual and Gender-Based Violence.

As for the financing of the aforementioned Plan, Act No. 14/2013 (the so-called Stability Law-2014) in paragraph 217 of Article 1 increases by 10 more million Euros, for each of the years 2014, 2015, 2016, the endowment of the Fund for policies relating to rights and equal opportunities,

The above Plan, elaborated in accordance with Article 5 of Decree-Law No. 93, as converted into law by Act No. 119/2013, pursues the aims of preventing and combating gender-based violence through a plurality of actions in various areas: information and awareness-raising campaigns; promotion in the

education sector, of training on the issue of prevention and fight against sexual and gender-based violence; strengthening anti-violence centres and the services of assistance and protection for the victims of gender-based violence and stalking; specialized training for service providers who - in various capacities - come into contact with victims of sexual and gender-based violence; collection and processing of data on violence against women; provision of relevant specific positive actions; definition of a structured governance system at all governmental levels, which is also based on the different experiences and good practices already implemented by local networks and on the ground.

This Plan also provides for the construction of a national database aimed to improve the knowledge of the phenomenon under reference, with a view to better steering relevant intervention policies and actions. In this regard, at the Department, by DPCM, dated October 19, 2015, a Group of Experts was set up with the task of drawing up proposals for the definition of a information data system on gender-based violence to be constantly updated in view of the establishment of a specific database. This Expert Group gathered, for the first time, at the Department, on December 1st, 2015.

With regard to the allocation of resources pursuant to Article 5bis of Act No. 119/2013, the Regions transmitted reports on the use of resources allocated in the years 2013-2014. With the aim of making the system increasingly transparent, both in terms of objectives and results, an interactive map was published on the institutional website of the Department, also in order to enable users to learn about the relevant regional situation with regard to the resources allocated (17 million Euros), as follows: 10 million Euros, for the year 2013; and 7 million Euros, for the year 2014); the interventions put in place, as well as the relating qualitative/quantitative outcome (until December 31st, 2015).

On November 25, 2015, on the occasion of the "International Day for the Elimination of Violence against Women", mention has to be made of the following initiatives:

- Press conference with the National Association of Italian Municipalities (acronym in Italian, ANCI), to enhance collective awareness about the need to fight against all forms of violence against women and above all, to support and implement anti-violence services in Italian Municipalities.
- The launch of the information campaign promoted, in collaboration with the Italian Post (*Poste italiane*), aimed at disseminating, through the territorial network of Post Offices, the knowledge of the 1522-Helpline number, dedicated to victims or witnesses of gender-based violence and stalking.
- The launch of the awareness-raising campaign, entitled "THE VOICE OF WOMEN. United against violence", jointly with the Italian State Railways Company (*Ferrovie dello Stato*) and WeWorld *Onlus*;
- The last stage of the "FIVE MEN" project - A social communication campaign carried out by the Department for Equal Opportunities, on the issue of zero tolerance towards gender-based violence, within which schools played a leading role.

Over the year, actions aimed at fighting gender-based discrimination have been implemented, under EU thematic Funds (i.e. the 7th Framework Programme for Research; the Progress Programme; the Specific Programme on "Fundamental rights and citizenship" (2007-2013); the Prevention of and Fight against Crime Programme for 2007-2013; and the Rights, Equality and Citizenship, 2014-2020).

B. Stakeholders engaged in the drafting of the present Report

DEO is responsible for the coordination of the present report, which includes contributions coming from the following Institutions: Department on Family Policies of the Presidency of the Council of Ministers; the Ministry of Justice; the Ministry of Education, University and Research (acronym in Italian, MIUR); the Ministry of Interior; the Ministry of Economic Development; the Ministry of Economics and Financing; the Ministry of Defence; the Ministry of Health; the Ministry of Labour and Social Policies; the Ministry of Foreign Affairs and International Cooperation (acronym in Italian, MAECI); the National Equality Councillor; National Institute of Statistics (ISTAT); National Children's Ombudsperson; Regions and Autonomous Provinces of Trento and Bolzano; the National Research Council (acronym in Italian, CNR); RAI – Italian Broadcasting Service; and AGCOM (standing for, National Communications Authority).

PART II

A. Political Strategy and Adopted Measures

The Government of Italy takes this opportunity to reiterate that one of its priority areas is to implement fully the Convention, as is reflected in the current governmental action to firmly pursue the objectives of the new National Strategic Plan on Men Violence Against Women, 2017 - 2020. Within this framework, the Government of Italy has promptly re-established the relevant inter-institutional Control Room (In Italian “*Cabina di Regia*”), which held its first meeting on September 26th.

More generally, the Government of Italy works to ensure an integrated institutional system as described in further details below. In particular, the utmost attention has been paid to, inter alia: GBV; employment; reconciliation; health; education and the fight against stereotypes.

In this context, the Government has developed specific gender mainstreaming policies, through ESF and ERDF and by a systemic collaboration with the Regions of Italy.

By recalling information provided above under Part I, please find below further details:

Normative overview

Act No. 77/2013 (Official Bulletin No.152/2013)

Ratification and implementation of the Council of Europe Convention on Prevention and Combating Violence against Women and Domestic Violence, signed in Istanbul, on May 11, 2011. This Convention, done at Istanbul, on May 11, 2011, entered into force, on August 1, 2014, following the tenth ratification. Within this framework, Italy played an important role, being among the first European countries to ratify it, by means of Act No. 77/2013.

Decree-Law No. 93/2013, converted, with amendments, into Act No. 119/2013, on “Urgent provisions on safety and for the fight against gender-based violence, as well as on civil protection and compulsory administration of provinces”. The Government's normative action has been developed by a twin-track approach:

- Protection and prevention - Through rules aimed at strengthening measures already in place;

- Repression, by which to amend relevant criminal law provisions, in compliance with the Convention.
 - o The importance of the so-called witnessing violence has been acknowledged. This is a phenomenon that takes place when children are witnesses of the violence being perpetrated by a family member against another family member: for example, from a spouse against the other spouse (intimate partner violence).
 - o In order to better protect the victim of stalking, two specific aggravating circumstances have been included in our criminal law:
 - The former, in the event that the offense is committed against a person whose offender is the spouse, even if separated or divorced, or when the offender who is or was bound by affective relationship to the victim;
 - The latter, in the event that the crime is committed through IT or electronic communication tools.
 - Among the measures adopted in favour of victims, it is to be reported, inter alia, that free legal aid applies also to the victims of family ill-treatment, stalking, and female genital mutilation, regardless of their income/ by means of derogation from income limits, as is already the case with the crime of sexual violence.

Article 5 requires the Minister for Equal Opportunities to draw up an extraordinary plan against sexual and gender-based violence, in conjunction with the new EU planning for the period 2014-2020.

This Article provides for funding equalling to 10 million Euros for the year 2013, for the implementation of actions to support women victims of violence.

- On July 22, 2013, the Government established the "Inter-institutional Task Force on violence against women", coordinated by the Department for Equal Opportunities that ensured the full involvement of all stakeholders in the elaboration of the above Plan: the various Ministries (Justice, Home Affairs, Health, Education, Foreign Affairs, Defence, Economics and Finance, Labour and Social Policies, Equal Opportunities, Economic Development) and the local representatives engaged in the fight against the phenomena under reference.

Act No. 14/2013
Stability Law-2014

Paragraph 217 of Article 1 has increased by 10 more million Euros, for each of the years 2014, 2015, 2016, respectively, the endowment of the Fund for policies related to rights and equal opportunities in order to finance "The Extraordinary Action Plan against Sexual and Gender-Based Violence".

Act No. 107/15, dated July 13, 2015 (Official Bulletin No.162/ 2015 (Text re-published on Official Bulletin No.175/2015 (*Ord. Suppl.*)), on the reform of the national education and training system, and delegation for the reorganization of the legislative provisions in force. Its Article 1, paragraph 16, provides that the three-year Plan on training offer ensures the implementation of the principles of equal opportunities, by promoting education to gender equality and the prevention of gender-based violence and of all forms of discrimination, from within the limits of expenditure referred to in Article 5-bis, paragraph 1, first sentence, of Decree-Law No. 93/2013 (converted with amendments into Act No. 119/2013).

- This is one of the objectives of the Extraordinary Action Plan against Sexual and Gender-Based Violence referred to in Article 5, paragraph 2, of the aforementioned Decree-Law (No. 93/2013).

STABILITY LAW-2016

Act No. 208/2015

In accordance with the European legislation on the protection and assistance to victims of crime, a protection pathway called "protection pathway for victims of violence" has been established at the health-care facilities and hospitals.

By Decree of the Presidency of the Council of Ministers (acronym in Italian, D.P.C.M.) to be issued within sixty days of the entry into force of the Stability Law, the Guidelines for making the aforementioned pathway operational is to be defined at a national level, and the relating implementation is realized through multidisciplinary groups of judicial, health-care and social care providers, including those ones for the victim's taking charge when she intends to file a complaint.

Ministerial Decree, dated October 28, 2014

Article 4, paragraph 24, letter b) of Act No. 92/2012 introduces, on an experimental basis, for the three-year period 2013-2015, the possibility for the working mother to request, at the expiry of the maternity leave and as an alternative to parental leave, the so-called child-raising vouchers for the purchase of babysitting services or other child care services, to be used in the eleven months following the compulsory leave, for a maximum of six months. This application can be also submitted by the worker, who has resorted to the parental leave, partially.

The Decree dated October 28, 2014, defines the access criteria and the methods for using the benefits, recognizing an allowance of up to 600 Euros, per month, for a maximum of six months, to working mothers, employees of public administrations or of the private sector, and those ones registered under the so-called INPS (standing, for National Institute on Social Security) Separate Management. Within this framework, the National Institute of Social Security (acronym in Italian, INPS) issued a circular letter No. 169/2014, by which it provides for the operational instructions for the two-year period 2014-2015.

- Since this benefit is granted within the limits of 20 million Euros for each of the years 2014 and 2015, the above circular letter underlines that the admission to the above benefit is conditional upon the economic situation indicator called ISEE (standing for, Equivalent Economic Status Indicator).

STABILITY LAW 2016

Act No. 208/2015

Contribution to the baby-sitting service extended for one more year – This envisages the possibility for the working mother employee or under a collaboration contract, to request an economic contribution for the baby-sitting service or for childcare services. This is an allowance extended to self-employed women or businesswomen.

STABILITY LAW 2015

Act No. 190/2014

Provisions for the elaboration of the annual and multi-annual State budget

With regard to family policies, it has been envisaged for each child born or adopted between January 1, 2015 and December 31, 2017, a check of 960 Euros per year, to be paid by monthly instalments of 80

Euros, up to the third year of child's life, or until the third year after the adopted child has entered the family. This allowance is provided for the children of Italian or EU citizens, as well as for the children of Non-EU nationals with an EU long-term residence permit in Italy, provided that the family of the applicant is in a economic situation corresponding to the ISEE threshold not exceeding 25,000 Euros, per year. The annual amount of this benefit is doubled when families' ISEE (standing for, Equivalent Economic Status Indicator) does not exceed € 7,000.00, per year.

JOBS ACT

Act No. 183/2014

Delegation to the Government regarding the reform of social safety nets, services for work and active policies, as well as the reorganization of the regulation of labour relations and of inspection activities and the protection and reconciliation of professional, private life and care needs. It envisages:

- 1) In terms of purposes, the extension of maternity benefits to all working women;
- 2) Active policies, as well as the reorganization of labour relations and inspection and protection activities and reconciliation of care, life and work needs;
- 3) The extension to the employed mothers of the right to the maternity allowance, even when lacking the payment of contributions;
- 4) The introduction of a tax credit for women workers with children or persons with disabilities who are not self-autonomous under given thresholds relating to the individual income;
- 5) Recognition of the possibility of transferring holidays between employees in the event of an employee being the parent of a sick child – and thus in need of extra-time for his/her child;
- 6) Integration of the provision of services for parental care in the public-private system of services to the person;
- 7) Encouraging collective agreements aimed at facilitating flexible working hours and flexibility in the use of productivity bonuses;
- 8) Introduction of leaves dedicated to women inserted in the protection pathways relating to gender-based violence;
- 9) The extension of the reconciliation measures provided for in the labour public sector;
- 10) The simplification and rationalization of the bodies, skills, and Funds operating in the field of equality and equal opportunities and labour market.

In terms of simplification of procedures and obligations, this Act mandates the Government to define the rules for simplification and rationalization of procedures and obligations, for citizens and businesses with regard to the establishment and management of labour relationships, as well as with regard to hygiene and safety at the workplace. In brief, it envisages:

- 1) Simplification of the procedures and obligations related to the establishment and management of the labour relationship;
- 2) The fight against the blank resignation;
- 3) The performance of all obligations of an administrative nature, by electronic means only.

Legislative Decree No. 80/2015, published in the Official Bulletin No.144/2015 on Measures to reconcile professional, private life and care needs provides for measures aimed at protecting working mothers and at promoting opportunities for reconciliation of private life and work, for all workers, both men and women. The extension of the measures to the following years is subject to the entry into force of Legislative Decrees that provide adequate financial coverage. In particular, it envisages:

- (a) Additional days of compulsory leave, when they have not been enjoyed before the delivery (due to unexpected delivery), to be added to the compulsory leave due after the delivery, even when the compulsory leave has overcome the five-month threshold;
- b) The right of the mother, in case of hospitalization of the new-born in a public or private facility, to request the suspension of the compulsory maternity leave and to use it, totally or partially, from the date of her child's hospital discharge;
- c) The economic treatment relating to the compulsory maternity leave is also valid in the case of termination of the labour relationship for a just cause consisting in gross negligence from the side of the female worker;
- d) The right to unpaid leave without compensation for the period spent abroad, as a period requested to meet the obligations related to the international adoption procedure and to meet the child to be adopted. This is granted to the worker, both woman and man, when the worker, for this period of stay abroad, or for a fraction thereof, has not requested maternity leave corresponding to the mandatory leave;
- e) With regard to parental leave and the time limit within which the parent is entitled to an allowance equalling to 30% of his/her salary, this has been extended from the age of three to the age of six of his/her child;
- f) The increase from the age of 8 to the age of 12 of the child, of the time frame within which one of the parents can exercise the right to extend the parental leave when the child is affected by a serious disability;
- g) The extension of the parental leave up to the age of 12 of the child, to adoptive or foster parents;
- h) The exemption from the obligation to work the night shift (from 24 to 6 a.m.) for the adoptive or foster working mother during the first three years after the minor's entry into the family and, in any case, no later than the child's age of 12, or alternatively and under the same conditions, for the adoptive or foster working father, cohabiting with the above lady;
- i) The recognition for the working mother and father to resign without prior notice (who benefits or benefited from maternity/paternity leave) until the child turns to the age of one (or, in the case of adoption or custody, until the end of the first year of the minor's entry into the family);
- j) The extension from three to five months of the duration of the maternity allowance to those working mothers registered under the so-called INPS (standing for National Institute of Social Security) Separate Management (and not registered under other mandatory basic pension schemes);
- k) The introduction of paternity allowance in favour of the self-employed worker replacing what would be paid to the self-employed working mother in cases of: her death or serious illness of the mother; mother abandonment; father's sole custody;
- l) The increase from three to five months of the duration of the maternity allowance relating to self-employed working women, in the event of adoption, as well as in case of custody when the child is below the age of six;
- m) The introduction of the paternity allowance in favour of the freelance professional, replacing the one (or the residual part of it) that would have been allocated to the freelance mother (enrolled in one of the aforementioned Bodies/schemes) in cases of: her death or serious illness of the mother; mother abandonment; father's sole custody;
- n) Private employers will benefit from the exclusion of those workers admitted to teleworking, for reasons linked to the needs of parental care and under collective agreements, from the calculation of the numerical limits provided for by law or collective agreement in accordance with specific regulations and institutions;

- o) The introduction for female employees and workers, who are under coordinated and continuous collaboration contract, of the right to get paid leave and to the suspension of the contractual relationship, for reasons related to their (certified) protection pathway as victims of gender-based violence (in both cases, there is a maximum threshold of three months);
- p) The provision, on an experimental basis, for the three-year period 2016-2018, of a share equalling to 10% of the "Fund for the financing of social security contributions to incentivize second-level bargaining" for the promotion of reconciliation between professional and private life.

Legislative Decree No. 151/2015, published in the Official Bulletin No.221/2015, containing "Provisions for the rationalization and simplification of procedures and requirements for citizens and businesses, and other provisions concerning the labour relationship and equal opportunities", aims to inter alia ensuring that the resignation be submitted on a voluntary basis and thus the labour relationships be concluded on a consensual basis, in order to firmly and effectively counter the heinous illegal practice of "blank resignation". The Text provides that the resignation to be valid requires that the will of the worker is expressed exclusively by electronic means, on a specific form to be made available by the Ministry of Labour, transmitted to the employer and the relevant competent territorial Directorate according to the modalities identified by a specific Ministerial Decree (to be issued within 90 days from the entry into force of the above Legislative Decree).

- Procedurally, the submission of the relevant form can also be made through patronages, trade unions, bilateral bodies, and certification commissions.
- Within seven days from the date of transmission of the form, the worker has the right to withdraw the resignation with modalities similar to the ones above described.
- In case of violation of the obligations by the employer, sanctions from 5,000 to 30,000 Euros are foreseen and do not preclude the legal action.

With regard to provisions on equal opportunities, the main interventions concern:

- The revision of the territorial area covered by the provincial gender equality councillors, following the abolition of the Provinces;
- The change in the composition and responsibilities of the National Gender Equality Committee;
- The modification of the powers and procedure for the selection and appointment of the Councillors, by simplifying the appointment process and overcoming the uncertainties due to the previous wording;
- The introduction of the principle according to which the spoil system referred to in Art.6, paragraph 1, of Act No. 145/2002 does not apply to gender equality councillors;
- The redistribution of charges among the bodies concerned, to support the activities of the councillors;
- The introduction of the National Conference of Gender Equality Councillors, to strengthen and increase the effectiveness of their action, and to allow the exchange of information, experiences and best practices. This Conference replaces the Network of Gender Equality Councillors, and operates without impacting on public finance.

STABILITY LAW 2016

Act No. 208/2015 modifies the so-called "Women's Option", so as to allow the access of women workers to early retirement benefits: when the lady aged 57 and 3 month is an employee and has been

paying her contributions for 35 years or more; and when the lady aged 58 and 3 months is self-employed, provided they opt for the so-called full contributory calculation by December 31, 2015.

An annual monitoring of the number of women workers and of the resources used for the so-called "Women's Option" is envisaged.

- The objective was to extend this experimentation beyond December 31, 2015, in the event that resources savings are realized. By September 30 of each year, it is scheduled the transmission of a report to the Parliament, by the Government, based upon the data collected by INPS.

Against this background, with specific regard to the DEO's role, over the years it has been strengthening its coordination role.

- The DEO is thus responsible for guidance, proposal and coordination of regulatory and administrative initiatives to support women's human rights; prevent and eliminate all forms of discrimination; combat all forms of violence against women, exploitation and THB.
- DEO is also tasked with the organization of relevant information and data-collection, also through specific databases. Within this framework, it promotes surveys, monitoring, training and information activities on equality and equal opportunities as well as to fight against gender-based violence, adoption of the necessary initiatives for the programming, guidance, coordination and monitoring of ESF and ERDF's use.
- DEO also coordinates all relations with State, regional and local Authorities, as well as with bodies operating in the field of equality, equal opportunities, fight against gender-based violence, both in Italy and abroad.

A.1. Focus on some relevant labour sector-related measures

Ministry of Labour and Social Policies - As earlier mentioned, the Government approved Legislative Decree No. 80/2015, which provides, in Article 24, for women victims of violence (to be certified by social services) a special leave permit of a three-month term.

- The leave is available for both employees and short-term workers, called in Italian, "Co.Co.Co.", who fall within the protection scheme implemented by social services. They have the right to take this leave for a maximum period of three months, which can be also taken on a fractional basis, within a three-year term.
- During this period, the employee gets compensation by INPS, consisting of the last salary and of the social security contribution.

According to INPS Circular Letter No.65/2016, the worker is entitled to transform his/her full-time job into a part-time, and vice-versa, whenever possible.

- Other specific responsibilities of the Ministry of Labour and Social Policies on violence against women are described in further details in the "National Strategic Plan on Men Violence against Women, 2017-2020 (page 29)" elaborated by the Department for Equal Opportunities and available at the following link:
<http://www.pariopportunita.gov.it/media/3394/testo-piano-diramato-conferenza.pdf>

With regard to the labour sector, to follow-up to the relevant activity previously carried out by the General Directorate for Inspection Activities (acronym in Italian, DGAI), the Central Directorate of the National Labour Inspectorate (acronym in Italian, INL), when performing its task aimed at coordinating the supervisory action in the field of labour and social legislation to combat undeclared and irregular work and in the context of annual planning, pays specific attention to the fight against discrimination between men and women at the workplace.

- Based on the outcome of the planned inspections, the inspection staff verifies, also thanks to the fruitful exchange of information with gender equality councillors, the existence of relevant infringements; guarantees the notification of administrative sanctions and of the crimes reported to the competent judicial authority in relation to the relevant conducts.
- Furthermore, in case of non-payment of the exact amount of salary due (for example in the event of gender-based discrimination), in addition to the application of the penalties provided for by law, the inspector may resort to the procedure, called "Warning to ascertain (*diffida accertativa*)" pursuant to Art.12 of Legislative Decree No.124/2004-

The total number of crimes detected by the labour inspectors in this area, during the last three years, equals to: 382, in 2014 (data monitored in 2014 was only related to criminal conducts, with the exclusion of administrative offences); 1,097, in 2015; and 711, in 2016 (in 2015 and 2016, data includes criminal and administrative offenses).

- These crimes were particularly concentrated in the service sector, in which female employment is traditionally more consistent. In particular, in this sector, violations amounted to: 253, in 2014; 895, in 2015; and 585, in 2016, respectively.

With regard to blank resignations (letter of undated resignation) and discrimination against working mothers, the above-mentioned Central Directorate (always in continuity with the work done until last year by the former DGAI of the Ministry of Labour and Social Policies (acronym in Italian, MLPS)) monitors the measures validating the resignation, as well as the agreements signed by the working mothers and/or fathers managed by the local job centres pursuant to Art.55, paragraph 4, of Legislative Decree No.151/2001 (Consolidated Text on maternity protection, as amended). It also prepares an annual report, which is published on the relevant institutional website.

- The inspection staff, with regard to the sensitive task of validating the resignation, must verify the willingness of the worker to resign, by conducting a direct interview with the workers during which they also provide information on the main rights envisaged by the aforementioned Consolidated Text.

Furthermore, in the annual report on the presence of migrants in the labour market in Italy, published annually by the Directorate for Immigration and Integration, there is an in-depth analysis of all aspects of the employment situation of migrants; and special attention is paid to women migrants, thus contributing to the definition of interventions in favour of the female employment rate. The Directorate on Immigration and Integration publishes the annual reports on migrant communities in Italy, which contain gender disaggregated data, thus making them an important tool for understanding the characteristics of migrant women in Italy (i.e. Albanians, Chinese, Ecuadorians, Egyptians, Indians, Moldavians, Pakistanis, Peruvians, Sri Lankans, Tunisians, Ukrainians) and for contributing to define gender-sensitive public policies.

- Furthermore, it is important to mention the launch of the project "Promoting the opportunities for refugee workers / FORWORK". This project is funded by EASI - Call for Fast and focuses on the integration of third-country nationals in the labour market. It address exclusively asylum-seekers, refugees and their family members; and its main partner is the National Agency for Active Policies of the Labour Market (acronym in Italian, ANPAL)⁷.

Against this background, mention has to be made of the National Equality Councillor, working at a national, and territorial level. She undertakes initiatives to ensure respect for non-discrimination and promotion of equal opportunities at work-place. She specifically promotes and monitors gender discrimination cases.

- In general terms, to prevent discrimination Art. 50-b of the Equal Opportunities Code⁸ stipulates that collective agreements may provide for specific relevant prevention measures, including codes of conduct, guidelines, best practices, particularly on, inter alia: harassment and sexual harassment at the workplace; working conditions; and training⁹.

B. Financial Resources

From a chronological standpoint, mention has to be made of the following: On July 7, 2015, the Extraordinary Plan was adopted by DPCM, to establishing a multi-level governance system of public policies to combating GBV and support victims, through the allocation of about 40 million Euros, for 3 years.

- Within this framework, on the International Women's Day-2016, a 12-million-Euro Public Call for Proposals was issued to finance projects to strengthen shelters and support services to women victims of violence and their children, as well as to enhance the local services network.
- Furthermore, within the framework of the implementation of para.4 of the Plan, through an additional DPCM of 25 November 2016, the Government has allocated further 13 million Euros to be distributed among Regions and Autonomous Provinces for the implementation of projects and actions on: training of health personnel of hospitals' emergency rooms; promotion of victim's entry to the labour market; access to public housing for victims; establishment of systems for the collection of data on the phenomenon at the local level.
- 2 million Euros to set up a specific relevant ISTAT-led database.
- 5 million Euros for education.
- 5 million Euros for awareness-raising
- 1 million Euros for external evaluation by the National Research Council.

Within this framework, in accordance with Act No.119/2013 the Government also allocated for the whole period 2013-2016, about 35 million Euros to Regions, to finance the strengthening of anti-violence centres and shelters and for the opening of new ones.

⁷ Ministry of Labour and Social Policies

⁸ Art. 1 of the Code on Equal Opportunities Between Women and Men (Legislative Decree 198/2006)⁸ sets forth: "*Relevant provisions envisage measures, aimed at eliminating whatsoever distinction, exclusion or limitation based on sex, which might affect or hinder the enjoyment and exercise of human rights and fundamental freedoms (...)*" in all spheres of life. This Code introduces gender-mainstreaming and aims at standardizing the relevant national legislation to better implement the principle of gender equality, de iure and de facto.

⁹ For further information, please kindly refer to Item G of Part III below.

By Act No. 38/2009 (Articles 12,13) introducing the crime of stalking in 2009, it has been earmarked an annual allocation of (gross) 1 million Euros for the relevant National Helpline “1522”¹⁰.

As for additional information on financial resources, please kindly refer also to the information above provided under Part I and the one reported below under Part IV, with regard to in particular the Regions and Autonomous Provinces of Trento and Bolzano.

C. Non-Governmental Organizations (NGOs) and Civil Society

With regard to NGOs and civil society, it is to be stressed that the technical body supporting the above-mentioned Control Room for the National Strategic Plan on Male Violence Against Women, 2017 - 2020 is under re-establishment (former Anti-Violence Observatory).

By the above Control Room and the so-called Technical Committee (formerly Anti-Violence Observatory), it is confirmed the full involvement of relevant CSOs.

With regard to cooperation and dialogue with CSOs, mention has to be, inter alia, of the organization of meetings with the main national NGOs and trade unions on occasions such as: before the yearly session of the United Nations Committee on the Status of Women (CSW); before the development and implementation of specific interventions, such as the National Extraordinary Action Plan on Sexual and Gender-based Violence and the National Action Plan on THB; on the issuance of Call for Proposals addressing NGOs to finance actions to promote equal opportunities, and their involvement in European projects; and on the drafting of reports to the UN.

D. Bodies in charge of coordination, implementation, monitoring and evaluation

As for the coordinating body, please kindly refer to the information above provided with regard to the DEO.

E. Data-Collection and Research

Data on violence against women is collected by multiple Institutions, according to their respective capacities and area of responsibility.

1522 Helpline

Since 2006, it has been active a number of public utilities/Helpline for women victims of violence and stalking and/or witnesses of violence. The DEO has entrusted the management of this service to an Association, from 2012 onwards, following a European procedure.

This service is provided by trained and qualified service providers who help the victims refer to the territorial services of the anti-violence network. Periodically (every three months), this Association transmits data to the Department, on the number of calls, the relating cases of taking in charge, the violence suffered, and the services involved. These reports are collected on the institutional website of the Department, from the beginning (in 2006).

¹⁰ By considering the taxes and the new administrative regulations, the final total amounts to about 600,000.00 Euros.

- Needless to say, the indicators have been adapted to the legislative and regulatory development (<https://www.telefonorosa.it/gestore-1522/>).

National Institute of Statistics (acronym in Italian, ISTAT)

As for statistical data, ISTAT annually collects data from administrative sources originating from the Ministry of the Interior, the Public Prosecutor's Office, and the central criminal register. It also collects data from population surveys, such as the survey on violence against women, and the survey on the safety of citizens that detects sexual harassment and sexual blackmail at work-place¹¹.

Regarding the administrative sources, ISTAT is responsible for the validation of the publication of data in its database, as available at the Institute's website and through some dedicated publications (also available on the above website). Furthermore, starting from November 2017, the website of this Institute gathers the publications and data stemming from the sources above described in a page dedicated to gender-based violence¹².

As for the relevant Police's statistics (source: Ministry of the Interior), data refers to: the crimes reported to the judicial Authority by the State Police, Carabinieri Corps and *Guardia di Finanza*; the number of crimes reported by the Police forces to the judicial Authorities, crimes whose author has been detected, per year (percentage values on the total number of crimes, per year); number of reports relating to persons reported and put under arrest by Police forces; number of crime perpetrators reported/arrested by Police forces; number of victims of crime.

- Data is disaggregated by: gender; age; type of violence (intentional homicide, stalking, sexual violence, beatings); citizenship; country of origin (for foreigners); and geographical location (Regions).

As for the Ministry of Justice - District Public Prosecutors' Office, the data refers to: number of proceedings; crimes after the decision of the Public Prosecutor; average time lapse between date of registration and date of definition of the proceeding (in months); total proceedings from a crime standpoint.

- Data is disaggregated by: age of the defendant (child/adult); type of violence (intentional homicide, attempted homicide, consensual homicide, involuntary manslaughter and negligent homicide, beatings, smuggling, trafficking in persons, slavery, and children trafficking for sexual purposes, crimes of sexual violence, multi-perpetrator sexual assault, sexual violence, stalking, family ill-treatment or child abuse); and geographical location (Regions).

Moreover, data is also collected with regard to: convicted persons by final verdict; number of convicted persons per crime by final verdict; average time lapse between the date of the crime and the date of the verdict (in months); number of crimes committed by convicted persons by final verdict.

- The data is disaggregated by age of the author (minors / adults); type of violence (see above); citizenship; geographical location (Regions); type of judicial office; penalty (fine, imprisonment, house arrest, placing the offender under the supervision of a social worker, only), penalty duration.

¹¹ https://www.istat.it/it/files/2018/02/EN_sexual_harassment.pdf

¹² <https://www.istat.it/en/archive/169135>

As for health care services-related data, in the years 2014-2015, the Ministry of Health did not collect data specifically on gender-based violence. However, it is under planning the collection of data relating to access to the emergency room (EMUR pathway) and to hospital discharge, by type of access to the service (type of violence and the author).

As for social services, support services and specialized services for victims-related data, only some Associations dealing with specialized services to victims, at a national or regional level, publish the data they collect.

- Data refers to: the services provided and the victims assisted, including the type of violence; woman's age; citizenship; the relationship with the author; and the geographical location.
 - o The data is however only published in a very aggregated form on the websites of the above Associations, in some dedicated publications, and, in a few cases, on the institutional website of the respective regions.

Against this background, mention has to be made of the ISTAT-DEO MoU signed in 2016, as supplemented by an Institutional Agreement (March 2017). The latter envisages the collection of data concerning anti-violence centres and shelters.

- In particular, ISTAT conducted the first survey on the services provided by the anti-violence centres in 2018.
- In the second half of 2018 ISTAT will cover the services provided by the shelters; and in 2019 it will consider the users/beneficiaries referring to the anti-violence centres.
 - o The three surveys have been designed taking into account the details of the required data and will be replicated on an annual basis.
 - The first one will refer to the 2017 data.

Regarding sample surveys, in 2014 ISTAT conducted a sample survey exclusively dedicated to violence against women. This survey called "Survey on Women's Safety" had been conducted by ISTAT as early as 2006; and a new edition is being planned (2019).

- o The survey-related data has been made public through publications and tables of data available on the ISTAT's website (www.istat.it).
 - The data so collected refers to different aspects of the phenomenon under reference: the number and socio-demographic characteristics of the victims; the risk factors; and the inter-generational transmission of violence; the forms of violence; the dynamics of violent episodes, severity and consequences; the degree of awareness of the victims; and the pathway undertaken to escape from violence through the use of dedicated authorities and services.
 - The forms of violence under consideration are as follows: physical, sexual, psychological and economic violence; stalking, as well as the presence in the family of children who have suffered or witnessed domestic violence.
 - Data is collected on a regional basis.

As for the physical violence inflicted by a non-partner, a current partner or a former partner, the data also covers the following:

- if the woman was under threat to be physically hit in a way that really scared her;
- hit with an object that hurt her or otherwise that could have hurt her;
- pushed, gripped, tugged, twisted her arm or pulled her hair, by hurting or scaring her;
- slapped, kicked, punched or bitten; was victim of an attempt to strangle, suffocation or burn;
- was victim under threat of or by the use of a gun or a knife.

- It is also detected if the woman has been: forced to have a sexual intercourse; forced to have an attempted sexual intercourse; forced to engage in sexual activity with other people, including to have sex for money or in exchange of goods or favours; forced to intercourse with her partner even if she did not want but was afraid of his reaction; forced to do some sexual activity that she found degrading or humiliating; sexually touched against her will in a way that bothered her (by a non-partner, only).

As for sexual violence suffered before the age of 16 it is detected if the female interviewee was: touched in her private parts - the genitals or the breast; forced to touch the private parts - the genitals or the breast - of the author of violence; forced to make sex.

It is also collected the data concerning the physical violence before the age of 16, perpetrated by the mother or the father; as well as the physical violence suffered by the mother and perpetrated by the father.

In terms of main results, the 2014 survey shows that 6 million 788 thousand women have suffered some forms of physical or sexual violence during their lifetime, of whom: 31.5% aged 16-70; 20.2% suffered physical violence; 21%, sexual violence; 5.4%, more severe forms of sexual violence such as rape and attempted rape.

- There are 652,000 women who have suffered rape, and 746,000 were the women victims of attempted rape.
 - o Current or former partners commit the most serious violence: 62.7% of the cases of rape is committed by a current or former partner. The authors of sexual harassment are instead unknown people in most cases (76.8%).

Considering the cases of violence against women with children, the percentage of children who witnessed violence against their mother in 2014 amounts to 65.2%. Separated or divorced women have suffered more physical or sexual violence than others (51.4% against 31.5%). Critical is also the situation of women with health problems or disabilities:

- o 36% of those ones in a poor health situation have suffered physical or sexual violence;
- o 36.6% are the women victims with serious limitations:
 - the risk of being raped or being victim of attempted rape doubles with a 10% versus 4.7% of women without any problems.

In 2014, 26.4% of women have suffered psychological or economic violence from their current partner, and 46.1% from a former partner. In 2014, the most serious psychological violence (threats and being confined at home or being chased) related to 1.2% of the women in couple, for a total of 200 thousand women, while for about 50 thousand women (0.3%), their children were subjected to threat and retaliation. As for women who are separated, the exploitation/use and the threat relating to children

from ex-partner reaches 3.4%; and the rate for the most serious psychological violence cases equals to 13.5%.

Gender-based violence is a phenomenon still under-reported. It is high, in fact, the proportion of women who do not talk to anyone about the violence they suffer (28.1% in case of partner intimate violence; 25.5% in the event of non-partner violence); who did not report (the reporting rates concern 12, 2% of partner intimate violence and 6% of non-partner violence, respectively); who does not look for help; still few are the women who refer to an anti-violence centres or in general to a specialized service (3.7% in the case of domestic violence and 1% for those cases which do not fall within the former, respectively).

- It should be noted that the awareness of women victims is improved if comparing it to the 2006 survey¹³.

National Children's Ombudsperson - Children and youngsters are the hidden face of gender-based violence. When considering violence against women, the risk of losing sight about violence against children may emerge. Gender-based violence often means violence against children, impacting on their imaginary, their certainties, their emotional, and psychic world, and ultimately, on their future.

- Dealing with gender-based violence also means dealing with victims of witnessing violence, who in the most tragic cases can find themselves orphans of domestic crimes.
- In compliance with the GREVIO Questionnaire about disaggregated data (see Introduction to the Questionnaire), the National Children's Ombudsperson stresses the importance of providing data with specific regard to children as long as, for the purposes of the Convention under reference, the term "women" includes girls under the age of 18. Therefore, every chance to obtain data concerning children is essential to steer targeted policies.

Within this framework, it is useful to recall that data (flows and/or statistics) concerning unaccompanied minors (UAMs) considered by the Directorate General for Immigration Policies and Integration (being responsible for census of the UAMs, in Italy).

- The above Directorate periodically publishes data on their presence. A computer system called SIM collects all the information relating to UAMs, as reported by all actors in charge of their identification and reception in the national territory.
- The national report, containing aggregated and anonymous data, is published monthly on the institutional website of the Ministry of Labour and Social Policies.
 - o Furthermore, every four months a specific monitoring report is also published and refers to the data so collected.

Under the relevant reporting on UAMs, specific attention is paid to female unaccompanied minors in order to provide indicators of potential victims of sexual exploitation; and the data is disaggregated by age groups; citizenships; and hosting Regions.

¹³ The first 2006-ISTAT survey indicates that 6.7 million women, aged 16-70 (31.9 per cent of all women) had been victims of violence¹³ at least once in their lives. Five million women were victims of sexual violence, and 1 million of rape or attempted rape. ISTAT also estimated, there were 74,000 cases of rape or attempted rape, of which 4,500 were reported to the Police. Partners commit approximately 23 per cent of sexual abuse cases (<http://www.istat.it/en/archive/34562>). On 5 June 2015, ISTAT released the follow-up survey under which 49.3 per cent of women, victims of violence, stated that they were aware of the right to free legal aid.

- As of November 30, 2017, the presence of female unaccompanied minors amounted to 1,291 out of a total of 18,508 unaccompanied minors, of whom: 51.7% aged 17; 22% aged 16; 11.3% aged 15; and 12.4% aged between 7-14, while 2.6%, under the age of 6.
- The five main countries of origin are: Nigeria (42.8%); Eritrea (17.9%); Somalia (7.7%); Côte d'Ivoire (7.7%); and Albania (6.4%).

PART III

A. Campaigns and Programmes

A.1. Awareness-raising

DEO carried out - and still does so - relevant awareness-raising campaigns.

In line with the Extraordinary Plan, it is to be reported, as a way of examples, as follows:

- Awareness-raising for the Stalking Unit, under the MoU signed by the General Command of the Carabinieri Corps and DEO.
- DEO launched various projects, such as:
 - o “FIVE MEN”, within PROGRESS, to convey a zero tolerance message on GBV, including in school system, specifically targeting men and boys;
 - o “Recognize Violence Campaign”, presented in November 2013.
- Relevant training-related initiatives include:
 - o Specific courses for law enforcement, on behavioural and organizational models already tested on the ground (Cosenza Prosecutor’s Office; Catania and Verona Police Headquarters, respectively), such as S.A.R.A. Protocol (“Spousal Assault Risk Assessment”), S.I.L.V.A. (“Stalking Victims and Risk Assessment”) and E.V.A. (“Examination of Violent Acts”);
 - o Relevant awareness-raising campaigns for the judiciary (DEO and the Ministry of Justice).
- The “Week Against Violence and Discrimination” since 2009, following a DEO-MIUR MoU.
 - o During this Week, schools organize awareness-raising campaigns and training on the prevention of violence.

MIUR

All schools participate in the International Day for the Elimination of Violence against Women established by the United Nations in 1999. In this regard, MIUR annually issues a special circular. In March, or starting from March 8 (International Women’s Day), it is launched the so-called STEM Month (Science, Technology, Engineering and Mathematics). This is an initiative aimed at providing schools of all levels with a range of useful tools to spread the passion for scientific and technological subjects and the awareness of the extraordinary opportunity, also from a professional standpoint, that STEM can offer, thus contributing to the promotion of equal opportunities and the eradication of gender stereotyping that prevents the full development of the female potentials and talents (Note MIUR, Prot. No.1104, dated March 3, 2017).

Following the Notice issued in accordance with Decree, dated 19 December 2016, entitled "During summertime, you can learn STEMs", many schools across the country have been financed to this end.

- Summer camps on science, mathematics, computer science, and coding do take place; and 1,067 schools applied for and participated in.

The DEO also prepared a list of stakeholders interested in collaborations with the Department on initiatives aimed at promoting equal opportunities in the scientific and technological sectors. This list

includes 254 stakeholders, of which 23 public and private universities, 8 schools, and 3 ITS Foundations (Higher Technical Institutes)¹⁴.

Within this framework, mention has to be made also of the awareness-raising campaign, entitled "Respect the differences" (available on the website www.noisiamopari.it) consisting of videos made by both female and male students (which are broadcast on the new social media) and of other relevant materials (such as postcards, info-graphics, videos), under #Rispetta/ledifferenze (#Respect the differences).

Ministry of Interior

As early as 2015, a relevant project, called "Camper van project - The camper of the Police against gender-based violence" was launched. It was then implemented in July 2016, jointly with the informational campaign, "This is not love" (The relating activities were extended to 2017).

The aim of this initiative is to encourage the emergence of the phenomenon under reference, by providing victims with support from a team of specialized service providers in the above Camper van and consisting of: a physician/psychologist of the State Police or from Anti-Violence Centres; experienced staff from the investigative units (*squadre mobili*); an operator from the Anti-Crime Division and/or the UPGSP (General Prevention and Public Rescue Office) Complaints/reporting Office of the local Police Headquarters; a representative from the local anti-violence network, as well as, possibly, by other representatives from relevant organizations and Associations, being particularly active at a territorial level. Thanks also to the "proactive" approach towards the potential victims, the aforementioned activities achieved positive results with: 45,000 contacts from July 2016 through September 2017; and over 400 reports to the judicial Authorities.

Ministry of Defence - The National Action Plan in accordance with UN Security Council Resolution 1325 (2000) establishes the systematic inclusion of training modules that address any discriminatory impact of armed conflict on women and girls. These modules for all Italian training programs for military, Police and civilian personnel of all levels, in particular for the personnel who must be deployed in conflict areas, also focus on codes of conduct and knowledge about Women, Peace and Security, IHRL and IHL.

B. Education

MIUR - Article 5 (paragraph 1) of Decree-Law No.93/2013, converted, with amendments, by Act 119/2013, provides for an Extraordinary Action Plan against Sexual and Gender-Based Violence.

By also using the Fund for policies relating to rights and equal opportunities pursuant to Article 19, paragraph 3, of Decree-Law No.223/2006 (converted, with modifications, by Act No.248/2006), the Minister with delegation on equal opportunities elaborated and adopted, with contribution from the Administrations concerned, women's Associations engaged in the fight against violence and the anti-violence centres, upon agreement at Unified State-Region Conference level (in accordance with Legislative Decree No.281/1997): the "Extraordinary Action Plan against Sexual and Gender-based Violence". In this regard, MIUR has committed to the following:

¹⁴ available at the link:http://www.pariopportunita.gov.it/media/3157/elenco-stem-10_07_20171.pdf

- a) Preventing the phenomenon of violence against women through information and awareness-raising, including among men and boys, about the eradication of violence against women and conflict resolution in interpersonal relationships;
- b) Sensitizing service providers from the media sectors about the realization of communication and information, including the commercials, to be respectful of women's portrayal, also through the adoption of self-regulatory codes;
- (c) Promoting adequate training for school staff, on relationships and the fight against gender-based violence and discrimination;
- (d) Promoting, in light of national educational guidelines for kindergartens and primary schools, national guidance for high schools and technical and vocational schools, with regard to both the curricular and extra-curricular teaching planning of schools of all levels;
- (e) Awareness-raising, information and training for students in order to prevent violence against women and gender-based discrimination, including through appropriate focus in the text-books.

The above "Extraordinary Action Plan against Sexual and Gender-Based Violence" was approved by Prime Ministerial Decree of 7 July 2015 and foresees seven lines of action, supplemented by special funding, besides establishing, at the Department for Equal Opportunities of the Presidency of the Council of Ministers, an inter-institutional control room, which also involves the MIUR, the National Observatory on the phenomenon of violence (MIUR Notice Prot. No. 619 dated 16 June 2017, for the selection of the participating bodies), as well as an Expert Group (established by DPCM, dated 26 February 2015), with the task of sensitizing media service providers to a communication that respect women and promotes "gender-sensitive language" in the Public Administration.

- The lines of action that mainly involve schools are: Line 5.2, the contents of which are defined in Annex B; and Line 5.3 on Training, the contents of which are detailed in Annex C.
- In particular, the aim is to foster and promote awareness, information, and training of students, through "gender-sensitive" training courses, besides a specific training pathway for teachers, both the newly appointed teachers undergoing the compulsory initial training and those ones already in service - by introducing it within the training plan for the school staff of each Institute.

The teachers are requested to educate students to gender-related issues and to play the role of "Sentinels" who can detect early warning signals and direct the minors involved in episodes of violence and their families towards appropriate structures. Furthermore, on the basis of the PO.li.TE. (Equal Opportunities in Textbooks) project, it has been planned a technical working group, including AIE publishers, to update the self-regulatory code related to gender.

Finally, in accordance with Article 6, para.1 lett. d) of Act No.128/2013, with regard to the enhancement of teachers' skills ("related to education to affectivity, respect for diversity, and gender equality and the eradication of gender stereotypes, in accordance with Article 5 of Decree-Law 93/2013 converted, with amendments, by Act No. 119/2013"), a special funding supports the establishment of a web-portal dedicated to education to mutual respect, affectivity, equal opportunities and fight against bullying and cyber-bullying (further to the Call issued by Departmental Decree No. 791 of October 23, 2014 and available at www.noisiamopari.it), in light of MIUR "Guidelines for actions to combat bullying and cyber-bullying in schools" issued in April 2015 (and updated in October 2017).

With regard to the above-mentioned Plan, the following has to be reported:

- a) Initiatives on equal opportunities between men and women - by putting in place adequate measures to remove the social root-causes of the persistence of violence;
- b) Stronger measures allowing women to participate in conflict resolution and recovery - by promoting their participation and removing barriers;
- c) Support services for victims of violence, as rooted in discrimination and inequality - by eliminating the various factors of economic, social, cultural and environmental risk;
- d) Projects for the dissemination of the culture of women's fundamental rights, human rights and on non-discrimination on the ground of gender;
- e) Collaboration with the other Ministries to coordinate events of information and awareness-raising on gender-related issues;
- f) Collaboration with regional and provincial Schools Offices, to prevent the emergence of stereotypes and prejudices against women, by promoting training/information activities, education to the affectivity for female and male students, school staff and families, with regard to the construction of male and female social identity and roles and with regard to the promotion of skills on mutual respect.

In 2017, 90 projects were submitted by educational Institutions following Public Notice "on the implementation of initiatives in schools, to implement Item 55.2 of the Extraordinary Action Plan against Sexual and Gender-based Violence", in accordance with Decree of the Head of Department dated 14 November 2016.

- On 20 July 2017, it was issued a new Call to educational Institutions for the funding of projects aimed at preventing and combating violence against women, also in accordance with the Istanbul Convention.

C. Initial Training for professionals (Article 15)

D. In-service Training

Ministry of Defence - The Italian Armed Forces have many gender-related educational programs, on:

- Prevention of sexual harassment;
- Gender-based violence;
- Strategies to prevent and tackle discrimination against the LGBT community;
- Sexual exploitation and abuse
- Sexual violence used as a weapon or / and a war tactic.

DEO - To make relevant training systematic, Italy envisages by the National Strategic Plan 2017 – 2020, relevant Guidelines so that standardised training modules aimed to the services providers in contact with victims of violence can be prepared by involving relevant professional representatives.

Ministry of Interior

Specific relevant training courses take place at the Police Schools and at the Police High School, as well as refresher courses/in-service training at the Police Headquarters.

In terms of data concerning the professionals on duty at the Public Security Administration, interested in attending an initial training course (education or professional training), mention has to be made of the following:

- The Police officers who take part in the initial training course belong to the roles of agent and assistant, superintendent, inspector, commissioner and executive. Also the State Police's physicians attend it.
 - o As regards the roles of agents, superintendents and inspectors attending basic training, participants were as follows: In the year 2014, 1,394 units; In the year 2015, 2,011 units; In the year 2016, 9,084 units.
- In the three-year period 2014-2016, initial training courses involved a total of 291 Police Commissioners (103rd, 104th and 105th training courses) and 36 State Police physicians (12th and 13th training course), respectively.

In the aforementioned three-year period, similar modules addressed to also 206 executives of the State Police (30th, 31st, and 32nd management training courses).

With regard to relevant professional training courses of Police officers, in 2014, it was held a seminar on "gender-based violence", divided into 6 cycles lasting 5 days each, with 36 total teaching periods of 50 minutes each, on average. 136 executives and officers with a managerial role within the investigative units of the anti-crime Police at the local Police Headquarters (*Questure*) attended it. *E-learning* training sessions and video-lessons on these issues are available for Police staff.

Moreover, various projects have been completed under the Daphne Programme.

Worthy of mention is: MuTAVI (Multimedia Tools Against Violence), conducted by the Central Directorate of the Criminal Police Department, together with the Department of Psychology, University "La Sapienza" and "Institute for the Mediterranean". The purpose was to create and produce multimedia materials for training professionals, practitioners, and caregivers, such as Police, lawyers, as well as socio-medical staff, responsible for first contact and support for victims of violence by their partner (Intimate Partner Violence — IPV). The ultimate goal is to raise awareness and promote prevention strategies against violence, in particular, IPV — in continuity with the European project AGIS (also called Victas).

In general terms, focus on GBV and stalking is has been developed for initial/basic (a) and in service/advanced (b) training for Carabinieri personnel:

- For the basic training, students attend a module on IHRL (2,500 units, in 2013-2014).
- For the advanced training, the following activities are worthy of mention: *Prevention and Investigation of Sexual and GBV*; *Training and Awareness on Counter-Trafficking for Peacekeepers*; Seminars (financed by the DEO) to foster standardized training among the various Police Forces (about 1,650 units); Specific seminars organized at the Carabinieri Officers School from 2012-2013, with the support of Sant'Anna School in Pisa; Seminars for training Territorial Units personnel on harassment offences (about 5,700 units); a training course, "Train the Trainer Workshop: Anti-Discrimination & Diversity and Other Fundamental Rights Topics in Police Training"; other relevant initiatives, such as ad hoc training

programmes at Carabinieri-ISTI (Advanced Institute of Investigation Techniques);¹⁵ and the involvement of officers in the ODIHR group of Trainers¹⁶.

MIUR - By the National Plan under reference, about 8.9 million Euros have been allocated for projects and initiatives on education to the respect and for teachers' training:

- In particular, 900,000.00 Euros are to be used for the extension of the training offer.
- Five million Euros (National Operational Programme Funds – acronym in Italian, PON), for the involvement of 200 schools in the establishment of a relevant permanent network.
- Three million Euros have been made available for the training of male and female teachers.

Ministry of Justice - With specific regard to the training for the relevant sector's service providers, primarily the magistrates, the Superior School of the Judiciary, has been ensuring for some time now periodic and targeted training activities and an in-depth analysis of gender-based violence, and, more generally, of the protection of the vulnerable individuals. The Ministry of Justice, by defining its annual contribution to the Superior School of Magistracy's planning with regard to educational activities, committed to further deepening, for the year 2018, the issue of online hate crime, provided that conscious use of social media and effective action to combat these crimes help to spread a culture of respect, including with regard to gender relations.

On the side of the organization of the judicial offices, many Public Prosecutors' Offices, and not only those of large size, since long time have been establishing specialized groups engaged in the protection of vulnerable groups, so as to ensure the dissemination of targeted investigative strategies, along with equally targeted interventions in favour of the victims, including through a fruitful dialogue with the judicial Police delegated to the relevant investigations.

Similarly at many judicial offices, the trial stage for such crimes is covered by particularly well-experienced, trained, and skilled magistrates.

With specific regard to lawyers, the domestic law provides for both professional refresher courses and specialization measures.

Ministry of Health - The Ministry of Health, as a member of the inter-ministerial Task Force set up at the DEO in July 2013, coordinated the ad hoc thematic sub-group on "Training", to elaborate relevant Guidelines (Article 5 of Decree-Law No. 93/2013, converted into Law No. 119/2013), as later adopted by Prime Ministerial Decree dated 7 July 2015.

In this regard, it was stressed that the actions necessary to effectively prevent and combat violence should envisage integrated and multidisciplinary training for the service providers, also in order to acquire a shared language and methodology - ultimately to increase the skills of all the stakeholders while respecting their specific areas of competence.

¹⁵ The course lasts 2 weeks and aims to enhance knowledge of Territorial Units personnel (about 100 participants for each course) in order to identify adequate measures for preventing/punishing events related to GBV.

¹⁶ The RaCIS (Forensic science laboratories of the Carabinieri Force) Section on harassment offences, based on an MoU with PCM-DEO, is tasked with research besides providing advice for relevant strategies. In this context, Carabinieri has organized specific training for a standardized conduct of officers dealing with the victims of GBV — in line with a specific MoU between Ministry of Interior and DEO.

The Ministry of Health also contributed to the other areas of action under the above inter-ministerial Task Force such as:

- Data collection, for an analysis of available data sources and possible synergies or actions for a more comprehensive and timely monitoring of the phenomenon under reference;
- Evaluation of the risk of recurrence, for the analysis of methods for assessing the risk of relapse back into intimate violence;
- Education, for the definition of educational initiatives aimed at the promotion of an anti-violence culture;
- The *Rosa Code*, to be replicated, nationwide (this is a best practice put in place at some Emergency Rooms);
- Reintegration of the victims, including actions to end violence and support victims in their reintegration into labour sector,
- Initiatives dedicated to the perpetrator/abusive man;
- Initiatives for minors in order to manage the effects of witnessing violence.

In addition to the above Plan, mention has to be made of the Guidelines on training, included in the Extraordinary Action Plan against Sexual and Gender-based Violence, the aim of which is to:

- be a tool for orientation and support for the implementation of training initiatives, to be uniform throughout Italy;
- increase the knowledge of the phenomenon of violence against women in a gender perspective, including consideration for specific forms of violence from other cultures;
- provide understanding of this issue, by considering its social, cultural, psychological and legal complexity;
- spread the reception methodologies, aimed at women's empowerment, while avoiding mediation interventions;
- sensitize to the recognition of the phenomenon in every area;
- ensure an integrated model of intervention through the implementation and dissemination of a network system.

The training has been then divided into three specific areas of intervention, identified in relation to the moment in which the operator comes into contact with the victim of violence:

- Area 1: Recognition of the phenomenon: aimed at all the relevant professional of the territory who can come into contact with victims of violence and ill-treatment in any social and professional field: general practitioners, paediatricians in private practice, competent occupational physicians, health-care staff, pharmacists, Police forces, teachers and school staff, labour inspectors, provincial and regional gender equality councillors, rescue aid volunteers, religious community leaders or social groups, community educators, service providers working in home care with the elderly or the persons with disabilities, cultural mediators, counselling desks staff, CUG members¹⁷, prison Police, etc. These figures can play a strategic role as early warning mechanisms/"Sentinels" of the phenomenon of violence.

¹⁷ In light of Act No. 183/2010, "The Committees for the Protection of Gender Equality (CUGs)" took over the tasks previously entrusted to the Equal Opportunities Committees and the Joint Committees on harassment at workplace. CUG's mandate mainly consists of advisory and monitoring and covers all grounds of discrimination, as well as economic treatment, career advancement, security, and labour's access.

- Area 2: Taking charge of the victim: addressed to the service providers directly involved in the charge-taking of the victims of violence, who form the "Territorial operational network" (first aid health-care workers and specialists, law enforcement agencies, judiciary, voluntary associations, anti-violence centres, etc.). The training must support the creation or consolidation of the above network also by determining, from an operational standpoint, references and contacts to be made available to the "Sentinels", in order not to cancel the efforts of emergence of the phenomenon from the first area of intervention, which, if not properly inserted in the territorial network of services, are likely to be thwarted.
- Area 3: Accompaniment to the exit pathway from violence, addressed to the service providers of the anti-violence centres, social care workers and social assistants, psychologists and psychotherapists, psychiatrists, specialized services on the taking charge of the victims and of the authors; mental health-care workers who often deal with authors and victims of violence, public and third sector's service providers, general practitioners and paediatricians in private practice. The service providers involved in this third area of intervention must take care of the victims, who have suffered from significant physical and mental damage, often at risk of life, who must regain confidence in themselves and self-esteem when embarking on a new life pathway, as well as of the authors of ill-treatment and family members.

- National Centre for Disease Prevention and Control Project (acronym in Italian, CCM) 2014 - Blended training program

In order to enhance the ability to recognize and receive women victims of violence in the emergency rooms, from within the 2014 resources of the National Centre for Disease Prevention and Control (CCM), the Ministry of Health allocated € 260,000.00, for a key action, entitled "A blended training program for health-care professionals, and non", aimed at strengthening the territorial networks for the prevention and fight against gender-based violence, coordinated by the Superior Health Institute (*Istituto Superiore di Sanità*).

- This project was implemented in four regions (Lombardy, Latium, Campania and Sicily) by a specific training pathway on gender violence, which took into account all relevant multidisciplinary aspects. Training was provided through the so-called FAD platform (a database) and with in person meetings, to physicians and nurses from 28 emergency room: 7, per Region.
- An online training course was also provided, with a specific section aimed to the State Police and the local Police from the same geographical areas. Each Hospital was accompanied by experts to strengthen, form or activate a local multi-professional network made up of health workers, law enforcement agencies, local Police, territorial social services, Associations and anti-violence centres, sharing the methods on the reception of women and identifying tasks and availability of the Institutions so involved.

- Educational interventions in schools

The school is a key sector of prevention. In this respect, Act No 107/2015 provides, in paragraph 16, that the three-year Plan of the training offer ensures the implementation of equal opportunities

principle by promoting education in gender equality, in schools of all levels, as well as the prevention of gender-based violence and of all forms of discrimination. In this regard, as early as April 2015, the Ministry of Health and MIUR signed an MoU "On the protection of the right to health, study, and inclusion" which, among the various objectives, also includes promotion related activities with regard to education to health-care for children and adolescents, including by involving local health-care services and professionals and families. Among the areas of intervention, mention has to be made, inter alia, of "the promotion of a correct gender relationship, through interventions on affectivity-related issues". Therefore, a draft national guidelines for education in affectivity, sexuality and reproductive health-care in schools has been prepared, jointly by the above two Ministries, in which, of course, the issues of respect and prevention of violence are to be dealt with, including with the aim to help boys and girls to develop "the rejection of all forms of discrimination and violence".

E. Programs for GBV & Domestic Violence Perpetrators, Abusive Men, and Sex Offenders

As a way of examples, the former Higher Institute of Penitentiary Studies signed an MoU in 2014, with Latium Psychologists Association for a research on the perpetrators of domestic violence.

- In 2016, the Directorate General of the Penitentiary Administration Department for Training (Ministry of Justice) took the ownership of the research, to evaluate the social dangerousness and to develop reintegration's modalities of violent persons. The relevant project includes: Training; Collection of information on perpetrators; Meeting with perpetrators; Treatment programs to reduce recidivism; Experimentation of a psychological group process; Intervention and verification.

For additional information on the issue covered by the present Item, please kindly refer to information under Part IV below, concerning the services provided at a territorial level.

F. Private Sector and the Media

RAI – Italian Radio TV Corporation . RAI – Italian Radio TV SpA is the Company exclusively holding the concession of the Radio, TV and Multimedia Public Broadcasting Service. RAI's mission is based upon the principles contained in the Italian Constitution and in EU legislation. Within the framework of the above concession relationship, it is regulated by the national legislation RAI's offering is articulated in: television and radio, satellite, digital terrestrial platform, web and mobile.

In line with its social function, RAI must ensure the protection of key principles for the public radio, television and multimedia service, which range from the enhancement of the women's role to the promotion of a culture of inclusion and made effective through a programming attentive to quality.

As required by the National Service Contract signed by RAI-Italian Radio TV Corporation and the Ministry of Economic Development, this Company is obliged to make an editorial/publishing offering respectful for: the value and ideal identity of the country and of the European Union; the sensitivity of viewers/users; children's protection; women and the human, cultural and professional dignity of women.

Mission of the public radio and television service

The National Service Contract is an agreed Text of a five-year term concerning the activities that the concessionary company must perform to fulfil the task of serving the public in the territory of the Italian Republic. In particular, RAI must ensure a public service offering based on the principles of impartiality, independence and pluralism, so that everyone can autonomously form opinions and ideas and participate actively and consciously in the life of the country, besides ensuring learning and development of the critical, civil and ethical sense of the national community, including when abroad, by respecting the law and information-related duties, the truth of the facts, and the right to be informed. Within the above framework, the Service Contract stipulates that RAI promotes, within its own television programming, a real and non-stereotypical depiction of the women's situation. In fact, RAI must ensure the spread, on any platform and by any broadcasting system, of the most comprehensive and pluralist representation of the roles that women play in society, as well as the elaboration of contents aimed at preventing and combating all forms of violence against women.

RAI and the role of women - As part of the activities implemented by RAI Corporation, the protection of fundamental rights and the dissemination of equal opportunities between genders guide the creation of editorial content. The attention RAI pays to women's depiction in its TV series is confirmed by the female roles represented.

In addition to RAI fiction-related production, mention has to be made also of RAI Cinema production and/or distribution, the so-called "factual", and the sports columns which are particularly attentive to the correct portrayal of women. RAI continuously examines its own programming and, in particular, the representation of women within its publishing offer, by carrying out an annual monitoring based upon three surveys:

1. A quantitative research, based on the analysis of contents. For this investigation, a timely reporting system has been also activated for any possible critical cases;
2. A qualitative research, conducted on the public's perception through the focus group technique;
3. A quantitative survey, conducted on the public through a specific question of the "Qualitel" questionnaire, in order to assess the correct representation of the female role within programs. The results of the monitoring and the related annual report are published on the RAI's website, in line with the principles of transparency.

Attention to gender policy is also reflected in the establishment within RAI, of the Equal Opportunities Commission, which is made up of 12 employees (6 designated by the Company and 6 by the Trade Union Organizations, respectively). This mainly deals with the following tasks:

- Setting conditions that can contribute to the career's advancement/ development of women's employment in the various company sectors;
- Promoting positive actions in order to identify and remove all the obstacles that hinder the effective realization of equal opportunities;
- Facilitate, also through the use of part-time contracts and flexible hours, the placement of women on a wider range of job positions.

In 2014, this Commission tried to innovate its own work through studies, research and analysis, and by planning actions to promote the implementation of the principles of parity and equality between male and female workers and to remove the obstacles that may bring to discrimination. In this regard, this

Commission has started a fruitful relationship with the professional reality of the journalistic area. Among the initiatives promoted mention has to be made of the following:

- "Woman as nourishment", dedicated to the topic of cancer prevention;
- "Never more Desdemona", on psychological violence, on the occasion of the International Day for the Elimination of Violence Against Women;
- "Languages and women's portrayal", a training course for journalists, elaborated in synergy with USIGRai (standing for Trade Union of RAI Journalists).

RAI also activates training courses for its employees, service providers and external collaborators so that in all the programmes, it is ensure the use of language and images that are respectful, non-discriminatory and non-stereotyped with regard to women. Along these lines, broadcasting discriminatory advertising messages or those that feed gender stereotypes is also prohibited.

Such a complex and multifaceted phenomenon pushes RAI Corporation to both develop an ever increasing editorial responsibility towards the public and increasingly implement accurate monitoring systems, so that the Public Service actively contributes to generating, in the public opinion, greater awareness of violence's prevention and fight against gender-based violence and domestic violence.

- RAI does not want to restrict itself solely to the formal respect of contractual obligations but rather interprets the sensitive role of the Public Service by combating all forms of violence through a story-telling that values the role of women and of human dignity in general and by contributing to foster Country's values and culture.
- Ultimately, RAI can be considered virtuous in its approach to the female role and to the fight against gender-based violence and domestic violence. It is also considered essential to continue to pay attention constantly to the consolidation of a specific corporate sensitivity with regard to the correct depiction of women and against any forms of discrimination and violence.

National Communications Authority (acronym in Italian, AGCOM)

(Respect for fundamental human rights through the press. The regulatory role of AGCOM in the communications sector) AGCOM is an independent administrative Authority, established in 1997 by Act No. 249/97. It performs various supervisory and regulatory activities in the communications sector. AGCOM must tackle, by effective interventions, all forms of discrimination and, positively, the protection of fundamental human rights.

This Authority's competence with regard to respect for human dignity in the context of audio-visual and radio communication services, falls within the Italian Consolidated Text on audio-visual media services (Legislative Decree No. 177/2005 (as amended and supplemented in particular by Legislative Decree No. 44 of March 15, 2010 and Legislative Decree No. 120 of 28 June 2012).

The above Legislative Decree No.177/2005, in Article 3 includes among the fundamental principles "the respect for human dignity ", while Article 32, paragraph 5, states that "all audio-visual communication services must respect human dignity and cannot allow any incentive/incitement to hatred on the ground of race, sex, religion or nationality ".

This Authority also adopts various resolutions to regulate the respect for fundamental rights of human beings by the broadcasters:

- Resolution No. 165/06/CSP (2006) reminds broadcasters to use politically correct language in their entertainment programs and to avoid violent or sexual narratives that could offend dignity;
- Resolution No. 23/07/CSP (2007) provides for criteria to identify offensive and harmful pornography-type content.

In 2016 AGCOM adopted Resolution, No. 424/16/CONS, containing "Guidance on respect for human dignity and the principle of non-discrimination in information and entertainment programs ". By this Text, AGCOM recalled the media services to ensure respect for fundamental human rights in the field of information and entertainment programs, with specific regard to people at risk of discrimination in order to ensure respect for human dignity, human rights, and the principle of non-discrimination.

This Authority carries out intense supervisory and sanctioning-related activities in the field of protection of users, by initiating proceedings and imposing the relating sanctions in case of proven violations.

- In 2017, AGCOM adopted Resolution No.171/17/CSP by which it condemned RAI to pay a fine of € 50,000.00 for the violation of the provisions pursuant to Article 34, paragraph 2, of Legislative Decree of 31 July 2005, No. 177, in relation to provisions of paragraph 3.1 of the Media and Children Self-governing Code: in a program broadcast on RAI Uno channel "*Parliamone sabato* (Let's talk about it on Saturdays)", it was launched a debate on the role of Italian women and women's from Eastern Europe. In this program "it emerged an image of women imbued with prejudices and surrounded by a palpable veil of discrimination fuelled by a simplified and superficial depiction of women's characteristics belonging to the two groups of population, thus contributing to transmit a female's imaginary characterized by "Stereotypes".

Regarding women's portrayal in the media, AGCOM drawn up some guidelines in view of the new public service contract, transmitted to the competent Ministry (the Ministry of Economic Development) pursuant to Decree No. 177/2005.

- The new Contract, signed by RAI and the Italian Government, defines the general terms and conditions under which RAI operates, by indicating the obligations that RAI must perform to be compliant with its own public service mandate.
- The role of AGCOM is to identify the leanings, being the principles and the main objectives that the new public service contract must achieve. To this end, among the main items of the above Guidelines, it is to be mentioned as follows: guaranteeing the quality of communication and information services; safeguarding equal opportunities and improving a non-stereotyped depiction of genders, in particular by respecting the many women's roles; avoiding a distorted representation of people, by fully respecting the cultural and professional dignity of women.

In 2016, AGCOM adopted an important Resolution (No. 444/17/CONS) "Recommendation on the correct portrayal of women in the news-type and entertainment programs", by which this Authority recalls the communication services to effectively guarantee the protection of fundamental human rights and respect for the principle of non-discrimination, in particular in information and entertainment programs.

The Corecoms (the Regional Communication Committees) perform some AGCOM delegated functions within the de-centralized communication system. Various Corecoms have promoted initiatives on "Women and the Media". For example, Corecom-Lazio and Corecom-Emilia Romagna issued official Protocols, on the correct and non-stereotyped representation of genders and standards of information, with full respect for women (Memorandum of Understanding "Women and the Media", proposed by Corecom Emilia Romagna in 2014 and Memorandum of Understanding "Women and the Media in Lazio", proposed by Corecom Lazio in 2016, respectively).

This Authority is also tasked with guaranteeing respect for the principles of pluralism, information, correctness, comprehensiveness, impartiality, objectivity, correctness and openness to different opinions and social, religious, cultural and political tendencies, as foreseen by Articles 3 and 7 of the aforementioned Consolidated Law on Audio-visual and Radio Media Services and in Act No. 28/2000 (which provides for provisions for the equal access to the media during election campaigns and referendums). The above Act, as subsequently amended by Act No.215/2012, introduces strict rules on re-balancing gender representations in local administrations. This Act establishes that the media must promote equal opportunities for men and women in political communication programs, and specific programs are established in accordance with relevant legislation.

Act No. 28/2000 also defines political communication. National public and private broadcasters are required to offer free political communication programs and must ensure equal access and equal conditions in the presentation of opinions" in political fora, debates, round tables, in the presentation and comparison of political / electoral programs, in programs characterized by the dialogue between two political stakeholders under interview, and any another type of program in which the expression of political opinions and evaluations are central and significant (Article 2)".

In light of the rules approved by AGCOM (for private broadcasters) and the Parliamentary Supervisory Commission (for the public service) in accordance with Act No.28/2000, with regard to every electoral campaign or referendum, it is necessary to establish that the media must guarantee, in all political communication programs, "a balanced gender portrayal". The political communication programs are monitored on the occasion of each electoral campaign/election and referendum.

- Within this jurisdiction, AGCOM also controls information/news-type programs broadcast by the broadcasters during the electoral and non-electoral periods; the results of the monitoring activity are summarized in dedicated reports on the presence of political representatives ("political pluralism") and social representatives ("social pluralism") in television and radio programs. The results are published on the website of AGCOM (www.agcom.it). By collecting relevant data, this Authority also publishes monthly revision reports on political pluralism, including information on the presence of women and men in the television and radio programs.

G. Measures Adopted to Fight Violence (including Sexual Harassment) at Work-Place

On a very general note, in addition to Article 3 of the Italian Constitution, mention has to be made of the so-called Code on Equal Opportunities Between Women and Men (Legislative Decree No. 198/2006 as amended). Art. 1 of this Code¹⁸ stipulates, as follows: "*Relevant provisions envisage*

¹⁸ Arts.3, 37, 51, 117 of Italian Constitution.

measures, aimed at eliminating whatsoever distinction, exclusion or limitation based on sex, which might affect or hinder the enjoyment and exercise of human rights and fundamental freedoms (...)” in all spheres of life. Thus, there is no legal discrimination with regard to civil, political, social, economic or cultural rights, between women and men.

National Equality Councillor¹⁹ - The Equality Councillors(s) work, in accordance with Articles 12-20 of Legislative Decree No. 198/2006 and following amendments, which entrust them with functions of detection of gender imbalances/discrimination at work-place: from the access phase to retirement, following complaints made by women and men workers. They are based and work at a territorial administrative level (national, regional and provincial /metropolitan cities and large areas).

Articles 36 and 37 entrust them with *locus standi* to protect victims. Councillors may try to go along with a conciliation pathway and/or with a complaint before the judicial authorities, upon request and delegation by the parties concerned, only. Moreover, the equality councillors perform promotional functions of the principle of equal opportunities in active policies, projects of positive actions and any other initiative useful to this end.

With regard to the activity of promotion of equal opportunities carried out by the Councillor at a territorial level and violence against women, Councillors at the local administrative structures, can sign Agreements and/or Memoranda of Understanding or being part of institutional networks with other territorial stakeholders. Furthermore, with regard to "Prevention", there are activities / projects carried out in collaboration with schools and aimed at changing the cultural vision about the role of men/women.

- From the analysis of these activities, resulting from the reports received by the National Councillor related to the year 2016, it is to be reported as follows:
 - 41 initiatives dedicated to the prevention of the phenomenon of violence, through the signing of Agreements / Memoranda of Understanding, projects, sponsorships, training courses and other activities;
 - 16 initiatives in schools aimed at the eradication of cultural stereotypes and the phenomenon of violence.

The Counsellors' anti-discrimination activity emerges when the complaints they receive from female workers concern sexual harassment at the workplace (Article 26 of the aforementioned Legislative Decree No. 198/2006). On the basis of the reports received for 2016, there were 38 reports of sexual harassment, of which: 21 in the North; 13 in the Centre; and 4 in the South of Italy.

For a more comprehensive overview of the activities of the Councillors, please refer to the following link:

[http://www.lavoro.gov.it/ministro-e-ministero/Organ-igaranzia-e-osservatori/ConsiglieraNazionale/Consigliera-nazionale-di-parita/Documents/2017-05-25%20Presentazione%20Dati%20Rapport i%202016.pdf](http://www.lavoro.gov.it/ministro-e-ministero/Organ-igaranzia-e-osservatori/ConsiglieraNazionale/Consigliera-nazionale-di-parita/Documents/2017-05-25%20Presentazione%20Dati%20Rapport%20i%202016.pdf).

¹⁹ Relevant information is from the annual reports on the work of the National Equality Councillor, in accordance with Article 15, paragraph 6, of Legislative Decree No. 198/200, as collected by March 31 of each year. Therefore information is provided with regard to the year 2016.

By recalling information provided under Part II, within this framework pursuant to Art.8 of Legislative Decree No.124/2004, in addition to its traditional supervision role, the National Labour Inspectorate is key to providing support for repressive action.

In light of Act No. 183/2010, “The Committees for the Protection of Gender Equality (CUGs)” took over the tasks formerly mandated to the Equal Opportunities Committees and the Joint Committees on *mobbing*²⁰. The mission of CUGs mainly refers to advisory and monitoring. They covers all grounds of discrimination, as well as economic treatment, career advancement, security, and labour’s access.

PART IV²¹

A. Information about General and Specialised Support Services

A.1. Information about specialized services of legal counselling

B. General Support Service

C. Information on access to and assistance with complaints-related mechanisms (including legal advice)

D. Specialist women’s support services and anti-violence centres

In light of information provided in particular under Part I and Part II, please find below an overview of relevant services, mainly from a regional and provincial standpoint:

Regions

At a regional and provincial level, mention has to be made of the following:

Abruzzi

By regional Act No. 31/2006 on "Provisions for the promotion and support for anti-violence Centres and shelters for abused women", which recognizes the principle by which every form or degree of violence against women constitutes an attack on the inviolability of the person and her freedom, in accordance with the principles established by the Constitution and the laws in force, the Region promotes, coordinates and fosters initiatives to counter violence against women.

In the year 2014, Abruzzi Region allocated its own resources for € 175,000.00 to interventions to combat gender-based violence and to support services to facilitate the exit from violence circuits. It also received State funding for € 257.907,19. In the year 2015, it allocated its own resources for € 175,000.00 to the above interventions.

Effective actions have been financed against sexual, physical, psychological and economic violence, mistreatment, harassment, and sexual blackmail in all fields.

Local network-type interventions have been promoted, both with all the Institutions, CSOs, public and private bodies, and with all the relevant professional representatives, to providethe needed answers to the various forms of violence and their damages and effects on women, both Italians and foreigners, and their children.

²⁰ (harassment at workplace).

²¹ By Deliberation dated **18/01/2017**, the Italian Senate set up a parliamentary single Committee of Enquiry, to investigate on femicide and all forms of gender-based violence. Its final report was approved on February 8, 2018. It focuses inter alia on: the analysis of services and relevant case-law, in addition to information about protection actions in support of the victims. (For further details, please kindly refer to: www.senato.it).

At the regional level, interventions to combat violence against women and support for victims, under effective implementation, have been initiated and disseminated thanks to NGOs, in particular women's Associations.

Unlike for the local Authorities, the current regional law supports the actions of those NGOs that have access to the available funding without the obligation to bear the costs of the interventions.

The actions so financed provide for relevant awareness-raising activities, in particular in primary and secondary schools. Ten anti-violence centres, some of which divided into local desks, and two shelters for a total of twelve beds have been funded. Six anti-violence centres are managed by NGOs, and four ones by local Authorities, respectively.

The shelters are managed by local Authorities that operate, jointly with NGOs. The services are intended for women; and there is appropriately trained female staff only; the perpetrators of violence do not access them; and family mediation does not apply.

The Regional Social Observatory is being reorganized.

Training and refresher courses have been made possible thanks to the resources made available by the Equal Opportunities Department to NGOs that, from a territorial point of view, involve social, health-care and law enforcement agencies in a joint training with the service providers from the anti-violence centres.

Apulia

The strategy launched by the Apulia Region in the field of preventing and combating gender-based violence has the objective to build and consolidate a system of services and interventions that are stable and widespread, while trying to support and provide continuity to the activities of the anti-violence services, by putting them at the core of local networks in support of women and by ensuring the realization of their projects (as also developed in a perspective of prevention and necessary cultural change). In this regard, mention has to be made of the third Regional Social Policy Plan (2013-2015), which set operational objectives around which local programs could be planned and resources concentrated:

- The signing of at least one agreement with an Anti-Violence Centre - authorized and registered in the ad hoc regional register - per Territorial Area (associated management among Municipalities);
- The activation or enhancement of multi-professional integrated teams among social services, basic and specialized health-care services, and judicial services, for the taking into charge of victims of violence, primarily children, and for the preparation of individualized projects;
- The provision of a Fund to pay the placement in the most suitable shelters;
- The preparation and implementation of operational protocols for immediate action and for the integrated and global taking charge of victims of violence, for the purposes of protection, the possible social and work reintegration, and the economic independence and autonomy of women.

The fourth Regional Plan of Social Policies (2018-2020) confirms the operational objectives of the previous Plan and provides the Municipalities with operational guidelines to structure the territorial governance, so that the "anti-violence territorial networks" can be operational in order to allow an

adequate and integrated taking charge and the effective protection of women and children who are victims of violence.

With regard to sectoral legislation, mention has to be made of Regional Act No. 29/2014 on "Rules for the prevention and combating of gender-based violence, support for victims, the promotion of women's freedom and self-determination", to consolidate and strengthen the network of local services (which often ensures urgent interventions, thanks to the voluntary commitment made by the service providers of the anti-violence centres):

- The above Act in its First Part expressly considers the Istanbul Convention;
- In its Second Part it defines the system of responsibilities starting with regional interventions and, subsequently, with those ones implemented by the local Authorities.
- In its Third Part it structures the governance system for the effective achievement of the objectives. In particular, it establishes the Inter-assessorial Working Group with the function of political guidance and policy integration, besides envisaging a permanent Task Force as an open-ended technical body with the task of preparing operational and integrated instruments to enforce relevant legislation.

The Inter-assessorial WG aims to promoting the full integration of regional policies in support of women victims of violence and to ensure the broadest sharing of objectives, actions and interventions, including through the elaboration of proposals to the Regional Executive, with specific regard to the strengthening and qualification of the services for the prevention and the fight against this phenomenon, the measures for the social and labour insertion of the women victims of violence, and the interventions to guarantee adequate economic and housing-related assistance, by using data provided by the relevant regional Observatory.

A dedicated section of the Regional Observatory of Social Policies plays a key monitoring role (the relevant standard establishes the Regional Observatory on violence against women and children), as introduced by Regional Act No.19/2006. The latter avails itself of the collaboration of all relevant local stakeholders.

The permanent anti-violence Task Force, pursuant to Article 7 of Regional Act No. 29/2014, has been set up with the aim of facilitating exchange of views and consultations between the different systems, called to intervene in the field of preventing and combating violence, and as a technical body supporting the political decision-maker.

The permanent Task Force is the most solid and structured body in support of regional policies. It provides, with regard to the issues to be addressed, the participation of representatives from: anti-violence centres and shelters, the judiciary, the penitentiary system and law enforcement, the system of local Authorities, the educational system, NGOs and CSOs at large, including the professional associations concerned.

Central in the regional standard is the prevention area, for the purposes of a radical cultural change, to be carried out in collaboration with the educational Institutions and with the support from the communication providers, as well as the specialized training for the professionals operating in public and private services.

The above standard also establishes stricter requirements, to integrate the regional provisions already in force concerning authorizations for the functioning of new anti-violence centres and shelters, such

as the relevant five-year experience, the use of experienced and trained personnel, the use of a reception methodology based upon the relationship between women.

By implementing relevant legislation, Regional Executive Deliberation No.1878/2016 approved the document of regional guidelines on ill-treatment and violence against children, with the aim of making uniform in the regional territory, the process of taking charge of girls and children and adolescents victims of ill-treatment/violence, including witnessing violence.

This Guidelines is a framework for the service providers of the services involved in the prevention and fight against all forms of violence. The financing of Act No. 29/2014 is assured by an annual amount of 900,000.00 Euros to support "Anti-violence Programs" for women victims of violence, alone or with children, including reception, support and accompaniment, through personalized pathways of autonomy and self-determination. The programs, presented and managed by anti-violence Centres, also in partnership with public bodies, equality bodies and organizations that have the main goal of combating violence, may also include actions of information, awareness-raising and training, as well as targeted pathways, also therapeutically relevant, for the authors of acts of violence.

By implementing Regional Act No.29/2014 and the Third Regional Plan of Social Policies, Apulia Region, approved by DGR No. 729/2015, the "Operational Plan for the prevention and combating of gender-based violence (2015-2016)", with the purposes of defining work-streams, which, in line with the regional legislation, the national guidance, and the regional social planning, make the territorial planning of the interventions coherent besides contributing to consolidate services of prevention and fight against gender-based violence.

The financial resources for the first Operational Plan amounted to about 3,850,000.00 Euros, consisting of regional and State funds, to be mainly allocated to finance: anti-violence programs, anti-violence centres, and the Municipalities, with regard to interventions aimed to support the pathways of autonomy of women victims of violence.

Basilicata

From a normative standpoint, mention has to be made of the following:

- Regional Act No. 9/1999 establishing "A solidarity fund for women and children victims of gender-based violence". It recognizes that all forms of violence against women and children are a serious offense against the inviolability of the person and a violation of their freedom, in accordance with the principles established by the Constitution and laws in force;
- Regional Act No. 26/2007 establishing "The Regional Observatory on gender based violence and violence against children", with the aim of preventing and combating the phenomenon of violence against women and children on the entire regional territory;
- Regional Act No. 3/2015 strengthening the above purposes, by amending the above two Acts;
- Regional Act No.4/2007, on "Integrated regional Network of services for the social citizenship". Article 2, paragraph 1, lett. i) provides for effective measures to combat violence against women, including sexual, physical and psychological violence in social and family's life;
- Guidelines on the elaboration of the New Inter-Municipalities Plans on Social Services and Health Care Services, 2016-2018, as approved by Regional Executive Deliberation (acronym in Italian, DGR) No. 917/2015 (which has re-organised Socio-Territorial areas, besides redefining the community profile);

- Implementation of the above Guidelines by Regional Guidance Plan (DGR No. 241/2016);
- Regional Act No. 9/1999 providing for the "Establishment of a solidarity fund for women and children victims of gender-based violence" (DGR No.1484/2015).

In 2015, Basilicata Region adopted the "Regional Plan for preventing and combating gender-based violence, 2015-2017" in line with the "Extraordinary Action Plan against Sexual and Gender-based Violence", with the aim of planning actions for the prevention and fight against gender-based violence.

- This Regional Plan sets medium and long-term objectives over the three-year period 2015-2017 and provides for information and awareness-raising measures, including education in schools, training for all professionals working in the relevant sector, strengthening assistance and governance of the relevant phenomenon through coordination at all levels, with the construction of a database as well as of a pathway of counselling and reception on a holistic basis: from the taking into charge through social reintegration, by using dedicated anti-violence centres and shelters.

In light of the new needs emerging in the regional context, it has been necessary to update the "Regional Plan for the prevention and fight against gender-based violence, 2015-2017". In light of the various requests, the following were confirmed: at the Province of Potenza, the continuation of the activities of the anti-violence centre and of the Ester Scardaccione shelter in the Municipality of Potenza; the continuation of the activities of Casa di Elisa, dedicated to the victims of trafficking in the town of Bella; the establishment of Casa delle Stelle shelter in the Municipality of Latronico; the commitment of the Municipality of Lauria to creating a counselling desk; the establishment at the Province of Matera of a shelter in the Municipality of Matera; the activities of the Pisticci counselling desk and the commitment of the Municipality of Montalbano Jonico to include a counselling desk, with a leading role within the network of neighbouring municipalities.

Pursuant to Article 2 of Regional Act No.26/2007 et ff., by Decree of the President of the Regional Government No.4/2016 and the subsequent Decree No.53/2017, the Regional Observatory on violence against women and children was established and is in charge of carrying out research and studies on relevant issues, with the aim of providing guidelines and operational proposals, as well as providing a contribution to regional planning.

Prevention requires effective awareness-raising, communication and education actions as reported in details in the Regional Plan, as well as sensitization of the media, communication and information service providers, so as to ensure full respect for the cultural and professional dignity of people, particularly women. This is specifically relevant through school's education to non-discriminatory relations between women and men.

Calabria

With regard to the fight against violence, the relevant activity carried out in Calabria Region has been increasingly developed in the year 2016, as a consequence of the general reorganization of the regional bureaucratic machinery, through the establishment of a new and specific regional sector: Equal Opportunities, Gender Policies, Volunteering, Civil Service, and Immigration) as set up within the Department of Labour, Training, and Social Policies.

With regard to the two-year period 2014-2015, Calabria Region promoted initiatives to combat violence and exploitation of women in the context of a generally supported strategic framework of positive actions for equal opportunities. Specifically, this Region has acknowledged the role of the Municipalities and of the other social territorial areas within the territorial welfare planning, in accordance with Regional Act No. 23/2003. The Region also facilitated the strategic development of the role and functioning of the Territorial Network concerning initiatives from private social and third sectors that have been working for a long time on the strategy supporting women victims of violence, as follows:

- Preparation of a three-year Plan on gender-based violence;
- Establishment of a regional register for anti-violence centres and shelters;
- Permanent training courses aimed at the service providers of the anti-violence centres and social-welfare workers, social health-care, and law enforcement agencies, also in view of the launch of the so-called Rosa Code at all regional health-care centres;
- Support for projects that gradually facilitate both the exit from the anti-violence centres and shelters for women in distress and the transition of women-led families with children towards autonomy;
- Support for vocational training projects dedicated to women victims of gender-based violence, in particular women who have undertaken structured pathways within regional anti-violence centres;
- Job grants dedicated to women victims of gender-based violence, in particular for women involved in structured pathways at anti-violence centres;
- Support for the start-up of female entrepreneurship dedicated to women victims of gender-based violence, in particular women who were involved in structured pathways within the regional anti-violence centres;
- Provision of vouchers for the purchase of services that guarantee the reconciliation for women victims of gender-based violence, particularly for women involved in the above pathways;
- Implementation of prevention programs based on communication;
- Implementation of awareness-raising and education activities dedicated to new generations.

The above lines of action are deemed to be a suitable pre-requisite for timely and quality regional action in a system currently based on experimental measures to be harmonized with those minimum standards already set at the Unified Conference level, on 27 November 2014.

- It is under debate at the regional Government level, a proposal to amend and adjust regional Act No. 20/2007, presented by the Regional Coordination of the Anti-violence Centres of Calabria (acronym in Italian, CADIC).

The Regional Executive, by Resolution No.539/2016 (subsequently integrated by DGR No.14/2017 and DGR No. 539/2017), established the Regional Working Group for the prevention and fight against gender-based violence. This body has

the following functions: advisory role; planning training and awareness-raising initiatives; the establishment of a local network; proposal of guidelines and definition of the criteria and methods of accreditation of the anti-violence centres and shelters, also in relation to the different types of users. This WG is also key to exchanging views among regional Institutions (regional Councillor and competent sector), the representatives of the relevant services and structures (anti-violence centres, counselling centres, reception centres and shelters), the representatives from the Municipalities (ANCI), and other representatives from public and private bodies that from time to time may be invited to participate, according to the topics under discussion.

By Regional Regulation No.17/2016 et ff., it has been finalised the implementation of the reform envisaged by Regional Act No. 23/2003 on "Realization of the integrated system of interventions and social services in the Calabria Region". It also determines, inter alia, the structural, organizational and functional requirements of the shelters to be authorized to operate and to be financed, in accordance with available regional and local resources. This implementing Regulation has paved the way for determining the so-called Optimal Territorial Areas, to be meant as aggregations of Municipalities falling within and belonging to the same territory to which the ownership of functions in the field of integrated social policies is conferred, including those ones of the Calabria Region.

For the biennium 2014-2015, the sum amounts to € 435.294,43, as allocated by Managerial Decree (acronym in Italian, DDG) No.7175/2015 and committed by DDG No.16588/2015.

- The resources have been granted starting from February 2016, through specific Decrees, to the nine anti-violence centres and to the two existing shelters, respectively.

In the regional territory, in the two-year period 2014-2015, there were nine Anti-violence Centres (8, following the closure of the activities in 2015 of the Nejwa Anti-Violence Centre in Reggio Calabria) and two shelters, respectively.

Campania

During the last decade, Campania Region has been paying systematic attention to the issues related to gender-based violence, as below summarized:

Regional Act No.2/2011 on "Measures to prevent and combat gender-based violence" recognizes "(...) any forms or degree of gender-based violence as a violation of fundamental human rights" and commits the Region to take action: to promote the training for service providers; to raise awareness of public opinion; to protect and support victims by promoting their psycho-social recovery, including by guiding and accompanying their job placement; monitoring the phenomenon with the Social Information System; and supporting victims of violence, including in their request for compensation. It also established the anti-violence centres as "facilities aimed at receiving women and other ill-treated persons, offering them help and protection and preparing pathways to exit violence", thus carrying out reception activities, psychological counselling, assistance and legal advice, orientation and support to work, training and refresher courses for service providers, promoting cultural prevention initiatives,

coordinating the local services, analysing and processing relevant data.

On May 27, 2013, by Deliberation No.134, the regional Government approved the Regional Social Plan, 2013-2015, to combat violence against women, under which the following activities are to be reported:

- A program by each Zonal Plan for education and training to respect women, the individual, and human rights, to be implemented in schools;
- Informational campaigns on violence against women by the Zonal Plans, to make women aware of the protection tools at their disposal;
- Strengthening the local anti-violence centres, including through areas within the local Hospitals;
- Positive actions for the legal and psychological assistance of victims of sexual violence and mistreatment, to be activated, whenever possible also at above centres with both residential and semi-residential offering.

In accordance with Art.3 of Regional Act No. 2/2011, on "Measures to prevent and combat gender-based violence", by Managerial Decree (in Italian, DD) No. 25/2014²², Campania Region set up anti-violence centres and shelters for abused women pursuant to letter g), paragraph 1 and letter e), paragraph 2, of Article 5 of Regional Act No. 11/2007, in order to ensure the management of services to protect and support women who are victims of violence.

Campania Region also approved the Resource Allocation Plan, for a total of € 4,500,000.00, aimed at establishing and/or strengthening anti-violence centre for women who are victims of violence and mistreatment in each Territorial Area.

On April 23, 2014, by Deliberation No.107, the Regional Executive approved the "Catalogue of residential, semi-residential, territorial and home visitation/household services as set out in the Regulation for the implementation of Regional Act No. 11/2007", which further defines the minimum requirements of: the "Home for ill-treated women", the "Protected home for women victims of trafficking and/or exploitation" and the "Anti-violence centre" to make them more effective, in accordance with the CoE Convention under reference (ratified by Act No.77/2013) and Act No. 119/2013 (The latter envisages, in addition to increasing the penalties for those who commit gender-based violence-related conducts, an extraordinary Action Plan against sexual and gender-based violence, with dedicated funding for the anti-violence centres and shelters).

By Decree No. 160, the Regional Administration approved, on May 29, 2015, the "Operational Guidelines for the implementation of pilot projects aimed at the establishment of anti-violence centres, pursuant to Regional Act No.2/2011, entitled "Measures to prevent and combat gender-based violence" which is necessary to use the resources allocated by Decree No. 25/2014.

The Region, as a supplying Body, undertakes to:

- Ensure the protection and support for women and all victims of gender-based violence.
- Strengthen the forms of assistance and support for women victims of violence and their children, through uniform methods enhancing the network of local services, anti-violence centres, and support services for women victims of violence.

²² (Campania Region Official Bulletin (BURC) No.9/2014)

- Promote, valorise and evaluate reception practices based on the relationship between women.
- Put in place possible synergies with all the local Institutions, to guide the correct culture of intervention, research, and promotion of prevention actions in social contexts.
- Carry out coordination, supervision, control, and monitoring of the activities implemented in each Territorial Area.
- Implement prevention measures by promoting public awareness-raising campaigns among the public opinion.
- Promote the specific training for service providers engaged in the implementation of anti-violence programs.

Each Territorial Area undertakes to:

- Comply with the regional and national legislation on the fight against gender-based violence (Act No. 119/2013 and Regulation for the implementation of Regional Act No.11/2007);
- Plan and implement integrated actions, including pilot ones, to promote the culture of gender equality, the respect between genders and among generations and to combat violent relationships;
- Strengthen the anti-violence network through meetings and public debates, in collaboration with Municipalities, local health-care institutions, educational institutions, third sector and other Institutions located in the territory, with the support of experts involved in the activities of the anti-violence centres;
- Collect and share data with the General Directorate for Social Policies, on a quarterly basis, in order to monitor the performance of the services provided.

Against this background, the above General Directorate prepared a report with data related to the monitoring of the activities of the local anti-violence centres, including ad hoc counselling desks - thus it has been activated a large structured network, financed by Decree No. 25/2014, from mid-2015 onwards.

Other resources allocated to the anti-violence centres stem from the Agreement between the State, the Regions, the Autonomous Provinces of Trento and Bolzano, and the Presidency of the Council of Ministers²³.

Campania Region received € 1,947,998.37 for the financing of the anti-violence centres and the public and private shelters already operational in the Region, as well as for the establishment of new anti-violence centres and new shelters, established by Article 5-bis, paragraph 2, of Decree-Law 93/2013, (converted, with amendments, into Act No. 119/2013).

By DD No.122/2014, as integrated and amended by DD No.26/2015, commitment has been made to allocating resources to be dedicated to the prevention and fight against gender-based violence, for the total amount of € 1,947,998.37. Resources were then allocated to the Territorial Areas of Campania Region in which anti-violence centres are located as well as for the NGOs and the cooperatives managing anti-violence centres (acronym in Italian, CAV) and shelters.

To strengthen actions to combat gender-based violence, with the involvement of a network of institutional actors and civil society, on November 25, 2015, on the occasion of the International Day for the Elimination of Violence against Women, Campania Region signed a three-year-MoU for the implementation of Actions to combat gender-based violence, with: Association of Psychologists; ANCI

²³ (Repertoire of Acts No. 97/CSR of 17 July 2014).

Campania; and the Regional Schools Office. The aforementioned Institutions have undertaken to promote and develop actions, projects and synergic initiatives aimed at preventing and combating male violence against women, with specific regard to awareness-raising and information on gender-based violence. To this end, Campania Region, the ANCI-Campania, the Association of Psychologists of Campania, and the Regional Schools Office are committed to:

- Supporting the territorial actors involved in the implementation of the planned initiatives to counter gender-based violence;
- Planning and implementing integrated actions, including pilot ones, to raise awareness among the public, in order to remove cultural and material obstacles to the full development of the culture of equality;
- Promoting the culture of non-violence and reconciliation of work and family life, and respect between the genders and among the generations, to combat violent relationships.

The above MoU highlights the need to organize events in which to develop effective exchange of views among citizens, teachers, students, and experts, in order to prevent the phenomena of violence through the dissemination of the culture of citizenship - also by elaborating, producing and disseminating relevant material. This MoU, therefore, commits all the subscribers, each for its own respective competence, to facilitate synergic actions against gender-based violence.

In particular,

Campania Region commits to carrying out activities of coordination, supervision, control, and monitoring of the interventions implemented in each Territorial Area, besides promoting specific training courses for the service providers and sensitizing women and children, also with the involvement of other institutional and social actors.

ANCI commits to strengthening contacts between the anti-violence centres of each Territorial Area, to encourage the establishment of inter-institutional technical Working Groups so as to strengthen the interventions' networks of anti-violence Centres and Municipalities and to share common practices, aimed to promote and to disseminate through their own channels for actions, relevant projects.

The Association of Psychologists of Campania commits to making available its cultural and professional heritage, to promoting training meetings, conferences, and interventions on the issues covered by the above MoU, and to producing studies, publications, informational materials, and films, being useful for the dissemination of the relevant themes.

The Regional Schools Office for Campania commits to promoting actions to raise awareness among young people in schools, through participation in conferences and the distribution of informational material, besides initiating, upon agreement by local Authorities and the competent Ministries, the testing of courses of self-defence, and encouraging studies and exchange of views, with the involvement of all the service providers of the schools in Campania, on the topics of legality and fight against all forms of male violence against women.

The pursuit of the aims of this MoU is entrusted to a Control Room that, through regular meetings, must develop a shared and integrated planning of the activities to be carried out, in light of those ones already concluded.

On December 29, 2015 the regional Government by Resolution No. 869 approved the Third Regional

Social Plan for the 2016-2018 three-year period, in which it reiterated the importance of the anti-violence centre as a "instrument of prevention (of a secondary and tertiary nature) of extraordinary relevance that the Campania Region promotes within the actions envisaged for prevention and fight against sexual and gender-based violence, in accordance with Art.3 of Regional Act No. 2/2011 and Article 5 of Regional Act No. 11/2007, respectively, and by inter-institutional collaboration with regard to those measures envisaged by the equal opportunities. The Region will put in place all possible synergies with the Institutions located in the territory, by carrying out activities of coordination, control, and monitoring of the activities implemented in each Territorial Area, in order to continue the future planning and to base that on the evidence of the results so achieved.

Emilia Romagna

For over 20 years, Emilia-Romagna Region has been engaged in the fight against gender-based violence. Since the 1990s, when the phenomenon was still in many ways poorly recognized and little known, this Region carried out an initial study on gender-based violence. Its commitment is long-standing. In 2003, by Regional Act No. 2 on "Rules for the promotion of social citizenship and for the implementation of the integrated system of social interventions and services", the reception of women and children victims of violence finds its realm in the integrated services network, starting from the municipal and district/provincial levels, including shelters and anti-violence centres in social planning systems of a local level.

By Regional Government Deliberation No.1677/2013, it was approved the "Regional guidelines for the reception of women victims of gender-based violence". Afterwards, by Regional Act No. 6/2014, entitled "Framework Act for gender equality and against discrimination", all actions undertaken in previous years have been systematised and find their legal standing at a regional level. This regional Act is the result of a long pathway of participation and sharing, which involved a broad audience of stakeholders of both sexes, within the region and in the territories, between the women's associations and the qualified third sector.

- Worthy of particular note is Article 26 of the aforementioned Act, which provides for Emilia-Romagna Region, with *locus standi*, namely the possibility to bring civil action in cases of gender-based violence of particular social impact and relevance, thus devolving any possible economic compensation to support prevention measures against gender-based violence.

This Region can also make use of the Emilia-Romagna Foundation for victims of crime. This Foundation, established in 2014, intervenes "in favour of the victims of crimes, including those belonging to the national Police force and the local Police, when death or serious harm to the person are the results of non-unintentional crimes. As for the most serious damage to the person, it is to be meant the damage to the moral and material goods of the individual, such as life, physical integrity, moral and sexual freedom (Article 2, paragraph 1 and 2, of Statute), which constitute the very essence of the human being". This rapid intervention, being often provided in cash, enables the victim or his/her family, to deal immediately with the trauma caused by a serious crime.

Financial resources

Regional funds

Emilia-Romagna Region, by Determination No. 9432/2014 (implementing Regional Government Deliberation No.339/2014) and by Deliberation of the Council No.117/2013, allocated the total sum of € 500,000.00, shared between municipalities or organizations in charge of relevant district areas, with

the aim of funding the "Program for the prevention and combating of gender-based and inter-family violence".

State funds

Emilia-Romagna Region was recipient, for the 2013-2014 term (pursuant to D.P.C.M. 24 July 2014, in accordance with Article 5-bis, paragraph 2, letter d) of Decree-Law No. 93/2013), of a total amount of € 1,200,637.26, of which 33% (equalling to € 346,487.05) for the establishment of new anti-violence centres and new shelters, and the remaining sum of €854.150,21 for funding regional interventions already in place, aimed at implementing assistance and support actions for women victims of violence and their children, and for the financing of anti-violence centres and public and private shelters in the region.

- The State funds were transferred to the Region in 2014 to finance interventions related to the two-year period 2014-2015.

As regards the existing services, Emilia Romagna Region allocated 854,150.21 Euros to the Municipalities where shelters and anti-violence centres are located, provided that most services they ensure are financed on the basis of agreements signed at a municipal level, taking into account the information transmitted by the planning offices and relating to: the opening hours of the service; the working hours of paid staff in 2013; and the number of beds available in 2013.

From data transmitted by the planning Offices, it has been possible to identify some territorial areas at the provincial level lacking of services if comparing them to the regional average. It was thus decided to allocate the remaining economic resources amounting to € 346,487.05, to ensure the balanced provision of services on the regional territory.

The above has been implemented in accordance with Regional Executive Deliberation No.1708/ 2014 on "Resources' allocation and granting to the Municipalities where anti-violence centres and shelters are located, from State's Fund for policies relating to rights and equal opportunities (Article 19, paragraph 3 of Legislative Decree No. 223/2006 as converted with amendments into Act No.248/2006)" and Deliberation No.752/2015 on "Allocation and granting resources to the Municipalities of Ferrara, Modena, Piacenza, Forlì, and Rimini from the State Fund for policies relating to rights and equal opportunities (Article 19, paragraph 3 of Legislative Decree 4 July 2006, No. 223 converted with amendments by Act No. 248/2006.

CSOs

Emilia-Romagna region is rich in structures and resources for the reception of women who suffer from violence. In all the Provinces of the Region women may find these important "citadels" to get support and to be supported when exiting violence.

The relevant Centres are mainly managed by women's Associations, but in some cases also directly by the public body where women in distress can find concrete answers to their requests for help, even in emergency situations. Moreover, these Centres carry out activities of prevention and study of the phenomenon of violence, in addition to sensitization and promotion of a culture of respect for gender equality.

In the two-year period 2014-2015, thirteen were the anti-violence centres that adhered to the "Regional Coordination of the Anti-Violence Centres of Emilia-Romagna Region", in addition to a public structure. There are also ad hoc counselling desks in numerous municipalities, to support women.

This territorial wealth is also recognized by Regional Act No.6/2014, which in its Article 14 stipulates as follows: "the Region acknowledges the essential role of anti-violence centres ..." and "... facilitates the uniform presence in the regional territory of anti-violence centres besides collaborating with local Authorities to promote their presence in the territory ..." and "... the Region recognizes the regional coordination of anti-violence centres as a fundamental stakeholder in preventing and combating gender-based violence ... ". The collaboration between the Coordination of the Anti-violence Centres and the Region is realized, in addition to numerous occasions for exchange of views, with the monitoring and the detection of the phenomenon of violence against women, as reflected from 2011 onwards, in an annual report on women hosted by local anti-violence centres.

To contribute to strengthen locally the culture of respect for equality – which ultimately enhances the above wealth, Emilia-Romagna Region works in synergy with various relevant stakeholders of an institutional and non-institutional relevance.

- The annual monitoring report of the data provided by the thirteen anti-violence centres adhering to the Coordination for the years 2014 and 2015 is available at:
<http://parita.regione.emilia-romagna.it/violenza/pubblicazioni/dati-del-coordinamento-dei-centri-antiviolenza-della-regione-emilia-romagna>

More generally, the promotion of equality between women and men is a strategic objective, which Emilia-Romagna Region develops on a cross-cutting and integrated basis, within the context of the various regional policies.

By Regional Act No.6/ 2014, entitled "Framework Act for gender equality and against gender-based discrimination", a new phase has been launched and results in an important step towards the full realization of equal opportunities on the territory (following a relevant long-standing pathway).

- By a cross-sectoral approach, the above Act addresses the discriminatory areas of society which impact on women, by intervening in various fields: from employment to a correct portrayal of women in the media; from the re-balancing in electoral legislation to prevention and fight against gender-based violence.

In 2015, this Region chose to celebrate the 25th November, by organizing a conference entitled "First step: educating" dedicated to the issues of education and prevention of violence, along with the themes of respect, valorisation of gender and cultural differences, mutual recognition, and the promotion of a culture being attentive not to fuel gender and racial stereotypes as essential steps to fight against gender-based violence.

Moreover, in 2015, an educational and training project, involving over 200 students, was financed. It was conceived and conducted by the Alice Project NGO engaged in the fight against gender-based violence and gender stereotypes, to spread a culture that cares about differences and equal opportunities, besides promoting on- and off-line consensual relationships between adolescents, through the creation of interactive workshops for students, both girls and boys, from ten secondary schools - with the use of active educational techniques such as role-playing, visualization, team-working, and peer education and by accompanying girls and boys on a journey inside and beyond gender stereotypes in intimate relationships.

To change cultural models, one must act upon in several fields, by paying attention also to communication and language. Communication attentive to gender has a strategic role to play in spreading a culture contrary to discrimination and capable of valorising the differences, thus to ensuring visibility to the complexity of male and female roles in today's society - also for example, with respect to the topic of reconciliation. It is for this reason that this Region, by primarily involving communication sector's representatives, drew up the "Emilia-Romagna Guidelines on Gender Communication".

- To stress how important is to adopt a gender perspective also in public-institutional communication, by paying attention to images and words, in collaboration with Corecom (standing for Regional Committees on Communications), the Women and Media MoU was signed, in order to raise awareness among the main communication service providers about the importance of communication and information respectful for the portrayal of women.

By always taking into account the importance of communication, a new regional portal was created and dedicated to equal opportunities and to combating violence against women, which aims to be a useful tool to raise awareness on these issues, with a cross-cutting approach to the respect for diversity, to contribute increasingly to the spread of the gender equality culture, as well as to disseminate and give visibility to the many initiatives that are promoted in the Region.

The brochure "If I ask for help, will they take my children away?" was elaborated, printed and disseminated in collaboration with the Juvenile Court in Bologna. This is a tool for information and awareness-raising on the issue of domestic violence to reach out to those mothers who are victims of violence and to inform them about the interventions by the juvenile justice and the possibilities of protection and help, the institutions make available. This booklet was made available in the most concerned places and among those service providers who are most in contact with women: family centres, general physicians, law enforcement agencies, social services, etc.

- Since 2002, training for health and social-care workers has been financed, on a continuous basis.

Emilia Romagna Region has been co-financing since 2011 the "*Liberiamoci della Violenza*"²⁴ Centre, which is the first public facility in Italy managed by Modena USL (standing for, Local Health-Care Unit) that accompanies the abusive men/men perpetrators of violence against women in a pathway to change.

- At this Centre, there are three psychologists under the coordination of a sociologist. Since the opening, on June 30, 2014, this Centre has registered 381 contacts, including 129 men asking for information or an appointment, and 54 women asking for their husbands/partners to access it. 87 men underwent at least one access/evaluation, of whom 53 performed or are taking a therapeutic pathway.
- Most of men met (79%) are Italians, aged 20 - 65. They are workers, artisans, small entrepreneurs, bankers, teachers, employees, retired, unemployed.
 - o 198 asked for information.
 - o 24 completed the treatment;
 - o 10 dropouts (meaning interruption after an interview, only);
 - o 15 cancellations or not presented at the first appointment;

²⁴ "*Let us rid of violence*".

- 14 excluded for lack of motivation or other.

The majority of men who access the Centre are married; hold a high school diploma; and have children. 44% of men has been reported by their partner.

The protection and support activity is carried out in the regional territory mainly by the existing anti-violence centres and shelters.

- The anti-violence centres carry out as indicated also in Art.4 of the "Agreement pursuant to Art.8, paragraph 6, of Act No. 131/2003, among the Government, the Regions, the Autonomous Provinces of Trento and Bolzano, and the Municipalities, concerning the minimum requirements of the anti-violence centres and shelters, provided for by Art. 3, paragraph 4, of D.P.C.M., dated July 24, 2014, concerning services of: counselling, reception, psychological assistance, legal assistance, support for minors victims of witnessing violence, orientation to labour and to housing autonomy.

The personalized pathway of protection and support is built with the woman and provides for collaboration with the Police and other public services in the area. In many provincial contexts MoUs and territorial agreements have been signed to promote networking.

All the anti-violence centres have, in addition to the opening hours to the public, a dedicated telephone helpline with an answering machine. In some cases, the Centre's provider has a 24-hour stand-by time for those cases reported by the Police and by emergency rooms and for the immediate rescue/safety of the woman and her children.

All the anti-violence centres are linked and connected to the national helpline service/network -1522.

The only data relating to the anti-violence centres and shelters, pending the establishment of the Regional Observatory against Gender-based Violence provided for by Article 18 of Regional Act No. 6/2014 are the one provided for by the Coordination of Anti-violence Centres, available at: <http://parita.regione.emilia-romagna.it/violenza/pubblicazioni/dati-del-coordinamento-dei-centri-antiviolenza-della-regione-emilia-romagna>

Emilia-Romagna Region is also involved in the prevention and the fight against the phenomenon of female genital mutilation in accordance with Article 3 of Act No. 7/2006.

The FGM program has been implemented throughout the region thanks to the partnership with the provincial capitals and with three NGOs of second level involved in specific relevant sectors (i.e. the second generation's people, migrant women, intercultural communication). Actions have been implemented with the aim of prevention and information regarding female genital mutilation from a health, legal, and social standpoint, being beneficial for the foreign female population but, more generally, for all citizens, both women and men. By a three-fold action, measures are intended to: young generations; training of social workers; awareness-raising, information and communication actions.

Friuli Venezia Giulia

Friuli Venezia Giulia region, in the year 2000, took steps to issue one of the first legislative measures dedicated to combating violence against women. For over twenty years, this Region has been

concerned with women-related issues and all that can facilitate the removal of those obstacles that de facto may constitute direct and indirect discrimination against women.

Despite the lack of a regional plan, integration among the social protection networks is guaranteed by Regional Act No. 6/2006 on "Integrated system of interventions and services for the promotion and protection of citizenship's rights" and in particular Article 43 which, in addressing every form of exploitation and domestic violence, provides for the activation of the interventions required by the specific sectoral law (Regional Act No. 17/2000, on "Implementation of anti-violence projects and establishment of centres for women in distress"). The implementation of Regional Act No. 17/2000 and of the implementing regulation approved by Decree of the President of the Region, No. 454, dated 28 November 2001 (Presidential "Regulations for the granting of contributions for the implementation of anti-violence projects and the establishment of centres for women in distress") has been entrusted to the Central Department on health-care, social-health integration, and family.

The aforementioned Regional Act No. 17/2000, in a nutshell, acknowledges the added value which stems from: the coexistence on the territory of public bodies and those ones belonging to the NGOs' context, and the formalized collaboration between them, in view of the realization of effective measures to combat violence against women; the role of women's associations; professional and care support processes, as well as autonomous and self-managed reception practices based on the relationships between women.

The activity of the anti-violence centres has been key to the activation of specialized services to combat violence against women and their children and to the mobilization of public and private resources, being necessary to the realization of individualised pathways which can start with the emergency phase and hopefully should end when re-gaining personal autonomy.

The Regional Social Report elaborated in 2015 by the Region's Social Policy Area highlights that the actions planned by the Zonal Plans, on a participatory basis, among social services, district services and a plurality of not-for-profit organizations are now part of the local planning.

The broad and meaningful presence of the Social Service of the Municipalities guarantees qualified professional support in all the Municipalities of this Region and shows a significant ability to take charge of the users and to intervene even in emergency situations through the activation of ad hoc services.

The anti-violence centres located in this Region have always shared: training; research; good practices; methodological information; projects and awareness-raising campaigns, in order to combat violence; as well as permanent professional refresher courses for their professionals.

This Region has a Social Services Information System that records the information regarding the users and the activity of the social services. It also envisages additional data collections, including the one concerning the users/beneficiaries of the anti-violence centres.

- The Observatory of social protection policies provided for by Article 26 of Regional Act No. 6/2006 detected data covering the years 2015-2016, concerning the users/beneficiaries of the anti-violence centres and shelters, with regard to, inter alia: the country of origin of women; the type of family; and the violence suffered.
 - o The types of violence considered are as follows: physical, economic, sexual, psychological violence; and stalking.

The anti-violence network of Friuli Venezia Giulia in 2015 assisted 1,274 women, of whom 775 accessing for the first time, a Centre; and 1,440 were assisted in 2016, of whom 752 new users.

- By focusing on new users and their age, in 2016 assisted women aged 31-50 amounted to 57.44%, with a percentage similar to the one of the previous year.
- Younger women, aged 31 – 40, have decreased slightly, if comparing to 2015, as well as to those women who are older (aged 51 - 60).
 - o Cases are decreasing even among the youngest, while the figure for underage girls is limited to the unit.
- The figure of unmarried women is prevailing; and there is a slight increase among unmarried women.
- Stable remains the number among separated (11%) and divorced (5.89%) women. This data confirms the profile of women as emerged from the surveys of previous years that highlight the prevalence of women, both young adults or adult women, mostly married - albeit with a reduction in the two-year period 2015-2016 (from 47.87% in 2015 to 43.21% in 2016) - or unmarried (from 30.97% in 2015 they go up to 33.9% in 2016), Italians (71.40% in 2016), and residing in the Region (94.94%).

The foreign component is just under a quarter of the total and is fairly stable in the two-year period (207 cases, in 2016). In the two-year period considered there was a change in the proportion with regard to the country of origin: if in 2015 36.24% of assisted foreign women were from other European countries, in 2016 this share fell to 29.27%. The citizens from the European Union rose from 23.85% to 29.75% in the same period. Women from Africa decreased from 19.72% in 2015 to 18.5 in 2016, while women from the Americas increased from 12.84% in 2015 to 13.6% in 2016. Asian women accessing anti-violence centres also increased (from 6% to 13%).

- As for the type of family, in most cases new users/beneficiaries live in couple and with children (41.75%); single women with children and those one in couple without children are slightly over the rate of 16%, while the phenomenon within cohabiting family units is limited - and violence affects 1.4% of women.
- More than half of the women are employed; and among them the most common type of job relationship refers to either very simple/basic jobs (i.e. housekeeper) or to intermediate ones (i.e. employees, nurses, etc.). Cases of violence affecting housewives amount to about 10%.
- Violence is committed within the household by the spouse (38.82%) or a former partner (19.28%). The cohabitants are 16.62%. Instead in the range between 2.5 and 6.2% there are the cases in which violence is perpetrated by another relative, a friend, the boyfriend or the father.

Consistent with the findings on women, the perpetrator of violence, who in most cases is the spouse, is mainly an adult, aged 41-50 (22.4%); a young adult aged 31-40 (22.4%); or an adult aged 51-60 (17.8%) who in 16.4% of cases is unemployed whereas in 66.7% of cases is mainly employed, mostly as a worker (30%); an entrepreneur (13, 6%); or an employee (10.2%).

The economic crisis and occupational inequalities in the family are nevertheless reported as increasing causes of domestic violence. Violence is not only physical (67.42%), but also of a psychological nature. In 2016, 92.55% of women claimed to have suffered from violence - and usually these forms of violence are related to economic deprivation (46%), and to the proximity to the violent family member, whose reactions they fear and which brings the woman not to file any complaint, accordingly.

- Likewise, numerous are the consequences of violence, which range from mere fear to disability (although the latter emerges in very sporadic cases (three cases in 2016)).

Among the new users, in the three years term under consideration, the most common consequences are: fear (67.1%); the condition of despair and impotence (46.14%); the loss of self-esteem (44.54%) or chronic stress (46.14%), or hematomas, burns, cuts (28.32%); depression (16.8%); anxieties, phobias and panic attacks (35.37%); sleep and eating disorders (22.4%), jointly with social / family isolation (16, 7%) and the difficulties of raising children (29.5%).

Latium

Regional Act No.4/2014, on "Reorganization of provisions to combat violence against women based on gender and for the promotion of a culture of respect for fundamental human rights and differences between men and women". Latium Region in 2014 reformed its relevant legislation. Since 1993, a regional act recognized anti-violence centres as necessary facilities to combat this phenomenon and to help women who have suffered from forms of violence.

By the above new regional law, Latium Region extends considerably the field of interventions and measures aimed at preventing and combating all forms (and degrees) of moral, physical, psychological, sexual, social and economic violence against women, in public and private life, including threats, stalking, and witnessing violence.

By this Law, its Article 3 envisages the establishment, for the first time, of a control room for the prevention and fight against gender-based violence, at the Presidency of the Regional Executive, which includes: institutional members; anti-violence facilities providers; experts; and representatives from NGOs and the third sector. This control room coordinates the interventions implemented by the various Departments on the prevention and fight against gender-based violence and the support for victims and their children.

Against this background, mention has to be made of the following: Approval of the "Guidelines for the provision of uniform services throughout the region by the structures responsible for combating gender-based violence: minimum structural and organizational requirements for the anti-violence centres, shelter houses and semi-autonomous houses"; Translation of the agreement among the Government, the Regions, the Autonomous Provinces of Trento and Bolzano, and the Municipalities, concerning the minimum requirements for the anti-violence centres and shelters, as envisaged by the Prime Ministerial Decree dated 24 July 2014 and ratified at the Unified Conference level, on 27 November 2014; The three-year regional plan for the prevention and combating of gender-based violence by which an overall cross-cutting, multidisciplinary strategy is determined through the definition of the objectives and the process to be pursued by the regional authority (D.G.R. 12 December 2017 No. 845); The Observatory on violence and equal opportunities envisaged by Regional Executive Deliberation (D.G.R.) No. 416 of 18 July 2017. It is the body for collecting and analysing data, and for carrying out studies and research activities with regard to both equal opportunities policies and measures with a view to combating gender-based violence; the MoU to both promote a respectful portrayal of female identity in information and communication and training and information actions for sectoral providers, to be aimed to journalists, university students, and media providers. The latter has been in force since June 20, 2016, for a two year term, as signed by the Regional Council and Executive, respectively; CORECOM Lazio, media sector's organizations, and the main Latium Universities (DGR, June 16, 2016 No. 333).

By Prime Ministerial Decree of 24 July 2014, Latium Region allocated resources for the establishment of new anti-violence centres and new shelters, with the aim of getting to 25 local facilities: eleven more than the 14 already existing ones.

- With the first programming by Deliberation of 25 November 2014 No. 830 concerning State's resources and regional co-financing resources, it was delegated to the Provinces and to the Metropolitan City of Roma Capitale, the establishment of the new structures.

The transformation of the Provinces in accordance with Act No.56/2014 resulted in a delay in the implementation of the planned interventions – this was recovered subsequently with a new planning approved by Resolution No. 689/2016. The Public Notice aimed to the establishment and management of 8 new Anti-violence Centres and 3 new shelters to provide support for women, alone or with their children who are victims of violence, was therefore approved (managerial determination dated November 22, 2016, No. G13813, amended by managerial determination dated February 10, 2017, No G01360). This addressed to the Municipalities, to be obligatorily associated with private social organizations with the requirements envisaged by the State –Regions Agreement dated 27 November 2014 (implemented by Deliberation dated 18 October 2016, No. 614). The procedures related to the above Notice were concluded by the approval of the ranking of the Municipalities admitted to financing (DD G15668, dated 17 November 2017). Therefore, the presence of anti-violence centres and shelters in the territory of the Region has increased: from initial 14 facilities (7 anti-violence centres and 7 shelters) to 14 anti-violence centres and 10 shelters.

Liguria

Liguria Region passed in 2007 its own regional law on the issue of gender violence (Act No. 12/2007 - "Interventions to prevent gender-based violence in support of women and children victims of violence". In Article 1, this Act recognizes violence as a human rights violation: 1. Liguria Region recognizes that gender-based violence against women and children is a violation of the fundamental human rights of physical and psychological integrity, security, freedom and dignity; 2. The effects of gender-based violence of a physical, sexual, psychological, economic nature and the deprivation of women's human rights are an obstacle to the enjoyment of the right to a secure, free and just citizenship of women and children.

The regional position over the last few years has been mainly focused on – though not limited to - the actions promoted by the Ministry of Equal Opportunities: also the regional social planning documents have set, in the area of the fight against violence, significant services-related objectives for those services falling within the Regional Planning, in particular the Triennial Program on Equal Opportunities and the Regional Integrated Social Plan:

- a) By D.C.R. (Regional Council Deliberation) No.35/2009, Liguria Region approved the three-year program for equal opportunities, 2010-2012, as required by Art.34 of Regional Act No.26/2008 "Integration of gender equal opportunities in the Liguria Region". Given the scope of this Programme, it remained in force beyond the above date of expiration: once gotten the opinion by the Regional Network for equal opportunities (a body established by the above law intended as an inter-institutional forum for the integration and coordination of policies for equal

opportunities), the above document has been renewed also for the period covered by the present Italian document.

b) The Regional Integrated Social Plan, 2013-2015, approved by Regional Council Resolution No.18/2013, considers the Three-Year Plan for Equal Opportunities, in order to give continuity to its actions. The fight against and the prevention of gender-based violence, as well as the measures to support women and children victims of violence are identified in the Plan as objectives of social well-being to be pursued in the context of regional planning. On the specific issue of gender-based violence, it has been envisaged the strengthening and support for the Territorial Services/Support - Emergency/Protection network with the ability to promptly take action in support of women and children victims of violence regardless of their age, status, race, religion and nationality.

Liguria Region has identified the five Conferences of the Mayors (corresponding to the territories of the five local health-care Authorities (in Italian, ASL)) in view of the management of actions of prevention and fight against gender-based violence, by guaranteeing the presence of at least one anti-violence centre and housing-related resources for women victims of violence in every conference.

The Agreement concerning the minimum requirements for the anti-violence centres and shelters, as required by Art.5 of Decree-Law No.93/2013, defines uniform methods to strengthening the network of territorial services, anti-violence centres, and services for the assistance to women victims of violence. It also refers to D.P.C.M. dated July 24, 2014, by which to distinguish two forms of territorial services: the anti-violence centres; and the shelters - besides defining minimum requirements for each. Activities refer to:

1. Formalizing the territorial network of relevant stakeholders and their related activities that, though to a different extent, intervene on violence (Municipalities/Districts, ASL, Anti-Violence Centres, Judicial Authorities, Prefectures, Law Enforcement, Bar Association), in order to ensure greater effectiveness of the interventions through the signature of Territorial Operational Protocols, while respecting the skills of each stakeholder being member of the above network (also for information-sharing purposes).
2. Promoting the integrated socio-health care team for the elaboration of the Individualized Assistance Plan, the monitoring and evaluation of interventions.
3. Activating training for service providers, volunteers, general practitioners and emergency physicians, law enforcement, and teachers, with the aim of promoting competence in identifying situations of violence and providing information on the offer of the anti-violence network.
4. Designing prevention interventions in primary and secondary schools of first grade, aimed at the children's acquisition of self-esteem and respect for others and for equal opportunities²⁵.
5. Promoting at the relevant Centres, the presence of the intercultural mediation service, in collaboration with the immigration policy sector.
6. Establishing a single regional information system - Regional Observatory on violence against women and children.
7. Information and social communication.

By D.G.R. No. 1045/2015, Liguria Region implemented the aforementioned agreement, providing for both the immediate application of the minimum requirements to the new allocations and the setting of

²⁵ In this regard, mention may be made of ILPO project.

a 12-month adjustment period from the date of approval of the above Deliberation with regard to those ones already in place.

Financial resources allocated in the two-year period, 2014 -2015

Year 2014: Euros 354.346,68 (national resources) by DGR 1531/2014 "Allocation of the financial resources from within the Fund for policies relating to rights and equal opportunities, for the years 2013-2014, aimed at prevention and fight against gender-based violence"; € 270,000.00 (regional resources), by DGR 704/2014 concerning "Regional Act No. 12/2007, on interventions to prevent gender-based violence and measures to support women and children victims of violence" - Commitment to the leading Municipalities of the above-mentioned Mayors' Conferences – Sitting held on June 6, 2014.

Year 2015: 175,000.00 Euros (regional resources), by DGR No. 1289/2015 on "Regional Act No. 12/2007 on "Interventions for the prevention of gender-based violence in support of women and children victims of violence" - Commitment to the leading Municipalities of the Conferences of Mayors"; Euros 25,000.00 (regional resources) by Executive Decree No. 3461/2015 on "Institutional advertising campaign to raise awareness on the issue of violence against women".

Since 2015, exchange of views with the representatives from the anti-violence centres has been enhanced. They have been periodically gathered, to share the planning of the relevant interventions, regional communication initiatives, data collection modalities, and system actions.

- Periodic meetings with representatives from women's organizations engaged in/promoting anti-violence centres and/or shelters have taken place at both the regional headquarters and local levels. The regional sector involved the aforementioned stakeholders at all stages of intervention planning, by periodically sharing the progress of the relevant actions.

The Regional Executive issued Deliberation No.1473/2013, by which the "Regional Observatory on violence against women and children" was established. This monitors cases of violence by collecting, processing, and analysing data provided by the anti-violence centres, the territorial services and those stakeholders belonging to the territorial network, in compliance with the legislation on personal data protection. The Observatory facilitates synergies among relevant stakeholders, to: spreading knowledge of issues related to violence against women and children; and harmonizing the various methods of intervention, as adopted locally.

The Regional Observatory, in accordance with Regional Act No. 12/2007, monitors the use of resources, as well as the effectiveness of the programs, which have been financed besides supervising the progress and effectiveness of the anti-violence centres and of the shelters.

Data collection is carried out by the anti-violence centres on the basis of an information system made available by the Region, in collaboration with *Liguria-Digitale* Company. Data can be broken down by gender, age, type of violence, type of relationship between the author and the victim, geographical location (of the centre, which the victim referred to) and other information (educational qualifications, nationality, work situation, economic situation, disability, etc.).

- The data collection refers to information about women who refer to the anti-violence centres and about first aid access due to violence (during the survey period in the Genoese metropolitan area only), in accordance with the MoU on prevention and fight against gender-

based and child-related violence signed in 2014 and subsequently renewed by DGR No. 548/2015²⁶.

In November 2015, this Region promoted a communication campaign on the issue of violence, with TV spots broadcast by local networks to raise awareness about this plague and to inform victims about the activity of the anti-violence centres. The message is based upon a positive image: "the smiling face of a girl to represent the women who have undertaken a complex pathway and who eventually get out from a terrible situation, also with the help of the anti-violence centres and shelters".

Women victims of violence get information on support services both through the website of Liguria Region and relevant awareness-raising initiatives, including at a local level. Many Liguria's anti-violence centres produced information material, which was translated into various languages; and at some Centres a linguistic-cultural mediator is on duty.

The local social services are involved, through the Conferences of the Mayors, in all the regional activities on gender-based violence. For each Conference of Mayors, a territorial focal point has been identified.

In 2014, an MoU was signed, on an experimental basis, on the prevention and fight against children and gender-based violence, which was later renewed by DGR No. 548/2015, with the aim of: promoting "actions and active policies to shed light on cases of violence, in order to prevent the recurrence and exacerbation of cases and to avoid greater severe impact on the victims, by new modalities to women's accessing services in the emergency room and consequently for protection purposes of children who live in violent families settings"; as well as "awareness-raising and prevention initiatives, in addition to monitoring, through the collection, processing and analysis of data with regard to the characteristics and the evolution of this phenomenon, while respecting the right to privacy of the persons involved". During the period under reference, the above MoU applied to the Genoese metropolitan area, only.

The anti-violence centres in Liguria in the two-year period under reference were 7, one for each Province, excepted for the Province of Genoa, where there were 4 centres. They have differing working hours, but guarantee the opening to the public, for at least 5 days a week. The detection of the accesses in the two-year period of reference was made with a paper-made form: in 2015 there were 1,121 in-bound requests/accesses (by telephone or in person), while the 2014 figure is not available. anti-violence centres and shelters offer free of charge services to all women, regardless of their income or other conditions. In terms of standards, since 2015 reference has been made to the National Agreement concerning the minimum requirements for the anti-violence centres and shelters.

As for the financing, mention has to be made of the following – though referring to the funds allocated by Liguria Region to the Conferences of the Mayors, only:

- The support service for children witnessing violence is one of the minimum services that must be guaranteed by the anti-violence centres, in accordance with the above Agreement. To this end, relevant centres involve the social services of the Municipalities. The issue of witnessing violence was also the subject of a training day in the context of the regional refresher course on ill-treatment and child abuse, for: judges (of the Juvenile Court, the

²⁶ Since January 2016 data is collected by an electronic system, while in previous years it relied on paper-made forms. Data is disseminated in the context of activities related to the International Day against violence against women and on other public occasions and contexts.

Ordinary Court, and the Public Prosecutor's Office, respectively); the physicians (hospital and in private practice paediatricians, psychiatrists, neuro-child psychiatrists, gynaecologists, emergency medical doctors, general practitioners, hospital managers); psychologists; nurses; social care workers; health-care workers; and obstetricians.

Lombardy

Lombardy Region legislated on the issues under reference by Regional Act No.11/2012, on "Prevention, the fight and support measures for women victims of violence", which defines the physical, sexual and economic violence against women, the arbitrary deprivation of freedom, and every other forms of violence as a violation of human rights and an attack on the inviolability of the person besides setting the objective to fight against and to prevent gender-based violence, in line with the Istanbul Convention. It thus aims to:

- Encouraging projects and programs also with schools and universities, to spread out a culture in support of the rights of the person and respect for women, by pursuing a specific anti-violence policy;
- Promoting, in light of vertical and horizontal subsidiarity, the constant involvement of the associations and civil society at large, in addition to collaboration among Institutions, for the dissemination of a culture focused on respect, equality and solidarity;
- Facilitating and promoting policies of prevention, protection, support, insertion and reintegration, for women victims of violence, also in order to allow pathways to recover their material and psychological autonomy;
- Supporting women who are subjected to acts or threats of violence, in order to promote their recovery of autonomy, self-esteem, dignity, physical integrity and freedom;
- Protecting, regardless of marital status, citizenship, culture, and religion, the woman, alone or with minors, victim of violence or threats of violence, by guaranteeing assistance, reception and protection;
- Recognizing and enhancing, inter alia, cultural models, experiences of help and mutual help, as well as forms of autonomous hospitality based on solidarity among women, as also acquired in anti-violence centres;
- Implementing locally the content of the national Plan.

By Deliberation No. 894/2015, Lombardy Region also adopted the Regional Four-Year Plan on Policies concerning Equality, Prevention and Fight against gender-based violence, 2015- 2018. This Plan is the guidance tool for the implementation of the relevant regional Act. This is a four-year Plan (2015- 2018); it defines the lines of programmatic action and specific objectives; identifies priorities and criteria for the implementation of the interventions concerning the policies on awareness-raising and prevention, protection, support, and reintegration of victims, training and monitoring of the phenomenon. Moreover, it defines the local governance, also in accordance with Art.6 of the State-Regions Agreement and with Article 5 of the National Anti-Violence Plan.

In order to harmonize and integrate actions and measures to prevent and combat male's violence against women, it also provides for two levels of governance: the former, relating to regional planning and guidance; the latter, relating to local coordination of actions and stakeholders that are involved in various ways in the implementation of relevant policies.

As envisaged by Article 6 of the State-Regions Agreement, the coordination of the inter-institutional anti-violence networks is entrusted to local territorial Authorities (municipalities and mountain communities).

- This Region signs with local Authorities, inter-institutional collaboration agreements concerning the territorial networks pursuant to Article 15 of Act No. 241/90, in order to share local activities plans and the consequent transfer of resources.

The inter-institutional territorial anti-violence network, through the various functions and stakeholders that are part of it, must guarantee access, reception, risk assessment, and the subsequent taking charge and protection of the woman victim of violence, regardless of the stakeholder (be it public or private social) to which the woman refers to, in order to ensure a multidimensional evaluation through the involvement of health-care services (first aid), socio-health care (through the ATS (standing for Temporary Associations), the family centres, and the specialized services (provided for by local Authorities' social services).

As envisaged in the regional anti-violence plan, the territorial networks provide for the mandatory presence of: at least one local Authority (as coordinator of the territorial network); one or more anti-violence centres; one or more shelters and hosting facilities; health-care and socio-health Institutions; and law enforcement representatives. Moreover, depending on the specific situation and the territorial needs, other stakeholders with different skills are also involved. The priority of the relevant Network is to place woman at the core of interventions and actions, starting from the first access until the definition with the woman concerned, of the pathway to be pursued towards autonomy.

To date, in Lombardy, 26 are the active inter-institutional anti-violence territorial networks, to which 50 anti-violence centres are participating, which are managed by 39 legal bodies, while 67 shelters/hosting facilities are managed by 46 legal entities.

- The 26 Networks thus guarantee entire territorial coverage.

Between 2013 - 2017, € 17,579,867 were allocated, of which € 10,337,262 from regional resources and € 7,242,605 from national resources, by which the following activities have been carried out:

- Support for anti-violence centres and shelters through the launch of anti-violence territorial Networks (18 networks);
- Activation of new territorial Networks, new anti-violence centres, and new shelters (8 Networks - 7 Centres);
- Structural adjustment of anti-violence centres and shelters;
- Development of the relevant online data collection system, called O.R.A;
- Training actions;
- Research, analysis and monitoring activities;
- Call for relevant planning in Lombardy;
- Communication Campaign.

Lombardy Region, on the basis of collaboration agreements, allocates the resources intended for anti-violence centres and shelters, aimed at the management of services at the leading

Municipalities. The latter in turn transfer resources to the anti-violence centres and shelters in accordance with the above agreements.

The above described governance model identified by Lombardy region aims to strengthen the regional social fabric, in particular CSOs, including women's organizations, which represent a broad-based and structured reality on the ground.

- Well before the fight against gender-based violence became a public policy, many not-for-profit anti-violence centres were operating locally to receive and support women, as highlighted by a specific research carried out by Lombardy Region in 2013.

The regional planning activity stems from census aimed at mapping the services and stakeholders already operational in the territory so as to identify the best model of governance to develop and to standardize access, throughout the region.

There are 12 representatives from the Associations that are part of the so-called Permanent Table/Working Group for Prevention and Fight against gender-based violence, provided for by Art.5 of Regional Act No. 11/2012. Additional representatives from other bodies that manage shelters or anti-violence centres are also members of the multidisciplinary technical Body, established by Lombardy Region Deliberation No.5086/2016. This Body is entrusted with monitoring and preparing periodic reports through the aggregation of individual non-personally identifiable data as collected through the IT platform (Osservatorio regionale antiviolenza.rete.it).

The regional project "Designing parity in Lombardy" is one of the most significant tools that for ten years now has been supporting local planning in the field of equal opportunities, by local bodies and NGOs (as registered in the regional Registry of Associations and Movements for equal opportunities and in the regional network of the so-called local equality centres).

In the last two years, following the "Four-year Regional Plan on gender equality policies and the prevention and combating of violence against women, 2015-2018", by the "Planning parity in Lombardy" Initiative, mention has to be made of the projects for the dissemination of a culture of respect for women and girls as a basis upon which the promotion of equal opportunities between women and men is to be based – also in light of prevention-related purposes.

Over the last three years (2015, 2016, and 2017), this Region financed 84 projects submitted by stakeholders registered in the regional Registry of Associations and Movements for Equal Opportunities (Regional Act No. 8/2011, Article 9) and by local territorial offices that belong to the Regional Network of the so-called Local Resources Centres on Equality (Regional Act No. 8/2011, Article 10). These projects aim to prevent the phenomenon of violence and to raise awareness of the culture of respect for women and girls in various fields: education and training; integration of foreign women; sport; work; social-health care system; and cultural system.

Marche

Regional Act No.32/2008 (Interventions on violence against women)

Marche Region plays a role of guidance and coordination of the interventions, as further enhanced by the improvement of regional governance model foreseen by Regional Act No.32/2008 (Interventions on violence against women), following important changes to relevant legislation in the field of social policies (Regional Act No. 32/2014) - also in order to strengthen the "network rationale" behind the prevention and fight against gender-based violence, in accordance with regional legislation.

Marche Region implemented actions in compliance with Act No.119/2013, the Prime Ministerial Decree dated 24 July 2014, and the State-Regions Agreement dated November 27, 2014. In addition to that, the 2012-2014 regional socio-health care plan, which, though expired, is still in force and provides for a special section dedicated to combating gender-based violence (Chapter X, Para X 4.8, pp.171-174). The latter provides for the various "priority actions" to be implemented for the following objectives (excerpt):

- Encouraging and strengthening relevant networks in all the provincial territories through institutional protocols that commit as many institutions as possible to deal with this phenomenon, according to their own respective responsibilities, and to share common action plans;
- Implementing sectoral operational protocols, involving the various providers, each one for its specific skills such as first aid workers, socio-health care providers (from municipalities, consultants, mental health-care services, general practitioners), public security service providers (fire-fighters, law enforcement officers), legal practitioners (judges, magistrates, lawyers), employment services providers (trade unions, job associations, etc.), school world (school offices, school principals, and teachers).

Marche Region has therefore always fostered policies for preventing and combating gender-based violence, by guaranteeing financial support to the five anti-violence centres (of a provincial level) and shelters for women victims of violence, through the integrated use of both State resources (made available from the end of 2014 onwards) and those ones provided for in the regional budget.

There is no doubts that State resources provided for by Act No.119/2013, as then assigned, allowed Marche Region to increase the regional resources which up to then had been made available by increasing the average allocation for the structures and therefore by increasing and qualifying the endowment of services. It is important to underline that part of the 2013-2014 State resources were essential to guarantee the continuation of the services supplied by the five anti-violence centres in the transfer of responsibilities from the Provinces to the Territorial Social Areas, in accordance with Act No. 56/2014 without any prejudice to the regional programming.

This Region confirmed support in 2016 and afterwards, by allocating € 250,000.00 in the 2016 year - pending the transfer of State resources, 2015-2016.

Services for women victims of violence

In the anti-violence centres and shelters of the Marche Region, are provided the services envisaged by the State-Region Agreement dated November 27, 2014. All the staff, female-made only, is specialized and trained according to referral methods focused on the woman victim of violence and her needs.

An important service for this Region has been the emergency house of regional “relevance” for women victims of active violence since the end of 2013, which territorial services, rescue services and Police Authorities can refer to "in real time" for emergency situations requiring immediate protection of women, alone or with children (the transportation service is also guaranteed throughout the region).

This house is 24h/24 accessible. The placement is free of charge (the Municipalities do not have to pay the fee) for the initial four days pending the definition of the most suitable arrangement for each situation with the competent social services.

Moreover, the resources have been allocated to the leading Municipalities (*Comuni capo-fila*), to help support the following activities carried out by anti-violence centres and shelters:

- Fixed management and facilities' staff costs, with some mobile services (i.e. counselling desks upon appointment), to better meet the needs of women, especially those ones living in areas far from the coast and the provincial capital;
- Support activities to exit from violence: telephone counselling (including emergency toll-free number), listening, information / guidance, legal advice, counselling, psychological support, self-help groups, risk assessment, accompaniment to local services, support for children victims of witnessing violence, anti-stalking (Ancona);
- Training and refresher courses for the personnel working in the facilities and specialized personnel, not limited to Marche Region's area (e.g. training pathway on emergency management, assessment of the risk of recurrence of gender violence);
- Prevention, awareness-raising and information activities for the community, schools and others; numerous have been the courses, conferences, and seminars covering the entire regional territory, organized by all the anti-violence Centres;
- Workshops to support women (e.g. laboratories on parenting and emotional self-defence);
- Support for semi-autonomous actions aimed at the recovery of social autonomy and job placement, such as: job orientation, vocational courses (e.g. for health-care service providers (acronym in Italian, OSS), hairdresser, etc.), driving license courses, aid for housing autonomy through interaction with local Authorities and real estate agencies, registration of minors to summer camps, kindergartens or recreational-leisure centres;
- Extension of services (extension of opening hours of the anti-violence centres and of decentralized desks);
- New networks and strengthening of local networks (memoranda of understanding, territorial agreements, collaborations for information campaigns (e.g. with Macerata Police Headquarters, the information campaign carried out with an itinerant Camper van);
- Updating communication materials, dedicated sites, and CAV Facebook pages;
- Monitoring and evaluation activities.

Organisms and Working Groups: Since 2009 the Permanent Forum against Harassment and Gender-Based Violence has been operational pursuant to Act No. 32/2008 – this is an advisory and proposing body of the Regional Executive, which also includes representatives from relevant NGOs.

“Prevention”

This Region has not yet directly managed training activities. In any case they are an integral part of the activities financed by the resources already transferred to the Provinces, between the years 2009 – 2015, and from 2016 onwards, to those ones allocated to the five leading Municipalities of the relevant Territorial Social Areas. They are carried out by the Bodies concerned or are entrusted to stakeholders, identified for the management of the anti-violence centres, subjected to reporting, which organize specific training seminars for the service providers of the Centres and / or stakeholders from the anti-violence territorial networks, in addition to specific meetings within the school system.

Molise

With regard to the obligations provided for by the Council of Europe Convention on the prevention and combating of violence against women and domestic violence, during the period covered by the present document, the Region's Executive adopted, by DGR dated 23.11.2015, the three-year regional Plan, provided for in Article 13 of Regional Act No.15/2013, on "Measures concerning the prevention

and combating of gender-based violence" as subsequently approved by the Regional Council of Molise on April 5, 2016. This Act defines the lines of programmatic actions and the specific objectives to be pursued; and identifies the priorities and criteria for implementation of interventions in the areas of prevention, protection, support, reintegration of victims, training and monitoring of the phenomenon.

In compliance with Article 9 of the above Act, the Regional Executive approved a draft memorandum of understanding, by measure dated 9 March 2015, No. 100. The above MoU was subsequently signed by the public and private bodies concerned, in order to set the conditions for a network. They then participate in the Inter-institutional WG, located at the Regional Executive, with tasks of proposal and support for regional planning.

Addressing to the whole regional territory, the interventions (opening of an Anti-Violence Centre with branches at all the regional ATS; a shelter; personalized interventions for the support of victims in the labour market; accompaniment to an independent life; activities of prevention, information / training, activation of the telephone line 1522) have been implemented from October 6, 2016 onwards, and are ensured by the Territorial Area of Campobasso, which operates in collaboration with the Be Free Molise Association, managing relevant services following Public Notice. The committed economic resources of € 188,121.80 stem from regional and State allocation (2013) of € 100,000.00 and € 88,121.80, respectively. The other interventions, such as the opening of at least one other CAV, the activation of the so-called *Rosa Code* pathway at three regional hospitals, the establishment of an observatory for data collection, the study and analysis of the phenomenon, and new training pathways are under way.

Piedmont

The Piedmont Region relevant framework is particularly focused on the issue of combating violence against women. Some relevant pieces of legislation include:

- Regional Act No. 16/2006, on "Amendments to Article 9 of Regional Act No. 1/2004";
- Regional Act No. 8/2009, on "Integration of gender equal opportunities policies in the Piedmont Region and provisions for the introduction of gender budgeting".

In 2015, Piedmont Region decided to ensure continuity and implementation of what was already started and financed in 2014 following the allocation of State resources implementing Act No. 119/2013 and State-Region Agreements No. 86 and CSR (standing for State Regions Conference) No. 97, of 2014.

In order to support activities for women victims of violence, concerning awareness-raising and training in the field of prevention and fight against gender-based violence, as well as pilot actions for the perpetrators of violence, the criteria for the allocation of regional funding, amounting to € 156,000.00, have been approved by DGR No. 20-2463, dated November 23, 2015.

By subsequent Managerial Determination No. 1069 of 28.12.2015, 70% of the aforementioned resources were allocated to the 16 beneficiaries eligible for funding. Since its inception at the end of June 2014, the Piedmont Regional Executive has been launching a pathway to broaden its institutional communication, also in terms of fight against gender-based violence and all forms of discrimination.

This Region's aim is to promote and coordinate the various training activities for service providers, both men and women of the whole institutional relevant network and from private social sector.

The personnel of anti-violence centres and refugees, in addition to basic educational or psycho-social training, must have obtained specific education in the field of gender-based violence, knowledge of its effects, such as trauma and violence-related dynamics. Territorial anti-violence centres and shelters, in terms of quality services, must ensure basic and refresher training pathways for their staff and relevant professionals. For the service providers of the anti-violence services, this Region guarantees the skills certification, in accordance with Legislative Decree No. 13/2013²⁷. The standardised training pathway for the anti-violence services service provider, as included in the regional list of professional profiles, is managed by accredited training agencies of the regional territory, in collaboration with the anti-violence centres and shelters and is thus structured in two specific modules: a) Module 1: accompaniment along pathways to exit from the violent relationship; b) Module 2: promoting and fostering relevant networks.

This Region intends to ensure the quality and development of professional skills, the uniform update throughout the regional territory, the promotion of networks that enhance the subsidiarity of collaboration between the desks, anti-violence centres, shelters and agencies for training. Therefore:

- i) The desks that intend to be included in the specific mapping must use at least one operator with validated and certified competences as mentioned under Items a) and b);
- ii) In the regional territory, the anti-violence centres and the shelters registered in the regional register validate the experiences and skills acquired by the providers in service for at least 2 years; and, subsequently, the training agencies, in collaboration with the anti-violence centres and shelters, based on the documentation produced, certify it besides organizing training courses.

Piedmont Region adhered, with a specific deliberative act, to the so-called Charter of Intents, entitled "I speak and do not discriminate", which commits to adopt and promote awareness-raising pathways to disseminate a culture of gender recognition and the elimination of forms of gender-based discrimination in language.

Sardinia

Sardinia Region has initiated and ensures continuous interventions in support of women victims of violence and their children, as provided for by Regional Act No. 8/2007 and Regional Act No.26/2013. Regional Act No.8/2007 provides for eight anti-violence centres and five reception houses located in the regional territory. By Regional Act No. 8/2007, two types of intervention have been activated:

- Anti-violence centres that carry out activities of legal protection, counselling, including psychological and social counselling, besides offering practical and immediate help to exit women victims of violence from dangerous situations (so as to also re-set autonomous and peaceful life's conditions);
- Reception houses as temporary hospitality facilities that welcome and support women in distress due to sexual violence or family ill-treatment, together with their children.

Regional Act No.26/2013 integrates and amends Regional Act No.8/2007, by providing that at each anti-violence centres, there should be located an "anti-stalking" desk, mainly tasked with the promotion of informational and educational activities aimed at preventing all forms of violence.

²⁷ ("Definition of general rules and essential levels of actions for the identification and validation of non-formal and informal learning and of the minimum standards of service of the national certification system of competences, pursuant to Article 4, paragraphs 58 and 68, of Act No. 92/2012")

By DGR No. 50/11, dated 16 September 2008, it was approved the Guidelines for the organization and functioning of the counselling and reception facilities. By subsequent Resolutions, the facilities and service providers were identified. By annual Deliberations of the Regional Executive, resources are to be allocated to managing bodies with regard to the organization and functioning of eight anti-violence centres and 5 reception houses located in the regional territory, respectively.

During the year 2014, by D.G.R. No. 50/18 of 16.12.2014, the resources to the Sardinia Region have been distributed by D.P.C.M. of 24 July 2014, for a total amount of € 370,789.89. The entire amount has been shared among the nine anti-violence centres and the five reception houses, by allocating 35% to the former category and 65% to the latter one. The female population aged between 12 and 75 residing in the Provinces where Centres and Houses operate has been used as criterion to define the above allocation.

- D.G.R. No.35/17 dated 12.09.2014 indicates a sum equalling to € 990,000.00 Euros (of which € 500,000.00 from the regional budget and €490,000.00 from the National Social Policies Fund).
- The objective is to strengthen assistance and support for women victims of violence and their children, through uniform modalities aimed at strengthening the network of: local services, anti-violence centres and assistance services, in accordance with Article 5, paragraph 2, lett. D), of Decree-Law No.93/2013, as converted into law by Act No.119/2013.

The transfer of resources is made by the Managing Bodies (Municipalities) to the recipients (Anti-violence Centres and Reception Houses) as previously identified by the above Managing Bodies, following relevant applications, jointly with a specific operational project, submitted to the Region.

- There is only one anti-violence Centre located in Olbia.

This Region transfers the resources to the beneficiaries (managing bodies) that then provide for their transfer to the recipients (Anti-violence centres and shelters), in the case of the Anti-violence Centre located in Olbia, the transfer of resources is made directly to the Anti-violence Centre.

The allocation of the aforementioned resources allows for the strengthening of the assistance and support measures for women victims of violence and their children through uniform modalities, besides ensuring that the resources for the above measures meet the needs detected in the territory.

In 2015, by D.G.R. No.53/2, dated November 3, 2015, resources equalling to € 1,360,000 (of which € 400,000.00 from the National Social Policies Fund and € 960,000.00 from the regional Budget) were allocated for the organization and functioning of the anti-violence centres and the reception houses.

Of the above amount, 70% (equalling to 952,000.00 Euros) was earmarked for reception houses, and the remaining 30% (equalling to 408,000.00 Euros) for the anti-violence centres and their branches, with identical allocations for each facility, to ensure all the structures can be meant as key elements of the relevant regional network, with adequate counselling and reception offering.

By the above DGR, the number of anti-violence centres was also reduced to 8, as required by Art.3, paragraph 5, of Regional Act No.8/2007, with the possibility of envisaging more operational offices.

Sicily

Sicily Region recognizes that "every form or degree of violence against women constitutes gender-

based violence and a violation of human rights, physical and psychological integrity, and security, freedom and dignity of the person ... ", by Regional Act No. 3/2012, on "Rules for the fight against and prevention of gender-based violence". To this end, a series of actions have been identified and, over the years, have been put in place by the Department of the Family and Social Policies, such as:

- Art. 3 - Establishment of the permanent FORUM against harassment and gender-based violence;
- Article 4 - Prevention and information initiative;
- Article 5 - Establishment of the network of relationships;
- Article 7 - Anti-violence centres;
- Art. 8 - Reception houses;
- Art. 9 - Job placement;
- Article 10 - Training of service providers;
- Art. 11 - Establishment of the Regional Observatory for the fight against gender-based violence.

The above two bodies, namely the Forum and the Observatory, which are currently operating, play a decisive role in setting synergies between the regional Department, CSOs at large/Cooperatives / local Authorities and the Regional Executive, in order to plan wisely the use of resources to be allocated for actions enforcing the above Articles 4-5-7-8-9-10. Until 2014, the aforementioned actions were implemented through contributions exclusively allocated from the regional budget. Since 2015, in addition to the regional resources, national resources have been allocated by the Presidency of the Council of Ministers - Department of Equal Opportunities, as follows:

- State-Regions Agreement No. 86/CSR of 10/07/2014 and the subsequent one, No.97 of 17/07/2014, which allocates the resources from the "Fund for policies relating to rights and equal opportunities, for the years 2013-2014 to be dedicated to the prevention and fight against gender-based violence (by € 1.911.316.40), to this Region.
- The contributions also made it possible to support information, prevention and training courses for service providers, the management of anti-violence centres and secret shelters, as well as the projecting towards of work and housing autonomy pathways for the woman victim of violence (job grants, contributions for house rental, fund for the families of the victims). No cost is borne by the woman taken in charge.
- The implementation of the actions subjected to contribution is constantly monitored by the relevant Service, through on-the-spot controls, reporting, direct contacts with NGOs/Cooperatives/local Authorities that manage anti-violence centres and secret shelters or facilities for emergency situations that are accredited in accordance with the regional standards (DP No.96/2015), intended exclusively for women victims of violence and their dependents, children or persons with disabilities.

Veneto

Regional Act No.5 of 23 April 2013 on "Regional measures to prevent and combat violence against women" is the normative framework under which regional strategies and policies are developed and implemented for the prevention and fight against gender-based violence.

- This regional law is the result of a long-standing process in which Veneto Region has invested resources to sensitize the territory on issues related to equal opportunities, human rights, the culture of non-discrimination and gender differences.

In the previous decade, before the issuance of the regional law on violence against women, many financial and human resources have been committed to developing both outreach projects (with particular regard to students and citizens) and actions aimed at setting up counselling or first information spaces, for women. The commitment of Veneto Region, in the years preceding the issuance of the above regional law, was thus to having a fertile breeding ground for analysis and reflection on important issues such as gender equality, human rights, and non-discrimination.

Veneto Region intervenes by Regional Law No.55/1999 on "Regional interventions for the promotion of human rights, the culture of peace, development cooperation, and solidarity", in the field of the promotion of human rights. Over the years, through its regional annual plan of interventions, numerous projects in favour of citizens and in schools have been carried out: all of them were oriented to fostering and strengthening a culture of non-discrimination and respect for the rights of the individuals, without any distinctions.

This cultural development has been supported over the years by the collaboration between Veneto Region and the University of Padua - "Human Rights Centre" - the latter being a promoter of human rights-related activities, within which the gender-related issues emerge predominantly in the Veneto area, and often as a forerunner in the national territory,

In addition to the work in the field of human rights, mention has to be made, starting from the 2003-2004 term, of an annual program of interventions by the Regional Executive in the field of equal opportunities, for the support and coordination of territorial initiatives with regard to some main lines, such as: the creation and support for equality bodies at local Authorities, the counselling desks (*QuiDonna*) located throughout the Region, training and awareness-raising in schools and pilot initiatives or research carried out directly by the Region, in order to raise awareness and increase the gender culture and to disseminate good practice.

Particularly relevant, with regard to violence against women, is the establishment at a territorial level, of information points/counselling desks, called *QuiDonna*, offering initial consultancy on different fields (work, entrepreneurship, law, culture, psychological-health care, reconciliation).

These desks represent the first effective experience of help for women offered by local Authorities, in collaboration with the private social sector. The spread of these branches in the territory (in many cases, to be intended as the forerunners of the current anti-violence centres) has contributed to the emergence of the phenomenon of violence against women – as long as the requests for information/help from women often focus on domestic and gender-based violence.

To respond to the above requests, *QuiDonna* branches have increasingly provided specific services in terms of reception of women victims of violence; launched an initial network in and with the territory; and resorted to specialized staff (psychologists, lawyers, social workers, ...) offering an adequate response to the need expressed by the user/beneficiary.

- The transition from the desk to the anti-violence centre, in many cases, is thus a natural move.

In parallel, it has emerged the need to regulate this sector by identifying and defining the strategies and interventions considered as priorities to combat violence against women, in line with international, European, and national standards. Prior to the Regional Law on Violence, mention has to be made of Article 30 of Regional Act No.11/2010 (Financial Law), which provides for the initial regional resources for the establishment and structural improvement of reception centres or shelters aimed to accommodate women, alone or with children, victims of violence, stalking, and ill-treatment.

By Regional Law No. 5/2013, Veneto Region intends to structure its action to prevent and combat gender-based violence by establishing a territorial network with capacity to provide assistance and support for victims.

In order to deal with the phenomenon of violence on a coordinated basis, the relevant Regional Law has placed particular emphasis on networking because an effective response to the phenomenon must necessarily involve the various stakeholders engaged in the protection of victims in the fields of public security, justice, and health-care, as well as in women's shelters.

The regional strategy, therefore, moves around the following pivotal issues: promotion and support, including financial support, for the facilities responsible for the reception of women victims of violence (definition of structures, promoters, and services to be offered); Regional Coordination WG, involving representatives of the various bodies working on this issue, with guidance, counselling and monitoring functions, as well as identification of inter-institutional instruments and strategies in order to guarantee coordination between public bodies and private social Institutions (signature of Conventions, territorial Protocols); information, cultural, and educational actions to prevent and combat violence against women (collaboration with schools and universities, local Authorities and not-for-profit bodies, both public and private ones).

In the years 2014 and 2015, Veneto Region used both its own regional funds and the national ones.

- The funds allocated by the Region are as follows: Year 2014, € 400,000.00 (total allocation) with a 0.0031% impact on the regional budget; Year 2015, € 400,000.00 (total allocation) with a 0.0029% impact on the regional budget.
- The State resources in favour of this Region, for the year 2014, amount to € 1,440.506,29.

Regional Law No. 5/2013 provides (Articles 3-4-5) that the anti-violence centres, the shelters, and the second-level houses can be promoted by: local, individual or associated bodies;

individuals, NGOs and organizations working in the field of support and aid to women victims of violence that have gained specific experience and skills in the field of violence against women and use specifically trained staff a reception methodology based on the relationship between women.

As part of the fight against gender-based violence, the management of the above facilities is entrusted to both public and private bodies: the latter are NGOs, including not-for-profit Associations, and social cooperatives. Most stakeholders operating in this field, in most cases, have been dealing with women and gender-related issues for many years, having thus a consolidated experience.

Article 12 of Regional Act No. 5/2013 provides that the regional contributions are granted to local Authorities, to finance anti-violence centres, shelters, and second-level houses, by further strengthening the public-private partnership, at a territorial level.

Article 9 of Regional Law No. 5/2013 provides that the anti-violence centres, shelters and second-level houses "maintain constant and effective relations, including through possible memoranda of understanding, with public bodies that are responsible for assistance, prevention, and repression of crimes, such as law enforcement, judicial authorities, and public bodies, including local Authorities, health-care agencies and educational Institutions operating in the territory, in order to guarantee adequate responses to the different personal conditions, in accordance with their respective institutional competences and responsibilities".

The existence of these protocols is verified annually through relevant mapping exercise.

Article 11 of Regional Law No. 5/2013 provides that local Authorities can conclude special agreements with any private entity that manages the reception facilities for women victims of violence. The Conventions are an essential requirement for access to regional funding when the public body does not directly manage the aforementioned structures.

Regional Law No. 5/2013 provides for in Article 8, the establishment of the Regional Coordination WG for the prevention and combating of violence against women, the composition of which has been identified by the Regional Executive after hearing the competent Council's Committee on health-care and social issues. This WG is not a per se governmental entity but is inserted, in accordance with the above Act, within the governance modalities of Veneto Region. It does not have its own budget and people participate by providing their expertise and experience, for free. This Working Group was set up by DGR No.1962 of 28.10.2013 and, as agreed upon with the Council's Committee, consists of the following bodies: the Regional Councillor for Equal Opportunities, or his/her delegate (who chairs it); the President of the Regional Commission for the realization of equal opportunities between men and women in accordance with Regional Act No. 62/1987 on "Establishment of the Regional Commission for the realization of equal opportunities between men and women"; the Public Children's Guardian, or his/her delegate; the Executive responsible for the regional structure for human rights and equal opportunities, or his/her delegate; the Executive responsible for the regional structure for social services, or his/her delegate; the Executive in charge of the regional health-care, or his/her delegate; a member from the National Observatory on Domestic Violence based at the University

of Verona; four members nominated by the Regional Executive among representatives having at least three years of experience in the last five years in the role of manager (or his/her delegate) of anti-violence centres or shelters or second-level houses - of whom at least two must represent the not-for-profit Organizations; two components with first aid and basic medicine experience as appointed by the Veneto Regional Executive; a component designated by the ANCI-Veneto; a member designated by the Prefectures; two members appointed by the Police Forces operating in the Veneto region from the State Police and the Carabinieri Corps, respectively; a member appointed by the Venice Court of Appeal; and a member designated by the Human Rights Centre of the University of Padua.

The relevant Regional Law provides for the following WG's tasks:

- a) Elaborating annually proposals to the Regional Executive regarding the actions and interventions referred to in the above law;
- b) Advising regional bodies and liaising with public bodies, associations, private entities and ULSS companies that adopt projects or develop initiatives aimed to implementing the purposes of the above law;
- c) Promoting and coordinating the monitoring and analysis of cases and types of violence against women as occurred in the territory and their elaboration in order to identify the areas at a greater risk;
- d) Promoting and coordinating the monitoring of actions and initiatives to prevent and combat violence against women and to support victims, including actions and initiatives of reception structures and relevant centres, and awareness-raising in educational institutions and universities;
- e) Maintaining appropriate links with the national anti-violence network of the Department of Equal Opportunities of the Presidency of the Council of Ministers.

In the two-year period 2014-2015, this WG agreed upon the criteria and methods for allocating regional and State funds. The collection of relevant data on the territory of Veneto Region is carried out in particular by the same structures involved in the reception and taking charge of women (Anti-violence centres, shelters, second-level houses). The data is collected through forms concerning information on each at the time of her charge-taking, and information also includes her civil, social, cultural and economic/working status. Specific information is also collected on the type of violence, its frequency, the author and the linkage with the victim, and on the possible involvement of other services (emergency room, law enforcement agencies, social services, etc.).

As for children, specific information is also collected. The Veneto Region collects all this information by firmly protecting the anonymity and confidentiality; and this data collection takes place annually through mapping. This work so allows the regional offices to draw up an annual report which is published on the regional website.

Starting from the 2007 ISTAT regional data analysis, Veneto Region undertook training and sensitization actions, to combat violence against women. These interventions were carried out in collaboration with the Regional Commission for the realization of Equal Opportunities of the Veneto Region and with the National Domestic Violence Observatory (acronym in Italian, ONVD) of Verona.

The actions proposed aimed: to sensitizing and supporting the victims; and, to informing and training the service providers who can detect the phenomenon of domestic and gender violence. The proposed activities concern: broad-based distribution of informational materials aimed at victims, using places, such as Pharmacies, Parishes, Emergency Services; realization of the census of the reception facilities in the regional territory; online database as published on the website of the National Domestic Violence Observatory (acronym in Italian, ONVD) being constantly updated; drafting text-books for service providers (physicians, law enforcement agencies, magistrates), then distributed in the regional territory; implementation of training courses for service providers to detect and effectively combat the phenomenon of violence against women.

List of publications produced:

- "Violence against women. How do young people think? Results, experiences, and reflections "- Veneto Region's Regional Commission on Equal Opportunities, in collaboration with CREL Studies Research and Training;
- "Domestic homicides in Veneto in the three-year period 2009-2011" - Veneto Region's Regional Commission on Equal Opportunities, in collaboration with the National Domestic Violence Observatory (ONVD) in Verona;
- "Domestic violence: the other side of reality. Cases and initial analysis of the convicted offenders of domestic violence in Veneto" - Veneto Region's Regional Commission on Equal Opportunities, in collaboration with the National Domestic Violence Observatory (ONVD) in Verona.

Within the framework of the collaboration between Veneto Region and the University of Padua - "Human Rights Centre", the regional Archive "Peace, human rights, development cooperation, and international solidarity", financed annually by Veneto Region, produced a thematic dossier on "Violence against women in the work of the UN Special Rapporteur".

Regional Act No. 5/2013, in its Article 7, states that "The structures referred to in Articles 3, 4 and 5 (Anti-violence centres, shelters and second-level houses) communicate their organizational structure to the Regional Executive ...". The monitoring of these facilities takes place annually and the results are published on the regional website. For each type of facility, a specific information list is elaborated. In particular, as for the anti-violence centres, information includes: the contacts/telephones for the users, the e-mail address, the Centre's venue, including opening hours to the public and the presence of any relating desk with contact details and timetables.

Furthermore, Article 3, letter h) provides, among the functions and activities of the anti-violence centres, cultural initiatives for prevention, advertising, awareness-raising and reporting on violence against women, also in collaboration with other bodies, institutions and associations.

In this contexts, numerous activities of awareness-raising and specific information have been promoted by the Centres in the streets and the schools of this Region, such as the educational pathways in schools, initiatives made available to citizens, on 25 November and 8 March, respectively ("the bread bag", theatrical performances, banquets in the squares for fundraising). These Centres are also active through new social media (i.e. Facebook, NGOs' website).

The Health-Care Authorities of this Region adopted shared procedures and operational textbooks for the management and taking charge of women victims of domestic violence. These documents provide indications on the operating procedures for the clinical, diagnostic and therapeutic management of gender-based violence and sexual violence; guidelines defining the actions and interventions to protect women who are victims of violence and who refer to the Hospitals; the operational practice in an emergency situation used by emergency aid workers; modalities to receive victims of violence in an emergency situation; methods for assessing the person's situation at the reception phase; methods for assessing and describing the case, the forms for the evaluation and monitoring of the relevant pathways.

In connection with procedural codes, such as the so-called Rosa Code, over 20 MoUs and agreements for the management of cases of women victims of violence are in place. These documents primarily involve all the Health-Care Authorities of this Region, such as Public Prosecutors' Offices, Police Headquarters, Provincial Command of the Carabinieri Corps, Provincial Command of Guardia di Finanza, School Offices from various localities, Municipalities, Universities, and Associations. Documents have though differing purposes, such as the setting up of an inter-institutional task-forces for the promotion of shared strategies for prevention aimed at combating violence against women and children; and the governance of the social and welfare pathway, offered to the victim: from taking charge and evaluation through the most appropriate answers, up to the conclusion of the individualised project.

Regional Act No.5/2013 promotes actions in favour of women victims of violence, in collaboration with public and private bodies that have among their priority purposes, the fight and prevention of violence against women and children. The promotion of such interventions includes: the construction and structural improvement of anti-violence centres, shelters and second-level houses; support activities for local authorities and local socio-health care units (acronym in Italian, ULSS) for the creation, implementation, and management of support structures and services for women victims of violence; the identification of inter-institutional instruments and strategies aimed at guaranteeing the necessary coordination and synergies between public bodies and between these and the social bodies of local communities, especially through the involvement of local authorities, law enforcement agencies, prefectures, the regional health-care system, the judiciary; the training of service providers and service providers who, in the various institutional areas, carry out activities related to the prevention and combating of violence against women and for the support of victims; the implementation of prevention, monitoring and study of phenomena; information, cultural, educational and training activities to be carried out in collaboration with schools, universities and research institutions, local authorities and public and private not-for-profit Organizations.

From 2013 onwards, the promotion of such interventions began by surveying existing facilities being operational in Veneto and that meet the relevant legal requirements.

In July 2013 (by DGR No 1254 of 16.07.2013), it was started the census of existing structures. By subsequent provisions of the Regional Executive, the lists of existing and operational structures on the territory were approved and published on the Region's website. The recognition of the structures is granted yearly.

- At the end of 2015, at the third year of implementation of the relevant Law, the structures in Veneto were as follows: 20 anti-violence centres; 9 shelters; and 12 second-level houses.

At the end of 2015, the distribution in the regional territory was not homogeneous, albeit with the presence for each Province of at least one anti-violence centre and a structure with residential offering. The residential structures (shelter houses and second-level houses) have an average capacity of 2 women and 4 children, each.

As for the staff employed (volunteers and employees), the professional figures of the structures consist of: psychologist, psychotherapist, reception providers, legal counsellor, teacher and in some cases, cultural mediator.

As for opening hours of the Centres: in 2014, hours were not fixed (some were open only one day a week, while others for 5 days); in 2015, all the Centres had to comply with the provisions of the Agreement dated 27 November 2014 and had to ensure opening hours for at least 5 days a week.

In all the Centres it is possible to get access through a telephone contact by means of a dedicated line that during the closure of the Centre is still active via an answering machine. Furthermore, all the Centres are included in the National Anti-violence Network 1522.

The facilities referred to in Regional Act No. 5/2013 must necessarily have some characteristics (Article 3, 4 and 5): public or private structures; designed to accommodate women and their children (girls and boys) who have suffered from gender-based violence, in whatever form it takes place, regardless of their nationality, ethnicity, religion, sexual orientation, marital status, political creed and economic condition. Moreover, the facilities must guarantee to women victims of violence and their children (boys and girls) dedicated services and spaces, which must not be used for other purposes or other types of users. These spaces must be adequately protected: in these facilities, safety is the highest priority. The facilities guarantee to all women anonymity and secrecy in every aspect of their activities: in fact, the structures, the intervention methodology, personnel, minimum standards, refer to the directives and recommendations on violence against women of international organizations, such as European Union, UN and WHO. The reception methodology is based on women's relationship.

Regional Act No.5/2013 also provides for in Article 6 that the services of anti-violence centres, shelters and second-level houses for women victims of violence are free of charge, as is free the stay in shelters and second-level homes also for their children, up to a maximum of one hundred and twenty days.

For more detailed information on the type of user, the receptiveness of the structures, resources, promoting bodies and managing bodies of the structures and on networking, please refer to the October 2015 Report (based on data for 2014) and the April 2016 Report (on data for 2015) on the regional website:

<http://www.regione.veneto.it/web/relazioni-internazionali/rilevazione-delle-strutture-regionali>.

- On the same page are available the lists of the regional structures currently operating.

Autonomous Province of Bolzano – Alto Adige

In 2014 and 2015, *Casa delle Donne* was financed through the individual district communities, by approximately € 1,750,000.00, for each year. The financing of a single structure with residential offering amounts to about € 200,000.00.

- The district communities stipulate agreements with the five services-*Casa delle Donne*.

Additionally, mention has to be made of the economic assistance for women and children living in protected facilities, as well as the various projects financed or supported directly by the competent office. Before the years 2014 and 2015 and afterwards, the origin of financial resources was different. Provincial Act No.10/1989 of 6 November 1989, on "Establishment of the service-*Casa delle donne* " has created the service responsible for receiving women who are victims of violence. Out of the five existing Services in the territory, three are managed by NGOs specialized in counselling for women who are victims of violence. For the realization of every project and initiative in the field of domestic violence, the competent Office entrusts five Associations/Bodies. The measures taken to ensure effective collaboration with these Organizations include: working groups; and continuous contacts for discussion, coordination and support.

Within the Social Policies Division, the Office for the Protection of Children and Social Inclusion is responsible for three areas of activity:

- Protection of children: Home services and interventions for children; Family custody; Residential and semi-residential services for children; Adoption; Psychiatry and psychotherapy of the developmental age (for the part of Social's competence in cooperation with Health sector); Unaccompanied foreign minors; Violence against children; Juvenile criminal mediation; Recovery of anticipation and maintenance allowance; Management of the socio-pedagogical facilities for children (Provincial Institute for Child Care (acronym in Italian, IPAI));
- Advance payment of maintenance allowance: Recovery of the "anticipation of the retention allowance" provision allocated by means of anticipation by the social Districts;
- Social inclusion: Criminal area; Poverty; Homelessness; Prostitution; Exploitation and trafficking of persons; Violence against women; Family counselling (for the part falling with the competence of the social sector); Basic socio-pedagogical area "Adult area".

The ASTAT (Provincial Statistical Institute) deals with the provincial statistical surveys on social welfare bodies, including the five services-*Casa delle donne*, to which ASTAT dedicates an ad hoc publication, every year.

In line of the CoE Convention, mention has to be made of the following campaigns and programs: training seminar for journalists (women and men), “Responsible communication on gender-based violence” with the Municipality of Bolzano and the Journalists' Association (2014); awareness-raising campaign in collaboration with the Italian and German school boards on witnessing violence "Witnessing Violence equals to (2015)” (Prior to and after the years 2014 and 2015, other initiatives have been carried out in this area).

By their programs and expertise, the services-*Casa delle donne* are responsible for implementing initiatives, with resources from within the provincial funding for the management of the relevant Service.

Collaboration with the Universities of Bolzano - Bressanone, Verona, and Trento is in place to train social workers. The training of trainees concerned is an integral part of awareness-raising sector. It is particularly important that women graduates entering the social work sector are aware of the dynamics of domestic violence, the consequences of violence against women and children, and the useful signals to recognize the situations in which a woman suffers from violence; and learn how to intervene.

- Training courses were held at *Claudiana*, a Training Centre for professional from the following sectors: nursing; obstetric health-care; rehabilitation; diagnostic technicians; and assistance and prevention technicians in the Province of Bolzano. The training offer includes: BA in the health professions; MAs; and continuous training for health-care professionals.

Since 2010, an "Anti-violence training" project for abusive men has been managed by Caritas NGO, in close collaboration with *Casa delle Donne*-services. This project, being supported by this Province, applies to the whole territory of the Autonomous Province of Bolzano. Abusive men access it either voluntarily or upon social services' invitation or Courts' indication.

- About 30 men participate in it, annually.
- The main objective is to stop all forms of violence by an abusive man, both in the short and in the long run.
- Another goal is to improve anti-violence skills. Participation requires the acceptance by the man of the rules provided by the training.
 - o In doing so, he proves he wants to change his behaviour.
- Participation in the training is free of charge. The (former) partner / (ex) wife of the participant is contacted by an operator of the services-*Casa delle Donne* and is informed about the objectives of the training besides being offered protection and advice.
- Both men involved in this project and the women involved are monitored through a continuous exchange of information between the service providers working with the man and the woman concerned.
- At the conclusion of the training, the change in the violence situation will be evaluated through a separate questionnaire for the man and the woman concerned.

Between the years 2014 – 2015, 26 and 32 men participated in this Training, respectively (Before and after the years 2014 and 2015, resources and number of participants were different). The Office for the Protection of Children and Social Inclusion of the Social Policies Division of the Autonomous Province of Bolzano grants contributions to Caritas for the above anti-violence training (Year 2014: € 39,000.00; Year 2015: € 39,000.00).

Women can refer to the services-*Casa delle Donne* or to family counselling centres (There are 14, private bodies, with public funding).

In 2014, a training seminar for journalists (both women and men media, journalists and publicists) from Trentino Alto Adige, entitled “A responsible communication on gender-based violence” was organized with the Municipality of Bolzano and the Journalists’ Association - thus involving newspapers, TV and radio, both public and private ones.

- In accordance with Article 5 of CNOG (National Council of Journalists’ Association) Decision dated 18.12.2013, the subjects referred to "Cultural Information Foundations" and "Ethics and Deontology" and included the following: Contextualization of gender-based violence; Communication in the chronicle about cases of violence; Consequences on women and children in situations of violence, when the communication is little respectful; Communication, prevention and youth; Analysis of guidelines, good practices and national and EU working protocols on the ethical aspects of communication; A possible synthesis between ethical communication and the current difficulties in the publishing world.
 - The organizing bodies offered this training proposal for journalists, to make media professionals aware of the impact of an attentive and respectful communication on the victims of gender-based violence, which must be able to match the knowledge of the phenomenon with the ethical/deontological aspects of their profession.
 - The training was divided into two macro-phases:
 - The former managed directly by the social workers who for years have been involved in the taking charge and protection of women with or without children, while the latter offered a more technical perspective on the ethical aspects of the journalist's profession (by also providing an overview on the relevant system in Germany and Austria, respectively).
 - The first part of the training program provided a thorough examination of "gender-based violence" as its declinations are found both in literature and in the daily practice of the relevant local Associations. Therefore, definitions and forms of violence, data, stereotypes and prejudices on this topic have been explained. At the same time, attention has been paid to the witnesses and the impact of communication on the persons concerned and on their children.
 - Closely related to the impact on women, mention has to be made also of the issue of protection of their privacy and their safety, and therefore how to match the former with the right to chronicle and media information – In

this regard attention has been paid to the legal/legislative aspects of a communication respectful of the persons concerned.

- Attention has been also paid to the pedagogical role of the media vis-à-vis the new generations, by outlining their possible educational role towards the youths in view of relationships to be respectful of the others, the differences, the desires and the freedoms - with the expectation to contribute to forming a future society that is more responsible.
- The second part of the training has focused on technical interventions by two women journalists, one from GIULIA Association in Milan and one from the German area, respectively, who reported about aspects related to ethics and professional deontology.
- Lastly, this training provides for a specific space for debate and discussion between the panellists and the journalists, to foster mutual exchange and to outline some guiding principles for non-judgmental and respectful communication of women's dignity and their freedom of choice in situations of violence.

Measures are taken to encourage the establishment of protocols or guidelines and to raise awareness among human resources staff on violence against women-related issues, including domestic violence.

- In this regard, mention has to be made of the following:

- The counselling centre for provincial employees in cases of bullying and harassment at the workplace;
- The inter-compartmental collective agreement dated 12 February 2008 (Arts. 55 and 56 and Annex 4, with the purpose of bringing momentum to future works);
- The awareness-raising campaigns also involving schools;
- Informational meetings with law enforcement officers, judges and prosecutors, and social workers;
- Relevant TV series' episodes *et similia*;
- Re-printing the brochure "You too can do something!" related to the service-Casa delle Donne brochure for women and citizens of Alto Adige, in order to give information on the provincial service and on the possibilities for women of exiting violence. The brochure is bilingual. It aims to anyone who takes the pamphlet to feel involved and knows that s/he can do something about this plague. This brochure has been distributed to various women's Centres /Institutions at a provincial level (social districts, hospitals, family counselling centres, vocational schools, work mediation centres, universities, associations, psychological services, law courts, law enforcement agencies, lawyers, schools, libraries, unions, etc.).

The 5 services-Casa delle Donne produce, print and distribute information leaflets on their territory. The survey carried out by the Services under reference through ASTAT indicates the number of collaborative contacts during the year with various services, including health-care services: In 2014, there were 460 contacts; and 600 were the contacts in 2015.

- Women assisted by social services are certainly the women received at the shelters of the services-*Casa delle Donne*.

On the territory of the Province of Bolzano, there are 5 relevant housing facilities (2 in Bolzano, 1 in Merano, 1 in Bressanone, and one in Brunico) and 4 anti-violence centres related to the above structures (1 in Bolzano, 1 in Merano, 1 in Bressanone, and 1 in Brunico).

- o In 2014, 117 were the women housed; and the children were 135 (in all 5 protected structures).
- o In 2015, 107 was the total number of women; and children were 130 (in all 5 protected structures) (source ASTAT - aggregated data).

The first month of accommodation is free of charge. Then, the accommodation is calculated, on the basis of the economic situation and the family's situation, which considers whether the woman is single and if any children live with her. If there is no income, various types of social assistance services are granted - notwithstanding the normal prerequisites for access to benefits under the DPGP 30/2000. Board is also assigned (€ 5 per person, per day).

The relevant Service guarantees its collaboration in the context of information and awareness-raising campaigns, surveys and enquiries promoted by public services. It falls within the network of multi-zonal social services and collaborates with other services active at the provincial level, by promoting the exchange of practices and skills.

Collaboration with the social and health-care services operating on the provincial territory is fundamental, as well as collaboration with other bodies, including NGOs and other organizations of the Province operating in the social and health field.

Minors hosted in protected facilities, who have been directly or indirectly involved in episodes of violence, get support and regular psycho-socio-pedagogical accompaniment by qualified personnel, in the form of individual and group work. This work with minors is planned individually and, when necessary, in collaboration with specialized services.

- This service provides mothers and children with interventions aimed at stabilizing and improving the psycho-physical well-being of the child and at supporting the relationship between the mother and her children.

In 2015, in collaboration with the Italian and German school boards, an awareness-raising campaign was carried out on the subject of witnessing violence "Witnessing violence equals to" under which boys / girls drew up the manifesto which was later displayed at the bus stops and in cinemas of this Province.

Autonomous Province of Trento

Provincial Act No.6/2010 regulates the prevention and protection of women victims of gender-based violence in the Autonomous Province of Trento. It recognizes that any forms of violence against women, be it psychological, be it moral, be it physical, be it economic and sexual, is a violation of fundamental human rights to life, security, freedom, dignity and psycho-physical integrity besides being an obstacle to the enjoyment of the right to free and secure citizenship.

This Province acknowledges the activity carried out on the territory by the anti-violence centres belonging to the national network "Women in the network against violence not-for-profit Association" and by other third sector actors involved in the fight against gender-based violence; it also encourages forms of coordination between these actors and the Institutions that deal with violence against women at the provincial level.

In order to guarantee a timely response and support for the process of personal and social reintegration in favour of women victims of violence and their children, anti-violence services are promoted and financed in the provincial territory where the following activities are carried out: psychological and social counselling; orientation in the selection of local health-care and social welfare services; social and work reintegration; support for children who may have witnessed violence to recover from the trauma, independently from the interventions on the mother involved in the situation of violence; re-education of the author of violence in order to prevent the recurrence of violent abusive behaviour; prompt emergency reception twenty-four hours a day. These services are provided for free of charge.

- The woman victim of violence can choose to refer to public or approved private bodies. The anti-violence services intervene through the creation of individualised pathways to exit from violence, to be defined with the help of personnel with specific skills in this field, and the reception in shelters and other facilities with residential offering.

This Province and the local Authorities have put in place pathways of social and work reintegration, in particular through the tools of social-labour integration and by promoting the development of the solidarity economy district. This Province and local Authorities also promote and support the implementation of innovative or pilot projects in accordance with the procedures defined by the Provincial Act on social policies. This Province established (by Deliberation of the Provincial Executive No. 685 of 09/05/2014 and subsequent amendments) a Solidarity Fund, to support women victims of violence in actions taken in court, through the anticipation of compensation for moral damages as recognized with provision by the judicial authority.

This Province set up a Sub-Committee within the Social Programming Committee, to thoroughly examine the issues related to the protection of women victims of violence, called the "Committee for the Protection of Women Victims of Violence". It is a technical support body to the social planning Committee, entrusted with proposals and advisory tasks. It consists of experts in the field of protection of women victims of violence. The presence of representatives from the government commissioner and the Police forces is promoted within this Committee, jointly with: the provincial health-care services Authority; the Council of local Authorities; the competent provincial structures responsible for equal opportunities policies and social policies; and the accredited stakeholders from the third sector.

- This Committee makes proposals regarding the preparation of the provincial social plan, in relation to the interventions foreseen by the above act; promotes good practices for the protection of women victims of violence; promotes the development of a network of collaboration and coordination between the bodies and the stakeholders that intervene in cases of violence against women; develops a model for the collection of data and needs relating to the phenomenon of violence against women in the provincial territory; identifies cases and the modalities for the direct access to relevant services; inform the competent permanent Commission of the Provincial Council on the state of implementation of the sectoral law.

This Province established the Provincial Observatory on Gender-Based Violence.

- The Observatory provides for every useful element for the activity of the Committee for the protection of women victims of violence; ensures the collection, processing and analysis of data relating to the phenomenon of violence against women, in particular for the knowledge of the phenomenon in the provincial territory. It also maintains constant forms of collaboration with the information system of social policies.

This Province and local Authorities (according to their respective competences), with regard to violence against women: implement an organic prevention and information planning through third sector organizations, and also through cultural initiatives and training courses, with a specific focus on school education. They also implement measures aimed at raising awareness, providing correct tools against risk of sexism in the media sector; and at promoting studies on the phenomenon of violence against women, with particular reference to the provincial territory.

This Province and local Authorities facilitate: the training, extended to and jointly with various stakeholders; refresher courses; and retraining of the personnel involved in the provision of anti-violence services. To guarantee the quality of anti-violence services, the Committee for the Protection of Women Victims of Violence detects training needs and draws up proposals for an integrated training program.

In 2014, aimed at social workers, health workers, and law enforcement agencies, it was drawn up the Guidelines for combating violence against women in the Province of Trento, by the interdisciplinary Working Group. It was then approved by the Agreement dated July 22, 2014²⁸ and signed by the Autonomous Province of Trento, the Government Commissioner's Office for the Province of Trento, the Council of Local Authorities, the Provincial Health-Care Services Authority, the Public Prosecutor's Office at the Court of Trento, the Public Prosecutor's Office at the Court of Rovereto, and the Association of the Social Workers of the Region of Trentino Alto Adige.

In accordance with Provincial Act No. 6/2010, all the services of counselling, treatment and reception for women in situations of violence and their children have been fully financed. In the two-year period 2014-2015, € 2,297,621.33 were earmarked for this purpose. For the realization

²⁸ The above Agreement was approved by Deliberation of the Provincial Executive No.1007, dated June 23, 2014.

of the psycho-educational pathway for the treatment of perpetrators of violence, this Province allocated resources amounting to 18.430.00 Euros in the two-year period 2014-2015.

For the training of social workers, social private bodies, and law enforcement agencies, 37,442.40 Euros were allocated in the two-year period 2014-2015. The prevention and awareness-raising activities were financed with sum equalling to 98,000.00 Euros, in the two-year period 2014-2015.

In 2014-2015, 50,000.00 Euros were allocated for the functioning of the "Solidarity Fund for Women Victims of Violence". The latter recognizes economic aid to support the complaints lodged in the civil law domain, by women who are victims of violence and do not meet the requirements to access free legal aid.

The provincial budget for the two-year period 2014-2015 amounts to € 13,931,880,954.11.

In the two-year period 2014-2015, € 74,995.00 were allocated for the implementation of job placement pathways for women victims of violence.

All the organizations that offer services in favour of women victims of violence located in the territory of the Province of Trento are entirely financed by the public administration.

To guarantee collaboration among relevant organizations, the Committee for the Protection of Women Victims of Violence is periodically convened; and an inter-professional training is organized every year, with the aim of increasing specific skills and opportunities for discussion and effective collaboration.

The Social Policies Service of the Autonomous Province of Trento, being responsible for gender-based violence, is active in managing the most critical situations, by acting as a facilitator in the communication between the various bodies and services concerned. With regard to the coordination and implementation of policies and measures aimed at preventing and combating all forms of violence covered by the Convention, by Deliberation of the Provincial Executive No.1897 of 26 October 2014 and subsequent amendments, it was appointed the Committee for the Protection of Women Victims of Violence in accordance with Article 10 of Provincial Act No.6/ 2010 (Interventions for the prevention of gender-based violence and for the protection of women who are victims of that).

- This Committee, the term of which is identical to the provincial Council term (provincial Legislature), is a technical body with proposal and advisory tasks. It is specifically mandated to: elaborating proposals relating to the preparation of the provincial social plan, in relation to the interventions required by Provincial Act No.6/2010; the promotion of good practices for the protection of women victims of violence; the development of a model for the collection of data and needs relating to the phenomenon of violence against women in the provincial territory.
- In particular, this Committee collaborates in the elaboration and implementation of the social policy information system envisaged by Article 15 of the above Provincial Act on social policies, with regard to the phenomenon of violence against women in the

provincial territory. It is also mandated to: the identification of cases and methods for direct access to anti-violence services to be proposed to the Provincial Government, for the purposes of identifying the criteria and requirements for access to these services; the provision of information to the competent permanent Commission of the Provincial Council, on the state of implementation of Act No.6/2010.

- No participation-related expense in this Committee is borne by the Province under reference.

Provincial Act No.13/2007 on social policies, in its chapter IV on the assessment, provides that, for the purposes of a rational and responsible management, local Authorities and the Province assess, by using the evaluation units referred to in Article 25 of the same Act, the interventions of their competence, according to criteria of quality of the service, congruity of the results, and effectiveness of the use of the resources so allocated.

The evaluation is aimed at verifying the impact of the social-assistance services provided, in terms of the effectiveness of the response to the needs, the efficiency in terms of cost-benefit ratio, as well as the impact on the territory and on the community. This is carried out both before and after the realization of the activities under consideration.

Pursuant to Article 26 of the aforementioned Act, the evaluation Team is specifically mandated to: carrying out the overall ex post evaluation of the social policy system in view of the preparation of the next provincial social plan, including the drafting of the relating end-of-term report; carrying out the annual evaluation, both mid-term and final, concerning the interventions provided by the service providers, including the drafting of the relating report; carrying out an analysis of the cost of the services provided, also in comparison with the (same) services provided by other local Authorities; carrying out the strategic evaluation of the interventions to be included in the provincial social plan, which is to be based on the ex ante evaluation of the economic and social impact of interventions; carrying out the evaluation of the ex ante social impact of the innovative or pilot projects to be activated pursuant to Art.38 of the Act on social policies; communicating the results of the evaluation to the stakeholders under evaluation; disseminating knowledge, by the reports provided for by letters a) and b), as well as through the social policy information system referred to in Article 15 of the Social Policies Act and the results of the evaluation.

The Province Evaluation Unit also provides technical support, for the purposes of drafting the provincial plan proposal for social policies, with regard to the definition of the criteria for the evaluation referred to in Article 10 of the Social Policies Act.

- Article 25 of the aforementioned Act provides, in its paragraph 1, that the Province appoints, for the purposes of the assessment of its own competence, an evaluation team composed of: three experts in social welfare-related issues with proven experience and expertise, one of whom is appointed by the minorities of the provincial Council and one is appointed by the Council of local Authorities; two experts in evaluation of social policies from the academia; two experts with direct experience, for at least five years, in

the management or evaluation of services for the individual, of whom one is to be designated by the most representative trade unions at a provincial level.

- As earlier reported, the Evaluation Unit's term is identical to the duration of the Provincial Council's Term. Additional experts, officials of the Province, and representatives from public or private bodies working in the field of social policies may be invited to participate in the work of this Unit, without the right to vote.
- The Provincial Evaluation Unit was appointed by Deliberation of the Provincial Executive No. 687 of 27 April 2015.

At the Province of Trento, there are two types of data-collection in place:

- Detection of reports of violence against women since 2012 and still on-going. It is realized thanks to the collaboration between the Autonomous Province of Trento, the Government Commissioner's Office, law enforcement, the Public Prosecutor's Office of Trento and Rovereto, the local Police, and University of Trento. The data is collected in an aggregated form and considers: the type of crime; the relationship between the victim and the author; the victim's age and the author's; the victim and author's nationality; the type of relationship between the victim and the author.
- Detection of women users of anti-violence services. Women's data is collected directly by each Institution and is registered by an online application that makes it anonymous through a system of encrypted codes.

The data is collected on a disaggregated basis and focuses on: data relating to the victim (residence, citizenship, nationality, marital status, educational qualifications, employment status, number of children, children involved in violence, type of violence, contacts with law enforcement, complaints, possible previous cases of violence, access to services, type of service, type of interventions offered); and data on the author of the violence (relationship with the victim, age, residence, citizenship, educational qualifications, employment status, provisions of judicial authority).

- The data is published annually and presented, on the occasion of November 25th, through a press conference.

In 2014 the Province of Trento published a video presentation of the Network against gender-based violence in the Autonomous Province of Trento, called "IRIS". In the same year, it was carried out an information campaign on "Changes", the psycho-educational program aimed at the authors of violence against women. In 2015 *Casa Rifugio* was also identified as a social telephone emergency number for women victims of violence; and a relevant information and awareness-raising campaign was thus carried out.

The Equal Opportunities Office of the Province of Trento directly funded or implemented several awareness-raising and prevention initiatives on the issue of combating gender-based violence, for the promotion of equal treatment and the culture of equal opportunities between men and women. It also promoted, coordinated and adopted initiatives with regard to study, research and intervention planning, in terms of equality and equal opportunities. In particular, training

courses, awareness-raising and information on gender-based violence were promoted in all provincial high schools, starting from the implementation of gender-related educational projects.

In 2014, a relevant project was prepared and a training course was aimed to: the staff involved in the supply of services in accordance with Provincial Act No.6/2010; and social care professionals from the Employment Agency involved in relevant activities, including in the use/management of the online system dedicated to monitoring violence against women.

In 2014, 94 social care providers working in the provincial territory were offered the 26-hour-training course, on "Social and legal instruments to combat violence against women". In 2015, a training course was organized, on "Forum Theatre, violent chains", being an interdisciplinary training activity for service providers from the anti-violence network aimed to 72 representatives from social workers, local Police, law enforcement service providers, and APSS (standing for, Provincial Body for Health Care Services) service providers.

Starting from 2014 (by Determination No. 501, dated 15/12/2014) the project called "Changes", aimed psycho-educational pathway for the treatment of abusive men/men perpetrating violence against women has been put in place.

- It is developed through weekly group meetings, for a period of at least 6-8 months; and it is based on the assumption that people can change and that violence is, in most cases, a learned behaviour or a choice - and as such, it can be modified.
 - o It is therefore essential that men resorting to violence are responsible for their behaviour and for the relating consequences and that, later on, they may learn about how to respond non-violently.
 - o This program also envisages periodic telephone contacts with the victims, with the two-fold aim of monitoring their safety and providing the necessary information for access to the anti-violence network services.
 - In 2014-2015, 20 men participated in the "Change" program.

The resources for this project amount to € 18,430.00, for the two-year period 2014-2015, without taking away resources from programs and projects aimed to victims of violence.

At the district penitentiary facility in Trento there is prison wing for sex offenders, who also undertake relevant programs. In October 2014, the Association of Journalists from Trentino Alto Adige Region organised a training course, entitled "Responsible communication on gender-based violence". This seminar was held in collaboration with the Network against gender-based violence of the Municipality of Bolzano and the Autonomous Province of Bolzano.

The Gender Equality Councillor is the institutional body envisaged in Article 16 of Provincial Act No. 13/2012. It is responsible for intervening on the issues of equal opportunities between men and women at workplace. This body carries out tasks of promotion and control over the implementation of the principles of equality of opportunities and non-discrimination with regard to workers, both men and women (More generally, this is a guarantee mechanism that supervises the respect of gender equality-related issues at the national, regional and provincial levels. It promotes positive actions in favour of the insertion and permanence of women in the labour

market and has locus standi against any discrimination, direct or indirect, individual or collective ones (Please refer to Act No. 125/91, Legislative Decree No. 196/2000)²⁹.

Moreover, in the Province of Trento, mention has to be made of the Provincial Equal Opportunities Commission established in 1993 (Act No. 41/1993). This Commission is entrusted with promoting positive actions to support women to enjoy opportunities on equal footing with men, in order to contribute to the development of our society, to express their potential and creativity, to leave their mark and to transmit their own experience during lifetime. This Commission is therefore engaged in many areas, ranging from training to interventions related to: private life in its several aspects (the relationship, emotional and sexual fields, health, maternity, and paternity, family and culture); work (in the several sectors and at all levels); political life; social life, etc..

Since its establishment numerous projects have been carried out with focus on women's situation and have been aimed to all women: those ones who take care of their family; those who work outside the household in various areas and levels; those that are of a foreign origin; and young women.

Furthermore, awareness-raising events have been realized for the whole community. The publication "Exiting violence is possible" briefly describes the various forms of violence and illustrates the bodies where assistance can be obtained, the methods of access and referral and the available services.

The Committee for the Protection of Women Victims of Violence that includes representatives from the above services, is in place to promote adequate consideration of the situations of women victims of violence (by the services concerned). Alongside this, there is a constant action of training, advice and support from the Provincial Offices that deal with social policies and equal opportunities.

In 2014, the Guidelines to combat violence against women in the Province of Trento, aimed at social workers, health workers and law enforcement agencies, was drawn up by the interdisciplinary working group and approved by the Agreement dated 22/07/2014 between the Autonomous Province of Trento, the Government Commissioner's Office for the Province of Trento, the Council of Local Authorities, the Provincial Health-Care Services Authority, the Public Prosecutor's Office at the Court of Trento, the Public Prosecutor's Office at the Court of Rovereto, the Association of the Social Workers of the Region of Trentino Alto Adige. This Agreement was then approved by Resolution of the Provincial Executive/Council No. 1007, of 23/06/2014.

In 2014 the Provincial Executive adopted Guidelines for the evaluation and support of women in cases of suspected or confirmed violence, which regulates all the interventions to be carried out at the Provincial Health-Care Services. At the same time, a Permanent Working Group was set up at the health-care Centre, with professionals from the areas and services most involved (Emergency Room, Trentino Emergenza 118, Gynaecology and Obstetrics, Hospital Social Care Service, Family Centres, Social-Health Care Integration Service) to share problems, initiatives,

²⁹ Please refer to the information provided under Part III, Item G above.

ideas, and to implement guidelines and encourage networking in the taking charge of women victims of violence.

By Deliberation of the Provincial Executive No.1896 of 26 October 2015, an interdisciplinary working group was set up with the aim at creating an innovative provincial model of taking charge of women who have suffered from violence. The support services for women victims of active violence in the Province of Trento have been totally financed with resources from the provincial budget, for a total of 2,297,621.33 Euros in the two-year period 2014-2015. Support was given to 663 women in the anti-violence centres; and 177 victims were accepted in residential services. In addition to the national help-line 1522, in 2015 *Casa Rifugio* was also identified as a social emergency helpline for women victims of violence.

On a more general note, by Act No. 119/2013, Italy has enhanced the network of anti-violence centres and shelters by setting up new ones. To this end, resources were allocated through the Regions. From the initial mapping in accordance with the above Act, starting from 2017, it has been possible to provide a clear statistical overview of the shelters: As at April 2017, 501 are the shelters, including anti-violence centres in Italy.

Ministry of Health –

Project National Centre for Disease Prevention and Control (CCM) 2014 - REVAMP

Within of the framework of the earlier mentioned CCM, a specific project, entitled "Control and response to violence against vulnerable persons: women and children, models of intervention in hospital networks and in socio-health services from a European perspective. REVAMP", was implemented, under the coordination by Liguria Region and with financial resources from the Ministry of Health (€ 494,500,00). This project has involved seven region (Piedmont, Lombardy Liguria, Tuscany, Latium, Basilicata, Sicily), with the general objective of harmonization and evaluation of the effectiveness of the protocols on: recognition, reception, taking charge and assistance of women victims of violence, in the relationships area, or with regard to the child. Among the specific objectives, it has been included: the registration of violent events in the Emergency Rooms, in line with the European analytical coding IDB (Injury Database); and the use of EMUR flows (EMERGENCYURgenci) of SPs.

- Specific attention has been paid to the harmonization and the evaluation of the effectiveness of the protocols on recognition, reception, taking charge, and assistance to the victim of violence (Rosa Code, Demeter, Ginestra, SVSeD, Fragile Patients GPI-IGG, Minor Abuse Screening OPBG-JCI).
 - The assessment of the socio-cultural determinants of violence against women and children has been carried out through: the use of information from the Emergency Rooms analytical registers (according to the European IDB card for the detection of violence) and the so-called recognition protocols; and the assessment of the incidence and identification of high-risk population groups from both the Emergency Rooms and EMUR's summary registries.

- Pathway of protection for victims of violence (formerly called "Rosa Code")

The Inter-institutional Control Room for the fight against gender-based violence, envisaged in the Extraordinary Action Plan, was set up on September 8, 2016 at the Prime Minister's Office - Department for Equal Opportunities. Subsequently the National Observatory on the phenomenon of violence was set up, with the task of supporting the above Control Room.

- As part of the work of this Observatory (to implement the provisions of the 2016 Stability Law (Article 1 paragraphs 790 and 791)), the Ministry of Health worked in the ad hoc inter-institutional sub-group to define the national guidelines for the establishments of a protection pathway to protect victims of violence (with specific regard to the victims of sexual violence, ill-treatment or stalking), at all Hospitals' Emergency Rooms.

It is well-known that hospitals' emergency room services are the most used by women victims of gender-based violence, when they decide to look for help or when the level of violence requires immediate medical intervention. At some Emergency Rooms, it has been thus tested a space dedicated to the reception and taking charge of the suspected potential victim of violence, so that the victim can feel protected, understood and helped,; and where the times are more appropriate and adequate to the situation under reference. At these areas, the victim is surrounded by trained and skilled professionals, with specific ability to interpersonal relationship and to interact in a synergic way (in line with the relevant Protocol, which envisages team-work, including different service providers (social-health workers, law enforcement agencies, rescue volunteers, anti-violence centres service providers)).

- It is essential that the approach is multidisciplinary to provide not only the necessary health-care, but also to activate the judicial and social pathway, so as to cover every possible aspect related to: emergence; timely recognition of violence; and accompanying the exit from violence, in collaboration with anti-violence centres.

In order to prevent the risk of femicide, before discharging the woman from the emergency room or, when deciding in relation to her health conditions, for her hospitalization or transfer to another health-care facility, the procedure under reference envisages the use of a risk assessment tool, called "Brief Risk Assessment for the Emergency Department - DA5", which consists of five questions to correctly and adequately detect the recurrence and death risk and, and thus to be able to adopt the correct options.

- The physician is also obliged (Article 331 and 344 of the Criminal Procedure Code and Article 365 of the Criminal Code) to file a criminal complaint before the judicial authority (since s/he performs a public service when at the hospital and in a public health-care service or at private health-care service accredited with the national health-care system) or to submit the medical report (when s/he performs this function in its private practice), in cases where the crime can be prosecuted ex officio or if there is the concrete suspect of a crime.
- The National Health Care Service (acronym in Italian, SSN) and the New LEA (standing for Essential Levels of Assistance)

In order to ensure an integrated model of intervention, the National Health Care Service (acronym in Italian, SSN) makes it available to all women, both Italian and foreigners, a network of services, including hospitals, outpatient rooms, socio-health and social assistance services (also through structures belonging to the maternal and child sector, such as for example, the family counselling centre).

The Decree of the President of the Council of Ministers dated 12 January 2017, updating the so-called Essential Levels of Assistance (acronym in Italian, LEA), focuses on the protection of women in different care areas. In particular, Article 24 specifically dedicates to "Health-care assistance for children, women, couples, and families" in the social-health area (home and outpatient), namely at the Family Centres.

With regard to gender-based violence, Article 24, paragraph 1, stipulates, "In the context of the district, home and territorial assistance services, referred to by direct access, the National Health Care Service provides women, children, couples and families, with necessary and appropriate care, including home, specialized medical, diagnostic and therapeutic, psychological and psychotherapeutic, and rehabilitations ones, with regard to the following areas: prevention, early detection, and assistance in cases of gender-based and sexual violence.

- Further commitments of the Ministry of Health

Finally, the Minister of Health, at the forefront of the protection of women's health, aware of the fundamental role it plays for the health of the entire community, signed a manifesto on women's health, on 22 April 2016, on the occasion of the first national day for women's health (established by Directive of the President of the Council of Ministers, dated June 11, 2015),

- This Manifesto identifies 10 lines of action, of which one concerns the "prevention, identification and fight against gender-based violence, medical assistance, psychological support and rehabilitation and commitment to the right to health of vulnerable and marginalized women, with specific attention to the health status of migrant women".

On the occasion of the first day of the above event, with regard to the specific issue under reference, the following five priority actions were identified with the aim of guiding the work in the following 5 years:

✓ ACTION 1. Continuous training for SSN workers and for other Institutions', on the recognition and violence-related pathways. Promotion of information campaigns dedicated to combating all forms of violence.

✓ ACTION 2. Free pathways for victims of violence and trafficking, in multidisciplinary/multicultural services, including emergency-related ones, and in networks with social services, Institutions and Associations.

✓ ACTION 3. Promoting the extension of the network of services dedicated to exit violence. Information for migrant women on rights and legislation.

- ✓ ACTION 4. Promoting access to social and health-care services for Italians and migrants in a situation of vulnerability, with an active multidisciplinary and multicultural offering.
- ✓ ACTION 5. Professional recognition and operational availability of cultural mediators for the SSN, including in cases of emergency-urgency. Promotion of trans-cultural training for SSN service providers from the stage of university onwards.

For additional services, such as the National Equality Councillors and CUGs, please refer to information provided under Part I, II, III above.

E. Helplines

1522 Helpline

Since 2006, it has been active a number of public utilities/National helpline, free of charge, for women victims of violence and stalking or for witnesses of violence. The DEO has entrusted the management of this service to *Telefono Rosa*, from 2012 onwards following a European procedure. It operates round the clock (24/7).

The service is available in Italian, English, French, Spanish and Arabic. The telephone operators dedicated to this service provide an initial response to the needs of victims of gender-based violence and stalking, offering useful information and an orientation towards public and private social-health services present on the national territory and included in the official mapping of the PCM – DEO. The 1522, through the support to the victims, facilitates the emergence of the cases in need of help, with absolute guarantee of anonymity. The cases of violence that are of an emergency nature follow a specific technical-operational procedure shared with the Police forces.

- This service is provided by trained and qualified service providers who help the victims refer to the territorial services of the anti-violence network.

Periodically (every three months), this Association transmits data to the Department on the number of calls, the relating cases of taking in charge, the violence suffered, and the services involved. These reports are collected on the institutional website of the Department, from the beginning (in 2006).

- Needless to say, the indicators have been adapted to the legislative and regulatory development (<https://www.telefonorosa.it/gestore-1522/>).

F. Child Witnesses and Victims of Assisting Violence

Department on Family Policies of the Presidency of the Council of Ministers - In line with Article 26 of the Istanbul Convention (Chapter IV of the "Protection and Support" Convention)

and in accordance with the recent "National Strategic Plan on Men Violence Against Women, 2017-2020", the Department on Family Policies has committed itself to take specific actions on the issue under reference.

In particular, it should be noted that within the aforementioned Strategic Plan "Protection and Support Axis - Priority 2.4 Protection and support of child victims and / or witnesses of intra-family violence", this Department is expected, also with the involvement of the Regions and of the Autonomous Provinces, to adopt initiatives aimed at strengthening and qualifying the protection and care of the children victims of witnessing violence and of orphans, both males and females, of femicide.

On 29 December 2017, this Department published a public Notice on its website (www.politichefamiglia.it), to finance projects, including innovative ones (for an amount equalling to 1 million, fifty thousand Euros, for the "Support for children victims of witnessing violence, the orphans of domestic crimes and their foster families").

In this context, eligible for financial resources are to be those projects that can promote and develop ad hoc facilities and information and support services for foster families entrusted with children who are victims of witnessing violence and orphans of domestic crimes, and those one that can provide assistance, counselling and support for the aforementioned children, by taking into account their specific needs and the extent of the damage suffered.

Likewise, eligible for financial resources are to be considered also those projects that can provide training for service providers likely to come into contact with children victims of witnessing violence and children who are orphans of domestic crimes (e.g. law enforcement, health-care workers, social services).

Moreover, it should be noted that this Department, taking into account the aforementioned Strategic Plan, in agreement with the Department for Equal Opportunities, has undertaken to start the process for the preparation and adoption of national Guidelines, with the involvement of all the stakeholders concerned, in their various capacities, in order to define a comprehensive and uniform framework of interventions in all the territorial realities in order to standardise the integrated care-taking procedures and the care measures for children, both girls and boys, victims of witnessing violence and orphans, boy and girls, orphans of femicide.

Lastly, it should be noted that it is the intention of this Department, also through the use of the resources of the National Inclusion Operational Programme (acronym in Italian, *PON Inclusion*) to envisage interventions aimed at the protection of children victims of witnessing violence and of orphans, boys and girls, of femicide.

PART V

A. Relevant Legal Framework

A.1. Implementation of the above-mentioned relevant framework

With regard to Part V and VI of the present report, mention has to be made of the following brief overview:

- Act No. 154 of 8 April 2001 containing ‘Measures against violence in family relations’ introduced innovative instruments to combat domestic violence.
- Law Decree No. 11/2009 converted into Act No. 38/2009 introduces the crime of stalking (Art. 612-*bis* of the Italian Criminal Code).
 - To prevent and further protect victims of stalking, a new administrative measure “warning (*ammonimento*)” has been entrusted to *Questore* (when the victim does not want to take action against the offender), thus initiating the criminal prosecution. Stalkers shall be punished by imprisonment up to four years.
 - Penalty is increased if the offence is committed by the spouse, who is legally separated or divorced, or by a person previously engaged in an emotional relationship with the victim. Penalty is also increased if the crime is perpetrated against a minor, pregnant woman or person with disabilities.
 - To further enhance the fight against stalking, the Minister for Equal Opportunities and the Minister of Defence signed, in January 2009, an MoU, by which a specific Unit has been established at Carabinieri Corps;
 - Act 172/2012 ratifying the Lanzarote Convention amended Art.572 of the penal code on, “Ill-treatment against family members and cohabitants” and provided for harsher penalties (up to six years of detention). Furthermore, it doubled the time limit (from 10 to 20 years), within which the victim is entitled to report sexual abuse to the Police.
- Act 119/2013 addresses both stalking and GBV, in line with the following three conceptual pillars:
 - As for prevention, it strengthens the above “warning” (*ammonimento*), as well as the gun banning, driving disqualification and the possibility to use electronic tags. Concerning the punishment, new aggravating circumstances are to be mentioned; penalty is increased if children under the age of 18 witness violence as well as if the victim is in a particularly vulnerable situation (if pregnant).
 - Moreover, *femicide* is further strengthened by consideration for the specific close relationship between the victim and the perpetrator as an aggravating circumstance (e.g. if the perpetrator is the victim’s spouse or partner, also non-cohabiting partner);
 - In line with the Istanbul Convention, the Italian law aims at ensuring greater protection for victims both in relation to hearings, which will be protected, and through a system guaranteeing transparency during ongoing investigations and legal proceedings, besides the obligation to inform victims about local support services.
 - More generally, as for the protection of the victims, Legislative Decree No. 9/2015, transposing Directive 2011/91/EU, on the Order of European Protection, aims at ensuring the mutual recognition of the effects of the

protection measures for the victims of crime when adopted by the judicial Authorities from EU Member States.

- Against this background, the Court of Cassation stresses that the consent to sexual intercourse between spouses or partners is essential: if lacking, the conduct will be of a penal relevance (Sect. III, 36962/2007).
- By Law Decree No. 93/2013, it has been acknowledged further the seriousness of sexual violence as manifestation of dominion within relationships or as a stalking tool, following the end of a relationship.
 - Moreover, it should be stressed the equalization between conducts when perpetrated during the relationship or at the end of it.
- The above Law Decree has also set aside the requirement of “legal” separation, envisaging the increased penalty regardless of the status between partners.
- Plus, this has introduced a new aggravating circumstance in the event of stalking, via new social media.
 - Procedurally speaking, by Art. 612-bis cp., the remission of lawsuit can be decided through a judicial proceeding, only; and complaint cannot be withdrawn in the event of serious threats of recurrence. By the above Law-Decree, the ban on weapons is mandatory while under Art. 8 of Law-Decree 11/2009, the *Questore* (senior Police officer) is mandated to assess it.

The growing general awareness is also confirmed by the significant increase in the request for precautionary measures for: domestic violence (Art. 572 cp); sexual violence (Art. 609-b cp); and stalking (Art. 612b cp).

- The seriousness of the violence committed (almost exclusively) to the detriment of women and children must also be taken into consideration: more and more frequently, the severity of the facts and the danger of perpetrators require the adoption of more severe precautionary measures.

Ministry of Justice - The fight against gender-based violence has always been a priority in the governmental agenda.

The penal code envisages numerous conducts aimed at repressing acts of violence against women:

- Mistreatment of family members and cohabitants is punished with imprisonment from two to six years (Article 572);
- Sexual violence is punished with imprisonment from five to ten years (Article 609-bis);
- Aggravated sexual violence is punished with imprisonment from six to twelve years or from seven to fourteen years (Article 609-ter);
- Child sexual abuse is punished with imprisonment from five to ten years, without prejudice to the special cases provided for by law (Article 609-quater);

- Corruption of a minor is punished with imprisonment from one to five years (Article 609-quinquies);
- Multiple-perpetrator sexual assault, punished with imprisonment from six to twelve years (Article 609-octies).

More generally, our legal system punishes every forms of violence (Articles 582, 583, 610 of the criminal code and Article 18 of Law May 22, 1978, No.194³⁰); the practices of female genital mutilation (Article 583-bis of the criminal code), as well as the aiding and abetting (Article 378 of the criminal code) and the attempted crime (Article 56 of the criminal code).

- All the above offenses can be prosecuted *ex officio*.

Furthermore, it should be considered the introduction of the crime of stalking in Article 612-bis of the criminal code, by Article 7 of Decree-Law of 23 February 2009, No.11 (Urgent measures on public security and the fight against sexual violence, as well as on stalking), converted, with amendments, by Act No. 38/2009. This is a fundamental step to fight against a phenomenon that continues to show an increasingly strong and tragic impact on the social fabric. With the aim of firmly and comprehensively protecting the victim of this crime, the Legislator intended to design the above conduct as a unrestricted free-form crime (*reato a forma libera*), thus focusing not only on the conduct but above all on the damaging event which it causes.

- As for the rationale behind this choice, it is to be considered that there are multiple manifestations of this conduct impacting on the moral freedom, private life and privacy of those who experience it. Therefore, should the possible forms of its manifestations be a priori detailed, this would have excluded from the criminal law scope, many offensive behaviours which are of relevance.
 - o That is why the offence under reference has been designed as a free-form crime.

Of specific relevance is the conduct of voluntary homicide occurred in the context of stalking, abuse and sexual violence, through the criminal provision of life imprisonment, given the particular vulnerability of the victim and the circumstances under which it took place.

- o Such provision pursuant to Article 576 of the penal code, aims to repressing precisely such attacks on human life that occur within the context of the family and of affections, and, in this sense, the crime that has come to be termed “*femicide*”, while not an autonomous legal category, takes on full and autonomous penal effect
- o In this regard, reference should be made to the very recent passing of the law containing provisions in favour of orphans in domestic crimes, which, in amendment of art. 577 of the Penal Code relating to the aggravating circumstances of the crime of murder, has established the punishment of life imprisonment when the victim is the spouse, even if legally separated, or the person in any case linked with the offender in a relationship of affection.

³⁰ Which basically envisages prison punishment in case of forced abortion between four and 16 years.

Only four years after the introduction of the crime of stalking, Decree-Law No. 93/2013, converted with amendments by Act No.119/2013, has further strengthened the measures for the prevention and repression of gender-based violence, especially in the household setting (In the same year, by Act No.77/2013 Italy ratified the Istanbul Convention).

By the aforementioned Decree-Law No. 93/ 2013, Italy intervened on the conducts of abuse in the family/family ill-treatment, stalking, and sexual violence. Italy intervened on the sanctioning side, inter alia by setting up new aggravating circumstances. We also intervened on the procedural law side by providing precautionary measures and mechanisms of protection for the victim in case of revocation or replacement of the supervisory measures:

- Firstly, the so-called aggravating circumstances with a common effect have been introduced with regard to family mistreatment if the offense is committed before the child or in damage of a pregnant woman, thus attributing, with regard to the former case, criminal relevance to the so-called "witnessing violence".
- Then the above Decree provided for new aggravating circumstances to the crime of sexual violence (Article 609-ter of the penal code, numbers 5, 5-ter and 5-quater with application of detention penalty from six to twelve years): when the victim of the offense is a pregnant woman and/or sexual violence is committed against the spouse, including if separated or divorced; or against a person who is related to the perpetrator or has been linked to him in the past by affective relationship, regardless of cohabitation.
- Likewise, for the crime of stalking, the reference to the "legal" nature of the separation has been superseded.

With regard to stalking (Article 612-bis of the Italian penal code), the above Decree intervened on the prosecution of this crime with the aim of avoiding the risks to which the victim could be exposed, such as further threats and violence aimed at obtaining the withdrawal of the complaint.

- It has been therefore decided that the withdrawal of lawsuit (*remissione della querela*) can only be procedural and that the complaint cannot be withdrawn when the crime is committed through recurrent serious threats.

Also on the procedural side, the aforementioned Decree-Law extends to the crime of mistreatment/family ill-treatment the particular "protected" methods of taking of evidence in the pre-trial stage (*incidente probatorio*) described in Article 398, paragraph 5-bis, of the criminal procedural code, when, among the persons involved in the taking of evidence (the use of a one-way glass, jointly with an intercom system), there are children.

In order to speed up proceedings for crimes of domestic violence (arts 572 and 612-bis of the penal code), it has been foreseen that, for a "just cause", the duration of the preliminary investigations may be requested, as already established for the crimes of manslaughter and unintentional injuries inflicted in violation of traffic regulations or those for the prevention of accidents at work, on just a single occasion (art. 406, paragraph 2-ter, code of criminal procedure).

Along these lines, introduced in the same direction there are provisions that attribute as a fast-track channel also crimes of ill-treatment, against sexual freedom and stalking in identifying the criteria of priority in the formation of the calendar for hearings and for dealing with the relevant trials.

Act No. 161/2017, amending the Antimafia Code, furthermore extends to those against whom there is evidence of the crime of stalking, stricter measures of personal prevention - thereby strengthening the safeguarding of victims even before the crime has been ascertained.

Moreover, the institute of *non-punishability* due to the particular tenuous nature of the conduct referred to in Article 131bis of the penal code, is not applicable in the event of a case of stalking in accordance with Legislative Decree No. 28/2015.

- Given its structural components, characterized by the repetition of harassing and aggressive conduct and by the causing of serious and persistent anxiety or fear to the victim, stalking is intrinsically conflicting with the concept of tenuousness.

The necessity to strengthen the most vulnerable persons has inspired normative initiatives, whereby it has been intended to delineate a real Statute of vulnerable persons, by means of a generalized legislation for the protection, assistance and safeguarding of the offended person, whatever the crime. In implementation of Directive 2012/29/UE of the European Parliament and of the Council of 25 October 2012, Legislative Decree No.212 of 15 December 2015 prepared an adequate apparatus for all victims of crimes, above all those most vulnerable, with the objective of securing an equal position with regard to rights for all parties in the trial.

- In particular, it aims at enabling the victim, as from the first contact with the authority, to receive, in a language that s/he is able to understand, a series of elements of information useful in guiding him/her during the carrying out of the investigations and in the ensuing trial phase, if any.
 - o This information concerns, inter alia, the modalities for submitting a denunciation or a complaint; the role s/he assumes in the course of the investigations and trial; the right to receive a communication of the stage of the proceedings; the right to be informed of the request for dismissal; the right to avail him/herself of legal aid; possible protective measures that may be ordered in his/her favour; and the possibility of requesting payment of damages stemming from a crime.
 - o The victim of crimes committed with personal violence, who so requests, is guaranteed the possibility of being informed without delay of the release or escape from prison of the person under investigation, charged or convicted.

By amending Article 316 of the code of criminal procedure regulating the institution of attachment /preservation, the obligation has been introduced for the public prosecutor to request the attachment of the property of the person under investigation when proceedings are being instituted for a crime under examination (extended to cases of legal separation and divorce, and of civil marriage and cohabitation even when it has ceased) and a child, whether a minor or otherwise, of the victim, not economically self-sufficient, is present.

- It is also foreseen, with the amendment of art. 539 of the Code of Criminal Procedure, that – when proceedings are being instituted for a crime under examination and the evidence acquired in the course of the criminal proceeding does not permit the liquidation of the damages – the judge should in the event of a guilty verdict, in the presence of children, whether minors or otherwise, and not economically self-sufficient, who have taken civil action, order the provisional assignment to them of a sum equal to at least 50 per cent of the presumable damages, to be liquidated at civil level.

B. Guidelines for State Police and Legal Professionals

By recalling information provide under Part III, in order to make relevant training systematic, Italy envisages national Guidelines in line with the relevant 2017-2020 Plan, coordinated by the DEO so that training modules are standardized with support from sectoral professional representatives to make the staff in contact with the victims of violence more skilled and qualified.

Along these lines, the Superior School for Judiciary has been dedicating specific refresher courses to GBV (In 2015, the course focused on household-related crimes; in 2016, training focused on VAW and children; the 2017 course focussed on VAW).

C. Civil Remedies

At civil law level, intervention has been made with regard to the institution of “unfitness to inherit”, for the purposes of making the application automatic in case of a verdict of condemnation.

D. Compensation

Ministry of Justice – The protection system has been further improved by Act No.122/2016 which set up a Fund for restoring property losses of the victims of intentional violent crimes; in particular, this measure provides for an indemnity to cover medical costs and assistance for victims of serious or very serious personal injuries, sexual assault and murder, in the event that the offended party does not receive restoration or in cases in which it has not been possible to identify the perpetrator of the crime as he cannot be punished or accused. To cover this Fund, it is envisaged that an annual contribution be made by the State of 2.6 million euros, intended to integrate the “Rotation Fund for solidarity with the victims of mafia-type crimes, demands for extortion and usury”, already in place at the Ministry of the Interior.

With the objective of increasing the number of beneficiaries, the European law of 2017, reassessing also the requisites for access to the Fund, foresees the recalculation of the annual State contribution from 2.6 million to 4 million Euros and the extending of the coverage also to the years 2006-2015, with a specific appropriation equal to 40 million Euros.

With this same prospect of upgrading the safeguarding of the victims of intentional violent crimes, the 2018 Budget law provides for, as of 1st January 2018, a further financial addition to

the Solidarity Fund, in the amount of 7.4 million Euros (against the 2.6 million Euros already provided for), thus increasing the measure of compensation to the victims.

The protection system has been further enhanced by Act No. 122/2016, which established a Fund for the financial compensation of the victims of violent intentional crimes.

On the side of the phenomenon of the so-called "witnessing violence", it should be recalled the aforementioned law in favour of orphans of domestic crimes, considers the set of behavioural, psychological, physical, social and cognitive consequences on children forced to witness domestic violence, especially those ones when the mother is the victim.

The above measure, in addition to providing a series of measures to ensure the necessary assistance, including medical and psychological ones, through the network of local services, envisages provisions to strengthen the protection pathway for this category of particularly vulnerable individuals, by intervening both on criminal and civil proceedings laws.

E. Determination of Custody, Visitation Rights & Safety

Ministry of Justice – By amending Act No. 184 of 1983, which safeguards the right of the minor to a family, provisions have been introduced regarding the fostering of orphans due to domestic crimes. It is foreseen in particular that – in the case of a minor left without a suitable family environment caused by the death of the parent, voluntarily due to the spouse (and other homogenized persons) – the court shall make provision for fostering, privileging the continuity of consolidated affective relations between the minor and relations down to the third degree, as well as between brothers and sisters, when present.

F. Crimes & Civil and Administrative Offences

Ministry of Justice - With the aim of preventing violence, including its worst forms, the legislation on stalking also introduced prevention measures, such as the Quaestor's warning (*ammnimento*), aimed at anticipating the protection of women and of every victim of domestic violence.

For additional information, please refer to Part VI below.

G. Ministry of Interior and Ministry of Justice's Data

Ministry of Interior/Ministry of Justice

Administrative and judicial data

Provided that relevant data is of an operational nature, and therefore can evolve and are subject to the relevant proceedings-related developments, please find below a short presentation of data covering the period 2014-2015 (and additional data, covering also the year 2016, is herewith attached. Please kindly refer to Annex No.2):

	2014	Percentage of	2015	Percentage of
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		incidence on women		incidence on women
Homicide	487		471	
Against Women	153		143	
Homicide within the household	191		170	
Against Women	117		111	
Stalking	12,446	76.90%	11,758	75.79%
Family ill-treatment/mistreatment and co-habitants	13,261	80.90%	12,890	80.78%
Beatings	15,285	46.45%	15,249	48.86%
Sexual Violence	4,257	90.78%	4,000	91.32%
Warnings	1,526	1,366		
In accordance with Act No. 119/2013	420	428		
Removal order pursuant to Article 384 bis of the code of criminal procedure	279	247		

Part VI: Investigation, prosecution and procedural law, and protective measures

A. Prompt Response, Prevention and Protection

B. Risk Assessment and Management

C. Pre-cautionary Measures

D. Protection Measures

Ministry of Justice - On the procedural side, over time the Legislator has introduced a series of "targeted" amendments to the code of criminal procedure. These changes have impacted on various phases and activities of the proceedings: from personal precautionary measures to the pre-trial hearing for gathering evidence before the trial (*incidente probatorio*); from the closure of the preliminary investigations to the sub-procedure of the extension of the investigation term; from the request for dismissal to the trial.

- On the precautionary side, it should be noted that Italian law has been progressively improved in this respect, by delineating a complex, articulated set of measures specifically calibrated regarding the phenomenon to be combated.
- In that direction, specific precautionary provisions have been introduced with regard to measures against domestic violence:
 - Concerning criminal proceedings, the barring order/order to leave the family home (art. 282-*bis*, Code of Criminal Procedure), which following the new system introduced with decree law no. 93 of 2013 permits the

adoption of control measures using electronic or other technical instruments;

- In the civil field, the protective order against family abuses (art. 342-*bis*, Civil Code). Then, this protective system has been further added to with Arts 282-ter of the Code of Criminal Procedure (Ban on being in the vicinity of places frequented by the offended person) and 282-*quater of the same code*) (Obligations to communicate the provisions as per the two preceding articles to the police authorities, for the possible adoption of measures regarding arms and ammunition, and to the offended person and the social-care services for the territory), introduced by Act No. 38 of 23 April 2009.
 - The above-mentioned Decree Law No. 93 of 2013 made it mandatory to inform the offended person/victim of the possibility of having recourse to legal aid, and ordered that provisions regarding precautionary measures should be immediately communicated to the defence counsel of the offended person or, failing that, directly to the offended person and to the social-assistance services for the territory; as also the request for the revocation or substitution of the measures indicated above, to enable possible precautions to be taken in view of the possible revocation or modification of said provisions.
 - Moreover, among the cases of mandatory arrest *flagrante delicto* the crimes provided for include those of ill-treatment in the family and acts of persecution, while – always for the purpose of more firmly combating acts of domestic violence – there is urgent removal from the family home (art. 384-*bis* of the Code of Criminal Procedure), carried out by the Judicial Police, authorized by the Public Prosecutor, of the one caught red-handed committing the crimes as per art. 282-*bis*, paragraph 6, of the Code of Criminal Procedure.

With regard to the relevant judicial practice, relevant MoUs have been signed (Tivoli Attorney General Office with other key stakeholders, to ensure an integrated protection system for victims.

In accordance with Act No. 172/2012, some Public Prosecutor's Offices have added to their offices a "protected hearing room", which allows them to listen to women and children and, in general, the victims of violence in a more appropriate setting. To this end, the Prosecutors' Offices have also given clear guidance to the judicial Police on how to collect information. In some offices, we have set up daily shifts of expert consultants, available 24h/24, to ensure immediate assistance to Police when gathering information from the victim if and when an urgent investigation so requires.

- For this service, specialized judiciary from larger districts has been assured by constant and timely contact, even for merely advisory purposes, between the judicial Police and the Coordinator of the pool of specialized prosecutors.

E. Free Legal Aid

Ministry of Justice - The aforementioned Decree-Law No.93/2013 introduced the mandatory information to the victims to access free legal aid and envisages, as above reported, that the measures concerning the precautionary measures must be immediately communicated to the victim's lawyer or, if lacking, directly to the victim and to the territorial social-care services. As earlier mentioned, the same applies in case of revocation or replacement of the aforementioned measures.

Among the most important novelties, by amending Art.76 of the consolidated act on the costs of justice as per DPR (Presidential Decree) No.115 of 2002, children, whether minors or otherwise, who are not economically self-sufficient and have been left orphans of a parent killed by the spouse (even separated or divorced), by the other party (or former party) of the civil marriage or by the common-law spouse (or former common-law spouse) have been enabled to have access to State support in derogation of income limits.

F. Statute of limitation

Article 1, paragraph 10, of Act No. 103/2017 establishes, inter alia, that, for certain crimes of sexual violence to the detriment of children, the statute of limitation starts from the victim's coming of age only, unless the criminal action has been already initiated. If so, the limitation period starts with the registration of the offence (*acquisizione della notizia di reato*). This provision implements the Istanbul Convention.

PART VII

A. Measures adopted with regard to Migrant Women Victims of Violence

A.1. Residence

B. Asylum-related Applications on the Ground of Gender

C. Measures with regard to Victims of Other Forms of Violence (Forced Marriage; FGM³¹)

D. *Non-Refoulement*

³¹ In 2014, DEO commissioned a specific research on CEFM. In addition to underreporting, it is to be noted that in the event of relevant cases, when brought before the justice, relevant cases fall within: family ill-treatment; abuse; and reduction into slavery. As for FGM, on www.salute.gov.it, under "Women's Health", a relevant database, including all regional services, is available. By Art.4 of Act No. 7/2006, Ministry of Health inter alia annually supervises relevant funding for Regions. The latter reports that, between 2006-2013, approx. 750 women migrants, already victims of FGM, arrived in Italy

Ministry of Interior - The national legislation, implementing the European Directives on asylum, recognizes gender-based violence, including on the ground of gender identity, as a cause of persecution (Please refer to Article 8, paragraph 1, letter d of Legislative Decree No. 251/2007).

As a general rule, international protection procedures take into account gender-based violence, under UNHCR Guidelines. Furthermore, in order to give appropriate consideration to relevant issues, specific training is provided to improve interview techniques for staff dealing with individuals with special needs (e.g. vulnerable groups), including women who suffered gender-based violence. The following data shows the number of decisions taken by the Authorities for the recognition of the international protection status.

Women applying for asylum – Decisions made in the period from 2014 and 2016

Year	Number of Applications	Refugee Status	Subsidiary Protection Status	Cases where humanitarian protection was proposed	Protection was rejected	Absconded
2014	3386	739	833	1023	585	164
2015	6211	826	1020	1909	1818	625
2016	9351	1475	1150	2840	3273	566

Legislative Decree of 18th August 2015, No. 142, implementing Directive 2013/33/UE on reception conditions of applicants for international protection, and Directive 2012/32/UE on common procedures for granting and withdrawing international protection, regulates the reception arrangements of asylum seekers (Art. 10), ensuring that in “first level reception centres” the right to privacy is respected, including gender differences; it also provides that proper measures shall be adopted, where necessary, to protect individuals with specific needs (e.g. pregnant women, single parents with children, victims of trafficking, individuals in a vulnerable condition due to gender identity or sexual orientation, genital mutilation victims).

In accordance with the contract specifications to provide goods and services at Government reception and detention centres, as approved by Ministerial Decree 7th March 2017, the managing body of a facility (art. 1.2) is required to adopt all the necessary measures to ensure that individual fundamental rights are fully respected, including gender identity, taking into account vulnerable situations and adopting proper measures for preventing any form of violence and for protecting migrants staying in the facility...”

According to the guidelines on the operation of the Protection System for Refugees and Asylum seekers (acronym in Italian, SPRAR), as approved by Ministerial Decree 10th August 2016, reception facilities are required to be suitable and to be adapted for the specific needs of migrants, taking into account individual characteristics (see Art. 20 of the above D.M. as well as art. 17.4 of the afore-said Legislative Decree no 142/2015).

A national Plan for integrating international protection holders, under Art.29 of the above Legislative Decree No.251/2007 as subsequently amended, was approved during a national coordination Table/WG, on 26th September 2017, with the cooperation of all actors involved in the integration process. This Plan provides for a number of measures for facilitating the integration of migrants in different fields, with specific focus on vulnerable individuals, including female refugees and victims of trafficking.

In light of the growing attention to the phenomenon of gender-based violence, specific provisions for the protection of female migrants are provided under Art. 2.1 of the Plan, entitled “*Women refugees and women seeking international protection*”; the specific needs of women as regards reception and integration process are also taken into account, setting out principles and actions to be implemented. In particular:

- Specific attention is paid to women who have been victims of trafficking for the purposes of sexual exploitation, in order to activate all the protection mechanisms under national legislation and to implement all actions in the “National Action Plan against trafficking and serious exploitation of human beings”, adopted in February 2016;
- Specific attention is paid to vulnerable situations due to gender violence (starting from early assistance), through *monitoring and reporting* activities;
 - o *Standard* rules for the staff operating in reception facilities have been established, in order to prevent and cope with sexual and gender violence,
 - o Effective prevention plays a key-role, taking into account the specific characteristics of the reception centres, providing gender-separate accommodation and sanitary facilities, as well as any other measure to ensure conditions as safe as possible; presence of female staff; victims of violence and/or of trafficking are given facilitated access to services;
- Women with special needs, like pregnant women and single mothers with minor children, are granted proper assistance.

All institutional players operating on the national territory are required to be involved in the above activities, including social and health services, Juvenile Courts, *Questure* (Police headquarters), schools, local education centres, job centres, non-governmental sectors, etc., in order to develop integrated programs and to make sure that fixed objectives are complied with.

In order to ensure that women, whose asylum application has been rejected, are not deported to a country where their life could be in danger or they could suffer ill-treatment (including gender-based violence), Art. 32, paragraph 3, of Legislative Decree No. 25/2008 provides that (for all asylum-seekers), where an application for international protection has been rejected and there are serious humanitarian grounds, the Territorial Commission shall forward the case-file to the *Questore*, who shall decide on the issuing of a permit on humanitarian grounds.

As to additional measures concerning the protection of women migrants and women asylum-seekers, in the context of respect for the right to migration and refugee status, measures in favour of women asylum-seekers are provided for by the procedure for granting international protection.

Legislative Decree No. 25/2008 establishes, among other safeguards, that advisers can be consulted by a Territorial Commission for the recognition of international protection, to cover medical/health-care issues, cultural and religious aspects or issues concerning minors (Article 8, paragraph 3b).

Interviews are conducted in the presence, where possible, of a staff member of the same gender as the applicant. In case of individuals with special needs, like victims of trafficking, interviews can be conducted in the presence of support staff, for any assistance that might be necessary (Article 12).

PART VIII

Ministry of Foreign Affairs and International Cooperation

By translating relevant international obligations and commitment³², on 27 February 2014, Italy adopted the revised National Action Plan (acronym, NAP), in accordance with UNSCR 1325(2000), 2014-2016, which was made biannual in view of the 2015 major events. The Ministry of Foreign Affairs and International Cooperation (acronym in Italian, MAECI) set up a national inter-ministerial WG, led by CIDU (standing for, Inter-ministerial Committee for Human Rights) as the National Focal Point, and consisting of: the Ministry of Foreign Affairs and International Cooperation (MAECI); the Ministry of Interior (Department of Public Security); the Ministry of Defence; Department of Equal Opportunities; the Ministry of Health (and the National Institute of Medicine and Prevention of Poverty-related Diseases, hereinafter INMP); the General Command of the Carabinieri Corps; *Guardia di Finanza*; the Ministry of Justice; ISTAT; and the National Council on Economics and Labour (hereinafter, CNEL). Relevant CSOs closely cooperate with National Authorities. Procedurally, following an initial inter-ministerial stock-taking exercise, relevant CSOs were involved in all steps: meaning for instance, that the three takes of the NAP under reference were shared, at the same time, with both Administrations and NGOs; and the contributions of the latter were included in the above Plan. Once finalized, it was immediately shared for comments, feedback and proposals from NGOs.

Taking note of existing NAPs, especially at the EU level, the revised NAP focuses on: technical cooperation projects undertaken by the Italian Development Cooperation in key geographic areas, such as Iraq, Afghanistan and Lebanon; women's participation, and newly-introduced standards. From a substantial law standpoint, its scope has been broadened in order to better reflect the growing "inter-relatedness of human rights", both internationally and domestically. Along these lines, relevant commitments have been confirmed and/or enhanced. The aim is to support existing and/or to-be-launched initiatives with an inclusive, transparent, integrated and participatory approach, besides involving, for instance, the UNHCR with regard to the situation of women asylum-seekers and refugees in Italy. This NAP was also submitted to the Parliament; and, on November 25, 2014, CIDU organized an international Round-Table to present inter alia relevant Italian best practices, besides finalising with the same approach, a progress report (www.cidu.esteri.it).

In this context, worthy of mention is also the last National Action Plan on Women, Peace and Security, 2016-2019, in accordance with UNSCR1325(2000), which has been drafted with an inter-ministerial, integrated, and fully participatory approach. In light of the international conferences held in 2015-2016, in December 2016 Italy adopted the third National Action Plan on "Women, Peace and Security", which is made of 7 Objectives, 44 Actions, and qualitative and/or quantitative indicators. Compared to previous editions, we decided to reverse the order of the "Objectives", to better reflect the transformative nature of UNSCR 1325 (2000) and the key role to be played by Civil Society at large, while ensuring specific focus, inter alia, on

³² In line with CEDAW GR3 No. 30.

Development Cooperation and Defence.

- Since the first edition of Italy's NAP on Women, Peace and Security, and in particular over last three years, we have seen the growing impact of this issue both globally and locally. Our Plan expands on efforts made at the Security Council level, by addressing the Women, Peace and Security Agenda's core pillars, besides including actions in a broad array of situations, which do not necessarily fall within the scope of that Body's mandate.
 - o Most importantly, this approach confirms the importance that Italy attaches to preventing all forms of discrimination and violence against women, with the understanding that gender equality and women's empowerment are key, both internationally and nationally, to preventing all forms of violence (e.g. domestic violence, sexual violence as a weapon and/or a tactic of war and in the context of mass atrocities).

Our third National Action Plan on Women, Peace and Security, which for the first time envisages funding for CSOs' relevant initiatives, focuses on the situation of women and girls in conflict and post-conflict situations, as well as fragile States, as "survivors" and, overall, "agents of change". To this end, we stress the role of women's participation in decision-making processes in 21 passages of our Plan. Meaningful participation needs to be translated into women's participation in all decision-making processes.

Within this framework, Italy has always supported initiatives, including those for women mediators within the UN proposed by (the former) UN Secretary-General, to raise the number of women participating in political processes, in leading positions and in decision-making processes, so as that women and men may equally share seats in Parliament, government, Boards, and so forth. The third National Action Plan ensures that a gender perspective will be incorporated in all political areas supporting the concept of peace and will be adopted in all practical measures used for the promotion and protection of peace. We firmly believe that an entry point is the role of women in the negotiations aimed to setting up the constitutional framework. Likewise we do acknowledge the important role of women human rights defenders and the need to train and raise awareness of the Women, Peace and Security Agenda, including human rights (and then the Agenda 2030) at a local/grass-root level, especially among CSOs. To this end, we do attach the utmost importance to "strategic communication". Against this background, we are currently preparing the first annual progress report - in English, too.



Presidenza del Consiglio dei Ministri

DIPARTIMENTO PER LE PARI OPPORTUNITÀ

**National Strategic Plan on Male Violence against Women 2017-
2020**



Presidenza del Consiglio dei Ministri

DIPARTIMENTO PER LE PARI OPPORTUNITÀ

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1. PREAMBLE

Gender-based violence, also including domestic violence, as defined in the *Council of Europe Convention on preventing and combating violence against women and domestic violence* – known as the Istanbul Convention (IC) – is a severe violation of human rights, particularly for women, as was defined in the *Beijing Declaration* and the relative *Platform for Action* in 1995, in line with the *United Nations Convention on the Elimination of All Forms of Discrimination against Women* (CEDAW, 1979) and its *Optional Protocol* (1999), the *CEDAW General Recommendation no. 19* on violence against women and, more recently, in the UN resolution dated 25th September 2015 for the adoption of the 2030 Agenda for sustainable development¹.

¹ Goal five is dedicated to achieving gender equality and emancipating all women and girls” through a policy with the systemic perspective of eradicating all forms of discrimination and violence against women and girls, also by involving boys and men.



Presidenza del Consiglio dei Ministri

DIPARTIMENTO PER LE PARI OPPORTUNITÀ

Gender-based violence is founded on the disparity of power between men and women and is a structural social phenomenon that has deep cultural roots, that can be traced back to a patriarchal organisation of society, which still permeates the practices and daily life of millions of men and women in Italy. Traditional gender structure is reproduced through collective representations founded on stereotypes and sexism, which impact collective image and actions, creating the conditions for a justification and perpetuation of male violence against women, that still exists disproportionately in our country, as shown in 2014 DPO-ISTAT data (see chapter 2 The Reference Framework).

Therefore, in 2013, Italy - condemning all forms of gender-based violence and domestic violence and with the intent of taking part with the Council of Europe in creating a “*Europe free of violence against women and domestic violence*” - ratified the Istanbul Convention.

The Convention recognises:

“The structural nature of violence against women as gender-based violence, and (...) also that violence against women is one of the crucial social mechanisms by which women are forced into a subordinate position compared to men”;

“... that violence against women is a manifestation of historically unequal power relations between men and women, which have led to domination over, and discrimination against women by men and to the prevention of their full advancement”;

“...that women and girls are more exposed to a higher risk of gender-based violence than men”; that *“the term “women” also includes girls under the age of 18”*

“[with] grave concern that women and girls are often exposed to serious forms of violence such as domestic violence, sexual harassment, rape, forced marriage, crimes committed in the name of so-called “honour” and genital mutilation, which constitute a serious violation of the human rights of women and girls and a major obstacle to the achievement of equality between men and women”;

“...that children are victims of domestic violence, including as witnesses of violence in the family”.

Within the IC, the definitions of violence and other important terms are adopted from the principles that can be found in article 3 and 4, and also from articles 33 to 42².

Two months after the law of 27 June 2013 which authorised ratification of the Istanbul Convention, the decree law no. 93/2013 adopted regulations for combating violence against women, both on a criminal level and on other lines of intervention, with specific funding. As part of this

² In particular: Article 32 – Civil consequences of forced marriages; Article 33 – Psychological violence; Article 34 – Stalking; Article 35 – Physical violence (of any kind); Article 36 – Sexual violence, including rape; Article 37 – Forced marriage; Article 38 – Female genital mutilation; Article 39 – Forced abortion and forced sterilisation; Article 40 – Sexual harassment; Article 41 – Aiding or abetting and attempt (of offence); Article 42 – Unacceptable justification for crimes, including crimes committed in the name of so-called “honour”. Other forms of violence must also be included in this list, ranging from “witnessed” violence to the type aimed at offspring, as in the preamble of the IC and the following dedicated articles, up to the more serious cases of infanticide and filicide caused by the dynamics linked to domestic violence.



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latter realm, an extraordinary two-year action plan against sexual and gender-based violence was drawn up, which was adopted in the summer of 2015. Considering the experience gained in implementing the cited extraordinary plan, and in the belief that achieving *de jure* and *de facto* equality is a key element to eradicating violence against women, the Department for Equal Opportunities established a specific work group within the National Observatory on Violence, comprising representatives from various ministries institutionally involved in the topic, the Conference of Regions, ANCI, police forces, representatives of women's associations and trade unions, and started up a broad, complex series of talks aimed at defining the strategic lines and content of the proposal of a "National strategic plan on male violence against women" for the three-year period 2017–2020.

Although many of the implemented actions are still being completed, the experience of the extraordinary plan as per the decree law 93/2013, which ended in July 2017, permits an initial reflection on the positive aspects which have emerged from its implementation, and on the lessons learnt during the activities. In particular, a mention must be made of the establishment of the national *governance* bodies that have permitted a profitable dialogue between the Plan's actors, lending substance to the principles of collaboration and horizontal and vertical subsidiarity, which are guaranteed constitutionally, and also the profitable use of all the allocated resources, for which allocation was specified.

This reflection is an important reference with a view to reaching an ordinary plan aimed at combating and preventing violence against women, that is summarised in this strategic Plan (hereinafter the Plan).

This Plan, also in light of the inspiration that emerged from the meetings started up by the Department for Equal Opportunities, and also bearing in mind the comments made by the UN Committee for the Elimination of Discrimination against Women (CEDAW/C/SR.1502 and 1503 of 4 July 2017), is structured in such a way as to adhere as far as possible to the IC's principles and assumptions. The latter, seeing as how they combat male violence against women, intended as a violation of fundamental human rights, are adopted in this Plan as the hinge points of the model on which to found public policies to combat any form of violence against women.

In this light, as also expressed in article 6 of the IC, a fundamental importance is particularly recognised in the process of social and economic *empowerment*, intended as an essential requisite for guaranteeing the general well-being of women, for encouraging independent and autonomous choices and for reducing vulnerability and exposure to violence. To this end, women and girls who are victims of violence must be guaranteed all human rights, including economic rights (article 12, paragraph 6, IC) and all forms of secondary victimisation or underestimation due to breaches in the public and private sector must be avoided. The Plan's strategic aims are therefore hinged on a vision that is not solely that of assistance for victims, but one of support and guidance in their skills



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and potential, in the prospect of restoring their full dignity and autonomy from all points of view, creating the conditions so they can live a free life, modelled on self-determination and full enjoyment of constitutionally guaranteed human rights. From this viewpoint, the role of state undertaking, of territorial autonomy and the priority importance of local networks must be underlined, as well as collaboration between the public and private sector and between general and specialist services.

The National Plan on male violence against women, in order to be compliant with the international standards set out starting with the Istanbul Convention and by other ratified international conventions, considers female victims of all forms of violence, regardless of their social or economic status, also involving those who live with multiple situations of difficulty and violence - such as Romani, migrant, refugee and asylum-seeking women and also disabled women.

The Plan therefore aims to combat male violence against women in all realms and contexts of public and private, personal and professional life, drawing up specific measures dedicated to critical areas, such as the workplace.

With reference to the principle of due diligence contained in article 5 of the IC, the policies defined in this Plan refer to the entire national territory and will aim to fill the territorial imbalances, providing adequate means and funding to prevent and combat the various forms of violence recognised by the IC against women and also their children, victims of femicide, and also adopting interventions for male perpetrators of violence.

We must state that the Plan will not address other forms of violence against women, which are the specific subject of other plans. Reference here is made to the National Action Plan against Human Trafficking and Severe Exploitation 2016-2018, the National Plan for Preventing and Combating Sexual Abuse and Exploitation of Minors 2015-2017 and the Third Italian National Action Plan implementing the United Nations Security Council Resolution 1325 (2000), 2016-2019.

Due attention and required respect for the use of the Italian language as a language aware of gender difference was paid when drawing up the Plan. This was not for a merely formal requirement or to be politically correct, but due to the fact that the policies aiming at promoting a thorough cultural change, such as the one to eradicate male violence against women, must also dispute stereotypes embedded in a commonly adopted use of language. Furthermore, when identifying the interventions to support, male violence against women in the workplace will not be neglected (see Box 1 “on violence in the workplace”), a topic that has been suitably reported by the ILO in a recent paper.

The Plan also pays specific attention to migrant, refugee and asylum-seeking women, due to the particular nature of their migratory status, which exposes them to multiple discriminations and consequently to more risks of difficulty and marginality in the reception country, both regarding



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material matters and on a subjective, symbolic and relational level. This element often creates a kind of “subordinate integration” that makes the identification, emergence and escape from violence process more difficult, to the detriment of the affirmation of their human rights and freedom of self-direction. The activities specifically aimed at migrant women, described in detail in Box 2 “Migrant, refugee and asylum-seeking women”, are included transversally in the Plan's strategic realms of intervention.

In addition to defining actions to prevent and combat male violence against women, this strategy implies that the final result will only be achieved by promoting and implementing laws and policies that support the principles of equal opportunities among men and women, as ratified by the Italian Constitution. Particular importance is given to policies aimed at guaranteeing equal access to high-quality education for women and girls (Goal 4 of the 2030 Agenda), to economic resources and political participation, and also at supporting equal opportunities at work and in decision-making responsibilities, as necessary prerequisites for overcoming discrimination and violence.

By starting with the assumptions referred to in the past, the Plan's strategy is hinged on interventions proposed by the IC, in particular a) Prevention, b) Protection and Support, c) Prosecute and Punish; it is accompanied by a cross-subject route of integrated policies, from the construction of an integrated data collection system and monitoring and assessment activities. This last direction is expressed through the definition of working networks and integrated intervention systems between general and specialist services, in accordance with the principle of the relevant and/or most appropriate public administration taking full responsibility, within the realm of a national system of coordinated policies.

In order to encourage full involvement by all the relevant actors for the topics and priorities contained in the Plan, the Department for Equal Opportunities, in complete observance of the constitutional prerogatives of the independence and autonomy of the Higher Judiciary Council and the requisites of independence of the Communications Authority, will establish every appropriate contact and collaboration with the two bodies in order to evaluate synergies and common actions aimed at an effective realisation of the set goals.

Full assumption of responsibility by all administrations involved will also be reflected in the financial resources that will be allocated for implementation of this Plan. The resources used by the Department for Equal Opportunities and by the various administrations as part of the Plan must be accompanied by a precise undertaking, also a current financial one, of the various ministries involved in managing its own activities and must also bear in mind the opportunities available at regional level or from European funding.



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2. THE REFERENCE FRAMEWORK

The last survey carried out by ISTAT, in the period May-December 2014, with funding from the Department for Equal Opportunities, provided a view of the phenomenon of violence against women via an estimate of the underground component that represents the largest part of the phenomenon that cannot be measured otherwise, through police reports or other sources of data on violence.

Based on data available, 31.5% of women between the ages of 16 and 70 (6,788,000) has been subjected to some form of physical or sexual violence during their lifetime: 20.2% (4,353,000) has been subjected to physical violence, 21% (4,520,000) to sexual violence, 5.4% (1,157,000) to the more serious forms of sexual violence such as rape (652,000) and attempted rape (746,000).

4,400,000 women declared that they are or have been subjected to psychological violence within their intimate relationship: almost half of them declare that they have suffered at least one type of psychological violence from an ex-partner (46.1%) while one in four (26.5%) from their current partner.

3,466,000 women declared they had been victims of stalking, amounting to 16% of the women from the age of 16 to 70. 44% of women who have repeatedly been subjected to persecution of some kind, that includes the act of stalking, state that the perpetrator was their former partner.

Of those women who had had previous relationships (2 million 151 thousand), it is estimated that one out of five (21.5%) has been subjected to stalking by an ex partner during their lifetime. Stalking by other subjects amounted to 10.3%, i.e. it involved a total of approximately 2 million women.

For the first time, the study was extended to foreign women residing in Italy: overall, it was seen that physical or sexual violence affects these subjects in similar numbers to Italian women (31.3% and 31.5%); more specifically, it emerged that physical violence was more frequent among foreign women (25.7% compared to 19.6% of Italian women) while sexual violence was higher among Italian women (21.5% compared to 16.2%). However, it was seen that foreign females are more subject to rape and attempted rape (7.7% compared to 5.1%) and are more frequently victims of psychological violence (34.5% compared to 21% of Italian women).

12.3% of the victims had reported the violence suffered at the hands of their partner, while



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the percentage rose to 17.5% in the case of sexual violence and rape. The likelihood of reporting violence is higher among the foreign victims (17%) than the Italian ones (11.4%) and increases to 31% when they are victims of rape, while the percentage of Italian rape victims that report the violence stands at 15%.

3.4% of the victims of physical or sexual violence suffered at the hands of partners contacted a violence referral centre, but the percentage grows for victims of sexual violence (7%) and rape (8%).

In the eight years between the first (2006) and the second survey (2014) there are signs of a decrease in some types of violence to which women between the ages of 16 and 70 have been subjected, in reference to the five years prior to the interview: the victims of at least one type of physical or sexual violence decreased from 13.3% to 11.3%; the victims of physical violence decreased from 7.7% to 7.0%; the victims of sexual violence from 8.9% to 6.4%; the victims of psychological violence by the current partner from 42.3% to 26.4%.

Compared to witnessed violence the percentage of children who witnessed violence rose from 60.3% to 69% and their personal involvement rose from 15.9% to 24.6%

In brief, some encouraging trends have emerged: there is an increase in indicators of the emergence of the phenomenon, of awareness of the seriousness and illegality of violent behaviour both inside and outside the family, the capacity for response from police forces and the use of specialised services as violence referral centres.

There are still phenomena that must cause us to reflect and carry out specific interventions, such as exposure to violence in vulnerable groups (young women, disabled women) and the risks of exposure to violence connected with the phenomena of divorce and separation, if we consider the responsibilities of former partners in all forms of violence (apart from harassment).

3. PLAN STRUCTURE

To prevent and combat violence against women and domestic violence, the National Action Plan, consistently with the strategic orientations outlined in the Preamble, consists of a set of interventions, identified according to a principle of concentrating on priorities, based on their expected impact. More specifically, the Plan is divided into three main routes and an auxiliary route.

The first route - named *Prevention* – intends to attack the roots of the culture of violence, its causes and its consequences, enacting policies aimed at education, awareness-raising, the

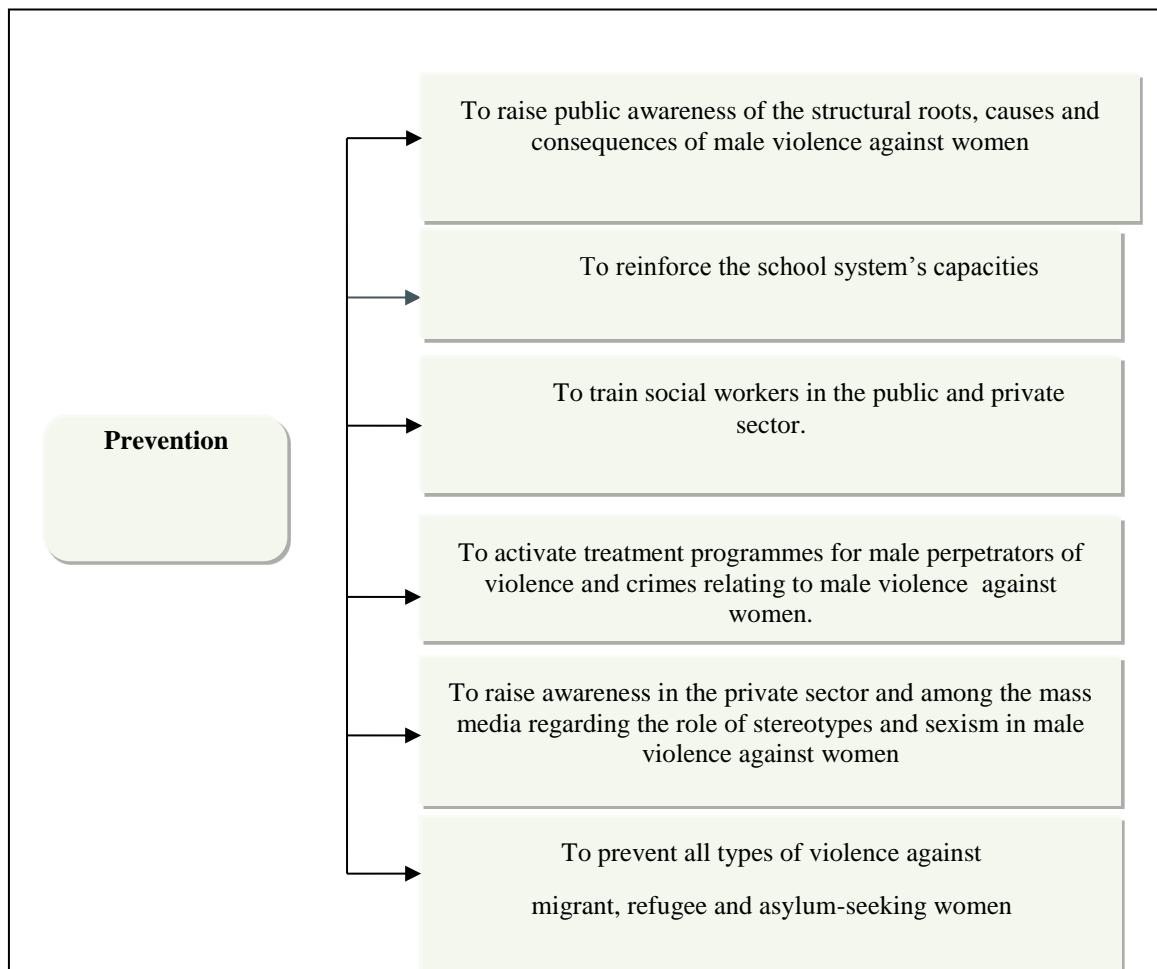


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recognition of violence and achieving equal opportunities in all realms of public and private life, to combat discrimination, gender-based stereotypes and sexism, and male violence against women. It is divided into the intervention priorities as stated in Diagram 1.

Diagram 1. Intervention priorities for the Prevention route



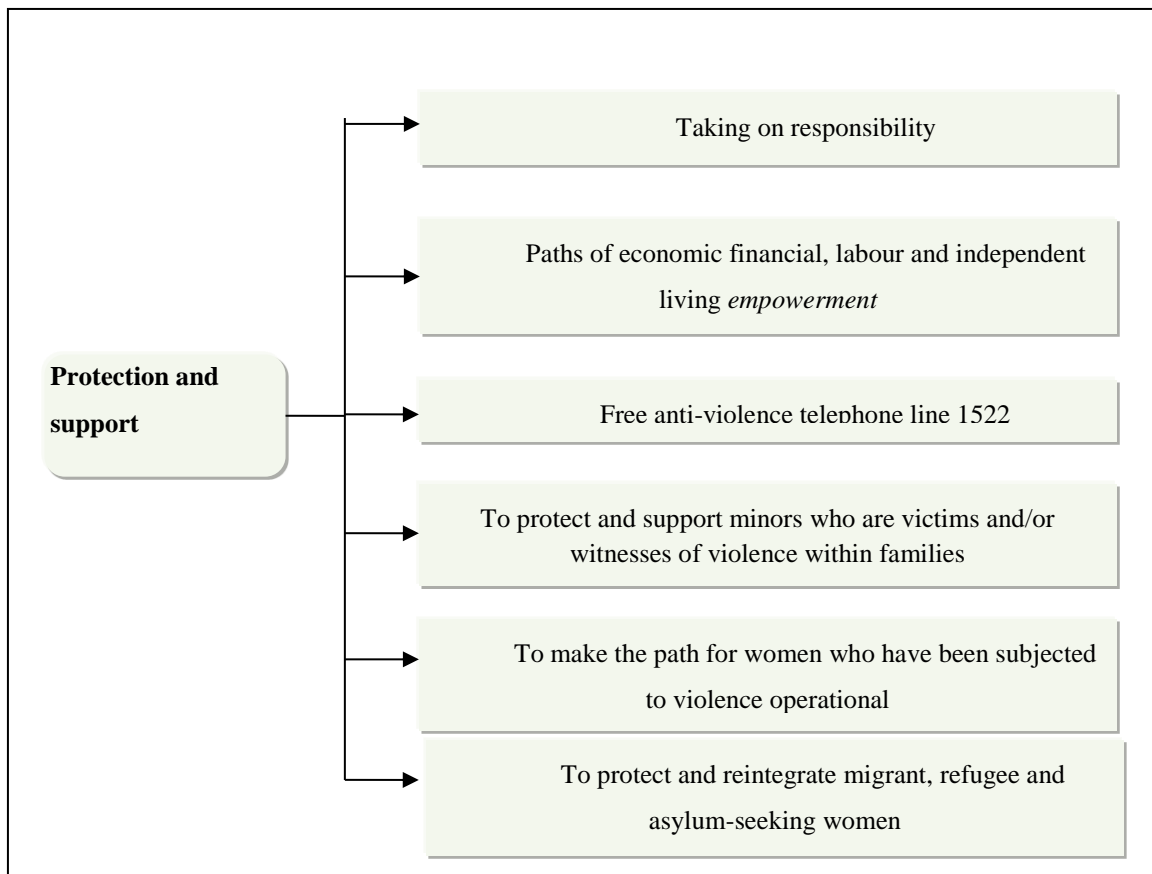
The second route, named *Protection and support*, is aimed at protecting victims on the exit path from violence and comprises the intervention priorities stated in Diagram 2.



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Diagram 2. Intervention priorities for the Protection and support route



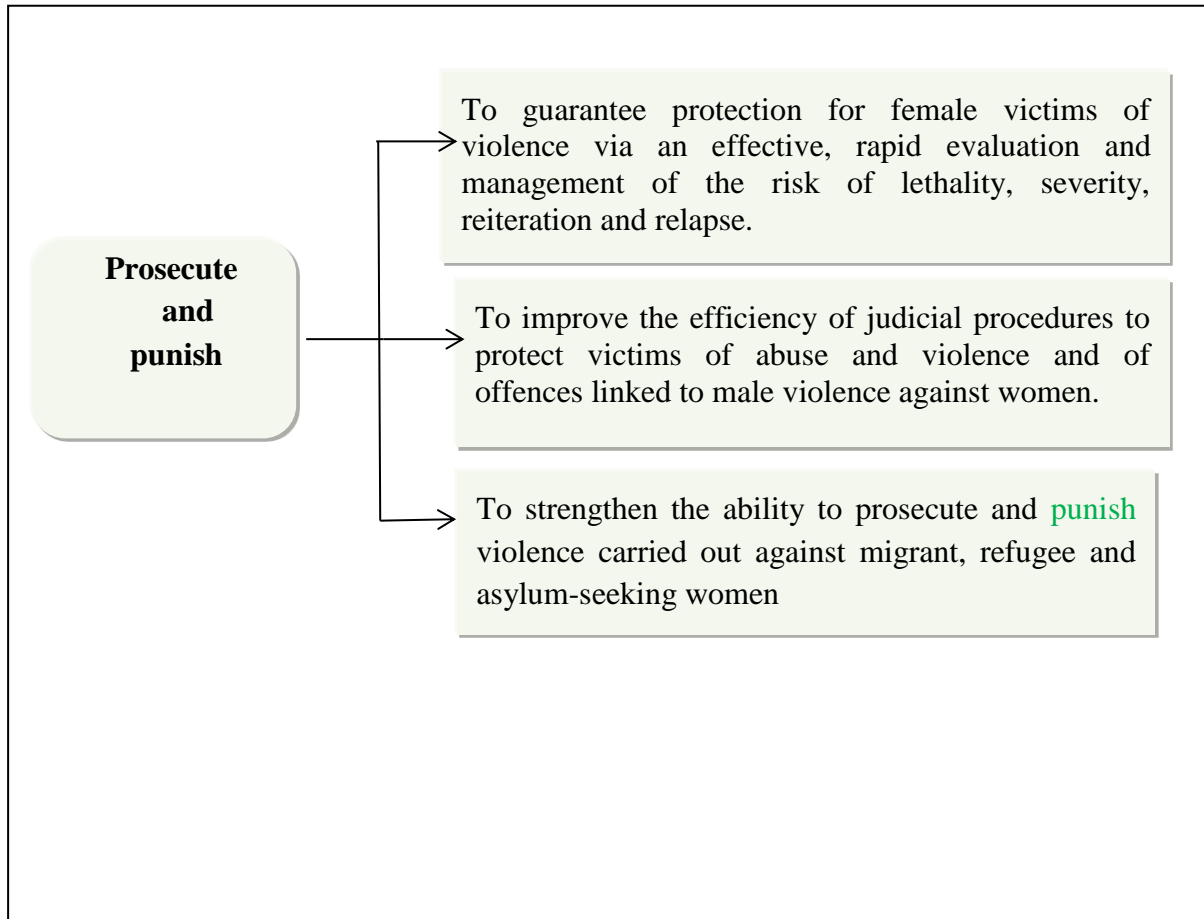
The third route – *Prosecute and punish* - is aimed at punishing the perpetrators of violence in accordance with Italian legislation and at identifying them as early as possible to ensure the rights of women and children victims during the stages of judicial proceedings, and is organised in the three intervention priorities stated in Diagram 3.



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Diagram 3. Intervention priorities for the Prosecute and punish route



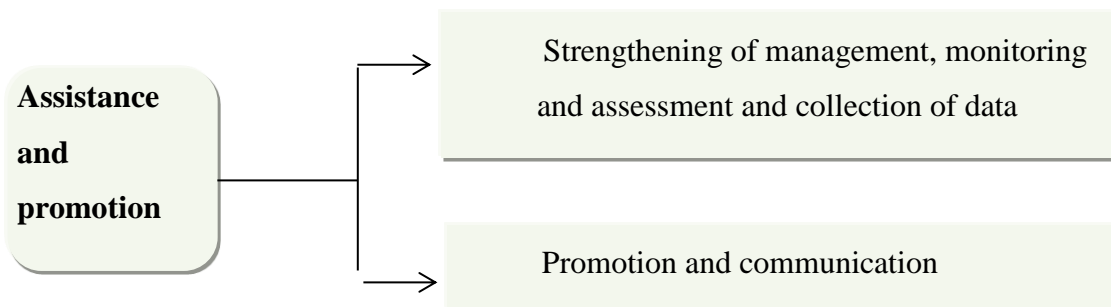
The fourth route *Assistance and promotion*, comprises interventions across the programme as a whole and is aimed at supporting its implementation and efficacy and at allowing it to be monitored and results and progressive effects to be assessed.



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Diagram 4. Intervention priorities for the Assistance and promotion route



To permit suitable monitoring of what is being carried out, also, in anticipation of what will be further explained below (see Chapter 5, section 5.2), during the preparation of the implementation of measures included in the Plan, a set of realisation and results indicators will be identified to be used during the monitoring and assessment phase of the Plan.

4. THE PLAN'S UNDERTAKINGS

Based on the guidelines for intervention and on the contents of routes and priorities as stated above, below is an illustration of the realms of undertaking that the Plan will be centred on.

4.1 PREVENTION ROUTE

Preventing means combating the culture of violence, its causes and its consequences. With a view to promoting an emancipation of society in this direction, political strategies must be developed that aim at educating, raising awareness, recognising and obtaining equal opportunities in all realms of public and private life, eradicating discrimination, stereotypes, minimisation and justifications connected with gender and sexism, i.e. the very factors that produce the conditions that favour a perpetuation of male violence against women.

All the actions aimed at the various stakeholders for increasing public awareness in general or in a specific population target on the topics as above (gender stereotypes and roles, sexism, violence, gender discrimination, access to equal opportunities) are part of this area.

To prevent violence, the role of universities and schools must be recognised, starting with the principles contained in article 14 of the Istanbul Convention and lending form and tangibility to the



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contents of article 5, paragraph 2 of the Decree Law no. 93 of 14 August 2013, converted with amendments by Law no. 119 of 15 October 2013 and referred to in the Decree Law for Good Schooling (Law no. 107/2015).

Another column on which to base this realm of intervention is suitable training for professionals in the public and private social sector, who work in various roles with victims or perpetrators of violence that come under the field of application of the Convention, on prevention, on equality between men and women, on victim rights and needs and methods for preventing secondary victimisation.

The Plan therefore recognises professional, correct, continuous and widespread training to be one of the fundamental tools for preventing violence and effective protection, as part of a “multi-agency” network system. This training activity, which must become progressively permanent, is an essential intersection for making sure that in every section of the State, and at every government level, there are workers who are aware of the gravity of male violence, able to transmit a different response from the general support services (art. 20 IC), but who are also the main instrument for favouring integration and the habit of joint work, a network, through a mutual exchange of experiences, starting with the working practices and methods used by dedicated/specialised services.

On the basis of art. 16 of the IC, the Plan also intends to work in a relatively new area in Italy, that of interventions for male perpetrators of violence (both those that have been convicted and are imprisoned, and those who commit domestic violence), aimed at supporting non-violent behaviour in their interpersonal relationships, with a view to preventing further violence, in particular for sexual violence, stalking and violence within the family.

Lastly, it also plans to intervene with companies who commission advertising, advertising agencies and the mass media (on-line and off-line), who often have responsibilities in the reproducing of messages and in advertising language, information and news containing gender stereotypes and/or “sexist” images and language, that are harmful to the dignity of women and girls.

The priorities of the Prevention route therefore respond to the need for:

- Reinforcing the strategic role of the education and training system in the prevention, recognition and management of situations and/or signs of direct and/or indirect violence, including witnessed violence, also through coordinate strategies with all the institutions involved;
- Promoting training that guarantees an education that leads to respect, inclusion and equality, also through a learning programme aimed at overcoming all forms of gender discrimination, roles and stereotypes, and supported by consistent training for school staff;



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- Training social workers in the public and private sector about phenomenology, interception, emergence, reception, assessment and management of cases of violence against women, including violence against migrant, refugee and asylum-seeking women (see Box 2);
- Reinforcing preventive measures against further violence through re-education paths for male perpetrators of violence and of crimes connected with male violence against women.
- Raising awareness in the private sector and among mass media regarding the influence of communication and advertising on topics such as gender stereotypes and sexism and their effects on the phenomenology of male violence against women.

For each of the priorities identified, the Plan proposes measures required to promote changes that aim to prevent violence in its various forms, in particular in the family, in school and at university, at work, in prisons and in society in general, identifying specific targets, where necessary, where actions must be aimed. In particular, this intervention route includes several actions that, with a view to optimising integration and synergy, involve different actors such as public administrations, public social care and healthcare services, police forces, representatives of economic and institutional partners, organised civil society, mass media, social media and private firms especially from the advertising world.

Priority 1.1. Raising the level of public awareness of the structural roots, causes and consequences of male violence against women (article 13 IC)

A. Communication campaigns

This is an intervention aimed at increasing awareness and informing public opinion and/or that of a specific section of the public about male violence against women, also to encourage the correct culture of a male-female relationship at any age and with a view to reinforcing the message that a society free of gender-related violence and stereotypes is a better society for men and women.

B. Campaigns for working women who are victims of domestic violence

The Department for Equal Opportunities, with support from the Ministry of Labour and Social Policy, social and women's associations, trade unions and equality councillors, will run campaigns for working women who are victims of domestic violence, aimed at providing information about accessing specific protection tools that are set up (e.g. Extra leave for women who are victims of violence, reporting to the advisor for equality). In order to make these campaigns more effective, parallel information and training will be promoted for employers of women who are using protection tools.

C. Awareness-raising campaigns dedicated to a male audience



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The Plan will support communications campaigns aimed at changing male models and behaviour that reproduce stereotyped relationships based on the imbalance of power, and at making men more aware of the mechanisms that underpin male violence against women in every realm of public and private life, with the ultimate goal of eradicating such violence.

BOX 1 Male violence against women in the workplace

According to the more recent definition by the ILO Report *Violence and harassment against women and men in the world of work* (2017), every form of violence and harassment in the workplace can be translated as an abuse of power, especially against women, who are exposed to discrimination in salary, temporary employment and types of vertical segregation. It is therefore necessary to adopt effective strategies to prevent and combat all forms of gender-related violence that can affect women in the context of employment (physical, psychological, sexual, according to the various kinds of details for each type of violence highlighted in the document *Meeting of Experts on Violence against Women and Men in the World of Work* drafted by ILO in October 2016 and then contained in the cited 2017 report), considering the production and employment sectors most exposed to the phenomenon in question. Violence is a multi-dimensional, complex problem that has consequences not only on female workers and employers, but also on their families, the economy and society as a whole. It is now recognised unanimously, in fact, that violence in the workplace, in addition to the victims' suffering and problems, creates considerable direct and indirect costs (deriving from absences at work, productivity, disputes and compensation, damage to reputation and image) that become critical points for competitiveness and efficiency of production and administration systems. Social partners (trade unions, employers' associations and ministers for equality) are an essential intersection for favouring positive changes in the workplace, for protecting female workers and for adopting initiatives - awareness-raising, projects, actions, agreements - in all their forms and in all places - that can prevent, reduce or eliminate the conditions that lead to violence and harassment in the workplace. The government, therefore, will start up a shared path with social partners (employer associations, trade unions and equality councillors) that aims to encourage the implementation and strengthening of the undertakings taken as part of the agreement signed on 25 January 2016 between Confindustria and CGIL, CISL and UIL to implement the Framework Agreement on harassment and violence in the workplace reached on 26 April 2007 by Businesseurope, CEEP, UEAPME and ETUC, paying special attention to the creation and maintaining of a work environment that respects the personal dignity of each person and favours interpersonal relationships, and also to the communication and awareness-raising and the strengthening of structures that provide all kinds of assistance to working women who are victims, also through partnerships, dialogue and work with specialist services as set out in articles



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22 and following of the Istanbul Convention. A mention must also be made, in the context of public employment and pursuant to the inter-ministerial directive of 4 March 2011, of the function of Single Guarantee Committees for relevant matters, aimed at ensuring the absence of any form of moral or psychological violence and direct or indirect gender discrimination.

It will also be necessary to guarantee full consideration and application of the existing ILO standards concerning violence in the workplace (Convention 87 of 1948, Convention 189 of 2011, the 2014 Protocol on forced labour, Recommendation 200 of 2010, Recommendation 204 of 2015, Convention 111 of 1958) and in light of the outcome of the 328th session of the ILO executive body, the new tools that will be defined in the next session (107th) of the International Labour Conference in June 2018.

Priority 1.2. Strengthening the strategic role of the education and training system.

The Plan directly involves the Ministry of Education, University and Research (MIUR) that has the task of acting on two fronts: the first as an agent of change for a culture of respect, the fight against discrimination, stereotypes/prejudice connected to gender roles and violence, as well as promoting equal opportunities; the second as a vehicle of support, inclusion and aid to autonomy for women and girls (with special attention paid to minors) who are victims of violence, or witnessed violence, of female genital mutilation, sexual exploitation and any other form of male violence against women.

Pursuant to Law no. 107 of 13 July 2015, article 1, paragraph 16, “The three-year training plan” ensures implementation of the principles of equal opportunities, promoting equal education for the sexes in all types of schools, the prevention of male violence against women and all types of discrimination, in order to inform and raise awareness in students, teachers and parents about the subjects stated in article 5, paragraph 2 of the Decree Law no. 93 of 14 August 2013, converted with amendments by Law no. 119 of 15 October 2013”.

In order to implement said provision, MIUR has issued national guidelines “to educate to respect: for equality between sexes, the prevention of gender violence and all forms of discrimination”, that set out a reference framework to permit schools to include the topics relating to equality between sexes, the prevention of male violence against women and all forms of discrimination in the three-year education plan.

Interventions already started by MIUR come under this realm of action, which will be repeated and consolidated, such as, for example:

- support, through PON funds, for projects in all schools, for the promotion of equality between sexes and to combat discrimination;



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- the carrying out of meetings to raise awareness and study male violence against women during the National Week against Violence and Discrimination, aimed at promoting the International Day for eradicating Male Violence against Women on 25 November;
- initiatives aimed at promoting equal opportunities and cultural changes in gender stereotypes, such as the "Stem month" that offers a number of useful tools to all schools for spreading the passion for science and technology and the awareness of the exceptional opportunities, also in career paths, that STEM subjects can offer, thus helping to eradicate a dangerous gender stereotype that prevents the full development of female potential and talent;

MIUR also plans to issue a national plan for educating about respect, that also includes the following actions:

- planning and promotion of various types of interventions, aimed at all teaching and non-teaching staff and families, with the aim of increasing awareness about violence against women and of preventing its occurrence, also by creating a communication campaign and producing information material;
- monitoring language used in text books, by starting up a work group, together with the Italian Publishers' Association, that, in accordance with the experience of the Po.Li.Te project, can promote thoughts on the contents and use of language to optimise topics pertaining to gender differences in text books, optimising women's contributions in all subjects and overcoming sexist stereotypes.
- the promotion of study courses at university on violence against women, which educate various figures who may in the future have to address this phenomenon in a professional capacity (e.g. law, educational science, social services, communication, medicine, healthcare professions etc.). also making use of professional experiences of contacts in specialist and general services.

At the same time, MIUR will increase its undertaking in the following activities:

- planning a series of interventions, based on personalisation and flexibility, aimed at eradicating gender imbalances and at guaranteeing equal access to all levels of education and professional training with special care for the most vulnerable categories such as disabled people and minors in situations of vulnerability;
- identification and diffusion of strategies for the promotion of high quality education for all women and girls, in dedicated learning environments that are safe, non-violent and inclusive for everyone;



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- strengthening of inter-institutional governance for integrated interventions with other national, regional and local institutions.

Priority 1.3. To train social workers in the public and private sector.

Public administrations will guarantee suitable initial and continuous training of its own staff, aimed at:

- aiding the immediate recognition and the emergence of the phenomenon of violence against women;
- establishing suitable relations with the (potential) victim to avoid secondary victimisation;
- Guaranteeing the correct reception and management of cases, duly considering the multiple conditions of vulnerability such as those characterising disabled women, and migrant women.

Through such training, networking with other public and private bodies involved, specialist and general services and services for the perpetrators of violence will be permitted. This training will also involve staff working in the initial identification (police), reception, holding and evaluation of the need for international protection (Territorial Committees) of asylum-seeking women, and also the second reception of migrant, refugee and asylum-seeking women and, lastly of staff working in the implementation of integration policies for Romani women. As part of this specific realm of activity, one of the various forms of violence that will be included in training will be FGM/C, early/forced marriages and traditional damaging practices (see Box 2), and also the relative Italian legislation.

The Department for Equal Opportunities will be the promoter of guidelines for the training modules that must guarantee common operational lines and procedures. These guidelines will be drawn up and implemented together with the Technical Committee (see Chapter 3.4), national associations of reference and with associations representing dedicated and specialist services. In this realm, the Department for Equal Opportunities will also work to implement experimental projects, by stipulating collaboration agreements with ANCI (for the training of local police officers and social services), with the Italian School for the Judiciary and the Italian School for Criminal Execution, previously the Italian Institute of Penitentiary Studies.

The main recipients of training who work in institutions will be:

- Doctors, healthcare professional in emergency rooms and other services (e.g. women's health centres, health departments, etc.).



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- Judicial authorities (civil, penal, juvenile, penal), juvenile service workers in the justice system (USSM), parole officers (UEPE) and prison officers.
- Local social workers.
- Teachers and instructors.
- Police officers, including local police officers.
- Public and private staff working with migrants, refugees and asylum seekers (see Box 2).

The police forces will work to provide updated training plans with a view to the continuous and constant attention to qualifying their members of staff who come into contact with victims of male violence against women, also using training modules that are intended to help operational integration and a reinforcement of the network.

The actions will also be aimed at other recipients, for example:

- information services and centres or first contact centres
- reception services or structures
- women's associations operating in the area of the protection of human rights
- lawyers and legal experts to the courts.

Consistently with the contents of article 15 of the IC, MIUR will guarantee:

- mandatory training for newly-qualified and current teachers with the drawing up of specific interventions as part of the Plan for teacher-training, as set out in article 1, paragraph 124 of the Law no. 107 of 13 July 2015, on the topics of equal opportunities, violence against women in all its forms, gender stereotypes, and based on regional protocols that can provide for the involvement of contacts in the territorial CAV.
- integration and development of a section in the national website www.noisiamopari.it that is dedicated to education, aimed at teachers from schools of all levels, on emotional education, respect (equality, differences, equal dignity).

With regard to the training of prison officers (for whom there is already a training module dedicated to equal opportunities and gender policies), the Ministry of Justice will work to increase modules to include directly the matter of male violence against women, also optimising the contribution from the prison officers' equal opportunities committee. The Ministry will also work to increase training through modules on the matter of male violence against women and a study of multi-ethnic and multi-cultural realities in the prison population, focusing attention on those cases where a discriminating cultural model may prevail that has a negative impact on women's



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condition. Other workers will also be involved in these activities (directors, instructors, social workers, doctors, nurses, teachers and volunteers, etc.). The Ministry also intends to continue its commitment to inter-disciplinary training for prison officers on the topics of male violence against women, optimising the exchange of knowledge and experience gained in violence referral centres and in programmes for male perpetrators of violence.

The Ministry of Health will contribute to training professionals working to combat male violence against women, also through expanding the training project developed in collaboration with the Italian National Institute of Health (ISS)³.

In the context of training, it is necessary to record what was publicly communicated by the CSM (Italian High Council of the Judiciary) with regard to their own activities for preventing and combating violence. In particular the CSM reported that it planned to send guidelines to the Italian School for the Judiciary for the targeted training of investigating and sitting judges regarding male violence against women and femicide. Training that has already begun will be developed further and the adoption of training paths will be recommended that are based on the awareness of the risk of secondary victimisation of women during judicial procedures and an approach that favours the best interest of the woman and children, where the children are protected from any kind of instrumentalisation and where the parental rights of the violent perpetrator are subordinate to the child's and the mother's interest.

Within the terms already stated, the Department for Equal Opportunities will work together with the CSM to follow the Council's public communications, due to the clear strategic value of the judicial sector for the Plan's purpose.

Priority 1.4. Activate interventions programmes for male perpetrators or potential male perpetrators of violence and offences relating to male violence against women.

The Department for Equal Opportunities, consistently with the recommendations contained in article 16 of the IC, will reserve specific resources to support prevention and treatment programmes for men who are already or are potential perpetrators of violence, also to prevent any repeat offence, to encourage the adoption of non-violent conduct in interpersonal relationships. Eligibility criteria will be established for accessing funding for public services and private associations. Like all other specialist and general services, these projects and programmes will be included in the qualitative-quantitative mapping carried out by the Department for Equal Opportunities and by CNR-IRPPS and in the field studies aimed at establishing goals, type and content of the paths offered, identifying

³ "A blended training programme for healthcare professionals and others, aimed at increasing territorial networks for preventing and combating male violence against women".



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the skills and professional characteristics of workers and the results achieved in terms of quality and quantity.

In this realm of undertaking, the Ministry of Justice will concentrate on drawing up a national intervention protocol and on identifying the most effective models for treatment for detainees, in addition to training for workers directly involved in applying them. Connections and synergies with the local territory and with subjects outside the Administration will be consolidated and developed. To this end, positive experiences enacted and experimented in the Prison Administration and in other European countries will be used as references.

Specific attention will be paid to the treatment of perpetrators of sexual and/or gender violence from the moment they enter the system to the moment they are released. With reference to the treatment of minors who commit sexual crimes, the Ministry of Justice will continue in implementing its own treatment programmes within consolidated protocols, using a personalised educational project, that will be verified in both the short and mid-term.

Priority 1.5 To increase awareness in the private sector and among the mass media regarding the role of stereotypes and sexism in male violence against women

Contrasting stereotypes and all forms of communication that are harmful to the dignity of women's and children's image, as well as being an obligation for the States (article 12 IC), is an essential intersection for the effective prevention of male violence against women, as it contributes to avoiding false representations of the female gender and to encouraging the recognition and stigmatisation of all forms of violence against women, thus promoting the cultural changes required. To this end, the Plan intends to intervene on:

➤ *Training and awareness-increasing aimed at people employed in the communication sector.*

Pursuant to article 17 of the Istanbul Convention, the Department for Equal Opportunities will start up initiatives that are directly aimed at communication and advertising professionals, using a specific training and awareness-raising project in collaboration with women's associations of references, violence referral centres and the world of research. The project provides for the preparation and distribution of a specific information kit and the drawing up of guidelines to combat current stereotypes, that highlight the relationship between the continuance of the phenomenon of male violence against women and so-called "sexist" advertising. All communication agencies that decide to join the training project will be able to obtain a specific "badge" of recognition that certifies their knowledge, respect and sensitivity of gender, that may also be extended to advertising campaigns. The project will be based on the full involvement of associations that represent communication companies,



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the business owners, advertising agencies, press agencies, broadcasting companies, journalist associations and internet providers. The Department for Equal Opportunities will also revise the current Protocol of Understanding with the Institute of Auto-control in Advertising, identifying new common work opportunities to prevent and combat sexist advertising.

For the Associations of Journalists - both national and regional - the Department for Equal Opportunities will use every suitable initiative for persuasion and accompaniment so that modules for further study of the correct narration of male violence against women are a part of continuous and mandatory training, and for combating - also through disciplinary measures - publications that are harmful to victims' dignity. Also, with a view to article 13 of the Istanbul Convention, the Department for Equal Opportunities will support - including financial support - other initiatives for the promotion of non-stereotyped communication in advertising and the consequent cultural changes in specialised staff, institutions and the young generations.

- Activities regarding public and private television and radio broadcasting companies With regard to the work of RAI, the Ministry of Economic Development, together with the Department for Equal Opportunities, will guarantee the actual inclusion of gender clauses, already included in the service contract with RAI for the three-year period 2013-2015, in the new five-year service contract (and consequent specific monitoring).

The Ministry of Economic Development will also oblige RAI to guarantee widespread public diffusion of annual monitoring of female representation in programmes. With regard to private television broadcasting companies, the Ministry of Economic Development and the Department for Equal Opportunities will adopt all necessary and suitable initiatives to aid the adoption (voluntarily and in observance of independence and freedom of expression) of self-regulation codes, guidelines and organisational strategies that will define sensitive standards aimed at non-sexist communication and the refusal of any stereotype that concerns women and young female children.

In observance of prerogatives and independence, the government may also be involved in these activities via the Communications Authority.

4.2 PROTECTION AND SUPPORT ROUTE

Consistently with the contents of Chapter IV of the IC, this route concerns the protection and support of women who have been subjected to male violence, of children who witness violence



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within the family and also other witnesses. The Plan therefore provides for various measures that will provide the due means to ensure reception of subjects and freedom from violence, aimed at restoring complete dignity and autonomy to a woman who has suffered violence. The directive of this realm of intervention is consistent with what is stated in the “*Roadmap for a gender-responsive economic empowerment*”, as defined at the G7 in Taormina in May 2017, which underlines the need for action focused mainly on empowerment and on the construction of autonomous paths to escape violence, concentrating on the ability to demand one’s own rights and by this meaning that the victim’s status is temporary, due to the difficulties deriving from the violence she was subjected to.

The system for reception places the best interest and women’s rights (and those of children) at the centre of their work, also taking into consideration an integrated, person-focused approach. In this area, there is a need for protection and support interventions to be carried out within integrated, cooperation systems (see article 18 of the IC), in the context of territorial governance systems and relative networks. Therefore, the measures regarding the increase of specialist and general support services for victims of violence and their children are included, in the realm of which special attention is provided to those groups of women with multiple vulnerabilities, including disabled women.

At the same time, considering the urgency, topicality and relevance of the phenomenon of violence against women carried out on-line and on social networks (as an example, but not limited to: *hate speech; sexting; revenge porn*) the Department for Equal Opportunities will set up a round table that will include social network providers and central, local and territorial governments, also involving Agcom. The work group will meet while the Plan is in force, with the aim of identifying efficient, shared tools and methods for preventing and combating this phenomenon.

Another topic to pay attention to and work on is that of witnessed violence, strictly prosecuted via the introduction of aggravating circumstances for “having [...] committed the act in the presence of and damaging a minor of eighteen years of age or damaging a pregnant individual” in Decree Law no. 93 of 14 August 2013.

First and foremost, protecting children who are victims of witnessed violence means interrupting violence against the mother who is subjected to said violence in all its forms⁴. The treatment of children who are victims of witnessed violence therefore requires suitable characteristics and specificities for the effects that derive from this type of trauma in its various forms. The condition of orphans of femicide (so-called special orphans), victims of witnessed violence of murder, multiple murders and murder-suicide are particularly serious. A recent study estimated that in the

⁴ As underlined in the document presented by Cismai (Italian Coordination of Services against the mistreatment and abuse of minors) on 23 June 2017, “the protection of children and their mothers is an essential requisite for evaluating, planning and implementing reparative interventions. The times and modes of protection interventions, included in judicial paths, must respect the needs of minors with regard to the psychological and physical well-being and their best interest”.



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last 12 years in Italy, about 1,500 children became orphans due to femicide, children and adolescents who, require protection and special care in consideration of the trauma that they have suffered⁵. The psychological state of suffering of these minors was also highlighted in the cited CISMAI document that dedicates a specific chapter to special orphans. Likewise, the needs of the families, in many cases families with parental ties, to whom the orphans are entrusted, must also be taken into consideration. In this area, with regard to legislation, the recent Law no. 232/2016 (Budget law 2017) and the House Act 3772, approved unanimously by the Chamber of Deputies on 1 March 2017 were introduced, containing “*Amendments to the civil code, the code of criminal procedure and other provisions in favour of orphans of domestic crime*”⁶

Specifically, the referred-to Law no. 232 of 11 December 2016, “*State Budget for the financial year 2017 and multi-year budget for the three-year period 2017-2019*” in amendment of article 11 of Law no. 122 of 7/7/2016 n. 122 (European Law 2015-2016), has also included the children of the victim of murder committed by the husband, even if separated or divorced, or by a person who is or was connected by an intimate relationship to the offended person among the victims of intentional violent crimes with a right to be compensated”⁷.

The law-making body, therefore, in recognising orphans of femicide as victims of intentional violent crimes, wished to ensure them the right to economic compensation through the use of financial resources allocated in a special Fund⁸ for which the above-stated Senate Act 2719 (art. 11) foresees, from the year 2017, an increase of two million Euro and states that “*this sum of money is allocated for the provision of study grants for orphans of domestic crimes and the funding of initiatives for directing, training and supporting them in their work*”.

In this view, the protection system is divided into five priorities:

- Acceptance of women (and any children) who have been subjected to violence (Article 22 and 23 IC) via the territorial networks that offer protection, care, safety and empowerment services using an interdisciplinary approach. Each network must ensure the presence of specialist services (articles 22 and 23 of the IC) that can respond to the specific needs of female victims of violence, and of general services with qualified, trained staff for the

⁵ With regard to this specific topic the results of the European “Switch off” project (Supporting Witness Children Orphans from femicide in Europe) was presented to the Chamber of Deputies in September 2016.

⁶ Senate Act 2719 – currently being examined by the 2nd Permanent Commission (Justice) - place of reference.

⁷ Article 11, paragraph 3, of the mentioned Law no. 122/2016 states that “By decree of the Ministry of the Interior and the Ministry of Economy and Finance, to be issued within six months of the date of entry into force of the herein law, the amount of compensation is determined, within the limits of fund availability as set out in article 14, ensuring greater reparation for the victims of crimes of sexual violence and murder, and in particular to the children of the victim in the case of murder committed by the husband, also if separated or divorced, or by the person who is or was connected by an intimate relationship to the offended person”.

⁸ Rotation fund for solidarity with victims of Mafia crimes. Extortion demands and named usury - art. 14 Law no. 122/2016.



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protection and reception of the children victims of witnessed or direct violence and must also guarantee close, synergetic collaboration with the police force and the judiciary.

- Paths of economic financial, labour and independent living *empowerment*. Managing to escape from violence with a view to the *empowerment* of women must be made possible with interventions aimed at allowing women who have been subjected to violence to become autonomous, through introduction/return to autonomous finances, work and living.
- Free 24/7 national anti-violence telephone line 1522 (Article 24 IC)
- Protection and support for children who are victims and/or witness of violence within the family (art. 26 IC) aimed at minors who have directly or indirectly experienced violence within the family and the orphans of femicide.
- Enactment of the definition of the guidelines as provided for by article 1, paragraphs 790 and 791, of the Law no. 208 of 28 December 2015, for the protection path named “ Path for protecting victims of violence” in hospitals and healthcare facilities.

Priority 2.1. Acceptance

Specialist services (violence referral centres and shelters) are the central intersection of the local reception networks. Anti-violence centres and shelters that operate according to a reception method based on a gender approach and on the IC principles are crucial elements in integrated local governance systems and connected networks. In order to ensure constant, regular operations, these services will receive specific continuous funding pursuant to article 5 bis of the Decree Law 93/2013 (Articles 22 and 23 IC). The contents of the Understanding dated 27 November 2014, which will undergo a review, also contributed to the requisites for said funding. Therefore, on the one hand, public subjects must guarantee availability of adequate resources to support specialist services, and on the other hand, they will be appropriately identified through quantitative and qualitative mapping, based on the criteria and indicators that were identified by CNR-IRPPS. This method intends to check and guarantee the quality of services/performance provided and funded with public funding and their impact, in the interest of the women to be accepted and protected in a suitably professional, skilled manner, based on a gender approach. With specific reference to the measures in connection with this priority:

- As anticipated, the Department for Equal Opportunities will provide constant qualitative and quantitative mapping: A) of specialist services (violence referral centres and sheltered housing) and of programmes for male perpetrators of violence, in order to guarantee quality compared to the public funding provided, B) of general services, to check reliability, reception capacity and networking with specialist services.



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- The autonomous regional/provincial administrations will guarantee use of dedicated funding for these structures pursuant to article 5 bis of Decree Law 93/2013, in order to ensure continuity of the specialist services, also adding further dedicated resources. Generally speaking, planning interventions aimed at providing continuity and at increasing the network of specialist services must refer to the necessary complementary nature of state, regional and municipal funding and the contribution of any EU funding, with a view to a required integration of the various institutional levels and different policies.

Priority 2.2. Paths of economic, financial and labour empowerment and residential autonomy

This strategic document recognises in full (said recognition will be fully adopted by the Plan) the close and necessary link between escaping violence and the full recovery of economic and social autonomy for women. It is therefore necessary to develop actions that place employment at the centre of the support paths provided, right from reception - employment in the form of specific training, work guidance, support for the recognition and improvement of skills, identification of realistic paths that can ensure complete independence for the victims - taking into consideration all possible opportunities, including self-employment.

The Department for Equal Opportunities will in this sense support the growth of violence referral centres, shelters and paths to autonomy as part of a network and partnership logic, for new actions and intervention models that move in the direction described, with the aim of laying the foundations for defining a permanent system. At the same time, the Department for Equal Opportunities will identify the most suitable modes, with autonomous regional and provincial administrations, for spreading best practices that already exist for the use of European Social Funding for the victims of violence, highlighting the elements of repeatability and transferability to other areas.

One of the essential parts of the full restoration of victims' independence and the permanent escape from the web of violence is autonomous housing or moving away from the home shared with the violent family member.

The Department for Equal Opportunities, pursuant to point 4 of the previous extraordinary action plan against sexual and gender violence, has already distributed 13 million Euro to the Regions (Decree of the President of the Council of Ministers 25 November 2016) to fund projects that also focused on this area. Based on this experience, the Department for Equal Opportunities will monitor the outcome of activities and, in agreement with the Regional Administrations, will identify possible intervention priorities for the three-year period of the Plan, for example considering having started a path to escape violence and become autonomous as a priority in forming the classifications for state-owned housing or with forms of income support for the



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payment of rent (based on interventions that already exist for families in difficulty) up to the possible definition of public guarantee tools to help with the stipulation of private property rental agreements.

With regard to measures for autonomous living and for the (re-)introduction into employment for women who are victims of violence and their children, one important matter is the undertaking:

- by the Ministry of Labour and Social Policy (also through the actions of the equality councillors), trade unions, regional administrations (the latter also in the context of planning of structural cohesive funding or available national funds) and local authorities, with the involvement of the National Agency for Active Labour Policies (ANPAL), to encourage specific policies and initiatives directed at introduction/reintroduction to work for female victims of violence (for example using adequate tax incentives), in cooperation with territorial networks and associations;
- by the Department for Equal Opportunities for the support of new intervention models intended to harmonise actions, also in the realm of networks, for the training and introduction into employment of women who have entered protection programmes;
- by the Department for Equal Opportunities to promote and support a project, as an experiment, that addresses the matter of debt among female victims of violence due to the violence they have been subjected to;
- by the Department for Equal Opportunities, the Ministry of Labour and Social Policy and the National Equality Councillor, together with trade unions and employers' associations, to carry out qualitative-quantitative monitoring on the use of paid leave for female victims of male violence against women (article 24, Decree Law no. 80 of 15 June 2015, INPS memorandum no. 65, 2016), in order to verify the effect and reflect on any amendments, revisions and the start up of specific information campaigns;
- by territorial and local bodies for the adoption of specific measures aimed at helping female victims of violence leaving shelters and semi-autonomous programmes or with housing difficulties to live autonomously.

Priority 2.3. Free 24/7 national anti-violence telephone line 1522

Since 2006, the Department for Equal Opportunities has provided a 24/7 telephone line where women from all over Italy can find an initial telephonic response and information about specialist services to contact in their area. Therefore, the Department for Equal Opportunities will continue to offer this service and will expand the telephone line 1522 (after checking the answering devices and their efficacy and relational and professional quality), ensuring that protection tools are created



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within systems that are part of territorial network and governance systems established with general and specialist centres and support services (Article 24 IC).

Priority 2.4. Protection and support for minors who are victims and/or witnesses of violence within families

Based on the content of article 26 IC, notwithstanding the best interest of the minor, there must be an undertaking to create specific protection and safeguarding actions for children who are victims of so-called witnessed violence. Therefore, as part of the protection and support services for victims, the Plan will also consider the rights and needs of children who are witnesses of any form of violence, planning specific forms of intervention.

In particular, with the involvement of autonomous regions and provinces, the Department for Family Policies will adopt initiatives that aim to increase and qualify protection and reception of minors who are victims of witnessed violence and orphans of femicide; specific initiatives will be started to ensure suitable support paths, including funding, aimed at orphans of femicide and their families, whether adoptive or fostering.

The Department for Family Policies, in agreement with the Department for Equal Opportunities, will start a procedure for drawing up and adopting national guidelines, involving all the various actors involved, with the aim of establishing an organic, homogeneous framework of interventions for all territorial realities and to harmonise integrated reception procedures and care of children who are victims of witnessed violence and orphans of femicide.

Priority 2.5. To make the path for women who have been subjected to violence operational

National guidelines on the subject of care and aid for Italian and foreign women, with the title of '*Path for women who are subjected to violence*' for healthcare facilities and hospitals are currently being drawn up (the term "women" includes girls under the age of 18, pursuant to article 3, letter f of the Istanbul Convention), who have been subjected to any form of violence, and any children who have been witnesses and/or victims of witnessed violence who enter Emergency Wards together with their mother.

The goal of the national guidelines is to provide an adequate intervention as part of the treatment of the physical and psychological consequences that male violence creates on the health of women and any children.

The *Path for women who are subjected to violence* must guarantee prompt, adequate reception of women, starting from triage and continuing up to their accompaniment/guidance, if consenting, to specialist and general services in the relative area, to create a personalised project to escape from the experience of violence. The national guidelines, once approved jointly with the



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Ministries of Justice, Health and Home Affairs, and in agreement with the Permanent Conference for Relations between the State, Regions and Autonomous Provinces of Trento and Bolzano, will be adopted by healthcare authorities and hospitals that have emergency rooms. Existing and consolidated experiences in the various areas can temporarily maintain the names currently used, but must progressively adapt to the new national name, and the indications and recommendations contained in the national guidelines.

With regard to the provision contained in art. 25 of the IC, on “adequate early referral centres, that are easily accessible and in sufficient number, for victims of rape and sexual violence”, the national health service and regional administrations can, also in application of art. 24 of the Decree of the President of the Council of Ministers of 12 January 2017 “*Definition and update of the essential levels of care as set out in article 1, paragraph 7 of the Legislative Decree no. 552 of 30 December 1992*” in the new Essential Levels of Care (LEA), provide for these services as part of district, home and territorial direct access care.

Further positive experiences in hospitals regarding early healthcare reception together with violence referral centres and territorial networks can be diffused in connection with the implementation of the “Path”.

Lastly, as highlighted by the WHO (2016), specialist structures in the national health service must increase the response from the healthcare system, ensuring specific support for women with illnesses connected with the violence they have been subjected to.

4.3 PROSECUTE AND PUNISH ROUTE

Women subjected to violence have the right to feel protected and to obtain justice from the courts as soon as possible. The violence experienced must be suitably investigated to avoid the continuation of further violence, the perpetrators of violence must be prosecuted and punished in accordance with the current system in force. Therefore the Plan, within the limits of its specific competences, intends to enact all the measures provided for by law to protect women from the perpetrators of violence, to prevent, recognise and manage the risk of repeated violent behaviour and to carry out actions aimed at ensuring the affirmation of a victim’s rights in the various stages of both criminal and civil procedures, and also in juvenile court, paying special attention to ensuring rapidity of proceedings.

In order to achieve these goals, it is necessary to make the territorial network actors operational, working closely with institutions (Ministry of the Interior, Ministry of Defence, Ministry of Justice, civil, criminal and juvenile courts) with a view to guaranteeing rapid, effective



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responses for women who experience or have experienced violence and child victims of witnessed violence, considering the best interest of women, as requested in chapters V and VI of the Istanbul Convention. In the case of domestic violence, and for the purpose of an effective application of article 31 of the IC on adopting measures that ensure the exercising of visiting and custody rights for children without affecting the victim's or children's rights and safety, the best interest of the child must be considered compared to the requests of the violent parent.

The *Prosecute and punish* route will be divided into the following priorities:

- Guaranteeing the protection of female victims of violence by means of the effective, rapid evaluation and management of the risk of lethality for the victim, the gravity, repeat nature and relapse of the offence, and using harmonised, efficient procedures throughout the country (article 51 IC);
- Improving efficacy of judicial procedures for administering justice for female victims of violence and gender-based murder victims (femicide), and for child victims of witnessed violence, and collateral victims of gender-based murder (filicide and orphans of femicide).

This area is interpreted in a legislative framework that, pursuant to article 11 of Law 122/2016 (*“Right to compensation for the victims of intentional violent crimes, in implementation of the directive 2004/80/EC”*), provides for the undertaking to aid the victims' path to compensation.

Priority 3.1. To guarantee protection for female victims of violence through an effective, rapid evaluation and management of the risk of lethality, severity, repeat and relapse.

In the realm, of this priority, the Department for Equal Opportunities undertakes to establish a specific technical group with participation from the state police, the *Carabinieri* and any other relevant public and/or private request, which in the wake of a recognition of best practices regarding the accrued experience, identifies and defines a shared model for the approach, handling, management and assessment of risk, with special reference to cases that take place in the home and sexual violence. The model that emerges from the group will then be included in the “safety” sector and shared in inter-force coordination meetings provided for by law.

To guarantee that early intervention by police officers and operational centres/rooms in cases of domestic violence is always possible and carried out rapidly and effectively for the victims, especially in cases of repeat violence, the same group will also promote monitoring and evaluation of the impact of the police “E.V.A. Protocol” and best practices for operations by the *Carabinieri*, to consolidate its adoption throughout the country.



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With regard to the assessment and management of the risk of relapses for persons imprisoned for crimes of violence against women, the Ministry for Justice will undertake to:

- increase the inter-departmental steering committee as a structure with the tasks of researching, studying and coordinating data processing, verification of initiatives and identification of best practices in the country. The strategic goal is the definition of intervention protocols for risk assessment and the identification of the most suitable treatment for said perpetrators;
- collaborate with universities and acknowledged research centres to carry out studies and scientific research in order to identify risk factors;
- adopt techniques, best practices and consolidate, effective methods for the assessment and management of the risk of repeated crime by individuals imprisoned for violence together with territorial institutions and services and in accordance with guidelines that are consistent with the principle of identified treatment and victim protection (e.g. The guidelines on risk assessment using the Sara-Plus method);
- update guidelines for the recovery and reintroduction of male perpetrators of violence, as set out in annex G to the extraordinary Plan as per the Decree Law 93/2013;
- promote agreements with regional administrations and local bodies for dedicated actions and interventions for prisoners who are perpetrators of violence.

Priority 3.2. To improve the efficiency of judicial proceedings to safeguard victims of abuse and violence and of offences linked to male violence against women

With regard to this priority, the Department for Equal Opportunities, in observance of constitutional priorities of the High Council of the Judiciary (CSM) will continue the process of privileged dialogue already started with said body, also due to the value of the undertakings already committed to, since 2010, on this topic.

These undertakings were recently reconfirmed during the Plenary session on 20 July 2017, where the Council renewed its wish to start up monitoring in judicial offices “to identify best practices in investigations into gender violence and the plan for specialist sections”, also with a view to “diffusing the best organisational models in speed and efficacy of judicial response”.

The same resolution by the High Council of the Judiciary⁹ approving the new memorandum on the formation of court tables for the three-year period 2017/2019, which repeats the assumption by which the courts arranged in several civil sections and/or in several criminal sections must prepare

⁹ See CSM resolution of 25 January 2017



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specialisation plans that group together subjects based on homogeneous areas (for example offences committed against weak subjects, femicide etc.).

4.4 ASSISTANCE AND PROMOTION ROUTE

This route is one that supports the contents of the three routes named previously and presents the main measures that the Department for Equal Opportunities has already started up in order to achieve adequate data collection and both qualitative-quantitative and assessment monitoring.

The Information system

The Department for Equal Opportunities has signed a three-year cooperation agreement with ISTAT, that provides for the construction of an integrated information system aimed at containing the data on the phenomenon of violence against women in its various forms. In this way, a precise source of information on this phenomenon will be established that affects both the quality (through the collection and documentation of the main national and international experiences pertaining to statistics on violence against women, and the legislation and main policies adopted for male violence against women) and (and above all) quantity. With regard to this latter dimension, periodic sample surveys on violence against women will be carried out; but also on stereotypes and prejudices connected with gender roles and attitudes and tolerance towards different forms of violence. These surveys will also concern the population overall (men and women), and some segments thereof, such as young students, in this case working together with MIUR (Ministry of Education, University and Research).

The system will receive administrative-type data flows (from the healthcare system, police force, judicial system, national anti-violence telephone line 1522 etc.) and also data from territorial services that receive requests for support and protection of victims, in particular from violence referral centres and shelters, agreeing on collection modes and the type of data in full observance of confidentiality and anonymity.

The system will also monitor, read and interpret several aspects of violence, providing political decision-makers and workers with essential data and information for thorough, updated knowledge of the phenomenon. The system will be based on permanent, constant coordination, guaranteed by the Department for Equal Opportunities and by ISTAT.

Data from the various institutions and other bodies, and the collection of data, studies and analyses carried out by individual institutes, which must be harmonised with the definitions and methods adopted by the integrated information system, will all contribute to adding to the integrated information system.



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Thanks to the involvement of the most interested administrations (mainly the Ministry of Health) and associations of reference, the system will also monitor those forms of violence that are not yet adequately investigated, such as Female Genital Mutilation (FGM/C).

Evaluation of the results of interventions implemented to combat violence against women.

The Plan provides for the implementation of an assessment that will run alongside it from the definition stage (*ex ante* assessment) through the implementation stage (*in itinere* assessment) and up to its completion (*ex post* assessment). An assessment analysis that, carried out by the Department for Equal Opportunities (DPO) together with IRPPS-CNR based on a collaboration agreement signed in June 2017, will satisfy a fact-finding need regarding both *how* the interventions that this Plan promotes and funds were carried out (realisation analysis) and also *what* they produced (assessment analysis of results and effects). In this way, the intention is to understand *if and to what extent* the interventions carried out by the Plan have been able to produce the hoped-for changes by positively attacking the phenomenon of violence against women.

The final aim of the assessment cannot only be the (yes, important) return of observing a process, but must allow it to be corrected and directed in order to make it compliant with the goals for which the process was started in the first place. In this perspective, and to the extent that the assessment allows data and information on the effects and results of implemented policies to be obtained, the knowledge that is guaranteed thanks to the assessment analysis carried out, to *support decisions* (as through their assessment, decision-making elements required to guide choices are provided) and for the respect of *transparency* (at the time when the information collected and learnt from the implementation stage is made known to institutional and social partners, and to other local stakeholders and to citizens overall) becomes especially relevant. To strengthen the learning support role and the utility of assessment, it is also important to support participation by the various actors involved in implementing the interventions. In particular, the opportunity of closely considering the experience of violence referral centres therefore follows, as they are the holders of specific, direct experience, that can be called upon to validate approaches and tools, also with a view to increasing a self-assessment system.

The implementation of assessments will use wide-ranging analysis and research methods, both of a quantitative and qualitative nature, that are guaranteed by transparent, strict scientific methods that will also include benchmarking with similar plans and experiences conducted in other countries working under the Istanbul Convention.

Gender budgeting

As already heavily referred to in this document, there is a close and necessary link between escaping violence and the full recovery of economic, employment and social autonomy for women. It is therefore in this perspective and in compliance with what is required by the Directive of 23



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May 2007, containing "Measures for the implementation of equality and equal opportunities between men and women in public administrations" that provides for the need to draw up gender budgeting and that these "become consolidated practice in the social accountability of administrations", by Decree of the President of the Council of Ministers together with the Ministry Economy and Finance of 16 June 2017 that the first experimental stage "of the adoption of gender budgeting" will be start up, "to evaluate the different impact of budget policies on men and women, in terms of money, services, time and unpaid work".

This forecast, introduced in the state budget format as reformed in 2016, must therefore be a powerful gender mainstreaming tool that analyses and contributes to reducing the lack of equality of genders in all sector policies and therefore aids full promotion of a person's rights and of equal opportunities.

This experiment, which involves all central state administrations, including branches and the Presidency of the Council of Ministers, will on the one hand require a reclassification of state budget spending to: a) neutral, with regard to gender; b) sensitive, i.e. that they have a different impact on men and women; c) destined to reduce lack of gender equality and on the other and identification of statistical indicators in order to monitor the actions taken to affect lack of gender equality.

The Department for Equal Opportunities will work together with the Ministry of Economy and Finance and ISTAT in order to identify useful indicators for monitoring the impact of separate gender policies in the national statistics plan.

The deadline for sending a report to the Chambers on the experiment by the Ministry of Economy and Finance, which also contains useful indications about the ways to standardise the creation of gender budgeting, has been set for 30 September 2017.



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5. GOVERNANCE AND PLAN IMPLEMENTATION MODES

5.1 *The governance model*

With regard to the *governance* system for the extraordinary Plan of action, as set out in article 5 of the decree law 93/2013, the political function of planning, coordination, monitoring and verification by the *national steering committee* has been confirmed, which is again provided for at institutional level in the new Plan, presided over by the delegated political authority for equal opportunities, with the participation of the ministries involved and the regional and local autonomous administration system.

In replacement of the national observatory on the phenomenon of violence, a *technical support committee* has been set up for the steering committee, to support it in all its functions and to monitor Plan implementation, also via proposals for updating interventions and looking further into certain topics. The committee will also be able to propose other monitoring indicators or topic areas that will be studied during *in itinere* and *ex post* assessments; this will be the place for technical discussions on all relative outcomes in monitoring and assessment processes.

The committee will comprise all existing members of the national observatory on the phenomenon of violence and may also make use of cooperation of experts on topics that it will address, or summon external parties to study some matters further and will also include the presence of trade unions and employer associations, ISTAT, IRPPS-CNR and CRUI as members.

The committee's work coordinated by the Department for Equal Opportunities, will be organised according to the progress of activities and deadlines for monitoring proposed for the Plan.

Territorial governance

In order to outline a homogeneous, simplified territorial governance system, within a realm of effective collaboration and sharing on a national scale, the autonomous regions/provinces guarantee coordination in their territories for the parties involved, both in consideration of functions allocated to them by current legislation (art. 117 Const., l.328/2000: planning, coordination and guidance of social, social-healthcare and healthcare interventions and also verification of the respective territorial implementation and integration of interventions), and in relation to the need for connection between central government and individual areas.

In particular, without prejudice to the setup of constitutionally established responsibilities and consistently with the principle of loyal collaboration, the regional body's role of guidance, planning and coordination also involves the setting up of a series of relations among various parties that operate in different ways to prevent and combat male violence against women, which will be formalised in specific institutional memorandums of understanding: said protocols must be inspired



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by the principle of public-private partnership and therefore by the full involvement of all relevant parties.

The level of regional governance, which copies national governance, must ensure the full political integration (inter-institutional steering committee, inter-department meetings, etc.) and coordination of regional policies that support female victims of violence and the broadest sharing of goals, interventions and actions with all relevant parties. Territorial governance systems must therefore above all guarantee the quality, efficacy and consistency of all planned and implemented actions, according to participatory logic, aimed at the result when defining planning, actions and allocation of connected state and local resources.

The level of local governance is seen in the "territorial anti-violence networks", whatever their titles, that guarantee operational connection and communication, in the various areas, between all the general and specialist services working in the field of prevention, protection and combat of male violence against women (violence referral centres, shelters, local social and healthcare services, police force, judiciary, hospitals, other institutions and parties in the service sector, labour services)¹⁰, to allow for an adequate reception, effective protection of female victims of violence, together with their children - especially in emergency situations - within a homogeneous, coordinated system of interventions to protect and accompany women escaping violence, that respect their autonomous decisions and that pay special attention to the integration of protection and reception interventions with social, healthcare, training, residential and labour policies.

The operational level of anti-violence territorial networks can be seen, in accordance with specific territorial characteristics, by the most efficient level of proximity and by consolidated best operational practices in the area, which possibly coincide with the social-healthcare district area, or in the area of the leading municipalities and/or large cities, in order to guarantee the highest "proximity" of interventions according to a criterion of effectiveness and utility compared to the victims' specific needs.

Territorial networks therefore provide a complete, multi-disciplinary response to the needs of women who are victims of violence, compared to which it is necessary to make sure that the violence referral centres - within the operations of institutional actors and the service sector of the same network that come into contact with women for any reason - can always represent their interests. Coordinated interaction of the various services with female victims and the joint definition of a path for escaping violence must allow a rapid identification and implementation of necessary

¹⁰ Considering the importance of territorial networks, the Department for Equal Opportunities, working with the regional administrations and national associations involved in the matter of violence against women, will carry out an analysis/survey on best practices in territorial network work in order to draw up specific national guidelines on the promotion and development of networks and reference organisations for the stipulation of relevant protocols or conventions that answer the criteria of efficacy.



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interventions (including preventive ones).

To maximise their effectiveness, network coordination will be facilitated by dedicated, specialist services that operate in the relative territory, in particular by violence referral centres, encouraging the maximum extension of the principle of public/private partnership with local bodies/ Due to the coordination and sharing within network members, in this way it will be possible to set up an integrated horizontal intervention model that - with the aim of a full, effective protection of victims - favours quality and efficacy in interventions and integration of specialist/dedicated services and public services, with more general institutional mandates.

Territorial governance systems will use monitoring and analysis data provided by regional observatories, or by other existing information systems.

5.2 Plan implementation

As stated in the preamble, the Plan defines the overall Italian strategy for implementation of the Istanbul Convention, through a shared path intended to reflect the points of view and the needs of all the actors involved, within a logic of partnership and of definition of integrated policies, indicating the path for the next three years of work, and holding all those called upon to implement it responsible.

To actualise the strategies identified in the Plan, immediately further to its adoption, it will be necessary to immediately start up a common work path, intended to define the undertakings and tangible actions that will be adopted in a clear, recognisable manner, by filling out goal sheets that will contain all relevant information (administration/body responsible for action; other parties involved; stages and time scales, specific goals, resources and indicators for its realisation) and that will allow constant monitoring of initiatives started and full identification of the responsibilities taken, on the one hand, and on the other, immediate knowledge of action, for the benefit of the public.

Interventions must be based on a time-scale that is compatible with the three-year strategic Plan, guaranteeing - also through the several undertakings by the individual actors involved - full time coverage. For multi-year interventions, it will be possible to update plans due to new and different needs that may arise.

To aid full transparency and knowledge of the Plan and its implementation, the goal plans will be published in a specific section on the Department for Equal Opportunities website, that will contain all the information or relevant documents, on plans and monitoring and assessment reports, highlighting all updates, changes and needs which arise compared to the context of the initial work .

It is necessary, therefore, to explain that the strategic Plan (i.e. this document) that, once adopted by the Council of Ministers after an opinion provided by the Joint Conference, will establish the



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Italian strategic lines, goals and priorities for a three-year period on male violence against women, a specific annex will then be drawn up that will contain all the actual interventions and actions aimed at translating the contents outlined in the Plan into actual operations, according to the modes described above. This executive annex, which will be flexible and will undergo several revisions due to changing situations, will not be adopted formally to allow any adaptations and additions to be made rapidly and in a flexible manner.

Likewise, the Plan will also include a glossary of terms, for the purpose of clarity and sharing of the language used, which will also not be formally approved for the same reasons of flexibility and revision as stated above for the executive annex.

6. COOPERATION

6.1 International undertakings

In order to make our country's intervention on combating violence effective, the Plan also envisages a dedicated section for the undertakings that Italy will assume on an international scale (IC, chapter VIII, article 62).

In this realm, the main implementer will be the Ministry of Foreign Affairs and International Cooperation, which will guarantee its commitment in the Plan to the protection and promotion of women's rights and the fight against all forms of violence included in the IC, also in possible situations of conflict in multilateral and bilateral relations with other countries.

Here, the priority is to increase Italy's undertaking in combating male violence against women in an international context.

The Ministry of Foreign Affairs and International Cooperation undertakes to enact the following measures:

- promotion, by development cooperation, of female empowerment programmes, of their full participation in development processes and in favour of the fight against all forms of violence against women and girls, in particular regarding harmful traditional practices such as female genital mutilation and early and forced marriages;
- support of cooperation programmes against violence on women in Afghanistan, Bolivia, Ethiopia, Djibouti, Kenya, Myanmar, Somalia, Senegal and Sudan, plus voluntary Italian contributions to UNFPA and UN Women and the UNFPA/UNICEF programmes against female genital mutilation;



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- lastly, in line with the contents of the 2030 Agenda, Italian Cooperation dedicates cross-board attention to women (so-called *gender mainstreaming*) in all initiatives that are not specifically linked to this sector.

6.2 National undertakings

- drawing up of national guidelines on violence and gender equality in humanitarian action and the increase of projects supporting women;
- an increase in the contribution from Italian cooperation, in reference to emergency initiatives, consistently with Italian undertakings in this area.



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BOX 2 : MIGRANT, REFUGEE AND ASYLUM-SEEKING WOMEN

Male violence against women is a cross-cultural and cross-societal phenomenon, as seen in WHO data worldwide. In Italy, according to the ISTAT 2014 data, foreign women are more exposed to physical violence, rape and attempted rape than Italian women, while information on violence that refugee and asylum-seeking women are subjected to seems to be lacking.

The Convention for the Elimination of all forms of Discrimination against Women (CEDAW), calls upon the States to take *“all appropriate measures, including legislation, to modify or abolish existing laws, regulations, customs and practices which constitute discrimination against women”* and requests the elimination of *“all other practices which are based on the idea of inferiority or superiority of either of the sexes or on stereotyped roles for men and women [practices] that legitimise or exacerbate violence against women”*. In article 12, the Istanbul Convention also calls upon the States to adopt *“the necessary measures to promote changes in the social and cultural patterns of behaviour of women and men with a view to eradicating prejudices, customs, traditions and all other practices which are based on the idea of the inferiority of women or on stereotyped roles for women and men”*, also *“taking into account and address the specific needs of persons made vulnerable by particular circumstances and shall place the human rights of all victims at their centre”*.

In observance of the principles and provisions of the international conventions stated above, by adopting a non-discriminatory approach that respects human rights, multiculturalism and gender orientation, the Plan intends to develop an intervention (with relative goals and actions) that aims to slow down the mechanism of reproduction and repeating of violence against migrant, refugee and asylum-seeking women in Italy. This means identifying the violence that these women are subjected to and revealing it, and providing them with the necessary tools to be free of it, bearing in mind their migratory project. In this regard, it is not possible to omit the fact that migrant women, as women and as migrants, and also Romani, Sinti and itinerant women, experience several discriminations at the same time. In particular there are factors that make the decision to liberate themselves from situations of violence more difficult, e.g. language barriers, the lack of adequate information, the difficult conception of human rights, the different perception and difficulty in identifying male violence against women compared to the cultural contexts that they come from, living with precarious working conditions and difficulty in being legally established in Italy, the sensation of being estranged from cultural and social nuances in the country that receives them, the lack of a solidarity network that they can trust, the possible presence of children, the need to maintain them or the fear of losing them. Special attention must be paid to working immigrant women as they are subject to specific vulnerabilities. This is certainly the case of those women who, not having a legal contract of employment, are more exposed to the phenomena of exploitation and



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slavery, but also of those who have a contract and fear losing it and consequently losing their permit of stay. Other vulnerable categories are: immigrant women who are denied access to employment by family members; child victims of female genital mutilation or threatened with said practice; children forced into marriage or still young, victims of sexual and labour exploitation.

In this realm of intervention, the goals to be pursued are:

- the guaranteeing of universally-recognised rights and due protection based on international agreements for all women who are victims of violence who live in Italy, regardless of their origin;
- the promotion of inclusion models for migrant men and women, in order to combat gender discrimination and male violence against women;
- support for the prevention and fight against damaging and harmful practices, also connected with honour, such as early/forced marriage and FGM/C.
- the updating of knowledge and intervention tools for the emergence and acknowledgement of experienced situations of male violence, by public and private social workers who work with migrants, refugees and asylum-seeking women;
- an increase in synergies between the various members that work to combat the phenomena above (trade unions, police force, violence referral centres and members of service sector associations), providing legal employment at the centre of coordinated policies;
- consolidation and development of networks of active parties, involving trade unions and bodies such as support centres and trade union help desks that often communicate directly with many women who request the issue or renewal of permits of stay or other social-healthcare services.

Below are some examples of the actions that will be enacted:

- specific, thorough training on topics of migrant violence and health for all private and public social workers who work with migrants, including interpreters;
- a revision of the language contained in the L2 texts, for learning Italian with a view to information and prevention of male violence against women, and a non-stereotyped approach to gender, so that a path of awareness and education can be provided for foreign women;
- awareness-raising campaigns dedicated to migrant women, using formal and informal communication, with the involvement of interpreters and cultural assistants who have been trained on matters of male violence against women;
- information campaigns in junior high schools and training institutions about early and forced marriages;



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- adequate information on the support services and legal measures available in a comprehensible language, when they are victims of violence;
- access to protection and support services that are suited to the specific needs of migrant women of all ages;
- coordination among the consulates of overseas countries in Italy and the Italian government, to aid “consular protection” and provide support and the resolution of cases of violence for migrant women who have a right to such protection, in compliance with their obligations which derive from international law (Art. 26 IC);
- accompanying paths (social-legal-labour);
- promoting the setting up of communication and information/awareness systems between the countries that the victims come from and the country that receives them, so that the methods used to groom/blackmail victims and the real working conditions awaiting them on arrival are obvious, also with the help of diplomatic networks (see national action plan against human trafficking and exploitation 2016-2018).

In this realm of intervention, there is a specific segment, of refugee and asylum-seeking women, the percentage of which among the immigrant population is increasing rapidly. In 2016, more than 180,000 people arrived in Italy and in the same year, about 120,000 of these people asked for international protection in Italy¹¹. Women and children made up about 40% of these arrivals. Many of these women arrive in Italy after being subjected to sexual violence and other forms of violence, which occur sometimes in the country of origin and/or increasingly in the countries they travel through, such as Libya, or also during their journey across to Italy. In particular, it was found that there has been an increase in the number of pregnant women arriving in Italy, and also an increase in victims of human trafficking, especially children¹². Therefore, it is fitting to work to:

- raise awareness and skills among public and private workers who work daily in the sector, establishing (if missing) or increasing (if already existing) reference and connection mechanisms between the asylum system and identification and response mechanisms for violence in the forms already provided for in the national system (e.g. trafficking, sexual violence, mistreatment, FGM/C, stalking etc.).
- adapt reception and guidance of staff working in the service at each site and the level of the reception system to implement targeted interventions in each of the 4 areas that violence impacts (health, psychological-social well-being, safety, legal).

¹¹ UNHCR, 2016

¹² Senate of the Republic, Chamber of Deputies, Documents for the Commissions, Inter-parliamentary meetings. Refugee and asylum-seeking women in the EU(FEMM) (2016).



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These are realms of intervention which require:

- development of guidelines and procedures for first and second level reception for workers to allow them to become able to integrate the view of gender, women's human right and knowledge of the phenomenon, and the consequences of male violence on women in their multi-cultural approach, also within migratory contexts that are changing continuously;
- specific training for all public and private subjects (NGOs, cooperatives, associations etc.) involved in various ways in the first reception procedures (hot spots, CARA, CIE), and second reception, (CAS, SPRAR, migrant associations in general and women's associations) to prevent or address situations of experienced violence, informing and guiding women about how to act to guarantee their human rights and the right to health for women of all ages who seek asylum and who are beneficiaries of international protection (refugee status and subsidiary protection) and humanitarian protection, about how to act in the network to recover from traumas and avoid re-victimisation and with which territorial networks;
- training for translators and members of territorial commissions on topics of violence and the adoption of gender approaches, for the identification and referral of people who have survived various forms of violence, starting with physical and sexual violence, and also for subsequent support;
- referral paths for refugees seeking asylum and migrants, also about referral paths for people who have survived violence, for example by distributing material (flyers, videos, etc.) about the various forms of violence including FGM/C, forced marriage, trafficking, existing services in the country and national legislation;
- awareness-raising and information for refugees and migrants (women, men, children), adopting a peer-to-peer participatory approach to make reception programmes more efficient, personalised and aimed at reducing the risk of further violence and the civil and penal consequences.

As a part of this realm of intervention, the Plan, consistently with the content of the Istanbul Convention, considers forced or early marriage¹³, intended as a form of violence that affects mostly

¹³ Please note, however, that there is no definition officially shared regarding the phenomenon and also in Europe the definitions differ from one state to another. In its 2005 report, the Council of Europe refers to an "umbrella term that includes marriage as slavery, arranged marriage, traditional marriage, marriage for reasons of custom, opportunity or perceived respectability, child marriage, early marriage, sham marriage, marriage of convenience, unconsumed marriage, putative marriage, marriage for acquiring citizenship, and unwanted marriage - in all of them the concept of consent to marriage is in question. Among the types of marriage listed [...] there is a considerable overlap - from which arises the difficulty of a precise definition of what we mean by 'forced marriage'". The common elements to the definitions adopted by international and European agencies include the theme of consent, coercion and enforcement. For the purpose of identifying the phenomenon, this implies a "measurement of consent", an operation



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women and girls (from which emerges, as worthy of a particular attention, the cases of Romani, Sinti and itinerant women). With regard to this matter, on 28 July 2015, the Chamber of Deputies approved a motion on forced and early marriages, which imposes on the government to “*observe the United Nations resolution regarding forced and early marriage for children*”, to “*support the worldwide campaign to prevent and eliminate this practice which violates human rights, in particular those of children and adolescent girls*”, to “*Fund international cooperation programmes and projects for the prevention and ending of early and forced marriages*“. In Italian state legislation, there are no explicit references to “forced marriage”, either in civil or in criminal law. However, our system - in addition to limiting the effects of a promise of marriage to guarantee the freedom of consent - when requesting the contribution of specific requisites in order to marry, only allows minors to marry if already sixteen years of age and in the event of serious reasons. Foreign citizens who wish to marry in Italy are subject to “dual checks” on their ability to marry¹⁴ (international private law and civil law).

The various topics connected to the theme of early/forced marriages such as human rights, multi-culturalism, violence against women, health and psychological/physical well-being, the risk of violence against women, are all fields of intervention considered in the Plan. In operational terms, this undertaking brings about the priority need to:

- develop guidelines and/or protocols for intervention on forced/early marriages and harmful practices connected with honour, to harmonise the prevention and protection activities for women with a view to integrated, harmonised policies both nationally and regionally;
- improve knowledge and skills in managing cases among the main actors involved to support victims of early and forced marriages: ministry and regional and local authority staff (in particular in regions where the migrant communities at risk have a higher presence), the FFOO, judges and lawyers, healthcare professionals, migrant associations and associations for migrant women, violence referral centres, teachers and school workers;
- create or strengthen, if already existing, specific local networks;
- develop interventions for awareness-raising, prevention and involvement of young generations, starting with junior high schools and in professional training institutes;

that, under a methodological aspect, requires an evaluation of the exposure to risk of specific populations/cultures in relations to family and migratory strategies, and at the same time proving reliable estimates on the prevalence of the phenomenon.

¹⁴ For a more thorough examination of the matter, please refer to M Virgilio, *Profili giuridici. Il sistema giuridico italiano e le indicazioni di diritto sovranazionale in materia di matrimonio forzato*, in Alessi A. et al *Relazioni (senza) Libertà. I matrimoni forzati in Italia 2015*,



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- guarantee a specific part on forced/early marriages during mandatory teacher training programme;
- improve knowledge and monitoring of the phenomenon by drawing up estimation methods on the diffusion and assessment of risk.

Lastly, female genital mutilation (FGM/C)¹⁵, a matter for which Italy was one of the supporting countries for a United Nations General Assembly resolution for the worldwide ban on female genital mutilation (2012) and in its legislation provides for the request of asylum for “acts of physical or psychological violence including sexual violence (Legislative Decree 251/2007). Since 2006, our country has introduced a specific penal provision for FGM/C (Law no. 7/2006), which includes the principle of extraterritoriality, meaning that FGM/C is punishable even if committed overseas by an Italian citizen or by a foreign citizen resident in Italy. The law addresses both the ban and the prevention of FGM/C, in relation to monitoring the incidence, victim services, awareness-raising, training and guidance for healthcare professionals¹⁶. This is one area of intervention for FGM/C that the Plan considers in the purpose of :

- strengthening the preventive approach aimed at eradicating the practice both through information interventions aimed at the migrant communities and through training of professionals who come into contact with them;
- improving knowledge and monitoring of the phenomenon through a data collection system on the prevalence and estimation of risk for young girls and female adolescents;

¹⁵ A recent study (Farina, Ortensi and Menonna (2016) estimates that “There were approximately 57 thousand foreign women and girls between the ages of 15 and 49 with female genital mutilations (FGM/C) living in Italy in 2010”. The Nigerian community, with about 20,000 women who had been subjected to mutilation (35.5% of the total number of women subjected to mutilation in Italy), was the most affected, followed by the Egyptian community (approximately 18,600 i.e. 32.5%). 15% of women with genital mutilation come from the Horn of Africa, in particular from Ethiopia (5.5%), from Eritrea (4.9%) and from Somalia (4%)”. According to ISTAT data (2015), there are 161,457 women resident in Italy coming from countries with a tradition of genital removal representing 6.1% of the total of foreign women, a number that does not include migrant women with Italian citizenship, but it is difficult to predict figures and demographic profiles for illegal migrants and asylum seekers. According to UNHCR, most come from Eritrea, Somalia and other countries where such practice is widespread (Gambia, Sudan, Guinea, Senegal, Mali, Nigeria). With regard to evaluating the risk for young girls and female teenagers, according to the 2016 survey (EU, Daphne) about 30% of the women interviewed believe that the practice should continue.

¹⁶ On this matter, two strategic plans were approved in 2007 and 2011, aimed at eliminating and preventing FGM. The strategic plans funded new interventions for research and data collection, training for healthcare professionals, instructors, interpreters and other reception staff and awareness-raising campaigns. This has doubtless contributed to an improvement in knowledge, services provided and changes in attitude among workers, and the confirmation of several experiences of good practices against FGM/C from a territorial operational point of view, through the work of women’s associations, in the national health service, and through dedicated platforms where various professionals who come into direct or indirect contact with women who live with genital mutilation or at risk thereof can obtain information and training.



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- monitoring the activity of Ministry of Health regional centres to guide the offer of healthcare service according to the demand expressed.

Generally, this undertaking in the Plan for migrant women requires multi-actor governance, which affects the local, regional and national levels and also requires contact with the EU, national and regional authorities responsible for checking availability of EU funding (in particular the European Social Fund) 2014-20 that can be used to support interventions from the Plan that are dedicated to this specific area of recipients.



CORTE DEI CONTI



0029563-11/08/2015-SCCLA-PCGEPRE-A

Al Presidente del Consiglio dei Ministri

VISTA la legge 23 agosto 1988, n. 400 e successive modificazioni, recante «Disciplina dell'attività di Governo e ordinamento della Presidenza del Consiglio dei ministri»;

VISTO il decreto legislativo 30 luglio 1999, n. 300 recante «Riforma dell'organizzazione del Governo, a norma dell'articolo 11 della legge 15 marzo 1997, n. 59, e successive modificazioni»;

VISTO il decreto del Presidente del Consiglio dei Ministri 1 ottobre 2012, recante “Ordinamento delle strutture generali della Presidenza del Consiglio dei Ministri” e successive modificazioni, ed in particolare l'articolo 16 che individua nel Dipartimento per le pari opportunità la struttura di supporto al Presidente del Consiglio dei Ministri operante nell'area funzionale inerente alla promozione e al coordinamento delle politiche dei diritti della persona, delle pari opportunità e della parità di trattamento e delle azioni di governo volte a prevenire e rimuovere ogni forma e causa di discriminazione»;

VISTA la Convenzione del Consiglio d'Europa sulla prevenzione e la lotta alla violenza contro le donne e la violenza domestica, ratificata dall'Italia con legge 27 giugno 2013, n. 77 ed entrata in vigore il 1 agosto 2014;

VISTO l'articolo 7, comma 1, della suddetta Convenzione che impegna gli Stati ad adottare misure legislative o di altro tipo necessarie per predisporre e attuare politiche nazionali efficaci, globali e coordinate, comprendenti tutte le misure adeguate destinate a prevenire e combattere ogni forma di violenza che rientra nel campo di applicazione della presente Convenzione e fornire una risposta globale alla violenza contro le donne»;



Al Presidente del Consiglio dei Ministri

VISTO il decreto-legge 14 agosto 2013, n. 93 recante “Disposizioni urgenti in materia di sicurezza e per il contrasto della violenza di genere, nonché in tema di protezione civile e di commissariamento delle province”, convertito in legge, con modificazioni, dall'articolo 1, comma 1, della legge 15 ottobre 2013, n. 119, che, all'articolo 5, prevede in capo al Ministro delegato per le pari opportunità l'elaborazione e l'adozione di un “Piano d'azione straordinario contro la violenza sessuale e di genere”;

VISTO, in particolare il comma 1 del suddetto articolo 5, che prevede che il Ministro delegato alle pari opportunità anche avvalendosi del Fondo per le politiche relative ai diritti e alle pari opportunità, elabori, con il contributo delle amministrazioni interessate, delle Associazioni di donne impegnate nella lotta contro la violenza e dei centri antiviolenza, e adotti, previa intesa in sede di conferenza unificata, un Piano d'azione straordinario contro la violenza sessuale e di genere, che deve essere predisposto in sinergia con la nuova programmazione dell'unione europea per il periodo 2014 -2020;

VISTO l'atto di repertorio n. 47/CU del 7 maggio 2015 con cui è stata formalizzata l'Intesa sul Piano d'azione straordinario contro la violenza sessuale e di genere, sancita in pari data dalla Conferenza Unificata, ai sensi dell'articolo 5, comma 1, del decreto legge 14 agosto 2013, n. 93, convertito in legge, con modificazioni, nella legge 15 ottobre 2013, n. 119, pervenuto con nota CSR n.2439 del 29 maggio 2015;

VISTA la nota prot. n. 10060 dell'11 maggio 2015 del Ministero dell'Economia e delle Finanze secondo il quale le risorse finanziarie indicate nel paragrafo 4 del Piano d'azione straordinario contro la violenza sessuale e di genere non tengono conto dei tagli effettuati a seguito delle manovre di contenimento della spesa pubblica;



Al Presidente del Consiglio dei Ministri

VISTA la nota prot. DPO 4731 del 21 maggio 2015 con la quale si precisa che in base all'autonomia finanziaria e contabile della Presidenza del Consiglio dei Ministri, il Dipartimento per le pari opportunità, ha provveduto ad apportare i dovuti tagli - previsti dalle manovre di contenimento della spesa pubblica - al capitolo 493 del bilancio del Dipartimento per le pari opportunità, e non al capitolo 496 relativo al Piano sopra citato, atteso che l'adozione del Piano d'azione straordinario contro la violenza sessuale e di genere rientra tra le azioni prioritarie del Governo;

VISTA la nota prot. n. 11542 del 3 giugno 2015 con la quale il Ministero dell'Economia e delle Finanze prende atto di quanto comunicato dal Dipartimento per le pari opportunità con la nota sopra menzionata;

VISTO che ai sensi dell'articolo 2, comma 1, del decreto legislativo 11 aprile 2006, n. 198, spetta al Presidente del Consiglio dei Ministri promuovere e coordinare le azioni di Governo volte, tra l'altro, ad assicurare pari opportunità;

VISTO il decreto del Presidente della Repubblica del 21 febbraio 2014 con il quale è stato nominato Presidente del Consiglio dei Ministri il Dott. Matteo Renzi;

VISTO il decreto del Presidente della Repubblica del 10 aprile 2015 con il quale il Prof. Claudio De Vincenti è stato nominato Sottosegretario di Stato alla Presidenza del Consiglio dei Ministri;

VISTO il decreto del Presidente del Consiglio dei Ministri del 23 aprile 2015 con il quale il Presidente del Consiglio dei Ministri ha conferito al Sottosegretario di Stato, Prof. Claudio



Il Presidente del Consiglio dei Ministri

De Vincenti, tra l'altro, la delega per la firma dei decreti degli atti e dei provvedimenti di competenza del Presidente del Consiglio dei Ministri;

Decreta

Art. 1

1. È adottato il Piano d'azione straordinario contro la violenza sessuale e di genere di cui all'allegato.

Il presente decreto è trasmesso agli organi di controllo secondo la normativa vigente.

p. IL PRESIDENTE DEL CONSIGLIO DEI MINISTRI

- 7 LUG. 2015

PRESIDENZA DEL CONSIGLIO DEI MINISTRI
SEGRETARIATO GENERALE
UFFICIO DEL BILANCIO E PER IL RISCONTRO
DI REGOLARITA' AMMINISTRATIVO-CONTABILE

VISTO E ANNOTATO AL N. 1861.....
Roma li 30/7/2015

IL REVISORE

IL DIRIGENTE

CORTE DEI CONTI
UFFICIO CONTROLLO ATTI P.C.M.
MINISTERI GIUSTIZIA E AFFARI ESTERI

Reg. n. - Prev. n.

2132
25 AGO 2015

IL MAGISTRATO

PIANO D'AZIONE STRAORDINARIO CONTRO LA VIOLENZA SESSUALE E DI GENERE

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1. PREMESSA

Contrastare la violenza maschile contro le donne richiede necessariamente il riconoscimento del fatto che essa si configuri all'interno della nostra società come un fenomeno di carattere strutturale e non episodico o di carattere emergenziale come, peraltro, già la Dichiarazione sull'eliminazione della violenza contro le donne, adottata da parte dell'Assemblea Generale delle Nazioni Unite con Risoluzione 48/104 del 20 dicembre 1993 indicava. In quel testo, infatti, la “violenza contro le donne” è considerata come *“una manifestazione delle relazioni di potere storicamente disuguali tra uomini e donne, che ha portato alla dominazione e alla discriminazione contro le donne da parte degli uomini e ha impedito il pieno avanzamento delle donne”*, per cui la violenza contro le donne è riconosciuta come *“uno dei meccanismi sociali cruciali per mezzo dei quali le donne sono costrette in una posizione subordinata rispetto agli uomini”*.

Considerando che già nel 1989 il Comitato per l'eliminazione di ogni forma di discriminazione nei confronti delle donne istituito dall'omonima Convenzione delle Nazioni Unite, adottata dall'Assemblea Generale con Risoluzione 34/180 del 18 dicembre 1979, anticipava nella Raccomandazione Generale n. 12 del 1989 che *“considerando che gli articoli 2, 5, 11, 12 e 16 della Convenzione impongono agli Stati Parti di adoperarsi per proteggere le donne dalla violenza di qualsiasi tipo esercitata all'interno della famiglia, sul posto di lavoro o in qualsiasi altro ambito della vita sociale”* e che tali argomentazioni venivano riprese e nella Raccomandazione Generale n. 19 del 1992, nella quale si riconosce esplicitamente che *“la violenza di genere è una forma di discriminazione che inibisce gravemente la capacità delle donne di godere dei diritti e delle libertà su una base di parità con gli uomini”*, che *“La definizione di discriminazione comprende la violenza di genere, vale a dire, la violenza che è diretta contro le donne in quanto donne, o che colpisce le donne in modo sproporzionato”* e che *“la violenza di genere che compromette o nullifica il godimento da parte delle donne dei diritti umani e delle libertà fondamentali conformemente ai principi generali di diritto internazionale o alle convenzioni sui diritti umani, è una discriminazione ai sensi dell'articolo 1 della Convenzione”*, è oggi possibile riconoscere a pieno titolo che la violenza maschile contro le donne è una violazione dei diritti umani e delle libertà fondamentali, come peraltro espressamente riconosciuto e sancito nella Convenzione del Consiglio d'Europa sulla prevenzione e la lotta contro la violenza nei confronti delle donne e la violenza domestica (adottata ad Istanbul l'11 maggio 2011), la quale è strumento giuridico



vincolante, ratificata dall'Italia e resa esecutiva con la Legge 27 giugno 2013, n. 77. La Convenzione di Istanbul si inserisce, infatti, a pieno titolo nel solco delle molteplici iniziative intraprese già dall'inizio degli anni Novanta per contrastare la violenza maschile contro le donne e rappresenta, come già detto, il primo strumento internazionale giuridicamente vincolante aperto alla firma degli Stati membri del Consiglio d'Europa, degli Stati non membri che hanno partecipato alla sua elaborazione (Canada, Santa Sede, Giappone, Messico e Stati Uniti) e dell'Unione europea. La Convenzione riconosce la violenza sulle donne come violazione dei diritti umani e come forma di discriminazione. Stabilisce inoltre un chiaro legame tra l'obiettivo della parità tra i sessi e quello dell'eliminazione della violenza sulle donne. Si tratta dunque di un trattato volto a creare un quadro normativo completo *ad hoc*, in ambito europeo, che impegna i Paesi che l'hanno ratificata, tra cui l'Italia, a porre in essere tutte le misure necessarie per rimuovere ogni forma di violenza contro le donne ponendo l'accento, nella sua premessa sostanziale, che *“la violenza maschile contro le donne è una manifestazione dei rapporti di forza storicamente diseguali tra i sessi, che hanno portato alla dominazione sulle donne e alla discriminazioni nei loro confronti da parte degli uomini e impedito la loro piena emancipazione”*.

A tal fine la Convenzione indica, nell'ambito dell'esercizio delle Politiche Pubbliche, la necessità di intervenire sui piani della prevenzione, della protezione e del sostegno alle vittime della violenza contro le donne e la violenza domestica, intervenendo anche sul versante della violenza assistita da parte di minori nonché sul tema della riabilitazione dei maltrattanti.

Conseguentemente alla ratifica della Convenzione di Istanbul il Parlamento Italiano ha approvato il 15 ottobre 2013 la Legge n. 119 *“Conversione in Legge con modificazioni, del Decreto Legge 14 agosto 2013, n. 93, Recante disposizioni urgenti in materia di sicurezza e per il contrasto della violenza di genere nonché in tema di protezione civile e di commissariamento delle province”*.

L'intervento legislativo, frutto di un ricco dibattito parlamentare, si basa su un doppio binario; quello fondamentale della protezione e prevenzione - tramite la previsione di norme che potenziano ed integrano gli strumenti già esistenti - e quello sanzionatorio/repressivo, novellando le vigenti disposizioni del codice penale e del codice di procedura penale.

Ad arricchire ulteriormente lo strumento normativo, l'art. 5 della citata legge, prevede l'adozione di un *“Piano d'azione straordinario contro la violenza sessuale e di genere”* (**di seguito denominato Piano**) che rappresenta un'opportunità per disegnare un sistema integrato



di politiche pubbliche orientate in chiave preventiva alla salvaguardia e alla promozione dei diritti umani delle donne, al rispetto della loro dignità in quanto persone nelle situazioni di vittimizzazione insieme alla tutela dei loro figli nonché al contrasto di questo fenomeno.

Ai fini della predisposizione del Piano è stato richiesto il contributo delle Amministrazioni centrali competenti, delle Regioni e degli enti locali, nonché delle Associazioni impegnate sul tema della violenza sulle donne. I documenti elaborati dai suddetti soggetti in appositi gruppi tematici hanno costituito il necessario supporto tecnico quale base per l'elaborazione del presente Piano.

2. OBIETTIVI DEL PIANO

Il quadro normativo entro cui si muove il Piano ha l'obiettivo di mettere a sistema le azioni a favore delle donne vittime di violenza maschile, secondo un approccio olistico e multilivello, al fine di superare la logica emergenziale che ancora connota la gestione del fenomeno.

Di qui il necessario approccio “multifattoriale” con la previsione d'interventi di sostegno alle donne, a cui devono essere necessariamente affiancate azioni sistemiche volte a demolire il pregiudizio di genere e a modificare l'immagine stereotipata della donna. Da ciò discende il ruolo essenziale assegnato alla questione comunicativa e educativa, così come al mondo del lavoro che rappresenta la via maestra per la costruzione di una democrazia paritaria.

Il Piano è stato redatto sulla base del principio che la violenza ha una matrice forte nella disuguaglianza dei rapporti tra uomini e donne. A fronte dei processi di emancipazione femminile evidenti e incontrovertibili, infatti, non ha corrisposto in modo lineare e simmetrico un ridimensionamento dell'attribuzione sul piano simbolico e materiale del ruolo della donna, quale soggetto sul quale far ricadere ogni responsabilità circa le situazioni di squilibrio, di disgregazione o di disagio familiare che si possono manifestare, siano esse legate a vere patologie del comportamento o della relazione, oppure semplicemente a scelte di vita che pongono in discussione il tradizionale assetto familiare e determinano spesso l'incapacità del coniuge maschio di saper gestire il mutamento.

È proprio dalla rappresentazione della dimensione collettiva del fenomeno ovvero dal suo costituire un dato strutturale della condizione femminile, oltre che da un approccio analitico basato su una lettura pluridisciplinare, che è possibile costruire percorsi culturali e realizzare politiche per la prevenzione e la riduzione del numero degli abusi che vedono protagoniste



quotidianamente migliaia di donne.

Occorre coordinare in modo “sinergico” tanto gli aspetti collegati alla repressione del fenomeno della violenza, quanto le azioni di emersione e prevenzione della violenza stessa nonché di tutela delle donne, tenendo conto dell'importanza che in questo processo assolve la formazione rivolta a tutti i soggetti che a diverso titolo entrano in gioco sul piano professionale e operativo nelle circostanze della violenza così come in tutti quegli ambienti dove è indispensabile lavorare sul piano della prevenzione e della sensibilizzazione.

Il Piano interviene, pertanto, sul fenomeno della violenza maschile contro le donne attraverso l'individuazione di azioni coordinate - tra tutti gli attori a vario titolo coinvolti – tese principalmente a prevenire il fenomeno e a rafforzare le misure a sostegno delle donne ed i servizi a loro dedicati, il tutto in un'ottica non solo di “soccorso” ma di *empowerment* femminile.

È necessario porre in essere azioni sinergiche tra le Istituzioni e il mondo dell'associazionismo e più in generale del privato sociale, riconoscendo a livello normativo la rilevanza dell'esperienza e dei saperi che in primis i Centri antiviolenza hanno sedimentato, anche mettendo a frutto l'esperienza politica del movimento femminista, nei diversi territori ove sono presenti lavorando per il contrasto al fenomeno e per il rafforzamento della promozione e la protezione dei diritti umani delle donne.

Tali azioni sono volte a:

- prevenire il fenomeno della violenza contro le donne utilizzando come strumenti primari **l'informazione** e **la sensibilizzazione** della collettività, rafforzando la consapevolezza e la cultura degli uomini e dei giovani. Al fine della eliminazione della violenza contro le donne dovranno essere soprattutto sensibilizzati gli operatori dei media per realizzare, in particolare, una comunicazione ed informazione (anche commerciale), rispettosa della rappresentazione di genere e della figura femminile, adottando anche codici di autoregolamentazione;
- promuovere nell'ambito dei **programmi scolastici** delle scuole di ogni ordine e grado l'educazione alle relazioni non discriminatorie nei confronti delle donne, sensibilizzando e formando gli studenti e prevenire la violenza nei confronti delle donne e la discriminazione di genere, anche attraverso la valorizzazione di questi temi nei libri di testo;



- potenziare le forme di **assistenza e sostegno** alle donne ed alle loro figlie/figli, puntando sullo sviluppo dei Servizi territoriali, dei Centri antiviolenza e degli altri attori sociali che entrano in gioco, a diverso titolo, in queste circostanze;
- garantire adeguata **formazione** per tutte le professionalità che entrano in contatto con la violenza di genere e lo stalking;
- accrescere la **protezione** delle vittime attraverso una forte collaborazione tra tutte le istituzioni coinvolte e le associazioni e gli organismi del privato sociale, operanti nel settore del sostegno e dell'aiuto alle donne vittime di violenza e ai loro figli;
- prevedere un'adeguata **raccolta dei dati** del fenomeno anche coordinando le banche dati già esistenti;
- prevedere **specifiche azioni** che valorizzino le competenze delle amministrazioni impegnate nella prevenzione, nel contrasto e nel sostegno delle vittime di violenza di genere e di stalking;
- definire un sistema strutturato di **governance** tra tutti i livelli di governo, che si basi anche sulle diverse esperienze e sulle buone pratiche già realizzate nelle reti locali e nel territorio.

3. GOVERNANCE

Lo scenario, entro il quale è necessario muoversi al fine di prevenire la violenza, proteggere le vittime, contrastare il fenomeno, suggerisce l'adozione d'interventi di carattere olistico volti a superare la frammentazione delle azioni nonché la dispersione delle risorse disponibili, mediante l'adozione di una **strategia** basata su una **governance multilivello** adeguata a coordinare le azioni di intervento tra il governo centrale e quello territoriale, in modo da integrare i rispettivi ruoli e livelli di competenza.

Occorre agire, inoltre, secondo il principio di sussidiarietà circolare, al fine di valorizzare le funzioni all'interno delle specifiche responsabilità, in modo da riconoscere quelle realtà dei servizi pubblici, del privato sociale e della società civile che hanno maturato esperienze significative nella presa in carico delle donne vulnerabili e alla messa a punto di percorsi di emancipazione dalla violenza.



3.1. Governo centrale

In tale modello integrato di *governance*, caratterizzato da un approccio multidisciplinare, come previsto dagli artt. 7 e 9 della Convenzione di Istanbul, spettano alla Presidenza del Consiglio dei Ministri, avvalendosi del Dipartimento per le pari opportunità, le funzioni centrali di direzione, coordinamento del sistema e pianificazione delle azioni in sinergia con le Amministrazioni centrali, le Regioni, gli Enti locali e le realtà del Privato Sociale e dell'associazionismo non governativo impegnate nel contrasto alla violenza e nella protezione delle vittime (Centri Anti Violenza), al fine di contribuire alla costruzione, al consolidamento e all'allargamento del sistema, identificando specifiche aree di intervento e erogando finanziamenti diversi per natura, titolarità di gestione e ambito territoriale di riferimento.

Secondo la summenzionata logica si evince la necessità di realizzare un processo di conduzione del sistema con strumenti di democrazia attiva, che prevedono **due diverse articolazioni**:

- **di indirizzo politico**: occorre che gli attori deputati alla definizione delle politiche in tema di violenza sulle donne concorrano costantemente alla costruzione del percorso strategico e finanziario in modo da garantire sull'intero territorio nazionale uniformità ed efficacia delle azioni. A tal fine, in un'ottica di coordinamento e d'impulso alle azioni programmatiche, presso la Presidenza del Consiglio dei Ministri, Dipartimento per le pari opportunità, è costituita una **Cabina di regia interistituzionale**, senza nuovi o maggiori oneri a carico della finanza pubblica, presieduto dall'Autorità politica di riferimento in materia di pari opportunità, composto dai rappresentanti delle Amministrazioni statali (Interno, Giustizia, Salute, Istruzione, Esteri, Sviluppo Economico, Difesa, Economia e finanze, Lavoro e politiche sociali e Funzione pubblica), dai rappresentanti delle Regioni, nonché dai rappresentanti degli enti locali, designati in sede di Conferenza Stato-città;
- **di attività tecnica**: a tal fine occorre istituire presso la Presidenza del Consiglio dei Ministri, un apposito **Osservatorio nazionale sul fenomeno della violenza**, con il compito di supportare la Cabina di regia interistituzionale, anche mediante la realizzazione di studi e ricerche, di formulare proposte di intervento alla suddetta Cabina, di monitorare l'attuazione del presente Piano, di operare una valutazione sull'impatto delle politiche in tema di contrasto alla violenza maschile sulle donne,



anche mediante l'individuazione delle *best practice* realizzate. In un'ottica integrata d'intervento l'Osservatorio Nazionale opera anche in raccordo con gli Osservatori regionali già esistenti. Nell'ambito dell'Osservatorio, coordinato dal Dipartimento per le pari opportunità, è prevista la partecipazione a livello tecnico, oltre dei rappresentanti dei soggetti istituzionali di cui alla Cabina di regia interistituzionale, anche delle Associazioni impegnate sul tema della violenza sulle donne, nonché di esperti designati dall'Autorità politica delegata in materia di pari opportunità.

Il suddetto Osservatorio, nel formulare le proposte alla Cabina di regia interistituzionale, tiene conto anche degli approfondimenti svolti dal Gruppo di lavoro sulla violenza contro le donne, che sarà istituito con Protocollo di Intesa tra il Comitato Interministeriale per i Diritti Umani (CIDU) e la Presidenza del Consiglio dei Ministri, Dipartimento per le pari opportunità. Con successivo decreto del Presidente del Consiglio dei Ministri saranno disciplinati i compiti, il funzionamento e la composizione del citato Osservatorio.

Presso la Presidenza del Consiglio dei Ministri - Dipartimento per le pari opportunità – è costituita una Banca dati nazionale dedicata al fenomeno della violenza sulle donne basata sul genere, la cui modalità di funzionamento è di seguito illustrata.

3.1.1. Linee di indirizzo per un “Sistema Integrato di Raccolta ed Elaborazione Dati”

La misurazione del fenomeno della violenza di genere contro le donne - e dunque la sua conoscenza - è di notevole complessità, sia per le molte tipologie che essa assume, anche combinate fra loro, sia per la mutabilità del fenomeno in relazione al modificarsi della soglia di percezione, nonché degli stereotipi e dell'immagine che esso ha nella società. In questo senso l'obiettivo è strategico e richiede, dunque, una progettazione complessa, mirata alla costruzione di un sistema di monitoraggio del fenomeno che permetta di individuare le tendenze in atto e gli effetti delle politiche adottate, nonché di prospettare politiche nuove.

La misura della violenza può essere approssiata solo attraverso indagini finalizzate a cogliere tutti i segmenti della popolazione, anche quelli che tendono a sfuggire alla rilevazione statistica. In tal modo, si può cercare di minimizzare la distorsione della misura dell'andamento del fenomeno basata sulla porzione “catturata” dai sensori e dalle singole



statistiche, permettendo anche di ottenere una stima del sommerso oltre ad analisi comparative fra chi ha subito l'evento violento e chi non l'ha vissuto.

In altri termini, un corretto e completo sistema informativo deve prevedere una molteplicità di fonti, ossia un sistema integrato fatto di flussi di dati derivanti dai servizi e dalle istituzioni che, a vario titolo, intercettano il fenomeno (fonti amministrative in ambito sanitario, giuridico, sociale o fonti facenti capo a organizzazioni non istituzionali) e d'indagini di popolazione *ad hoc* che abbiano l'obiettivo della conoscenza del fenomeno della violenza contro le donne nelle sue diverse forme (violenza fisica, sessuale, psicologica ed economica), in termini di prevalenza e incidenza, di caratteristiche di coloro che ne sono coinvolti (partner e non partner) e delle conseguenze per le donne. Queste indagini possono essere sia di natura quantitativa sia qualitativa.

Per superare la frammentarietà e la parzialità delle informazioni è, pertanto, necessario definire un sistema di raccolta dati che attinga dalla molteplicità di fonti parziali e dalle fonti espressamente dedicate. nel senso che sarà necessario attivare qualsiasi fonte informativa di supporto accompagnata da un'appropriata lettura e interpretazione per garantire il monitoraggio annuale che si arricchisca delle altre fonti parziali nella lettura.

Per questo è necessario un sistema integrato di rilevazioni che approdi ad un sistema integrato di indicatori per il monitoraggio, con lo scopo di generare flussi strutturati di informazioni verso un sistema integrato centrale fruibile a livello nazionale e locale per le finalità proprie degli attori politici e sociali. Ovviamente, tale sistema costituisce un punto di arrivo, che potrà essere avvicinato per approssimazioni successive.

Attualmente le fonti di carattere istituzionale - in ambito sanitario, giuridico, sociale - non sono sempre idonee a cogliere il fenomeno nella sua completezza, spesso non vengono raccolti i dati in base al genere dell'autore della violenza né vengono rilevate le ulteriori caratteristiche personali e individuali di tutti i soggetti coinvolti. Inoltre, rispetto alle fonti non istituzionali, la raccolta dati non è quasi mai sistematica e standardizzata.

Esistono diversi gap informativi, tra cui insufficienza della modulistica per la raccolta dati attualmente in uso nell'ambito delle fonti amministrative, assenza di un sistema di rilevazione standardizzato, coordinato e condiviso fra tutte le organizzazioni, mancanza di certezza sulla continuità della rilevazione statistica, che devono rappresentare una base di partenza per il lavoro di strutturazione e progettazione di un sistema informativo integrato, ossia di una risorsa, da costruire gradualmente, indispensabile a passare dall'attuale situazione di "accumulo di dati" derivanti da più fonti ad uno strumento conoscitivo contestualizzato.



In chiave programmatica, sarà dunque necessario immaginare un percorso che, preso atto di quanto esistente in materia di raccolta dati, uniformi la tipologia delle informazioni necessarie e peculiari per la rilevazione del fenomeno della violenza contro le donne basata sul genere.

A tal fine il Dipartimento per le pari opportunità, in collaborazione con le Regioni e con la rappresentanza delle reti dei soggetti del privato sociale che hanno sviluppato conoscenze e metodologie in questo ambito, elaborerà delle linee di indirizzo nazionali concernenti modalità tecniche uniformi di raccolta dei dati da parte dei diversi Osservatori regionali. Tali dati armonizzati affluiranno nella banca dati nazionale.

Come primo *step* del percorso sopra detto, occorre prendere le mosse dalle informazioni disponibili e volte a verificare l'entità e le variazioni dei fenomeni criminosi sottostanti ai fatti di violenza di genere, anche consentendo profili caratteristici delle vittime di violenze e degli autori, e concludere con la modifica dei dati raccolti e resi disponibili, ad esempio dal Ministero della Giustizia, inserendo informazioni sulla "relazione autore-vittima", nonché tutte le ulteriori specifiche relative al fatto violento (luogo, tipo di arma, motivazione adottata).

Sempre a titolo esemplificativo, nell'ottica dell'ampliamento delle fonti di raccolta di dati e informazioni, saranno avviate le opportune azioni con il Ministero della Salute rispetto alla banca dati EMUR -PS ed in particolare alla rilevazione in sede di accettazione e/o dimissione nelle strutture di Pronto Soccorso dei casi di violenza dichiarata o sospetta, con l'obiettivo di integrare l'informazione con l'indicazione della relazione autore - vittima e della tipologia di violenza secondo modalità condivise.

IL PROGETTO

Il progetto prevede la realizzazione di:

- un sistema informativo per la raccolta delle informazioni e dei dati provenienti da banche dati esterne sia istituzionali sia private dedicate;
- un sistema di analisi ed elaborazione dei dati volto alla formulazione di statistiche allo scopo di monitorare e analizzare il fenomeno e l'incidenza degli interventi normativi e amministrativi;
- un servizio di supporto alla gestione, basato in particolare sulla raccolta dei dati sui servizi erogati dalle reti dei centri anti violenza.

La finalità progettuale è di creare e mettere in esercizio una banca dati nazionale e informatizzata, che possa rappresentare uno strumento determinante e completo per lo studio



del fenomeno della violenza contro le donne basata sul genere e per la conseguente definizione di azioni e politiche di intervento. attraverso il miglioramento della conoscenza di dettaglio, tanto per la tutela delle vittime quanto per la prevenzione e la repressione dei fenomeni stessi, nonché per il monitoraggio dell'incidenza dei suddetti interventi.

Più in dettaglio il progetto della Banca dati nazionale si propone di perseguire i seguenti obiettivi:

- acquisire ed armonizzare tra loro le informazioni provenienti dalle banche dati esterne al Dipartimento per le pari opportunità - e quindi dalle altre Pubbliche Amministrazioni - valorizzando così il principio di cooperazione tra Amministrazioni centrali e territoriali;
- verificare l'entità di fenomeni criminosi specifici;
- analizzare le variazioni dei fenomeni criminosi nello spazio e nel tempo;
- ricavare profili caratteristici delle vittime di violenze e degli autori;
- identificare elementi caratterizzanti gli interventi di rilevazione e segnalazione, di contrasto e di protezione;
- usare le informazioni per supportare l'individuazione di priorità nella programmazione delle azioni di prevenzione e di tutela delle vittime;
- assicurare tempestività e tematizzazione nella disponibilità delle informazioni;
- raccogliere informazioni il più possibile sistematiche sulla percezione dei fenomeni di violenza degli uomini contro le donne.

Lo scopo principale di questo nuovo strumento deve essere quello di organizzare in modo sistematico e integrare le informazioni già disponibili attraverso la possibilità di attingere alle fonti di raccolta dati esistenti, in una prospettiva di organicità e completezza ovvero di aumentare le informazioni disponibili una volta che le banche dati delle altre Amministrazioni di riferimento saranno ampliate.

L'obiettivo a lungo termine di una banca dati così costruita sarà quello di garantire una completa e costante informazione sulla situazione attuale del Paese in relazione al fenomeno ed effettuare una mappatura del territorio, funzionale all'applicazione del duplice principio della raccolta dati e dell'azione di monitoraggio che da essa deriva.

Deve in ogni caso essere prevista la realizzazione di una architettura applicativa e tecnica di supporto alle analisi, che sia flessibile e aperta alla possibilità di acquisire in futuro ulteriori flussi di dati esterni o interni, al fine di arricchire il patrimonio informativo.

Al riguardo il Governo costituirà un Gruppo di Esperti, presso il Dipartimento per le pari



opportunità, avente il compito di elaborare proposte di progettazione e di sviluppo del sistema informativo della Banca dati, anche tenendo conto di quanto stabilito dalle linee di indirizzo nazionali concernenti le modalità tecniche di raccolta dei dati, al fine di armonizzare la banca dati con i sistemi informativi e gli Osservatori regionali.

Il suddetto Gruppo avrà il compito, altresì, di elaborare proposte di collaborazione con Istat, mediante la predisposizione di un apposito Protocollo d'intesa tra il Dipartimento per le pari opportunità e l'Istat, al fine di individuare idonee forme di cooperazione. Il coordinatore del predetto Gruppo sarà componente dell'Osservatorio nazionale di cui al punto 3 “*Governance*”. La banca dati, nella sua fase di avvio e messa in esercizio garantirà la raccolta di informazioni relative a:

- il reato;
- gli autori del reato;
- le vittime di reato;
- l'eventuale violenza assistita dei minori;
- i procedimenti giudiziari, con dati relativi alla durata e all'esito;
- estratti dalle seguenti fattispecie di reati in cui si esprime la violenza maschile contro le donne:
 - omicidio art.515 c.p.;
 - percosse art. 581 c.p.;
 - lesione personale artt. 582, 583 e 585 c.p.;
 - violenza privata art. 610 c.p.;
 - violazione di domicilio art. 614 c.p.;
 - sequestro di persona art. 605 c.p.;
 - aborto di donna non consenziente art. 18 L. n. 194/1978;
 - ingiuria art. 594 c.p.;
 - minaccia art. 612 c.p.;
 - stato di incapacità procurato mediante violenza art. 613 c.p.;
 - abbandono di persona minore o incapace art 591 c.p.;
 - omissione di soccorso art 593 c.p.;
 - molestia o disturbo alle persone art. 660 c.p.;
 - atti di violenza sessuale - art. 609 bis c.p. e seguenti - L. 3 agosto 1998 n. 269
 - norme contro lo sfruttamento della prostituzione, della pornografia e del turismo sessuale in danno di minori;



- violazione degli obblighi di assistenza familiare art. 570 c.p.;
- art. 12 sexies 898/70 (nel divorzio);
- danneggiamento art. 635 c.p.;
- appropriazione indebita art. 646 c.p.;
- estorsione art. 629 c.p.;
- maltrattamenti art. 572 c.p.;
- atti persecutori (stalking) art. 612-bis c.p.

Confluiranno altresì tutti i flussi informativi generati dal numero 1522.

LE SORGENTI INFORMATIVE

I sistemi informativi e le banche dati che concorreranno, dall'inizio, ad alimentare il nuovo sistema analitico, sono:

- Il sistema informativo interforze del Ministero degli Interni;
- i sistemi informativi dell'Amministrazione della Giustizia in uso nel settore penale;
- i dati in possesso del gestore del numero verde del Dipartimento per le pari opportunità 1522.

Come sopra accennato, si provvederà a verificare con le Amministrazioni di riferimento (Ministero dell'Interno, Ministero della Giustizia) la modalità e la tempistica delle modifiche delle rispettive banche dati per ampliare le informazioni disponibili, ed in particolare la relazione autore - reo nonché tutte le ulteriori specifiche relative al fatto violento (luogo, tipo di arma, motivazione addotta).

Una volta attivate le modifiche già illustrate in precedenza, la nuova banca dati sarà alimentata anche dalla banca dati EMUR -PS.

Ogni azione sarà accompagnata dall'opportuna formazione degli operatori coinvolti.

Sempre in chiave programmatica, saranno individuate le modalità utili ad un coinvolgimento stabile dei centri antiviolenza nella rilevazione e trasmissione delle informazioni acquisite nel corso delle attività, sia con riferimento alle reti stabili e già operative che ai centri non inclusi in network di lavoro.

Dovranno poi essere attivate le opportune azioni per l'inclusione nel sistema informativo nazionale delle banche dati e degli Osservatori territoriali (principalmente regionali) dedicati al monitoraggio della violenza di genere.

Oltre alle banche dati citate, potranno essere realizzate anche ricerche specifiche sia di tipo quantitativo che qualitativo aventi come obiettivo principale la rilevazione della parte



sommersa

del fenomeno e della percezione del fenomeno stesso nei diversi segmenti della popolazione. A tale proposito, potranno essere attivate specifiche convenzioni con l'ISTAT e con altri centri di ricerca, oltre ad attività di raccolta dati anche di tipo sperimentale.

3.2. Governo territoriale

Per offrire un'adeguata protezione e sostegno alle donne che vivono dimensioni relazionali violente; è istituito presso la sede degli ambiti territoriali, così come individuati da ciascuna Regione, ai sensi della legge n. 328 del 2000, ovvero secondo il sistema di governance territoriale in tema di violenza già definito dalle Regioni con propria legge, un “**Tavolo di Coordinamento del sistema degli interventi per il contrasto, il trattamento della violenza maschile contro le donne e il loro reinserimento socio-lavorativo**”, con il compito di agevolare gli indirizzi di programmazione, il monitoraggio e la valutazione delle politiche territoriali di contrasto e trattamento della violenza contro le donne e la loro integrazione con le politiche sociali della casa e del lavoro. La realizzazione dei programmi di intervento definiti dal coordinamento saranno disciplinati in specifici protocolli d'intesa e/o accordi territoriali e/o convenzioni, con e tra i soggetti interessati dai programmi di intervento stessi.

Il citato Tavolo, presieduto dal coordinatore dell'ambito territoriale, è composto da:

- 1) Prefettura;
- 2) Forze dell'Ordine;
- 3) Procura della Repubblica;
- 4) Comuni;
- 5) Associazioni e gli organismi del Privato Sociale e dell'associazionismo non governativo (Centri antiviolenza);
- 6) ASL/Aziende ospedaliere;
- 7) Parti sociali;
- 8) Associazioni di categoria.

Il suddetto Tavolo sarà supportato tecnicamente per gli adempimenti necessari e conseguenti da una struttura individuata dal Coordinamento stesso. Sia il Coordinamento che la struttura



tecnica non dovranno comportare nuovi o maggiori oneri a carico della finanza pubblica.

4. RISORSE FINANZIARIE

Le risorse finanziarie stanziare e assegnate per l'attuazione del Piano, secondo quanto previsto dalla Legge n. 119, art. 5 della legge n. 19 del 2013 ammontano:

- 10 milioni di euro per il 2013 (Legge 119/2013)
- 10 milioni di euro per il 2014 (Legge 147/2013)
- 9.119.726 milioni di euro per il 2015 (Legge n.147/2013)

Per l'anno 2016 sono previsti 10 milioni di euro (Legge n. 147/2013).

A tali risorse finanziarie, per completezza di informazione, si segnala che nella fase di nuova programmazione comunitaria 2014/2020, il Dipartimento per le pari opportunità ha previsto nel PON - inclusione apposite risorse dedicate ad azioni volte a contrastare il fenomeno della violenza maschile contro le donne, anche per lo sviluppo di specifiche misure volte al reinserimento sociale e lavorativo delle donne.

Considerato quanto disciplinato dalla Convenzione di Istanbul e le linee di azione del presente Piano, sono destinati, nell'ambito delle risorse stanziare di cui sopra e relative agli anni 2013-2015:

- **13 milioni di euro** saranno ripartiti, in sede di Conferenza Stato-Regioni, tra le Regioni e le Province Autonome per le seguenti linee di azione, destinando le risorse in modo complementare rispetto all'impiego delle risorse proprie:

- 1) formazione, anche avvalendosi della professionalità delle operatrici dei centri antiviolenza, del personale sanitario e socio-sanitario che presta servizio presso i Dipartimenti di emergenza e i Pronto soccorso degli ospedali, anche al fine di promuovere modelli di soccorso e assistenza di cui all'Allegato E;
- 2) inserimento lavorativo delle donne vittime di violenza;
- 3) interventi finalizzati all'autonomia abitativa per le donne vittime di violenza, anche



attraverso un accesso agevolato all'edilizia residenziale pubblica;

- 4) implementazione dei sistemi informativi, relativi ai dati sul fenomeno della violenza, ivi compresi il numero dei centri antiviolenza e delle case rifugio presenti sul territorio regionale, al fine di agevolare la trasmissione alla Banca dati nazionale sul fenomeno della violenza.

- **7 milioni di euro** per:

- azioni che la Presidenza del Consiglio dei Ministri intende realizzare sui temi della prevenzione, mediante interventi volti alla comunicazione istituzionale, ivi comprese pubblicazioni per sensibilizzare ed informare la collettività, anche per promuovere i comportamenti socio-culturali delle donne e degli uomini; all'educazione dei giovani nell'ambito scolastico nonché alla formazione dei docenti. in collaborazione anche finanziaria con il Ministero dell'Istruzione, dell'Università e della Ricerca; alla formazione, in collaborazione anche finanziaria con le relative Amministrazioni competenti, di tutte le professionalità che entrano in contatto con le donne vittime di violenza di genere, ad esclusione del personale sanitario e socio-sanitario; implementazione degli strumenti di assistenza alle donne vittime di violenza nonché di quelli di cui alla Tabella E).

- **2 milioni di euro** per;

- istituzione e gestione della **Banca dati nazionale dedicata al fenomeno della violenza**; ricerche ed indagini statistiche, a intervalli regolari, sul fenomeno della violenza, nonché l'individuazione di eventuali ed ulteriori risorse umane appropriate per l'attuazione del Piano, ai sensi degli articoli 8 e 11 della Convenzione di Istanbul.

- **7 milioni di euro** per:

- realizzare progetti per sviluppare la rete di sostegno alle donne e ai loro figli e attraverso il rafforzamento dei servizi territoriali, dei centri antiviolenza e dei servizi di assistenza, prevenzione, contrasto che, a diverso titolo, entrano in relazione con le vittime.



5. LINEE DI AZIONE DEL PIANO

Nel rivoluzionare l'approccio al contrasto del fenomeno della violenza maschile contro le donne che seguendo le indicazioni della Convenzione di Istanbul focalizza l'azione sulle strategie politiche orientate in una dimensione olistica, lo Stato si rende protagonista e garante dell'intero processo messo a punto relativamente agli interventi per la prevenzione della violenza, la protezione delle vittime e più ingenerale il contrasto del fenomeno.

La logica sottesa è come già evidenziato quella della costruzione di politiche pubbliche, attraverso l'adozione e l'implementazione di misure multilivello orientate al lavoro multi-agenzia, che permettano l'individuazione del percorso di emancipazione/liberazione dalla violenza e prevedano il reinserimento sociale della donna che vive una condizione di vulnerabilità temporanea.

I livelli di intervento previsti dalle azioni sono: **Preventivo, Protettivo e Punitivo**.

All'interno della Prevenzione che ha come obiettivo la promozione di un cambiamento che riguardi atteggiamenti, ruoli di genere e stereotipi che rendono accettabile la violenza maschile nei confronti delle donne si prevede l'intervento sui seguenti assi:

5.1. Comunicazione

Obiettivo prioritario deve essere quello di sensibilizzare gli operatori dei settori dei media per la realizzazione di una comunicazione e informazione, anche commerciale, rispettosa della rappresentazione di genere e, in particolare, della figura femminile anche attraverso l'adozione di codici di autoregolamentazione da parte degli operatori medesimi mirati ad evitare la riproduzione di stereotipi di genere e di visioni degradanti del femminile, o di immagini che associno il rapporto sessuale alla violenza. Occorre promuovere una comunicazione improntata al pieno rispetto della dignità culturale e professionale delle persone e delle donne in particolare, evitando comunicazioni che possano indurre una fuorviante percezione dell'immagine femminile.

A tal fine in considerazione del fatto che il linguaggio rispecchia la cultura di una società ed influenza i comportamenti. in quanto è un fattore di identificazione simbolica, con DPCM del



26 febbraio 2015 è stato istituito, presso il Dipartimento per le pari opportunità, un **Gruppo di Esperti**, composto da docenti universitari, esperti di linguaggio, esponenti del mondo del lavoro e della comunicazione, avente tra i vari compiti anche quello di elaborare una proposta operativa attraverso la predisposizione di linee guida, per promuovere il “linguaggio di genere” presso la Pubblica Amministrazione, con particolare attenzione alla terminologia utilizzata negli atti normativi e negli atti amministrativi, nonché presso il settore dei media. Si riportano nel dettaglio le linee di indirizzo riguardanti l'Asse di intervento “Comunicazione” (Vd. Allegato A).

5.2. Educazione

Recependo l'invito della Convenzione di Istanbul di passare, nel contrasto alla violenza sulle donne, da una logica securitaria ed emergenziale ad una sistemica multi-livello, un ruolo centrale riveste, nel Piano nazionale, il tema dell'educazione e della scuola.

Obiettivo prioritario deve essere quello di educare alla parità e al rispetto delle differenze, in particolare per superare gli stereotipi che riguardano il ruolo sociale, la rappresentazione e il significato dell'essere donne e uomini, ragazze e ragazzi, bambine e bambini nel rispetto dell'identità di genere, culturale, religiosa, dell'orientamento sessuale, delle opinioni e dello status economico e sociale, sia attraverso la formazione del personale della scuola e dei docenti sia mediante l'inserimento di un approccio di genere nella pratica educativa e didattica. Nell'ambito delle “Indicazioni nazionali” per il curricolo della scuola dell'infanzia e del primo ciclo di istruzione, per i licei, per gli istituti tecnici e professionali, il Governo provvederà dunque ad elaborare un documento di indirizzo che solleciti tutte le istituzioni scolastiche autonome ad una riflessione e ad un approfondimento dei temi legati all'identità di genere e alla prevenzione della discriminazione di genere, fornendo, al contempo, un quadro di riferimento nell'elaborazione del proprio curricolo all'interno del Piano dell'Offerta Formativa. Si riportano nel dettaglio le linee di indirizzo riguardanti l'asse di intervento “Educazione” (Vd. Allegato B).



5.3. Formazione

La Convenzione di Istanbul impegna gli Stati a porre in essere misure atte a garantire una specifica formazione per le figure professionali che si occupano delle vittime e degli autori di atti di violenza di genere e domestica, prevedendo altresì dei corsi di formazione in materia di cooperazione coordinata interistituzionale al fine di consentire una gestione globale e adeguata degli orientamenti da seguire nei casi di violenza (art. 15).

La formazione deve essere “orientata” in 3 aree di intervento: riconoscimento del fenomeno; presa in carico della vittima; accompagnamento nel percorso di uscita dalla violenza.

La formazione stessa è elemento fondamentale che accompagna il funzionamento della rete e la rende ottimale. Ogni operatore coinvolto, infatti, deve essere consapevole del proprio ruolo e quindi adeguatamente formato. La formazione deve far maturare un approccio relazionale che sposti l'attenzione sull'esperienza vissuta dalle donne consentendo loro di riappropriarsi della propria vita. Si riportano nel dettaglio le linee di indirizzo riguardanti l'Asse di intervento “Formazione” (Vd. Allegato C).

La **Protezione** ha come obiettivo la realizzazione di misure che tutelino e sostengano le donne e le proprie figlie/i nel progetto individuale di emancipazione dallo stato di vulnerabilità che la violenza determina. Essa pone particolare accento sui bisogni e sulla sicurezza delle vittime, prevedendo l'intervento sui seguenti assi.

5.4. Valutazione del rischio

Le “Linee d'indirizzo per la Valutazione del Rischio” sono orientative e non vincolanti e rappresentano un metodo di valutazione semplificato da mettere a disposizione delle operatrici e degli operatori che si trovano a trattare situazioni di violenza contro le donne. Lo scopo è quello di promuovere azioni protettive e di sostegno verso le donne spesso a rischio di subire ulteriori violenze oltreché per un'incisiva azione di prevenzione contestuale alla tutela e alla protezione della vittima. Le Linee d'indirizzo devono essere utilizzate al momento della presa in carico della donna da parte di uno dei possibili interlocutori fino alla fase della esecuzione della pena e tengono conto dei protocolli e delle procedure già esistenti. Si riportano nel dettaglio le linee di indirizzo riguardanti l'Asse di intervento “Valutazione dei



fattori di rischio” (Vd. Allegato D).

5.5. Soccorso

In ambito socio-sanitario vanno consolidate e sviluppate tutte le azioni e gli interventi per un trattamento integrato delle conseguenze fisiche e psicologiche che la violenza maschile produce sulla salute delle donne.

È innegabile, infatti, che il fenomeno della violenza maschile contro le donne rappresenti un problema di salute pubblica. Le Agenzie ONU, come l'UNFPA (United Nations Population Fund) e l'OMS (Organizzazione mondiale della sanità) riconoscono che la violenza contro le donne e le bambine è un tema prioritario per i diritti umani e la salute pubblica.

Vivere una dimensione relazionale violenta ha effetti diretti e indiretti sulla salute della donna.. In tale contesto si ritiene necessario sviluppare, in linea con quanto indicato nelle disposizioni contenute nella Convenzione di Istanbul, interventi che pongano in essere un approccio integrato rafforzando contestualmente le prestazioni erogate dai servizi socio-sanitari pubblici e privati accreditati. L'approccio integrato dovrà riguardare le fasi di ascolto/accogli assistenza medica/psicologica oltreché di percorsi di cura e supporto specificatamente dedicati alle donne vittime della violenza maschile con l'auspicio che si estendano a tutti gli accessi, da parte di donne e uomini oggetto di discriminazione, ai servizi socio-sanitari pubblici e privati accreditati. Nell'ambito del sistema integrato di governo a livello centrale si definiranno gli specifici codici di riconoscimento da inserire nei livelli di prestazione riconosciuti per gli accessi ai servizi sanitari di emergenza e urgenza e di pronto soccorso. Si valuterà inoltre la fattibilità dell'individuazione della violenza maschile contro le donne nei DRG. Si riportano nel dettaglio le linee di indirizzo riguardanti l'Asse di intervento "Soccorso" (Vd. Allegato E).

5.6. Reinserimento socio-lavorativo

La Convenzione di Istanbul impegna gli Stati ad adottare misure legislative o di altro tipo per garantire che le vittime abbiano accesso ai servizi destinati a facilitare il loro recupero, con particolare attenzione alla formazione e assistenza nella ricerca di un lavoro (art. 20).



A questo proposito occorre passare da un paradigma incentrato sulla debolezza, che vede le donne vittime di violenza unicamente come soggetti deboli da tutelare, ad uno incentrato sul concetto di *empowerment* delle donne e valorizzazione delle loro capacità in un'ottica di superamento delle discriminazioni di tipo sostanziale e di promozione e protezione dei diritti umani e della dignità di cui le donne sono portatrici. In questo senso il Piano considera la condizione di “debolezza” come una situazione di “vulnerabilità” temporanea. Si palesa così un approccio innovativo, che punta sull'**autodeterminazione delle donne** e chiede di mettere in campo strategie e azioni strutturali ed integrate per affrontare il problema da un punto di vista economico oltre che culturale e politico.

In questa cornice bisogna assicurare alle donne vittime di violenza la tutela del diritto al sostegno, alla protezione, all'assistenza e all'integrazione sociale, per costruire il loro percorso di “vita” alternativo alla condizione di violenza subita. Il Piano prevede di intervenire attraverso l'individuazione di azioni coordinate - tra tutti gli attori a vario titolo coinvolti (soggetti pubblici e privati costituiti dalla reti territoriali) - tese principalmente a rafforzare le misure funzionali alla costruzione di una relazione di aiuto a favore delle vittime ed i servizi a loro dedicati, il tutto in un'ottica non solo di soccorso ma di *empowerment* femminile.

La rete dei servizi offerti deve avere una struttura operativa integrata la cui *governance*, sulla base di accordi territoriali e mediante l'individuazione di un referente e/o un'*equipe* di professionisti di riferimento della rete stessa (per es. tavoli tecnici e inter-istituzionali), **garantisca azioni concrete mirate all'effettivo reinserimento lavorativo delle donne vittime di violenza.**

Il Piano è teso a promuovere l'autonomia economica come strumento per contrastare la fragilità sociale delle donne e ad incentivare, nei limiti del proprio ambito di intervento, l'occupazione femminile, la qualità del lavoro delle donne, la parità salariale, l'orientamento formativo e l'inserimento delle ragazze nel mondo del lavoro, come elementi qualificanti il sistema regionale e le politiche del lavoro. Si riportano nel dettaglio le linee di indirizzo riguardanti l'Asse di intervento "Reinserimento socio-lavorativo"(Vd. Allegato F).

Occorre ricordare che se l'obiettivo del Piano è quello di incrementare la sicurezza e il benessere delle donne, particolare attenzione va posta anche al tema del **recupero dei maltrattanti**, come indicato, peraltro, dalla Convenzione di Istanbul, che all'articolo 16 stabilisce, la necessità di implementare interventi rivolti agli uomini autori di violenza.

Da questo punto di vista si ritiene che la violenza sulle donne non costituisca un “problema delle donne” cosicché per un'efficace azione di contrasto bisogna ampliare la visione del



fenomeno, oltrepassando l'antica convinzione che gli interventi rivolti agli autori di violenza siano “**inconferenti**” con gli interventi per il sostegno delle vittime. Del resto lo stesso concetto di violenza ha subito modifiche nel tempo.

5.7. Recupero dei maltrattanti

La recente letteratura scientifica internazionale in materia ha affiancato all'uso di categorie interpretative connesse a patologie sociali o psicologiche, ambito in cui veniva erroneamente collocata la violenza esercitata dagli uomini sulle donne, una nuova concezione ancorata alla normalità delle relazioni tra generi e ad un sistema di valori “appreso”, fortemente connotato da sociali identità e ruoli maschili e femminili, a tutt'oggi presenti a livello sociale, storicamente caratterizzati da subalternità e dipendenza del femminile dal maschile e dalla mancanza di competenze e capacità maschili a vivere relazioni informate al riconoscimento e al rispetto della differenza.

La violenza sulle donne è dunque un fenomeno sociale non ascrivibile soltanto a retaggi di eredità di mentalità patriarcali per le quali le donne rivestono un ruolo “inferiore”, ma è anche la manifestazione della incapacità maschile di accettare e riconoscere l'autonomia e la libertà delle donne di autodeterminarsi.

In tale ambito si evidenzia la necessità di realizzare, all'interno dell'azione di sistema volta al contrasto della violenza contro le donne, interventi di prevenzione dei comportamenti violenti e di attivare interventi per il recupero e l'accompagnamento dei soggetti responsabili di atti di violenza, in particolare prevedendo collegamenti tra i soggetti competenti per il recupero dei maltrattanti e le reti di servizi, pubblici e privati, per il sostegno delle vittime, al fine di predisporre risposte integrate e coordinate. A tale proposito si evidenzia anche la necessità che in ambito socio-sanitario siano sviluppati gli interventi per un trattamento integrato, psicologico e criminologico, che consentano un effettivo recupero e accompagnamento nel tempo di chi è responsabile di atti di violenza, al fine di prevenire la recidiva del reato e le conseguenze fisiche e psicologiche che la violenza maschile produce sulla salute delle donne. L'obiettivo deve essere quello di porre fine ai comportamenti violenti e contrastare la negazione della responsabilità maschile e i valori legittimanti la violenza di genere.

Occorre altresì rilevare come l'opportunità di coinvolgere gli autori della violenza in programmi per il loro recupero, non deve essere intesa come alternativa alla condanna, sia



giudiziaria che etica, ma come misura aggiuntiva per prevenire future violenze, attuabile anche in assenza di procedimento giudiziario. Si riportano nel dettaglio le linee di indirizzo riguardanti l'Asse di intervento «Recupero dei maltrattanti» (Vd. Allegato G).

6. ATTIVITÀ INTERNAZIONALI DI COOPERAZIONE

Il Dipartimento per le pari opportunità, in collaborazione con il Ministero degli Affari Esteri e della Cooperazione Internazionale, è attualmente impegnato nella promozione della posizione italiana sulla nuova Agenda di sviluppo Post-2015, che sarà approvata a fine settembre dalla 70^a sessione dell'Assemblea Generale delle Nazioni Unite. La posizione italiana è stata orientata a sostenere l'uguaglianza di genere e l'*empowerment* delle donne sia come obiettivo specifico (*Stand-alone goal*), che come tema “trasversale” con un approccio basato:

- sulla possibilità per le donne di decidere della propria vita,, di avere accesso alle opportunità economiche e partecipare alla vita pubblica;
- sulla capacità di affrontare le cause strutturali delle disuguaglianze tra uomini e donne e modificare le istituzioni e le norme sociali discriminatorie che sostengono il perpetuarsi delle stesse;
- sulla misurabilità di un sistema di indicatori “globali”, per verificare l'applicazione degli obiettivi di sviluppo nei confronti delle donne in ogni Paese, basato a sua volta sugli standard dei diritti umani.

Le suddette attività sono in linea con l'impegno italiano, assunto attraverso l'approvazione unanime della Dichiarazione politica all'apertura della 59^a Sessione della Commissione sulla Condizione Femminile delle Nazioni Unite (CSW-New York. 9-20 marzo 2015), per l'avvio di un percorso di azioni concrete per la piena realizzazione della parità di genere e dell'*empowerment* delle donne entro il 2030.

Il Dipartimento per le pari opportunità è inoltre particolarmente impegnato nel contrasto alla violenza di genere e al fenomeno della tratta degli esseri umani, universalmente riconosciute quali violazioni dei diritti umani delle donne, non soltanto a livello nazionale, attraverso l'elaborazione del presente Piano contro la violenza di genere e del primo Piano nazionale contro la tratta, ma anche sul piano internazionale. Proprio nella convinzione che la violenza contro le donne rappresenti un problema globale che richiede risposte globali, a seguito della ratifica della Convenzione di Istanbul e della firma della Convenzione di Belem do Parà, il



Dipartimento ha avviato negli ultimi mesi collaborazioni internazionali con i Paesi dell’America Latina e del Mediterraneo, finalizzate alla costruzione di alleanze e azioni comuni e allo scambio di buone prassi in materia.

Coerentemente con l'approccio globale adottato dall'Italia per la prevenzione e il contrasto alla violenza nei confronti delle donne, il Dipartimento ha lanciato a livello internazionale, la nuova campagna di sensibilizzazione rivolta agli uomini e ai ragazzi, dal titolo “#COSEDAUOMINI”¹

7. DURATA

Il presente Piano ha durata biennale a decorrere dalla sua adozione.

Entro il 31/12/2015 e successivamente con cadenza annuale sarà competenza del livello centrale di governo inviare al Parlamento italiano lo stato di attuazione delle azioni e degli interventi indicati nel presente Piano.

8. DISPOSIZIONI FINALI

Gli allegati sono parte integrante del presente Piano.

Il presente Piano entrerà in vigore mediante l'adozione di specifico decreto del Presidente del Consiglio dei Ministri.

¹ L'innovativa campagna, finanziata dalla Commissione europea e co-finanziata dal Dipartimento stesso, rivolgendosi agli uomini di tutte le età e affrontando la tematica della violenza nei confronti delle donne attraverso la rappresentazione degli stereotipi di genere che intervengono nella vita quotidiana, si pone perfettamente in linea con la nuova campagna di sensibilizzazione sulla parità di genere lanciata da UN Women, “HeForShe”. La campagna ha già ricevuto notevoli consensi a livello internazionale e sortito l'interesse di numerosi Paesi. A tale proposito, nel mese di maggio, verrà nuovamente presentata in occasione di uno specifico evento che si terrà a Istanbul alla presenza, tra gli altri, delle Autorità politiche turche.



ALLEGATO A

Linee di Indirizzo su “Comunicazione e rappresentazione dell'immagine femminile nei media”.

La Convenzione di Istanbul prevede la partecipazione del settore privato e dei *mass media* all'elaborazione e attuazione di politiche, linee guida e norme di autoregolamentazione per prevenire la violenza di genere e rafforzare il rispetto della dignità della donna (articolo 17).

In linea con quanto sopra delineato l'art. 5, comma 2 lett. *b*), della citata Legge n.119 del 2013 attribuisce al Piano il compito di sensibilizzare gli “*operatori dei settori dei media per la realizzazione di una comunicazione e informazione, anche commerciale, rispettosa della rappresentazione di genere e, in particolare, della figura femminile anche attraverso l'adozione di codici di autoregolamentazione da parte degli operatori medesimi*”.

Si ritiene necessario inoltre tener conto che la comunicazione, anche commerciale e l'informazione siano in linea con le conclusioni del Comitato CEDAW (*Committee on the elimination of discrimination against women*) rivolte all'Italia nel 2011 (raccomandazioni 23 a), 24 e 25) con le quali l'Italia è stata invitata “*a mettere in atto una politica completa, sostenuta e coordinata, rivolta a uomini e donne, fanciulli e fanciulle, per superare l'immagine delle donne come oggetto sessuale e gli stereotipi relativi ai loro ruoli nella società e nella famiglia*”.

A tal proposito occorre mettere in atto interventi differenziati di sensibilizzazione, di formazione e di promozione di azioni positive, volti a produrre effetti sul cambiamento culturale, interventi tanto più efficaci quanto più coordinate saranno le azioni poste in essere da tutti i soggetti coinvolti (cfr. lavoro del Gruppo di Esperti sul linguaggio).

A tal fine occorre ampliare, con il maggior coinvolgimento possibile degli attori, l'azione posta in essere dal Dipartimento per le pari opportunità mediante il Protocollo d'Intesa sottoscritto con l'Istituto di Autodisciplina Pubblicitaria (IAP), volto anche ad accelerare il ritiro delle pubblicità commerciali che sviliscono l'immagine della donna o che contengono immagini o rappresentazioni di violenza contro le donne o che istigano ad atti di violenza sulle donne.

Obiettivo prioritario delle politiche di genere deve essere quello di sensibilizzare gli operatori dei settori dei media per la realizzazione di una comunicazione e informazione, anche commerciale, rispettosa della rappresentazione di genere, mirata ad evitare la riproduzione di



stereotipi di genere e di visioni degradanti del femminile. In tale contesto, particolarmente delicato, atteso che viene coinvolto il diritto fondamentale della libera manifestazione del pensiero, appare essenziale coinvolgere i soggetti operanti nei diversi ambiti di comunicazione. Tale coinvolgimento deve essere finalizzato a sviluppare un confronto attraverso il quale instaurare forme di interazione che, senza alcuna imposizione, richiami le imprese del settore alla responsabilità sociale e all'osservanza dei principi etici.

Tra alcune delle finalità che l'elaborazione di linee guida di cui si occuperà il Gruppo di Esperti, rientreranno quelle di:

- favorire la sottoscrizione da parte degli stessi operatori del settore di un Codice di autoregolamentazione sulla corretta rappresentazione dei generi nel sistema dei media e della comunicazione;
- realizzare un'offerta di contenuti di comunicazione e di informazione rispettosa della rappresentazione di genere e, in particolare, della figura femminile in rapporto alla dignità culturale, professionale e al ruolo sociale ed economico della donna;
- promuovere una rappresentazione reale e non stereotipata dei generi, valorizzando la molteplicità di ruoli che le donne svolgono nei diversi contesti lavorativi e professionali, nella vita sociale, culturale, economica, politica e nelle istituzioni;
- promuovere una comunicazione improntata al pieno rispetto della dignità culturale e professionale delle persone e delle donne in particolare, evitando volgarità e turpiloquio aventi come oggetto la denigrazione del genere e in particolare della figura femminile, proponendo modelli di riferimento egualitari e non stereotipati ed evitando comunicazioni che possano indurre una fuorviante percezione dell'immagine di genere, e in particolare di quella femminile;
- assicurare ed evitare la diffusione di comunicazioni contenenti immagini, reali o virtuali, ovvero rappresentazioni di violenza di genere, e in particolare contro le donne, ovvero che incitino ad atti di violenza sulle donne;
- veicolare comunicazioni finalizzate alla prevenzione e al contrasto della violenza di genere e sulle donne, tenendo conto del fondamentale ruolo svolto dai media nel processo di costruzione e diffusione di modelli di comportamento individuali e collettivi, fornendo una informazione corretta degli episodi di violenza di genere, contrastando una comunicazione che colpevolizza le vittime privilegiando rappresentazioni dalle quali sia esclusa ogni forma di violenza fisica e morale sulle donne e sugli uomini;



- sviluppare progetti per programmi di media education e campagne sui social network finalizzati a promuovere attività di formazione che stimolino e accrescano nel pubblico una più completa e realistica rappresentazione delle donne e del ruolo che le stesse svolgono nella vita sociale, politica, culturale, economica del Paese, nelle istituzioni e nella famiglia, valorizzandone le opportunità, l'impegno ed i successi conseguiti nei diversi settori, attraverso iniziative, quali corsi, convegni, ricerche, pubblicazioni, contenuti audiovisivi;
- programmare attività di formazione per sensibilizzare gli operatori/operatrici nel settore dei media, in particolare autori, registi, pubblicitari, al fine di stimolare la creatività e l'innovazione di format audiovisivi e multimediali orientati alla cultura di genere, anche in relazione alle molteplici piattaforme mediali;
- attivare programmi di formazione in collaborazione con l'ordine professionale dei giornalisti, finalizzati allo sviluppo e al rispetto di un'ottica di genere nell'informazione, per una rappresentazione non stereotipata dei modelli femminili in tale settore;
- monitorare i dati sulla presenza di donne e uomini nei contenuti e nelle strutture organizzate favorendo analisi periodiche e indagini sulla base di indicatori relativi alla rappresentazione dei generi e in particolare delle donne, favorendo meccanismi di premialità in ragione del rispetto dell'identità di genere.

L'implementazione, il monitoraggio e la promozione di azioni positive conformi alle Linee guida sopra delineate rientrano tra i compiti propri dell'**Osservatorio nazionale sul fenomeno della violenza**, anche mediante il coinvolgimento dell'Autorità per le garanzie nelle comunicazioni.



ALLEGATO B

Linee di indirizzo “Educazione”

L'art. 12 della Convenzione di Istanbul richiama gli Stati Parte ad adottare *“le misure necessarie per promuovere i cambiamenti nei comportamenti socio-culturali delle donne e degli uomini, al fine di eliminare pregiudizi, costumi, tradizioni e qualsiasi altra pratica basata sull'idea dell'inferiorità della donna o su modelli stereotipati dei ruoli delle donne e degli uomini”*; ed in particolare l'art. 14 invita gli stessi a intraprendere, *“se del caso, le azioni necessarie per includere nei programmi scolastici di ogni ordine e grado materiali didattici su temi quali la parità tra sessi, i ruoli di generi non stereotipati, il reciproco rispetto, la soluzione non violenta nei conflitti nei rapporti interpersonali, la violenza contro le donne basata sul genere e il diritto all'integrità personale, appropriati al livello cognitivo degli allievi”*.

In questo senso, l'art. 5, comma 2. lett.c) della citata Legge n.119 del 2013 prevede che il Piano debba perseguire la finalità di *“promuovere un'adeguata formazione del personale della scuola alla relazione e contro la violenza e la discriminazione di genere e promuovere, nell'ambito delle indicazioni nazionali per il curriculum della scuola dell'infanzia e del primo ciclo di istruzione, delle indicazioni nazionali per i licei e delle linee guida per gli istituti tecnici e professionali, nella programmazione didattica curricolare ed extracurricolare delle scuole di ogni ordine e grado, la sensibilizzazione, l'informazione e la formazione degli studenti al fine di prevenire la violenza nei confronti delle donne e la discriminazione di genere, anche attraverso un'adeguata valorizzazione della tematica nei libri di testo”*.

Anche l'articolo 16, comma 1 lett. d), del Decreto Legge n. 104/2013 convertito dalla Legge 128/2013, sottolinea l'importanza dell'*“aumento delle competenze relative all'educazione all'affettività, al rispetto delle diversità, delle pari opportunità di genere e al superamento degli stereotipi di genere”*.

Nella definizione dei percorsi formativi “sensibili al genere”, gli obiettivi da perseguire dovranno prevedere la rivalutazione dei saperi di genere per combattere stereotipi e pregiudizi; la valorizzazione delle differenze per prevenire fenomeni di violenza sessuale, aggressività e bullismo; il riconoscimento del valore dell'identità di genere per rinforzare l'autostima; la disponibilità al dialogo per conoscere e superare i conflitti tra generi diversi.

Rispetto ai docenti è, altresì, importante evidenziare che tali obiettivi e contenuti rientreranno



nei

percorsi di formazione in ingresso dei neo assunti², in particolare attraverso l'introduzione di alcune ore di insegnamento all'interno delle 50 ore in modalità blended (25 ore in presenza e 25 ore a distanza) attualmente previste.

Gli stessi contenuti inseriti nella piattaforma online, predisposta per la formazione in ingresso, potranno essere fruiti per la formazione in servizio, non obbligatoria, di titolarità delle istituzioni scolastiche autonome che predispongono annualmente un piano di formazione finalizzato allo sviluppo professionale dei docenti e rispondente alle norme previste a livello nazionale sui temi della formazione del personale della scuola.

Nella realizzazione dei percorsi formativi, dovrà essere garantito il coinvolgimento attivo delle Associazioni e delle Organizzazioni del terzo settore, così come degli Enti Locali, degli Enti di Ricerca e delle Università, in un modello organizzativo di intervento a rete che, in molti casi, le scuole già praticano e che andrà sostenuto e potenziato.

Considerato, inoltre, che sovente, il minore in condizione di disagio o vittima di violenza assistita, viene accolto in primo luogo nell'ambiente scolastico dagli insegnanti “sentinelle”, che in virtù del rapporto continuo con gli studenti, possono avvertire i segnali di allarme del disagio e indirizzare i minori in difficoltà presso le strutture del Servizio Sanitario Nazionale individuate per la specifica presa in carico, quali i Consultori familiari, i Dipartimenti materno-infantili, i centri e gli sportelli antiviolenza e altre strutture idonee presenti sul territorio.

A questo scopo anche il corpo docente dovrà essere formato adeguatamente.

Nel contesto delle azioni riferite al sistema educativo e scolastico, sarà avviata una apposita riflessione **nell'uso del linguaggio nei libri di testo** e sui possibili stereotipi discriminatori che ne possano derivare. In questo senso, sarà riconsiderata l'esperienza maturata e i risultati raggiunti nell'ambito del progetto PO.LI.TE. (Pari Opportunità nei Libri di Testo), coordinato dal Dipartimento per le pari opportunità nel contesto del IV Programma d'azione comunitaria per le pari opportunità fra le donne e gli uomini 1996-2000. In particolare, fermo restando la libertà di scelta e di rispetto dei destinatari dei libri di testo, nonché della libertà di edizione, sarà avviato, sulla base anche dei documenti elaborati dal Gruppo di esperti sul linguaggio di genere, un apposito tavolo tecnico con editori aderenti all'AIE per la revisione e l'attualizzazione dell'attuale Codice di autoregolamentazione relativo al genere, come fattore

² Nota Prot. N. 3801 del 17 aprile 2014 della Direzione Generale Personale della Scuola avente ad oggetto “Formazione in ingresso per il personale docente ed educativo. Anno scolastico 2013 -2014”.



decisivo nell'ambito dell'educazione e quindi nella progettazione e nella realizzazione dei libri di testo e dei materiali didattici destinati alla scuola.

Inoltre nel decreto attuativo dell'art. 16 della legge n. 128/2013 (“iniziative di formazione del personale scolastico”) è previsto un finanziamento per la realizzazione di un portale dedicato a “Educazione al rispetto reciproco, all'affettività, alle pari opportunità e alla lotta al bullismo e al cyberbullismo”. Le risorse sono destinate a realizzare una piattaforma web, integrata nel portale del MIUR, di didattica multimediale dedicata ai docenti delle istituzioni scolastiche di ogni ordine e grado con l’obiettivo di svolgere un’azione capillare di auto-formazione sui temi dell'educazione all’affettività e del rispetto reciproco, alle pari opportunità, nonché alla prevenzione del fenomeno del bullismo e del cyberbullismo nelle scuole, anche alla luce delle recenti “Linee di orientamento per azioni di contrasto al bullismo e al cyberbullismo nelle scuole” del MIUR.

Il portale consentirà alle istituzioni scolastiche di ogni ordine e grado di caricare, attraverso la compilazione di un form *on line*, le buone pratiche applicate all'interno delle scuole, per promuoverne la diffusione. I singoli docenti, tramite accesso ad un'area riservata, avranno la possibilità di gestire uno strumento didattico web-based, per rendere accessibile agli altri insegnanti le lezioni multimediali sui temi delle pari opportunità, per pubblicare informazioni ulteriori sui contenuti, per somministrare compiti, esercitazioni e test. La piattaforma consentirà anche un'azione di valutazione e monitoraggio della formazione erogata.



ALLEGATO C

Linee d'indirizzo sulla “Formazione”.

L'esperienza maturata suggerisce che le azioni necessarie a prevenire e contrastare la violenza debbano prevedere una formazione integrata e multidisciplinare che contribuisca a fornire a tutti gli operatori e a tutte le operatrici coinvolti una visione comune fondata sulla cultura di genere e l'adozione di un linguaggio ed una metodologia condivisi, per creare una prospettiva unitaria nelle azioni di contrasto alla violenza, in grado di valorizzare il ruolo di tutti i soggetti coinvolti a vario titolo, nel rispetto degli specifici ambiti di competenza. Al fine di rendere i percorsi e le pratiche formative efficaci è opportuno prevedere, un modello integrato di intervento basato sul sistema di rete articolato nelle tre aree di intervento (riconoscimento del fenomeno, presa in carico, accompagnamento nel percorso di uscita dalla violenza). La formazione è rivolta a tutte le figure professionali presenti sul territorio che entrano in relazione con le donne vittime di violenze, quali:

- operatrici/ori sociali (assistenti sociali, educatrici/tori professionali, operatrici/tori socio-sanitari, mediatrici/tori culturali);
- volontarie dei Centri Antiviolenza, delle Case rifugio;
- volontarie/i del soccorso;
- operatrici/tori del settore sanitario, socio-sanitario e i farmacisti/i (tutte le specialità e figure professionali coinvolte potenzialmente nel riconoscimento e nell'assistenza alle vittime);
- agenti delle Forze dell'Ordine e la polizia locale;
- operatrici/ori educativi e scolastici, compresi le/i docenti di ogni ordine e grado;
- ispettrici/ori del lavoro;
- responsabili di gruppi sociali anche informali e di comunità religiose;
- consigliere/i di parità regionali e provinciali, componenti del CUG, Componenti dei sindacati;
- Operatrici/ori degli Sportelli di ascolto;
- Operatrici/tori dei servizi per le politiche attive del lavoro;
- Operatrici/tori dedicati alla gestione delle graduatorie per gli alloggi di edilizia residenziale pubblica.

Tali figure rivestono un ruolo strategico per il trattamento e sostegno delle donne e devono



essere capaci di:

- a) ascoltare attivamente e interagire per costruire uno spazio di relazione
- b) riconoscere i segnali di disagio e di vulnerabilità
- c) conoscere il fenomeno nei vari livelli di complessità e nei diversi contesti sociali e culturali
- d) conoscere e saper interagire con la “*Rete territoriale dei servizi*,”
- e) orientare e sostenere la donna all'interno della rete dei servizi

Nello specifico i contenuti previsti nelle iniziative formative devono:

- aumentare la conoscenza complessiva del fenomeno della violenza contro le donne, ivi compresi gli aspetti legislativi e giuridici che entrano in gioco in caso di violenza e di maltrattamento contro le donne e di stalking;
- aumentare la specifica capacità di ascolto, interazione e sostegno alle donne
- aumentare la sensibilità al riconoscimento dei fenomeni di violenza sessuale e domestica;
- sensibilizzare sul tema della mutilazioni genitali femminili e la capacità di interagire con le donne che hanno subito tale pratica, e di prevenire l'adozione di tale pratica nei confronti delle figlie minori.



ALLEGATO D

Linee d'indirizzo sulla “Valutazione del rischio”.

Le Linee d'indirizzo sulla valutazione del rischio sono orientative e non vincolanti e sono state redatte avvalendosi dell'esperienza decennale maturata anche in Italia nel campo del *risk assessment* (valutazione del rischio) e attingendo dalle più importanti procedure metodologiche utilizzate in altri Paesi, tenendo conto delle peculiarità del nostro sistema sociale, normativo e culturale³.

Lo strumento elaborato su tali procedure metodologiche per la stima del rischio è stato denominato “S.A.R.A. Pl.US (*Spousal Assault Risk Assessment PLury Users*)”⁴.

Appare opportuno ed utile che la validità predittiva dei fattori di rischio e di protezione individuati con lo strumento S.A.R.A Pl.US. venga sottoposta ad una sperimentazione da parte delle istituzioni e delle associazioni che lo utilizzeranno, mediante una analisi campionaria condotta per un periodo di almeno 24 mesi di effettivo utilizzo delle “Linee Guida”. Potrà essere messa a disposizione per il *Follow Up* anche la “Rete Nazionale di Monitoraggio sul Fenomeno della Violenza di Genere” dell'Arma dei Carabinieri, di recente istituzione, dispiegata a livello provinciale e costituita da personale specificatamente formato ed addestrato, il Servizio Centrale Operativo della Polizia di Stato. l'Osservatorio per la Sicurezza Contro gli Atti Discriminatori (O.S.C.A.D.) quale organismo interforze incardinato nella Direzione Centrale della Polizia Criminale, il Dipartimento Amministrazione Penitenziaria del Ministero della Giustizia, nonché le Associazioni dedicate.

Destinatari delle "Linee d'indirizzo per la valutazione del rischio"

Si ritiene che, per poter diventare uno strumento integrato efficace per la valutazione del caso e la sua successiva trattazione, le *Linee di indirizzo* debbano essere condivise e utilizzate dal

³ *Spousal Assault Risk Assessment* (S.A.R.A.), di Steve Hart e Rany Kropp e Henrik Belfrage (2000) nelle versioni adattate dalla Prof.ssa Anna Costanza Baldry, del Dipartimento di Psicologia della Seconda Università degli Studi di Napoli e dell'Associazione Di.Re.; *Ontario Domestic Assault Risk Assesment* (O.DAR.A.), messo a punto dalla Hilton in Ontario, in corso di validazione a cura della Associazione Centro Ascolto Uomini Maltrattanti; *Psychopathy Check List - Revised* (PCL-R), messo a punto da Robert Hare in Canada e validata in Italia dall'Arma dei Carabinieri - Raggruppamento Carabinieri Investigazioni Scientifiche, dal Dipartimento per la Amministrazione Penitenziaria, dalla Cattedra di Psicopatologia della Età Evolutiva della Università di Palermo, dalla Università di Roma – Tor Vergata e da Microsoft Italia; *Obsesive Relational Intrusion* (O.R.I.), messo a punto da Cupach & Spitzberg, (1997); Spitzberg & Cupach, (1996) tradotto dall'Arma dei Carabinieri e dalla Università di Palermo nell'ambito di collaborazione con il Dipartimento per le pari opportunità.

⁴ Le linee Guida saranno affiancate da una manualistica semplificata da distribuire agli operatori, accompagnata da note esplicative per l'utilizzo.



più ampio numero di soggetti che entrano in contatto con un caso di violenza.

Risulta fondamentale, quindi, proporre una diversificazione dell'utilizzo dello strumento in relazione ai destinatari e al loro ruolo, che possa orientare la rilevazione del rischio di recidiva e gli approfondimenti narrativi. Diversi sono, infatti, gli obblighi legali che gravano sulle Forze dell'Ordine e su altri interlocutori istituzionali e quelli che riguardano gli enti e le associazioni non istituzionali del territorio.

Destinatari istituzionali:

- Servizi Sociali;
- Medici o Sanitari di Pronto Soccorso;
- Ufficiali di P.G. delle Forze di Polizia non specificatamente formati;
- Ufficiali di P.G. delle Forze di Polizia specificatamente formati;
- Autorità Giudiziaria, quando destinataria di Informativa di Reato;
- Amministrazione Penitenziaria

Destinatari non istituzionali:

- Centri Antiviolenza e Sportelli di Ascolto e Assistenza, Associazioni;
- Centri di Accoglienza. Assistenza o Rifugio, Associazioni;
- Figure professionali esperte dei predetti Centri o Associazioni.

Che cosa si intende per valutazione del rischio

La “*valutazione del rischio*” è quel complesso di azioni e valutazioni che tendono a fornire un quadro prognostico - quindi di previsione - circa il verificarsi di eventi o circostanze che possano mettere a repentaglio l'incolumità o la sicurezza di una persona. L'obiettivo della “*valutazione del rischio*” è quello di consentire l'adozione di misure di protezione verso la vittima e di porre in essere strategie atte a prevenire il rischio medesimo, o comunque a limitarne l'incidenza, l'intensità e l'impatto.

La dizione “*valutazione del rischio*” è utilizzata in due accezioni principali, che è utile illustrare anche per chiarire la struttura, la funzione e l'utilizzo delle “Linee di indirizzo” che qui si presentano:

- La valutazione del rischio *tout court*, cioè la valutazione probabilistica che un determinato evento possa in assoluto presentarsi, insorgere od accadere, per la prima volta. Si tratta, in questa prospettiva, di un rischio primario, che si struttura sulla



possibilità che un evento dannoso possa accadere.

- La valutazione del *rischio di recidiva* comprende invece la valutazione del rischio secondario o terziario, che postula un esame delle probabilità che un evento già verificatosi possa riproporsi nuovamente, con medesima o più acuita intensità e dannosità. Lo scopo finale della valutazione è sempre di prevenire, in questo caso, la recidiva dell'evento. La valutazione del *rischio di recidiva* permette di adottare misure diversificate (giuridiche, sociali, sanitarie, economiche, amministrative e più in generale culturali) finalizzate a reprimerne la possibilità di nuova insorgenza.

La valutazione della pericolosità e del rischio di recidiva della violenza di genere e in particolar modo della violenza nelle relazioni intime (maltrattamenti e atti persecutori) ha quindi come obiettivo centrale la prevenzione della recidiva o dell'escalation della violenza attraverso una prognosi del futuro comportamento dell'autore della violenza e quindi del rischio di *rivittimizzazione*, individuando la presenza dei *fattori di rischio e di vulnerabilità*.

Inoltre la valutazione del rischio di recidiva deve essere effettuata prescindendo dalle misure eventualmente già adottate a protezione della parte offesa o per il contenimento dell'autore: essa, infatti, dovrebbe avere riguardo agli elementi di rischio, o di vulnerabilità, attinenti al rapporto tra autore e vittima, e non essere inquinata dal mutamento delle condizioni causato dall'intervento istituzionale.

La valutazione del rischio nel sistema penitenziario.

L'Ordinamento penitenziario⁵ prevede un insieme organico di norme fondate sul principio costituzionale della funzione rieducativa della pena che prevedono un complesso di attività di accertamento e valutazione delle caratteristiche della personalità dei soggetti condannati ed internati, che coinvolgono la Magistratura di Sorveglianza e l'Amministrazione penitenziaria (DAP) in due distinti momenti:

1. per evidenziare uno degli elementi necessari all'Autorità giudiziaria al fine di stabilire la pericolosità sociale del condannato e internato, deducibile anche dai “motivi a delinquere e dal carattere del reo” (artt. 133-comma 2, n.I e 203 C.p.), al fine di decidere sull'applicazione o meno delle misure di sicurezza e la loro eventuale proroga, con il procedimento di riesame della pericolosità a cura della Magistratura di Sorveglianza;

⁵ Legge 26 luglio 1975, n. 354 “Norme sull'ordinamento penitenziario e sulla esecuzione delle misure private e limitative della libertà e il suo Regolamento d'Esecuzione (DPR 30 giugno 2000, n. 230). Tali norme, recepiscono le regole minime dell'ONU e le regole penitenziarie europee sul trattamento dei detenuti.



2. come elemento dell'Osservazione scientifica della personalità (OSP), quale attività tipica condotta dagli operatori penitenziari, per rilevare fin dal primo ingresso, i bisogni, le carenze fisiopsichiche e le altre cause di disadattamento sociale che hanno portato alla condotta criminale (art 13 0.p. e 27,28 e 29 R.d'E.); sulla base di questi risultati viene formulato il *programma individualizzato di trattamento*, con gli interventi, immediati e *in itinere*, più adeguati al recupero sociale e quindi alla *prevenzione della recidiva* e forniti i pareri e le osservazioni a supporto delle decisioni della Magistratura di Sorveglianza per la concessione dei benefici penitenziari (permessi, detenzione domiciliare, affidamento in prova, semilibertà ecc).

Per gli autori dei più gravi reati a sfondo sessuale (fra cui la violenza di gruppo art. 609-octies C.P .) l'Ordinamento Penitenziario prescrive, fra l'altro, almeno un anno di osservazione anche da parte degli esperti ex art. 80 (psicologi, criminologi) quale *condicio sine qua non* per poter accedere ai benefici. Se la vittima è minorenni l'autore può inoltre sottoporsi per almeno un anno ad un trattamento psicologico di recupero e sostegno.

L'OSP è condotta in equipe dal Gruppo di osservazione e trattamento (GOT) composta dagli operatori penitenziari (educatori, assistenti sociali, medici, esperti psicologi o criminologi, polizia penitenziaria ed altri che conoscono il detenuto es. insegnanti, volontari ecc.), sulla base di un contatto diretto col detenuto: ciascuno degli operatori coinvolti procede, secondo l'area di competenza, alla raccolta sistematica e all'esame di tutte le informazioni rilevanti, secondo un *approccio di tipo multifattoriale* ricondotto ad unità nella relazione di sintesi redatta dal GOT con la supervisione del direttore del carcere.

Le complesse dinamiche che investono i reati legati alla violenza di genere e la gravità dell'escalation rendono quanto mai opportuno che il sistema penitenziario, nell'esercizio delle funzioni sopra descritte, possa fare affidamento anche su strumenti e metodiche di *assessment* per la valutazione del rischio facilmente fruibili dai suoi operatori, in modo che la scelta del tipo di trattamento sia quella più adatta a favorire nel singolo caso gli interventi di recupero e a mettere a frutto il tempo della pena e delle misure alternative o di comunità e svolgere quindi, dentro e fuori dal carcere, un ruolo importante nell'ambito del territorio per l'integrazione degli interventi, la condivisione delle informazioni (non ostative sotto il profilo giudiziario e di sicurezza) e dei risultati delle verifiche sul trattamento.



ALLEGATO E

Linee d'indirizzo “Per il soccorso e l'assistenza delle donne vittime di violenza”.

Qualunque sia la denominazione che viene attribuita all'assistenza sanitaria di primo soccorso per le vittime di violenza o maltrattamenti (Codice emergenza rosa, Codice rosa, Percorso rosa, Soccorso violenza sessuale e domestica, altro) è necessario individuare modalità omogenee di intervento a livello nazionale, che attraverso un approccio integrato, assicurino la cura più efficace e adeguata per le donne che hanno subito violenza da parte degli uomini.

In tal senso è opportuno istituire presso i Dipartimenti di emergenza e urgenza e i Pronto soccorso degli ospedali percorsi di cura dedicati riservati specificatamente alle donne che hanno subito violenza da parte degli uomini.

IL RICONOSCIMENTO avviene al momento dell'accesso o in qualunque momento successivo e vien associato insieme al codice di gravità da personale in servizio sull'emergenza formato a riconoscere segnali non sempre evidenti di una violenza subita anche se non dichiarata. Il riconoscimento della violenza subita da parte della donna implica l'attivazione, in una fase successiva all'emergenza, di un gruppo multidisciplinare operativo composto da personale socio- sanitario (medici, infermiere/i, psicologhe/i, assistenti sociali). Il personale sanitario dà cura e sostegno alla vittima e su esplicita indicazione del donna vengono coinvolte le forze dell'ordine per l'avvio delle procedure di indagine per l'individuazione dell'autore della violenza. Il riconoscimento comporta l'assegnazione di luoghi dedicati all'accoglienza dove vengono create le migliori condizioni per l'ascolto e la cura delle donne.

Lo scopo principale del modello di accoglienza integrato è mettere in rete le diverse istituzioni e competenze per dare una risposta efficace già dal primo accesso.

Qualora dall'anamnesi e/o dalle condizioni cliniche della donna che si presenta al Pronto Soccorso emergano elementi riconducibili a episodi di violenza, il gruppo di lavoro interviene secondo le seguenti modalità:

- L'intervento nei confronti della vittima di violenza si svolge attraverso un percorso assistenziale protetto che ne assicura la confidenzialità e privacy. Il personale del gruppo di lavoro, che può essere composto anche da personale dei Centri antiviolenza, garantisce una modalità relazionale rassicurante e non intrusiva, presta un ascolto attento alla vittima e fornisce supporto psicologico e informazioni in merito al numero



di pubblica utilità 1522 e ai centri antiviolenza presenti sul territorio.

- Il personale sanitario conduce un'anamnesi accurata in condizione di riservatezza, in un luogo protetto, non alla presenza di terze persone e in modo non giudicante e non intrusivo. Una particolare attenzione deve essere rivolta ad evitare di distruggere l'evidenza di prove che potrebbero essere utili nel corso di eventuali indagini, soprattutto in caso di violenza sessuale. Per quanto riguarda la valutazione del rischio da parte degli operatori sanitari che consenta un'aderente valutazione della possibilità di reiterazione delle condotte violente cui la vittima o parte offesa può essere nuovamente esposta. si rinvia alle Linee di indirizzo “Valutazione del rischio”.
- Non è indicato uno *screening* di routine della violenza in qualsiasi occasione di incontro della donna con i servizi sanitari, quanto piuttosto è opportuno indagare con discrezione quando la donna chiede assistenza per un problema di salute che potrebbe essere determinato dalla violenza domestica e non.
- Nei casi in cui la violenza coinvolge direttamente o indirettamente (violenza assistita) i minori, il gruppo di lavoro garantisce l'assistenza e la tutela anche ai minori coinvolti, attiva successivi interventi dello psicologo/a anche attraverso sessioni di incontro con e senza la madre e informa tempestivamente il competente Tribunale dei Minori.
- Le donne che hanno subito violenza sessuale ricevono assistenza clinica immediata, contraccezione d'emergenza, profilassi dell'infezione da HIV e per altre infezioni a trasmissione sessuale, interventi psicologici anche prolungati nel tempo, se necessari. La donna deve essere informata dei servizi sociali e dei centri antiviolenza esistenti sul territorio in grado di sostenerla dal punto di vista psicologico e legale. L'anamnesi della donna deve essere raccolta in colloquio riservato che non sia giudicante e che aiuti a ridurre lo stato di ansia della vittima.
- Particolare attenzione va riservata alle donne in stato di gravidanza anche in considerazione dell'elevata frequenza di maltrattamenti durante la gestazione e dell'aumentato rischio di insorgenza di complicazioni della gravidanza (quali aborto, parto prematuro, nascita di bambini prematuri o sottopeso, etc.). È necessario che nel processo di presa in carico della donna vengano garantite le cure prenatali e l'assistenza psicologica necessaria per accompagnarla durante questa fase problematica della sua vita.

Sarà compito del livello centrale di governo indicare i livelli minimi di prestazioni, le modalità e i tempi di realizzazione dei percorsi dedicati alle donne nei presidi sanitari sul tutto



il territorio nazionale. Sarà compito del coordinamento provinciale stipulare gli appositi protocolli di intesa per la realizzazione su tutto il territorio nazionale dei percorsi dedicati.

ALLEGATO F

Linee d'indirizzo per un “Modello integrato di intervento finalizzato al reinserimento socio-lavorativo delle donne vittime di violenza”.

Per il pieno reinserimento socio-lavorativo della donna che vive una condizione di vulnerabilità temporanea e non è autonoma dal punto di vista economico è di fondamentale importanza che si attivi da subito un percorso di sostegno specifico per raggiungere l'autonomia lavorativa ed economica.

Il percorso di accompagnamento della donna, dovrebbe consentirle di attivare le proprie risorse personali, familiari e amicali per poter sviluppare un processo di autonomia economica, abitativa. Questo percorso implica il coinvolgimento di tutti i soggetti che compongono la rete territoriale dei servizi.

Il servizio di accompagnamento al lavoro deve implicare la possibilità di offrire un accesso facilitato al servizio per il lavoro (Centro per l'Impiego, Agenzie per il lavoro, Servizi privati accreditati per le Politiche attive del lavoro), per orientare e sostenere donna nel proprio progetto individuale con l'obiettivo di incrociare le capacità personali e le esigenze produttive territoriali.

Anche l'attivazione di procedure semplificate di accesso al micro credito può costituire un'ulteriore modalità di supporto per la donna vittima di violenza per l'individuazione di percorsi di imprenditorialità femminile.

A tal proposito, si propone la stipula di accordi territoriali e/o convenzioni, nell'ambito della programmazione regionale dei fondi comunitari 2013/2020, che prevedano forme di collaborazione con la rete per realizzare tirocini professionali, corsi di formazione o riqualificazione professionale gratuiti (es. convenzioni con Agenzie per il lavoro e Centri per l'impiego o Associazioni di categoria e imprese; progetti di inserimento/reinserimento finanziati con risorse anche comunitarie; *voucher* attivabili nell'ambito dei P.O.R).

Sarà compito dell'osservatorio nazionale la promozione e il monitoraggio rispetto all'utilizzo dei **congedi retribuiti** per le donne inserite nei percorsi di protezione disciplinati dal Decreto attuativo della Legge delega di riforma del mercato del lavoro.



ALLEGATO G

Linee d'indirizzo per il “Recupero/reinserimento degli uomini autori di violenza”

La sottolineatura dell'importanza del recupero dei maltrattanti è in linea con quanto richiesto da diversi organismi internazionali ed europei.

L'Organizzazione Internazionale delle Nazioni Unite (Dichiarazione delle Nazioni Unite sulla violenza contro le donne - 1993) ed il Consiglio d'Europa (Raccomandazione Ree (2005) 5 “Programmi di intervento con gli autori”) hanno invitato gli Stati - nell'ambito della doverosa attività di vigilanza per contrastare, prevenire e punire gli atti di violenza., nonché per proteggere le vittime, ad organizzare interventi e programmi volti ad incoraggiare gli autori della violenza ad adottare un comportamento non violento, aiutandoli a riconoscere la violenza e ad assumersene la responsabilità.

Anche il Parlamento europeo con la risoluzione del 5 aprile 2011 in materia di contrasto alla violenza sulle donne *“ribadisce la necessità di lavorare tanto con le vittime quanto con gli aggressori, al fine di responsabilizzare maggiormente questi ultimi ed aiutare a modificare stereotipi e credenze radicate nella società che aiutano a perpetuare le condizioni che generano questo tipo di violenza e l'accettazione della stessa”*.

Per tale motivo tra le finalità del Piano è stata inserita anche la promozione di azioni per il recupero degli autori di violenza.

La realizzazione dei programmi di intervento volti al recupero degli uomini maltrattanti, deve, essere collocata nell'ambito delle iniziative e delle azioni di contrasto alla violenza di genere e svilupparsi parallelamente ai servizi di sostegno alle vittime di violenza.

La promozione di sinergie potrà essere formalizzata con i consueti strumenti istituzionali ossia accordi e protocolli territoriali, che potranno prevedere procedure di interazione tra la rete integrata formata dagli operatori che accompagnano la donna nel percorso di uscita dalla violenza e i centri di intervento per l'uomo che ha agito violenza.

I servizi inviati sono individuati con particolare riferimento ai seguenti servizi pubblici e privati:

- le istituzioni competenti per l'ordine pubblico (forze di polizia, Questura - in caso di ammonimento e Uffici territoriali di Governo);
- i servizi socio sanitari (amministrazione regionale, provinciale e comunale, strutture di accoglienza e di tutela dei minori – ASL - Servizi per le tossicodipendenze, Servizi



alcologici; Consultori);

- gli ordini professionali (avvocati, medici, psicologi, pedagogisti, nuove forme come consuellers e figure di coaching);
- il sistema giudiziario e dell'amministrazione penitenziaria (tribunali, magistrati di sorveglianza, uffici di esecuzione penale esterna);
- gli operatori competenti nell'ambito del privato sociale per il reinserimento delle donne vittime di violenza (Case delle donne; Centri antiviolenza e organizzazioni di volontariato).

Proprio perché il recupero non è in alternativa alla condanna “la messa alla prova” è uno strumento fondamentale che comporta l'affidamento dell'imputato al servizio sociale per lo svolgimento di un programma trattamentale che contiene prescrizioni comportamentali volte all'eliminazione delle conseguenze dannose o pericolose derivanti dal reato nonché, ove possibile, il risarcimento del danno dallo stesso cagionato.

I servizi di giustizia riparativa richiedono, tuttavia, garanzie volte ad evitare la vittimizzazione secondaria o ripetuta, l'intimidazione e le ritorsioni. È, inoltre, opportuno tenere conto della natura e della gravità del reato e devono trovare il consenso libero e informato della vittima. Presupposto per l'avvio di questo percorso è che l'autore del reato abbia riconosciuto la gravità dei fatti commessi.

Gli interventi nei confronti degli uomini maltrattanti devono essere diretti ad una netta assunzione di responsabilità della violenza e al riconoscimento del suo disvalore, etico e morale, in quanto modalità di risoluzione del conflitto.

I percorsi di formazione rivolti al maltrattante potranno essere realizzati nell'ambito delle collaborazioni formalizzate tra i Centri di intervento per gli uomini violenti e la rete di intervento a favore della donna, attraverso convenzioni o protocolli che prevedano le procedure di condivisione/concertazione dei contenuti e la valutazione dell'efficacia delle misure da intraprendere.

Nelle fasi di avvio del trattamento e, comunque, nei casi di violenza, si esclude il ricorso a terapie di coppia o a forme di mediazione familiare in quanto non garantiscono la sicurezza della donna vittima di violenza e collocano su un falso piano di parità uomo e donna e consentono all'uomo di mantenere la sua capacità di manipolazione e intimidazione.

Nel caso vi siano dei figli il diritto di visita del padre che ha usato violenza contro la madre e/o i figli non può essere predisposto senza una valutazione della situazione di violenza pregressa e, nel caso di adesione del genitore maltrattante ad un percorso di cambiamento,



senza la valutazione e il monitoraggio dei risultati. Si raccomanda, comunque, in via preliminare l'organizzazione di visite ai figli in condizioni di protezione.

Considerato che all'interno delle strutture carcerarie sono previsti programmi di trattamento volti al recupero sociale dell'autore di reato, occorre garantire, per i soggetti autori di violenza nei confronti delle donne, la partecipazione a programmi di reinserimento all'esterno del carcere, che potrà essere sia su base volontaria che obbligata per legge.

La conclusione del percorso di trattamento si verifica quando l'autore ha interrotto la violenza e ha preso consapevolezza delle ragioni alla base della stessa e quando l'autore non ha avuto da tempo comportamenti violenti e ha compiuto azioni riparatorie nei confronti di chi ha subito violenza.

La valutazione del rischio (vedi paragrafo “Valutazione dei fattori di rischio”) rappresenta una fase importante di qualsiasi intervento rivolto agli autori di violenza, considerato che l'intervento sul maltrattante deve fondarsi sui risultati di tale valutazione.

Appare, inoltre, fondamentale la formazione e l'aggiornamento costante degli operatori delle strutture deputate ad intervenire sugli autori di violenza.





Presidenza
del Consiglio dei Ministri
CONFERENZA UNIFICATA

Intesa sul Piano d'azione straordinario contro la violenza sessuale e di genere, ai sensi dell'articolo 5, comma 1, del decreto-legge 14 agosto 2013, n. 93, convertito, con modificazioni, nella legge del 15 ottobre 2013, n. 119.

Repertorio atti n.47/CU del 7 maggio 2015

LA CONFERENZA UNIFICATA

Nella odierna seduta del 7 maggio 2015:

VISTO l'articolo 5, comma 1, del decreto-legge 14 agosto 2013, n. 93, che prevede che il Ministro delegato alle pari opportunità, anche avvalendosi del Fondo per le politiche relative ai diritti e alle opportunità, elabori, con il contributo delle amministrazioni interessate, delle associazioni di donne impegnate nella lotta contro la violenza e dei centri antiviolenza, e adotti, previa intesa in sede di Conferenza unificata, un "Piano d'azione straordinario contro la violenza sessuale e di genere", che deve essere predisposto in sinergia con la nuova programmazione dell'Unione europea per il periodo 2014 - 2020;

VISTA la nota del 28 aprile 2015, con la quale il Dipartimento delle Pari Opportunità ha trasmesso, ai fini dell'acquisizione dell'intesa di questa Conferenza, il Piano d'azione straordinario contro la violenza sessuale e di genere;

VISTA la lettera del 29 aprile 2015, con il quale il predetto Piano è stato portato a conoscenza delle Regioni ed degli Enti locali, con la richiesta di acquisire l'assenso tecnico;

CONSIDERATO che, nel corso della odierna seduta di questa Conferenza, le Regioni, hanno espresso avviso favorevole al perfezionamento dell'intesa sul documento in esame;

CONSIDERATO che, nella medesima seduta, l'ANCI e l'UPI, nell'esprimere parere favorevole al conseguimento dell'intesa, hanno sottolineato la necessità di essere coinvolti nelle fasi successive della realizzazione del Piano in argomento;

ACQUISITO, quindi, l'assenso del Governo, delle Regioni, degli Enti locali

SANCISCE INTESA

ai sensi dell'articolo 5, comma 1, del decreto-legge 14 agosto 2013, n. 93, convertito, con modificazioni, nella legge del 15 ottobre 2013, n. 119, sul Piano d'azione straordinario contro la violenza sessuale e di genere che, allegato al presente atto, ne costituisce parte integrante.

Il Segretario
Antonio Naddio



Il Presidente
Angelino Alfano