

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



**Reply by POLAND to the reporting from on the implementation of the
Recommendations of the Committee of the Parties adopted on 7 December 2021**

Document received by the Committee of the Parties
on 20 October 2025

IC-CP/Inf(2025)08

Secretariat of the monitoring mechanism of the Council of Europe Convention
on preventing and combating violence against women and domestic violence

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Strasbourg, 4 September 2024

IC-CP(2024)8

**Committee of the Parties
Council of Europe Convention
on Preventing and Combating
Violence against Women
and Domestic Violence
(Istanbul Convention)**

Reporting form on the implementation of the recommendations addressed to state parties

Secretariat of the monitoring mechanism of the Council of Europe Convention on preventing and combating violence against women and domestic violence

In accordance with Article 68, paragraph 12, of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence, the Committee of the Parties adopts, on the basis of the report and conclusions of GREVIO, recommendations addressed to state parties concerning the measures to be taken to implement the conclusions of GREVIO.

The applicable procedure for issuing recommendations was settled by the Committee of the Parties at its 4th meeting and is described in document IC-CP(2018)6. In accordance with this procedure, the recommendations call upon state parties to implement all the proposals and suggestions set out in GREVIO's baseline evaluation report. However, the obligation to report on measures taken is limited to those specifically outlined in section A of the recommendation, namely: a) all the proposals and suggestions formulated by GREVIO throughout the report which require immediate action – these are qualified by the use of the verb “urge”, and b) the proposals and suggestions related to Chapters I and II of the convention which require taking remedial action in the near future and are qualified by the use of the expression “strongly encourage”. According to the agreed procedure, state parties are given a period of three years to implement the recommendations of the Committee of the Parties and report back to the Committee.

To facilitate this reporting, state parties are requested to use this questionnaire to report on the implementation of recommendations issued by the Committee of the Parties.

The reporting deadline given to Poland is set at **8 December 2024**. Information related to the monitoring of Poland is available on the dedicated [country monitoring webpage](#).

I. Fundamental rights, equality, and non-discrimination (Article 4)			
1	Have your authorities taken measures to ensure that the provisions of the Istanbul Convention are implemented without discrimination on any grounds listed in Article 4, paragraph 3, of the convention, including in terms of the availability of services and the protection by law enforcement agencies?	Yes ☒	No ☐
1.1	If yes, please specify: On December 12 2023, within the new Polish government, a Minister for Equality has been appointed for the first time ever. The Minister's responsibilities and duties include shaping and implementing the government's policies on equality and non-discrimination, as well as tasks related to counteracting domestic violence and gender-based violence. Within this scope the Minister can draft and give opinion to government's legislation. Current Minister for Equality, Katarzyna Kotula, has initiated since the beginning of her term in office numerous activities in order to enhance the protection from discrimination based on any ground, especially towards the minority groups which faced particular inequalities in previous years, like LGBTIQ persons. A key priority for the Minister is strong cooperation with civil society organizations, thus numerous meetings were held with representatives of particular minority groups (Roma community, LGBTIQ persons), to listen to current needs of these communities.		

	To discuss the latest GREVIO recommendations, the Minister for Equality, together with the Council of Europe, organised a roundtable with government representatives and civil society organisations in October 2024 - the discussion focused on GREVIO's recommendations, including on violence experienced by migrant women and members of national and ethnic minorities. Recently the Minister initiated a legislative procedure in order to provide the National Action Plan for Equal Treatment 2022-2030 with stable funding (which previously was not provided in the Plan at all), starting with 1 500 000 PLN in 2025. Although the Plan already sets out a number of tasks in the area of broadly defined prevention of discrimination on all grounds, including the field of prevention from violence, the Ministry for Equality believes that it needs to be more specific and requires wider consultation with civil society in order to address better specific needs. Therefore, the Minister intends to amend the Plan in that manner. Therefore, since the beginning of 2024 numerous actions were initiated in order to guarantee better protection from discrimination, also in terms of implementation of the Istanbul Convention. However, the time is needed to bring actual changes in laws, policies and practice. Thus challenges remain, especially when it comes to addressing all forms of gender-based violence by the system, and in ensuring equal access to the support services of women of specific minority groups. It is important to note that as a result of the government reshuffle in July 2025, the Minister for Equality, who was supported by the Prime Minister's Office, was dismissed. In July this year, Katarzyna Kotula was appointed for Secretary of State and entrusted with tasks arising from the bill on counteracting domestic violence. As of October 2025, the legislative process is still ongoing for the Act amending certain acts related to the functioning of government administration, which also regulates the role of the Plenipotentiary for Equality in terms of competences.		
1.2	[Optional question: if not, please specify the reasons]:		
2	Have your authorities taken measures contributing to prevent and combat violence against women who are or might be exposed to intersectional discrimination?	Yes ☐	No ☒
2.1	If yes, please specify:		
2.2	[Optional question: if not, please specify the reasons]: Minister for Equality started to emphasise an intersectional approach to combating violence and strengthening preventive measures and counteracting sexual violence, especially through cross-sectoral activities, as they involve cooperation with the Ministry of Justice, the Ministry of Digital Affairs and the Ministry of Health, thus ensuring the sustainability of the future systemic changes. Minister for Equality run 3 000 000 PLN governmental grant programme with an additional money for local governments to combat domestic and gender-based violence. Refreshed edition of the programme in 2025 responds to the demands of the stakeholders itself, including social workers, for psychological support for specialists and supervision, as well as for strengthening inter-institutional cooperation and activities to combat gender-based violence and intersectional approach.		

3	In case your authorities have taken further measures contributing to the implementation of recommendations in relation to Article 4, which were not covered by the questions above, please report on these measures [word limit: 1000 words]:		
II. Comprehensive and co-ordinated policies implemented under the responsibility of an adequately mandated and resourced co-ordinating body (Articles 7 and 10)			
4	Have your authorities developed a long-term plan/strategy to prevent and combat violence against women?	Yes ☒	No ☐ N/A (a plan/strategy was already developed at the time of GREVIO's baseline evaluation) ☐
4.1	[Optional question: if not, please specify the reasons]:		
5	Which forms of violence against women covered by the Istanbul Convention are addressed by the plan/strategy? Please offer a brief description specifically indicating the forms of violence not previously addressed in plans or strategies at national level. National strategy is concentrated on – and limited to – preventing and combating domestic violence. The Governmental Programme on Combating Domestic Violence for 2024-2030 covers different forms of domestic violence, including physical, sexual, psychological, economic and cyber violence. Economic and cyber violence is covered by the Act on Combating Domestic Violence – and National Strategy – since 2023. However, the Act addresses only domestic violence, meaning violence suffered by family members of the perpetrator, and by children. The definition of a person suffering from domestic violence as of 2023 includes former spouse or partner, also those the perpetrator has not shared a residence with.		
6	Was specific attention given to place the rights of women victims at the centre of all measures planned?	Yes ☐	No ☒
6.1	If yes, please specify how:		
6.2	[Optional question: if not, please specify the reasons]: The system on prevention and combating domestic violence in Poland is well developed and concentrated on the rights of the victim. However, as indicated in the answer to question 5, the law, and consequently the system, are focused on and limited to domestic violence, not recognising that women and girls are exposed to a higher risk of such violence and not addressing other forms of violence covered by the Istanbul Convention.		

	Yet, since in 2024 the Minister of Equality took over the tasks of the national coordinator of the governmental programme on combating domestic violence and became responsible for the governmental policies on equal treatment, a lot of attention has been devoted to initiate required changes and bring gender perspective to the system. The Minister is also responsible for the implementation of the EU directive on combating violence against women and domestic violence by June 2027, which goes in line with GREVIO's recommendations in that manner. Therefore, new projects and legislative changes are currently under development, mostly in initial phase though.		
7	Do the plan/strategy and the measures contained therein involve all relevant actors, such as government agencies, the national, regional and local parliaments and authorities, national human rights institutions and civil society organisations?	Yes ☒	No ☐
7.1	Please specify the actors involved: The Program mentions following executors: - Governmental bodies, with the support of state organizational units specialised in the field of counteracting domestic violence, and in the cooperation with NGOs, churches and religious associations; - Public prosecutor's office and courts; - Local authorities, in cooperation with NGOs, churches and religious associations; At the central level the Programme is implemented by the National Coordinator (currently the Minister of Equality). At the voivodeship level the Programme is implemented by the Voivodeship Coordinators, appointed by the voivodes. Important actors are also : - the Monitoring Team – advisory body to the Minister of Equality, - interdisciplinary teams – at the local level, consisting of representatives of social workers, Police, education, health services, NGOs – responsible for coordination and planning - diagnostic-support teams at the local level – introduced in 2023, much smaller than interdisciplinary team (consisting of a social worker and a police officers), responsible for interventions, assessment and case-specific monitoring ;		
7.2	[Optional question: if not, please specify the reasons]:		
8	Have the authorities assigned the role of co-ordinating body to one or more fully institutionalised entities?	Yes ☒	No ☐ N/A (a co-ordinating body was already established at the time of

			GREVIO's baseline evaluation) ☐
8.1	[Optional question: if not, please specify the reasons]:		
9	Please specify the mandate, powers, and competences, as well as the composition, of the co-ordinating body/bodies: Minister for Equality plays the role of the coordinating body. She was appointed as a member of the Polish government in December 2023, and in July 2024 she was entrusted with the role of the National Coordinator for the Implementation of the Governmental Programme on Combating Domestic Violence. The competences and tasks of the Minister, within the field of preventing and combating domestic violence, are regulated in article 8 of the Act of combating domestic violence. Among them are : 1) commissioning and funding research, expertise and analysis on domestic violence; 2) raising public awareness on the causes and consequences of domestic violence; 3) performing the tasks of the National Coordinator 4) monitoring the implementation of the Government Programme on Combating Domestic Violence; 5) developing and issuing, at least once every two years, guidelines for conducting trainings on combating domestic violence, including mandatory trainings for members of the interdisciplinary teams and diagnostic and assistance groups; 6) financial support of programmes in the field of combating domestic violence implemented by local government and non-governmental organisations The mandate of coordinating body is solely focused on combating and preventing domestic violence and does not cover other types of violence covered by the Convention. However, as the Minister of Equality is also responsible for shaping and implementing the government's policies on equality and non-discrimination, she coordinates the process of implementing EU directive 2024/1385 on combating violence against women and domestic violence, which might bring legislative changes to the current tasks.		
9.1	In particular, please indicate whether the co-ordinating body/bodies is/are responsible for:		
	- Co-ordination of policies and measures to prevent and combat violence against women	Yes ☒ The co-ordination body responsible is:	No ☐
	- Implementation of policies and measures to prevent and combat violence against women	Yes ☒	No ☐

		The co-ordination body responsible is:	
	- Monitoring and evaluation of policies and measures to prevent and combat violence against women	Yes ☒ The co-ordination body responsible is:	No ☐
	- Co-ordination of the collection of data, analysis and dissemination of its results	Yes ☒ The co-ordination body responsible is:	No ☐
10	Please specify the human and financial resources allocated to the co-ordinating body/bodies: Human and financial resources allocated to the Minister of Equality – and, previously, the governmental Plenipotentiary for Equal Treatment – were not sufficient. The budget allocated to the Plenipotentiary for Equal Treatment for tasks related to preventing and combating domestic violence was, in the recent years: approximately 46 000 EUR in 2022 (202 000 PLN), 58 000 EUR in 2023 (252 000 PLN), and 51 000 EUR in 2024 (235 000 PLN). It was a budget allowing the Plenipotentiary to cover the costs of the meetings of the Monitoring Team twice a year, one conference on the topic associated to the prevention of domestic violence and one research or one social campaign. There are currently only 3 people working in the team on prevention of the gender based violence and domestic violence in the Equal Treatment Department, established in 2024. The Department's job is to handle all of the Minister for Equality's tasks in the area of equal treatment and gender-based violence prevention.		
11	In case your authorities have taken further measures contributing to the implementation of recommendations in relation to Articles 7 and 10, which were not covered by the questions above, please report on these measures [word limit: 1000 words]:		
III. Financial resources (Article 8)			

12	Have your authorities allocated specific funds at the		
	- national	Yes ☒	No ☐
	- and/or regional	Yes ☒	No ☐
	- and/or local	Yes ☒	No ☐
	levels of government for activities to prevent and combat all forms of violence against women covered by the Istanbul Convention?		
12.1	If yes, what is the annual amount of these funds? If possible, please specify the percentage of the total national state budget that the amount represents. The budget allocated at the national level was previously mentioned – see point 10. The budget allocated at the voivodship level was approximately 5,6 million EUR in 2022 (24 million PLN), 6,6 million EUR in 2023 (28 million PLN) and 11,5 million EUR in 2024 (50 million PLN). Additionally, the Minister for Equality each year supported financially initiatives and projects by the local authorities (chosen in an open competition), with the amount of 0,7 million EUR (3 million PLN).		
12.2	[Optional question: if not, please specify the reasons]:		
13	Have these funds increased since the publication of GREVIO's baseline evaluation report? The budget allocated at voivodeship level increased significantly, from 24 million PLN in 2022 to over 50 million PLN in 2024.	Yes ☒ If yes, by what amount:	No ☐
14	Have your authorities taken measures to foster long-term and sustainable financial support for non-governmental organisations working to support victims and prevent violence?	Yes ☒	No ☒
14.1	If yes, please specify: The National Freedom Institute (Centre for Civil Society Development) is a government-established institution responsible for supporting civil society. NIW-CRSO implements governmental programmes financially supporting NGOs, including NGOs working in the areas of GBV prevention and victims support. Accordingly to internal statistics provided by the Institute, since 2021, NGOs working in the areas of: social assistance, support for families and individuals in difficult life situations, counteracting addictions and social pathologies, and equal rights of women and men received from the Institute: - 155 grants, with total amount of 33 813 848,69 PLN (approximately 8 mln EUR) for social projects (NOWEFIO Programme), - 222 grants, with total amount of 15 023 447,94 PLN (approximately 3,5 mln EURO) for institutional development (PROO Programme).		

	Unfortunately the Institute's data collection system does not allow for differentiation of financing for specifically GBV related projects. Ministry of Justice reports, that within the framework of the Justice Programme implemented with the support of Norwegian Funds (NMF 2014-2021), the Programme Operator did not directly transfer funds to support organisations acting in support of victims of gender-based violence and domestic violence. However, within the framework of two competitive projects (Small Grants Fund) implemented in this area, whose beneficiaries were local governments at the municipal level (22 municipalities in total; 14 under the project 'Integrated system for counteracting domestic violence' and 8 under the project 'Prevention of violence against the elderly and persons with disabilities'), the local governments could have indicated a non-governmental organisation as a partner, which was additionally scored at the application assessment stage. To sum up, there is no data available which could specifically provide how much financial support was granted to NGOs working in the areas of violence prevention and victims' support.		
14.2	[Optional question: if not, please specify the reasons]:		
15	In case your authorities have taken further measures contributing to the implementation of recommendations in relation to Article 8, which were not covered by the questions above, please report on these measures [word limit: 1000 words]:		
IV. Non-governmental organisations and civil society (Article 9)			
16	Have your authorities taken measures contributing to further recognise, encourage and support the work of relevant non-governmental organisations and of civil society active in combating all forms of violence against women covered by the Istanbul Convention, including in terms of funding and co-operation?	Yes ☒	No ☐
16.1	If yes, please specify: Since 2024 Minister of Equality, acting as well as National Coordinator of the Government Programme on Combating Domestic Violence, has been emphasising the role of co-operation with civil society organisations, recognising their role, work and knowledge, as well as supporting them in available manners. This approach resulted with several meetings of the Minister with organisations working in the areas of gender equality and gender based violence, with constant working contact between the organisations and the Minister's team, and with the participatory approach in the policy processes. In terms of funding – see answer 14.1.		
16.2	[Optional question: if not, please specify the reasons]:		
V. Data collection and research (Article 11)			

17	In implementation of the recommendation addressed to your authorities, have new sectors of the administration started the collection of data in accordance with the requirements of Article 11, paragraph 1?	Yes ☐	No ☒
17.1	If yes, please specify which sectors:		
17.2	[Optional question: if not, please specify the reasons]:		
18	In implementation of the recommendation addressed to your authorities, have sectors of the administration improved their data collection?	Yes ☐	No ☒
18.1	If yes, please specify which sectors and how, in particular whether new data categories were added:		
18.2	[Optional question: if not, please specify the reasons]: Statistical data collection enables cases of domestic violence against women to be tracked, in order to indicate gender of a perpetrator and a victim, and all the elements mentioned in question 19. However, the scope of statistics were not extended to all types of violence against women.		
19	Does statistical data collection by law-enforcement agencies and the judiciary enable cases of violence against women to be tracked in order to indicate:		
	- Conviction rates	Yes ☒	No ☒
	- Types of sentences	Yes ☒	No ☒
	- Attrition rates	Yes ☒	No ☒
	- Time-barred proceedings	Yes ☒	No ☒ N/A ☐
20	As regards population-based surveys, please indicate any survey conducted since the publication of GREVIO's baseline evaluation report, while specifying the forms of violence covered: In 2022 one population-based survey was conducted, titled "Nationwide diagnosis of the phenomenon of violence against the elderly and persons with disabilities", which covered the scale of different forms of domestic violence experienced by elderly persons and persons with disabilities. Data gathered in the research to some extent allows for differentiation of the specific groups of elderly women and women with disabilities who experienced domestic violence, thus gives a view on the gender related aspect of the problem. In general, women constituted 72 % of people who experienced violence and acted as respondents. The research indicates that among people with disabilities the most frequently reported form of domestic violence was psychological (experienced by 78.1% of people with disabilities taking part in the survey) and physical violence (57.8%). In the case of elderly people, psychological violence (87.3%), physical violence (43.1%) and economic violence (43.1%).		
21	In case your authorities have taken further measures contributing to the implementation of recommendations in relation to Article 11, which were not covered by the questions above, please report on these measures [word limit: 1000 words]:		

	The Department of Equal Treatment which provides substantive support to the Minister of Equality is currently developing a project focused on establishing a system for collecting data on equal treatment in public services. If the project receives the European Funds that is applying for, it will be developed with the Institute of Social Studies of the University of Warsaw, with the aim to ensure that public services are provided in accordance with the principle of equal treatment and that public policies are designed on the basis equality data.		
VI. Custody, visitation rights and safety (Article 31)			
22	Have your authorities taken measures contributing to ensure that incidents of violence covered by the scope of the Istanbul Convention are taken into account in the determination of custody and visitation rights of children, notably by judicial authorities?	Yes ☒	No ☐
22.1	If yes, please specify how this has been done (by legislative amendments or other means) When considering the case of a particular child, the family court examines the family situation of each minor on an individual basis. The Court can limit contact rights of a parent by ordering that meetings between the child and the parent must take place in the presence of other persons, including a psychologist, a probation officer or the other parent. The court also has the possibility to prohibit contact with the child or to determine that it can only take place at the child's place of residence. Another legal possibility is that of withdrawing parental authority over a child in the event of a permanent obstacle to the exercise of such authority, where parental authority has been abused or where parents seriously neglect their obligations towards their child. Lastly, Article 12a of the Law on Family Violence prescribes that if there is a justifiable concern for the child's safety, a social worker may decide on the provisional separation of a child from an abusive guardian and a placement with a relative or foster care. (measures as described in par. 186 of GREVIO's baseline evaluation report 2021 – no legislative changes in that manner). Moreover, in 2023 new emergency barring orders were introduced, next to the possibility of ordering a perpetrator to immediately leave the housing premises and to refrain from approaching it (legislation already in force since 2020). The new emergency orders include a prohibition to approach a person suffering from domestic violence, at a distance expressed in meters, and a prohibition to contact that person at all in any form (including on-line). If a person experiencing domestic violence works, attends a school, educational, care or artistic institution, an order can be issued to prohibit a perpetrator entering the respective institution, work place or a school. The latter can be particularly important in the context of children rights' protection and contact rights of a parent. Another important legislative change of 2023 is amendment to the Act on Combating Domestic Violence, which changed not only the name of the act (family violence to domestic violence), but also – among other changes – its scope. The definition of a person experiencing domestic violence was significantly expanded, and includes now a child who witnesses domestic violence and a child towards whom domestic violence is directed, irrespectively of the child's relation to the perpetrator. Therefore, the above-mentioned protection orders can be issued if a child is experiencing domestic violence (also as a witness), and a law-enforcement officer who issued an order is obliged to notify about it a Family and Guardianship Court. The court is then obliged to take immediate action to assess the situation of the minor and – if needed - to grant security (e.g. regarding contact with the minor or by initiating ex officio the relevant parental authority proceedings).		

22.2	If yes, please specify how the above obligation is implemented in practice, including by providing data indicating to what extent judicial authorities consider all issues related to violence against women in their decisions on custody and visitation rights: In GREVIO's 2021 report it was stressed that more must be done to ensure that all professionals dealing with the determination of custody and visitation rights are trained in the root causes of domestic violence, its gendered nature and the power and control dynamics employed by domestic abusers to enable professionals to act in full spirit of Article 31 of the convention. It was also noted that the notion of parental alienation and related concepts had been used in policy and legislative initiatives. As Ministry of Justice explains, GREVIO's report was strongly supported in that manner by the Commissioner for Human Rights and by the Parliamentary Committee for Petitions, in 2022. The text of the report has been made available to all Heads of Expert Court Opinions Teams, as well as forwarded to the relevant unit of the Ministry of Justice, with a view to considering the incorporation of the observations contained in the GREVIO report within the framework of training at the National School of the Judiciary of the Public Prosecution Service and continuing education of judges and prosecutors. The legal acts currently in force in Poland do not use the term 'parental alienation'. However, the term is still used in various publications. The Ministry of Justice is taking steps to eliminate the term from the terminology used by subordinate organisational units. Ministry of Justice reports as well, that it is providing education on combating and preventing domestic violence in the National School of Judiciary and Public Prosecution. Among training topics in recent years were: 'Crimes against the family and guardianship committed to the detriment of a minor victim - selected issues', 'Situation of a child in a conflict between parents - civil and criminal aspects', 'Counteracting domestic violence'; participation of the probation officer in parent-child contact. Working with families affected by violence', 'Psychological crises of children and adolescents as a consequence of the experience of violence'. Family judges are obliged to continuously improve their professional qualifications by participating in training courses, webinars and conferences. In addition, the Justice Institute was asked to carry out file research in divorce and separation cases, as well as in cases involving the restriction of parental authority and in child contact cases in order to analyse court files and to establish whether there is a correlation between accusations made between parents of minors of 'parental alienation' and the avoidance, in relation to the reported allegation, of parental responsibility for domestic violence. The goal is also to determine whether allegations of violence by the other parent, reported before or during divorce or separation proceedings, or in cases involving the restriction of parental authority or child contact by one of the child's or children's parents, turned out to be true or false (including whether law enforcement authorities were notified by the case courts and whether criminal proceedings were initiated). It was considered that the results of such research would be a very valuable tool in strengthening the protection of the child from violence – the results are not provided yet.		
22.3	[Optional question: if not, please specify the reasons]:		
23	Have your authorities taken measures contributing to ensure that visitation rights do not jeopardise the rights and safety of the victim or children?	Yes ☒	No ☐
23.1	If yes, please specify:		

	See answer to the question 22.1.		
23.2	[Optional question: if not, please specify the reasons]:		
24	In case your authorities have taken further measures contributing to the implementation of recommendations in relation to Article 31, which were not covered by the questions above, please report on these measures [word limit: 1000 words]:		
VII. Immediate response, prevention, and protection (Article 50)			
25	Have your authorities taken measures contributing to improve the prompt and appropriate response of law enforcement agencies, in particular by:		
	- Enhancing training of law enforcement officials on the gendered nature of violence against women and its consequences	Yes ☒	No ☐
	- Ensuring a sufficient number of female police officers	Yes ☒	No ☒
	- Setting up premises designed to establish a relationship of trust between the victim and the law enforcement personnel	Yes ☐	No ☒
	- Ensuring the efficient collection of evidence so that the reliance on the victim's testimony is lessened	Yes ☒	No ☐
25.1	If yes, please specify: In 2023 the Plan on Gender Equality in the Police for 2023-2026 was established in the National Police. Therefore, while in 2022 the amount of female officers was definitely not sufficient (18,6 % of all officers), there are actions undertaken to improve it, and the number is slowly rising (20 % in 2024). As of August 2024 new Prosecutor General issued Guidelines on the rules of conduct of the common organisational units of the public prosecutor's office with regard to the prevention of domestic violence. As reported by the Prosecutor's Office, the Guidelines considered recommendations of GREVIO of 2021. With regard to the collection of evidence, the Guidelines indicate that in domestic violence cases evidence-collection activities should not be limited to questioning of persons closest to the perpetrator or dependent on him in any way, even if their testimony at the pre-trial stage is sufficient to establish the facts. It is pointed out that other evidence must be collected and secured, including information on previous police interventions, on the initiated "Blue Card" proceedings, and information from the interdisciplinary team and diagnostic-support group, which might have been carrying out activities regarding the perpetrator on the basis of the domestic violence Act. According to the Guidelines, all the prosecutors dealing with domestic violence cases must receive training on domestic violence, on the system of its prevention, and on the application of measures to protect domestic violence victims, in particular the prevention of secondary victimisation and the need to ensure that their dignity and interests are respected. However, as already indicated, the Polish system is focused on and limited to the scope of domestic violence, thus other forms of gender-based violence are not covered in the above-mentioned Guidelines.		

25.2	[Optional question: if not, please specify the reasons]:		
26	Have your authorities taken measures contributing to enable the identification and careful analysis of any failure of protection?	Yes ☒	No ☒
26.1	If yes, please specify what kind of measures, and if further preventive measures were adopted to remedy this situation: In 2024 a serious case review team has been established the Minister of Justice. However, the team's work focuses on the serious cases of violence against children only.		
26.2	[Optional question: if not, please specify the reasons]:		
27	In case your authorities have taken further measures contributing to the implementation of recommendations in relation to Article 50, which were not covered by the questions above, please report on these measures [word limit: 1000 words]:		
VIII. Emergency barring, restraining or protection orders (Articles 52 and 53)			
28	As regards emergency barring orders, have your authorities taken measures contributing to ensure that the competent authorities are granted the power to order, in situations of immediate danger, a perpetrator of domestic violence to vacate the residence of the victim or person at risk, and to prohibit the perpetrator from entering the residence of or contacting the victim or person at risk.	Yes ☒	No ☐
28.1	If yes, please indicate which authorities have the power to issue emergency barring orders: Police officers.		
28.2	If yes, please indicate the length of time for which emergency barring orders may remain in force: 14 days, with the possibility of extension by the court (article 755(2) of the Civil Procedure Code).		
28.3	[Optional question: if not, please specify the reasons]:		

29	Have your authorities taken measures contributing to ensure the availability of restraining or protection orders to victims of the following forms of violence against women?		
	- Domestic violence	Yes ☒	No ☐
	- Stalking	Yes ☒	No ☐
	- Sexual violence	Yes ☒	No ☐
	- Sexual harassment	Yes ☒	No ☐
	- Forced marriage	Yes ☒	No ☐
	- Female genital mutilation	Yes ☒	No ☐
	- Forced abortion	Yes ☒	No ☐
	- Forced sterilisation	Yes ☒	No ☐
29.1	If yes, please specify: The comprehensive system of restraining and protection and emergency orders (described below in the answer 30.1) is available to the victims of domestic violence in all its forms. The orders can be issued by Police officers, they are effective immediately, and considered later by the civil court. However, the criminal code provides also a catalogue of restraining and protection orders as prevention measures, penalty measures and probation measures. In relation to perpetrators of gender-based violence, the most relevant preventive measures are: - pre-trial detention, - police supervision with prohibition of contact with the victim (Article 275 § 2 of the Code of Criminal Procedure), - police supervision in place of unapplied pre-trial detention, based on Article 275 § 3 of the Code of Criminal Procedure, - order to leave the residential premises (Article 275a of the Code of Criminal Procedure). These orders can be applied in the event of other forms of gender based violence, which constitute a crime in the Polish criminal code (all of the forms mentioned in question 29 do). Yet, in order to apply them statutory requirements must be fulfilled (and in the case of penalty measures – criminal proceedings must be closed with a conviction), thus these measures do not guarantee immediate protection, as domestic violence orders do.		
29.2	[Optional question: if not, please specify the reasons]:		
30	Have your authorities taken measures contributing to ensure the effective enforcement of barring, restraining or protection orders?	Yes ☒	No ☐
30.1	If yes, please specify: In 2023 new emergency orders were introduced, next to the possibility of ordering a perpetrator to immediately leave the housing premises and to refrain from approaching it (legislation already in force since 2020). The new emergency orders include a prohibition to approach a person suffering		

	from domestic violence, at a distance expressed in meters, and a prohibition to contact that person at all in any form (including on-line). If a person experiencing domestic violence works, attends a school, educational, care or artistic institution, an order can be issued to prohibit a perpetrator entering the respective institution, work place or a school. The orders may be applied regardless of the type of violence used, and they are determined by the occurrence of a threat to the life or health of the person experiencing domestic violence. They can also be used against ex-spouses, persons with a history of cohabitation or persons who used to be in an emotional or physical relationship. The orders may be used cumulatively and are immediately enforceable. The amount of orders issued yearly has rapidly increased in recent years, which indicates effective enforcement of them by the Police officers. 2021: 3531 2022: 4960 2023: 12 212 2024: 44 447
30.2	[Optional question: if not, please specify the reasons]:
31	In case your authorities have taken further measures contributing to the implementation of recommendations in relation to Articles 52 and 53, which were not covered by the questions above, in particular in relation to the collection of data on the number of orders issued and their violations, please report on these measures [word limit: 1000 words]:

Specific recommendations

32	Please report on any measures taken by the authorities to ensure that the provisions of the Criminal Code are applied in relation to all forms of intimate partner violence, that intimate partner violence among non-cohabiting partners, including former partners and spouses, is adequately responded to, and identify and address procedural factors that contribute to the high threshold for proving cases of domestic violence in court, while ensuring that systematic and gender-sensitive risk assessment and safety management become standard procedure for all agencies involved, especially in the context of the Blue Card procedures, and that an effective multi-agency approach is taken to such risk assessment in order to ensure the human rights and safety of the individual victim while giving due consideration to the rights and needs of child witnesses of intimate partner violence (Recommendation A.14, IC-CP/Inf (2021)8). Changes introduced to the Act on Counteracting Domestic Violence in 2023 mostly correspond with the recommendation.
----	--

	- Regarding intimate partner violence among non-cohabiting partners, including former partners and spouses, the changes broadened scope of the Act, which now covers these types of violence. The provision of article 2 mentions that domestic violence occurs when it is experienced from a person in a present or past emotional or physical relationship, regardless of cohabitation or joint-housekeeping. - Children who are witnesses to domestic violence are now explicitly recognized as victims and are entitled to protection and support. - Regarding procedural factors, the introduction of diagnostic and support groups (comprising a social worker and a police officer) aims to provide more immediate and personalized support to victims and perpetrators, as well as contribute to a more victim-centered approach. - The groups ensure also risk assessments and safety-management of every case; - The whole system of counter-acting domestic violence at national, regional and local level is designed now to guarantee interdisciplinary approach and collaborative model; - the Guidelines of the Prosecutor General of 2024 (outlined in the answer to question 25) should contribute to address the high threshold for proving cases of domestic violence in court. However, as already indicated, while the system is well-developed with regards to domestic violence in all its forms, now including intimate-partner violence, it does not take enough into account the gendered aspect of violence, thus is not gender-sensitive.
33	Please report on measures taken to ensure women asylum seekers' swift access to the asylum procedure irrespective of whether they apply at border crossings, from within the territory of Poland or from detention, while ensuring the gender sensitivity of all asylum procedures, in particular by introducing systematic vulnerability screening for women and girls entering the asylum procedure in order to identify international protection needs, respect the principle of non-refoulement of victims of violence and offer referrals to specialist services with a view to enabling women to disclose experiences of gender-based persecution, as well as to pay due attention to country-specific reasons that might have prevented women from reporting to authorities in their countries of origin the experiences with violence (Recommendation A.18, IC-CP/Inf (2021)8). Regarding access to asylum procedures the Border Guard Headquarters reports, that they undertake a number of actions at the central level aimed at increasing the awareness of Border Guard officers in terms of identifying persons who wish to apply for international protection, including paying special attention to women who may be potential victims of violence. This applies both to the situation at the border and on the territory of the Republic of Poland, including in detention centres, and – as declared – it also involves compliance with the principle of non-refoulement. However, the situation at the Polish-Belarusian border in recent years provides a different perspective, as reported by the Commissioner for Human Rights of the CoE, other Polish and international human rights institutions and civil society organizations. Practice of pushbacks without an individual assessment and cases of mistreatment have been reported at the border since 2021, and affect all asylum seekers who wish to cross it, including women and other victims of gender based violence, as well as families with children. Even if migrants reach refugee detention centres, there are delays in accepting applications for asylum, which often involves prolonged detention. Regarding vulnerability screening, the mechanism is formally introduced in the Act on granting protection to migrants. Its article 68 provides that persons who might require specific treatment – including pregnant women, children, victims of gender-based violence, and victims of human trafficking, should be identified. The Office for Foreigners provided information that proceedings which involve persons with specific needs are considered with a priority, and that indicators are used during interviews to identify potential victims. However, effectiveness and application of the mechanism is still questionable. For instance, it does not provide the release of person with violence experience. In guarded detention centres where families with children are placed, the lack of access to a female doctor was also reported.

The Border Guard Headquarters provides though that numerous trainings have been organised for Border Guard officers, including specific trainings on the topic of persons from vulnerable groups, and on the topic of multicultural communication, cultural differences and gender aspects. Border Guard officers perform their activities also on the basis of developed algorithms which constitute a practical tool for improving the identification of persons with specific needs. Since 2024 two Plenipotentiaries of the Border Guard Commander in Chief have been active – one of the positions is devoted to human rights protection, and the other one to equal treatment and profession's ethics. They have developed, for instance, the Border Guard Plan for the Protection of Human Rights and the Border Guard Gender Equality Plan. In addition, they coordinate the activities carried out by the network of plenipotentiaries established in the Border Guard divisions, in particular meetings, internal trainings, counselling in the area of human rights protection and equal treatment, as well as cooperation with external entities and NGOs.

Good practice which should be mentioned is a slow breakthrough in jurisprudence and administrative decisions, to grant international protection on the grounds of gender-based violence when a country does not provide effective protection against it.