

# Committee of the Parties

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

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COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

## Recommendation to Andorra on building trust by delivering support, protection and justice on the basis of the Istanbul Convention

IC-CP(2025)23

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

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The Committee of the Parties to the Convention on Preventing and Combating Violence against Women and Domestic Violence (hereinafter referred to as “the Convention”), acting under the terms of Article 68(12) of the Convention;

Having regard to the purposes of the Convention to protect women against all forms of violence, and prevent, prosecute and eliminate violence against women and domestic violence; to contribute to the elimination of all forms of discrimination against women and promote substantive equality between women and men, including by empowering women; to design a comprehensive framework, policies and measures for the protection of and assistance to all victims of violence against women and domestic violence; to promote international co-operation with a view to eliminating violence against women and domestic violence; and to provide support and assistance to organisations and law enforcement agencies to effectively co-operate in order to adopt an integrated approach to eliminating violence against women and domestic violence;

Bearing in mind the provisions of Article 66 (1) of the Convention concerning the monitoring role of the Group of Experts on Action against Violence against Women and Domestic Violence (hereinafter referred to as “GREVIO”);

Having regard to the Rules of Procedure of the Committee of the Parties;

Having regard to the instrument of ratification deposited by Andorra on 22 April 2014;

Having regard to the Baseline Evaluation Report adopted by GREVIO concerning the implementation of the Convention by Andorra, the Committee of the Parties’ recommendations adopted on 18 December 2020 and the Committee’s conclusions on the implementation of those recommendations, adopted on 31 May 2024;

Having examined the First Thematic Evaluation Report “Building trust by delivering support, protection and justice” concerning the implementation of the Convention by Andorra adopted by GREVIO at its 37<sup>th</sup> meeting (13-16 October 2025), as well as the comments of the Government received on 18 November 2025;

Welcoming the measures taken by the Andorran authorities to implement the Convention and noting in particular:

- the legislative changes introduced since 2020 in the area of preventing and combating violence against women and domestic violence, particularly Law 6/2022 on the effective application of the right to equal treatment and opportunities and non-discrimination between women and men;
- the amendments to the Criminal Code establishing a new offence of gender-based violence separate from that of domestic violence, along with the notion of consent to sexual relations;
- the substantial increase in the financial resources allocated for measures to combat violence against women, including subsidies for non-governmental women’s rights organisations, and the setting up of the Andorran Women’s Institute;
- the efforts made to hold awareness-raising events on violence against women aimed at varying target audiences and using various communication channels, while involving public services, NGOs and the Andorran Women’s Institute;
- the efforts made in the educational sphere, particularly through the incorporation of matters referred to in Article 14 of the Istanbul Convention into school curricula and extra-curricular activities;
- the increase in the number of professionals trained in counselling and support for women victims of violence and the establishment of a permanent specialised support

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service for victims of sexual violence and domestic violence at the Nostra Senyora de Meritxell hospital and the central police station;

- the prohibition of family mediation during civil and criminal proceedings relating to domestic violence;
- the specific measures introduced to guarantee priority processing of cases of violence against women and to prevent any secondary victimisation, particularly through the pre-collation of evidence.

A. Recommends, in the light of the considerations outlined in the preamble above, that the Government of Andorra take the following measures identified in GREVIO's First Thematic Evaluation Report as requiring immediate action:<sup>1</sup>

1. develop a long-term comprehensive strategy to prevent and combat all forms of violence against women covered by the Istanbul Convention, establishing clear responsibilities for each stakeholder and including an intersectional approach; equip this strategy with an interministerial steering mechanism and with sufficient human and financial resources; ensure that women's rights organisations are fully involved in devising, implementing and assessing comprehensive, co-ordinated public policies to prevent and combat violence against women; regularly assess these policies on the basis of detailed indicators (Article 7);
2. improve the clarity of budgets for activities to prevent and combat violence against women and domestic violence, including the introduction of specific budget lines for these issues for the ministries and institutions concerned; continue efforts made to increase these budgets so as to provide funding in keeping with the real needs of the relevant public policies; ensure that women's rights NGOs are granted sufficient subsidies and given the time to carry out the activities entrusted to them (Article 8);
3. continue to extend the collection of data by all the professional bodies concerned, particularly the law enforcement agencies, the courts, public and private health providers and social services, on all the forms of violence covered by the Istanbul Convention, disaggregated according to the sex and age of the victim and the perpetrator, the relationship between them and the type of violence inflicted; ensure that full data is available on judicial decisions relating to cases of violence against women and domestic violence, the number of emergency barring and protection orders issued, the extent to which these are respected and the penalties imposed if not (Article 11);
4. extend prevention campaigns to all the forms of violence covered by the Istanbul Convention and regularly assess their impact on public perceptions (Article 12);
5. reinforce the human resources assigned to the programme for perpetrators of domestic violence and ensure that the professionals working in this field have the knowledge and qualifications needed; devise minimum standards in line with the European Standards for Perpetrator Programmes; take measures to increase and monitor proper participation by perpetrators in the programme and to assess their conduct and attitudes after completion; involve women's rights associations in these activities and regularly assess programmes to check that they are meeting their preventive goals; set up a specific programme for perpetrators of sexual violence (Article 16);

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1. The articles of the Istanbul Convention to which GREVIO's proposals and suggestions refer are shown in brackets.

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6. ensure that specialist support services for women victims of gender-based violence are able to meet the needs of victims of all the forms of violence covered by the Istanbul Convention; ensure that migrant women, refugee women and women asylum seekers have full access to these services (Article 22);
  7. take measures to guarantee that the harmful effects of domestic violence on children form part of the legal criteria that must be taken into account when deciding on child custody and visiting rights; ensure that the courts take account of histories and current risks of violence when taking decisions on custody and visiting rights and on parental authority; ensure that all the professionals concerned are instructed on and alerted to the fact that the so-called parental alienation syndrome lacks scientific basis and refrain from using concepts of this sort (Article 31);
  8. step up efforts to improve police operations by taking into account all the forms of violence against women covered by the Istanbul Convention; raise the awareness of the professionals concerned about the distinctions between simple conflicts between partners or family members and situations of domestic violence and means of identifying the main perpetrator (Articles 49 and 50);
  9. take measures to guarantee that risk assessment is carried out by all the stakeholders and is repeated regularly so as to take account of any changes in the level of risk; ensure that risk assessment is available for all the forms of violence covered by the Istanbul Convention and includes non-fatal strangulation among the factors to be taken into account (Article 51);
  10. ensure that emergency barring orders can be issued without delay where there is an immediate danger so as to get the perpetrator of the violence away from the victim's home; establish a clear legal framework guaranteeing the proper management of emergency barring orders (Article 52);
  11. ensure that victims of all the forms of violence covered by the Istanbul Convention can benefit from protection orders; ensure that they are properly implemented and that all breaches are punished (Article 53);
- B. Requests the Government of Andorra to report to the Committee of the Parties on the measures taken to improve the implementation of the Convention in the above-mentioned areas by 8 December 2028.
- C. Recommends that the Government of Andorra take measures to implement the further conclusions of GREVIO's first thematic evaluation report.
- D. Invites the Government of Andorra to continue the current dialogue with GREVIO.