

NATIONAL STRATEGY FOR THE ERADICATION OF VIOLENCE AGAINST WOMEN (2013-2016)



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I **WHAT IS** THE NATIONAL
STRATEGY FOR THE ERADICATION
OF VIOLENCE AGAINST WOMEN?

1

COMMITMENT FROM THE PUBLIC AUTHORITIES AND GLOBAL ACTION PLAN FOR THE ELIMINATION OF VIOLENCE AGAINST WOMEN

The “**National Strategy for the Eradication of Violence against Women**” is the backbone of the actions taken by the public authorities to put an end to the violence suffered by women simply because they are women. It is one of the fundamental cornerstones of the Government’s political project to combat this social scourge and a stable action plan stretching to 2016. Like all strategies, it consists in putting material and human resources into operation in a coordinated manner to achieve an aim: in this case, the eradication of the violence suffered by women.

Beyond the specific actions taken to eliminate this form of violence, all the policies on equality and combatting gender-based discrimination, as provided for in **articles 9.2 and 14 of the Spanish Constitution, the Treaty and the Charter of Fundamental Rights of the European Union**, constitute the fundamental basis for bringing about change in the cultural model, attitudes and values; the elimination of stereotypes; social development; and the achievement of freedom, equality, the full enjoyment of the fundamental rights by women and the eradication of all forms of violence against women. It is vitally necessary to include the talent of women in the productive fabric and balance the scale between the responsibility of women and men in the public and private spheres. The measures designed to achieve

equality in the professional environment, combat wage discrimination, and increase the employability of women in vulnerable situations or at risk of social and labour- market exclusion, and the programmes aimed at promoting female entrepreneurship and self-employment go in that direction. The equality and anti-discrimination policies are therefore the base of the pyramid on top of which further measures are taken with the objective of putting an end to the violence suffered by women simply because they are women.

Formally, the preparation of the National Strategy parts from two premises.

On the one hand, the advantage of **unifying, in a same document, and in a coherent and concerted manner, the different measures** that will allow us to move forward in the eradication of violence against women in general and gender-based violence in particular (as described in article 1 of Organic Law 1/2004 of 28 December, on Comprehensive Protection Measures against Gender-based Violence, as we shall see in subsection I.3.3.1). It is important to take the step of aligning the measures implemented by the different players to try to gain **coherence and consistency and make them part of a harmonious whole.**

On the other hand, the fulfilment of that established in our legislation - article 3 of Organic Law 1/2004 provides that the Government should draw up a National Awareness-raising and Prevention Plan. This Strategy includes measures aimed at achieving these **awareness-raising, prevention and detection objectives.** Its content, however, goes beyond that provided for in the above-mentioned article, and also includes actions aimed at offering the **best institutional response,** in terms of assistance, protection and support to women who have suffered gender-based violence, achieving **maximum personalisation,** placing emphasis on assistance to **particularly vulnerable minors and women,** improving the **training of the players,** increasing the **assessment** of public policies and

knowledge on violence against women, **raising the visibility of the different forms of violence** that women may be exposed to simply because they are women, and maximising **networking**.

The "National Strategy for the Eradication of Violence against Women" is therefore a manifestation of the commitment from the public authorities to the eradication process, combining **two hundred and eighty-four measures** in a single document and fulfilling that established in our legislation. The Strategy rests on the conviction that a society based on equality of men and women, respectful of the human rights and free of violence against women is a democratic requirement and an achievable objective.

2 STRUCTURE

The “National Strategy for the Eradication of Violence against Women” includes **three large sections** in its structure.

- The first section is entitled **“What is the National Strategy for the Eradication of Violence against Women?”** and, after the introduction and this subsection on the structure of the document, includes the information on the conceptual bases of the Strategy, the constitutional values on which it rests, the procedure followed in preparing it, the regulatory framework with special reference to the international sphere, the list of principles that inspire the contents and aspects related to its period in force and assessment.
- The second section refers to **“Why the National Strategy for the Eradication of Violence against Women?”** and contains a diagnosis of the problem of violence against women, mentioning the reasons that justify the need to prepare the National Strategy and offering statistical data and references to the realities and problems found.
- The third section, entitled **“What is the National Strategy for the Eradication of Violence against Women for?”**, sets out, in response to the problems identified in the previous section, the seven objectives pursued in the Strategy and the **two hundred and eighty-four** measures already introduced or

recently designed to achieve the aforementioned objectives. The measures are organised and systematised according to the area of work they refer to and the bodies responsible for their implementation, strictly observing the distribution of competences system and that established in the regulatory framework in force in our country.

3 FOUNDATION OF THE NATIONAL STRATEGY FOR THE ERADICATION OF VIOLENCE AGAINST WOMEN: VALUES AND PRINCIPLES

3.1. CONCEPTUAL FRAMEWORK: VIOLENCE AGAINST WOMEN IN GENERAL AND GENDER-BASED VIOLENCE IN PARTICULAR

The **Declaration**, ratified in the IV World Conference on Women (Beijing, 1995) defines violence against women as (...) *“any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.”* And points out that this violence encompasses (...) *“physical, psychological and sexual violence occurring in the family, including battering, marital rape, sexual abuse of female children in the household, dowry-related violence, female genital mutilation and other traditional practices harmful to women, non-spousal violence and violence related to exploitation; physical, psychological and sexual violence occurring within the general community, including rape, sexual abuse, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women and*

forced prostitution; and physical, psychological and sexual violence perpetrated or condoned by the State, wherever it occurs". The Declaration also recognises 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 the full advancement of women and that (...) is one of the crucial social mechanisms by which women are forced into a subordinate position compared with men*". Therefore, the Declaration employs the concept of violence against women in the **broad meaning** of the term.

In our national legislation, **article 1 of Organic Law 1/2004 of 28 December, on Comprehensive Protection Measures against Gender-based Violence** defines gender-based violence **more specifically**, as "*the violence which, as a manifestation of discrimination, the unequal situation and the power relations of men over women, is exercised against women by those who are or have been their spouses or those who are or have been connected to them through similar relations of affectivity, even without cohabitation.*"

Throughout this Strategy, the concept "violence against women" is used as a **generic concept**, and the concept of gender-based violence, abuse or battery, as described in article 1 of Organic Law 1/2004, as the concrete manifestation of violence against women. Nevertheless, in certain cases, for wording reasons and given the international use of both concepts as indistinct, "gender-based violence" is also used in the broad meaning of the term.

This Strategy is aimed at bringing about the elimination of violence against women in the broad meaning of the term and, in particular, to address gender-based violence in the strict meaning of the term, given its scale and social impact.

Lastly, it is worth remembering that the measures for combatting other forms of violence against women may be part of specific schemes

and initiatives, such as in the case of trafficking in women and girls for sexual exploitation purposes, which is why they are not described in detail in this document. Nevertheless, given their importance and seriousness, subsection III.1.1.4 includes measures fundamentally aimed at raising the visibility and public awareness of the different manifestations of violence against women, increasing knowledge of their impact and gradually contributing to giving them attention and eliminating them.

3.2. CONSTITUTIONAL VALUES THAT INSPIRE THE CREATION OF A SOCIETY FREE OF VIOLENCE AGAINST WOMEN

The conviction that a society free of violence against women, based on equality of men and women and respectful of the fundamental rights is possible in 21st Century Spain, the public concern about this problem and the need to achieve maximum effectiveness in the efforts to eliminate it, justify the adoption of this document.

Title I of the **Spanish Constitution** includes a list of fundamental rights that are among the most advanced in the region and makes specific reference to the principles of equality and non-discrimination, the dignity of the person and the inviolability of his/her rights. In its article 1, it refers to *“peace, justice and equality”* as higher values of the legal system; in article 14, it says that *“Spaniards are equal before the law, and may not be discriminated against in any way on account of birth, race, sex...”*; and in article 10, it establishes that *“the dignity of the person, the inviolable rights which are inherent, the free development of the personality, the respect for the law and for the rights of others are the foundation of political order and social peace”*.

As ruled by the Constitutional Court in its case law, these precepts recognise the fundamental rights, not only as subjective rights but as the true objective foundation of the political order established in the Constitution: *“the fundamental rights are subjective rights, rights of individuals not only in the strict sense of rights of citizens, but in the sense that they guarantee a legal “status” or freedom in an environment of existence. But at the same time, they are essential elements of an objective regulation of the national community, configured as a framework for fair and peaceful human coexistence, historically embodied in the state governed by the rule of law and, later, in the social state governed by the rule of law or the social and democratic state governed by the rule of law, according to the formula of our Constitution”*.

Consequently, the end of violence against women implies a contribution to the total fulfilment of the constitutional mandates: ensuring **respect for the fundamental rights and their exercise**; enabling the **participation of women** who, as a result of the violence exercised against them, find themselves subdued, isolated and unable to contribute freely to building the society they live in (as provided for in article 9.2 of the Constitution, *“It is the responsibility of the public authorities to promote the conditions that will ensure that freedom and equality of individuals and of the groups to which they belong are real and effective, to remove the obstacles preventing or hindering their full enjoyment, and to facilitate the participation of all citizens in political, economic, cultural and social life”*); and, lastly, guaranteeing **that all boys and girls are able to develop their full potential, building the society of the future, based on equality of men and women and free of this form of violence**.

The measures contained in this Strategy are therefore not only aimed at combatting existing violence, but also at contributing to build a society free of violence against women. In other words, this cause is about **equality of men and women, democracy and respect for human rights**, the true “legal consciousness of humanity” established in our Constitution.

3.3. COMMITMENT FROM SOCIETY AS A WHOLE AND PROCEDURE FOR PREPARING THE STRATEGY: UNITY, TRANSVERSALITY, PARTICIPATION AND COORDINATION

The elimination of violence against women is a challenge faced by society as whole. A **joint effort** requiring **unified action**, **maximum coordination**, collaboration and cooperation in the measures developed, always based on respect for the distribution of competences system, given that:

- the work carried out to achieve its elimination involves **many players**, both public and private;
- these initiatives are developed by very different areas of competence, with many different approaches and through many different actions, in a **cross-cutting, multidisciplinary** and, necessarily, to make them effective, **comprehensive** manner;
- gender-based violence **is not a women's problem**, but a problem of society as a whole. Therefore, it must involve and find the solution in society as a whole.

In light of the above, the adoption of a single document was recommendable to obtain an overall and coordinated view.

The National Strategy has been prepared following a **participative procedure**, with the intervention of the different bodies and institutions responsible for developing measures to combat gender-based violence.

The task of managing the preparation of the National Strategy for the Eradication of Violence against Women was carried out by the **Government Delegation against Gender-based Violence**, as the body designated in article 29 of the above-mentioned Organic Law

(developed by Royal Decree 200/2012 of 23 January, which develops the basic organic structure of the Ministry of Health, Social Services and Equality), which is attached to the Ministry of Health, Social Services and Equality, through the State Secretariat for Social Services and Equality, and is in charge of drawing up the public policies to be developed by the Government in the area of gender-based violence, as well as coordinating and pushing forward all actions taken in this area, in collaboration and coordination with the Administrations with competence in this area.

In the first place, given the importance of **civil society** and, more specifically, the different social players, particularly and primarily the specialised associations and the women's organisations, the initiative to prepare this Strategy was presented to **the State Observatory on Violence against Women** in the meetings held on 19 February 2012 and 28 May 2012. As a collegiate body attached to the Ministry of Health, Social Services and Equality, and as provided for in article 30 of the above-mentioned Organic Law and in Royal Decree 253/2006 of 3 March, which establishes the functions, the functioning system and the composition of the State Observatory on Violence against Women, the functions of the Observatory are to give advice, make assessments, provide institutional collaboration, draft reports, conduct studies and propose measures in the area of gender-based violence. In this respect, its members were asked to put forward proposals for consideration and inclusion in the Strategy. Likewise, meetings were held at the State Secretariat for Social Services and Equality, the General Directorate for Equal Opportunities and the Government Delegation against Gender-based Violence with specialised entities in the sector, professionals and experts, who conveyed their thoughts on violence against women, based on their direct professional experience, to eradicate this serious social problem.

In second place, given the plurality of Public Administrations involved in prevention, protection and assistance in cases of gender-based violence, the **Sectoral Conference on Equality**, held on 21 May

2012, with the participation of representatives of the **Autonomous Regions, the cities of Ceuta and Melilla, the Spanish Federation of Municipalities and Provinces, and the Ministry of Health, Social Services and Equality**, agreed to set up a Task Force for this purpose. In that Task Force, the proposals put forward by all the previously mentioned Public Administrations were presented. These Public Administrations are particularly important, given the decentralisation of competences in the Autonomous Regions in the areas of social services, education, healthcare, employment and justice, although in different ways depending on the competence and the territory.

In third place, the reports by the Peripheral Administration and other Departments of the Central Administration were collected. On the one hand, the **Delegations and Sub-delegations of the Government and the Coordination and Violence against Women Units** based in each Delegation and Sub-delegation sent their proposals for their respective territorial areas. And, on the other, the Ministerial Departments with competences in this area or with possibilities of implementing measures aimed at eradicating gender-based violence also put forward their proposals.

Lastly, the **Observatory on Domestic and Gender-based Violence** and the **Office of the Delegated Public Prosecutor for cases of Violence against Women**, provided for in article 20 of Law 50/1981 of 30 December, which regulates the Organic Statute for the Crown Prosecution Office, made their proposals and put forward the views of their respective institutions as members of the State Observatory on Violence against Women.

On another front, to conclude, the report by the **Sub-committee for the analysis of the functioning of the law on comprehensive measures against gender-based violence** and, where appropriate, amendment proposals, of 23 November 2009, and its conclusions for improving the system established in Spain to eradicate gender-based violence, has been taken into account.

The Sectoral Conference on Equality and the State Observatory on Violence against Women made their contributions to and approved this document before its submission to the Council of Ministers. **Unity, reinforced once again with this act**, is one of the fundamental values for achieving success and effectiveness in the joint commitment to achieve a society free of violence against women.

Consequently, the “National Strategy for the Eradication of Violence against Women” symbolises the challenge taken up by society as whole, jointly and in a coordinated and cross-cutting manner, to achieve a society free of violence against women. The participation of the different representative, institutional and social bodies in the approval of the Strategy reinforces the idea of collaboration and unified action in this effort.

3.4. REGULATORY CONTEXT FOR THE ELIMINATION OF VIOLENCE AGAINST WOMEN. SPECIAL REFERENCE TO THE INTERNATIONAL FRAMEWORK

The regulatory framework in which these measures are inscribed is characterised by two fundamental aspects: the **coexistence of international, national and autonomous region regulations** and the existence of **different legal instruments**.

As early as the decade of the eighties, **Spain** began to focus its attention on the problem of the violence suffered by women. This concern was mirrored in various **Plans** and **regulations of legal and regulatory rank**. Today, our country has a wide list of regulations that envisage, in a comprehensive manner, the prosecution and elimination of all forms of violence exercised against women in general and gender-based violence in particular, from, among others, the standpoint of criminal procedure, legal process, assistance, the

police, civil society, the administration, education, employment and healthcare, with the aim of protecting and giving support to women who have suffered violence in their recovery, as well as bringing about the necessary changes in society to prevent, repudiate and raise the rank of violence against women from a private to a social problem.

By virtue of the principle of supremacy, the Spanish regulatory framework parts from that established in **Title I of the Constitution**, which lists the fundamental rights and makes specific reference to gender equality (article 14), the right to life and to physical and moral integrity, without being subjected to torture or to inhuman or degrading punishment or treatment (article 15), the right to freedom and security (article 17) and the right to personal and family privacy (article 18). These rights are binding on all public authorities, as established article 53.1 of the Constitution.

In the area of our legislation, it is worth highlighting the successive amendments to the Criminal Code, procedural legislation and other important regulations, such as **Organic Law 3/1989 of 21 June, revising the Criminal Code**, which introduced the crime of routine violence into article 425; **Organic Law 11/2003 of 29 September, on Concrete measures in the areas of citizen security, domestic violence and social integration**, which brought routine violence to article 173 of the Criminal Code and for the first time introduced the “offence of occasional abuse” into article 153. Similarly, **Organic Law 15/2003 of 25 November, Reforming the Criminal Code**, which established, on a mandatory basis, the punishment of restraining measures in all violence against women and domestic violence offences.

Moreover, the following laws are definitely important: **Law 27/2003 of 31 July, which regulates the protection order** for victims of domestic violence. The protection order brings together the different protection instruments aimed at victims of domestic or gender-based violence offences and minor offences, and is granted through a fast and simple judicial procedure that establishes a provisional

remedy of a civil or criminal nature that guarantees the victim's permanence in her domicile and combines, in the same decision, the imposition of restraint on liberty measures on the aggressor to stop him from making contact with the victim again, and the adoption of measures geared towards providing security, stability and legal protection to the victim and her family. **Organic Law 1/2004 of 28 December, on Comprehensive Protection Measures against Gender-based Violence**, approved with the aim of offering a comprehensive and multidisciplinary response to the problem of gender-based violence, establishing courts specialised in violence against women and adopting a whole series of measures that involve a wide range of areas, such as criminal procedure, education, healthcare, social services, the police, the courts and the media. **Organic Law 5/2010 of 22 June, amending Organic Law 10/1995 of 23 November, on the Criminal Code**, introducing a new Title on "Trafficking in human beings", and amending the articles on the definition of additional penalties of disqualification from exercising the parental authority and of privation of the parental authority, as well as the possibility of replacing the prison sentence with the permanent monitoring system.

Due to its relevance in the area of the protection of **foreign women**, we should mention **Organic Law 2/2009 of 11 December, reforming Organic Law 4/2002 of 14 January, on rights and freedoms in Spain**, which amended article 19 on family reunification and introduced article 31 bis to make it easier for undocumented foreign women victims of gender-based violence to obtain a residence permit; **Organic Law 10/2011 of 27 July, amending articles 31 bis and 59 bis of Organic Law 4/2002 of 14 January, on rights and freedoms in Spain**; and, more recently, **Royal Decree-Law 3/2013 of 22 February, amending the fees system in the area of the Justice Administration and the legal aid system**, which recognises the right to legal aid, irrespective of economic means, to all victims of gender-based violence and human trafficking.

Furthermore, **successive specific Plans** have been prepared, such as the Action Plan against Domestic Violence for 1998-2000, the Second Comprehensive Plan against Domestic Violence for 2001-2004, the National Plan for Awareness-raising and Prevention of Gender-based Violence for 2007-2008, the Plan for Assistance and Prevention of Gender-based Violence among the Foreign Immigrant Population for 2009-2012 and the Comprehensive Plan against Trafficking in Human Beings for Sexual Exploitation Purposes for 2009-2012, apart from including provisions in a large number of sectoral plans.

Besides the above, in light of the distribution of competences system established in the Constitution, the **Autonomous Regions** have approved their own regulations to combat this problem. In the past years practically all the Autonomous Regions have passed legislation to prevent and offer comprehensive protection to women against the violence that they may suffer simply because they are women. All the Autonomous Regions have laws on equality of men and women, action plans and ad hoc programmes. This generalised and intense legislative activity carried out by the Autonomous Regions, as well as the adoption of coordinated organisational and instrumental measures, highlight the joint effort made by all the Administrations to combat the violence suffered by women. This activity has also been carried out by the **Local Authorities**, within the scope of their competences, through numerous plans, programmes and initiatives aimed at strengthening the awareness-raising, protection and assistance system in our country.

All of the above legislation, as well as the prevention, protection and assistance system established under its umbrella in Spain, sets a standard in Comparative Law.

Internationally, the most important regional and universal International Organisations have designed instruments to address the problem of eliminating violence against women, which has become one of their most important concerns. All the agreements spearheaded by

these organisations have been signed and ratified by Spain. Furthermore, our legal system also takes into account the decisions emanating from these organisations which are not of a binding nature.

The efforts of the **United Nations Organisation** are particularly noteworthy. The Universal Declaration of Human Rights of 10 December 1948 establishes the right to full equality and to enjoy the fundamental rights and freedoms without discrimination on the basis of sex. The same is established in the International Covenant on Economic, Social and Cultural Rights and in the Covenant on Civil and Political Rights of 16 December 1966, which once again, proscribe any form of discrimination on the basis of sex.

The **Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)** of 18 December 1979, adopted in the framework of the First World Conference on Women (Mexico, 1975) is one of the most important international regulations in the context of the human rights of women. Although the Convention fails to dedicate a specific article to condemning violence against women, it contains other provisions establishing the obligations of the States in this respect. In particular, for the first time in the international framework, article 1 of the Convention defines discrimination against women as follows: *“for the purpose of this Convention, the expression “discrimination against women” shall denote any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field”*.

The Committee on the elimination of any form of discrimination against women was created in compliance with article 17 of the Convention. This Body issued General Recommendation No. 19 (1992), specifically dedicated to violence against women, which includes this form of violence in its interpretation of the term “discrimination”

referred to in article 1 of the CEDAW and establishes that: "*gender-based violence is a form of discrimination that seriously inhibits women's ability to enjoy rights and freedoms on a basis of equality with men*".

Further down, the **Declaration on the elimination of violence against women, approved by resolution of the General Assembly 48/104 of 20 December 1993**, gives the definition of violence against women and identifies the different types of violence, conceiving this violence, in line with the previous instruments, in terms of violation of human rights and fundamental freedoms.

Together with these instruments, since the decade of the eighties there has been a succession of resolutions condemning violence against women and considering it as a privation of human rights. The most relevant include the Third World Conference on Women (Nairobi, 1985), which introduced two specific commitments from the States – assistance to women victims of violence and the need to promote and increase public awareness of this problem, fostering the responsibility of civil society as a whole -, and the **Fourth World Conference on Women (Beijing, 1995)**, which gave rise to the approval of a Platform for Action with twelve strategic objectives and actions, one of which specifically on violence against women. The text of the Platform confirms and assumes the definition of violence against women proposed in the 1993 Declaration, as well as the types and forms of violence, in which it includes a detailed list of cases of violence within families. Moreover, the Platform referred to situations of violence in armed conflicts, where women and girls find themselves in particularly vulnerable situations; to forced sterilisation and forced abortion as forms of violence; to trafficking in women; as well as to the special and complex circumstances of many women belonging to minority groups who sometimes find themselves in situations of increased risk of violence.

In this respect, the **United Nations Decision adopted by Resolution 54/134 of the General Assembly on 17 December 1999, designating 25 November** as International Day for the Elimination of Violence against Women is very significant, as it provides an opportunity for the media and civil society to promote public awareness. Also noteworthy is the **Palermo Protocol or Protocol to prevent, suppress and punish trafficking in persons, especially women and children**, which complements the United Nations Convention against Transnational Organised Crime of 15 December 2000, and **Resolution of 27 November 2012 of the United Nations General Assembly, which condemns female genital mutilation** and calls upon the Member States to prohibit and punish this practice.

The **57th session of the UN Commission on the Status of Women (CSW)** was held in March 2013. Its priority subject was the **"Elimination and prevention of all forms of violence against women and girls"**, and its main achievements included the adoption of a document of Agreed Conclusions, which are divided into four sections dedicated to:

- strengthening implementation of legal and policy frameworks and accountability;
- addressing structural and underlying causes and risk factors so as to prevent violence against women and girls;
- strengthening multi-sectoral services, programmes and responses to violence against women and girls;
- and improving the evidence-base.

Spain has managed to introduce into the Conclusions key aspects of the policies implemented in our country to eradicate violence against women, such as the coordination of all the players and resources, the role of the media in the elimination of stereotypes perpetuated by publicity, the reference to the use of internet in connection with violence against women, the references to the role of men and youth,

the protection of the children of women who suffer abuse, the specific reference to disabled, older and immigrant women, the involvement of all the sectors of society in this cause, with particular reference to the business world and the importance of data and statistics.

In the context of the **Council of Europe**, and within the scope of its competences, many steps have been taken to combat all forms of violence against women. In the area of legal instruments, the fundamental text from the Council is the European Convention for the Protection of Human Rights and Fundamental Freedoms, approved on 4 November 1950 in Rome, whose article 14 establishes non-discrimination as the formula initially used to apply to the exercise of the rights recognised in the Convention, and later extended with the approval of Protocol No. 12 on the right to equality.

This international organisation began to specifically address the subject of violence against women in the Recommendation of the Council of Europe Committee of Ministers of 26 March 1985, on violence in the family, which outlines a dual prevention and repression approach involving social policy and legal measures. The following months saw the approval of Recommendation of 28 June 1985, also by the Committee of Ministers, on the position of the victim in the framework of criminal law and criminal justice process, which not only establishes the obligation to compensate the victim for the harm suffered, but also the obligation to provide her with specialised assistance and information, considering her as the centrepiece of the criminal justice process.

The Council has held two conferences in which political declarations were explicitly made on the subject of violence against women: the Third Ministerial Conference on Equality, held in Rome in 1993, in which all forms of violence against women were explicitly condemned and a commitment was made to draw up guidelines for the national plans which the States promised to prepare in this area (which gave rise to the Plan of Action for

combatting violence against women, published on 25 June 1997, and Recommendation 1325 (1997) on trafficking in women and forced prostitution), and the Second Summit of Heads of State and Government of the Council of Europe, held in Strasbourg in 1997, in which the participants affirmed their determination to combat violence against women and all forms of sexual exploitation of women, and agreed to discuss the possibility of establishing a specific instrument to guarantee equality and, consequently, eliminate all forms of violence against women.

The Recommendation adopted by the Council of Europe Committee of Ministers of 30 April 2002 on the protection of women against violence, although not legally binding, is an international instrument in which a global and coordinated strategy is proposed to prevent violence against women and to protect victims, including all forms of violence against women, and the Member States are urged to recognise their *"obligation to exercise due diligence and prevent, investigate and punish all acts of violence, whether those acts are perpetrated by the State or private persons, and provide protection to victims"*.

Other resolutions and recommendations of the Council of Europe Parliamentary Assembly have followed in the past ten years: on violence against women, female genital mutilation, so-called "honour crimes", forced and child marriages and sexual aggressions associated with "date rape drugs".

As the culmination, the most recent regulatory milestone coming from the Council of Europe is the **Convention on preventing and combatting violence against women and domestic violence, signed in Istanbul on 11 May 2011 and currently in the process of being ratified by Spain**. The Convention is an international legal instrument that contains a series of legal instruments for the protection of women against any form of violence, contributing to the elimination of any form of discrimination on the basis of sex and promoting international

cooperation with the aim of eradicating violence against women, obliging the States to assume commitments and to adopt concrete measures against physical, sexual, psychological or economic violence exercised against women, forced marriages, genital mutilation, and honour crimes, as well as laying emphasis not only on jurisdictional punitive and reparation instruments, but also on prevention and education instruments.

Equality of women and men is a fundamental value of the **European Union** established in the Treaties. It is one of its objectives and commitments and is established in article 23 of the Charter of Fundamental Rights of the European Union.

Originally, issues associated with women exercising the human rights were covered in the European Union's employment policies through, among others, employment and social protection measures, promoting the principle of equal pay for equal work. The European Community's competences have focussed on the areas of employment and social protection.

In 1986, the European Parliament embarked on a process of drafting resolutions on aggressions against women, pornography, violations of women's fundamental rights and freedoms and human trafficking, which culminated in the Resolution of the European Parliament on the violation of women's rights, of 14 April 1997. The Resolution reaffirms *"that the rights of women and girls form an inalienable, integral and indissociable part of the universal rights of the human person; therefore the rights of women form an integral part of the human rights"*.

In this context, on 16 September 1997, the European Parliament approved the Resolution on "A European Union wide campaign for zero tolerance of violence against women". The Resolution invites the States to draft specific legislation to protect victims of gender-

based violence, promotes a common basis for collecting statistics, underlines the importance of coordinated work within the Union, recommends initiatives with an comprehensive approach and with the participation of local authorities and NGOs and confirms that violence reflects unequal power relations and is a barrier to efforts to overcome inequality in society.

A few months after the approval of the Resolution of the European Parliament, in 1998, in keeping with the commitment adopted in the European Council held in Madrid on 15 and 16 December 1995, the European Union made the commitment to do an annual follow-up of the Platform for Action agreed in the Beijing Conference. With this aim, during the six-month rotating presidency of 2002, Spain convened all the Member States to the Conference of Ministers of Equality held in Santiago de Compostela. In this conference, the Ministers agreed to establish several priority areas for action: prevention of violence through awareness-raising campaigns; prevention of violence in schools; protection of victims and conviction of aggressors; and physiological harassment at work as a form of violence against women. Also, during the months of the Spanish presidency, all the Member States were sent a questionnaire to monitor the progress made in Europe since the Fourth World Conference on Women and to develop criteria for selecting good practices.

Since **2006, the Work plan for equality between women and men in the European Union** includes, for the first time, a section dedicated to the eradication of all forms of gender-based violence, female genital mutilation and forced marriages, which are violations of the fundamental right to life, security, freedom, dignity and physical and emotional integrity. This Plan is followed by the **European Commission Strategy for Equality between Women and Men 2010-2015** which, among its five pillars, includes "dignity, integrity and an end to gender-based violence".

The Resolution of the European Parliament of 26 November 2009, on the elimination of violence against women, urges the Member States to improve their national legislation and policies aimed at combatting all forms of violence against women and to take action to combat the causes of violence against women, in particular prevention actions, and the Union is called upon to guarantee the right to assistance and aid to all victims of violence. This is also reiterated in the European Parliament's own-initiative report on a new EU policy framework to fight violence against women, approved in March 2011. The report highlighted the absence of a recognised international definition of the term "violence against women", and led to the European Commission's commitment to implement the Stockholm Programme.

The **Pact for Gender Equality 2011-2020**, adopted by the European Council on 7 March 2011, contains specific provisions on the prevention of the different forms of violence against women, and urges the Member States to, among others, adopt, apply and supervise nationwide strategies, to involve men in combatting gender inequality and to strengthen the prevention of violence against women.

All of the above culminated in the approval of **Directive 2011/99 of the European Parliament and of the Council of 13 December, on the European Protection Order**, also promoted during the Spanish presidency, whose main objective is to guarantee the protection of all individuals and thus "*ensure that the protection provided to a natural person in one Member State is maintained and continued in any Member State to which the person moves or has moved. It should also be ensured that the legitimate exercise by citizens of the Union of their right to move and reside freely within the territory of Member States, in accordance with Article 3(2) of the Treaty on European Union (TEU) and Article 21 TFEU, does not result in a loss of their protection*" and is currently in the process of being transposed into our national legislation.

Alongside the initiatives of the European Parliament, and within the scope of their competences, other European Community institutions have adopted instruments like the successive **Daphne programmes**, approved by Decisions of the European Parliament and of the Council. The specific objective of this programme is to contribute to preventing and combatting all forms of violence, whether occurring in public or private life, affecting children, youths and women, including sexual exploitation and human trafficking, by adopting preventive measures and offering support and protection to victims and groups at risk. Also worth mentioning is the **PROGRESS programme** (2007-2013), approved by Decision 284/2010/EU of the European Parliament and of the Council on 25 March 2010, which establishes a Community employment and social solidarity programme through which the EU initiatives in the area of gender equality are financed.

Currently, the initiative "**Victim's Package**", launched by the Commission in May 2011, is highly relevant. It consists in two regulations on the protection of victims of crime, with particular attention to victims of gender-based violence. The first is **Regulation EU 606/2013 of the European Parliament and of the Council of 12 June 2013, on mutual recognition of protection measures in civil matters**, which complements the recently approved European Protection Order that refers to criminal matters. The European Protection Order guarantees victims of crimes, such as violence, harassment, terrorism or human trafficking, the same level of protection from their aggressors in the entire European Union. The other initiative is **Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012, establishing minimum standards on the rights, support and protection of victims of crime**. This new directive means that individuals can assert the same basic rights and have confidence in the justice system, wherever they may be in the European Union, and whether the crime was committed in Spain or in another State. The victims must be recognised and treated with respect and sensitivity on the basis of their needs, ensuring that the victim receives information about her role, her rights in the justice system and about the evolution of the proceedings.

Lastly, legislative developments have taken place in the area of specific forms of violence, such as, trafficking in human beings, **Directive 2011/36 of 5 April 2011 of the European Parliament and of the Council, on preventing and combatting trafficking in human beings and protecting its victims**, and replacing Council Framework Decision 2002/629/JHA. The Directive addresses the fight against human trafficking from a promotion of human rights approach, focusing on protection and assistance to victims, and following the tendency marked in the international context by the Protocol of Palermo and the Council of Europe Convention of 3 May 2005, on action against trafficking in human beings (ratified by Spain on 2 April 2009).

Likewise, the European institutions have addressed **Directive 2002/73 of 23 September 2002 of the European Parliament and of the Council, on sexual harassment and female genital mutilation**, with European Parliament's adoption of Resolution of 14 June 2012, on the elimination of female genital mutilation. Together with this Resolution, the European Institute for Gender Equality conducted a study to map the current situation and trends of female genital mutilation in the 27 member countries and Croatia, the results of which are the report on female genital mutilation in the European Union and Croatia prepared by the same agency and presented on 6 March 2013.

The approaches, definitions and principles established in the international regulations and documents **inspire Spain's national laws** and are the point of reference of most of the decisions adopted by the public authorities. The main international recommendations focus on the need:

- to draw up comprehensive instruments,
- with coordinated and systematic measures,
- that include the definition of the responsible bodies and the precise and concrete objectives,
- that involve the different territorial administrations;

- that promote permanent coordination and collaboration structures between the different bodies and administrations involved;
- that ensure assistance to particularly vulnerable groups and are inclusive;
- that foster the autonomy and security of women who have broken away from violence;
- that are the result of consultation with all the players involved and experts in the subject;
- that contain sustained budget commitments.

All of these international approaches are fully covered in the National Strategy for the Eradication of Violence against Women, which:

- has been prepared with the active participation of groups and entities of civil society;
- reflects the commitment from the public authorities to follow through with the initiatives aimed at eliminating violence against women, through measures adopted with a comprehensive approach, coordinated, and with the appropriate budgetary backing and the definition of those responsible for their implementation;
- boosts permanent coordination and collaboration structures between the different bodies and administrations involved and information services accessible to the victims;
- promotes assistance to particularly vulnerable groups;
- boosts measures that actively involve society as a whole in the eradication of violence against women;

- takes into account other forms of violence against women, female genital mutilation, forced marriages and trafficking in women and girls for sexual exploitation purposes;
- Fosters the autonomy and security of women, improving the risk assessment and legal assistance instruments;
- develops the instruments available for detecting and providing assistance, by the healthcare system, to women who suffer violence, with particular emphasis on vulnerable groups;
- establishes precise measures for the continuous collection and dissemination of statistical data, and for the promotion of research in this subject matter.

3.5. PRINCIPLES THAT INSPIRE THE CONTENT OF THE NATIONAL STRATEGY FOR THE ERADICATION OF VIOLENCE AGAINST WOMEN

The eradication of violence against women is a challenge which all fully democratic societies, respectful of the fundamental rights, should assume. **Achieving a society free of this form of violence is the ultimate aim of this Strategy.** To do this, the Strategy is founded on the following inspirational values, strategic principles for action and intervention principles.

- **Inspirational values:**
 - **Respect for Human Dignity:** The constitutional recognition of the dignity of the person and the fundamental rights which are inherent requires that the public authorities take measures to safeguard them, particularly when these rights are lost or threatened as in the case of victims of gender-based violence.

- **Equality and non-discrimination:** The measures taken by the public authorities must be geared towards the promotion of a society without any form of discrimination. Violence against women, as the maximum expression of gender-based discrimination, is incompatible with higher values of our legal system, such as equality. The promotion of a society based on equality of men and women guarantees the elimination of violence against women.
 - **Considerate attitude:** Is the manifestation, through behaviour, of respect for the dignity of others and for the rules of coexistence in a democracy, and of the total repudiation of all forms of violence against women from an early age.
- **Strategic principles for action:**
 - **Comprehensiveness:** With the aim of covering the three levels of prevention: first, reducing the likelihood of violence occurring in the population, correcting risk factors and strengthening the personal skills to combat it; second, reducing the prevalence, ensuring early detection of the problem and providing a fast and efficient response; and third, reducing the negative effects by putting together recovery programmes aimed at the affected individuals.
 - **Multidisciplinarity:** Violence against women is a complex and multidimensional problem. The promotion of a society free of this form of violence, and the full recovery of the women who have suffered it and their children, requires the intervention of the different professionals specialised in this field, who help provide a concerted and global response to his problem in a coordinated manner.
 - **Inclusiveness:** The Strategy involves and mobilises practically all the ministerial departments and Public Administra-

tions in implementing the measures, integrating the eradication of gender-based violence into the actions they carry out in the exercise of their respective competences.

- **Effectiveness and efficiency:** With the aim of maximising the tools available and enhancing all the instruments held by the institutional system of prevention, assistance and protection against gender-based violence, boosting synergies, coordinating resources and giving maximum potential to the instruments available.
 - **Continuous improvement:** By proposing changes, adjustments and adaptations to the institutional system of prevention, assistance and protection against gender-based violence, for the purpose of gradually improving it.
 - **Participation:** The Strategy is the result of the effective participation of civil society, professionals and the associative movement - represented in the State Observatory on Violence against Women – who have helped prepare the document with their thoughts, recommendations and proposals. Likewise, the assessment will also be participative.
- **Intervention principles:**
 - **Oriented to women who suffer violence and their children:** Personalised action by public and private players to cater to the individual needs of each woman and her children, promoting a comprehensive and personalised response tailored to the particular situation of each woman.
 - **Autonomy:** Fully recognising and supporting the capacity of these women to make their own decisions in the process of breaking away and fully recovering from gender-based violence, fostering their personal independence and responsi-

bility and potentiating their capacity to survive, withstand and overcome the situation of violence.

- **Oriented to professionals:** A specialised and committed professional response is decisive to contributing to build a society free of violence against women and giving support to those who suffer it. In the process of recovering from violence, we need to recognise the vital nature of the intervention of the different professionals. The Strategy places useful tools in their hands so that, from their professions, they contribute to the eradication of violence and the recovery of women who have suffered it.
- **Oriented to the public:** With measures aimed at involving society as a whole, because the elimination of violence against women can only be achieved with the help of society as whole.
- **Pro-activeness:** Promoting and recognising the importance of the committed and active participation of everyone, society and professionals, and their decisive contribution to the prevention and detection of violence and the protection and assistance to the victims.
- **Networking:** The coordination of the actions taken from the different areas, proposing the creation of a real network for action through instruments for reciprocal information, transfer of knowledge and collaboration between all the players.

4

PERIOD IN FORCE AND ASSESSMENT

The National Strategy for the Eradication of Violence against Women is a document that establishes in a clear and precise manner the objectives for the **period 2013 – 2016** and the measures to be implemented with a view to achieving a society free of this form of violence.

The Government is aware that many of the measures set out in this document will facilitate an efficient and immediate response to concrete situations. Others will mean an advance whose results will be seen in the medium, or even, the long term. Even though the full achievement of these objectives will take time, their attainment is subject to taking the specific and coordinated measures contained in this document at the present time.

The assessment is a fundamental tool through which to obtain relevant information required to advance in the measures implemented by the public authorities and for adequate accountability. Therefore, verifying the degree of implementation of the measures is essential to assess the degree of fulfilment and utility of the Strategy, as well as to identify opportunities for development, changes or contributions


which, as a result of the Strategy implementation analysis, are put forward by the players involved in its implementation.

The assessment will be carried by taking **four criteria** into account:

- **degree of implementation** of the measures,
- **identification of the problems** that may have emerged during its implementation.
- **improvements proposal** in order to include them, as the case may be, in the Strategy.
- **analysis of the results** achieved with the measures in comparison with the established objectives.

To do this, the participation of the different players involved in implementing the measures is fundamental. The assessment of the Strategy will therefore be **participative** and will be carried out through the channels offered by the existing collegiate bodies, in which the different competent administrations and the entities of civil society involved in the effort to eliminate gender-based violence are represented, as well as, when necessary, through meetings to address specific policy areas.


The **Government Delegation against Gender-based Violence** will be the body responsible for monitoring the Strategy, in collaboration with the Administrations, institutions and entities involved in its implementation, especially through the **Sectoral Conference on Equality** and the **State Observatory on Violence against Women**. To this end, the Strategy will be subject to an annual review in which, as well as analysing the degree of implementation of the different measures and their results, new measures aimed at achieving the objectives may be proposed.



Following this methodology, the Government Delegation against Gender-based Violence will draw up an interim **assessment report** in 2014, in which the four aspects mentioned above will be taken into account.

The assessment of the Strategy requires a system of indicators, considering not only an analysis of the activity but also of the effective impact of the measures implemented. To design this system, a task force will be set up with the Autonomous Regions, with the aim of agreeing a **shared, and by cross-cutting theme, system of indicators** that will make it possible to measure the effectiveness of the measures implemented to achieve the established objectives.

Furthermore, at the end of this Strategy's period in force, the Government Delegation against Gender-based Violence will draw up a **final assessment report** in which, as well as looking at the actions taken to implement each of the measures set out in the Strategy and at the budget appropriations used, there will be an analysis of the results achieved.



II **WHY** THE NATIONAL STRATEGY
FOR THE ERADICATION OF VIOLENCE
AGAINST WOMEN? THE DIAGNOSIS:
A CLOSE LOOK AT THE REALITY OF
GENDER-BASED VIOLENCE

1

THE NEED FOR A NATIONAL STRATEGY FOR THE ERADICATION OF VIOLENCE AGAINST WOMEN: SOCIAL CONCERN, EFFECTIVENESS, CONFIDENCE

The situation of women in the world has been gradually improving, although there is still a long road ahead for full equality of men and women and the end of discrimination and violence against them. Our country has also seen some progress: **today there is more equality of men and women and there has been progress in respect for the fundamental rights of women.**

The Public Administrations have allocated a large part of their different resources to setting up specialised services to provide assistance to women. Progress has been made in raising the visibility and acquiring knowledge of the problem, raising social awareness and providing assistance to women. Violence against women in general and gender-based violence in particular are no longer taboo subjects, and a public system has been created to combat them. The commitment from the public and all the persons in the private sector working towards putting an end to this violence, with the distinguished role of women's organisations and specialised associations, deserves **recognition** in this Strategy.

However, **inequalities between men and women and sex discrimination linger on. The data on violence against women, and, specifically, abuse, reflect the continued existence of this injustice**

and scourge in the Spanish society of the 21st Century, as we shall see in subsection II.2.3.

This data justifies the existing **social and political concern** and calls for **increased and more effective initiatives** in the areas of social awareness and prevention of new cases, as well as in the need to provide an optimum institutional response to women who have suffered this violence and to minors exposed to it, by perfecting, improving and potentiating the existing system. Effective action will also make it possible to gradually increase society's and women's **confidence** in the system, guaranteeing the close proximity of the public authorities, the institutional response and the support of civil society, with the consequent conveyance of a genuine message of support to women breaking away from violence.

This Strategy responds to the social and public concern, to the need for action and effectiveness, and to the desire to offer women enough confidence in the system to enable them to seek support in resuming their normal lives away from violence.

2

THE FIGURES: EMPIRICAL AND STATISTICAL FRAMEWORK AND PROBLEMS FOUND

2.1. THE IMPORTANCE OF DATA: GENERAL OVERVIEW

Designing **effective public policies requires thorough knowledge of the problem and of the means** available to solve it.

Thus, by obtaining the most accurate x-ray of the reality, from data, studies and research, we can:

- acquire maximum knowledge of the problem;
- design effective measures to prevent violence and provide assistance to women in their recovery;
- assess the public policies and their effectiveness, quality and suitability;
- help the players and institutions involved in making decisions on the measures to be implemented;
- and, even, estimate the cost of violence against women.

However, the information, the knowledge and the collection of data on violence against women poses serious difficulties for two reasons. In most cases, abuse continues to be a **hidden and silenced** reality, often relegated to inside the home and private life, and invisible to outsiders. Moreover, **the collection of data on this problem began only recent**, with the first figures, held by the Women's Institute, dating back to the decade of the nineties.

It is important to highlight that, despite the difficulties, the mere fact that this **data is collected and published in Spain** is already a step in the right direction. Thus, in the framework of the policies on transparency, good governance and access to information, the Government Delegation against Gender-based Violence publishes a Monthly Statistical Bulletin containing all the existing statistical information on gender-based violence. Furthermore, the Observatory on Domestic and Gender-based Violence, whose central office is in the General Council of the Judiciary, regularly distributes the judicial statistics and the statistics for the activity of the Crown Prosecution Service. Lastly, all this data is included in the Annual Report of the State Observatory on Violence against Women, where a detailed study and analysis of the data is carried out.

Since the Resolution of the European Parliament of 16 September 1997 ("A European Union wide campaign for zero tolerance of violence against women") the European Union urges the Member States to "*agree on a common basis for collecting statistics on violence against women, which should include information about the woman, her attacker, the type of attack and its location, what the woman did afterwards, what action was taken by the authorities, and what the result was*". The conclusions adopted in the European Seminar on Good Practices, held in Madrid on 16 and 17 April 2013, also stressed the importance of collecting and unifying the data.

Today, the most developed statistics in the EU Member States tend to come from the police and the courts, in some cases contained in

annual reports. Although the data collection systems in the healthcare systems of the States are much less developed than those of the judicial systems and the police, data on violence against women is increasingly and systematically obtained from the healthcare systems. Most of the organisations that manage the gender-based violence helplines collect abundant information on the calls whilst observing the data protection legislation, despite the fact that the information is provided by victims on a voluntary basis. Moreover, some States are collecting and analysing data for the specific purpose of assessing the effectiveness of the responsible bodies.

Europe is stressing the need to overcome the deficiencies in the collection of data and statistics. In most of the EU States, data and statistics are scarce and they have different indicators, making it difficult to draw comparisons between them. The most important **challenges** are to achieve public access to the information, to unify the use of indicators to avoid differences based on the existing definitions in the categories of offences, and to obtain differential data specifically on gender-based violence, understood as a specific form of violence against women perpetrated by their partners or ex-partners. Surprisingly, considering the seriousness of the offence, it is only possible to clearly identify the number of women who have died as a result of gender-based violence in approximately half of the Member States, basically because the relationship between the victim and the attacker is not recorded; **the methodology used in Spain in this respect is considered exemplary** by the other Member States.

Consequently, the comparative picture points to this situation of precariousness in the collection of data and the harmonisation of indicators. The role of the **European Institute for Gender Equality**, established by virtue of Regulation 1922/2006 of the European Parliament and of the Council of 20 December 2006, is to provide support to the European institutions in encouraging research, the collection of statistical data, the exchange and the establishment of good practices, and building up knowledge of this subject, with the

aim of providing a scientific base to the policy decisions adopted by the European institutions. In its Resolution of 26 November 2009, on the elimination of violence against women, the European Parliament *“urges the Member States to introduce a coherent system for collecting statistics on violence against women, with particular reference to violence against minors, and including murders committed in the context of violence within the family or close relationships, in close cooperation with the European Institute for Gender Equality, in order to obtain comparable data concerning violence against women throughout the EU”*. On its part, the objectives of the **European Union Agency for Fundamental Rights**, established under Council Regulation (EC) 168/2007 of 15 February, include the collection, recording, analysis and dissemination of objective, reliable and comparable pertinent data and information, including the results of the research and supervision activities.

It is therefore vitally important to **collect as much administrative and survey-based data as possible** for mining, disaggregation and analysis, **and to conduct all pertinent research studies** to gain knowledge of the scale, consequences and characteristics of violence against women and about the means to prevent it.

2.2. DESCRIPTIVE CONCLUSIONS AND PROBLEMS FOUND

This first section sets out **some descriptive conclusions drawn from the data contained in the following subsections**, which are demonstrative of the scale and seriousness of the problem. They are also an illustration of some of the most important characteristics of gender-based violence and of several of the main problems found, and are the empirical basis of the measures of the Strategy.

These conclusions are classified according to the four blocks of problems identified and sought to be combatted: silence; the need

to achieve the maximum and most effective institutional response; the situation of minors and groups of women particularly vulnerable to gender-based violence; and raising the visibility of and providing assistance to victims of other forms of violence against women. Furthermore, an initial reference is made to the conclusions on mortal victims.

The **number of women murdered** as a result of gender-based violence is **high and remains stable** in time. However, the annual average is **falling**. 2012 was the year with the lowest number of mortal victims, which fell to 52. The data shows that most of the mortal victims were current partners of their aggressors, they lived with them, and more than half of the homicides occurred in the couple's home.

Silence tends to be a companion of gender-based violence. The data provided in the following points shows, among others, that:

- there is an **increase in the number of women who affirm that they have suffered abuse** at some time in their lives by their partners or ex-partners;
- at the same time, **there is an increase in the number of women who have managed to break away from the violence**;
- there is evidence of less risk of suffering gender-based violence when the **woman is more autonomous**, redefinition of gender roles in the couple and a bigger social network;
- gender-based violence **deteriorates women's health**. The percentage of women who affirm that their state of health is poor or very poor is higher among women who affirm that they suffer abuse than among those who say that they have never suffered it;
- the **number of complaints** filed as a result of gender-based violence stabilised between 2009 and 2011, setting a downward trend in 2012, although increasing in some Autonomous Regions;

- the **highest percentage of complaints of gender-based violence were filed by the victims themselves**, either in court or through police reports, whilst the number of complaints filed by relatives of the victims is considerably lower;
- one out of six women **would not know where to go** to file a complaint;
- a high percentage of the mortal victims of gender-based violence **had not reported the situation of abuse** they were suffering. **Not attaching enough importance to the abuse suffered, fear** of the abuser, of losing her children, of the judicial process, of not being believed (especially in cases of psychological and sexual abuse), of not having sufficient financial means to care for her children, of not finding a job, of not wanting to cause harm to her partner or of “complicating things even more”, **feelings of guilt owing to the sensation of being responsible** for the events and **fear of the reprisals** and **pressures from relatives and the community** are the most common reasons for not filing the complaint;
- women who are experiencing or have experienced a situation of abuse **now have more information about filing a complaint** – they know about the comprehensive protection available to them – **but they are in the dark about the judicial process**, which makes them perceive it as something alien and frightening to them;
- three out of four women who file a complaint about the situation of abuse they are experiencing are **supported by their families**;
- women victims of violence **never receive support from the families of their partners or ex-partners** when they file the complaint of abuse, and in nearly half of the cases they are even recriminated for doing so;
- **the complaint puts an end to the situation of abuse in more than half of the cases**, especially when the complaint

is combined with the **end of the cohabitation relationship** with the abuser and the couple's separation;

- there is a **percentage of women who filed a complaint and later withdrew it**. This can be considered a symptomatology of gender-based violence;
- **social awareness of gender-based violence is low**, as is apparent from the concerns of Spanish people about the main problems in Spain;
- **social awareness of gender-based violence is mainly found in women, although the number of men aware of this problem is gradually increasing**.

With regard to **the institutional response**, the data set out in the following points highlights that:

- the **resources** made available by the Public Administrations to support victims of gender-based violence are **very widely known**, and the most highly valued are, in general, the psychological support, legal support, and sheltered accommodation. Women who have suffered gender-based violence particularly value the financial aid, **psychological support** and **sheltered accommodation**;
- nearly **100,000 women** currently have **active police assistance**;
- the **number of inmates serving prison sentences for gender-based violence offences has been increasing** since 2009, and now exceeds 6,000 inmates;
- a **protection order** is granted in most of the cases where a protection order is applied for, although of the total number of orders assessed there has been a gradual fall in the percentage of those approved;
- the fitting of **devices** for electronic monitoring of restraining measures in the area of gender-based violence has seen a **gradual increase** since the introduction of the system in

2009, although in the past year the numbers have tended to stabilise. More than 1,800 devices were activated in the entire period;

- there is a **constant demand for information** on gender-based violence. This is apparent from the **consolidation of the number of calls to the 016 Helpline**, which has answered more than 350,000 queries since the introduction of the system;
- approximately **45,000 women** have used the Assistance and Protection to Victims of Gender-based Violence Telephone Service (**ATENPRO Service**);
- there is **increased use of the rights and measures in the area of employment and Social Security and an increase in the number of applications for financial aid, despite the fact that, in absolute terms, the figures show there are still many potential beneficiaries of these rights**;
- **swiftness and immediacy in the institutional response** is very important, given the difficulty involved in taking the decision to report the abuse, the psychological and functional deterioration of the victim and the abusive and controlling behaviour of the abuser.

With regard to **minors exposed to gender-based violence**, the following data stands out:

- more than **70% of the women who affirm that they are suffering or have suffered gender-based violence have underage children** who are exposed to the situation of gender-based violence and are therefore also victims of this violence;
- **61.7 % of the women who at the time were suffering abuse affirmed that their children had also suffered** situations of direct abuse at some time;

- the statistics for the women murdered as a result of gender-based violence show that the majority were in the **21 to 40 age group, ages in which women tend to have children under their care;**
- one of the characteristics of **minors who are victims of gender-based violence is, precisely, their invisibility** and the difficulty involved in quantifying their numbers;
- in minors, **exposure to violence and suffering direct abuse can be considered one and the same:** experiencing situations of this form of violence in childhood generates similar problems in children to those of direct abuse. Furthermore, minors exposed to this form of violence are much more likely to suffer direct abuse;
- **in many cases, minors may be used as instruments for exercising violence against the woman** and as a channel for threatening and coercing her;
- gender-based violence can leave **emotional scars in minors in the future and lead to the reproduction of this form of violence, perpetuating violent conduct in society;**
- suffering direct or being exposed to gender-based violence generates **all kinds of health problems in minors** and affects the different development areas of minors.

In relation to **groups of women in a particularly vulnerable situation:**

- more than one fifth of **adolescents justify violence to some extent as a reaction** to an aggression;
- one out of ten **girls at university** recognises that she has felt **forced to indulge in behaviour of a sexual nature** that she did not want to take part in, that she has been sent messages, insults or images via the internet or mobile without her permission or that someone has tried to isolate her from her friends;

- there are **new ways of exercising violence as a result of the widespread use of new technologies by youths**, such as **cyberbullying**: youths, already “digital natives”, have a very low awareness of their harmful effects; the exchange of personal content is a demonstration of trust or an act of intimacy with one’s partner (“a demonstration of love”) and is an open door for **sexting** (the act of sending erotic or sexually explicit photographs); young women are more vulnerable to the harm of cyberbullying because of the inequality in the social perception of the behaviour and the images of women in the couple relationship; after the couple break up, cyberbullies use the internet to get to the victim;
- **women with disabilities are victims of gender-based violence much more often** than women with no disabilities;
- one third of the women who affirm that they have some kind of **disability and that they have suffered abuse belong to the 65 or over age group**;
- **the size of the place of residence may have a conditioning effect on women affirming that they suffer gender-based violence: in smaller towns, the number of women who affirm that they are victims of violence is lower** than the average;
- in towns with less than 10,000 inhabitants, the women who affirm that they **have suffered abuse are younger** than the general average;
- **women over 65 years of age who are victims of gender-based violence are the ones who report the violence the least**;
- the **particularly vulnerable situation of women who, on top of gender-based violence, have the added problem of age and, in many cases, the problem of financial dependence on the aggressor**, makes it particularly important to support

them in breaking the silence and offer them effective assistance;

- **a bigger proportion of foreign women affirm that they have suffered gender-based violence**, and they also make more use of the resources available to assist the victims, in particular increasing use of the specific rights recognised to them in the current legislation.

With regard to **other forms of violence against women**, there is no centralised data collection system to enable us to make a diagnosis of the current situation in our country.

2.3. SOME FIGURES

This subsection includes the data on mortal victims first, followed by the data on silence, the institutional response, particularly vulnerable groups and other forms of violence against women.

2.3.1. Murder figures: even one victim is one too many

The number of women murdered as a result of gender-based violence is **intolerable** and remains stable in time.

Spain is a social and democratic state governed by the rule of law, with a long list of fundamental rights established in its Constitution of 1978. Our country has signed the main international conventions on the protection of human rights. In the ranking of the Human Development Indicators & Index of the 2012 United Nations Programme for Development (HDI) – which takes into account dimensions such as the Gender Inequality Index, the percentage of women holding seats in Parliament or the rate of participation in the workforce – Spain is among the **countries with a "Very High Human**

Development”: specifically, it ranks twenty-third, behind Norway, United States, Netherlands, Germany, Ireland, Sweden, Switzerland, Denmark, Belgium, Austria, France and Finland, and, in front of Italy, Luxemburg, United Kingdom, the Czech Republic, Greece, Cyprus, Malta, Slovakia, Hungary, Poland, Lithuania, Portugal, Latvia and Croatia.

A country with this level of recognition of the fundamental rights cannot ignore these violations of the most fundamental right - the right to life.

The Government Delegation against Gender-based Violence has been collecting data since 1 January 2003, drafting individual reports on mortal victims of gender-based violence, as defined in article 1 of Organic Law 1/2004. Therefore, the existing statistics for moral victims refer to women who have died as a result of the violence exercised by their spouses or ex-spouses by those related to them through similar relations of affectivity, even without cohabitation.

The **source of this data** differs. The data for 2003 to 2005 comes from the Women’s Institute, which in turn is drawn from the information supplied by the media. From 2006 onwards, following its established under Royal Decree 237/2005 of 4 March, the data comes from the Government Delegation against Gender-based Violence, which records each mortal victim based on the reports issued by the Delegations and Sub-delegations of the Government and, since their introduction, by the Coordination and Violence against Women Units, which are currently attached to the Ministry of Health, Social Services and Equality through the State Secretariat for Social Services and Equality and the Government Delegation against Gender-based Violence. These Units collect the data on each case from the security forces and, on a supplementary basis, the national courts and the Crown Prosecution Service. Furthermore, with the aim of contrasting and unifying criteria to avoid recording the cases using different parameters, the Government Delegation against Gender-based

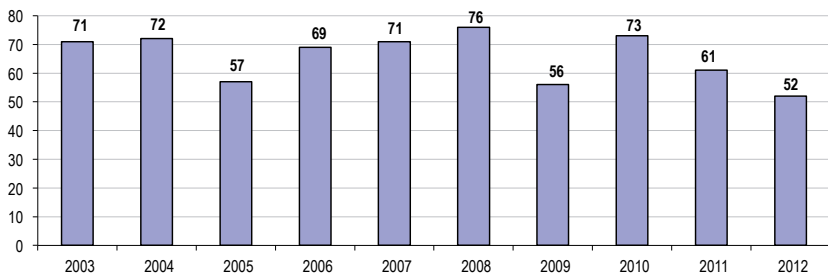
Violence works in close collaboration with the Office of the Delegated Public Prosecutor for Cases of Violence against Women and with the Observatory on Domestic and Gender-based Violence, whose central office is in the General Council of the Judiciary.

Between 1 January 2003 and 31 December 2012, there were **658 mortal victims** of gender-based violence. Therefore, since this data began to be collected in 2003, we can speak of an **annual average of 65.8** and a monthly average of 5.5 women murdered.

We see a **fall** in the average number of women murdered as a result of gender-based violence. In the years from 2005 to 2008, the annual average was 68.25, whilst in the period 2009-2012 the annual average was 60.5 mortal victims.

So far, 2012 has been the **year with the lowest number of mortal victims**, which fell to 52.

Total number of Mortal Victims of Gender-based Violence. From January 2003 to December 2012



Source of data: *Ministry of Health, Social Services and Equality. Government Delegation against Gender-based Violence.*

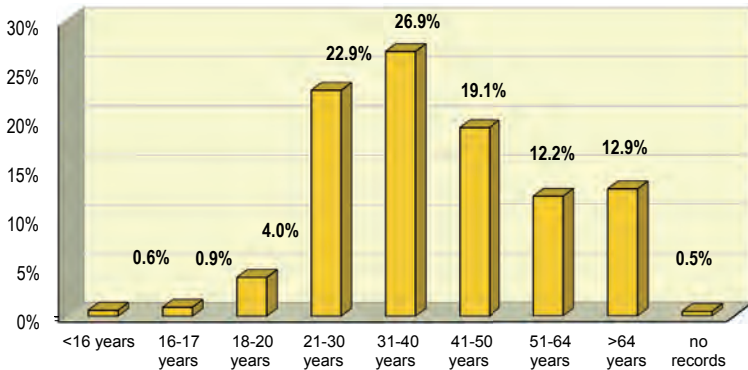
The figures refer to women killed by their partner or ex-partner, as defined in article 1 of Organic Law 1/2004 of 28 December, on comprehensive protection measures against gender-based violence.

The data for 2003 to 2005 comes from the Women's Institute, which is based on the information supplied by the media. From January 2006, the data comes from the Government Delegation against Gender-based Violence, and includes the information provided by the Delegations and Sub-delegations of the Government and, since their introduction in 2007, by the Coordination and Violence against Women Units.

With the aim of contrasting and unifying criteria to avoid recording the cases using different parameters, the Government Delegation against Gender-based Violence works in close collaboration with the Public Prosecution Service and the General Council of the Judiciary.

Of the total number of mortal victims of gender-based violence in the period 2003 to 2012, 26.9% were **women between 31 and 40 years of age**, the age group with the highest percentage of mortal victims.

**Mortal victims of gender-based violence by age group (%).
(Total number of women killed to 31 December 2012: 658).**



Source of data: *Ministry of Health, Social Services and Equality. Government Delegation against Gender-based Violence.*

Other relevant data on the mortal victims shows that **76.6% of the mortal victims were current partners of their aggressors**, **65% of the mortal victims were living with their aggressors** and **53.7% of the murders took place in the couple's home**.

On their part, 18.1% of the aggressors committed **suicide** after murdering their partners or ex-partners. In other words, between 2003 and 31 December 2012, 119 aggressors of the 658 mortal victims managed to kill themselves after committing the murder.

This data demonstrates the **relevance of the problem in its most serious dimension**.

2.3.2. The biggest accomplice to abuse is silence

Even though progress has been made in making gender-based violence come out of the strictly private domain, it often continues to be **hidden**. Silence is the biggest accomplice to abuse because it

eliminates the possibility of confronting and breaking away from it. Moreover, the concealment of violence makes it difficult to gain precise knowledge of its real scale and characteristics.

To obtain a social view of the problem, **Macro-surveys** were conducted in **1999, 2002 and 2006** by the Women's Institute and in **2011** by the Government Delegation against Gender-based Violence, with the cooperation of the Sociological Research Centre. The surveys were conducted on a representative sample, based on age group and size of place of residence, of women aged 18 or over living in Spain (with samples of nearly eight thousand women – in a face-to-face survey in 2011, twenty thousand in 1999 and 2002, and more than thirty thousand in the Marco-survey of 2006 – through telephone surveys-). The Macro-surveys are one of the most widely used references to study the scale of gender-based violence.

In connection with the obstacle of silence, what follows is a reproduction of the data on the characteristics of the scale of abuse, the health problems derived from abuse, the complaints and social awareness of this form of violence.

1) Some characteristics of the scale of gender-based violence

Based on the Macro-surveys mentioned above, the following data is illustrative of the possible scale and dimension of the violence inflicted on women by their partners or ex-partners.

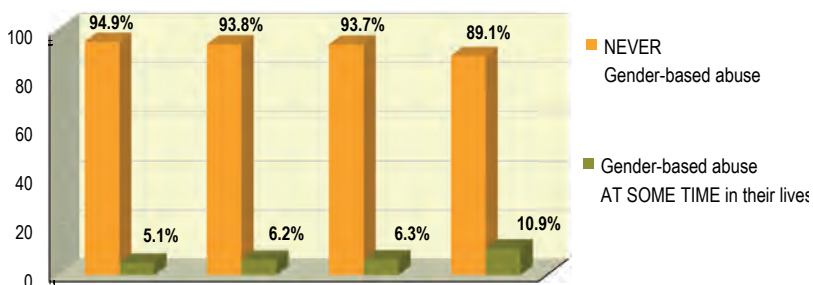
The existence or non-existence of gender-based violence has been analysed based on two types of questions:

- one, by making a series of questions associated with eleven conducts of abuse that give rise to a technical estimate of the scope of gender-based violence;
- two, by directly affirming that they have felt abused by their partner or spouse or ex-partner or ex-spouse.

According to these questions, **between 9.7 %** (top limit, arising from the first type of questions) and **3%** (bottom limit, arising from the affirmation of suffering abuse) **of the women interviewed have been victims of gender-based violence.**

If we analyse the evolution of gender-based violence from the different Macro-surveys, **the affirmation of being a victim of abuse by one's partner or ex-partner has increased** since 1999, with the biggest increase taking place in 2011. The number of women interviewed who declared having suffered gender-based abuse at some time in their lives increased from 5.1% in 1999 to 10.9% in 2011.

Affirmation of suffering gender-based violence in the macro-surveys of 1999, 2002, 2006 and 2011 (as a percentage).



Source of data:: Macro-surveys on Gender-based violence conducted in 1999, 2002, 2006 and 2011

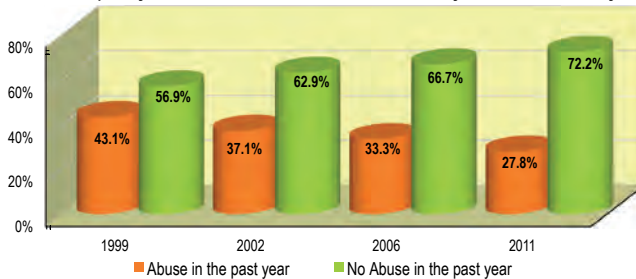
The number of women who feel abused by their ex-partner/ ex-spouse has doubled. Specifically, it increased from 3.6% in 2006 to 7.2% of the total number of women who said they had an ex-partner in the Macro-survey of 2011.

In the Macro-survey of 1999, 56.9% of the women who had suffered abuse at some time in their lives affirmed that they had not suffered it in the past year, 62.9% in the year 2002, 66.7% in the year 2006, and 72.2% in 2011. There is an **increase in the number of women who managed to overcome gender-based violence** in the course of the Macro-surveys of 1999, 2002, 2006

and 2011. In the Macro-survey of 2011, **72.2% of the total** number of women interviewed had come out of the situation of abuse.

Percentage evolution of women who managed to overcome gender-based violence in the course of the macro-surveys of 1999, 2002, 2006 and 2011.

(Distinction between those who affirmed that they continued to suffer violence in the past year and those who affirmed that they don't suffer it anymore).



Source of data: *Macro-surveys on Gender-based violence conducted in 1999, 2002, 2006 and 2011*

Although it is common knowledge that any woman can suffer violence by her partner or ex-partner, other data from the Macro-survey on Gender-based Violence of 2011 highlights that the degree of the **woman's autonomy**, her effective **integration in social support networks** concerned about what happens to her and where she finds support, as well as non-identification with the **traditional division of domestic chores model** and **men's participation in household tasks** and child care, can have an impact on reducing the risk of the woman suffering abuse.

The fundamental conclusions drawn from this data are therefore, on the one hand, **the importance and dimension of the problem** and, on the other, **the possibility of conveying to society the message that "breaking away" from abuse is possible**. **The woman's autonomy** and her active participation in a social network are factors that contribute to reducing the risk of suffering gender-based violence.

2) Gender-based violence and health problems

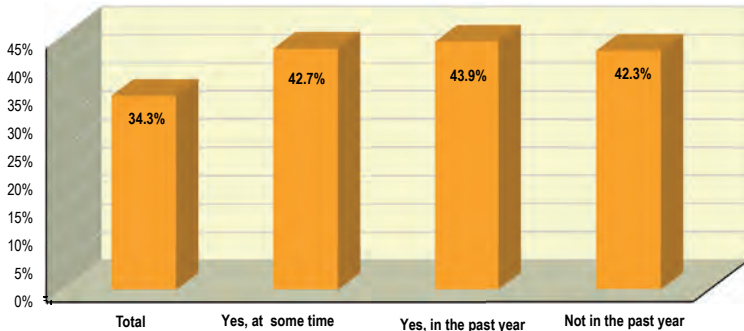
Apart from the murders, there are many other cases of gender-based violence that we need to work on to combat. These include

cases of injuries, aggressions and psychological violence in the form of threats and coercions. **They all have a negative effect on the woman's health** because gender-based violence affects all areas of health: physical, psychological, sexual and social.

In connection with women's perception of their state of health and gender-based violence, on the question about their state of health in the past twelve months, the Macro-survey of 2011 reveals that abuse is a health problem and that it **deteriorates women's health**.

34.3% of the total number of women interviewed affirmed that their state of health was fair, poor or very poor. This percentage increased to 42.7% in women who affirmed that they had suffered gender-based violence at some time in their lives, to 43.9 % in women who affirmed that they had suffered gender-based violence in the past year and to 42.3% in women who affirmed that they had suffered violence at some time in their lives although not in the past year.

Fair, poor or very poor state of health (grouped and as a percentage) of all the women interviewed who affirmed that they had suffered gender-based violence at some time in their lives, who affirmed that they were suffering gender-based violence at the time of the Macro-survey of 2011, and who affirmed that they had managed to come out of the abuse.

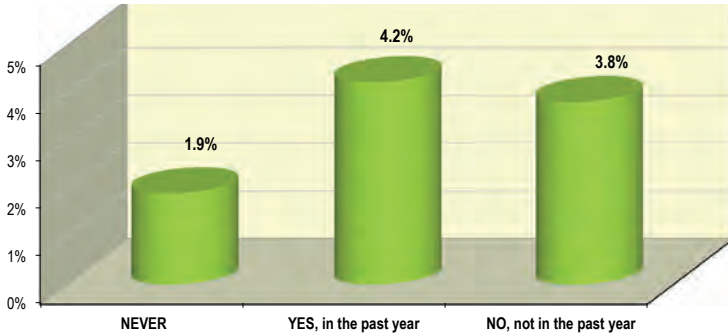


Source of data: 2011 Macro-survey on Gender-based Violence.

Of the women who had suffered gender-based violence in the past year, 4.2% said that their state of health was very poor, compared with 1.9% of the women interviewed who said that

they had never suffered gender-based violence. Moreover, 3.8% of the women who had managed to come out of abuse said that their state of health was very poor, twice the number of those who had never suffered abuse.

Very poor state of health (as a percentage) of the women who affirmed that they had never suffered gender-based violence, of those who were suffering it at the time of the Macro-survey of 2011, and of those who had managed to come out of the abuse.



Source of data: 2011 Macro-survey on Gender-based Violence.

With regard to the **symptoms**, according to the Macro-survey, women who had suffered gender-based violence at some time in their lives affirmed that they had also suffered any one of the ailments included in the survey always in greater numbers than those who affirmed that they had never suffered abuse. But the women who had suffered gender-based violence in the past year were the ones who affirmed that they were suffering practically all the symptoms - headaches, colds and flu, wanting to cry for no reason, mood changes, anxiety or distress, lack of sexual drive, irritability, insomnia or lack of sleep, sadness brought on by the feeling of worthlessness – in greater numbers, except backaches, joint aches and permanent fatigue.

Although there still a lack of precise knowledge of the real effects of gender-based violence on women’s health or of the impact of gender-based violence on the National Health System, we can conclude from the data that **apart from the psychological effects, abuse also has physical effects on the women who**

suffer it, and these repercussions persist in women who have suffered violence in the past.

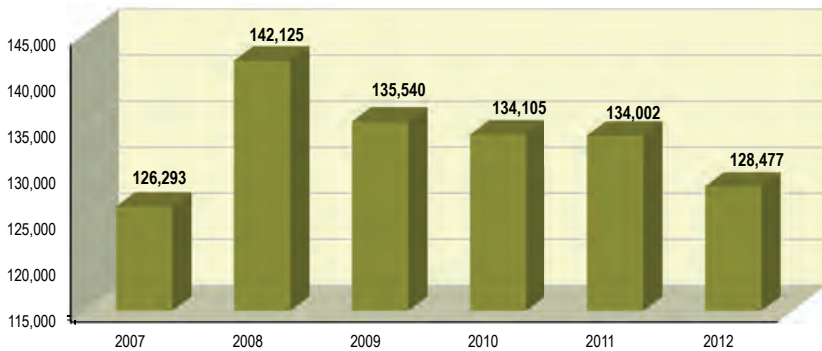
3) Complaints of gender-based violence

The source of the figures for complaints associated with gender-based violence offences is the General Council of the Judiciary and they are drawn from the aggregated data questionnaires supplied by the court secretaries on a quarterly basis. The General Council of the Judiciary publishes these figures each quarter since 1 January 2007. The most relevant data on complaints of abuse is the following:

Between January 2007 and 31 December 2012, a **total of 800,542 complaints were filed**. Of these, 126,293 were filed in 2007, 142,125 in 2008, 135,540 in 2009, 134,105 in 2010, 134,002 in 2011 and 128,477 in 2012.

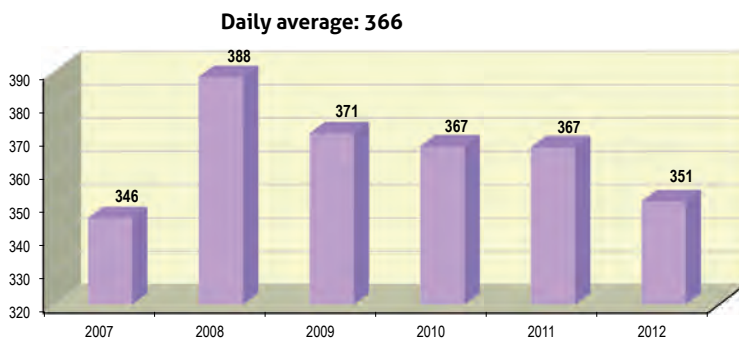
The following graphs show the annual evolution of the complaints and their daily average by year.

Complaints of gender-based violence by year. Total: 800,542



Source of data: *General Council of the Judiciary*

As can be seen, as a whole, the number of complaints **remained practically constant** between 2009 and 2011, with a slight fall in 2012.



Source of data: *General Council of the Judiciary*

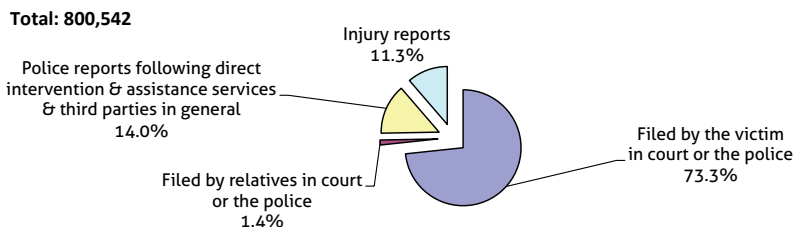
If we look at the figures by Autonomous Region, there was an **increase** in the number of complaints filed in **Baleares, Castilla-La Mancha and Madrid** compared with 2011.

COMPLAINTS	2011	2012	% variation
TOTAL	134.002	128.477	-4,3%
ANDALUCÍA	27.727	26.194	-5,9%
ARAGÓN	3.392	3.228	-5,1%
ASTURIAS	2.656	2.431	-9,3%
BALEARES	4.417	4.739	6,8%
CANARIAS	8.049	7.701	-4,5%
CANTABRIA	1.168	1.106	-5,6%
CASTILLA - LA MANCHA	4.288	4.311	0,5%
CASTILLA Y LEÓN	5.384	4.132	-30,3%
CATALUÑA	18.475	17.777	-3,9%
COM. VALENCIANA	18.540	17.830	-4,0%
EXTREMADURA	1.995	1.967	-1,4%
GALICIA	5.153	4.788	-7,6%
MADRID	20.708	20.935	1,1%
MURCIA	5.766	4.796	-20,2%
NAVARRA	1.449	1.333	-8,7%
PAÍS VASCO	4.125	3.853	-7,1%
LA RIOJA	710	701	-1,3%

The General Council of the Judiciary **classifies these complaints into different categories based on their origin**: complaints filed

directly by the victim, police reports (based on a complaint by the victim, based on a complaint by a relative of the victim or based on direct intervention by the security forces), complaints filed by assistance services and third parties and, lastly, bodily injury reports, which are medical-legal documents by means of which the doctor informs the judicial authority of any bodily injury that may constitute an offence or minor offence of bodily injury (understood as defined in the Criminal Code “any harm to the physical integrity or physical or mental health”), so that the judicial authority may carry out the pertinent investigation and, where appropriate, adopt measures. The obligation to file the injury report is covered in articles 262 and 355 and 544 ter of the Law on Criminal Procedure.

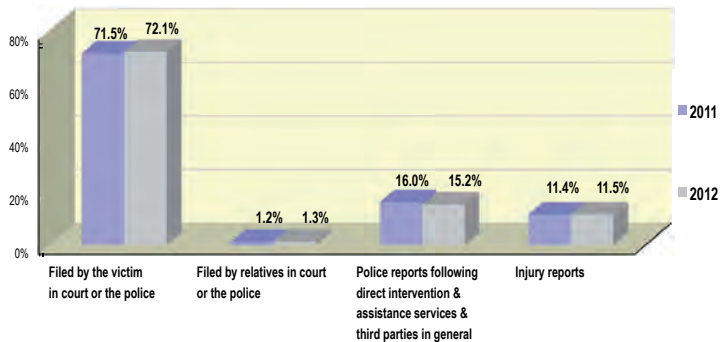
Of the total number of complaints registered to 31 December 2012 (800,542), 586,949 were filed directly by the victim in court or the security forces, making up 73.3% of the total number of complaints filed; whilst 111,810 complaints (14%) were filed through police reports as a result of intervention by the police, assistance services or third parties. A total of 90,644 complaints (11.3%) were filed through injury reports and 11,139 complaints (1.4%) by relatives of the victim in court or the security forces.



Source of data: *General Council of the Judiciary*

The comparison of the percentages between 2011 and 2012 is shown in the following graph (data on 31 December).

Complaints of gender-based violence by origin. 2011 & 2012.



Source of data: *General Council of the Judiciary*

From these figures we must conclude that the **complaints filed directly by the victims in court or the security forces make up the highest percentage and this has remained stable over the years.** On the other hand, the number of police reports resulting from complaints filed by relatives of the victims is significantly low.

Did you ever report the situation of abuse that you suffered?

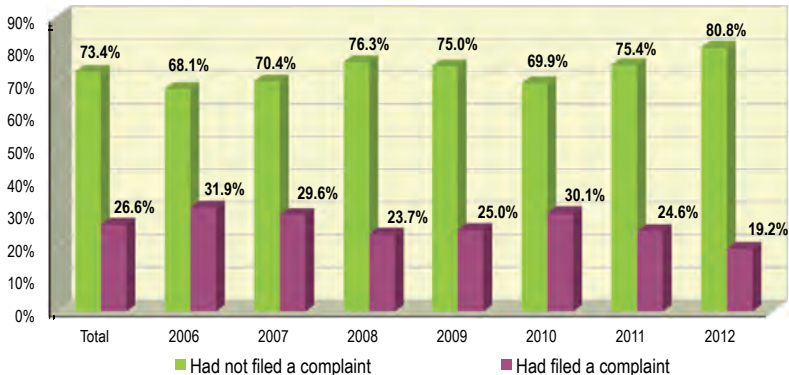


Source of data: *2011 Macro-survey on Gender-based Violence*

Based on the knowledge of the social reality of abuse and the perception of this social reality in the 2011 Macro-survey on Gender-based Violence, **although the vast majority of the women know where they should go to file a complaint (82.6%), only one fourth of the women who said they felt abused had done so (27.4 %),** according to the 2011 Macro-survey on Gender-based Violence.

Of the total number of **mortal victims**, **73.4% had not filed a complaint** against their aggressors. Specifically, in 2006, 68.1% of the mortal victims of gender-based violence had not reported their aggressors, 70.4% in 2007, 76.3% in 2008, 75% in 2009, 69.9% in 2010, 75.4% in 2011, and 80.8% in 2012. Only 19.2% of the 52 mortal victims in 2012 had reported the situation that they were enduring (10 women).

Percentage of complaints from mortal victims of gender-based violence 2006-2012



Source of data: *Ministry of Health, Social Services and Equality Government Delegation against Gender-based Violence.*

Therefore, it is evident that a high percentage of the **women who affirmed that they had suffered abuse had not filed a complaint, and the same can be said for the mortal victims.**

The most frequently given reasons for not filing a complaint are:

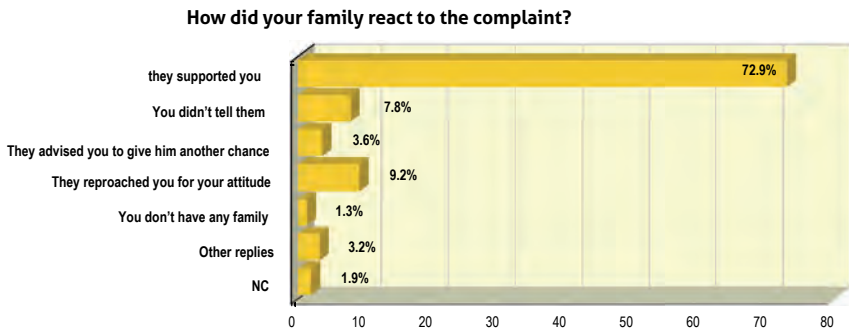
- not attaching enough importance to the abuse received (36.3%)
- and, to a lesser extent, fear of the abuser (18%),
- financial dependence on the aggressor does not appear as a prevailing reason (8.4%)

In the study conducted by the Government Delegation against Gender-based Violence "*Study of the reticence of victims of gender-based violence to report their aggressors*" it is found that women who are experiencing or have experienced a

situation of abuse **have more information about filing a complaint, both positive and negative, and show a series of specific reactions.** Thus:

- they are aware of the comprehensive protection available to them;
- they feel that there is a lack of information on the judicial process, which makes them see it as something alien and frightening to them;
- there are women who don't want to admit to others that they are being abused because they are afraid that someone else will file the complaint for them, when they have no intention of doing so;
- different fears emerge: of the abuser, of losing her children, of the judicial process, of not being believed (particularly in respect of psychological and sexual abuse), of not having the financial means to care for her children, of not finding a job, of causing harm to her partner; of "making matters worse";
- feelings of guilt, fear of reprisals and pressure from relatives and acquaintances to stop the victim from filing a complaint also emerge.

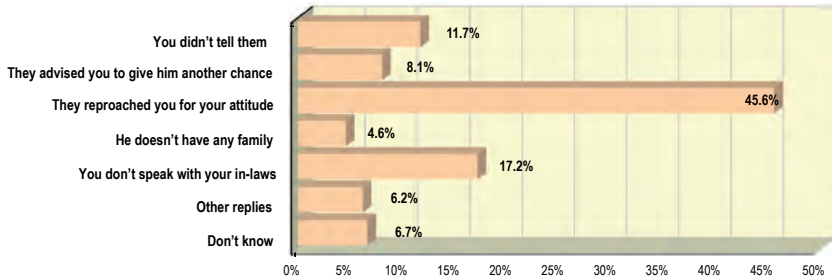
When filing the complaint, the vast majority of the women (72.9%) were **supported by their own families.** Still, one in four women was reproached for filing the complaint or advised not to do so (9.2%), and some did not even dare to tell their families (7.8%).



Source of data: 2011 Macro-survey on Gender-based Violence.

With regard to the partner's or ex-partner's family, none of the women received support from them in their decision to file the complaint of abuse, and nearly half of the women (45.6%) were **reproached** for doing so.

How did your partner's or ex-partner's family react to the complaint?

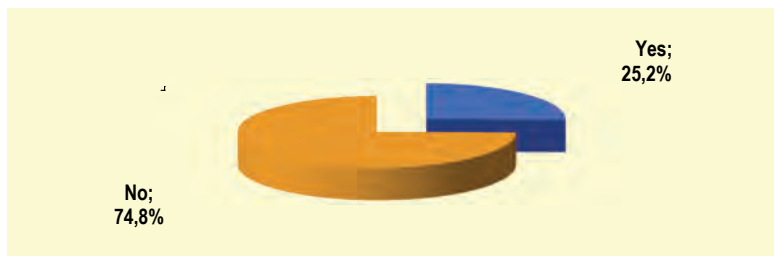


Source of data: 2011 Macro-survey on Gender-based Violence.

The data shows that **the complaint puts an end to the situation of abuse in more than half of the cases.** According to the 2011 Macro-survey on Gender-based Violence, when the woman reports the situation of abuse that she is experiencing, in most cases (51.8%), the complaint puts an end to the abuse, particularly when the complaint is combined with the end of the cohabitation relationship with the abuser and the separation of the couple.

However, one in four women who filed a complaint against their aggressor subsequently **withdrew the complaint** (25.2%), particularly in cases where they continued to live with the aggressor, irrespective of whether the complaint put an end to the abuse.

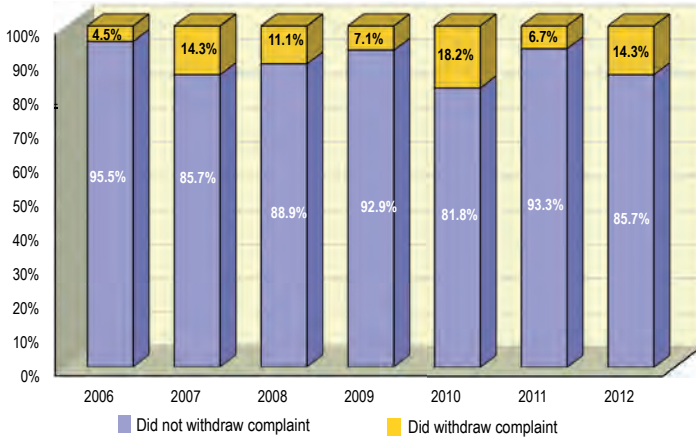
Did you withdraw the complaint?



Source of data: 2011 Macro-survey on Gender-based Violence.

Between 2003 and 2012, 10.1% of all the mortal victims who had filed a complaint against their aggressor (26.6% of the total) had subsequently withdrawn the complaint. In the following years, the percentages range from 4.5% in 2003 to 6.7% in 2011.

Percentage distribution of mortal victims who had filed a complaint according to whether or not they subsequently withdrew it. 2006-2013.

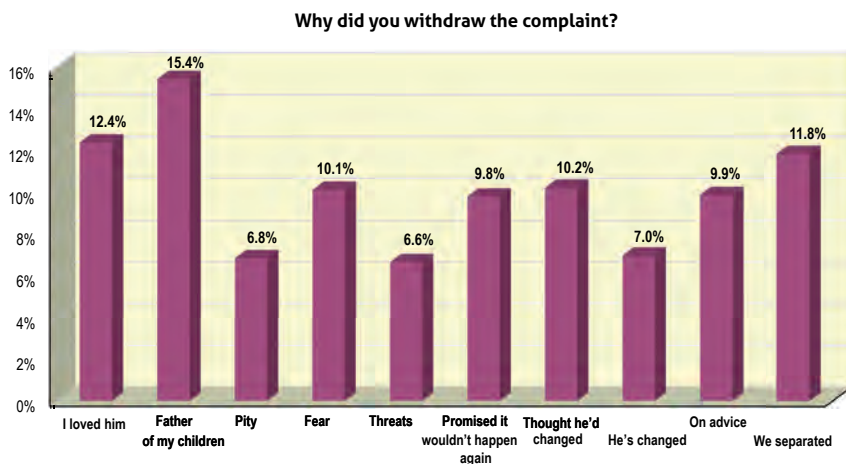


Source of data: *Ministry of Health, Social Services and Equality. Government Delegation against Gender-based Violence*

According to the 2011 Macro-survey on Gender-based Violence, the main **reasons given for withdrawing the complaint** are associated with:

- in one out of two cases (54.8%) with an attempt to somehow save the family life project with the abuser: because she still loved him, because he is the father of her child/children, because the abuser promised to change or she felt that he had changed;
- however, fear of the abuser is not a prevailing reason (10.1%);
- one thing worth considering is that 9.9% of the women who withdrew the complaint affirm that they did so “on advice”, i.e., one in ten women withdrew the complaint because they were advised to do so by someone they trusted.

It is therefore **necessary to encourage the support of the family, society and the professional environment** to women who have filed a complaint of abuse and are trying to break away from a



Source of data: 2011 Macro-survey on Gender-based Violence.

situation of gender-based violence. There is a **percentage of women who had filed a complaint and later withdrew it, which can be classed as a symptomatology of gender-based violence.**

4) Social awareness of gender-based violence

Society should be aware of the existence of this scourge, and of the importance of prevention, detection and support to women who suffer it, and the outright condemnation of abuse. The data shows that **social awareness of gender-based violence continues to be low.**

In the entire period, i.e. between September 2000 and December 2012, of all the 335,490 people interviewed by the Sociological Research Centre (SRC) in its monthly opinion polls, 8,504 said that "violence against women" was one of the three main problems in Spain, representing 2.5% of the population, and 2,292 said that it was one of their three main personal problems, representing 0.7% of the population.

In 2012, the SRC interviewed a total of 27,278 people, of whom 0.6% (169 people) affirmed that violence against women was one of three main problems in Spain, and 0.1% (21 people) affirmed that violence against women was one of their three main personal problems.

In 2011, 69.3% of the people interviewed who said that violence against women was one of the three main problems in Spain were women and 30.7% were men. And 82.9% of the people interviewed who said that violence against women was one of the three main problems affecting them personally were women and 17.1%, were men. **Of all the people interviewed in 2012 who said that violence against women was one of the three main problems in Spain, 62.1% were women and 37.9% were men. This means an increase of 7.2% from 2011 to 2012 in the percentage of men.**

With regard to the question on the **three main problems that affect one personally**, 66.7% of the people interviewed who said that violence against women was one of the three main problems affecting them personally were women and 33.3% were men, which means that the percentage of men nearly doubled since 2011 (17.1% were men)

In other words, **apart from being low, social awareness of gender-based violence is mainly found in women, although in the past year the number of men has increased considerably from the previous year.** Therefore, there is a need to raise the awareness of women who suffer abuse and the awareness of society as whole.

2.3.3. The institutional response

The data on the protection to women victims of gender-based violence and the use of the resources and services made available to them is another channel through which to get an overview of the scope of the problem.

The **resources** made available by the Public Administrations to support victims of gender-based violence are **very widely known** by women in general and the victims themselves, according to the 2011 Macro-survey on Gender-based Violence. The most highly valued are psychological support, legal support and sheltered accommodation.

The **resources most highly valued by women who have suffered gender-based violence** are, first of all, financial aid, followed by psychological support and sheltered accommodation.

The data on **women victims of gender-based violence with active police assistance** comes from the computer application called Integrated Monitoring System for cases of Gender-based Violence (GbV System). This computer application houses the data supplied by the national security forces and the police of the autonomous regions and the municipalities, which includes the risk assessments carried out by them in accordance with that established in the "Protocol for Police Assessment of Risk of Violence against Women in the cases set out in Organic Law 1/2004 of 28 December". Information is available since October 2010.

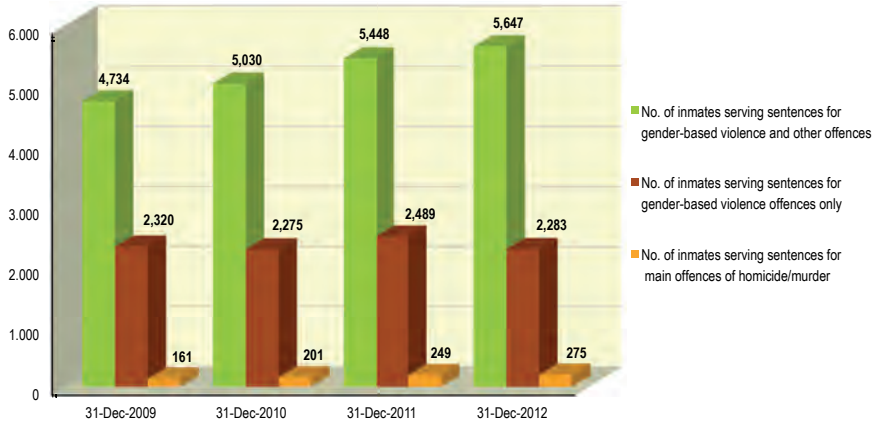
Nearly 100,000 women have active police assistance, i.e. they appear in the GbV System with police risk assessment (none, low, medium, high or extreme). These women numbered 95,601 on 31 December 2010, 97,320 on 31 December 2011 and 99,021 on 31 December 2012.

Since the entry into force of Organic Law 1/2004 of 28 December, on comprehensive protection measures against gender-based violence, **all the judicial districts have at least one court specialised in violence against women. At present, there are 461 courts with competence in gender-based violence**, of which 106 have exclusive competence and 355 are compatible.

The figures for **inmates serving prison sentences for gender-based violence offences** come from the General Secretariat for Penitentiary Institutions (Ministry of the Interior) which sends aggregated microdata on the number of inmates serving sentences for this type of offences to the Government Delegation against Gender-based Violence on a monthly basis. This data refers to convicted prisoners serving sentences for gender-based violence offences, although a number of them are also serving sentences for other types of offences besides gender-based violence.

The **number of inmates** serving prison sentences for gender-based violence offences has **increased** from 2009 to the present date. On 31 December 2012, there were 6,120 inmates serving sentences for gender-based violence and other offences; 2,435 serving sentences for gender-based violence offences only; and 275 serving sentences for main offences of homicide or murder.

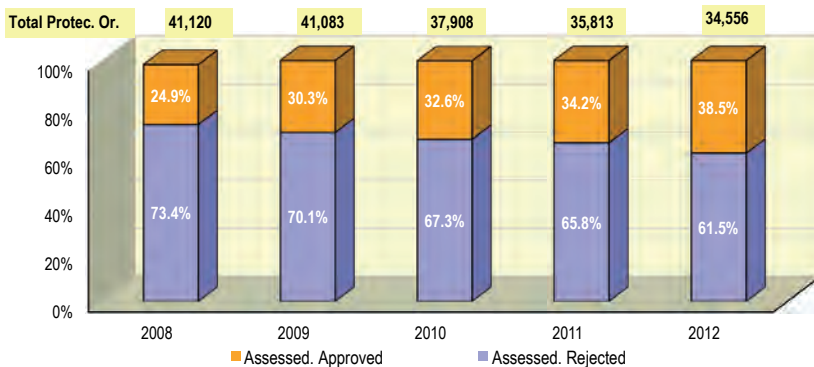
Inmates serving prison sentences for gender-based violence offences



Source of data: *General Directorate for Penitentiary Institutions of the Ministry of the Interior*

61.5% of the protection orders assessed are granted, although of the total number of protection orders assessed there has been a gradual fall in the percentage of those approved.

Percentage breakdown of judicially assessed protection orders by result. 2008-2012

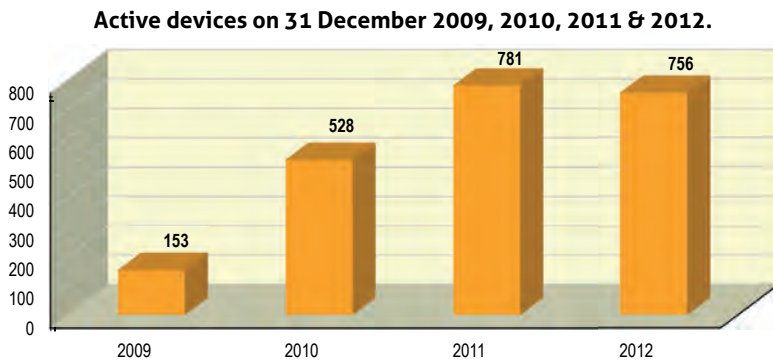


Source of data: *General Council of the Judiciary. Violence against women in judicial statistics.*

Among the judicial measures to provide protection and security to victims, Article 64.3 of Organic Law 1/2004 includes the measure consisting in prohibiting the accused from making contact with the person being protected and the possibility of using adequate technological instruments to monitor the fulfilment of this restraining measure by the accused.

The data on the Electronic Monitoring of Restraining Measures System in the area of Gender-based Violence shows a **gradual increase in the number of electronic devices** since the introduction of the system in 2009, and a certain tendency to level off in the past year.

Between the date the system was introduced and 31 December 2012, a total of **1,772 devices were installed** and 1,016 uninstalled, therefore on 31 December 2012 the number of active electronic monitoring devices in the area of gender-based violence was 756, according to the Government Delegation against Gender-based Violence.



Source of data: : Ministry of Health, Social Services and Equality. Government Delegation against Gender-based Violence.

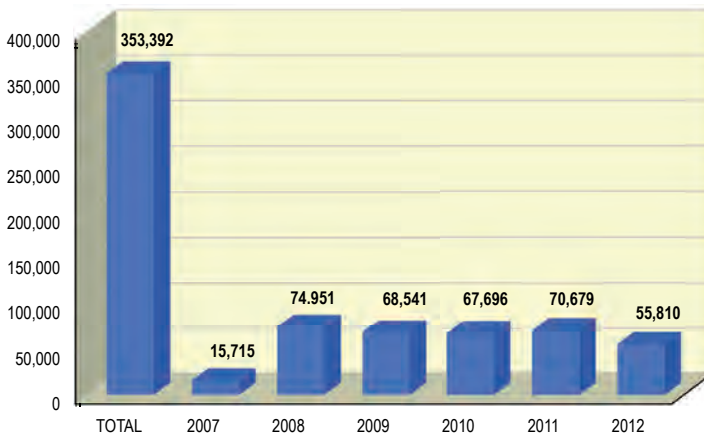
The objective of the **016 Helpline** is to offer information and legal advice to victims of gender-based violence in the entire national territory, regardless of their place of residence, guaranteeing their right to information in order to ensure that they receive assistance, exercise their rights and have access to the resources available to them.

Between the introduction of the service in September 2007 and 31 December 2012, this service answered a total of 1,580,614 calls, of which **353,392 were associated with gender-based violence, hence pertinent calls. The average number of pertinent calls in the entire period was 182 per day and 8 per hour.** The highest number of calls took place between 11h and 12h, with Monday being the weekday when more calls were received. In 2012, 55,810 pertinent calls were received.

With regard to the caller, in **75% of the cases the call was made by the victim herself, in 22% by relatives** or close friends and in 3% by professionals.

On another front, in 2012, the Legal Advice Department of the 016 Helpline answered 10,109 calls concerning cases of gender-based violence, representing 18.11% of the total number of pertinent calls.

Gender-based violence calls answered by the 016 Helpline by year (September 2007 - 31 December 2012).



Source of data: Ministry of Health, Social Services and Equality. Government Delegation against Gender-based Violence.

The Mobile Tele-assistance Service for victims of gender-based violence began to operate in December 2005. On 1 January 2010, the Ministry of Health, Social Services and Equality, through the Government Delegation against Gender-based Violence, took over the management of the service, now called **“Telephone Service for Assistance and Protection to Victims of Gender-based Violence” (ATENPRO Service).**

On 31 December 2012, a total of **44,776 women** had used ATENPRO, and the number of current users on that date was 9,405.

Evolution of registrations and final number of users of ATENPRO for victims of gender-based violence. 2006-2012.



Source of data: Ministry of Health, Social Services and Equality. Government Delegation against Gender-based Violence.

In the area of **financial aid**, article 27 of Organic Law 1/2004, developed by Royal Decree 1452/2005, guarantees social aid to victims of gender-based violence whose income is less than a certain amount and it is felt that, because of their age, their lack of general or specialised education/training and their social circumstances, they will have special difficulties in finding a job. Between 2006 and 31 December 2012, **1,563** women victims of gender-based violence received this social aid.

Financial aid granted. Art. 27 of the Comprehensive Law



Source of data: Ministry of Health, Social Services and Equality. Government Delegation against Gender-based Violence.

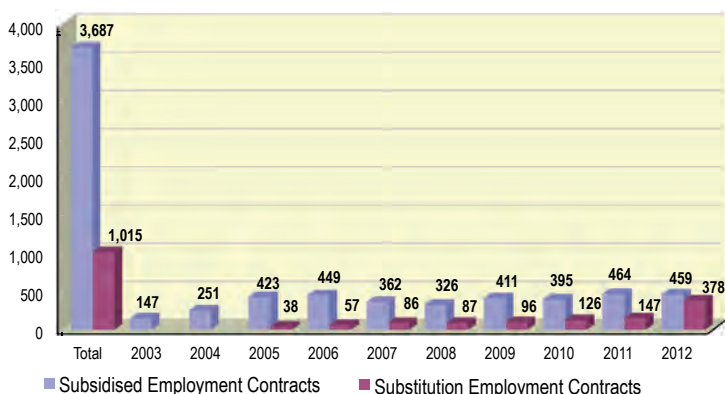
Organic Law 1/2004 establishes and guarantees a series of rights and measures to women victims of gender-based violence in the area of employment and Social Security, with the aim of reconciling their employment obligations and their protection and complete recovery needs, and, where appropriate, promoting their inclusion in the labour market.

The data on **subsidised employment contracts** of victims of gender-based violence is received since 1 January 2003, and the data on temporary employment contracts for substituting victims of gender-based violence is received since 1 January 2005. Even though the data on subsidised employment contracts is available since 2003, we must point out that until December 2006 there was no specific code to identify the subsidised employment contracts of victims of gender-based violence, therefore the data analysed will at all times refer to women victims of domestic and gender-based violence.

On 31 December 2012, **3,687 women had benefitted from subsidised employment contracts** for victims of gender-based violence, according to the Public Employment Service under the Ministry of Employment and Social Security.

On 31 December 2012, **1,015 temporary employment contracts for substituting victims of gender-based violence** had been signed, according to the Public Employment Service under the Ministry of Employment and Social Security.

Subsidised Employment Contracts and Substitution Employment Contracts for women victims of Gender-based Violence



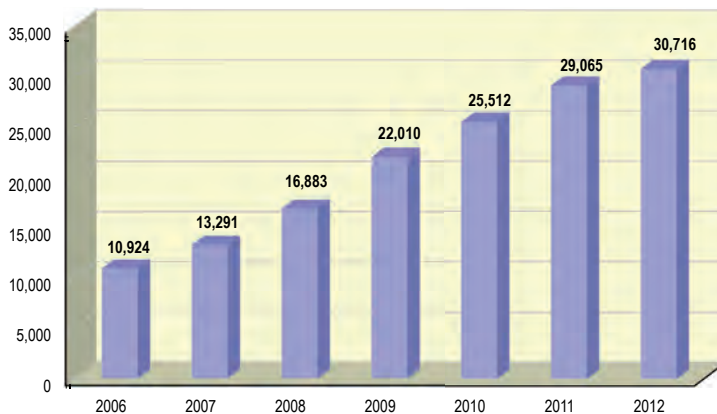
Source of data: Public Employment Service (Ministry of Labour and Immigration).

The **Active Insertion Income programme (RAI)** is part of the unemployment protection measures of the public Social Security system and, in accordance with the EU guidelines on employment, it not only includes the payment of a benefit, but also specific measures on training, improvement, guidance, re-training and inclusion in the labour market.

Furthermore, the programme includes **financial aid to victims of gender-based violence for moving to another place of residence.**

On 31 December 2012, there were **30,716 women victims of gender-based violence were receiving the Active Insertion Income**, according to the information supplied by Public Employment Service under the Ministry of Employment and Social Security.

Women victims of gender-based violence receiving Active Insertion Income (RAI) 2006-2012.

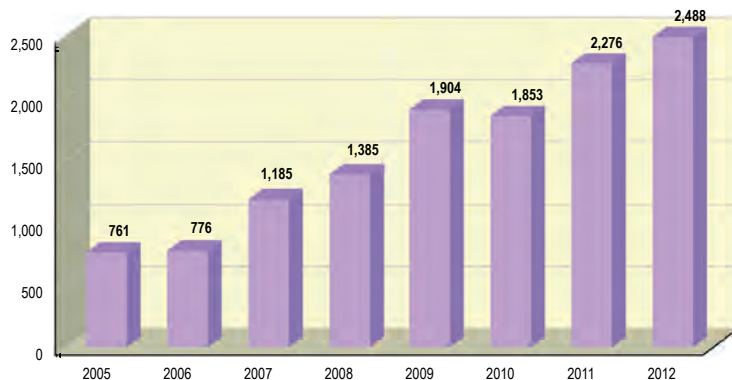


Source of data: Ministry of Health, Social Services and Equality. Government Delegation against Gender-based Violence. Prepared by the author based on data supplied by the Public Employment Service (SPEE).

Between January 2005 and 31 December de 2012, **12,628 women victims of gender-based violence received financial aid for moving to another place of residence.**

Women victims of gender-based violence receiving aid for moving to another place of residence.

Total: 12,628



Source of data: Ministry of Health, Social Services and Equality, Government Delegation against Gender-based Violence. Prepared by the author based on data supplied by the Public Employment Service (SPEE).

This data shows that although there are increasingly more women victims of gender-based violence making use of the **employment and Social Security rights and measures** and the financial aid, in absolute terms the figures show that there continues to be many potential beneficiaries of these rights.

Lastly, we should highlight that the study conducted by the Government Delegation against Gender-based Violence "*Study of the reticence of victims of gender-based violence to report their abusers*" shows that, apart from putting an end to the abuse in most cases, the complaint also leads the woman to **psychological support, separation from her aggressor, training and employment, always leaving it up to her to decide, and therefore empowerment**. The professionals point out that women who have gone through a prior recovery process tend to stand firm on their decisions to not reconcile with the aggressor, not try to stop the judicial process once initiated, and to gain back the strength and the enthusiasm to live and to steer their lives. The study also highlights **the importance of swiftness in the assistance**: given that filing the complaint is a difficult decision to make and, particularly in situations of abuse, considering its particular characteristics, it is vitally important to provide immediate protection and assistance

to the victim in order to prevent her psychological and functional deterioration and the persistence of abusive and controlling behaviour by the aggressor.

2.3.4. Minors and women particularly vulnerable to gender-based violence

Within the scourge of gender-based violence there are particularly vulnerable groups of people: the underage children of women victims of abuse; adolescents, young women under the legal age who are possible victims of gender-based violence in their couple relationships; and, lastly, women in a particular vulnerable situation, such as those with some disability, older women, women in the rural environment or immigrant women.

1) Minors: genuine victims of gender-based violence

Violence against minors who live with a woman subjected to gender-based violence appears as one of the major problems in the surveys. Spain, as a party to the **Convention on the Rights of the Child of 20 November 1989**, must promote measures aimed at the adequate protection of these minors and at the necessary care to ensure their wellbeing.

In the Macro-survey of 2011, **70.6 % of the women interviewed who affirmed that they were suffering gender-based violence had underage children**. And, more specifically, **61.7 % of the women who were currently suffering abuse affirmed that their underage children had also suffered situations of direct abuse** at some time.

Furthermore, we should take into account that the statistics for women assassinated as a result of gender-based violence show that the majority were in the 21 to 40 age group, ages in which women tend to be caring for their children.

One of the characteristics of these victims is, precisely, their **invisibility and the difficulty involved in quantifying their numbers**, hence the importance of making progress in this area.

With regard to the consequences of this violence, there are four fundamental aspects worth highlighting, and all four refer to the particularly vulnerable situation of minors living in an environment of gender-based violence.

In the first place, **exposure to this violence and suffering direct abuse can be considered one and the same**. Experiencing situations of this form of violence in childhood generates similar problems in children to those of direct abuse. Minors exposed to gender-based violence not only have to face the violence suffered by their mothers, but they are also much more likely to suffer direct abuse.

In second place, **in many cases minors can be used as instruments of violence against the woman** and as a channel for threatening and coercing her. They can become an additional tool, probably the most damaging, for exercising violence against the mother.

In third place, gender-based violence can leave **emotional scars and lead to the repetition of this form of violence** in the future, perpetuating this violent behaviour in society.

Lastly, suffering direct or indirect gender-based violence generates **all kinds of problems** in minors, **making it vitally important to provide them with assistance** to help them in their recovery. According to the Report published by the State Observatory on Violence against Women, the disorders found in minors affect different areas of their development. Physically, they can experience delayed growth, eating disorders, sleeping problems, regressions, fewer motor skills and psychosomatic symptoms (allergies, asthma, eczemas, headaches, abdominal pain, bed wetting, etc.). Emotionally, they are found to suffer

anxiety, anger, depression, isolation, self-esteem disorders, post-traumatic stress, traumatic process and attachment disorders. On the cognitive side, they are seen to suffer delays in language learning, verbal development and cognitive development, as well as deterioration of their performance at school. Lastly, conduct and social problems are detected, such as violence toward others, temper tantrums, lack of inhibition, immaturity, attention deficit disorder, hyperactivity, drug-addiction and self-destructive behaviour, lack of social skills, introspection or withdrawal and empathy disorders.

The Government Delegation against Gender-based Violence is **collecting data** on gender-based violence cases resulting in the death of both minors and their mothers, as well as on cases where minors are orphaned or suffer the consequences of this form of violence, with the aim of acquiring more knowledge of the personal circumstances of these victims. This data is being entered in the databases of the Government Delegation against Gender-based Violence.

2) **Adolescents and youths: a future society free of violence against women**

The recent surveys and studies show that the **youth and adolescent population is a collective particularly vulnerable** to gender-based violence. The youth population can be very vulnerable to many unperceived cases of psychological abuse or other more sibylline and hidden forms of violence. Even though this phenomenon is not recognised as “a major social problem”, the data drawn from existing studies raises serious concern.

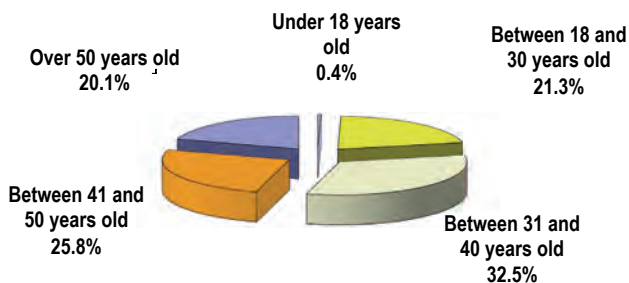
More than 20% of adolescents justify violence to some extent as a reaction to an aggression, according to the study “Equality and prevention of gender-based violence in adolescence”

conducted in 2011 by the Government Delegation against Gender-based Violence and Complutense University. Of the total number of adolescents interviewed in the 2011 Macro-survey on Gender-based Violence, 3.43% recognised that they had been hit by their partners, 4.64% recognised that they had felt forced to indulge in behaviour of a sexual nature that they did not want to take part in, 6.52% had been sent messages via the internet or mobile in which they were insulted, threatened, offended or frightened, and 12.3% of the young women between 18 and 29 years of age manifested that they had suffered gender-based violence at some time in their lives, representing more than 10.9% of the total sample.

One in ten girls at university has felt forced at some time to indulge in behaviour of a sexual nature that she did not want to take part in, has been sent messages, insults or images via the internet or mobile without her permission or has frequently been the victim of attempts by others to isolate her from her friends, according to the study "Young university students, equality and gender-based violence" conducted by the Government Delegation against Gender-based Violence and Complutense University in 2011. On another front, three out of four female university students who have experienced situations of abuse affirm that the abuse took place in a previous relationship, highlighting a tendency to break away from abuse.

In relation to the data held by the Government Delegation against Gender-based Violence, of the 55,810 calls received by the 016 Helpline in 2012 concerning gender-based violence, 0.4% of the calls in which the age of the caller was given (2,376) were made by women under 18 years of age, and **21.3% by victims of gender-based violence between 18 and 30 years of age**, this being the third largest age group of callers to the 016 Helpline, behind women between 31 and 40 years of age and women between 41 and 50 years of age (32.5% and 25.8% respectively).

Percentage breakdown of women who have called the 016 Helpline



Source of data: Ministry of Health, Social Services and Equality. Government Delegation against Gender-based Violence.

More than 2% of the protection orders applied for to protect victims of gender-based violence were to protect women under the legal age.

Protection orders applied for by age group of the victim. 2012



Source of data: General Council of the Judiciary. Violence against Women in judicial statistics.

With regard to the aggressors, of the 6,120 inmates serving prison sentences for gender-based violence offences on 31 December 2012, 19.5% were between 21 and 30 years of age and 0.4 % between 18 and 20 years of age, according to the General Directorate for Penitentiary Institutions of the Ministry of the Interior.

Furthermore, there are **new ways of exercising violence as a result of the widespread use of new technologies by youths**, such as **cyberbullying**, understood as a way of invading the world of the victim in a repeated, disruptive and hostile manner

using the means offered by Internet, as described in the study conducted by the Government Delegation against Gender-based Violence "*Cyberbullying as gender-based violence among young people: a risk in the information and knowledge society*".

According to this study, youths, already "digital natives", have a very **low awareness of the harmful effects of cyberbullying**: specific patterns in the use of Internet that can be interpreted as high-risk practices are not considered a danger by youths – such as exchanging private information or images -. The exchange of personal content is a demonstration of trust or an act of intimacy with one's partner ("a demonstration of love") and is an open door for **sexting** (the act of sending erotic or sexually explicit photographs).

Young women are more vulnerable to the harm of cyberbullying because of the inequality in the social perception and valuation of the behaviour and images of women in the couple relationship, and therefore the experience is very traumatic for them. The traditional stereotypes that continue to exist in social relationships between both genders with sexist values continue to be mirrored in the gender-based violence exercised in the world of Internet and the social networks.

One of the characteristics of relationships where the young partners use the social networks to interact with one another are the **difficulties posed by ICTs when it comes down to definitely ending or reducing the intensity of the relationship**, which may lead to excessive psychological pressure and social control. Moreover, the unlimited information distribution options offered by Internet and the social networks can become a **major threat** to the victims.

To conclude, **cyberbullying, as a form of exercising violence against one's partner or ex-partner is a considerably established practice among Spanish youths** in couple relationships.

In this respect, it is worth mentioning the particular importance of the **Plan for Improving Co-existence and Security at School**, whose aim is to encourage habits and conduct that improve coexistence from the early stages of education, considering the roles of the school and the teacher as fundamental. The school, together with the family, is a basic institution for social integration, the acquisition of social values and skills, and the prevention of all forms of violence. It is therefore very useful to show, using real examples, situations that highlight the practice of violent behaviour, including gender-based violence and violence against women, in order to encourage pupils to consciously repudiate them. Over the academic year 2011/2012, the most recent year on which data is available, 462 chats to students, 101 meetings with teachers and 20 with parents' associations were held, as well as 133 "complementary activities".

In view of the above, **although one might be tempted to think that the generational handover will bring the change towards a society free of violence, the data shows that this change is still a long way ahead.** In response to the notion that abuse "does not take place in young couples", the data reveals quite the opposite. **It is therefore vitally important to continue to work in this area: our youths and adolescents** are the future society free of gender-based violence and respectful of the fundamental rights. We must work with them to build a free and equal society, by raising awareness, changing roles and educating in equality, freedom and respect for the fundamental rights.

3) **Women with disabilities: double victimisation**

With regard to women with disabilities, the **data is scarce** and it is therefore very important to **work on collecting it.**

According to the 2011 Macro-survey on Gender-based Violence:

Women with disabilities are victims of gender-based violence **much more frequently** than women without disabilities:

- The proportion of women with a serious disability who feel abused by the partner they live with is 4.6 times greater than that of women without a disability, and the proportion of women with a less serious disability who feel abused by the partner they live with is 2 times greater than women without a disability (7.8% and 3.5% compared with 1.7%).
- In cases where the couple has broken up, the risk of abuse by the ex-spouse/ex-partner is also higher: 11% for women with some degree of disability compared with 7.9% for women without a disability.

Spain, as a party to the **Convention on the rights of persons with disabilities of 13 December 2006**, must protect women and children with disabilities from exploitation, rape and abuse, specifically considering the aspects related to gender.

It is therefore important to acquire more knowledge of the impact of gender-based violence on this group of women to be able to offer them effective assistance and support. The Government Delegation against Gender-based Violence is widening its data on persons with disabilities, and it is already known that **of the 52 mortal victims of gender-based violence in 2012, 7 had some degree of disability, representing 13.46% of the total number of mortal victims.**

4) Women in the rural environment: added difficulties

With regard to women in the rural environment, according to the 2011 Macro-survey on Gender-based Violence, 16.9% of the women who affirmed that they had suffered abuse at some time in their lives were living in municipalities with less than 10,000

inhabitants (rural environment), and 15.2% of the women who affirmed that they had suffered gender-based violence in the past year were living in municipalities of this size.

The breakdown of the total number of women who affirmed that they had suffered gender-based violence at some time in their lives shows that there is a **smaller concentration of these women in municipalities with less than 10,000 inhabitants**, according to the 2011 Macro-survey on Gender-based Violence.

The data on women who affirmed that they had suffered abuse and were living in municipalities with less than 10,000 inhabitants shows that:

- 50.7% of the rural women who affirmed that they were currently suffering gender-based violence were between 40 and 59 years of age, compared with 35.8% of the total number of women interviewed who affirmed the same. That means that rural women who suffer gender-based violence are older than women who live in larger town/cities and suffer gender-based violence;
- 21.4% of the rural women who affirmed that they had suffered abuse in the past year were between 18 and 29 years of age. This percentage is higher than the percentage of the total number of women in this age group (17.6%) who suffered abuse in the past year. Therefore, women who suffered abuse in the past year and were living in municipalities with less than 10,000 inhabitants were younger than the rest of the women interviewed who suffered abuse in the past year;
- 48% of the women who were living in municipalities with less than 10,000 inhabitants and affirmed that they were suffering gender-based violence were working, compared with 42.8% of the total number of women interviewed who affirmed that they were suffering gender-based violence.

Therefore, one of the characteristics of the women who were living in municipalities with less than 10,000 inhabitants and who affirmed that they had suffered abuse at some time in their lives is the high share of working women.

The place of residence may be a conditioning factor in manifesting the existence of gender-based violence. This requires specific measures aimed at helping women these women to break the silence.

5) Women over 65 years of age: the group that files fewer complaints

In respect of women over 65 years of age, the data shows that women of this age make up the group that files significantly fewer complaints, according to the General Council of the Judiciary, considering the years 2009, 2010 and 2011.

Based on the 2011 Macro-survey, the data on women over 65 years of age who suffer gender-based violence shows that:

- 6.7% of the women interviewed aged 65 or over affirmed that they had suffered abuse at some time in the lives, compared with a 10.9% average in the total number of women interviewed. The previous Macro-surveys (1999, 2002 and 2006) also revealed a **low gender-based violence affirmation rate** among older women;
- 87.7% of the women aged 65 or over who affirmed that they were victims of gender-based violence had a **very low level of education**, with no education or only primary education, which is nearly 8% above the average in the total number of women interviewed.

With regard to mortal victims, 85 women aged 65 or over were killed by their partners or ex-partners between 2003 and 2012,

representing **12.9% of the total number of mortal victims** in the entire period, according to the Government Delegation against Gender-based Violence.

The **particularly vulnerable situation of women who, on top of gender-based violence, have the added problem of age and, in many cases, the problem of financial dependence on the aggressor**, makes it particularly important to help them break the silence and offer them effective support.

6) Immigrant women: special vulnerability

With regard to immigrant women, the data shows that 202 foreign women were killed by their partners or ex-partners in the period 2003 - 2012, representing 30.8% of the total number of victims whose nationality is known (656). According to the 2011 Macro-survey on Gender-based Violence:

- 14.5% of the women who affirmed that they had suffered abuse in the past year were foreign;
- 20.9% of the foreign women interviewed had suffered gender-based violence at some time in their lives, compared with 10.9% of the total number of women interviewed;
- 5.8% suffered violence in the past year, compared with 3% of the total number of women interviewed.

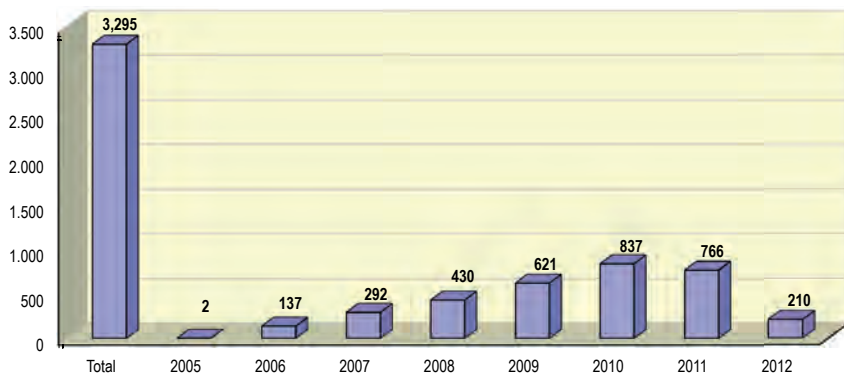
Therefore, the share of women who **affirmed that they had suffered gender-based violence at some time in their lives** is bigger among foreign women than among the total number of women interviewed. However, 15.1% of the foreign women interviewed had managed to break away from abuse. The proportion of Spanish and foreign women who managed to break away from the abuse in relation to the Spanish and foreign women who had been abused at some time in their lives is practically identical.

On their part, in the homicides committed between 2003 and 2012, **30.7% of the aggressors were of foreign nationality** (200 of 652).

We should point out that, to be able to enjoy the rights guaranteed to victims of gender-based violence under Organic Law 1/2004, irrespective of their origin, article 31.3 of Organic Law 4/2000 of 11 January, on the rights and freedoms of foreigners in Spain and their social inclusion, contemplates the granting of temporary residence permits *"on the basis of length of residence, humanitarian reasons, collaboration with the justice system and other exceptional circumstances established in the regulations"*.

The Central Registry of Foreign Residents under the Ministry of Finance and Public Administrations has supplied the data on the temporary residence permits granted to foreign women victims of domestic violence offences for humanitarian reasons going back to 1 January 2005. A total of 3,300 temporary residence and work permits were granted to foreign women victims of gender-based violence between 2005 and 31 December 2012.

Evolution of figures for temporary residence and work permits granted to foreign women victims of gender-based violence offences.



Source of data: Ministry of Finance and Public Administrations.

Therefore, **there is a higher proportion of foreign women who affirm that they had suffered situations of gender-based violence but it is also found that they make more use of the resources** made available by the public authorities to provide assistance to the victims, and in particular that they make increasing use of the specific rights recognised to them under the current laws.

2.3.5. Other forms of violence against women

Although significant progress is being made in the collection of data on trafficking in women and girls for sexual exploitation purposes, **the real scale of this serious offence in our country is still unknown.**

The Government Delegation against Gender-based Violence is working alongside the Crown Prosecution Service and the Ministry of the Interior to improve the data on the institutional response to this offence. Thus, the Third Follow-up Report on the Comprehensive Plan for Combatting Human Trafficking for Sexual Exploitation Purposes for the year 2011 includes a statistical annex.

According to the Intelligence Centre against Organised Crime under the Ministry of the Interior, the security forces made 2,375 administrative inspections in prostitution venues and produced 295 police reports (87 on human trafficking and 208 on sexual exploitation).

Of the 14,370 persons found to be in a situation of risk, 1,082 victims (234 victims of human trafficking and 848 victims of sexual exploitation) were identified, of whom more than 90% were women. Of these women, 95% were foreign and 40% were undocumented. The most prevalent nationalities were the Romanian, Chinese, Brazilian, Paraguayan, Russian and Dominican.

The Crown Prosecution Service's annual report for 2012 provides data on the preliminary investigations opened in 2011 in connection with the offence of trafficking in human beings, which indicates that 59 preliminary investigations were opened for the offence of human trafficking for sexual exploitation purposes, of which 14 were dismissed and the rest were pending at the time of drafting the report. It is worth mentioning that the offence of trafficking in human beings, introduced into article 177 bis of the Criminal Code, entered into force on 23 December 2010.

Lastly, in the framework of the invitation to submit applications for subsidies from the Government Delegation against Gender-based Violence aimed at assistance projects and social support to victims of human trafficking for sexual exploitation purposes, the organisations that were subsidised in 2011 affirmed in their action reports that they had detected 3,500 possible victims among the persons they had provided assistance or support to.



III

WHAT IS THE NATIONAL
STRATEGY FOR THE ERADICATION
OF VIOLENCE AGAINST WOMEN FOR?

On the basis of the diagnosis described above, four large general objectives are established, which, in turn, are each divided into several specific objectives and three cross-cutting themes. The measures described in the Strategy are organised according to these objectives and cross-cutting themes.

The **general objectives** are:

- breaking the silence - the accomplice to abuse,
- improving the institutional response provided by the public authorities, by offering personalised schemes and advancing towards the single windows,
- providing assistance to minors and women particularly vulnerable to gender-based violence, and
- raising the visibility of and providing assistance in other forms of violence against women.

The **cross-cutting themes** are:

- training and raising the awareness of players,

- coordination, networking and operational excellence, and
- assessment, follow-up and improving knowledge in this area.

Lastly, a second division is also made based on the **specific areas of work, and by subject**, to which the measures refer - education, communication, social services, healthcare, security, justice, employment and civil society – and the **bodies responsible for their implementation**.

The achievement of the objectives and the implementation of the measures established in the Strategy shall be carried out with utmost respect for and according to the distribution of competences system established in our legal system.

In the exercise of their competences to achieve the goals set out in the Strategy, the Administrations involved will adhere to the principles of institutional loyalty and cooperation with the other Public Administrations.

Furthermore, it is particularly worth considering the civil society players, the women's associations and the representative entities of other collectives which are part of the State Observatory on Violence against Women, whose actions also contribute to achieving the strategic objectives. The recognition and the support of the public authorities to their work, in all areas, from prevention and social awareness to assistance to women who suffer violence and their children, are essential to achieving a society free of violence in the future.

1

FOUR GENERAL OBJECTIVES

1.1. FIRST GENERAL OBJECTIVE: BREAKING THE SILENCE - THE ACCOMPLICE TO ABUSE

The first general objective is to succeed in **breaking the silence**.

This objective responds to a general idea: that society, as a whole, continues to express its outright condemnation of the violence suffered by women, conveying the message that there is no impunity for the aggressors and taking action to contribute to achieve a society free of violence.

This framework includes all the awareness-raising and prevention measures, in line with the classic doctrinal classification which describes the different levels of violence prevention: primary, secondary and tertiary.

To achieve this objective, two more specific objectives are established.

First, **strengthening prevention** in the broad meaning of the term, through measures aimed at raising the visibility of the problem,

raising awareness, training the players, and educating children and adolescents in equality and respect for the fundamental rights.

Second, **intensifying detection**, through measures aimed at fostering the early identification of the first signs of gender-based violence and the detection of cases. Encouraging proactive action by all persons involved and the specific support of the social players, families, professional environment, society in general and public and private professionals. With measures aimed at helping women to break away from the violence they are suffering so that the silence does not increase their solitude, isolation and vulnerability, and taking the institutional system to them. The ultimate purpose being to prevent the perpetuation and aggravation of violence, as in the growing spiral that characterises it.

By breaking the silence, these measures will lead to increased social awareness, avoidance of new cases, detection of more cases, more situations of violence receiving an effective institutional response and reinforced autonomy of women who have suffered violence.

1.2. SECOND GENERAL OBJECTIVE: IMPROVE THE INSTITUTIONAL RESPONSE, PERSONALISED SCHEMES AND MOVE TOWARDS THE "SINGLE WINDOW"

The second general objective of the Strategy is to **improve the institutional response** provided by the different Administrations and public and private bodies in their respective areas of competence, designing **personalised schemes** and moving towards the **single window**. **This objective is achieved through the following three measures:**

- Design individualised action plans for women and their children, foreseeing the provision of assistance by all the

necessary professional fields to achieve their full recovery. These plans will also include an assessment of needs, objectives and necessary resources, referrals and periodic follow-ups to be carried out, at the same time promoting the establishment of systems for sharing information with a view to providing a personalised response to situations of gender-based violence.

- Identify all the administrative procedures that may be of interest to the women and their children as victims of gender-based violence, as well as the administrations responsible for processing and approving the applications.
- Promote that the above-mentioned autonomous region procedures may be initiated from the assistance to victims resources, and facilitate that the procedures within the area of competence of other Public Administrations can be initiated from the assistance to victims resources of the victim's autonomous region.

Thus, with the aim of guaranteeing women the effective exercise of their rights, **the idea is to achieve an individualised response in each case**, aware of the fact that each woman has her own individual characteristics, to avoid re-victimisation and pilgrimage from one resource to the next, and to maximise the effectiveness of the services.

This second general objective unfolds two specific objectives.

First, **improve the response of the Justice System and the Security Forces** in the exercise of their functions, offering maximum quality in judicial assistance and in the security and protection mechanisms.

Second, **advance in the response of the social services** to women who have survived violence, strengthening networking by the different public resources and personalised assistance provided in one place. The immediacy and quality of the institutional response are as important as early detection and filing the complaint. This institutional response will help the woman to initiate the process

of breaking the ties that bind her to the aggressor and to restore her identity and her life project, turning her process into a story of personal growth and success.

In accordance with the **Reference Catalogue for Social Services, approved on 16 January 2013** by the Social Services' Territorial Council for the Personal Autonomy and Care of Dependent Persons, which sets out the specialised assistance services for women who suffer violence and their children, the actions developed in this context are oriented towards applying the principles and criteria contained in the catalogue with regard to the sufficiency, quality and adequate personalised assistance to be provided to these women, irrespective of the territory they are in.

1.3. THIRD GENERAL OBJECTIVE: ASSISTANCE TO MINORS AND WOMEN PARTICULARLY VULNERABLE TO GENDER-BASED VIOLENCE

The third general objective, in line with the aim of achieving increased effectiveness and personalisation in the assistance provided to victims, and **in response to the international approaches**, consists in offering a **response tailored to minors and women particularly vulnerable to suffering gender-based violence, avoiding double or triple re-victimisation**. The situation of inequality and discrimination is combined with the vulnerability of the victim, exposing her even more. The ultimate aim of all these measures is to reduce the impact of violence on these groups and offer them adequate help.

Minors who live in environments with gender-based violence are also victims of this form of violence. In this respect, this violence conditions the minor's personal wellbeing and development and generates physical and psychological problems. Furthermore, minors

can be used against the woman as an instrument of violence and control, and their exposure to these situations aids to perpetuate the intergenerational transmission of violence. Consequently, these minors deserve special support and protection and require individual assistance.

Women with disabilities are also in a situation of increased vulnerability. Their dependence, their discrimination, their lack of knowledge of the impact of gender-based violence on women with disabilities, and the difficulties they encounter when they try to exercise their rights call for an adequate response from the public authorities, which involves designing measures that take into account the specific situation of these women and enable them to enjoy their rights.

Women in the rural environment, because they live in smaller and less populated geographic areas, find themselves in a situation that also requires specific action. The particular socio-demographic and geographic characteristics of the rural environment propitiate that gender-based violence be regarded by the community as something embarrassing and strictly confined to the private domain.

Women over 65 years of age are a particularly vulnerable group, in which prolonged situations of cohabitation with the aggressor lead to the chronification and normalisation of the gender-based violence exercised against them. Reporting the aggressor is not always easy in these situations. For these women, breaking the silence often means their isolation, lack of support from the community, and greater financial dependence on the aggressor. These factors also call for specialised assistance for these women.

Immigrant women are particular vulnerable to gender-based violence, requiring more specific measures aimed at increasing social condemnation in their communities, promoting their active involvement, and ensuring an adequate response to their demands and requirements. Together with other new measures, this Strategy

includes the measures of the 2009-2012 Plan for Assistance and Prevention of Gender-based Violence in the Foreign Immigrant Population that have not yet been implemented.

Lastly, and without specifically considering it a vulnerable group, the Strategy includes measures aimed at providing assistance to **women with addiction disorders**. In these cases, there is a double need to address both their addictions and the violence they are suffering. However, these women frequently don't use the gender-based violence assistance services network. It is therefore necessary to adopt measures aimed at improving the response provided to these women and to exchange information between the different specialists in each field.

1.4. FOURTH GENERAL OBJECTIVE: RAISE THE VISIBILITY OF AND PROVIDE ASSISTANCE IN OTHER FORMS OF VIOLENCE AGAINST WOMEN

Together with gender-based violence, which is the abuse of women by their partners or ex-partners, it is also important to **make progress in combatting other forms of violence against women**, as required by the international organisations. Forced marriages, female genital mutilation, trafficking in women and girls for sexual exploitation purposes, and sexual harassment and aggressions need to be gradually addressed from the areas of knowledge and specialised assistance. Practices like these, as well as self-immolation, mutilation with acid, honour crimes, slavery and sexual exploitation, are particularly cruel and unacceptable forms of this violence.

With this aim of making progress in eliminating these forms of violence against women, this Strategy includes **measures with a triple objective**:

- include them in this document, given its general vocation;
- give them visibility to gradually achieve their elimination from our society;
- and design concrete measures to gain insight into them and combat them.

All of the above mentioned is without prejudice to the different measures being implemented by the different areas of specific action, which remain unaltered.

2

THREE CROSS-CUTTING THEMES

The cross-cutting themes respond to concrete objectives whose achievement has a **positive effect on achieving the four general objectives**. There are three, and they refer to training and raising the awareness of players, improving coordination, networking and operational excellence and increasing quality, assessment and knowledge in the area of gender-based violence.

2.1. FIRST CROSS-CUTTING THEME: TRAINING AND RAISING THE AWARENESS OF PLAYERS

As mentioned at the beginning, a Strategy is basically putting material and human resources into operation to achieve an aim. Consequently, there are two elements: the material – the material processes and resources – and the human – the persons who perform their activity and represent and give life to the institutions and the ends they serve -. The good results and the quality of the functioning of the system and, therefore, the achievement of the established objectives, depend on the individual responsibility, capacity, training, preparation and involvement of the persons participating in this effort.

This cross-cutting theme covers measures, organised in a systematically way, aimed at **intensifying the capacity and quality of the response of the players involved** in the eradication of gender-based violence. These measures include training and awareness-raising actions to improve their personal and professional skills and competencies and to increase their motivation to achieve the common objective of achieving a society free of violence against women.

2.2. SECOND CROSS-CUTTING THEME: COORDINATION, NETWORKING AND OPERATIONAL EXCELLENCE

The public and private initiatives aimed at the eradication of gender-based violence involve the three territorial levels into which the State is organised – state, autonomous region and local -. They also involve the different functional areas into which administrative activity is organised, and, of course, civil society. As a result, there are many initiatives already in place that often share the same material scope in which they are carried out, the ends pursued and the targets of the initiatives. Therefore, when designing programmes and instruments, it is essential to envisage networking, the exchange of experiences and the reproduction of successful experiences in a structured manner.

With this aim in mind, measures are included to **connect all the players involved**. First, by promoting the existing coordination and liaison instruments; second, by reviewing and improving these instruments; and, third, by designing new instruments for exchanging information, practices, knowledge and initiatives. With this, the players will be able to find out about the consequences of their different interventions and, also, it will be possible to simplify the processes and align the initiatives to achieve maximum effectiveness in the four general objectives mentioned above.

Therefore, with the measures included in this cross-cutting theme, the objective is to make **networking** part of the normal framework of this work.

2.3 THIRD CROSS-CUTTING THEME: QUALITY, ASSESSMENT, KNOWLEDGE AND CONTINUOUS IMPROVEMENT

The problem of abuse and violence against women continues to unveil characteristics that are unknown. It is therefore essential to improve our knowledge of this problem in order to focus the public policies and actions that are carried out correctly and effectively.

Within this cross-cutting objective of enhancing quality, assessment, knowledge and continuous progress, the intention is to integrate mechanisms to systematically provide information on:

- violence against women, its characteristics and incidence,
- the existing resources,
- the deficiencies found,
- the level of satisfaction of all the professionals dedicated to this effort, and
- the perception that the female users of the different resources and services have of the system, given that they are the targets of the initiatives taken, and it is of interest to know whether these initiatives are actually useful to them.

It is necessary to endow the different plans and actions with effective assessment mechanisms to measure the ex post results of the measures adopted, otherwise it will be impossible to achieve the adequate allocation of resources to “what works”. It is also necessary that the responsible bodies for implementing the plans and the programmes know the extent of their effectiveness and whether the initially established objectives were met.

Furthermore, in accordance with the principles of transparency, good governance and access to information, the aim is to give maximum publicity to the data gradually obtained, in the interest of public knowledge and to focus the public and private initiatives better.

GLOSSARY OF TERMS

AECID	Spanish Agency for International Cooperation
CCAA	Autonomous Regions
CGPJ	General Council of the Judiciary
CSD	National Sports Council
DGIO	General Directorate for Equal Opportunities
DGDIS	General Directorate for Support Policies for People with Disabilities
DGFI	General Directorate for Services to the Family and Children
DGOP	General Directorate for Organisation of Professions
DGPND	Government Delegation for the National Plan on Drugs
DGSP	General Directorate for Public Health, Quality and Innovation
DGVG	Government Delegation against Gender-based Violence
FEMP	Spanish Federation of Municipalities and Provinces
IMSERSO	Institute for the Elderly and Social Services
INJUVE	National Youth Institute
MAEC	Ministry of Foreign Affairs and Cooperation
MDEF	Ministry of Defence
MECD	Ministry of Education, Culture and Sport
MESS	Ministry of Employment and Social Security
MINHAP	Ministry of Finance and Public Administrations
MINT	Ministry of the Interior
MINETUR-SETSI	Ministry of Industry, Commerce and Tourism. State Secretariat for Telecommunications and the Information Society
MJUS	Ministry of Justice
MSSSI	Ministry of Health, Social Services and Equality
SEPE	Public Employment Service
SGIN	General Secretariat for Immigration and Emigration
SGIP	General Secretariat for Penitentiary Institutions

3 MEASURES

GENERAL OBJECTIVES

1. FIRST OBJECTIVE: BREAKING THE SILENCE - THE ACCOMPLICE TO ABUSE

1.1 SPECIFIC OBJECTIVE NUMBER 1: STRENGTHEN PREVENTION

COMMUNICATION

Measures	Responsible bodies
1. Carry out awareness-raising actions to promote breaking the silence and the involvement of society in the eradication of violence against women.	MSSSI-DGVG CCAA
2. Design an application for Smartphones aimed at women who suffer or have suffered gender-based violence and at their friends and relatives, with information on how to identify situations of gender-based violence, how to act in these situations and the resources available.	MSSSI-DGVG
3. Carry out prevention and awareness-raising actions in the corporate sector through the initiative "Empresas para una Sociedad Libre de Violencia de Género" (Companies for a Society Free of Gender-based Violence).	MSSSI-DGVG CCAA
4. Promote and provide information on the resources available to offer comprehensive advice to women victims of gender-based violence, particularly women who have not yet filed a complaint.	MSSSI-DGVG CCAA

5. Promote the inclusion of specific actions aimed at the eradication of gender-based violence in corporate social responsibility strategies/plans.	MSSSI-DGVG CCAA DGIO
6. Disseminate, in collaboration with trade unions and employer organisations, information on the rights of women victims of gender-based violence, with the aim of encouraging these women to break the silence - the accomplice to abuse.	MSSSI-DGVG
7. Make the violence against women awareness-raising campaigns and material available to the Autonomous Regions.	MSSSI-DGVG CCAA
8. Disseminate positive testimonies from women who managed to overcome gender-based violence.	MSSSI-DGVG
9. Promote the launch of innovative awareness-raising campaigns that use new viral techniques and promote the active participation of society as a whole in breaking the silence in situations of violence against women.	MSSSI-DGVG CCAA
10. Develop communication actions using web 2.0 instruments.	MSSSI-DGVG
11. Promote the inclusion of a direct link to the "Gender-based violence support and prevention resources website" in the web pages of the ministerial departments and public bodies.	MSSSI-DGVG
12. Promote awareness-raising actions aimed at media professionals.	MSSSI-DGVG CCAA
13. Prepare a manual aimed at media professionals, with recommendations on the adequate approach to giving news on violence against women.	MSSSI-DGVG
14. Draw up, by the Observatory on the Image of Women, a code of advertising conduct that promotes the elimination of sexist and stereotypical content and promotes the prevention of violence against women.	MSSSI-DGIO
15. Promote the ratification of advertising self-regulation codes that contain specific provisions on the prevention of all forms of violence against women.	MSSSI-DGVG
16. Establish awards for young journalists covering gender-based violence.	MSSSI-INJUVE MSSSI-DGVG

17. Disseminate, through the National Youth Institute, education campaigns and material aimed at youths and adolescents.	MSSSI-INJUVE MSSSI-DGVG
18. Carry out awareness-raising actions aimed at encouraging men's involvement in combatting gender-based violence.	MSSSI-DGVG
19. Include modules on equality of women and men and gender-based violence in the training courses of more than 20 hours a week which are part of the annual training schemes of the ministerial departments, except when duly justified for reasons of high technical specialisation.	MINHAP-DGFP
20. Include themes related to policies on equality and against gender-based violence in the civil service entry exam programmes.	MINHAP-DGFP
21. Carry out training actions aimed at the female prison population geared towards providing the necessary information on prevention, identification and repudiation of gender-based violence.	MINT-SGIP
22. Carry out gender-based violence prevention and awareness-raising actions in the area of sports.	MSSSI-DGVG MECD-CSD
23. Include gender-based violence awareness-raising measures in the subsidised "Mujer y Deporte" (Women and Sports) programmes of the Spanish sports federations.	MECD-CSD
24. Promote the inclusion of actions and commitments aimed at combatting gender-based violence in the Codes of Good Governance of the sports federations.	MECD-CSD
25. Develop, in collaboration with the National Organisation of the Blind, joint actions on information, prevention and awareness-raising of violence against women.	MSSSI-DGVG
26. Adopt collaboration agreements with state-owned enterprises to get them to participate in social awareness of violence against women.	MSSSI-DGVG
27. Promote competitions for different artistic manifestations inspired by the repudiation of gender-based violence.	MSSSI-DGVG CCAA

28. Promote commemorative activities for International Day for the Elimination of Violence against Women (25 November).	MSSSI/DGVG CCAA FEMP
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EDUCATION

Measures	Responsible bodies
29. Guarantee that the school curriculum includes the encouragement of effective equality of women and men and the prevention of gender-based violence.	MECD
30. Specifically consider the prevention of violence against women in the 2013-2015 Plan for Coexistence and Human Rights, promoted by the National Centre for Education Innovation and Investigation.	MECD
31. Enhance the Master Plan for Coexistence and Security at School, encouraging the participation of education centres and professionals involved in the eradication of gender-based violence.	MSSSI-DGVG MINT
32. Encourage the participation of representatives of the education community in local coordination bodies with the aim of preventing gender-based violence in schools.	MSSSI-DGVG FEMP
33. Improve and promote the "School councils' website", updating and disseminating information and teaching material aimed at professionals and members of the education community.	MSSSI-DGVG FEMP
34. Enhance the INTERCAMBIA Network to disseminate information on innovative education experiences that encourage effective equality of women and men, the peaceful settlement of disputes and the prevention of violence against women.	MSSSI-DGIO MECD
35. Encourage innovative education initiatives and methods that promote the prevention of gender-based violence in the classroom through the Cultural Diversity in Education Resources Centre.	MECD
36. Design teacher training and teaching material on the prevention of gender-based violence..	MECD CCAA

37. Develop on-line training initiatives aimed at education centre teachers on coexistence, education in values and the prevention of risky behaviour, specifically considering the prevention of gender-based violence.	MSSSI-DG-VG/MSS-SI-DGPNP
38. Promote programmes that encourage education models in the family to eradicate violence with the aim of fostering positive and supportive parenting.	MSSSI-DGFI/CCAA
39. Promote research work on violence against women among the school and university population.	MSSSI-INJUVE MSSSI-DGVG-MECD
40. Support the universities in offering official post-graduate courses in equality of women and men and gender-based violence.	MSSSI-DGIO
41. Disseminate and promote the RELACIONA programme, geared towards the prevention of gender-based violence in the school environment.	MSSSI-DGIO CCAA
42. Promote education and awareness-raising actions aimed at children and young people of school age to encourage the responsible use of new technologies and prevent the use of these technologies as tools for harassment or promoting violent behaviour.	MSSSI-DGFI CCAA
43. Encourage critical attitudes by children and youths to audio-visual content that promotes any form of discrimination against women.	MSSSI-DGFI MINETUR-SETSI CCAA
44. Encourage actions to promote equality of boys and girls, fostering masculine models that take on family care and responsibilities, with the aim of eliminating sexist stereotypes and preventing violent behaviour from an early age.	MSSSI-DGFI CCAA
45. Implement programmes in education centres with the involvement of families, aimed at the identification and prevention of gender-based violence, through the promotion of equality of women and men, the promotion of healthy relationships and the peaceful settlement of disputes.	CCAA

1.2. SPECIFIC OBJECTIVE NUMBER 2: EARLY DETECTION

EDUCATION

Measures	Responsible bodies
46. Promote protocols for the detection of cases of gender-based violence in the school environment.	MSSSI–DGVG MECD MSSSI DGFI CCAA
47. Disseminate tools for the detection and prevention of gender-based violence among the school population.	MSSSI–DGVG CCAA

COMMUNICATION

Measures	Responsible bodies
48. Publish a guide for women who suffer violence and society as a whole, which describes how to act in situations of gender-based violence and the resources available.	MSSSI-DGVG
49. Prepare and disseminate information material to help detect cases of violence against women in the professional environment.	MSSSI-DGVG
50. Include a course unit in the training provided to sports teachers that includes specific knowledge on the detection and prevention of gender-based violence in women and minors.	MECD-CSD
51. Promote instruments to facilitate the early detection of gender-based violence using new technologies.	MSSSI-DGVG CCAA

HEALTHCARE

Measures	Responsible bodies
52. Promote knowledge of the “Common Protocol for healthcare procedure in gender-based violence”, particularly of the forms for communicating cases of gender-based violence to the Crown Prosecution Service and the judicial authorities and of the injury reports by healthcare professionals.	MSSSI-DGSP CCAA
53. Improve the mechanisms for referring women who suffer gender-based violence from the health services to the network of comprehensive assistance resources.	MSSSI-DGSP CCAA
54. Prepare gender-based violence awareness-raising material for Health Centres and Primary Healthcare Centres to promote breaking the silence and early detection.	MSSSI-DGVG

2. SECOND OBJECTIVE: IMPROVE THE INSTITUTIONAL RESPONSE, PERSONALISED SCHEMES AND MOVE TOWARDS THE “SINGLE WINDOW”

2.1. SPECIFIC OBJECTIVE NUMBER 1: THE RESPONSE OF THE JUSTICE ADMINISTRATION AND THE SECURITY FORCES

SECURITY AND JUSTICE

Measures	Responsible bodies
55. Establish coordination mechanisms to guarantee the victim a risk assessment by the police in cases where the complaint is not filed with the security forces.	MINT-SES
56. Promote knowledge of the “Electronic Monitoring of Restraining Measures System in the Area of Gender-based Violence” and its features by the legal players and the security forces, to ensure maximum functionality of the system and the security of the victims.	MINT-SES MJUS CCAA
57. Assess, with the participation of the legal players and the security forces, the functioning of the electronic monitoring of compliance with restraining measures systems in the area of gender-based violence.	MINT-SES MJUS MSSSI-DGVG
58. Promote knowledge of the ATENPRO service by the security forces.	MINT-SES MSSSI-DGVG
59. Update the “Protocol for police assessment of risk of violence against women in the cases set out in Organic Law 1/2004 of 28 December”.	MINT-SES MSSSI-DGVG

60. Update the “Protocol for Electronic Monitoring of Compliance with Restraining Measures in the Area of Gender-based Violence” and extend it to the control of compliance with sentences with restraining orders.	MINT-SES MSSSI-DGVG
61. Promote the classification of tampering with the control devices used to monitor compliance with sentences, precautionary measures or security measures as an offence.	MJUS
62. Promote mechanisms to find out the status and the movements of convicted and remand prisoners for gender-based violence offences and make the information immediately known to the agents involved in the security of the victim and to the victim herself.	MINT-SES
63. Promote progress in the effort to interconnect the subsystems for recording complaints held by the National Police, the Civil Guard and the autonomous region and local police to be able to receive complaints of gender-based violence in an automated manner and in real time, and to enter them in the Integrated Monitoring System for Cases of Gender-based Violence.	MINT-SES
64. Promote the interconnection of the Administrative Registers System of Support to the Justice Administration and integrate it into the Integrated Monitoring System for Cases of Gender-based Violence.	MINT-SES MJUS
65. Facilitate the integration of the Protection Orders’ Coordination Points into the Integrated Monitoring System for Cases of Gender-based Violence.	MINT-SES CCAA
66. Guarantee the right to legal aid to victims of gender-based violence and human trafficking from the moment immediately prior to filing the complaint.	MJUS CCAA
67. Promote the improvement of the information given in police stations on the content and scope of the right of victims of gender-based violence to receive legal aid.	MINT-SES CCAA
68. Promote training and awareness-raising for the legal professionals working on the Specialised Gender-based Violence Shift, in collaboration with the General Bar Association.	MSSSI-DGVG CCAA

69. Prepare a guide with practical information on self-protection to increase the security of women who have suffered abuse.	MSSSI-DGVG
70. Promote mechanisms to ensure the confidentiality of the personal data of female civil servants victims of gender-based violence who work for the Central Administration or for associated or dependent bodies.	MINHAP-DGFP
71. Promote the adhesion of local authorities to the "Protocol for collaboration and coordination between the national security forces and the local police" for the protection of victims of domestic and gender-based violence.	MSSSI-DGVG FEMP
72. Encourage dissemination to the Autonomous Regions and the legal players of the "Medical-forensic protocol for urgent assessment of risk of gender-based violence".	MJUS
73. Update the "Protocol for assistance to victims' offices" specifically considering women victims of gender-based violence and co-ordination with other resources.	MJUS
74. Develop the regulation of the Comprehensive Forensic Assessment Units by reviewing the Regulations on the Legal Medicine Institutes.	MJUS
75. Prepare and introduce a "Protocol for psychological assessment of risk of gender-based violence" in the Comprehensive Forensic Assessment Units of the Legal Medicine Institutes.	MJUS
76. Promote the gradual integration of the psychosocial teams into the Legal Medicine Institutes under the Ministry of Justice and their specialised training.	MJUS
77. Promote actions to improve the communication of judgements by the judicial authorities to the Coordination Points and the security forces.	MJUS CCAA
78. Extend the probation measure to gender-based violence offences.	MJUS

79. Promote the classification of harassment, bullying and stalking a person, seriously altering that person's daily routine, as an offence.	MJUS
80. Promote the classification of disclosure or passing on to third parties images or audio-visual recordings of a person without his/her authorisation and with serious harm to his/her privacy as an offence.	MJUS
81. Update, within the framework of the Electronic Monitoring System for Restraining Measures, the operational protocols that establish the procedures for coordination between the security forces and the control centre.	MINT
82. Prepare, within the framework of the Electronic Monitoring System for Restraining Measures, a procedure protocol for the prison environment.	MJUS MINT MSSSI-DGVG

2.2. SPECIFIC OBJECTIVE NUMBER 2: THE SOCIAL ASSISTANCE RESPONSE

SOCIAL ASSISTANCE SERVICES

Measures	Responsible bodies
83. Propose to the Autonomous Regions the establishment of common guidelines for comprehensive and multidisciplinary personalised assistance to women who suffer gender-based violence, envisaging, among others, their training and inclusion in the labour market, and specifically considering women victims who have not yet filed the complaint and women in a particularly vulnerable situation.	MSSSI-DGVG CCAA

<p>84. Approve a procedure protocol in the area of the Central Administration with regard to situations of special protection affecting victims of gender-based violence, especially in the area of mobility and in the framework of the Plan for Equality of Women and Men in the Central Administration and its public bodies.</p>	MINHAP-DGFP
<p>85. Encourage that, in healthcare assistance, the confidential nature of the personal data of women victims of gender-based violence is guaranteed, preventing access to the data by persons other than healthcare professionals.</p>	MSSSI-DGSP CCAA
<p>86. Fuel the application of measures to facilitate the geographic mobility of female civil servants who are victims of gender-based violence between administrations.</p>	MINHAP-DGFP
<p>87. Publish a Community Support Resources Guide aimed at women victims of gender-based violence who are in prisons under the Ministry of the Interior.</p>	MINT-SGIP
<p>88. Provide comprehensive and specialised assistance to women who have suffered gender-based violence and are in prisons under the Ministry of the Interior.</p>	MINT-SGIP
<p>89. Potentiate the on-line information service of the 016 Helpline which allows people to send questions on gender-based violence by electronic mail and to receive a personalised reply.</p>	MSSSI-DGVG
<p>90. Promote measures aimed at providing assistance to women victims of gender-based violence abroad.</p>	MESS-SGIN MSSSI-DGVG
<p>91. Promote putting into operation a European telephone assistance service (116) to offer specialised information, assistance and referral.</p>	MSSSI-DGVG
<p>92. Finance the aid to which victims may be entitled under that established in Law 35/1995 of 11 December, on Aid and Assistance to Victims of Violent Offences and Offences against Sexual Freedom.</p>	MINHAP

93. Endow the Child Support Guarantee Fund, particularly to cover support to minors whose legal custody is held by a victim of gender-based violence.	MINHAP
94. Support women's organisations and other specialised entities in designing programmes aimed at the prevention of violence against women and the comprehensive protection of victims of this form of violence.	MSSSI CCAA
95. Have residential resources ready to offer specialised and multidisciplinary assistance to women who suffer violence, which guarantee the right to the comprehensive social assistance recognised in Organic Law 1/2004 of 28 December, on comprehensive protection measures against gender-based violence.	CCAA
96. Have non-residential resources ready to offer information and advice (psychological, legal, health and socio-occupational) and accompaniment over the full length of the recovery process, which guarantee the right to the comprehensive social assistance recognised in Organic Law 1/2004 of 28 December, on comprehensive protection measures against gender-based violence.	CCAA
97. Promote cooperation by the voluntary sector in providing support to women who suffer gender-based violence, without undermining any of the functions of the professionals in their duty to provide comprehensive protection and assistance to the victims.	CCAA
98. Give women who have suffered gender-based violence and can substantiate lack of financial resources access to sheltered accommodation.	CCAA
99. Finance, depending on availability of budget funds, autonomous region projects aimed at guaranteeing comprehensive social assistance to women victims of gender-based violence and their children.	MSSSI-DGVG
100. Make an analysis of the financial aid granted under that established in article 27 of Organic Law 1/2004. The analysis should include, where appropriate, recommendations on better ways to meet the objectives.	MSSSI-DGVG CCAA

EMPLOYMENT

Measures	Responsible bodies
101. Promote the Social and Labour-market Inclusion Programme for women victims of gender-based violence through its Monitoring Committee.	MESS-SEPE MSSSI-DGVG
102. Disseminate, in collaboration with trade unions and employers' associations, information on the labour rights of working women who are victims of gender-based violence.	MSSSI-DGVG CCAA
103. Agree with the Autonomous Regions the criteria for assessing the special difficulties of women victims of gender-based violence in finding employment. This assessment is a requirement for entitlement to the aid established in article 27 of Organic Law 1/2004 of 28 December.	MESS-SEPE MSSSI-DGVG CCAA
104. Promote, in collaboration with trade unions, companies and non-profit entities, the implementation of training and social and labour-market inclusion programmes aimed at women who have suffered violence.	MSSSI-DGVG DGIO CCAA
105. Regard women victims of gender-based violence as a preferential group in the collaboration agreements for promoting and encouraging the employability of unemployed women signed by the Ministry of Health, Social Services and Equality and the territorial administrations.	MSSSI-DGIO
106. Encourage the hiring of victims of gender-based violence and employment contracts for substituting victims of gender-based violence by subsidising employers' contributions to the Social Security system.	MESS
107. Maintain victims of gender-based violence in the Active Insertion Income Programme and, in particular, the supplementary aid to help the victim move to another place of residence.	MESS
108. Guarantee the right to receive contributory unemployment benefit or, as the case may be, non-contributory unemployment benefit, when the employment relationship is suspended or terminated as a result of being a victim of gender-based violence.	MESS

3. THIRD OBJECTIVE: ASSISTANCE TO MINORS AND WOMEN PARTICULARLY VULNERABLE TO GENDER-BASED VIOLENCE

3.1. SPECIFIC OBJECTIVE NUMBER 1: MINORS

COMMUNICATION

Measures	Responsible bodies
109. Prepare material to raise awareness of the impact of violence on the children of victims of gender-based violence.	MSSSI-DGVG CCAA MSSSI-DGFI
110. Include the subject of minors who are victims of gender-based violence in seminars, presentations and congresses associated with this subject.	MSSSI-DGVG MSSSI-DGFI CCAA
111. Include information on specialised resources for minors in the "Gender-based violence support resources website".	MSSSI-DGVG

SOCIAL ASSISTANCE SERVICES

Measures	Responsible bodies
112. Promote specialised and multidisciplinary comprehensive assistance (legal, psychological and educational) to the children of women who suffer gender-based violence.	CCAA
113. Update the "Basic protocol for intervention against child abuse" adapting it to cases of gender-based violence.	MSSSI-DGVG MSSSI-DGFI

114. Establish homogeneous criteria for determining situations of risk, through uniform protocols for intervention with minors and their families.	MSSSI-DGFI CCAA
115. Propose to the Autonomous Regions the establishment of common guidelines for individualised, comprehensive and multidisciplinary intervention with minors who suffer gender-based violence.	MSSSI-DGVG CCAA
116. Include minors in the joint proposal for developing the coordination and start-up of the personalised scheme for victims of gender-based violence.	MSSSI-DGVG CCAA

HEALTHCARE

Measures	Responsible bodies
117. Include minors in the "Protocol for healthcare procedure in gender-based violence".	MSSSI-DGSP

SECURITY AND JUSTICE

Measures	Responsible bodies
118. Regard minors exposed to gender-based violence as victims of this form of violence.	MSSSI
119. Regard the protection of minors against all forms of violence, including gender-based violence, as the guiding principle of Public Administration action.	MSSSI-DGVG
120. Review the protocols for inter-institutional coordination and action in gender-based violence, envisaging the specific situation of minors who are victims of gender-based violence.	MSSSI-DGVG CCAA
121. Prepare a protocol for assistance to minors in the Legal Medicine Institutions under the Ministry of Justice.	MJUS

122. Prepare a protocol for assistance to minors in the Assistance to Victims Offices under the Ministry of Justice.	MJUS
123. Promote the prohibition to award the custody or joint custody of the child to the aggressor in cases of gender-based violence upheld in a verdict of guilty or when there is reasonable evidence of such offences.	MJUS
124. For purposes of Organic Law 1/1996 of 15 January, regard persons identified as victims of human trafficking as minors, whilst their age is being determined.	MJUS DFGI

3.2. SPECIFIC OBJECTIVE NUMBER 2: WOMEN WITH DISABILITIES

COMMUNICATION

Measures	Responsible bodies
125. Provide information on the rights of victims of gender-based violence to women with disabilities.	MSSSI-DGVG CCAA
126. Improve accessibility to information and advice material and resources.	MSSSI-DGVG CCAA
127. Include women with disabilities in the awareness-raising campaigns and initiatives on prevention of gender-based violence.	MSSSI-DGVG
128. Promote training in disabilities to the professionals working with women victims of gender-based violence.	MSSSI-DGVG MSSSI DGDIS CCAA
129. Carry out, in collaboration with associations of persons with disabilities, awareness-raising initiatives to enhance knowledge of gender-based violence and its early detection.	MSSSI-DGVG MSSSI DGDIS

SOCIAL ASSISTANCE SERVICES

Measures	Responsible bodies
130. Promote specialised assistance to women with disabilities who suffer gender-based violence.	CCAA
131. Improve the accessibility of deaf women to the 016 Helpline by means of a video-interpretation platform.	MSSI-DGVG
132. Improve the accessibility of women with hearing or visual disabilities to the ATENPRO service.	MSSI-DGVG FEMP

HEALTHCARE

Measures	Responsible bodies
133. Include women with disabilities in the "Protocol for healthcare procedure in gender-based violence".	MSSSI-DGSP

3.3. SPECIFIC OBJECTIVE NUMBER 3: WOMEN IN THE RURAL ENVIRONMENT

COMMUNICATION

Measures	Responsible bodies
134. Carry out awareness-raising actions specifically aimed at the rural population.	MSSSI-DGVG FEMP
135. Make available to the local authorities the awareness-raising campaigns and material on violence against women.	MSSSI-DGVG FEMP
136. Promote the inclusion of messages against gender-based violence in activities organised in the municipalities.	MSSSI-DGVG FEMP

137. Promote mechanisms for collaboration with the Local Action Groups to boost awareness-raising initiatives aimed at improving the response given to victims of gender-based violence in the rural environment.	MSSSI-DGVG DGDR
138. Promote mechanisms for collaboration with the National Rural Network to raise awareness and involve the rural associative fabric in the eradication of gender-based violence.	MSSSI-DGVG DGDR
139. Include organisations of women from the rural environment in the State Observatory on Gender-based Violence.	MSSSI-DGVG

SOCIAL ASSISTANCE SERVICES

Measures	Responsible bodies
140. Collaborate with the local authorities in the provision of comprehensive and multidisciplinary assistance services aimed at women victims of gender-based violence and their children.	CCAA

HEALTHCARE

Measures	Responsible bodies
141. Promote specialised training in gender-based violence to the staff of primary healthcare centres and health surgeries in the rural environment.	MSSSI-DGVG CCAA FEMP
142. Include women from the rural environment in the "Protocol for healthcare procedure in gender-based violence."	MSSSI-DGSP

3.4. SPECIFIC OBJECTIVE NUMBER 4: WOMEN OVER 65 YEARS OF AGE

COMMUNICATION

Measures	Responsible bodies
143. Disseminate information campaigns and material to the elderly.	MSSSI-DGVG MSSSI-IMSERO
144. Include actions to raise the visibility of gender-based violence suffered by older women in the commemorative activities for "World Elder Abuse Awareness Day."	MSSSI-DGVG MSSSI-IMSERO

SOCIAL ASSISTANCE SERVICES

Measures	Responsible bodies
145. Include specific prevention, detection and assistance measures for gender-based violence suffered by the elderly in the Statute of the Elderly.	MSSSI-IMSERO
146. Improve the accessibility of rural women to the ATENPRO service.	MSSI-DGVG FEMP
147. Carry out workshops on the detection of gender-based violence in Senior Citizens' Centres.	CCAA
148. Carry out workshops on the detection of gender-based violence in Senior Citizens' Centres.	CCAA

HEALTHCARE

Measures	Responsible bodies
149. Include elderly women in the "Protocol for health-care procedure in gender-based violence".	MSSSI-DGSP

3.5. SPECIFIC OBJECTIVE NUMBER 5: IMMIGRANT WOMEN

COMMUNICATION

Measures	Responsible bodies
150. Prepare awareness-raising and information material in different languages.	MSSSI-DGVG CCAA
151. Include elements with an impact on the foreign population in gender-based violence awareness-raising initiatives.	MSSSI-DGVG
152. Make the campaigns and published material available to associations of immigrants.	MSSSI-DGVG
153. Involve associations of immigrants in carrying out information and awareness-raising actions aimed at raising awareness, preventing and repudiating gender-based violence.	MSSSI-DGVG
154. Promote the provision of telephone information and assistance services in different languages.	MSSSI-DGVG CCAA

HEALTHCARE

Measures	Responsible bodies
155. Include immigrant women in the "Protocol for healthcare procedure in gender-based violence.	MSSSI-DGSP

SOCIAL ASSISTANCE SERVICES

Measures	Responsible bodies
156. Promote gender-based violence prevention and detection mechanisms in geographic areas with temporary inflows of immigrants, through the Provincial Monitoring Committees of the organisation, coordination and social and labour-market inclusion of immigrant workers in agricultural campaigns agreement.	MESS-SGIN

157. Promote training in gender-based violence to the technical staff of the Migration Centres.	MESS-SGIN
158. Promote training in gender-based violence to intercultural mediators.	MSSSI-DGVG CCAA
159. Support actions specifically aimed at combatting gender-based violence in the innovative programmes of the local authorities for the integration of immigrants.	MESS
160. Support NGOs and associations of immigrants in the area of the integration of immigrants, asylum seekers and other persons with international protection in developing actions geared towards combatting violence against women.	MESS
161. Promote the social and labour-market inclusion of immigrant women victims of gender-based violence.	MSSSI-DGIO
162. Improve the accessibility of immigrant women to the ATENPRO service.	MSSI-DGVG FEMP

SECURITY AND JUSTICE

163. Promote specialised training in gender-based violence from an intercultural perspective to the legal players and the security forces.	MSSI-DGVG MINT MJUS
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4. FOURTH OBJECTIVE: RAISING THE VISIBILITY OF AND PROVIDING ASSISTANCE IN OTHER FORMS OF VIOLENCE AGAINST WOMEN

EDUCATION

Measures	Responsible bodies
164. Include information on the different manifestations of violence against women in the Plan for Coexistence and Security at School.	MINT MSSSI-DGVG

COMMUNICATION

Measures	Responsible bodies
165. Raise awareness of these other forms of violence against women among the different professionals involved in combatting gender-based violence.	MSSSI-DGVG CCAA MINT SGIN
166. Prepare an informative document on forced marriages, female genital mutilation, sexual aggressions and trafficking in women and girls for sexual exploitation purposes.	MSSSI-DGVG
167. Set up mechanisms for collaboration with associations of immigrants to inform and raise awareness of these other forms of violence.	MSSSI-DGVG MESS-SGIN
168. Carry out awareness-raising activities on other forms of violence against women, in collaboration with the Diplomatic School and the Office of Human Rights under the Ministry of Foreign Affairs and Cooperation.	MAEC MSSSI-DGVG

169. Promote awareness-raising activities on other forms of violence against women, both at headquarters and in the field.	MAEC-AECID
170. Disseminate information and awareness-raising material on human trafficking for sexual exploitation purposes.	MSSSI-DGVG
171. Disseminate the “Corazón Azul” (Blue Heart) campaign of the United Nations Office on Drugs and Human Trafficking.	MSSSI-DGVG
172. Promote the touring of the exhibition “No seas cómplice” (Don’t be an accomplice) denouncing situations of trafficking in women and girls for sexual exploitation purposes, by lending the exhibition to public and private entities.	MSSSI-DGVG
173. Encourage the organisation of activities to commemorate European Day against Human Trafficking (18 October) and International Day against Sexual Exploitation and Human Trafficking (23 September).	MSSSI-DGVG CCAA
174. Enhance knowledge of trafficking in women and girls for sexual exploitation purposes through a specific section in the web page of the Government Delegation against Gender-based Violence.	MSSSI-DGVG
175. Update the existing Resources Guide for assistance to victims of human trafficking for sexual exploitation purposes.	MSSSI-DGVG CCAA
176. Encourage actions to commemorate International Day of Zero Tolerance to Female Genital Mutilation (6 February).	MSSSI-DGVG CCAA

SOCIAL ASSISTANCE SERVICES

Measures	Responsible bodies
177. Assess the Comprehensive Plan for combatting human trafficking for sexual exploitation purposes 2009-2012.	MSSSI-DGVG
178. Support organisations specialised in offering assistance to women victims of human trafficking for sexual exploitation purposes.	MSSSI-DGVG

179. Approve a comprehensive instrument against trafficking in women and girls for sexual exploitation purposes.	MSSSI-DGVG
180. Establish a Procedure Protocol for the detection of cases of human trafficking for sexual exploitation purposes in Migration Centres.	MESS-SGIN
181. Promote the inclusion of measures aimed at specifically responding to the needs of victims of sexual and gender-based harassment in the professional environment in the equality schemes of companies.	MSSSI-DGIO
182. Promote the implementation of sexual and gender-based prevention measures in the Central Administration and the Public Bodies attached to it.	MSSSI-DGIO DGFP
183. Envisage the prevention of trafficking in women and girls for sexual exploitation purposes in the area of tourism, by including it in bilateral agreements and Memorandums of Understanding, and by fostering compliance with the International Code of Conduct to Protect Children from Sexual Exploitation in Travel and Tourism.	MINETUR-SETSI
184. Encourage the hiring of women victims of human trafficking for sexual exploitation purposes.	MESS
185. Promote the adoption of a Common Protocol for Healthcare procedure in female genital mutilation.	MSSSI-DGVG MSSSI-DGSP CCAA
186. Support projects aimed at providing assistance and protection to, and as the case may be, repatriating, immigrants who are possible victims of human trafficking for sexual exploitation purposes.	MESS-SGIN

SECURITY AND JUSTICE

Measures	Responsible bodies
187. Promote the classification of forced marriages as an offence.	MJUS

188. Intensify preventive inspections in venues with potential risk of possible situations of human trafficking for sexual exploitation purposes.	MINT
189. Conduct studies and analyses of the scale, distribution, victim profiles, modus operandi and criminal groups associated with human trafficking for sexual exploitation purposes in the Spanish territory.	MINT
190. Update and improve the databases on human trafficking.	MINT
191. Improve the detection of situations of trafficking in women and girls for sexual exploitation purposes by professionals in the different fields liable to come into contact with possible victims.	MESS MINT MSSSI CCAA.
192. Include human trafficking for sexual exploitation purposes in the training schemes and programmes aimed at the national security forces.	MINT
193. Include human trafficking for sexual exploitation purposes in the training given to personnel working for the Central Administration and assigned abroad on peace missions.	MAEC MDEF MINT.
194. Develop protocols in different areas (healthcare, social services, migration centres, assistance to victims offices, legal medicine institutions, etc.) to improve the detection, identification, assistance and protection of possible victims of human trafficking for sexual exploitation purposes.	MSSSI MESS MJUS CCAA.
195. Establish mechanisms aimed at speeding up the processes of identification and documentation of victims, in collaboration with the countries of origin and the specialised organisations.	MINT MAEC.
196. Carry out actions aimed at victims of human trafficking for sexual exploitation purposes to enable them to gain real awareness of the situation they could be in and to defend themselves in scenarios of this kind.	MINT

CROSS-CUTTING THEMES

1. FIRST CROSS-CUTTING THEME: TRAINING AND RAISING THE AWARENESS OF PLAYERS

Measures	Responsible bodies
197. Carry out training and awareness-raising actions on gender-based violence aimed at the justice administration personnel.	MJUS CCAA
198. Carry out training and awareness-raising actions on gender-based violence aimed at members of the Judiciary and the Crown Prosecution Service.	MJUS CGPJ
199. Promote specialised training in gender-based violence through the Women Institute's Virtual School for Equality.	MSSSI-DGIO
200. Design and give, by the National Institute for Education Technologies and Teacher Training, training courses in equality, gender-based violence and new technologies, and recognise the teacher training courses given by non-profit entities in these subjects.	MECD
201. Promote the inclusion of the general competencies referring to knowledge of violence against women in the core educational content of all the medical specialities.	MSSSI-DGOS
202. Update the quality criteria for the basic training of healthcare professionals.	MSSSI-DGSP CCAA
203. Promote specific training in the area of equality and gender-based violence to the security forces.	MINT CCAA FEPM

204. Train the social services personnel of the Autonomous Regions to detect cases of gender-based violence and to provide assistance.	MINT-SGIP
205. Train the social services personnel of the Autonomous Regions to detect cases of gender-based violence and to provide assistance.	MSSSI-DGFI
206. Carry out training actions on drug addiction and gender-based violence.	MSSSI-DGPND MSSSI-DGVG
207. Raise the awareness of and train voluntary workers to accompany and give support to victims of gender-based violence, without undermining any of the functions of the professionals in their duty to provide comprehensive protection and assistance to victims.	MSSSI-DGFI CCAA
208. Promote the organisation of international meetings on all forms of violence against women.	MSSSI-DGVG
209. Give financing priority to projects associated with violence against women in the framework of the Office of Human Rights' programme for subsidies to human rights projects.	MAEC
210. Raise the visibility of the problem of gender-based violence and assassinations for gender reasons in international forums, promoting resolutions.	MAEC
211. Train the Violence against Women Coordination Units and the Violence against Women Units based in the Delegations and Sub-delegations of the Government and in the Insular Directorates, on the different forms of violence against women.	MSSSI-DGVG MINHAP
212. Carry out training activities aimed at healthcare professionals.	CCAA
213. Promote training and knowledge on the different manifestations of psychological violence.	MSSSI-DGVG MJUS MINT CCAA
214. Hold annual seminars on specific subjects related to violence against women.	MSSSI-DGVG

2. SECOND CROSS-CUTTING THEME: COORDINATION, NETWORKING AND OPERATIONAL EXCELLENCE

Measures	Responsible bodies
215. Adopt a common proposal to improve the coordination and start-up of personalised assistance to victims' schemes.	MSSSI-DGVG CCAA
216. Create a National Network of Coordination Units and Violence against Women Units, reviewing their functions and facilitating networking between each other and with other institutions.	MSSSI-DGVG
217. Promote the adoption of protocol for inter-institutional coordination against gender-based violence in each Autonomous Region and the cities of Ceuta and Melilla, covering all the Departments and Regional Ministries with competences in this area, as well as all other public and private institutions and entities intervening in cases of gender-based violence.	MSSSI-DGVG CCAA
218. Promote the adoption of procedure protocols at autonomous region level which develop and specify the provisions contained in the existing protocols at national level.	MSSSI-DGVG CCAA
219. Encourage the elaboration of maps of assistance resources and services for victims of gender-based violence at autonomous region level.	MSSSI-DGVG CCAA
220. Promote the establishment of an autonomous region network that includes all the assistance resources and services for women victims of gender-based violence and their children, establishing itineraries and specific referral agreements.	MSSSI-DGVG CCAA
221. Promote, with the Autonomous Regions, an agreement to set up a network of shelter homes and comprehensive recovery centres to enable the geographic mobility of women victims of gender-based violence and their children.	MSSSI-DGVG CCAA

222. Promote, at autonomous region level, the establishment of shared information systems for personalised assistance in situations of gender-based violence.	MSSSI-DGVG CCAA
223. Move towards the single window.	MSSSI-DGVG CCAA
224. Promote meetings between representatives of the Peripheral Administration, the Government Delegation against Gender-based Violence and the Administrations of the Autonomous Regions to monitor, bolster and coordinate initiatives against gender-based violence.	MSSSI-DGVG CCAA
225. Send to the Permanent Committee of the State Observatory on Violence against Women, all draft legislation whose content affects the prevention and eradication of gender-based violence, in order to obtain their observations.	MSSSI-DGVG
226. Promote the participation of the local authorities in awareness-raising and prevention of gender-based violence actions, in collaboration with the Spanish Federation of Municipalities and Provinces, and encourage coordination with other public administrations.	MSSSI-DGVG FEMP
227. Promote the creation by local councils of mechanisms to coordinate and boost actions against gender-based violence.	MSSSI-DGVG FEMP CCAA
228. Support the initiatives of entities representing professional interests that contribute to the prevention and eradication of gender-based violence.	MSSSI-DGVG
229. Boost the initiative "Empresas por una Sociedad Libre de Violencia de Género" (Companies for a Society Free of Gender-based Violence) in collaboration with trade unions and employer organisations.	MSSSI-DGVG
230. Communicate to the Autonomous Regions and the cities of Ceuta and Melilla each registration and deregistration in the Assistance and Protection to Victims of Gender-based Violence Telephone Service (ATENPRO) in their respective territories.	MSSSI-DGVG FEPM

<p>231.Promote access to the Integrated Monitoring System for Cases of Gender-based Violence by the Autonomous Regions and the cities of Ceuta and Melilla.</p>	<p>MINT CCAA</p>
<p>232.Boost collaboration with the Autonomous Regions and the cities of Ceuta and Melilla in providing assistance to victims of human trafficking for sexual exploitation purposes in the framework of the Sectoral Conference on Equality.</p>	<p>MSSSI-DGVG CCAA</p>
<p>233.Prepare a common procedure protocol for cases of mortal victims.</p>	<p>MSSSI MINT MAEC MINHAP CCAA FEPM</p>
<p>234.Set up an on-line platform aimed at promoting closer cooperation and communication in the National Network of Coordination and Violence against Women Units.</p>	<p>MSSSI-DGVG</p>

3. THIRD CROSS-CUTTING THEME: QUALITY, ASSESSMENT AND CONTINUOUS IMPROVEMENT

3.1. TRANSPARENCY

Measures	Responsible bodies
235. Prepare and disseminate information and periodic publications with data associated with gender-based violence.	MSSSI-DGVG

3.2. STATISTICS

Measures	Responsible bodies
236. Prepare and disseminate a monthly statistical bulletin with statistical data on gender-based violence.	MSSSI-DGVG
237. Prepare and disseminate an annual statistical bulletin with statistical data on gender-based violence.	MSSSI-DGVG
238. Gradually broaden the collection of data on gender-based violence included in the monthly statistical bulletin.	MSSSI-DGVG
239. Improve the collection of statistical data on gender-based violence in relation to minors.	MSSSI-DGVG
240. Prepare and disseminate a bulletin on a periodic basis with up-to-date information on new developments on the subject of violence against women.	MSSSI-DGVG
241. Include statistical operations in relation to gender-based violence in the National Statistics Plan for 2013-2016.	MSSSI-DGVG INE

242. Adapt the statistical operations of the Government Delegation against Gender-based Violence included in the National Statistical Plan to EUROSTAT's European Statistics Code of Practice.	MSSSI-DGVG
243. Potentiate coordination between the institutions which hold data on gender-based violence in the elaboration and dissemination of statistical information.	MSSSI-DGVG INE MJU CGPJ
244. Conduct a monographic survey on the Spanish population's perception of the causes and consequences of gender-based violence and the measures introduced by the public authorities.	MSSSI-DGVG
245. Conduct a macro-survey to make a diagnosis of the real situation and the evolution of gender-based violence in Spain.	MSSSI-DGVG
246. Improve the collection of statistical data that reflects the impact of gender-based violence on women with disabilities.	MSSSI-DGVG
247. Urge the different competent bodies to collect statistical data on trafficking in women and girls for sexual exploitation purposes and on other forms of violence against women.	MSSSI-DGVG
248. Widen the collection of data to include, among others, complaints, court decisions, instituted court proceedings, protection orders and outcome of court proceedings involving gender-based violence.	MSSSI-DGVG MJUS
249. Improve the collection of statistical data on gender-based violence from the area of healthcare.	MSSSI-DGVG MSSSI -DGSP
250. Improve the collection of data on seriously injured women as a result of gender-based violence who needed to be admitted to hospital.	MSSSI-DGVG MSSSI DGSP
251. Widen the statistical data on women receiving financial aid and on the exercise of the labour rights of women victims of gender-based violence.	MSSSI-DGVG MESS-SEPE CCAA

252. Increase the statistical data on the Social and Labour-market Inclusion Programme aimed at victims of gender-based violence.	MSSSI-DGVG MESS-SEPE CCAA
253. Collect statistical data on female civil servants who have exercised the right to geographic mobility for reasons of gender-based violence.	MINHAP-DGFP
254. Improve the collection of statistical data on gender-based violence at international level.	MSSSI-DGVG
255. Collect statistical data on the exercise of the right to comprehensive social assistance provided by the Autonomous Regions to women victims of gender-based violence and their children.	MSSSI-DGVG CCAA
256. Collect data on police action, the criminal response and comprehensive assistance to women and girls victims of human trafficking for sexual exploitation purposes.	MSSSI-DGVG
257. Promote the compilation and elaboration of a Register of Cases of Child Sexual Exploitation, including cases of human trafficking.	MSSSI-DGFI CCAA
258. Mine the data on child abuse and its typologies, based on the results contained in the Database of the Unified Register of Child Abuse and in the Database of the Register of Cases of Sexual Exploitation, for the purpose of preventing situations of risk and vulnerability of children and adolescents.	MSSSI-DGFI
259. Promote, in collaboration with the Crown Prosecution Service and the General Council of the Judiciary, the collection of statistical data on offences against sexual freedom and integrity committed against women.	MSSSI-DGVG
260. Draw up a map of resources for victims of gender-based violence with the information supplied by the Autonomous Regions, with periodic updates.	MSSSI-DGVG CCAA

3.3. GOOD PRACTICES AND QUALITY

Measures	Responsible bodies
261. Promote the exchange of good practices in gender-based violence and other forms of violence against women.	MSSSI-DGVG
262. Identify and disseminate, by the local authorities, good practices in the prevention of and assistance to gender-based violence.	MSSSI-DGVG FEMP
263. Introduce instruments to assess the level of satisfaction of users of the different resources.	MSSSI-DGVG CCAA
264. Introduce instruments to assess the level of satisfaction of users of the different resources.	MSSSI-DGVG CCAA
265. Promote the organisation of inter-institutional meetings to enable dialogue and exchanging experiences in combatting gender-based violence.	MSSSI-DGVG
266. Identify, collect and disseminate good healthcare practices in gender-based violence in the National Health System.	MSSSI DGSP
267. Agree with the Autonomous Regions a system of indicators to monitor and assess the achievement of the strategic objectives.	MSSSI-DGVG CCAA

3.4. RESEARCH

Measures	Responsible bodies
268. Establish a system for collecting and disseminating publications, research and studies on violence against women.	MSSSI-DGVG
269. Conduct a study of minors exposed to gender-based violence, which highlights how these minors are direct victims of this form of violence, the psychosocial consequences of gender-based violence and the assistance resources available.	MSSSI-DGVG

270. Conduct a study of cyberbullying as a new form of gender-based violence among youths and adolescent couples.	MSSSI-DGVG
271. Conduct a study of the state of opinion on gender-based violence in the social networks.	MSSSI-DGVG
272. Conduct a survey on youths' and adolescents' perception of gender-based violence.	MSSSI-DGVG
273. Conduct a study of the causes of silence and reluctance to file a complaint, gaining insight into the obstacles that prevent or make it difficult for women to use the resources available.	MSSSI-DGVG
274. Conduct a study of the approach to gender-based violence in the education environment and promote the application of the approach by the entire school population, by including specific measures against gender-based violence in the Plans for Coexistence at School and addressing it in tutorials.	MSSSI-DGVG
275. Conduct a study among primary healthcare doctors of gender-based violence prevention, assistance and referral.	MSSSI-DGVG
276. Conduct a study of the current status of the programmes and methodologies applied in the different re-education of abusers initiatives.	MSSSI-DGVG
277. Include, as a specific area of work, the subject of minors who are victims of gender-based violence in the invitation to submit applications for subsidies granted by the Women's Institute aimed at research associated with women and gender studies.	MSSSI-DGIO MSSSI-DGVG

278. Promote knowledge and the study of the impact of gender-based violence on women in the rural environment, specifically including data on the size of the population of the victim's place of residence.	MSSSI-DGVG
279. Promote knowledge and the study of gender-based violence against older women.	MSSSI-DGVG
280. Promote knowledge of gender-based violence and the immigrant population.	MSSSI-DGVG
281. Conduct a study of methodological approaches to action aimed at the recovery of victims of human trafficking for sexual exploitation purposes.	MSSSI-DGVG
282. Promote the development of research projects on drug addiction and violence against women.	MSSSI-DGPND
283. Promote, within the Permanent Committee of the State Observatory on Violence against Women, task forces to analyse and study the institutional response provided to women victims of gender-based violence.	MSSSI-DGVG
284. Conduct a study of gender-based violence affecting gypsy women.	MSSSI-DGFI

4

FINANCIAL REPORT

OBJECTIVES	CENTRAL ADMINISTRATION	AUTONOMOUS REGIONS	TOTAL
OBJECTIVE 1 BREAKING THE SILENCE	13,594,412	21,681,490	35,275,902
OBJECTIVE 2.1 THE RESPONSE OF THE JUSTICE ADMINISTRATION AND THE SECURITY FORCES	760,421,564	284,477,351	760,421,564
OBJECTIVE 2.2 THE SOCIAL ASSISTANCE RESPONSE	398,280,319		682,757,670
OBJECTIVE 3 ASSISTANCE TO GROUPS PARTICULARLY VULNERABLE TO GENDER-BASED VIOLENCE	5,042,955	26,077,688	31,120,643
OBJECTIVE 4 RAISING THE VISIBILITY OF OTHER FORMS OF VIOLENCE AGAINST WOMEN	10,942,216	4,355,739	15,297,955
CROSS-CUTTING THEME 1 TRAINING AND RAISING THE AWARENESS OF PLAYERS	1,717,808	8,305,144	10,022,952
CROSS-CUTTING THEME 2 COORDINATION, NETWORKING AND OPERATIONAL EXCELLENCE	9,815,039	4,813,604	14,628,643
CROSS-CUTTING THEME 3 QUALITY, ASSESSMENT, KNOWLEDGE AND CONTINUOUS IMPROVEMENT	1,102,144	7,984,160	9,086,304
TOTAL	1,200,916,457	357,695,177	1,558,611,634

Total budget 2013-2016: 1,558,611,634

The appropriations entered in the financial report are those necessary to implement the measures set out in the Strategy, based on the forecasts made by each of the Ministerial Departments and Public Bodies and on the estimates made by the Equality Bodies of the Autonomous Regions and Ceuta and Melilla involved in implementing the measures.

Where appropriate, the appropriations entered will be revised on a yearly basis, and their effective implementation will be subject to the existence of adequate and sufficient funds and, in any event, to meeting the budgetary stability and financial sustainability objectives.financiera.