VIOLENCE AGAINST WOMEN AND THE ROLE OF GENDER EQUALITY, SOCIAL INCLUSION AND HEALTH STRATEGIES

National Report Croatia

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EXECUTIVE SUMMARY

There is no specific national definition of violence against women in Croatia and violence against women is mainly addressed in the context of policy against family violence and gender equality policy.

Family violence was classified as a misdemeanour and criminal offence as late as in 1999 and 2000, and the number of persons reported, accused and convicted for family violence has been on the rise ever since. In the recent years the discrepancy between the accused and convicted persons has been declining, which indicates that cases are better prepared for courts procedures. The statistical analysis shows that victims of family violence are mainly women. Other aspects of statistical analysis are still missing, such as socio-economic position or regional distribution of abused women. Only a few available research studies on violence indicate that the manifestation of violence is much higher than it can be visible from police or court cases, and that the majority of women who experienced different types of violence do not ask for help from the police. The same is true about sexual violence which is also underreported. On the basis of the available data, it is not possible to draw relevant conclusions about the consequences of violence on women’s health and social exclusion.

The official policy addressing violence against women has been significantly improved in recent years. The major national laws and strategies for fighting family violence exist (such as the Law on Protection against Family Violence or the National Strategy on Protection against Family Violence), as well as accompanied documents (such as Rules of Procedures in Cases of Family Violence). The governmental bodies have started to publish implementation reports, which offer valuable information about policies and practice. Still, more critical assessment is needed for setting up a mechanism for improving the practice, particularly in some parts of Croatia. Other national strategies do not pay much attention to the issue of violence.

Main governmental actors in the field of family violence have been the Ministry of Family, Veterans’ Affairs and Intergenerational Solidarity, the Government Office for Gender Equality, and the Gender Equality Ombudsman. The work of the Ministry has been crucial in that respect. However, the main actors are NGOs. Their work in the field of setting public agenda and services has been indispensable. They do not only provide services, and continuously raise public awareness, but also improve the practice by providing new knowledge and setting new standards.

There have been some improvements concerning the issue of available resources, particularly in connection to the willingness of the Government to finance shelters. However, needs are huge in that respect, and there is a lack of assessment of needs in different parts of Croatia.

Relevant prevention programmes include public campaigns, education of professionals, education of school children, etc. That kind of work has been mainly carried out by a few NGOs, including some very influential public campaigns, which show the need for a more systematic
approach in that respect. The Ministry of Family, Veterans’ Affairs and Intergenerational Solidarity also carried out a highly visible public campaign from 2006 to 2008. The campaign was shaped on the basis of the recommendation of the Council of Europe, and it focused on violence against women, not on family violence as has been the usual policy approach in Croatia.

Relevant victim support and treatment programmes include shelters and helplines. These services have been mainly run by NGOs, but some of them are run by public institutions. There are 16 shelters in Croatia with 328 places. There has been an improvement in the last few years concerning the number of shelters, available places, and funding, but there is a need for more shelters and places. Many parts of Croatia are not covered by shelters and helplines. The shelters offer other services, such as psychological support and legal advice, while other types of support (such as training for employment) are still very rare. Programmes for treatment of perpetrators are also set up, but are still in initial phase.
Introduction

There is no specific national definition of violence against women. Violence against women is basically covered by the Law on Protection against Family Violence\(^1\) which was passed by the Croatian Parliament in November 2009. This was the second law ever in Croatia, as the first one was adopted in 2003. The law states that all words and concepts have a gender meaning and are to be applied equally to men and women. The Law also defines what family means, and defines family violence as any form of physical, psychological, sexual and economic violence, and further elaborates each category.

The National Strategy of Protection against Family Violence for the period 2008-2010\(^2\) (adopted by the Croatian Government in November 2007), although dealing in general with family violence, specifically refers to different international documents on violence against women, such as The Convention on the Elimination of all Forms of Discrimination against Women, as well as the Optional Protocol to the Convention, which were both ratified and adopted by the Croatian Parliament. Following the Council of Europe Recommendation Rec (2002)5 of the Committee of Ministers on the Protection of Women against Violence, the National Strategy quoted the definition of violence against women (pp. 10), and on its basis formulated and implemented The National Campaign for Fight against Family Violence over Women 2006-2008.

Rules of Procedure in Cases of Family Violence\(^3\) (adopted in 2008) offers no definition of violence against women, but rather opens with the introduction that the main victims of violence are women of different ages and family status, while perpetrators are in most cases men in the status of current or former marital or extramarital partners, parents or sons.

The National Policy for Promotion of Equality Between Sexes 2006-2010\(^4\) (adopted by the Croatian Parliament in June 2006) has a section entitled Violence against Women, which gives no specific definition, but says that the main goal is eradication of family violence through the implementation of existing strategies, programs and proposals of specific measures for removing other forms of violence against women.

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\(^1\) Zakon o zaštiti od nasilja u obitelji (Law on Protection against Family Violence), Narodne novine 137/2009.


\(^4\) Nacionalna politika za promicanje ravnopravnosti spolova (National Policy for Promotion of Equality Between Sexes 2006-2010), Narodne novine 114/2006.
1. **VIOLENCE AGAINST WOMEN IN CROATIA: MAIN FEATURES AND RECENT TRENDS**

1.1 **Overview of main features of violence against women at national level**

There are no specific data on violence against women, as the data are collected and presented mainly about the family violence, although statistics differentiate between the sex of perpetrators and victims. However, the family violence was recognized as a criminal offence or misdemeanour only in the last ten years. The family violence was included in the Penal Code only in 2000 (which entered into the force on 30 December 2000), and was defined for the first time as a misdemeanour in the Family Act from 1998 (which entered into the force on 1 July 1999). Therefore, the statistical monitoring is only in the initial phase. As it will be seen from the presentation of the available data, the data are scarce, and there are no data about different types of violence, or socio-economic positions of women affected. It is also very probable that despite the growing public sensitivity and new official procedures (such as the adoption of protocols for different governmental bodies in cases of family violence), the actual occurrence of violence is much higher than it can be visible from the statistical data. The problem of statistical collection is recognized by the Government. The Report on Implementation of National Policy for Promotion of Equality of Sexes 2006-2010 for the period from October 2006 to December 2008 prepared by the Government Office for Gender Equality (issued in January 2010) analyzed the measure from the National Policy which said that Croatia should systematically collect and analyze cases of violence against women and improve the collection and exchange of data and co-operation among police, health care institutions, courts, and the State Attorney’s Office. A slightly different perception is visible in the Report on the Implementation of the National Strategy of Protection against Family Violence for the period 2008-2010 for the year

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5 Zakon o izmjenama i dopunama Kaznenog zakona (Law on Changes and Amendments of the Penal Code), Narodne novine 129/2000.
6 Obiteljski zakon (Family Act), Narodne novine 162/98.
7 According to research done in 2003 85% of women included in research claimed that violence against women is much more serious problem than is generally perceived, and 87% said that women are ashamed to speak about violence that they are exposed inside the family. Otrčak, Diana (2003), Interpretacija rezultata istraživanja nasilja nad ženama u republici Hrvatskoj (Interpretation of Results of Research on Violence Against Women in the Republic of Croatia). http://www.azkz.net/assets/files/INTERPRETACIJA%20-%20NNZ-prosinac%202003.pdf
2009\(^9\) (issued in 2009) which informs that majority of institution collect data on violence, indicating just in a few cases the need for changes in order to improve the data collection.

The most comprehensive source about violence against women, although not the recent one, is the publication by the Central Bureau of Statistics which in 2008 published the report entitled “Family Violence 2001-2006”\(^{10}\). This publication does not deal specifically with the violence against women, but analyzes trends and different aspects of family violence and offers demographic distribution.

As the family violence was included in the Penal Code only in 2000, there is a very visible trend of the increase in the number of persons reported, accused, and convicted for penal offence of violent behaviour in the family from 2001 (Graph 1). The number of reported persons rose from 130 in 2001 to 1220 in 2006, the number of accused persons from 22 in 2001 to 771 in 2006, and the number of convicted from 19 in 2001 to 630 in 2006. For those convicted, in 86.5% cases the sentence was imprisonment, in 11.3% probation, an in 2.2% other sanctions.

According to the Family Act and Misdemeanour Act, 1568 persons were convicted in 2001 and 9121 in 2006. For those convicted, in 34.8% cases the sentence was imprisonment, in 51.8% a fine, and admonition in 13.4% cases.

According to the Penal Code, 2152 persons were accused for family violence from 2001 to 2006, and among them 97% were men, and 3% women. Among men, 32% were 40 to 49 years old, and 24% 30 to 39 years old. According to the Family Act and the Misdemeanour Act, among those convicted for the family violence, 88% were men, and 12% women. In most cases perpetrators were 40 to 49 years old (26%), and 30 to 39 years old (20%).

The most recent data can be drawn from the State Attorney’s Offices for 2008\(^{11}\). It offers the data about family violence from 2004 to 2008 (see Graph 2) and the data presented in this report for 2004 to 2006 are not the same as the data presented in the publication by the Central Bureau of Statistics. Numbers offered by the State Attorney’s Offices are usually somewhat higher, and it is difficult to say why this difference occurred. The report paid an attention to the victims, indicating that there is almost a double number of victims per case (1285 reported persons and 2494 victims in 2008). Victims are mainly women, but as many victims are minors, there is also a significant number of male victims: 85% of adult victims are female, and 15% of adult victims are male.

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\(^{10}\) Državni zavod za statistiku (Central Bureau of Statistics) (2008), Nasilje u obitelji 2001-2006 (Family Violence 2001-2006), Zagreb.


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male, and among juveniles and children, 52% are female, and 48% male. However, when comparing the number of reported persons by the police and by state attorney’s offices (Graph 3), it becomes obvious that there has been a huge discrepancy, although it has been diminishing in the recent years. As explained in the recently published analysis, state attorney’s offices have specific guidelines about classifying an act as a criminal offence (higher intensity of violence, repeating of acts of violence...), or as a criminal offence of other kind, or as a misdemeanour act, and it is therefore not possible to compare these two sources, and consequently not possible to conclude much about further treatment of cases reported by the police or other public bodies.12

In her last available Working Report for 2008 (published in March 2009)13 the Gender Equality Ombudsman analyzed in detail police statistical data on family violence. In 2008 the police got 16885 requests for intervention in family violence cases, what was 5.4% less than in 2007. In order to protect the victims, 6706 persons were retained in custody, what was 9.38% more than in 2007. 16169 persons were reported for misdemeanours, 9.3% cases less than in 2007. 1642 cases of criminal offences were reported, 8.68% less than in 2007. Despite the fall in comparison to 2007, when compared to the period from 2001 the trend of rising numbers of reported cases is very visible. In the field of misdemeanour acts of family violence (according to the Misdemeanour Act), 20566 persons were affected, and among them 64.77% were women. 19.14% of affected persons were children of both sexes. If the relation perpetrator-victim is analysed, the situation in 2008 was as follows:

- 28.42% violence against wives by husbands
- 19.9% violence against children by fathers
- 12.89% violence against sons by parents
- 5.7% violence against extramarital husbands by wives
- 4.99% violence against husbands by wives, etc.

In 2008 the police proposed to courts 9833 protective measures, and almost a half of them were measures of obligatory psychosocial treatments. The police themselves carried out 466 measures (measures that the police are entitled to), and among them in 265 cases the prohibition to approach the victim, in 72 cases the prohibition to disturb the victim, and in 109 cases precautionary measure of suspension from house or other dwelling. In the field of penal acts of family violence, 1728 persons were affected, among them 78.65% women, and in 8.16% children. According to the police evidence, in 2008 there were 20 cases of homicide among

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family members, and in 11 cases victims wore women. The police recorded 107 cases of rape, and 21 cases of attempts to commit rape.


Sex and family distribution in cases of homicide or sexual assaults can be analyzed from international comparative sources (and partly in comparison to the national ones). In cases of homicide, victims are in general more men than women and in the majority of cases perpetrators were not relatives, but other persons or acquaintances (Table 1). Death by homicide has different rates in different years, and men are in most cases those who commit the crime (Table 2). The national source in that respect (Tables 3 and 4) also confirms that men are in most cases victim of homicide in general, but the analysis of convicted adult perpetrators of criminal offences reveals that men committed almost all crimes against life and limb: 1128 men and only 65 women were convicted in 2008. In cases of sexual assaults, 88.8% of victims are women, and that the distribution does not significantly differ from other countries (Table 5). The international comparison also shows (Table 6) that Croatia has a low rate of recorded rapes in criminal (police) statistics, including attempts to commit crimes in rape. The rate (per 100 000) was 3.66 in 2004, what is among the lowest rates in comparison to other European countries. Although there are exceptions, the rates are in general lower in Central and Eastern European countries, what can indicate the negative public perception or the lack of support for victims of rape.

There were 18 offenders in cases involving trafficking in persons in 2006, and 15 victims were identified by the state authorities in Croatia in 2007 (out of them 12 women, 2 men, and 1 girl). According to a more recent national source, there were 7 victims of trafficking in 2008, out of them 3 men and 4 women. 15 persons were reported and convicted for the penal offence of trafficking and slavery, and 13 were arrested because of the same reason.

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15 It should be noted that there is different definition of offences in different countries and that the comparison between countries is very problematic.


The research on violence adds another perspective to the picture, although the research presents the situation over a longer period of time which cannot be compared with statistical figures. The already mentioned research from 2003 claimed that one third of women were exposed to at least once physical aggression from their marital or extramarital partners, and as many as 44% of women included in the research said that they were exposed to a verbal type of violence. A particularly high number of women has experienced sexual relations with partners against their will – 34%. In 11% that happened two or three times, and in 8% more frequently.\(^{18}\) The newly published publication by the Autonomous Women House Zagreb indicated that one third of women survived psychical violence, and more than 50% were exposed to psychological violence. However, a large part of women (83%) did not ask for help from the police.\(^{19}\)

Another recent research on 600 medical nurses employed in different health care institutions in the city of Zagreb revealed that 26.8% of nurses were witnesses of violence between their parents, and 15.7% were themselves abused by their parents.\(^{20}\) Every eleventh nurse was a victim of abuse in their previous relationships, and 2.8% admitted that they are exposed to violence in their current relationship. Among those who have been abused at least on one occasion, 54% experienced a form of verbal abuse, 23% experienced psychological abuse, 18% experienced physical abuse, 7% experienced sexual abuse, and 6% experienced economic abuse. However, the most striking finding was that although 74.0% of nurses declare that the statutory obligation to report possible cases of violence is justified, reporting does not take place in practice because the majority of them agreed with the statement that violence against women should not be reported to anyone, since this would represent a violation of the obligation to keep a medical secret (4.41). Only 12% of nurses are willing to personally and actively report recognised cases of violence. 65.7% of nurses never attended any kind of training on family violence.

The citizen association Women’s Room - Centre for Sexual Rights published a report about sexual violence in Croatia in 2007.\(^{21}\) The report opened with the claim that sexual violence is gendered conditioned violence and that in most cases perpetrators are men and victims women. Different researches, mainly done on students, showed that sexual harassment is very widespread, e.g. 36% of female students at the University of Zagreb experienced different forms


\(^{20}\) Aleksandar Racz (2010), Uvjerenja medicinskih sestara o nasilju nad ženom u obitelji i spremnost na suradnju sa službom socijalne skrbi (Opinions of medical nurses about violence against women and their readiness to cooperate with social care service). Doctoral theses, Faculty of Law University of Zagreb.

of sexual harassment. The report also analyzed the police records in that respect from 2000 to 2007, concluding the lack of a clear trend in numbers of reports and further processing of penal acts of sexual violence.

All available official statistical reports highlight that violence against women (although analyzed as the family violence) has become a serious public issue which provoked an official answer. However, as the period for collecting and analyzing data covers less than ten years, and as the statistical coverage is very low, it is not possible to speak about trends in any detail. Still, these reports pointed to the same trend, the rise of reported, accused and convicted cases in the first part of 2000s and a kind of stagnation (or stabilization) in the recent years. Nevertheless, the report claimed that despite the stagnation in the reported cases, there is still a growing number of accused persons, what can indicate the increasing “quality” of reported cases, meaning that cases are better prepared for court procedure.

1.2 The consequences of Violence on Women's health and social exclusion

On the basis of the existing data, it is almost impossible to discuss in concrete terms about the consequences of violence on women’s health and social exclusion. The documents only acknowledge such an influence. The National Strategy of Protection against Family Violence for the Period 2008-2010 acknowledges that the priority area of victims’ protection is the resolution and improvement of the social status of victims, and as a way of empowering victims, their employment and provision of free legal aid. Therefore, the Strategy states that there is a need to assess the current situation in order to draft, adopt and accomplish more efficient implementation of the existing legal acts and regulations. In the Working Report for 2008, the Gender Equality Ombudsman analysed the use of a measure proposed by the Croatian Employment Service: subsidised employment for women, victims of violence. The Croatian Employment Service branches in whole Croatia contacted only 5 employers in order to employ women who were victims of violence, and only 2 women contacted employer by themselves. Furthermore, the separate research conducted by the Gender Equality Ombudsman and the NGO Oaza in November and December 2008 showed that only 9% of employers knew such a measure existed. A somewhat positive fact is that 53% of employers said that they would use such a measure in future, but 46% said that they were not interested at all. The research from 2003 noted that 12% of women went to general physician because of physical attack by their partners, and 10% did it twice or more. Visits to other medical specialists were less frequent. Additionally, 77% of women were never absent from work because of the same reason, and the

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22 Ministarstvo obitelji, branitelja i međugeneracijske solidarnosti (Ministry of Family, Veterans’ Affair and Intergenerational Solidarity) (2008a).
23 Pravobraniteljica za ravnopravnost spolova (Gender Equality Ombudsman) (2009).
researchers concluded that abused women present minimal direct costs to state / society, and that the support came mainly from close friends, or family. Still, abused women use medical drugs more often than non-battered women.

2. POLICIES ADDRESSING VIOLENCE AGAINST WOMEN

Violence against women is a relatively new public issue in Croatia, as the social response to this issue can be noted only in the last ten years. Violence has been pulled out from family, and the public attitude is that violence is not a socially acceptable behaviour. Of course, that does not mean that women who suffer from violence get all the support they need, and the traditional view that violence should be kept inside the family has certainly not vanished. However, in contrast to 1980s when the first public discussions about domestic violence emerged (the first helpline was founded in Zagreb in 1988 and the first shelter for battered women was established in Zagreb in 1990)\textsuperscript{25}, and in contrast to 1990s when this issue was not raised in the public, 2000s brought a completely new public framework. In that respect, the National Campaign for Fight against Family Violence over Women which followed the Council of Europe recommendation and lasted from the November 2006 to March 2008 was highly visible and influential\textsuperscript{26}. The campaign contained numerous activities and involved many public persons, including football players. In the last two years (after the campaign was over), this issue has not occupied such a prominent media attention as was the case during the campaign. The problem is also the media sensitivity about victims, and the National Strategy of Protection against Family Violence for the Period 2008-2010 noted that the protection of the victim is not a primary concern for the media, as particularly in smaller communities the media tend to publish a picture of the victim, so that the victim becomes an object of mockery, laughter, and even banishment.

2.1 Policy approaches adopted

The main approach for targeting the violence against women is the policy against family violence. The crucial documents in that respect are: (1) The National Strategy of Protection against Family Violence for the Period 2008-2010, adopted by the Croatian Government in November 2007, and published in the Croatian and English language by the Ministry of Family, Autonomna ženska kuća Zagreb (Autonomous Women's House Zagreb). \url{http://www.azkz.net/}

Veterans’ Affairs and Intergenerational Solidarity\(^{27}\); and (2) the new Law on the Protection against Family Violence, adopted by the Croatian Parliament in November 2009\(^{28}\). The Strategy deals with the family violence, but makes references to international documents which focus on violence against women, and to domestic documents / policies. The Strategy defines activities, actors, and time framework in six main areas: Education of professionals working in the field of protection against family violence; Psychosocial treatment of perpetrators of family violence; Acts in the field of family violence; Shelters and support to victims of family violence; The status of victims in procedure participated by them; Rising public awareness regarding the issue of family violence. These areas show that the main idea is to make the violence the relevant issue, to further educate and coordinate professionals, and to give support / treatment to both perpetrators and victims. Although it is mentioned in the document, the issue of employment of victims, and in general social inclusion is somewhat less stressed, as well as the issue of housing of women which is a critical issue for women who are accommodated in shelters. The Law on the Protection against Family Violence is the basic legal framework, and it defines in detail the different forms of violence, such as psychical violence, physical punishment, psychological violence, sexual violence, and economic violence. The Law is not directed specifically to women, but rather to any person living in family who suffers from any form of violence. In connection with the Law and the Strategy, a very important document is Rules of Procedure in Cases of Family Violence from 2008\(^{29}\), which stated in the introduction that the main victims of family violence are women. This document regulates the obligations of competent bodies and other factors as well as forms, means and areas of cooperation between competent bodies and other factors. It particularly stresses the need for reporting family violence, and the need for public administration bodies to perform immediate measures to provide a system, resources, and sufficient number of specialized professionals dealing with the issues of family violence. There are some other related documents adopted, such as Rules on Method and Place for Execution of Psychosocial Treatment and Norms for Execution of Psychosocial Treatment of Perpetrators of Family Violence.\(^{30}\)

The National Policy for Promotion of Equality between Sexes 2006-2010\(^{31}\), adopted by the Croatian Parliament in October 2006, discusses among other things the issue of family violence and basically describes measures taken by different Governmental bodies. It also said that in 2004 the Government declared 22 September to be the Nat

\(^{27}\) Ministarstvo obitelji, branitelja i međugeneracijske solidarnosti (Ministry of Family, Veterans’ Affair and Intergenerational Solidarity) (2008a).

\(^{28}\) Zakon o zaštiti od nasilja u obitelji (Law on Protection against Family Violence), Narodne novine 137/2009.

\(^{29}\) Ministarstvo obitelji, branitelja i međugeneracijske solidarnosti (Ministry of Family, Veterans’ Affair and Intergenerational Solidarity) (2008b).

ional Day of fight against the violence against women, as well as measures for preventing the trafficking of women with the goal to be sexually exploited. The document defines the strategic framework for the gender equality policy and the action plan, and includes a part of the document in the section V with the title: Violence against women. There are many concrete measures defined in order to eliminate all forms of family violence and improve the position of the victims of family violence, eliminate all forms of violence against women, and raise awareness of all forms of violence against women by public professionals, such as the professionals responsible for law enforcement, judges, health and welfare professionals.

The critical assessment of these documents, particularly with regard to their implementation parts, are present in only a few other papers. While the Report on the Implementation of the National Policy for Promotion of Equality of Sexes 2006-2010 for the period from October 2006 to December 2008 by the Government Office for Gender Equality (adopted by the Government in February 2010)\(^3\) merely provided a list of activities performed by different actors (and by doing that it provided a comprehensive picture), the Working Report of the Gender Equality Ombudsman for 2008 (from March 2009)\(^3\) provided an analysis of the implementation of such measures. The Gender Equality Ombudsman pointed out that many women in their complaints to the Ombudsman revealed their problems connected with employment and housing because the duration of shelter protection is limited and some of them do not withstand that kind of accommodation. They also point out that penal procedure takes a time, as well as the divorce procedure, thus making the resolution of other connected issues, such as care or maintenance of children impossible. In some cases the police did not follow the Rules of Procedure in Cases of Family Violence, and in many cases victims were not informed about undertaken activities or their rights. In some cases centres for social work also failed to inform the victims of their rights, and sometimes the professionals from centres insist on the contacts between perpetrators and children, even in the cases when perpetrators were prohibited to approach the victim. Nevertheless, the Ombudsman noted the good police practice in general, as well as the improvement in proceedings by centres for social work. This Report also provided a very detailed analysis of all measures from the National Strategy of Protection against Family Violence for the Period 2008-2010, for the measures that should be implemented by the end of 2008. The majority of measures were implemented, but a few were not or were implemented only partially. In the field of monitoring the Rules of Procedures in Cases of Family Violence on

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\(^{31}\) Nacionalna politika za promicanje ravnopravnosti spolova (National Policy for Promotion of Equality Between Sexes 2006-2010), Narodne novine 114/2006.


\(^{33}\) Pravobraniteljica za ravnopravnost spolova (Gender Equality Ombudsman) (2009).
the county level, the Ombudsman noted that county committees deliver the data which are uneven and not standardized, and do not take into account all the relevant bodies involved.\textsuperscript{34}

The Autonomous Women House in its Annual Reports for 2008 and for 2009\textsuperscript{35} claimed that there are differences in police practice which are caused by the degree of threats to victims, and by different police stations. When the victim is seriously endangered the police procedure is usually adequate, but in cases when the degree of endangerment is lower, the procedure depends on the assessment and on the degree of education and sensitivity of police officers. Still, the Reports noted the improvement of procedures by the police and health care sector, and to a much lower degree by the courts and centres for social work.

The problems identified in association with implementing Rules of Procedures led to the newly published Manual on Implementation of Rules of Procedures in Cases of Family Violence.\textsuperscript{36} The goal of the Manual is to facilitate and offer help in procedure defined by Rules of Procedures, and particularly to improve cooperation between different sectors. Therefore, the Manual describes in detail the obligations and procedures that have to be followed by all relevant bodies.

Other relevant national documents in general do not pay much attention to the violence against women. The first Joint Memorandum on Social Inclusion (JIM) of the Republic of Croatia\textsuperscript{37} which was signed by the Government of Croatia and the European Commission in March 2007 mentioned the victims of domestic violence among vulnerable groups, and listed some of the relevant national documents and activities. It stressed the importance of media and other campaigns against family violence, and the need for more suitable assistance and support for family violence victims, as well as surveys to identify those social groups and situations linked to higher incidence of family violence. The document also asked for fast, efficient, and coordinated response by various state bodies, and for financial support to NGOs in the provision of assistance to victims of violence. Two up to now published reports on implementation of the JIM listed activities were mainly prepared by responsible governmental bodies in that respect.\textsuperscript{38}

\textsuperscript{34} Similar data can be found also in: Ministarstvo obitelji, branitelja i međugeneracijske solidarnosti (Ministry of Family, Veterans’ Affair and Intergenerational Solidarity) (2009b).

\textsuperscript{35} The Annual Report for 2008 is available at the web site of the Autonomous Women’s House Zagreb - http://www.azkz.net/ - while the Annual Report for 2009 I personally got from them.

\textsuperscript{36} Ajduković, Dean (ed.) (2010).

\textsuperscript{37} Ministarstvo zdravstva i socijalne skrbi (Ministry of Health and Social Welfare) (2007), Zajednički memorandum o socijalnom uključivanju Republike Hrvatske (Joint Memorandum on the Social Inclusion of the Republic of Croatia) http://www.mzss.hr/hr/medunarodna_suradnja/socijalna_skrbi/jim_zajednicki_memorandum_o_socijalnom_uklju vacanju_rh/zajednicki_memorandum_o_socijalnom_ukljucivanju_hr

The National Programme for the Protection and Promotion of Human Rights 2008-2011\(^\text{39}\) mentioned the gender equality, the issue of domestic violence, and the issue of trafficking in persons. The trafficking is particularly addressed by the National Plan for Combating Trafficking in Human Beings for the Period from 2009 to 2011.\(^\text{40}\) The National Health Strategy 2006-2010\(^\text{41}\) does not mention the issue of family violence or violence against women. On the local level, the issue of violence against women is mainly covered by county documents or programs on equality between sexes.

2.2 Main actors involved

Although the regional and local levels for dealing with violence against women have become increasingly important, the main level of intervention (in terms of policy and resources) is the national level. The main governmental bodies in that respect are the Ministry of Family, Veterans’ Affairs and Intergenerational Solidarity, the Government Office for Gender Equality, the Gender Equality Ombudsman, and to a lower extent the Ministry of Health and Social Welfare. The Ministry of Family, Veterans’ Affairs and Intergenerational Solidarity coordinates all governmental activities in the field of family violence and indeed the issue of family violence (and consequently the violence against women) has obtained a high profile inside the Ministry. Although the Ministry has a separate Department for Family (and no separate unit for violence), the Ministry as such appears to be the most important national body which promotes and coordinates the policy against violence. The same can be said for the Government Office for Gender Equality, and the Gender Equality Ombudsman. The issue of violence has also been a part of other national and regional and local bodies, such as the Parliamentary Committee for Gender Equality, the Government Office for Human Rights, and committees for gender equalities in counties and towns. Other ministries do not have any special units for the issue of violence, but they do have persons responsible for gender equality.

NGOs are key actors in the field of violence against women, because of programmes they offer, but even more importantly because of their role in putting the issue on the public agenda. In


2009 the Ministry of Family, Veterans’ Affairs and Intergenerational Solidarity published (the fifth edition) the Directory of Institutions and Organizations which Offer Help, Support and Protection to Victims of Family Violence\(^{42}\) with some basic information on their activities.

As it was already mentioned, the Autonomous Women House Zagreb\(^{43}\) was the first NGO which has offered a helpline for women since 1988 and a shelter since 1990. Its mission is to provide a support and a help to women who survived any form of violence and to contribute to the empowerment of women’s position in society. In 2008 it initiated the media campaign “Say Yes” which highlighted the problem of (non)financing of shelters.

The NGO Women Help Now\(^{44}\) also provides a helpline available for 24 hours and a shelter.

Society for the Psychological Assistance\(^{45}\) has different programmes, among which the most important are: (1) the psychosocial treatment of perpetrators of victims (inside which from 2003 to 2009 246 clients had been directed to the program, mainly by courts); (2) the education of professionals in different state bodies responsible for family violence on county levels (police, social welfare, health care, justice system and education) and in which by the end of 2009 250 persons were involved with the goal to involve 600 persons overall; (3) the education of 60 professionals for psychosocial treatment of perpetrators of violence in the family. All its programmes contributed to the collaboration of different agencies dealing with violence.

Group for women human rights (B.a.B.e.)\(^{46}\) has different programmes, mainly directed to increasing public sensitivity about women’s rights. Among their recent activities are: (1) the campaign against sexual crimes, (2) the campaign “Listen, hear, understand – with play against violence”, mainly directed to children, parents, and school staff, and (3) the helpline for giving existential, psychosocial and legal help to women victims of violence.

The city of Zagreb founded in 2007 the Institution “Rainbow”\(^{47}\) for the help to victims of family violence. It operates as a shelter, but also offers a psychological treatments and legal advice. Beside treatment for those in a shelter, this institution also offers counselling for other persons, and it established a helpline for perpetrators in order to offer perpetrators a psychological help.

\(^{42}\) Ministarstvo obitelji, branitelja i međugeneracijske solidarnosti (Ministry of Family, Veterans' Affair and Intergenerational Solidarity) (2009c), Adresar ustanova, organizacija i ostalih institucija koje pružaju pomoć, podršku i zaštitu žrtvama nasilja u obitelji (Directory of Institutions and Organizations which Offer Help, Support, and Protection to Family violence Victims. http://www.mobms.hr/media/9383/adresar-ustanova_mobms.pdf

\(^{43}\) Autonomna ženska kuća Zagreb (Autonomous Women’s House Zagreb). http://www.azkz.net/

\(^{44}\) Ženska pomoć sada (Women’s Help Now). http://www.zenskapomocceda.hr/

\(^{45}\) Društvo za psihološku pomoć (Society for Psychological Assistance). http://www.dpp.hr/


Other important women’s organization which among other activities touch upon the issue of violence against women are CESI, Centre for Women’s Studies, Women’s Network Croatia, Women’s Room – Centre for Sexual Rights, etc.\textsuperscript{48}

Centre for Women Adela\textsuperscript{49} operates in Sisak-Moslavina county and also offers counselling for victims of family violence, a 24 hours available helpline and a shelter. Similar activities are done by the Women Group “Step”\textsuperscript{50} from Karlovac, NGO Psychoaktiva from Split\textsuperscript{51} and Feniks from Dubrovnik, which offer psychosocial treatment of perpetrators. There are also many other organizations in different parts of Croatia.

2.3 Resource allocation

The collection of information on resource allocation for prevention, treatment and social reintegration of violence against women is in its very initial phase, and is presented only inside the national strategies of preventing family violence in general. Some information about money spent for different programmes and activities can be found in the Report on the Implementation of the National Policy for Promotion of Equality of Sexes 2006-2010 for the period from October 2006 to December 2008.\textsuperscript{52} The information is provided in detail for each activity and each institution. Therefore, the document is very informative, but does not give a general picture of the money spent. The document also provides the information about financing of different NGOs projects. Again, the money for this purpose is coming from different governmental bodies and there is no comprehensive picture about the level of financing. More informative is the Report on the Implementation of The National Strategy of Protection against Family Violence for the period 2008-2010 for the year 2008\textsuperscript{53}, which claimed that Croatia for all activities proposed in the National Strategy spent from the National budget and local budgets 9 million HRK (about 1,230,000 €). There is no possibility to compare this amount with previous years and therefore to make any conclusion about the trends, there are no information on the basis of which this amount could be assessed in relations to needs, and it is particularly hard to predict the possible impact of current economic crisis and budget constraints (Croatia recorded 5.8% fall of the GDP in 2009, and forecasts do not predict economic recovery in 2010). According to the information provided by different NGOs, money coming from abroad (EU or different

\textsuperscript{48} CESI – Centar za edukaciju, savjetovanje i istraživanje (CESI – Centre for Education, Counselling and Research). \url{http://www.cesi.hr/}; Centar za ženske studije (Centre for Women’s Studies). \url{http://www.zenstud.hr/}; Ženska mreža Hrvatske (Women’s Network Croatia). \url{http://www.zenska-mreza.hr/}; Ženska soba – centar za seksualna prava (Women’s room- Centre for Sexual Rights). \url{http://zenskasoba.hr/}

\textsuperscript{49} Adela centar za žene (Adela Centre for Women). \url{http://www.centar-adaela.org/}

\textsuperscript{50} Ženska grupa Karlovac – Korak (Women’s Group Karlovac – Step). \url{http://www.grupakorak.org/hr}

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\textsuperscript{52} Vlada Republike Hrvatske – Ured za ravnopravnost poslova (Government of the Republic of Croatia – Office for Gender Equality) (2010).
countries, etc.) is important source, particularly for establishing new programmes, or programmes in different parts of Croatia that were not previously covered by any service.

2.4 Relevant prevention programmes/projects

In the last few years there were many programmes and projects addressing violence against women and in general addressing family violence. Programmes include campaign for opening and financing of shelters for battered women and their children, seminars and round tables in schools or other institutions, meetings among different institutions about the implementation of the National Strategy or Rules of Procedures. However, official reports which describe these programmes did not offer any kind of evaluation, and said nothing about the counties which did not perform any activity.

Education of professionals is one of the important parts of the National Strategy of Protection against Family Violence. In the last few years some educational programmes in that respect could be detected. The police school of vocational higher education added the issue of violence in different courses taught in the school. Different seminars were also held for the professionals working in state attorney’s offices, courts, police stations, etc. In the Zagreb Police Department there were 24 educational programmes with 48 hours taught, and they were attended by 461 police officers. There is no information available about any more systematic educational programmes that would include teachers, health care workers, social workers or media professionals. That does not mean that such programmes did not exist at all, but they are mainly implemented by different NGOs, and usually cover only a minority of targeted audience. The NGO B.a.B.e. offered in 2009 the programme in one primary school in Zagreb (School Lučko) and held lectures with parents. In 2008 the organization CESI organised a national campaign against gendered conditioned violence. The campaign was mainly directed to school children and their teachers (schools in 32 Croatian towns were involved) and was conducted mainly through the use of creative techniques (movies, arts, cartoons...). The organization Women’s Room - Centre for Sexual Rights held 47 different educational programs about sexual violence in 2008, which included 1197 persons overall, among them 429 school pupils from elementary and secondary schools.

The most publicly visible campaign organized by the Government was the National Campaign for the Fight against Family Violence over Women which lasted from the November 2006 to

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53 Ministarstvo obitelji, branitelja i međugeneracijske solidarnosti (Ministry of Family, Veterans’ Affair and Intergenerational Solidarity) (2009a).

54 Ministarstvo obitelji, branitelja i međugeneracijske solidarnosti (Ministry of Family, Veterans’ Affair and Intergenerational Solidarity) (2009a).

55 Information about that can be found in working reports or on web-sites of respective NGOs, although not all NGOs publish their working reports on web-sites.
March 2008. The program of the campaign predicted numerous activities which were to be carried out around key dates: (1) 25 November, the International Day for the Elimination of Violence against Women; (2) 8 March, the International Women’s Day; (3) 15 May, the International Family Day; (4) 22 September, the National Day for the Elimination of Violence against Women. The National Day commemorates the tragic killing of three women on 22 September 1999 – judge, attorney, and wife – by an ex-husband during the divorce procedure in the court. Beside roundtables, posters, TV or radio broadcasts, distribution of leaflets, etc., the Campaign included many publicly known male persons, such as presidents of the Republic and of the Government, presidents of Constitutional and High Courts, president of the Croatian Football Federation, etc. For example, during the football qualification game between Croatia and Macedonia for the European Championship all Croatian players wore T-shirts with the Campaign motto: There is no excuse for violence.

In 2008 the Autonomous Women’s House Zagreb (AWHZ) started the campaign “Say Yes”, which was part of the project funded by the EU though CARDS 2004 programme. The goal of the campaign was based on the fact that there was no state funding for women’s shelters from the state, counties, or municipal budgets. Beside that immediate goal, the campaign in general turned public attention to the issue of family violence. Through the campaign the AWHZ distributed 10,000 leaflets, 1000 badges with the motto, 3000 posters, advertisements in newspapers, and five advertisements showed on the national TV during 15 days. The campaign was successful: on 25 November 2008 (the International Day for the Elimination of Violence against Women) the Minister for Family, Veterans’ Affairs and Intergenerational Solidarity and five NGOs and representatives of respective counties and towns signed the contracts about financing of shelters and helplines for women victims of violence which ensured that the financing would be based on the model 30% (Government) : 30% (town) : 30% (county), while additional 10% NGOs have to provide by themselves.

The Society for Psychological Assistance has carried out different educational programmes on the community response to the gender based violence, as well as the psychosocial treatment program for perpetrators of domestic violence. The educational programmes on community response to gender based violence actually started in 1999, and 639 professionals working with domestic violence attended the seminars by the end of 2004. The first education of professionals providing the psychosocial treatment program for perpetrators was conducted in 2003 and 2004 by the professionals from the Netherlands. In 2007 there were different public lectures about psychosocial treatment with some 300 attendees. One-day seminar was held for 240 judges and state attorneys. In addition, 90 professionals from 16 counties completed education

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56 Ministarstvo obitelji, branitelja i međugeneracijske solidarnosti (Ministry of Family, Veterans’ Affair and Intergenerational Solidarity) (2006); Ministarstvo obitelji, branitelja i međugeneracijske solidarnosti (Ministry of Family, Veterans’ Affair and Intergenerational Solidarity) (2009a).


58 Društvo za psihološku pomoć (Society for Psychological Assistance). [http://www.dp.hr/](http://www.dp.hr/)
(160 hours) for working with perpetrators (in 2008 and 2009). In 2009 the Society started with the new project which has three main components. The first one is the education of service providers from governmental services and NGOs to respond to cases of gender based violence more effectively and in a mutually coordinated manner. Workshops lasts for 3 + 1 days, and about 600 professionals have to participate. In 2009 5 workshops have already been held with 129 attendees. The second part is the education of 60 professionals for psychosocial treatment of perpetrators. In 2009, 30 professionals have completed the education, and 32 perpetrators were included in the treatment program. The third part is developing workshops on prevention of gender based violence in adolescent relationships and training the education staff to provide these workshops to adolescents. This preventive programme should include 6000 participants from the third grades of secondary schools, with an idea to include 6000 adolescent each year in subsequent years. The project is being implemented with cooperation of NGO Movisie from Utrecht, and is financed by the Netherlands Government (MATRA program), with co-financing by the city of Zagreb and different Croatian ministries (a small part of the budget for covering travel and accommodation expenses of professionals included in education). Based on this description, the work of this NGO is to be considered the best practice. It introduced new programmes in Croatia which included varieties of professionals from different counties of Croatia, with the aim to spread the knowledge to other organizations and individuals and on the basis of experience and evaluations formulate important policy recommendations.

2.5 Relevant victim support/treatment programmes

Although the first shelter for women who suffered violence was established in Zagreb by the Autonomous Women’s House in 1990, the public (and more importantly political) sensitivity for the need of more shelters and particularly for more systematic financing of them have not been as present until the more recent years. The Report on Implementation of National Strategy of Protection Against Family Violence for the Period 2008-2010 in 2008 claimed that up to 2008 16 shelters were open in Croatia.59 They are located on the territory of 12 counties, what means that 9 counties do not have any shelter. Among all shelters, nine are run by NGOs, and 6 have a status of institution, which means that they are public institutions, founded and funded by public authorities (county or towns). According to the available information, shelters offer 328 places, and are co-funded by state and local budgets. Obviously, there is an improvement recorded, as it can be shown when these data are compared with the previous ones, and particularly those provided in the WAVE Country Report 200860 which claimed that Croatia had 15 shelters, with 220 places in contrast to 444 needed, and with no state funding. The fact that

59 The Report also said that the shelter in Split-Dalmatia county does not work any more because of financial reasons. The new information found on the web-site of NGO MiTRa located in the city of Split says that the shelter is reopen. That indicates the financial insecurity of shelters for women. See: Ministarstvo obitelji, branitelja i međugeneracijske solidarnosti (Ministry of Family, Veterans’ Affair and Intergenerational Solidarity) (2009a).

in some places / counties there is now more than one shelter which offers possibilities for making choices also marks an improvement. However, there is a need for more shelters. For example, a shelter in Osijek-Baranja county turned down 39 persons in 2007. A shelter in Bjelovar got 45 requests in 2008 and 18 persons were turned down because of no places available. Beside accommodation, shelters usually offer psychological, legal, medical help, but as other types of support are also needed, such as accompaniment to women when they have to go to courts, economic advice and employment training. However, the extension of these additional programmes depends on available professional and resources.

All organizations that offer shelters offer also helpline and counselling to any person who asks for such a help. There is no information on number of helplines, and the existing information about them is mainly available through working reports of each organization. The international source\(^{61}\) says that there are 24 regional helplines, with no state funding, and offers no information whether there is 24 hours service available. Based on the information available it can be concluded that the number of 24 helplines may be accurate, while there is also a state funding (the majority of organizations that run shelters and have helplines are at least partly financed by the state), and the majority of them state in their reports that the service is 24 hours available.

The available information does not allow any systematic assessment of shelters (helplines and counselling included). Accordingly, this report presents one “typical” NGO, not based in Zagreb, but in other part of Croatia, which at the same time offers considerable service to victims of violence, and one NGO that has a considerable public influence, and is recognized as the leading women’s organization dealing with the violence against women – on the basis of which it is to be considered the best practice.

Adela Centre for Women was founded in 2003 in Sisak and it has offered a helpline for victims of family violence ever since.\(^{62}\) The shelter for women and children victims of violence was opened in July 2008, with the support of the City of Sisak and Sisak-Moslavina county. From its opening until the end of 2008 there were 11 women and 15 children in the shelter. Women in shelter have free help from a social worker and a lawyer and similar help from other professionals. The association also offers a helpline available 24 hours, with a social worker and a lawyer who give the initial advice. During 2008 they had 969 calls. In addition, the shelter offers a group work for women, individual work with children, support in cases connected with court procedures, accomplishment of different financial rights, support in training and employment. In 2008 three users were employed, and two were in further training. The Centre also offers different activities focused on raising public awareness.

\(^{61}\) Webhofer, Regina (2008).

According to the 2008 report\(^6\(^5\) the Autonomous Women’s House accommodated 26 women and 43 children in the shelter. The place for shelter was given by the City of Zagreb and the Croatian Government which financed the complete renovation of the shelter. At the shelter, women and their children, survivors of domestic violence, were provided accommodation regardless of their nationality or any other discriminating feature. The shelter is placed in a new space of 470 m², 9 bedrooms with a total of 41 beds, as well as a living room, kitchen, dining room, five bathrooms, a counselling room, children’s playroom and an office. The space is fully furnished and equipped, with high level security features, including ballistic windows and door, three cameras, panic buttons and screens throughout the shelter and a direct connection to the security firm. The shelter is located at a secret address, which the Croatian government named an official government secret in 2007, making it the only such highly secure location in Croatia, and any disposal of its address is a crime punishable with up to 3 years in prison according to the Penal Code. The support to users was offered by three counsellors in issues such as divorce procedure, custody, alimony, employment, social security etc. Work with children is also very important, and it consists of individual and group work with children. The shelter also provides psychological counselling and therapy, as well as legal aid and representation in court. All services are provided free of charge. In addition, the organization offers counselling to women not placed in the shelter. In 2008 there were 2020 advice, 70% by hot line, and 30% in person. Among helpline users, 94% of cases were connected with family violence. 56% of calls were from Zagreb, and other from all parts of Croatia, indicating the need for help from the parts of Croatia not covered by the helpline, or the need for help outside the immediate living place. Legal advice is offered through the helpline, but also in person. The organization measures by itself the effectiveness of its work, which indicates a very high rate of success, and indeed in 2009 its work was evaluated by an independent consultancy organization called Razbor d.o.o. In 2009 the AWHZ did the research (with the support of the Ministry of Family, Veterans’ Affairs and Intergenerational Solidarity and conducted by Darja Maslic Seršić, Professor of Psychology from the University of Zagreb) about economic aspects of violence against women and their children. One of the important findings of the research was that women who suffered from violence are very heterogeneous. Some women need long-lasting support, some of them need only initial help. Therefore before planning any psychosocial treatment it is important to perform a complete psychological, social and material assessment.

### 2.6 Relevant social inclusion/reintegration programmes

On the basis of available information it is not possible to speak about inclusion / integration programmes, particularly not about successful ones. There are only a few such programmes offered by NGOs and usually these programmes are marginal in comparison to shelter and counselling. Of course, the help offered is important for realizing different rights of women who

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suffered from violence, but there is no systematic information about results. The Gender Equality Ombudsman\(^64\) analyzed the work of shelter in Osijek-Baranja county and reported that among 68 women who were accommodated in shelter, 32% managed to organize an independent life through renting a new hose or though employment. The organization “Korak” from Karlovac had the project about economic empowerment of women victims of violence. The project involved 40 women and during it 10 involved women found employment. The organization B.a.B.e had a similar programme which involved altogether 80 women who had IT courses, education about entrepreneurship, and different practical skill training (sewing, knitting, etc.). Based on the activity of the Croatian Employment Service, only 6 women victims of violence were employed. On the basis of available information it is not possible to present the best practice in that part of activities.

3. OVERALL CONCLUSIONS AND POLICY IMPLICATIONS

Is the violence against women one of key public issues in Croatia, the issue which attracts an appropriate public and policy response? The answer is, as usual, not a straightforward one. If one makes a conclusion on the basis of media coverage, then the public attention has turned to violence among adolescents in the last few years. Family violence, and particularly the violence against women, has not been the hottest public issue. However, that could indicate that an appropriate policy response has been set up. On the basis of this report, two basic conclusions can be drawn. The first one is that a significant progress can be noted. If we compare the situation in the 1990s with the situation in the last ten years, then the picture has become clear: violence against women (although inside the framework of family violence) is the issue which has been addressed by laws, national strategies, rules of procedures, governmental reports, etc. Rules of procedures, which ask for clear and coordinated procedures by different public bodies, are particularly important. This process has been intensified in the last few years. However, there is another side to the answer. Needs are still huge, both in terms of policy responses and services available.

As family violence has been made a misdemeanour and a criminal offence only since 1999 and 2000, there is a trend of a increasing number of persons who have been reported, accused and convicted for family violence. In the last years, the trend of stabilization has been noted. The data collection is still in the initial phase. Data are collected by different governmental agencies, but are usually not presented in a comprehensive way. What is particularly lacking is an analysis which can reveal the demographic and socio-economic position of women affected by violence, as well as the regional distribution. Victims are also very rarely mentioned in statistical reports, and when mentioned it is visible that victims of family violence are mainly women, but also children of both sexes. There is no analysis of how violence affects women’s health and social

\(^64\) Pravobraniteljica za ravnopravnost spolova (Gender Equality Ombudsman) (2009)
exclusion, and what would be appropriate policy measures to empower women in order to overcome the exclusion, particularly from the point of view of different groups of women.

The answer to the issue of violence against women (although it has to be mentioned again that the issue in Croatia is family violence) is visible on two tracks. One is the legal response – a victimization of the perpetrators of violence. Although the police and courts are educated to answer properly to the issue of family violence, there is still an uneven practice in different parts of Croatia. The coordinated response of different governmental bodies is also an issue. Many institutions lack organizational, technical, or human resources to follow the procedures. On the basis of the available data, it is still not possible to evaluate regional differences in that respect.

The second track concerns the services available. Shelters and helplines have been set up mainly by NGOs, although there are some shelters offered by public institutions. NGOs are crucial actors in setting both the public agenda about violence against women and services for abused women. Although the financial support to such services has been significantly improved in the last two years, it should be noted that the work of NGOs lacked substantial support in last twenty years, and that despite new steps the financial situation of some NGOs still remains vague. The main programmes offered by shelters are psychological and legal help to women who came in shelters. That help is crucial for endangered women in need of such a support. What is lacking is economic empowerment, housing, as well as more effective legal procedures. As legal procedures last too long, and as the accommodation in shelter is usually limited, women are faced with existential insecurity when the accommodation in shelters is over. However, that aspect of the fight against family violence can be noted only from NGO reports and Gender Equality Ombudsman. What is also missing is an analysis of regional distribution of available services, as well as the regional distribution of the position of victims of violence. Shelters do not exist in many Croatian counties, and the situation for abused women may be very hard in smaller communities. The work with perpetrators is also in an initial phase.

Beside NGOs, the key actors in setting the policy agenda for the fight against family violence have been the Ministry for Family, Veteran’s Affairs and Intergenerational Solidarity, Gender Equality Ombudsman and the Government office for Gender Equality. The issue of violence has been addressed to a much lesser extent by other actors and other national strategies (such as health or social inclusion strategies). These key actors have been crucial for improvements noted in the last years. Policy improvements have been accompanied by key public campaigns, one coordinated by the Government and others by NGOs. That kind of policy is crucial for any new step forward. This report recognized different areas which ask for new policy measures: coordination among governmental bodies, further education of professionals, raising public awareness, continuous support to services, particularly in the areas where such services do not exist at all, setting up new programmes, particularly those connected with the economic empowerment of women, and treatment of perpetrators. The step forward is also connected to a more systematic analysis of trends and data, as well as to the needs of different groups of
According to the data presented, there has been a recorded increase in policy improvements in the last few years. However, the changes could potentially take a different direction.

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Ženska mreža Hrvatske (Women’s Network Croatia) - [http://www.zenska-mreza.hr/](http://www.zenska-mreza.hr/)

Ženska pomoć sada (Women’s Help Now) - [http://www.zenskapomocsada.hr/](http://www.zenskapomocsada.hr/)
Ženska soba – centar za seksualna prava (Women’s room- Centre for Sexual Rights) - [http://zenskasoba.hr/](http://zenskasoba.hr/)

4. ANNEXES

Annex A – Tables with national indicators

Graph 1

Number of reported, accused, and convicted cases for family violence according to the Penal code, 2001-2006

![Graph 1](image1)

Graph 2

Number of reported, accused, and convicted cases for family violence according to the Penal code, 2004-2008

![Graph 2](image2)

Graph 3

Number of reported cases by police and by state attorney’s offices for family violence according to the Penal code, 2004-2008


Table 1

Victims of homicide and relationship of perpetrator to victim, 2000-2008
### Table 2

Death by homicide – assault by sex, per 100,000, 2000-2008

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>f</td>
<td>m</td>
<td>f</td>
<td>m</td>
<td>f</td>
</tr>
<tr>
<td>Victims of homicide, total</td>
<td>1.5</td>
<td>3.5</td>
<td>1.1</td>
<td>1.6</td>
<td>2.2</td>
</tr>
<tr>
<td>Perpetrator identified</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Spouse</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Another relative</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Another person</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ex-spouse</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other acquaintance</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Unknown to victim</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Not identified</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: Eurostat data based on EU-SILC survey

Source: UNECE Statistical Division Database on Crime and Violence, compiled from national official sources.

[link](http://w3.unece.org/pxweb/DATABASE/STAT/30-GE/07-CV/07-CV.asp)
Table 3

Violent death, national sources, 2008

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Men</th>
<th>Women</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>3034</td>
<td>2014</td>
<td>1020</td>
</tr>
<tr>
<td>Accident</td>
<td>2147</td>
<td>1336</td>
<td>811</td>
</tr>
<tr>
<td>Suicide</td>
<td>795</td>
<td>611</td>
<td>184</td>
</tr>
<tr>
<td>Homicide</td>
<td>78</td>
<td>55</td>
<td>23</td>
</tr>
<tr>
<td>As a cause of war</td>
<td>3</td>
<td>3</td>
<td>0</td>
</tr>
</tbody>
</table>


Table 4

Convicted adult perpetrators of criminal offences by national sources, 2008

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Women</th>
</tr>
</thead>
<tbody>
<tr>
<td>Against life and limb</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Murder</td>
<td>1128</td>
<td>65</td>
</tr>
<tr>
<td>- Capital murder</td>
<td>102</td>
<td>8</td>
</tr>
<tr>
<td>- Bodily injury</td>
<td>21</td>
<td>1</td>
</tr>
<tr>
<td>- Aggravated bodily injury</td>
<td>305</td>
<td>36</td>
</tr>
<tr>
<td>- Other</td>
<td>636</td>
<td>14</td>
</tr>
<tr>
<td>- Other</td>
<td>64</td>
<td>6</td>
</tr>
<tr>
<td>Against marriage, family and youth</td>
<td>1821</td>
<td>239</td>
</tr>
</tbody>
</table>

Table 5
Female and male victims of sexual assault, 2000-2008

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Female</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>486</td>
<td>334</td>
<td>405</td>
<td>461</td>
<td>482</td>
</tr>
<tr>
<td>%</td>
<td>83.9</td>
<td>88.1</td>
<td>89.6</td>
<td>88.8</td>
<td>86.7</td>
</tr>
<tr>
<td>Male</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>93</td>
<td>45</td>
<td>47</td>
<td>58</td>
<td>74</td>
</tr>
<tr>
<td>%</td>
<td>16.1</td>
<td>11.9</td>
<td>10.4</td>
<td>11.2</td>
<td>13.3</td>
</tr>
</tbody>
</table>

Source: UNECE Statistical Division Database on Crime and Violence, compiled from national official sources.

http://w3.unece.org/pxweb/DATABASE/STAT/30-GE/07-CV/07-CV.asp

Table 6
Total recorded rape in criminal (police) statistics, including attempts to commit crimes in rape, and rate per 100,000, 2003-2004

<table>
<thead>
<tr>
<th></th>
<th>2003</th>
<th>2004</th>
</tr>
</thead>
<tbody>
<tr>
<td>Value</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rate</td>
<td>4.71</td>
<td>3.66</td>
</tr>
</tbody>
</table>


Annex B – Examples of prevention programmes

<table>
<thead>
<tr>
<th>Title of the Programme/project and year of implementation</th>
<th>Programme/project A</th>
</tr>
</thead>
<tbody>
<tr>
<td>Psychosocial treatment of perpetrators of family violence</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Name of provider (government agency, NGO, etc.)</th>
<th>Society for Psychological Assistance</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Stakeholders/Partners involved in implementation</th>
<th>Courts, State attorney’s offices, centres for social work</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Target group</th>
<th>Perpetrators of family violence</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Project location (national, regional, local - place)</th>
<th>National (at the moment five cities – Zagreb, Rijeka, Zadar, Split and Dubrovnik)</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Key priorities, aims and objectives</th>
<th>Treatment of perpetrators, prevention of family violence</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Costs and financing body</th>
<th>Education for psychosocial treatment – 24,409 €, funded by the Netherlands Government (MATRA programme);</th>
</tr>
</thead>
</table>
### Croatia

<table>
<thead>
<tr>
<th>Field of intervention (specific contents/ activities)</th>
<th>Psychosocial treatment of perpetrators of family violence – 14,037 € funded by the Ministry of Justice and 4,648 € funded by the Ministry of Health and Social Welfare</th>
</tr>
</thead>
<tbody>
<tr>
<td>Results and impacts according to existing evaluations</td>
<td>Individual assessment though two to four meetings with a client; clear protocol of work, including a meeting with the victim; treatment through 16 weeks; continuing evaluation, including contacts with victims; final evaluation after 6 and 12 months</td>
</tr>
<tr>
<td>Results and impacts according to existing evaluations</td>
<td>From 2003 to 2009 246 clients, among them 38 women sent by courts or centres for social work. Out of them, 23 did not come to the treatment, 43 were not admitted, 31 rejected programme, or dropped out, 144 successfully completed, 8 are still in treatment in 2010</td>
</tr>
<tr>
<td>The expert opinion in relation to the expected impact (GIA score)</td>
<td>Very relevant gender direct effects</td>
</tr>
<tr>
<td>Is it considered a good practice and why? (Innovative and success factors, transferability, sustainability)</td>
<td>The Society for Psychological Assistance improved the fight against violence by introduction of treatment of perpetrators; it spread its knowledge to other organizations/individuals; it analyzed its experience, formulated recommendations and make them publicly available.</td>
</tr>
<tr>
<td>Website /other sources</td>
<td>Društvo za psihološku pomoć (Society for Psychological Assistance) <a href="http://www.dpp.hr/">http://www.dpp.hr/</a>; Ajduković, Dean (2010), Priručnik o provedbi Protokola o postupanju u slučaju nasilja u obitelji (Manual on Implementation of Rules of Procedures in Cases of Family Violence), UNDP Hrvatska, Društvo za psihološku pomoć, Zagreb; Non-published internal documents</td>
</tr>
</tbody>
</table>

### Annex C – Examples of victim support/treatment programmes

<table>
<thead>
<tr>
<th>Title of the Programme/project and year of implementation</th>
<th>Shelter for women victims of violence and their children</th>
</tr>
</thead>
<tbody>
<tr>
<td>Name of provider (government agency, NGO, etc.)</td>
<td>Autonomous Women's House</td>
</tr>
<tr>
<td>Stakeholders/Partners involved in implementation</td>
<td>City of Zagreb and the Government of Croatia as co-financers</td>
</tr>
<tr>
<td>Target group</td>
<td>Women and children victims of violence</td>
</tr>
<tr>
<td>Project location (national, regional, local - place)</td>
<td>Local – Zagreb, but provides help to women from all parts of Croatia</td>
</tr>
<tr>
<td>Key priorities, aims and objectives</td>
<td>Physical security, physical and psychological recovery, solving of existential problems of women, help in resolving of legal rights, prevention of future violence, enhancement of legal protection and institutional support</td>
</tr>
<tr>
<td>Costs and financing body</td>
<td>Annual costs of all programmes carried out = 240,000 €. In 2009 funded in 30% by the Croatian Government, 30% by the Zagreb County, and 30% by the City of Zagreb, 10% by the National Foundation for Development of Civil society; in 2010 in 27% by the Croatian Government, 13% by the Zagreb County, 30% by the City of Zagreb, 30% still to be raised</td>
</tr>
<tr>
<td>Field of intervention (specific contents/ activities)</td>
<td>Providing shelter at a secret address, counselling and individual work with women, work with children in shelter, psychological support and therapy, legal aid and representation, counselling through helpline, individual counselling</td>
</tr>
<tr>
<td>Results and impacts according to existing evaluations</td>
<td>According to their own evaluation confirmed in 2009 by the independent evaluation: counselling and individual work (95% of success), work with children (92%), psychological</td>
</tr>
</tbody>
</table>
The expert opinion in relation to the expected impact (GIA score)

Is it considered a good practice and why?
(Innovative and success factors, transferability, sustainability)

The work in shelter is a multi-dimensional one and does not mean just a psychical security; the organization spread its activities and experience by publicly available reports, but more importantly by continuous monitoring and lobbying in the field of violence against women. The biggest strength of the project can be summarized in several main points:

- integration of different services and efforts in dealing with domestic violence
- professionalism and specific care of every detail in working on sensitive issue of domestic violence (detail, specialized assistance to women, safety and security, secrecy and trust)
- strong influence towards decision makers and visible lobbying and advocating actions and results

Website /other sources
Autonomna ženska kuća Zagreb (Autonomous Women’s House Zagreb) http://www.azkz.net/

Annex D – Examples of social inclusion/reintegration programmes

<table>
<thead>
<tr>
<th>Programme/project A</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Title of the Programme/project and year of implementation</strong></td>
</tr>
<tr>
<td><strong>Name of provider (government agency, NGO, etc.)</strong></td>
</tr>
<tr>
<td><strong>Stakeholders/Partners involved in implementation</strong></td>
</tr>
<tr>
<td><strong>Target group</strong></td>
</tr>
<tr>
<td><strong>Project location (national, regional, local - place)</strong></td>
</tr>
<tr>
<td><strong>Key priorities, aims and objectives</strong></td>
</tr>
<tr>
<td><strong>Costs and financing body</strong></td>
</tr>
<tr>
<td><strong>Field of intervention (specific contents/ activities)</strong></td>
</tr>
<tr>
<td><strong>Results and impacts according to existing evaluations</strong></td>
</tr>
<tr>
<td><strong>The expert opinion in relation to the expected impact (GIA score)</strong></td>
</tr>
<tr>
<td><strong>Is it considered a good practice and why? (Innovative and success factors, transferability, sustainability)</strong></td>
</tr>
<tr>
<td><strong>Website /other sources</strong></td>
</tr>
</tbody>
</table>

Annex E – Gender Impact Assessment (GIA) methodology

We adopt the GIA methodology to assess the gender mainstreaming in policies addressing violence and to understand whether effective outcomes confirm, enhance or invalidate the potential ones.
By using the Gender Impact Assessment methodology it is possible to classify policy measures in terms of their gender potential impact, by an overall score. Each policy measure may receive a score in relation to how women/men needs and specificities are satisfied either directly or indirectly. We propose to apply the following score grid to assess the gender impact:

<table>
<thead>
<tr>
<th>Gender Potential Impact</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>No/Neutral gender potential effects</td>
<td>0</td>
</tr>
<tr>
<td>Low gender potential indirect effects</td>
<td>1</td>
</tr>
<tr>
<td>Low gender potential direct effects</td>
<td>2</td>
</tr>
<tr>
<td>Relevant gender indirect effects</td>
<td>3</td>
</tr>
<tr>
<td>Relevant gender direct effects</td>
<td>4</td>
</tr>
<tr>
<td>Very relevant gender indirect effects</td>
<td>5</td>
</tr>
<tr>
<td>Very relevant gender direct effects</td>
<td>6</td>
</tr>
</tbody>
</table>

*Score: N = neutral  L = low potential impact  R = relevant gender equality impact  VR = very relevant gender equality impact*

**N.B.: For L, R, and VR the impact may be both positive and negative. For example, –4 would mean “negative” relevant gender direct effects.**