

NATIONAL ACTION PLAN ON COMBATING VIOLENCE AGAINST WOMEN
AND DOMESTIC VIOLENCE AND MEASURES TO BE IMPLEMENTED FOR
THE PROTECTION OF VICTIMS (SURVIVORS) FOR 2018–2020

FOREWORD

Violence against women and girls, as one of the most widespread violations of human rights, is an example of inequality and power imbalances, and it is characterized by the structural nature of gender-based violence.

The elimination of violence against women and girls is important for the development of a democratic state, and it requires response from the authorities through the implementation of relevant and effective policies.

The state has an obligation to implement complex and coordinated activities and to respond to all forms of violence against women in a systemic way.¹

Combating violence against women and domestic violence is not the responsibility of one institution alone but, rather, the duty of the entire state and every member of a community. As such, it necessitates a coordinated action among government agencies.

The 2018-2020 National Action Plan on Combating Violence against Women and Domestic Violence and Measures to be Implemented for the Protection of Victims (Survivors) constitutes a national framework document that combines the measures to eliminate and prevent violence against women and domestic violence. The Action Plan sets out the goals, objectives and activities that respond to the United Nations Sustainable Development Goal 5, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Universal Periodic Review of the UN Human Rights Council and the recommendations contained in the reports of the Special Rapporteur on violence against women, its causes and consequences.² The Action Plan also responds to the requirements of the Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention).

Experience gained from drafting, implementing and evaluating the first five action plans was analysed in detail during the development of the 2018-2020 Action Plan.³ Representatives of state agencies in charge of the implementation of the plan, as well as those of civil society and international donor organizations, were actively involved in drafting the Action Plan. Based on the provisions stipulated in the Istanbul Convention, the Action Plan recognizes the gendered nature of domestic violence

¹ Council of Europe, Council of Europe Convention on preventing and combating violence against women and domestic violence (2011). Available at <https://rm.coe.int/168046031c>.

² Report of the Special Rapporteur on violence against women, its causes and consequences (2016). Available at <http://www.parliament.ge/uploads/other/75/75719.pdf>.

³ The previous action plans covered the following periods: 2007-2008, 2009-2010, 2011-2012, 2013-2015 and 2016-2017.

and discusses the phenomenon of violence against women and girls from the global standpoint. Indicators for all goals and objectives were defined through baseline and target benchmarks to ensure the effective implementation of the 2018-2020 Action Plan.

Ending violence against women and domestic violence is a state priority, as evidenced by the many activities implemented recently at the legislative and executive levels. Georgia ratified the Istanbul Convention in 2017,⁴ after which many significant amendments were made to the national legislation with the purpose of harmonizing it with international standards. The Government of Georgia issued a resolution in June 2017 to approve the provisions of the Inter-Agency Commission on Gender Equality, Violence against Women and Domestic Violence, based upon which an institutional mechanism on gender equality was formed within the executive branch for the first time. Together with other important functions, the Inter-Agency Commission will monitor the implementation of activities envisaged in the 2018-2020 Action Plan within the framework of its mandate.

The Inter-Agency Commission developed a national communication strategy and action plan on violence against women and domestic violence, which specifies details about the awareness activities to be carried out during the period from 2018 to 2020. The government agencies will provide information about the activities in the reports drafted on the implementation of the 2018-2020 National Action Plan on Combating Violence against Women and Domestic Violence and Measures to be Implemented for the Protection of Victims (Survivors).

Despite these recent positive changes, violence against women and domestic violence remains one of the key challenges for Georgia. The complex nature of its causes significantly hinders the identification and reduction of cases of violence against women and domestic violence.

In order to address these challenges, the Government of Georgia has declared a firm political will to protect women from all forms of violence, to prevent and effectively investigate the cases of violence and to implement an integrated policy for eliminating all forms of discrimination against women.

Sopo Japharidze

Assistant to the Prime Minister of Georgia on Human Rights and Gender Equality Issues

⁴ Council of Europe, Council of Europe Convention.

Decree of the Government of Georgia
ON THE APPROVAL OF THE ACTION PLAN FOR 2018-2020 ON THE MEASURES TO
BE IMPLEMENTED FOR COMBATING VIOLENCE AGAINST WOMEN AND DOMESTIC VIOLENCE AND
PROTECTION OF VICTIMS (SURVIVORS)

Article 1.

With the purpose of implementing complex activities by the state of Georgia aimed at combating violence against women and domestic violence and for the protection of victims (survivors), and in accordance to the subparagraph 'h1' of the Article 5 of the Law of Georgia on the Structure, Authority and Rules of Operation of the Government of Georgia, the Action Plan for 2018-2020 on the Measures to be Implemented for Combating Violence against Women and Domestic Violence and Protection of Victims (Survivors), attached hereto, shall be approved (hereinafter - the 'Action Plan').

Article 2.

1. For the purposes of the successful implementation of the present Action Plan:
 - a) The Interagency Commission on Gender Equality, Violence against Women and Domestic Violence (hereinafter the 'Interagency Commission') shall be tasked with the coordination and monitoring of the implementation of the activities foreseen under the Action Plan by each state agency/authority, as well as participation in the implementation thereof, and planning of the future activities;
 - b) The relevant state agencies/authorities shall ensure implementation of the Action Plan within the respective mandates;
 - c) The Common Courts of Georgia and other agencies engaged in the implementation of the present Action Plan shall be requested to participate in the implementation of the relevant activities;
2. The state agencies/authorities designated in the present Action Plan shall submit semi-annual reports to the Interagency Commission on the implementation of the present Action Plan;

Article 3.

The present Decree shall enter into force upon publication.

Prime Minister
Giorgi Kvirikashvili

Outcome	Output	Output Indicator	Activity	Lead Responsible Agency	Partner Agency	Time Frame
1. The legislation and policies of the country are efficient and meet the needs of victims/survivors Indicator 1.1 Number of recommendations of victims/survivors reflected in the relevant policy documents Baseline: 0 (2017) Target: 50% (Source: Monitoring Report of the National Action Plan on Combating Violence against Women and Domestic Violence and Measures to be Implemented for the Protection of Victims (Survivors)) Indicator 1.2 Reoffence rate Baseline: To be determined in 2018 Target: Decrease by 5% (Source: To be determined in 2018)	Output 1.1 Legislation and national policies are in line with international standards	Indicator 1.1.a % of the Istanbul Convention provisions reflected in the legislation Baseline: To be determined in 2018 Target: 90% (Source: LEPL Legislative Herald of Georgia) Indicator 1.1.b % of the fulfilled recommendations reflected in the report on Georgia of the UN Special Rapporteur on violence against women, its causes and consequences Baseline: To be determined in 2018 Target: 90% (Source: Inter-Agency Commission) Indicator 1.1.c Existence of a unified statistical standard and accessibility of statistical data Baseline: Not available (2017) Target: A unified statistical standard exists and statistical data is accessible (Source: Inter-Agency Commission)	1.1.1 Develop the subsequent package of legislative amendments in accordance with the requirements under the Istanbul Convention and existing practice and submit it to the Parliament	Inter-Agency Commission	Ministry of Justice of Georgia	2018–2019
			1.1.2 Approve the National Referral Mechanism	Government of Georgia		2018
			1.1.3 Develop a unified statistical standard	Inter-Agency Commission	LEPL National Statistics Office of Georgia	2018–2019 Q1
			1.1.4 Maintain statistics and ensure access to data	Ministry of Internal Affairs of Georgia, Chief Prosecutor's Office of Georgia, Common Courts of Georgia, Ministry of Corrections and Probation of Georgia	LEPL National Statistics Office of Georgia	2019–2020
			1.1.5 Provide the Inter-Agency Commission with technical material and human resources	Government of Georgia		2018–2019
			1.1.6 Establish an intersectoral working group on the prevention of and response to violence against women and domestic violence in emergencies and ensure its efficient operation	Inter-Agency Commission		2018–2020
	Output 1.2 A platform for cooperation with municipalities around violence against women and domestic violence issues exists and is operational	Indicator 1.2.a Existence of a platform for cooperation with municipalities Baseline: Not available (2017) Target: Exists and is operational (Source: Inter-Agency Commission) Indicator 1.2.b Number of municipalities that have implemented thematic measures in the framework of the platform Baseline: 0 (2017) Target: Increase by 10% (Source: Inter-Agency Commission) Indicator 1.2.c Number of municipalities that have amended local normative frameworks and policies in line with the guidelines Baseline: 0 (2017) Target: Increase by 10% (Source: Inter-Agency Commission)	1.2.1 Develop a mechanism for cooperation with municipalities with the participation of the existing gender equality councils and gender equality focal points	Inter-Agency Commission	Ministry of Regional Development and Infrastructure of Georgia	2018 Q3
			1.2.2 Develop guidelines on the existing legislation, policies and programmes on violence against women and domestic violence issues and present them to municipalities	Inter-Agency Commission	Ministry of Regional Development and Infrastructure of Georgia, Ministry of Justice of Georgia	2018 Q4
			1.2.3 Support municipalities to mainstream violence against women and domestic violence issues in local policies and programmes	Inter-Agency Commission	Ministry of Regional Development and Infrastructure of Georgia	2018–2020

Outcome	Output	Output Indicator	Activity	Lead Responsible Agency	Partner Agency	Time Frame
<p>2. Victims/survivors of violence against women and domestic violence have access to and use quality protection and assistance services</p> <p>Indicator 2.1 % of women having applied to and/or used state-run services Baseline: To be determined in 2018 Target: Increase by X% (To be determined in 2018) (Source: National Study on Violence against Women in Georgia / GEOSTAT, UN Women)</p> <p>Indicator 2.2 High satisfaction of victims/survivors with specialized services Baseline: 95% (2016) Target: 95-100% (Source: Monitoring report of the service providers (shelters) to victims/survivors of domestic violence and human trafficking)</p>	<p>Output 2.1 Increased capacities of state agencies for the protection and assistance of victims/survivors of violence against women and domestic violence</p>	<p>Indicator 2.1.a Number of agencies with specialized staff and/or units on violence against women and domestic violence issues Baseline: 2 (Ministry of Internal Affairs of Georgia and Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees of Georgia); Target: 3 (Source: Ministry of Internal Affairs of Georgia, Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees of Georgia, Inter-Agency Commission)</p> <p>Indicator 2.1.b Number of Special Operating Procedures of relevant agencies in accordance with their respective mandates on the identification, protection, assistance and rehabilitation of victims/survivors of violence against women and/or domestic violence Baseline: 0 (2017) Target: 5 (Ministry of Internal Affairs of Georgia, Ministry of Labor, Health and Social Affairs of Georgia, PLE - Social Service Agency, Chief Prosecutor's Office of Georgia, Ministry of Education and Science of Georgia) (Source: Ministry of Internal Affairs of Georgia, Ministry of Labour, Health and Social Affairs of Georgia, LEPL Social Service Agency, Chief Prosecutor's Office of Georgia, Ministry of Education and Science of Georgia)</p> <p>Indicator 2.1.c Number of restrictive orders issued Baseline: 3,921 (s of 29 December 2017) = 100% Target: Increase by 5% (Source: Ministry of Internal Affairs of Georgia)</p>	<p>2.1.1 Ensure sustainability and efficiency of the shelters, crisis centres and hotline operating within the system of the Ministry of Labour, Health and Social Affairs of Georgia (LEPL State Fund for Protection and Assistance of (Statutory) Victims of Human Trafficking), including reflection of these components in the allotments allocated to the State Fund from the state budget</p>	<p>Ministry of Labour, Health and Social Affairs of Georgia</p>		<p>2018–2019</p>

Outcome	Output	Output Indicator	Activity	Lead Responsible Agency	Partner Agency	Time Frame
			2.1.2 Allocate necessary financial resources for service provision to victims/survivors of sexual violence as part of the relevant programmes of the Ministry of Labour, Health and Social Affairs of Georgia	Ministry of Labour, Health and Social Affairs of Georgia		2018–2020
			2.1.3 Ensure sustainability and efficiency of the LEPL Social Service Agency, including through allocation of relevant allotments to the Agency from the state budget	Ministry of Labour, Health and Social Affairs of Georgia		2018–2020
			2.1.4 Increase the number of social workers working on domestic violence issues by 10-30%	Ministry of Labour, Health and Social Affairs of Georgia		2019–2020
			2.1.5 Develop/enhance identification mechanisms of victims/survivors of violence against women and domestic violence	Inter-Agency Commission		2018 Q4
			2.1.6 Develop training modules to increase professional capacities of: a. Social workers b. Psychologists c. Social agents d. Teachers e. Office of Resource Officers f. Health-care workers g. Lawyers of the LEPL Legal Aid Service	Ministry of Labour, Health and Social Affairs of Georgia, LEPL State Fund for Protection and Assistance of (Statutory) Victims of Human Trafficking, LEPL Social Service Agency, Ministry of Education and Science of Georgia, LEPL Legal Aid Service, LEPL Georgian Bar Association		2018–2020
			2.1.7 Strengthen professional capacities on domestic violence and violence against women, including sexual violence, of: a. Social workers b. Psychologists c. Social agents d. Teachers e. Office of Resource Officers f. Health-care workers g. Lawyers of the LEPL Legal Aid Service	Ministry of Labour, Health and Social Affairs of Georgia, LEPL State Fund for Protection and Assistance of (Statutory) Victims of Human Trafficking, LEPL Social Service Agency, Ministry of Education and Science of Georgia, LEPL Legal Aid Service, LEPL Georgian Bar Association		2018–2020
			2.1.8 Analyze/generalize judicial practice in terms of application of the Istanbul Convention provisions and develop recommendations	Supreme Court of Georgia	Inter-Agency Commission	2018–2019 Q1
			2.1.9 Train judges on the Istanbul Convention	LEPL High School of Justice	Supreme Court of Georgia	2019
			2.1.10 Strengthen specialization of prosecutors on violence against women and domestic violence issues (including at least four trainings per year)	Chief Prosecutor's Office of Georgia		2018–2020

Outcome	Output	Output Indicator	Activity	Lead Responsible Agency	Partner Agency	Time Frame
			2.1.11 Strengthen specialization of police officers on violence against women and domestic violence issues (including at least four trainings per year)	Ministry of Internal Affairs of Georgia		2018–2020
			2.1.12 Update recommendations for the employees of the Chief Prosecutor's Office of Georgia on domestic violence crimes as necessary	Chief Prosecutor's Office of Georgia		2018–2020
			2.1.13 Ensure continuous monitoring of criminal cases for proper qualification of violence against women and domestic violence incidents, efficient investigation and prosecution; identify gaps and plan relevant measures; and develop or update recommendations as necessary	Ministry of Internal Affairs of Georgia, Chief Prosecutor's Office of Georgia		2018–2020
			2.1.14 Analyze/study practices of restrictive order application by police officers	Inter-Agency Commission	Ministry of Internal Affairs of Georgia	2019 Q1
			2.1.15 Analyze/study practices of restrictive and protective order application in the judgments of the common courts	Supreme Court of Georgia		2018–2019
	Output 2.2 Services for victims/survivors of violence against women and domestic violence strengthened and/or developed	Indicator 2.2.a Number of service users in crisis centres for victims/survivors of domestic violence Baseline: 121 (including 39 dependent juveniles) (2017) Target: Increase by 15% (Source: State Fund data) Indicator 2.2.b Number of service users of the shelters for victims/survivors of violence Baseline: 307 (including 162 dependent juveniles) (2017) Target: Increase by 5% (Source: State Fund data)	2.2.1 Ensure provision of health-care services to victims/survivors of sexual violence through relevant programmes	Ministry of Labour, Health and Social Affairs of Georgia		2018–2020
2.2.2 Ensure increased capacity of the health-care system to respond to incidents of violence against women and domestic violence, implement a pilot programme for the introduction of Special Operating Procedures and analyze its efficiency			Ministry of Labour, Health and Social Affairs of Georgia	LEPL State Fund for Protection and Assistance of (Statutory) Victims of Human Trafficking	2019–2020	
2.2.3 Develop a [mandatory] accredited electronic learning course on violence against women and domestic violence and integrate it into the continuous medical education system			Ministry of Labour, Health and Social Affairs of Georgia, Ministry of Education and Science of Georgia	LEPL State Fund for Protection and Assistance of (Statutory) Victims of Human Trafficking	2019–2020	

Outcome	Output	Output Indicator	Activity	Lead Responsible Agency	Partner Agency	Time Frame
		<p>Indicator 2.2.c Number of service users of the free consultation hotline (116 006) for victims/survivors of violence Baseline: 2,135 (2017) Target: Increase by 10% (Source: State Fund data)</p> <p>Indicator 2.2.d Number of users utilizing services for alleged victims/survivors and victims/survivors of violence against women and domestic violence through the LEPL Legal Aid Service Baseline: 123 (including 17 beneficiaries seeking court representation, 106 obtaining legal consultations, and 14 receiving help preparing legal documents) (2017) Target: Increase by 10% (Source: LEPL Legal Aid Service data)</p>	2.2.4 Expand the network of crisis centres in the regions and improve infrastructure of the shelters and crisis centres operated by the State Fund	Ministry of Labour, Health and Social Affairs of Georgia, LEPL State Fund for Protection and Assistance of (Statutory) Victims of Human Trafficking		2018–2020
			2.2.5 Develop and launch manuals for standardized psychological, social and economic rehabilitation of victims/survivors	LEPL State Fund for Protection and Assistance of (Statutory) Victims of Human Trafficking		2018
			2.2.6 Provide legal aid services to victims/survivors of violence against women and domestic violence in accordance with the rules established per the law	LEPL Legal Aid Service		2018–2020
			2.2.7 Develop and launch the system for monitoring the enforcement of restrictive and protective orders	Ministry of Internal Affairs of Georgia		2018–2019
			2.2.8 Analyze calls related to violence against women and domestic violence received on the LEPL 112 hotline	Ministry of Internal Affairs of Georgia		2018–2020
			2.2.9 Develop and launch the risk assessment tool for violence against women and domestic violence	Ministry of Internal Affairs of Georgia		2018–2019
			2.2.10 Conduct a study on the risks of violence and the needs of disabled women and women with psychosocial needs	Inter-Agency Commission		2019
			2.2.11 Strengthen/improve the mechanism of the status granting group	Inter-Agency Commission		2018

Outcome	Output	Output Indicator	Activity	Lead Responsible Agency	Partner Agency	Time Frame
<p>3. Promote zero tolerance in society with respect to violence against women and domestic violence</p> <p>* Information-sharing measures aimed at increasing public awareness shall be determined in detail as per the National Communications Strategy and Action Plan of the Inter-Agency Commission.</p> <p>Indicator 3.1 % of the population (by age and sex) that does not justify physical violence against women under any circumstance Baseline: To be determined in 2018 Target: Increase by 10% (Source: National Study on Violence against Women in Georgia / GEOSTAT, UN Women)</p> <p>Indicator 3.2 % of the population that believes violence against women is a private matter and perceives it as a family issue Baseline: To be determined in 2018 Target: Decrease by 10% (Source: National Study on Violence against Women in Georgia / GEOSTAT, UN Women)</p> <p>Indicator 3.3 Disclosure to the emergency hotline 112 by persons not involved in the violent incident (bystanders) Baseline: To be determined in 2018 Target: Increase by 10% (Source: LEPL 112)</p>	<p>Output 3.1 Prevention mechanism aimed at changing social norms, attitudes and behaviour related to violence against women and domestic violence introduced and implemented by state agencies</p>	<p>Indicator 3.1.a Number of state agencies that have developed prevention mechanisms Baseline: 0 (2017) Target: 3 (Source: Inter-Agency Commission)</p>	3.1.1 Approve and implement the National Communications Strategy and Action Plan on Violence against Women and Domestic Violence and monitor its implementation	Inter-Agency Commission		2018 (approval) -2019-2020
		<p>Indicator 3.1.b Number of beneficiaries who underwent behavioural correction programmes; Number of convicted perpetrators Baseline: During 2017, 99 beneficiaries were engaged in behavioural correction programmes: 66 in “positive habits development programmes” and 33 in “role of positive behaviour in family relations”. During 2017, 652 convicted perpetrators were placed on probation. Of them, 67 persons engaged in and fully completed the violent behaviour management rehabilitation programme, and 21 probationers took a training aimed at awareness-raising on the legislative overview around violence and protection from violence. Target: Increase by 10% (Source: Ministry of Corrections and Probation of Georgia, LEPL National Agency for the Enforcement of Non-Custodial Sentences and Probation)</p>	3.1.2 Develop/approve annual internal action plans to reflect commitments in accordance with the present National Action Plan for the agencies engaged in the prevention of violence against women and domestic violence and service provision to victims/survivors or integrate these issues into the existing internal institutional action plans	Ministry of Internal Affairs of Georgia, Chief Prosecutor’s Office of Georgia, Ministry of Labour, Health and Social Affairs of Georgia, Ministry of Justice of Georgia (LEPL Training Center of Justice of Georgia), Ministry of Corrections and Probation of Georgia, Ministry of Education and Science of Georgia, Ministry of Culture and Sport of Georgia		2018–2020
		<p>Number of beneficiaries with protective orders issued Baseline: 0 (2017) Target: Increase by 10% (Source: Inter-Agency Commission)</p>	3.1.3 Develop and implement behavioural correction programmes for convicted perpetrators	Ministry of Corrections and Probation of Georgia		2018–2020
			3.1.4 Develop and implement behavioural correction programmes for perpetrators towards whom protective orders have been issued	Inter-Agency Commission		2018–2020
		<p>Indicator 3.1.c. Relevant legislative amendments adopted and the GPS electronic monitoring system for perpetrators (ankle bracelets) introduced Baseline: No (2017) Target: Relevant legislative amendments adopted and the GPS electronic monitoring system for perpetrators (ankle bracelets) introduced (Source: LEPL Legislative Herald of Georgia, Ministry of Corrections and Probation of Georgia / Ministry of Internal Affairs of Georgia)</p>	3.1.5 Launch the electronic monitoring bracelets system for perpetrators	Inter-Agency Commission	Ministry of Internal Affairs of Georgia, LEPL National Agency for the Enforcement of Non-Custodial Sentences and Probation	2018–2019

Outcome	Output	Output Indicator	Activity	Lead Responsible Agency	Partner Agency	Time Frame
	Output 3.2 Public awareness increased on violence against women and domestic violence issues and state-run services	Indicator 3.2.a Proportion of the population (by age and sex) that believes a woman must obey her partner, even if she disagrees with him Baseline: To be determined in 2018 Target: Decrease by 10% (Source: National Study on Violence against Women in Georgia / GEOSTAT, UN Women)	3.2.1 Implement awareness-raising measures and/or conduct trainings in general education, vocational education and higher education institutions on violence against women and domestic violence issues	Ministry of Education and Science of Georgia, Ministry of Internal Affairs of Georgia, Ministry of Defense of Georgia, LEPL High School of Justice, Ministry of Culture and Sport of Georgia		2018–2020
Indicator 3.2.b Proportion of the population (by age and sex) that is aware of the Law of Georgia “On Elimination of Violence against Women and/or Domestic Violence, Protection and Assistance to Victims of Violence” Baseline: To be determined in 2018 Target: Increase by 10% (Source: National Study on Violence against Women in Georgia / GEOSTAT, UN Women)		3.2.2 Implement educational, information-sharing, sports and/or creative measures in Tbilisi and in the regions on violence against women and domestic violence issues and existing state-run services, especially targeting ethnic minorities	Ministry of Internal Affairs of Georgia, Chief Prosecutor’s Office of Georgia, Ministry of Justice of Georgia, LEPL Training Center of Justice of Georgia, LEPL State Fund for Protection and Assistance of (Statutory) Victims of Human			2018–2020
Indicator 3.2.c Proportion of the population (by age and sex) that is informed of the state-run services Baseline: To be determined in 2018 Target: Increase by 10% (Source: National Study on Violence against Women in Georgia / GEOSTAT, UN Women)		3.2.2.1 Organize at least four meetings per year with ethnic minority communities 3.2.2.2 Organize at least four meetings per year with persons holding a humanitarian status, asylum seekers, refugees and employees of the institutions for temporary placement of migrants	Trafficking, Ministry of Education and Science of Georgia, Ministry of Culture and Sport of Georgia, LEPL Legal Aid Service, Inter-Agency Commission 3.2.2.1 LEPL Legal Aid Service, Office of the State Minister of Georgia for Reconciliation and Civic Equality 3.2.2.2 LEPL Legal Aid Service, Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees of Georgia			

