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*Integrated System of Monitoring Cases of
Domestic Violence - Spanish experience*



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insp. Michal Czeszejko-Sochacki
Director of the Prevention Office
National Police Headquarters

"Both limitation of domestic violence, and prevention of this extremely serious social problem is on the one hand a very important task, while on the other also some challenge. Work with people affected by violence, as well as contact with its perpetrators requires having special knowledge and skills. For this reason, improvement of professionals' workshop, as well as improvement of the possessed and search for new solutions in the discussed area should certainly constitute priority for all services and entities involved in the issues of domestic violence (...)"



Lieutenant-colonel. Ryszard Garbarz
V-ce Director of the
Prevention Office
National Police Headquarters

"It can be said that participation in national training and improvement projects, as well as the use of knowledge and experience of domestic professionals has already been an everyday life action for Polish police officers. Meanwhile, attention should be also paid to solutions in the field of restricting the phenomenon of domestic violence, implemented by the police of other EU Member States. Therefore, we are sending to both police officers and other readers a publication describing in a detailed way one of such tools used by Spanish police, as well as entities strictly collaborating with it (...)"

Introduction

A phenomenon of domestic violence, due to its multifaceted consequences is recognized not only as a significant individual problem, but also as an extremely significant social problem. The costs that are borne by the society as a consequence of domestic violence are tremendous, also as defined by incurred financial expenses.

The financial perspective of consequences resulting from the phenomenon of domestic violence is significantly indicated by the research conducted by the European Council. It shows that a mathematical model prepared for the United Kingdom in 2004 enabled estimation of annual cost of "Domestic Violence" (understood as violence towards women without considering acts of violence towards other family members) borne by the state for the amount of approximately 4.3 billion Euro. Costs incurred in this area by employers amounted to approximately 2 billion Euro, while the cost of human, emotional suffering was calculated at 25 billion EURO annually. Total annual costs that UK incurred in connection with domestic violence amounted to 34 billion Euro, which converted per one citizen gives 555 Euro. In the discussed estimates there have been considered both costs of police activities, as well as judiciary bodies, care health, social security, granting shelter in case of emergencies, support in civil law issues, and other services and losses of production capacity. Under the aforementioned survey similar analyses were conducted also for several other member-states. And for example, Finland assesses the costs of domestic violence at about 91 million Euro annually, Spain 2.4 billion Euro, and the Netherlands at 151 million Euro ¹. Total costs related to domestic violence, or rather only one of its aspects, for four European countries is thus 38 billion Euro per year, which without doubt is a tremendous burden for the budget of the whole Europe. This problem becomes not only a challenge in the

¹ Council of Europe, *Combating violence against women: Stocktaking study on the measures and actions taken in Council of Europe Member States (Badania podsumowujące środki i działania podjęte przez państwa członkowskie Rady Europy w celu zwalczania przemocy wobec kobiet)*, Strasburg 2006.

field of human rights, health issues or a long-term hazard for stability of the society, but also a huge financial load².

In the European perspective it is also emphasized that violence against women for which their partners are responsible is not a private issue, but public and even political problem. It is violation of human rights, and the European Union Member States are obliged to protect these rights under international agreements which they signed, as well as EU instruments used for supervision of their activities³. For this reason, as a consequence of an irregular reaction of particular European countries to problem of domestic violence, in May 2006 European Economic and Social Committee has issued an opinion (2006/C 110/15), which despite not being binding, calls upon focusing on the problem of domestic violence and creation of a pan-European strategy of actions in this respect. Through the opinion, the committee called for research in particular on the European scale concerning common presence of domestic violence towards women, its impact on a single unit and society, but also for testing any related financial costs. On the other hand, in 2006 Parliamentary Assembly of the Council of Europe adopted 1512 Resolution (2006) calling for parliamentary unity in counteracting domestic violence against women. They appealed to parliaments of particular countries on undertaking activities aimed at condemnation of domestic violence, with a simultaneous indication on a wide range of related needs, including coordinating, research, as well as financing activities. In 2007 subsequent recommendations were adopted, namely recommendation no. R1817 (2007), as well as recommendation no. R1582⁴. However, in spite of numerous European instruments, which should be used in the case of domestic violence, with particular focus on violence towards women, the scale of this phenomenon throughout Europe is still significant.

As it is noted by J. Kane, one of barriers related to effective limiting and prevention of this phenomenon is embedded in the traditional perception of some

² Council of Europe, op.cit.

³ J.Kane, *Przemoc w rodzinie*, Komisja Europejska, DG ds. Sprawiedliwości, Wolności i Bezpieczeństwa. Program Daphne, Belgia 2008.

⁴ J.Kane, *ibidem*.

forms of violence towards women as "normal" behaviour. In the opinion of the author many Europeans still believe that events taking place in a family or partner relationships are a private case of directly involved people. This statement is confirmed especially in the case of violence towards women who are still perceived as female citizens of the second category, and hence as people subjected to partners. Such discrimination takes also place in the case of children who are exposed to domestic violence experience, and who, by an adult part of the society, are often considered to be persons obliged to subordination, which may be the reason of their victimization⁵.

For this reason, due to the above facts, National Police Headquarters in Warsaw, through implementation of the project financed from the European Union budget, made an attempt to connect national efforts for both intensifying actions aimed at limitation and prevention of domestic violence phenomenon, and increase the level of effectiveness of initiatives taken in this area by the police with activities taken in this area on the European ground.

⁵ J.Kane, op.cit.

Introduction to the project

In the period from August 1, 2011 to February 29, 2012 National Police Headquarters Prevention Office, under *"Life-Long Learning"* programme of Leonardo da Vinci sectoral implemented project under the name. *"Integrated System of Monitoring cases of domestic violence - tool in process of police officers education"* (no.: 2011-1-PL1-LE003-18400). The Partner of the project, and at the same time the receiving institution was the Ministry of the Internal Affairs of the Kingdom of Spain responsible first of all for realization of such tasks as implementation of government policies and a strategy with regard to public safety, but also supervision over the work of police and other services with regard to various social problems, including domestic violence. The Ministry prepares and implements tools which are to facilitate the subordinate services limitation of violence phenomenon. Such an electronic tool is *An Integrated System of Monitoring Cases of Violence against Women* (under domestic violence), that is VdG system.

The main assumption of the project was acquisition of 10 project participants from National Police Headquarters, Provincial Police Headquarter in Szczecin and Lublin, Municipal Police Headquarters in Świętochłowice, Sosnowiec, Wrocław and Tarnów, as well as Police Station Poznań-Jeżyce, specialist knowledge about the system, as well as training with regard to principles of functioning and technical requirements of the tool in question.

During exchange of experiences which took place in Spain from 18th to 24th of September 2011 the mentioned police officers had the possibility to become familiar with the idea of the concerned system establishment, details concerning study preparation and technical requirements and implementation conditions for execution, which were discussed by representatives of the Ministry of the Interior. On the other hand, during visits in police units and entities responsible for technical service of the system they had the possibility to familiarize with the practical dimension of tool functioning. They learnt the principles and qualities of using it in police work, learnt the

details concerning information introduced to the system by its users, namely the police, prosecutor's offices as well as judiciary and they had contact with the practical dimension of support and protection of victims of domestic violence provided by the studied system.



Photos 1, 2, 3 and 4: Project participants during exchange of experiences in the Ministry of Interior in Madrid.

Source: Photo documentation of project participants.

Chapter 1.

Characteristics of the phenomenon of violence against women in the Kingdom of Spain

In the literature on the subject there is an opinion that violence of men against women results from historically shaped uneven power division between women and men. From the historical perspective it can be said that during the process of establishing modern states, power in a family remained reserved for men, and male domination was strengthened by legal regulations and valid standards and social structures. Also in Europe many social structures based on patriarchal system survived until the second half of the 20th century. In many countries women obtained voting rights no sooner than after World War II and family law of many countries recognised a man as the so-called "head of the family" until 1970s. Consequently, such perception of relations between a man and a woman demanded submission of a woman. In consequence, also currently not in all countries rape in a marriage is perceived and recognized as offence⁶.

As we read in a handbook related to violence against women in a family, the perpetrators of violence paradoxically most often explains their behaviour with striving for repair or change of the situation, or a strong need to punish their partner. They also deeply believe that abuse of their wife results from a commonly accounted right to control partner's behaviour. Men using violence usually act on the basis of system of beliefs recognizing their right to discipline their partners and to use women services whose obligation is submission towards men⁷.

Thus it seems obvious that this type of men behaviour towards women will be particularly intensively visible in societies where a man is perceived as a "macho". Direct translation of the term "macho" from Spanish means a male. On the other hand, in accordance with explanation included in the *Dictionary of Foreign Words* it means

⁶ Team CPK, M.Jóźwik, *Przemoc wobec kobiet w rodzinie*, Warszawa 2007.

⁷ Team CPK, M.Jóźwik, *ibidem*.

a man for whom the most important thing is to show, usually exaggerating, physical features regarded as typically male, namely physical and sexual fitness and physical force⁸. In the colloquial meaning a "macho" is a hundred percent man who deems typical perception of women as that of a member of the family who must comply with his orders. And this in turn results in tendency to use force towards "disobedient" partners.

The described behaviour also currently often characterizes relations between Spanish men and their life partners. Such a situation results, on the one hand, from the aforementioned belief typical of the local myth of a man perceived as a "macho", while on the other hand, patriarchal model of family and deeply rooted image of a man as "head of the family". The image of a man who has the power and shows absolutely no weaknesses. And such approach explains the use of any forms of violence against women, with particular focus on these forms that are based on use of physical force⁹.

From the data provided at the beginning of 2012 by the Spanish Ministry of Health, Social Policy and Equality¹⁰ it can be clearly concluded that in Spain the problem of violence as to sex¹¹ despite numerous efforts with regard to restriction – is continuously intensified. More than 10% (10.8) Spanish women, namely more than two million people, admit that they were victims of violence against sex. In turn 3% admit that attacks of violence addressed towards them by a man whom they considered their partner or former partner, took place in the previous year, i.e. 2011. In total, nearly 14% of Spanish women admit to have experienced violence from a man. The described data is shown in the chart below.

⁸ L.Drabik, *Słownik wyrazów obcych*, Wyd. PWN, Warszawa 2010.

⁹ P.Warchoł, *Opracowanie z wymiany doświadczeń w zakresie Zintegrowanego Systemu Monitorowania Przypadków Przemocy wobec Kobiet (typescript)*, Madryt 2011.

¹⁰ In order to conduct a reliable diagnosis of the phenomenon in 2011 the Ministry of Health, Social Policy and Equality ordered a test by means of direct interviews of a group of 8000 women. It should be added that in 2006 analogical survey consisted of telephone interviews with a group of 32 thousand women. In all the surveys carried out since 1999, the percent of women was analysed who deemed themselves victims of violence, and the percent of women, who were occasionally exposed to this phenomenon.

¹¹ Sex-conditioned violence (also: violence focused on sex) may be characterized as violence used by a man against a woman, with whom he remains in a marriage or any informal relationship in which emotional bond is present.

Encuesta sobre violencia machista

MUJERES MALTRATADAS

% de mujeres de más de 18 años que ha sufrido maltrato alguna vez en la vida



Fuente: Ministerio de Sanidad, Política Social e Igualdad. EL PAÍS

Chart 1. Results of the survey concerning violence against sex where the perpetrator is a man, and woman a victim.

Source: Emilio de Benito, Mafía R. Sahuquillo, *El 10,8% de las españolas ha sido víctima de la violencia machista*, "El País", 16.12.2011 [Online]. Access on: www.sociedad.elpais.com [date of access: January 2011].

To illustrate the size of phenomena it should be mentioned that in 2006 similar declarations came from 6.3% of women. Thus, significant growth in this number within only 5 years may be observed. Adverse development of this problem will be even more visible when the mentioned results of the survey from 2011 are compared with a similar one but carried out in 1999. Since that time the number of women suffering due to violence that the closest men use against them doubled. Experts, however, admit that this data analysis should rather lead to a conclusion that it is not the number of sudden, aggressive behaviours in relationships that increased, but awareness of the problem among victims who already recognize the phenomenon and more actively than years ago seek possibilities of solving their problems. Without a doubt change of perception and sensitivity of the society as to this issue of violence contributes to it, which was in the recent years, widely and loudly commented in mass media. However, in spite of the aforementioned growth in awareness, the situation still in a dramatic manner slips out

of control, as 87% of women touched by violence in the past, in 2011 had to face this problem again¹².

Annual tests of the Ministry make it possible, in addition, to determine the victim profile, which for years has not changed significantly. Violence first of all touches immigrants and women affected by some form of disability. In 2011 as much as 20.9% immigrants suffered because of violence against sex, which constitutes percentage twice higher than applies to native Spanish women touched by violence. In turn, in the group of disabled women this percentage is as much as 30%. Hence, it can be easily observed that the problem of violence remains in strict association with the state of some weakness and dependency from other people, or susceptibility to being hurt. The problem of violence against sex remains however, in close correlation with phenomenon of violence against children. According to the mentioned results of research conducted in 2011, approximately 840 thousand children in Spain were exposed to situations related to violence. Out of this group, approximately 60% were touched by violence directly. The authors of the research also notice that the perpetrators often use violence against children in order to indirectly inflict harm on a woman. In turn paradoxically having common children is one of the major reasons, for which women do not decide to break relationships with perpetrators. For this reason, the problem of children being victims or witnesses of violence is a priority issue for Spaniards, mainly in connection with a tendency confirmed by tests and a tendency observed in Spanish society to recreate violence patterns in adult life¹³.

From the point of view of Spanish police operation, or other police services and adopted by them strategy of fighting and preventing this phenomenon, determining priorities and defining measures, which should be immediately undertaken - the most important part of the above described research are data concerning the number of notifications of cases of violence against sex. The situation in this area remains critical,

¹² E.d.Benito, M.R.Sahuquillo, El 10,8% de las españolas ha sido víctima de la violencia machista, "El País", 16.12.2011 [Online]. Access on: www.sociedad.elpais.com [access date: January 2011].

¹³ E.d.Benito, M.R.Sahuquillo, *ibidem*.

as 72.6% of women who, in the survey in 2011 admitted, that in the past they were victims of violence against sex admit at the same time that they did not turn to relevant bodies for assistance. Only with regard to the acts of violence that occurred in 2011 this percentage is slightly lower, since it is 70.3%. The issue of notifying the police and other services about the problem of violence remains thus a priority issue to be solved. This statement is also confirmed by other statistics from 2010, according to which out of victims of violence in the family, none reported to the police. In a broader context the discussed issue is also connected activities with necessary to be conducted, sensitizing general public on the issue of appropriate reaction on cases of violence¹⁴.

It should be also emphasized that Spanish reality for many years was characterized by extreme cases of violence towards women which ended in death of its victims. To illustrate, it must be specified that in accordance with data provided by the Ministry of the Internal Affairs in 2009 the number of women-casualties of violence was 55, and in 2010 -73¹⁵. As regards "the rate of homicides related to violence against sex" estimated by the Spanish Ministry of Health, Social Policy and Equality as the number of women murdered by their husbands, or any informal partners, or former partners divided by the number of women experiencing violence, it decreased from 0.17 in 2006 to 0.11 in 2011. However, this favourable decrease involves unfortunately the increasing number of the group of violence victims more than the fall of the number of homicides on this background¹⁶. Therefore, the issue of this phenomena limitation and effective prevention in recent years became a priority for Spain.

As can be read in the study of Senate Office¹⁷ concerning problems of legislative solutions with regard to domestic violence, in Spain the fundamental law of 1999 already for the first time classified domestic violence as a separate offence¹⁸, on the other hand since 2004 functions the Act on activities on total protection against violence

¹⁴ E.d.Benito, M.R.Sahuquillo, *ibidem*.

¹⁵ P.Kusik, *Opracowanie z wymiany doświadczeń w zakresie Zintegrowanego Systemu Monitorowania Przypadków Przemocy wobec Kobiet* (typescript), Madryt 2011.

¹⁶ E.d.Benito, M.R.Sahuquillo, *op.cit.*

¹⁷ Kancelaria Senatu, *Przeciwdziałanie przemocy w rodzinie na tle wybranych rozwiązań legislacyjnych*, Warsaw 2010.

¹⁸ J.Kane, *op.cit.*

because of sex. The provisions of the Act give the court possibility of issuing relevant prohibitions and obligations to the violence perpetrator, among which there is an obligation of mandatory leaving the place of residence, a ban on return to the place of residence, a ban on approaching the protected person by the accused, which means a ban on approaching the place of residence, workplace, as well as any other place where they are in a given moment. The court determines also the minimum distance, which must be preserved between the accused and the protected person and its exceeding may lead to appropriate penal liability¹⁹. Under the Act of 1/2004 defining types of means ensuring women comprehensive protection against violence, act of violence which is done by the spouse or partner of victims is a circumstance additionally encumbering the perpetrator, and, as a consequence, involves more strict penalty. According to Article 147 of the Act Penal Code a normal penalty for assault and wounding is deprivation of personal freedom for a period from 6 months to 3 years, however, dimension of this sentence grows to 2-5 years, if the culprit is a spouse or partner of the victim²⁰.

Although the mentioned regulations are applicable in Spain from more than a decade it does not mean that the problem of violence against women was effectively resolved. The years of validity of new legal regulations ran under the sign of accumulation of cases of violence, with particular focus on the most serious cases.

"59-year-old Teresa who left her husband after 38 years of abuse, beating and forced sex is convinced that if she had reported it, her situation would have been still worse. She does not believe that public institutions can protect her. Up to the time when she gave interview to Amnesty International, she spent nine months closed at home, with lowered blinds, so that her husband thought that she went out of town"²¹.

¹⁹ S.Spurek, *Nie zbliżaj się*, Niebieska Linia, nr 6/2007.

²⁰ *Parliaments united in combating domestic violence against women, Dokument 10934 z 19 maja 2006 roku, sprawozdawca pani Cliveti z Rumunii.*

²¹ Amnesty International, *Hiszpania: kobiety dotknięte przemocą w domu, obojętnością ze strony władz [Online], Komunikaty, 2005.* Access on: www.amnesty.org.pl [access date: November 2011].

The history of Teresa described in the report of *Amnesty International* from 2005 was not rare then. According to official statistics since 2001, the number of women killed in Spain by a present or former partner as a result of violence against people of opposite sex over the years was constantly increasing. In 2004 as many as 72 women were killed by a present or former partner, and seven of them were granted protection order. At the same time, it should be emphasized that women who managed to survive domestic violence encountered at the same time numerous obstacles when making attempts to obtain help, protection, as well as justice. Official statistics quoted by the already aforementioned organization indicate that more than 95% of women affected by bad treatment did not complain about the situation and these women who decided to report this kind of crimes encountered indifference and even unpleasant interrogation discouraging them from further delving into the case²².

Amnesty International, based on testimonies of women experiencing domestic violence, has found evidence both on prejudice, and discrimination present in public institutions reactions on the situation of violence. With addition that a special inflammatory point, in the opinion of the organization, was no care of women belonging to high-risk groups, such as not registered immigrants, gipsy women, disabled women, or women with mental problems and dependent women. In this group, special obstacles in obtaining help had not registered immigrants despite the official position of the state, saying that care for all women should be the same. An example regarding unequal treatment was for instance obligation valid in some regions of Spain of receipt financial assistance by the victims of violence before they are admitted into a hostel. However, in order to receive financial support, a woman who was granted protection order had to be in the course of search for jobs. Meanwhile, an unregistered immigrant due to her administrative status, was not able to do this. Moreover, in some regions of Spain access to specialized hostels was closed for immigrants and they were sent to a general centre for immigrants support. As

²² Amnesty International, op.cit.

a consequence of such treatment of violence victims, the UN commission monitoring the phenomenon of women discrimination, warned Spain at that time about the common presence of violence phenomenon towards women and growing number of homicides. At the same time they emphasized lack of protection of the state in relation to high-risk groups, as well as expressed anxiety in connection with no coordination of actions between the government and particular regions of the country used for provision of violence victims care²³.

Therefore, any irregularities in operation of the Spanish protection system of women against violence, as well as support for violence victims resulted in approaching the problem in a complex way. They intensified actions that were to modernize and improve the system simultaneously.

²³ Amnesty International, op.cit.

Chapter 2. Integrated System of Monitoring Cases of Violence Against Women

2.1. Genesis of the system

A problem related to high number of cases of violence against women, particularly extreme cases ended with death of the victim, as well as the need of realization of the binding regulations in Spain to restrict the size of this phenomenon caused that in the Ministry of Interior of the Kingdom of Spain in 2007 began works on *an Integrated System of Monitoring Cases Of Violence Against Women*. The place of formation of the system was not accidental, since the Ministry is responsible first of all, for implementation of such tasks as implementation of government policies and strategy with regard to public safety, but also for performing tasks designed to observe and promote human rights, supervision and work management of institutions as well as agencies responsible for maintenance of public order and prosecution bodies. Moreover, it supervises the work of police and other services, also in the area of issues of domestic violence (violence against women). This entity prepares special strategies, as well as programmes which are to counteract and combat this phenomenon, it also prepares and implements tools that are to facilitate different services combating violence against women. Such a tool is *Integrated System of Monitoring Cases of Violence Against Women* (VdG system). It should be emphasized that it is used to gather and manage information related only to violence against women²⁴.

The main idea of the programme establishment was the desire to coordinate scattered activities of particular entities and institutions operating in the field of restricting and prevention of violence against women. An additional argument for creation of a national system was a large migration of population and difficulties

²⁴ M.Kordaczuk-Wąs, *Opracowanie z wymiany doświadczeń w zakresie Zintegrowanego Systemu Monitorowania Przypadków Przemocy wobec Kobiet (typescript), Madryt 2011.*

associated with monitoring the family situation of its victims²⁵. Designing VdG system started in March 2007, and its basic version was started in June 2007. The system not only stores and organizes any kind of data and materials which may be useful for its users for effective performance of work in the event of observing violence against women, but also automatically assesses the level of risk with regard to every case and situation of particular victims. Two questionnaires function in the system to estimate the risk of re-occurrence of VPR and VPER violence, which were detailed in a separate chapter of this study²⁶.

The system initially coordinated actions of the police, judiciary authorities and the prosecutor's office. At the moment, more and more entities are interested in participation in works on prevention of violence and they become partners of the system, therefore the number of its users is constantly growing²⁷. Currently the system is used by approximately 30000 professionals who in vast majority belong to emergency services and prosecution bodies at three levels: governmental, regional as well as local. The system is also used by prison services and the prosecutor's office²⁸. Particular local government administration bodies, police units, associations, institutions covered by the social service system can, upon fulfilment of specific conditions, enter, as a partner, the system of counteracting violence or only co-operate with it. Owing to the fact that the system obtains very good marks, and its operation is seemed effective and functional for users, more and more entities and institutions express the desire to participate in its functioning²⁹.

²⁵ D.Gil, *Opracowanie z wymiany doświadczeń w zakresie Zintegrowanego Systemu Monitorowania Przypadków Przemocy wobec Kobiet (typescript)*, Madryt 2011.

²⁶ A.Rozborski, *Opracowanie z wymiany doświadczeń w zakresie Zintegrowanego Systemu Monitorowania Przypadków Przemocy wobec Kobiet (typescript)*, Madryt 2011.

²⁷ D.Gil, op.cit.

²⁸ M.Kordaczuk-Wąs, op.cit.

²⁹ D.Gil, op.cit.

2.2. Tools elements and functioning

System introduction to use was aimed at, apart from improvements of the system of assistance for victims, also change of awareness and approach of both professionals, and the inhabitants themselves of the problem of violence against women. The system was based on electronic circulation of information both about violence victims, and its perpetrators from almost the whole Spain. It should be noted that the Basque Country has a separate system generating information regarding violence, however, it is compatible with the discussed national system³⁰.

Preventive measures addressed to victims is one of the most important part of the system operating on the basis of protected Internet network. It was designed as preventive measure, as well as a unique preventive information database, permitting raising safety level of violence victims. By means of VdG system (*Spanish. Violencia de Genero*) police officers gather complex information regarding each "case", which means given circumstances of use of violence, the victims, their relatives, places they visited. In addition, information about the perpetrator such as types of attacks that he committed towards the victim, risk assessment, type of police activity in connection with the case, critical incidents and penitentiary information concerning the perpetrator. Currently in the system 180 thousand cases of violence against women are "considered"³¹.

The collected information is then used by police officers to fill in form serving risk evaluation of re- occurrence of acts of violence against the same woman. In the first case it is VRR questionnaire that allows stating that violence took place, as well as determining its type and symptoms. In subsequent cases VPER questionnaire is filled out which describes and, at the same time, monitors the course of the case. The forms have been designed by police experts and representatives of academic environments. The main project goal was making available to different police services the same tools for risk assessment standardization and forecasting its evolution. Thanks to VdG

³⁰ P.Warchoł, op.cit.

³¹ A.Rozborski, op.cit.

system it is possible to assess risk in a uniform way by all police specialists from different police forces operating within Spain. This in turn also facilitates further analysis, and, as a consequence, taking the appropriate actions by services specialising in victims protection at any time and regardless of the place where they operate. The use of the abovementioned tools was described in detail in a separate chapter³².

Basing VdG system on contemporary IT systems made it possible to support the police and other professional groups both in terms of effective communication as well as efficient information exchange. Through an integrated system of monitoring from well defined data model prepared in cooperation with appropriate agencies and specialized entities, information may be generated for the purposes of reports monitoring prepared for specialists, as well as statistical reports used for the purpose of development of the strategy of violence problem against sex by competent entities. Additionally, an integrated monitoring system supports preventive actions, pursuing perpetrators of sex-conditioned violence, as well as protection of the victims. All these tasks cannot be effectively implemented only by means of procedures that are not based on using Internet tools, since the system integrates actions of many entities. These include: police forces (local, regional, national), *Guardia Civil* (i.e. Civil Guard), prosecutors, government delegates for violence against women, judges as well as judiciary system, penitentiary system, as well as social services whose actions are coordinated by specialized departments for violence against women³³. System diagram is visible in the figure below.

³² M.Kordaczuk-Wąs, op.cit.

³³ M.Kordaczuk-Wąs, op.cit.

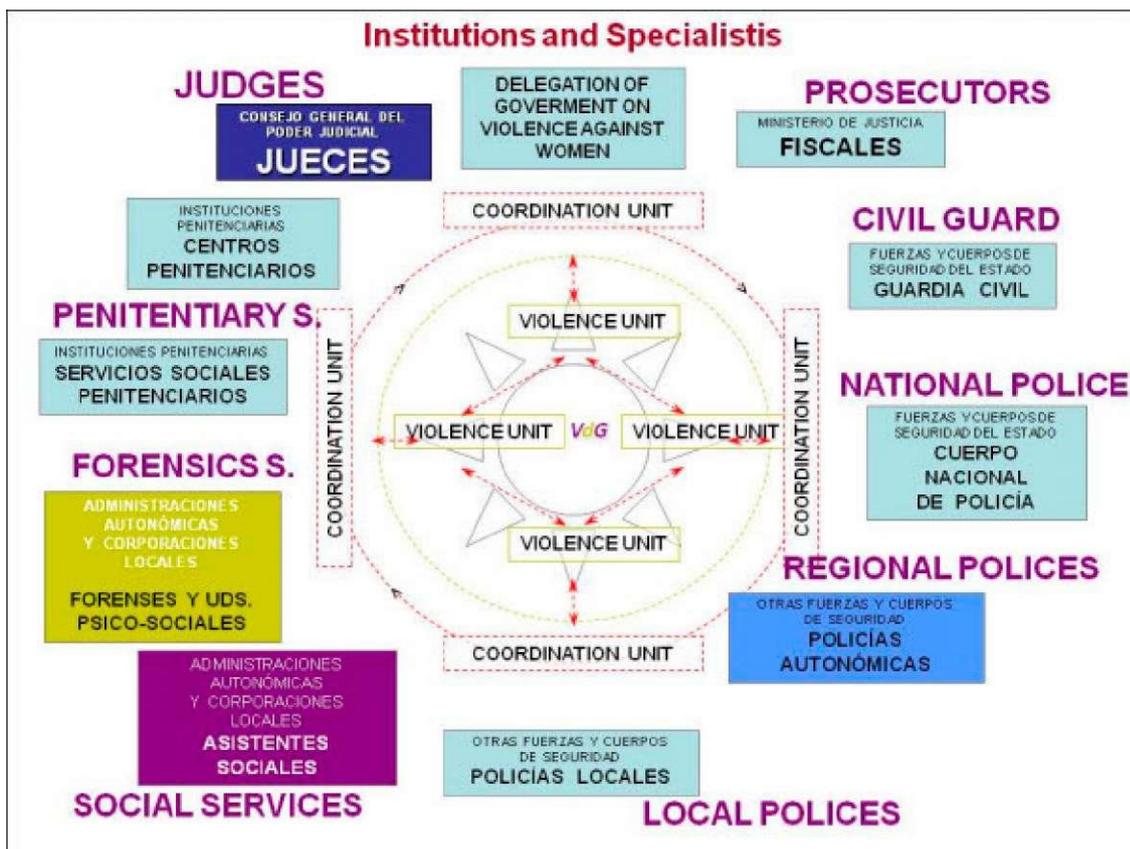


Photo 5. Partners involved in design and configuration of Spanish Integrated System of Monitoring Cases of Violence Against Women.

Source: www.cepol.europa.eu [access date: November 2011].

Objectives set by the Spanish government for which an integral monitoring system is used assume mainly that:

- ✚ information generated by the system are used to raise the effectiveness of assistance and violence victims safety;
- ✚ the system serves to raise the efficiency of relevant human resources, including, not only police forces - taking up works for combating this social problem.

In order to prevent sex-related violence, the system is intended to provide standardized scientific tools in terms of risk evaluation, both with regard to the victim, and the aggressor³⁴. Its main utility criterion is Internet *set-up*, which enables easy

³⁴ M.Gosławska, *Opracowanie z wymiany doświadczeń w zakresie Zintegrowanego Systemu Monitorowania Przypadków Przemocy wobec Kobiet (typescript)*, Madryt 2011.

access to the collected information through a web browser. It contains, among others, intuitive navigation and additional options such as notes, access to critical events and permanent risk evolution evaluation (EPER)³⁵. Visual appearance of VdG homepage system is shown in the figure below.



Photo 6. Homepage of the Spanish Integrated System of Monitoring Cases of Violence Against Women.

Source: www.cepol.europa.eu [access date: November 2011].

The basic structure of IT monitoring system allows different experts to enter and then locate all necessary information about particular violence cases in order to use them during activities performed. This system contains much data about the victims, violence perpetrators, the crime itself, risk assessment and more important circumstances that accompany a given case. The figure below depicts relations between

³⁵ A.Rozborski, op.cit.

violence victim and its perpetrator, after the first attack that has been registered by police unit³⁶.

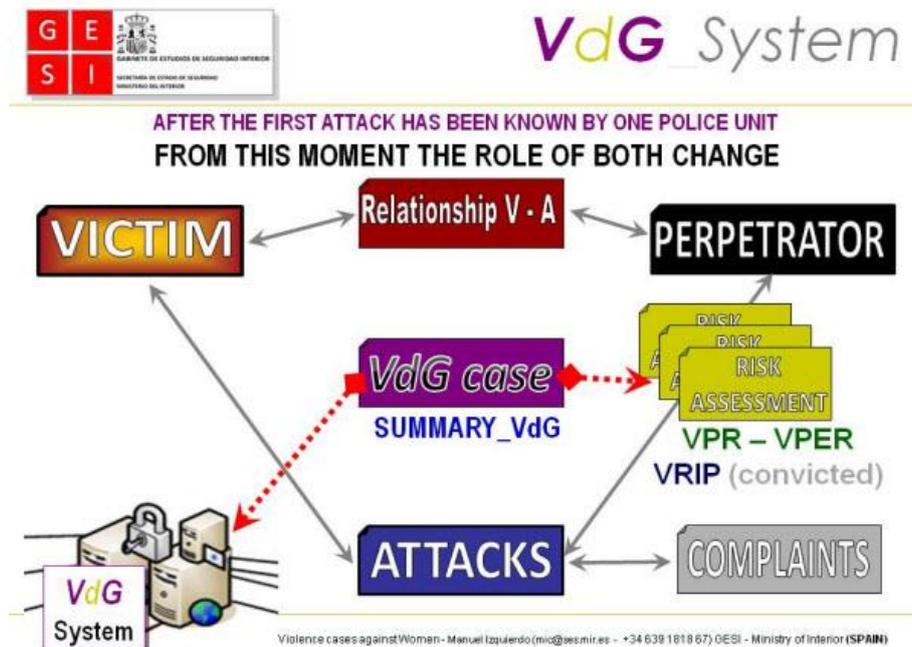


Photo 7. Structure of relations between victim of violence and its perpetrator monitored by VdG system.

Source: www.cepol.europa.eu [access date: November 2011].

VdG system structure has been designed in a way allowing maximum flexibility in the case of both monitoring the victim's situation, and prevention and/or protection of victims of violence against women. As it has already been mentioned, it is possible thanks to placement in the system of uniform tools used for risk estimation of violence attacks re- occurrence, which are used by all users. Two tools listed below are the heart of the system:

- ✚ VPR questionnaire used for risk evaluation by the police (Spanish. *Valoración Policial del Riesgo*);
- ✚ VPER questionnaire used for risk evolution evaluation (Spanish. *Valoración Policial de Evolución del Riesgo*).

³⁶ M.Kordaczuk-Wąs, op.cit.

Function "Critical incidents" is in turn a communication tool that allows each of 30 thousand system users to send an instant message to other specialists involved in conducting violence case³⁷. The tool is presented in the figure below.

INCIDENCIA CRÍTICA

Seleccione indicador para concretar:

PELIGROSIDAD DEL AUTOR

Indicadores disponibles :
 Antecedentes por hechos delictivos
 Entorno (familia, amigos...) problemático
 Dificultades para mantener relaciones sociales satisfactorias
 Actitudes machistas, misógenas...
 Celos patológicos/conducta obsesiva
 Tendencias suicidas
 Experto en técnicas de combate/facilidad para conseguir armas

Indicadores seleccionados :

VULNERABILIDAD DE LA VÍCTIMA

Indicadores disponibles :
 Entorno (familia, amigos...) minimiza o justifica los hechos
 Dificultades para mantener relaciones sociales satisfactorias
 Víctima especialmente vulnerable (edad, situación social, económica...)
 Problemas psicológicos
 Entorno desfavorable para su seguridad
 Sentimiento de culpabilidad
 Problemas consumo/abuso sustancias

Indicadores seleccionados :

MEDIDAS DE PROTECCIÓN

Indicadores disponibles :
 La víctima reside en un lugar desconocido para el autor
 Protección policial activa (vigilancias, teléfono móvil de protección...)
 Control telemático de las medidas judiciales
 Autor en prisión o centro de internamiento en régimen cerrado

Indicadores seleccionados :

CIRCUNSTANCIAS RELEVANTES

Indicadores disponibles :
 Salida temporal penado de centro penitenciario
 Cercanía juicio o sentencia de separación/divorcio
 Inicio de nueva relación por parte de la víctima
 La víctima manifiesta su deseo de abandonarle
 Presencia injustificada del autor en el entorno de la víctima
 Movimiento de la víctima al lugar donde reside el autor
 Cambio temporal del lugar de residencia de la víctima

Indicadores seleccionados :
 BAJA DEFINITIVA o EXCARCELACIÓN DE UN PENADO del Centro Penitenciario

Fecha baja 08 noviembre 2010

Photo 8. "Critical incidents" function as an element of VdG system.

Source: www.cepol.europa.eu [access date: November 2011].

Integrated monitoring system also automatically generates inquiries, reports, audits results and management statistics, both operational and strategic. Automatic statistics are as an example sent not only to police, but also to other institutions involved in combating sex-conditioned violence, such as administration, government, court or the

³⁷ M.Kordaczuk-Wąs, op.cit.

judiciary bodies³⁸. Automatic report of risk level evolution is presented in the figure below.

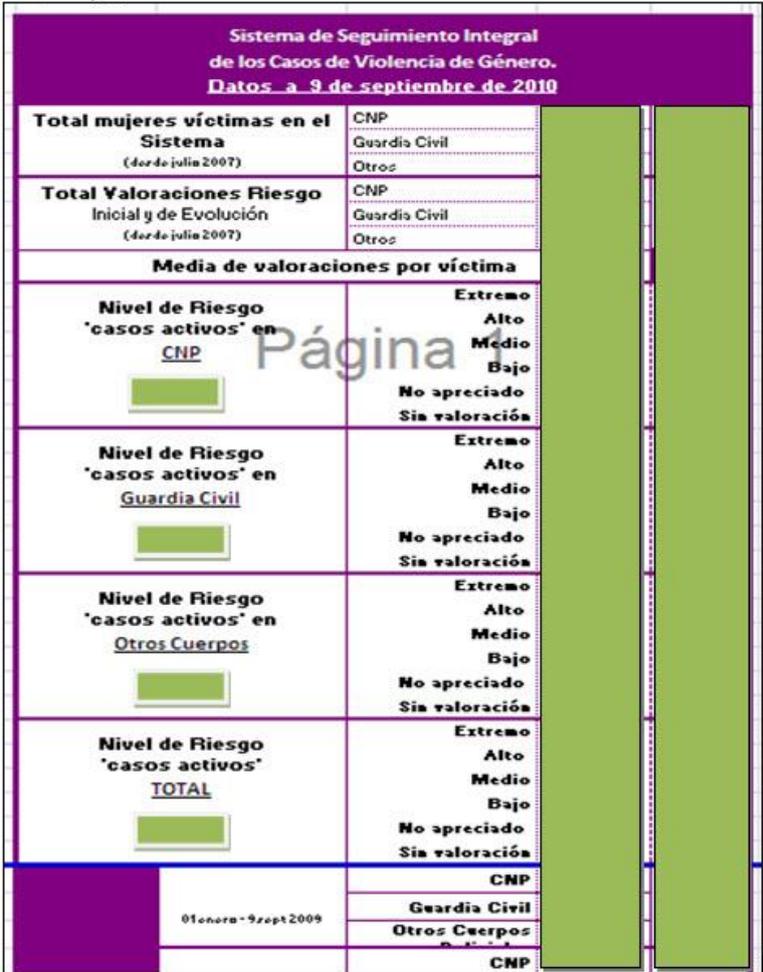


Photo 9. Automatic report of risk level evolution for particular police units.

Source: www.cepol.europa.eu [access date: November 2011].

2.3. Perspectives for development and system use

Summing up, operation of the VdG system. it should be emphasized that as a result of its functions it allows generation of complex and detailed reports, as well as grouping of data according to various criteria. It is an excellent tool for statistical

³⁸ A.Rozborski, op.cit.

research, as well as assessment of situation related to violence against women both in the local and national scope. The system allows to make analyses also because of the criterion being victims and perpetrator's nationality. This tool is safe owing to keeping confidentiality of data, and the fact that access to databases have only certified users and only to the extent that is necessary for the work performed³⁹.

Analyzing the role of evaluation of hazards occurrence risk throughout the entire prevention of violence towards sex system in Spain, as well as its functionality and usefulness in the global perspective, it should be taken into account that its main goal is an attempt to some specification and standardization of methods of officers operation in an extremely diverse environment. In Spain we deal with environment where multiplicity of and diversity of specialized services but, first of all, different historical and cultural traditions can lead to different and qualitatively uneven level of commitment as well as treatment of cases of violence towards sex in different regions of country⁴⁰.

At the same time, it is necessary to emphasize that risk evaluation tools constituting the main element of VdG system in their assumptions, never were to have dehumanized nature, separated from experience, reflections or knowledge of the officer who runs a given case, or to introduce bureaucracy in the contact and interaction with a victim. On the contrary, this tool has been added as one of the most important functional elements of VdG system, as it puts physical safety, but also overall good of the victims in the first place of priorities list of relevant services. In addition, without any doubt, it is based on the officer's knowledge takes into account their opinions and enables arrangement of information gathered on a given case⁴¹.

Spaniards while forming the system of counteracting violence towards women adapted it to operate within Iberian Peninsula. Its assumptions are strictly associated both with the abovementioned ethnic-cultural specific character of the society, but also

³⁹ D.Gil, op.cit.

⁴⁰ M.Putka, op.cit.

⁴¹ M.Putka, op.cit.

with patriarchal family model. Implementation of the system across the territory of the European Union seems to be a long-term goal set by people designing the system. And though it constitutes a very ambitious assumption, it is not an unfeasible idea. As a matter of fact, preparation for system unification would require adaptation of its assumptions to specific local conditions of each European Union State. Each of them has a separate system of functioning of judiciary bodies, police services or institutions cooperating in the area of domestic violence. What does it mean for the development perspectives and system use? Well, looking from the Polish perspective, an optimal first step would be development of an electronic system analogous to Spanish one to which on each stage of proceedings (in the case of crime) or the procedure implementation "Blue Cards" (when there is no crime yet) all authorized entities working on individual case of violence would have access. Let us imagine that a domestic violence victim comes to a Polish police station. The officer accepting the notice does not draw up the protocol manually, but completes it directly on the computer. Selected elements of the protocol, containing, among others, personal data, contact, event description, type of experienced violence, or the perpetrator's behaviour when filling the protocol are generated automatically in form attached as an appendix to the protocol. Then, after acceptance of the notice, RSD number, STP -1 form is automatically generated, which means initiation of the proceedings, as well as other necessary forms. The whole documentation is saved in the system. Then the superior of the policeman writing the notice approves the documentation specifying at the same time guidelines on proceedings implementation. A police officer running proceedings a few minutes after initiation (of the procedure), by automatic form generated from the system informs about this fact local social services as well as prosecutor's officer. On the same day, a community policeman of proper region also receives information, as well as a social worker appropriate for the place of residence of the victims being at the same time the leader of created workgroup. This is only an example of services based on Integrated monitoring system of domestic violence cases, however, the main idea of its operation is certainly the possibility of inspection to the system by each person involved in a

specific case and at every stage of operation (proceedings). According to this assumption such a person can log into the system, check when the last visit of a policeman or a social worker or other entitled person took place. On the other hand, proceedings supervisory board, namely the prosecutor's office or the court, may, on the current basis, keep track of how often police intervention took place in the family, etc⁴². In addition, it would be extremely valuable to use standardized tools serving risk estimation of re- occurrence of violence constituting one of the system elements, as currently on the Polish ground such solutions are not used at all⁴³.

⁴² P.Kusik, op.cit.

⁴³ M.Kordaczuk-Wąs, op.cit.

Chapter 3.

Estimation of risk of occurrence of acts of violence against women

VdG system is a technological tool that may be successfully applied for the purposes of improvement of preventive actions. It facilitates police services to estimate the risk which the domestic violence victim is exposed to, and/or weakness or crucial points that may occur each time in individual situation. A module of risk evaluation tools is significant because it enables introduction of some rules, principles and procedures in a uniform manner, at the same time limiting space for individual interpretation. As a matter of fact, it is based on automatic analysis of some data, although the human factor in predicting events taking place in the future with regard to elements related to assessment, or some kind of intuition is of course also very significant⁴⁴.

The project of Spanish risk evaluation system is based on the following assumptions:

- ✚ police officers specialized in work with the problem of violence are admitted to use these tools,
- ✚ the system carries out risk estimation on the basis of data introduced by a police specialist;
- ✚ the system also sends to specialized police units involved in problems of violence a list of preventive measures as well as protective which depending on calculated risk level, must obligatorily be applied in a given case of violence⁴⁵.

With the addition that National Police has, across the whole country, two specialized units involved in the issues of violence against women. One of them (UPAP) is intended, above all, to prevent violence, on the other hand operation of the second (SAF) is devoted mainly to protect victims. System efficiency is supported by all police

⁴⁴ M.Putka, op.cit.

⁴⁵ M.Putka, ibidem.

stations across the whole country, and the most intensively by specialist staff of *Citizen Security*. In addition, at the national level *Guardia Civil*, has one specialized entity (EMUME) whose work is devoted mainly to victims protection and is available for the whole territory of the country. Preventive actions are taken first by all Citizen Security units (*Guardia Civil*) scattered all over the country. In other police forces, preventive measures as well as victims' protection are used by police officers in each unit⁴⁶.

Automatic risk estimation under VdG system first of all is based on the already mentioned two tools: VPR form (*Spanish. Valoración Policial de Riesgo - Police Risk Estimation*) and VPER (*Spanish. Valoración Policial de Evolución de Riesgo - Police Risk Evolution Estimation*). Both forms are based on both sound scientific bases and on police officers experience who have been involved in domestic violence cases for years. Three scientific-research centres were involved in preparation:

- ✚ *Universidad Autónoma de Madrid* (Autonomous University in Madrid);
- ✚ *Universidad de Barcelona* (University of Barcelona);
- ✚ Instituto Andaluz Interuniversitario de Criminología de la Universidad de Malaga (*Andalucian Interuniversity Institute of Criminology of University of Malaga*).

During construction of tools selected police specialists have been invited to meetings aimed at additional discussion on the appropriate indicators that would comprise the mentioned forms⁴⁷.

15 police officers and 15 officers of *Guardia Civil* worked on the VPR form prototype while on VPER form 20 police officers and 20 officers of *Guardia Civil*. Owing to the role that they would perform both as tools for risk estimation, but also as one of the most important functional elements of VdG system one should emphasize diligence that was put on their preparation and implementation. After a preliminary phase of prototypes preparation they were subjected to wide consultation by representatives of various police services and penitentiary services who analyzed nearly 38 thousand of VPR surveys and more than 9 thousand VPER surveys. Additionally constructed

⁴⁶ M.Gosławska, op.cit.

⁴⁷ M.Putka, op.cit.

questionnaires were subject to the process of systematic improvement. From the date of the first meeting when VPR and VPER prototype were prepared, i.e. from 24 July 2007 to the date of VdG system operation start, together 6 versions of the VPR questionnaire and 4 VPER versions were created⁴⁸.

3.1. VPR questionnaire

In police practice risk assessment consists in filling a form, which enables risk level determination to which the victim is exposed in the context of re- occurrence of attacks on the part of the perpetrator. VPR form is filled in two cases:

- ✚ When a new case of sex-related violence is recorded;
- ✚ When already registered case requires a change owing to emergence of new circumstances or facts.

VPR form consists of three columns:

- ✚ in the first the source of knowledge is defined as to a specific index which may be the victim, the perpetrator, violence witnesses, but also a report, inspection, or test performed by relevant services;
- ✚ in the second one, indicators affecting the possibility of attacks repeating, or aggressive behaviours on the part of the perpetrator are included - there are 16 indicators together;
- ✚ in the third one, on the other hand, the estimated intensity a given ratio along with the following intensity is marked: low, average, high, extremely high. Also an option is possible: "lack of knowledge" or "is not present"⁴⁹.

In order to fill the form properly a policeman or officer of *Guardia Civil* must answer the following questions, specifying, at the same time, intensity, as well as source from which they gained the knowledge about a particular violence case:

⁴⁸ M.Putka, op.cit.

⁴⁹ M.Putka, ibidem.

- ✚ physical violence - with or without visible injury;
- ✚ sexual violence;
- ✚ use of firearm, hazardous tool or other object when attacking the victims;
- ✚ intimidation, threats of physical/mental harm addressed at victims;
- ✚ increase, intensification of and/or repeatability of violence cases or threats; mental violence used by the perpetrator against victims; damages caused at the place of residence , damages to property;
- ✚ non-observance of protection orders issued by the court; breach of the principles of serving the sentence adjudged by a court;
- ✚ provocative and/or disregarding behaviour of the perpetrator towards authorities, police officers, or other persons representing police services or justice bodies, as well as towards the victim in the presence of the abovementioned persons;
- ✚ previous conflicts with the law, in particular related to the use of violence;
- ✚ alcohol consumption, drugs or other psychoactive substances by the perpetrator;
- ✚ the perpetrator shows envy and/or obsessive behaviour towards the victim;
- ✚ clear problems, inflammatory points in the couple's relation;
- ✚ problems with employment and/or financial problems of the perpetrator;
- ✚ previous attempts and/or suicidal tendencies.

When the above catalogue does not cover all indicators that are known to a person filling the form at the end of filling there is a possibility to add indicator (e.g. concerning mental diseases of the perpetrator)⁵⁰.

Then when the form is complete, the system automatically estimates degree of risk, from among the defined 4 levels:

- ✚ extremely high;
- ✚ high;

⁵⁰ M.Putka, op.cit.

✚ average;

✚ low.

In order to adequately monitor hazards that the victim may be exposed to, each degree of risk has also assigned date, after which the situation and its potential consequences should be reassessed. In the case with regard to which the degree of hazard has been defined as "extremely high" this time is 72 hours and further respectively:

✚ high degree - 7 days;

✚ average degree - 30 days;

✚ low degree - 60 days⁵¹.

It should be added at the same time that a policeman or officer of *Guardia Civil* filling VPR form may for various reasons evaluate the situation differently than the system automatically generated. In order to deal with such a possibility the authors of the system have designed an additional option, which permits the change of the degree of risk, and it shall always be a higher degree than the one which has been generated automatically. Thus, there is a possibility of increase in the degree of hazard, however, there is no option to reduce it⁵².

⁵¹ M.Putka, op.cit.

⁵² M.Putka, op.cit.

3.2. VPER questionnaire

After filling VPR form and expiration of the above deadlines a policeman or officer of *Guardia Civil* moves to the next phase of the procedure, which consists in monitoring the evolution of hazards related to violence towards sex in the analyzed case. Periodically, according to dates that are assigned to each risk degree, until the end of the case they fill in the VPER form. In principle it is very similar to VPR questionnaire, however, in its assumption it focuses to large extent on the assessment whether the applied preventive and protective measures have achieved the desired result. VPER form is filled periodically to estimate how the violence situation in the analyzed case develops. It serves first of all to monitor hazards and determine directions of further actions. It is used already after ordering court protective measures (*Spanish. Orden de Protección Judicial*)⁵³.

As in the case of VPR, VPER questionnaire consists of three columns:

- ✚ in the first the source of knowledge about a specific indicator is defined, which may be the victim, the perpetrator, violence witnesses, but also a report, inspection, or research performed by relevant services;
- ✚ in the second one - indicators of attitudes evolution and the perpetrator's proceedings are included - together there are 17 indicators;
- ✚ in the third one, the estimated intensity of a given indicator is given according to the criteria: "lack of knowledge", "no", "sometimes", "often", "yes".

VPER form filling is based on the following indicators:

- ✚ the perpetrator has no possibility to harm the victim. They are in prison or closed centre of different nature, left the country or because of the state of health is physically unable to use violence;
- ✚ the perpetrator left the victim. He does not persecute the victim, changed the place of residence far from the victim, applies preventive measures adjudged by

⁵³ M.Putka, op.cit.

a court, together with electronic supervision measures (wearing appropriate rim on the wrist);

- ✚ from the moment of proceedings' initiation the perpetrator has been behaving calm, controlled. He accepts the situation. They do not show the willingness to take revenge on the victim or persons from its environment;
- ✚ the perpetrator applies to order of dismissal from the victim the perpetrator's behaviour is full of respect towards law, police officers, or other persons representing police services or justice bodies; social situation, financial and professional situation of the perpetrator is stable; the perpetrator shows remorse, has pangs of conscience, voluntarily takes part in classes or corrective therapy;
- ✚ the victim may count on support from their environment when taking care of safety;
- ✚ the victim changed the place of residence for such that the perpetrator has small chances to get to know;
- ✚ the situation proceeds without any events since the last risk evaluation;
- ✚ the perpetrator ran away, hides or is in an unknown place;
- ✚ the perpetrator shows envy and/or obsessive behaviour towards the victim; the perpetrator had previous attempts and/or suicidal tendencies, mental illnesses, psychological nature problems, addiction from alcohol, drugs or other psychoactive drugs;
- ✚ the victim does not apply any agreed safety principles, e.g. prohibition to contact the perpetrator, electronic supervision, shows the desire to appeal reports, changes testimonies, wants to resign from the preventive measures;
- ✚ the victim is in a relationship that the perpetrator does not accept and/or shows willingness or really wants to force the victim to break this relationship;
- ✚ the victim has mental problems, psychiatric problems and/or is addicted to alcohol, drugs or other psychoactive substances; In the environment of the

victim there is a person related to him or the perpetrator who is a real threat for their mental integrity⁵⁴.

In the discussed form there is also a possibility to add an indicator, if the person performing estimation has significant knowledge concerning the given case, and it is not reflected in a standard indicators catalogue. An example of such an indicator may be information regarding previous conflicts of violence perpetrator with the law. From statistical data it results that 44% of perpetrators who killed their wives previously had conflict with the law, of which nearly 30% did not concern domestic violence. For this reason, subsequent changes in VPER form introduced the question about previous conflicts with the law, which constitute the basis for increasing risk level⁵⁵.

⁵⁴ M.Putka, op.cit.

⁵⁵ P.Warchoł, op.cit.

3.3. Constant risk evolution assessment (EPER)

EPER (*Spanish Estimacion Permanente sobre Evolucion Riesgo*) is a tool for forecasting victim hazard states, and as a consequence, used to manufacture and distribute automatic alerts notifying police units. This tool activates operating mechanism of victim protection and was transferred for use in experimental version in January 2010, as a part of VdG system. *The system of automatic notices*, which, depending on the level of risk defined with regard to the situation of a person who suffers violence, sends to police units two kinds of automatic warnings in the form of alerts and alarms. On average, per day 2 thousand of such notices are sent, containing information about recorded critical situations, delays in completing new risk assessment or significant circumstances detected by VdG system.



INDICATORS (VIR) and (NAR)



Photo 10. Scale of permanent risk evolution assessment (EPER).

Source: www.cepol.europa.eu [access date: November 2011].

Sending notices directly to police officer or other person responsible for prevention of crime and victim protection has been in the phase of development since autumn 2010. On the basis of new essential information concerning a specific violence case, on the basis of principles of reasoning, police officers recalculate the risk indicators based on

VPR and VPER tools. Based on this, the type of alarm is assessed that is then sent to specialist police units⁵⁶. The described scheme is depicted by the figure below.

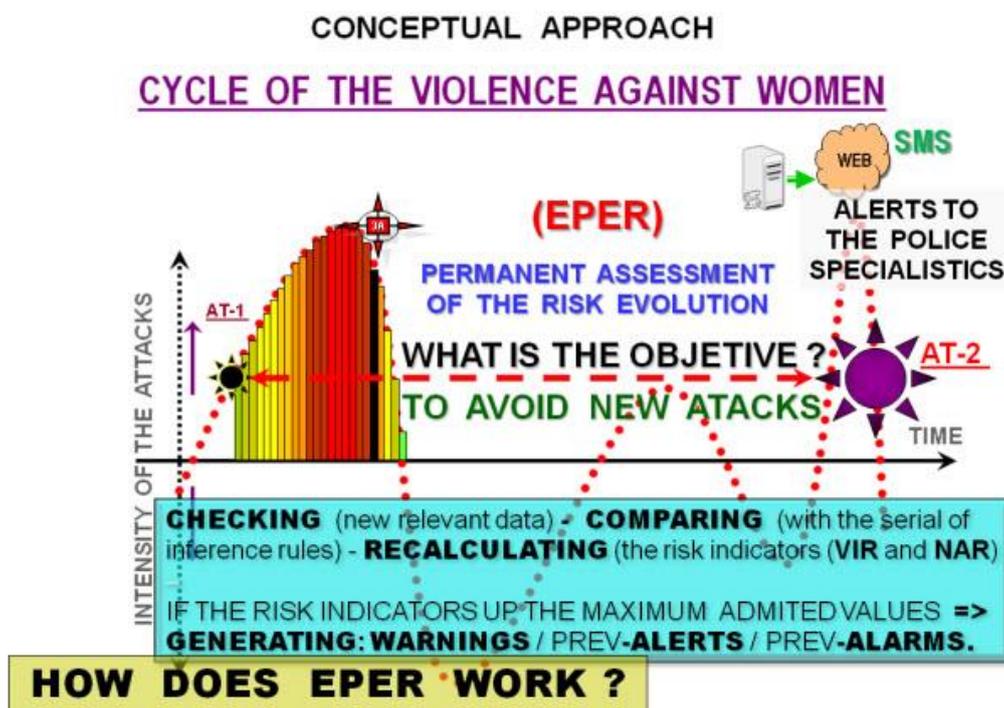


Photo 11. Management of permanent risk evolution assessment (EPER).

Source: www.cepol.europa.eu [access date: November 2011].

On the other hand, automated e-mail notifications that are generated at night, are sent to police units, as well as to government regional offices competent in violence cases. System of automatic notification has been operating since 2008, and since 2011 it is planned to expand its functionality also with notification by means of short text messages (SMS)⁵⁷. This type of notification is presented below.

⁵⁶ M.Kordaczuk-Wąs, op.cit.

⁵⁷ A.Rozborski, op.cit.

DISTRIBUTION OF ALERTS or ALARMS

Automated selection of language and text of the first message SMS or MMS to send to the victim to notify of the alert or alarm:



Photo 12. Management of automatic notices system (example of sending SMS/MMS).

Source: www.cepol.europa.eu [access date: November 2011].

3.4. Use of risk assessment tools

Without any doubt the procedure of risk assessment would not have practical application, nor greater impact on real safety of the victim, if every specified degree of hazards to safety of the victim were not assigned appropriate task, as well as activities to be performed on the part of relevant services. For this reason, VdG system also introduces a procedure of relevant entities proceedings, which first of all, as the most important acknowledges the good of the victim, as well as his or her personal safety. It should be noted that in proportion to confirmed hazards the list of tasks imposed on police officers, *Guardia Civil* and representatives of other entities is enlarging⁵⁸.

At the lowest degree of risk of presence of hazards on the part of the victim, namely when the system by means of VPR or VPER form generates *low degree* - the police or *Guardia Civil* performs the following actions:

⁵⁸ M.Putka, op.cit.

- ✚ transfers to the victim a safety telephone number for victims of violence against sex that operates 24 hours a day;
- ✚ occasionally makes calls to the victim;
- ✚ informs the perpetrator that the victim is under police protection;
- ✚ officers conduct training for the victim in the field of self-defence and other ways to avoid attacks;
- ✚ officers transfer detailed information as to the function of telephone system for protection of victims of violence towards sex.

When by means of questionnaires, the *average degree* of hazard has been estimated, officers:

- ✚ depending on the case, begin surveillance of the place of victim's residence, the workplace or school which their children attend;
- ✚ they accompany the victim when they take part in administrative, legal, or prosecutor's actions;
- ✚ they go to court for assignment of protection in the form of electronic supervision;
- ✚ the officer designated to conduct the given case carries out direct meetings with the victim.

When by means of questionnaires *high degree* of hazard has been estimated, officers:

- ✚ control the place of stay and the perpetrator's moves;
- ✚ when necessary, advise the victim a change of place of stay for refuge or moving out to a family member; they pay frequent visits at the place of residence of victim, or at the workplace or school to which their children attend;

When by means of questionnaires there has been estimated *extremely high degree* of hazard, officers:

- ✚ conduct constant protection of the victim;
- ✚ conduct intensive control of places of stay and the perpetrator's moves;
- ✚ provide protection at each entry and exit of children from school.

In order to facilitate proper performance of procedure, in each case after making the risk assessment of hazards, the whole activities catalogue to be performed appears in the table under the degree of risk generated by the system. It should be added that starting from all other points than "low" tasks to be performed include also those that were assigned to all lower levels of risk. In this way "average" degree also includes tasks assigned to the "low" level and subsequently: "high" degree also includes a list of tasks assigned to the "low" and "average" level, and "extremely high" degree includes all operations defined without any exception⁵⁹.

Particular local government administration bodies, police units, associations, institutions included in the system of social service can, upon the fulfilment of specific conditions, enter as a partner to the system of counteracting violence or only co-operate with it. An important fact is that the obliged entities must perform tasks on counteracting violence or by own individual programmes, or as a part of the system. Since the system obtains very good marks, and its operation is perceived as effective and functional for the users, more and more entities and institutions express the desire to participate in this system. It should be added that the procedure of conduct in the case of disclosure of violence was created as a result of long negotiations conducted with representatives of particular services, and people chosen to consultations are specialists performing tasks related to counteracting violence. Particular users of the system are obliged to perform specific tasks that are assigned by the system according to their competences as well as local range of operation. Tasks to be implemented towards family are allocated to particular entities in the current place of stay of the victim. The address of the victim is constantly updated in the system, and the case along with the catalogue of tasks to be done "goes" after the victim. The system has a special tab containing addresses at which the victim stayed do far, and only one of them is marked as valid with a special icon in the form of "a house". When the victim changes the address to one of the previous, a person introducing the change only shifts

⁵⁹ M.Putka, op.cit.

the icon to current address. The type of tasks commissioned for particular services and designated time for their implementation depend on assessing the level of hazard that the system will give after introducing the information about event⁶⁰.

It should be also added that after filling in the system a special report concerning a specific case goes to a special unit dealing with the issues in question in the judiciary system. Moreover the system provides high standardization and unification of information about acts of violence, as all cases are described and assessed according to the same standards. According to the selected place of current stay and assessment of hazard, the system electronically sends tasks to be performed for local entities, which also enables providing high standards of help, since all the victims whose safety is endangered in a similar way receive similar catalogue of aid activities. As a result of the principle of automatic allocation of specific tasks to be performed, along with specified date, institutions act in a systematic and uniform manner. Such a solution also provides high level of security, as none of aid institutions has the possibility to "omit" a victim or act with a great delay caused by e.g. improper or slow information circulation⁶¹.

⁶⁰ M.Putka, op.cit.

⁶¹ D.Gil, op.cit.

Chapter 4.

GPS electronic supervision

One of the measures of protection used in Spain for prevention of threat to safety of violence victim is GPS system used for monitoring the place of residence of the violence perpetrator towards whom a court has ruled a ban on approaching the victim. The primary purpose of its functioning is to protect the victim, but also family members. For this reason, at the base of its establishing was the right of the victim for safety, but also sensitivity to violence issues and effective use in this respect of penalty and beyond penalty protection measures⁶². On the other hand, legal grounds of the system operation can be found in the proper Act and in Penal Code. Costs of servicing GPS system in the first year of its operation amounted to 7 million Euro, while the successive year - is already the amount 2 million higher, namely 9 million Euro⁶³.

4.1. System functional assumptions

The technical and financial service of GPS system is the responsibility of the Ministry for Equality, and strictly technical service is offered by an external telecommunications company "Telefonica" selected by way of a tender procedure. The main components of the system consist of:

1. Infrastructure in the form of servers;
2. Software and devices in the form of:
 -  bracelet for the perpetrator and transmitter;
 -  reading device for the victim;
3. System efficiency.

⁶² R.Kozak, *Opracowanie z wymiany doświadczeń w zakresie Zintegrowanego Systemu Monitorowania Przypadków Przemocy wobec Kobiet* (typescript), Madryt 2011.

⁶³ M.Kordaczuk-Wąs, op.cit.

The heart of the entire supervising system are presented below electronic devices for the perpetrator in the form of transmitter and bracelet, as well as for the victim of violence in the form of signal reading devices.



Photo 13. Devices for the violence perpetrator: bracelet and transmitter.



Photo 14. Reading device for the victim of violence.



*Photo 15. Devices for the perpetrator and victim of violence functioning within GPS system.
Source of photos 13,14 and 15: Picture documentation of participants of experience exchange in Madrid.*

Devices functioning within the GPS system are activated by an operating company within 24 hours from applying by the court on the perpetrator of violence the prohibition to approach the victim. Control of places of stay of the perpetrator is conducted by the Control Centre in which special maps are placed with marked supervision places where the perpetrator must systematically report, as well as places to which, according to the court decision, they cannot approach. The court also determines the distance from the victim which the perpetrator of violence cannot interfere. Through the Control Centre the court recommendations are monitored by means of earlier presented electronic devices reading specific data 7 days a week and 24 hours a day. Putting on the perpetrator's bracelet takes place in court and its activation requires his address of residence, as well as ID card number, and telephone number. On the other hand, the reading device is forwarded to the victim at any place⁶⁴.

The system is used in consequence of court's ruling as a penal measure, but also a preventive measure - during conducted proceedings concerning violence towards women. In connection with the fact that readings from the system in the form of breach by the perpetrator of prohibitions or obligations imposed by the court are treated as crimes, the system also performs the "judiciary" function⁶⁵.

4.2. Principles of monitoring victims of violence safety and the place of residence of the perpetrator

As part of GPS system functioning, the safety of victim of violence is provided by monitoring the place of residence of the perpetrator. The victim is equipped with a device visible in photo 14 which in appearance resembles a mobile phone. On the other hand, the perpetrator is equipped with a transmitter on a strip that is permanently put

⁶⁴ M.Kordaczuk-Wąs, op.cit.

⁶⁵ A.Rozborski, op.cit.

on his ankle or wrist, as well as a second device resembling in appearance one which the victim of violence is equipped with (Photo 13). Control Centre appoints for each case two zones, namely the so-called "rings 1 and 2 " determining acceptable distances between the victim and perpetrator. In association with these rings also two kinds of notices operate. The first one is *alert*, which is activated in the event of any breach by the perpetrator of 2nd circle as well as in the case of signal loss, or low battery in the device. In such a case the Control Centre sends a text message (sms) to the perpetrator that he is too near and it may come to meet the victim. On the other hand, the second notification in the form of an *alarm* is activated in the event of any breach by the perpetrator the 1st circle. After approaching on distance smaller than the acceptable distance from the victim, determined by the court, an alarm is activated and the Control Centre calls the perpetrator with the order of leaving the place where he stays. In each case the Centre also makes a phone call to the victim in order to check the situation. In addition, on the electronic map its employees continuously have an up-to-date view of the place of residence of the perpetrator⁶⁶.

In the victim's device there is also a panic button which can be used in a situation of sudden hazards. Information is sent then to the Control Centre which verifies the situation and then - pursuant to arisen hazards - takes relevant actions⁶⁷. The victims may also use the button when technical problems occur, as well as when they need information or want the coordinator of the Control Centre to contact them. What is important, pressing the button does not cause automatic arrival of the police⁶⁸. In 2011 in Spain were used 725 sets of the described devices⁶⁹.

⁶⁶ P.Warchoł, op.cit.

⁶⁷ A.Rozborski, op.cit.

⁶⁸ P.Kusik, op.cit.

⁶⁹ P.Zalewski, *Opracowanie z wymiany doświadczeń w zakresie Zintegrowanego Systemu Monitorowania Przypadków Przemocy wobec Kobiet (typescript), Madryt 2011.*

It is also worth adding that if transmitters designed for the perpetrator remain in the distance from each other greater than 8 meters an alarm is activated, the same as at the time of removal by the perpetrator of rims from ankle or wrist. In the device there is a sensor reading contact with the skin, therefore, any repairs, or battery replacement are conducted by employees operating the GPS system. The perpetrator is under the obligation to report any malfunctions, as he is not entitled to any repairs or interference in the device⁷⁰.

⁷⁰ P.Warchoł, op.cit.

Chapter 5.

Other methods and measures used in limiting and preventing violence against women

Increase in the number of notifications related to violence against women registered in Spain in recent years resulted in increase in the number of violence perpetrators sentences to custodial sentence. It should be also added that in parallel to serving sentences in prisons also the number of sentences with regard to suspension of the execution of the sentence, as well as alternative penalties increased. The tendencies occurring in the discussed phenomenon reflect on the one hand the need of proper care for all victims suffering because of violence, while on the other hand the need for implementation of intervention programmes and health programmes for people who use violence against women. The Spanish *Act 1/2004 on integrated protective measures against violence towards women*, in Article 42 envisages implementation by the prison authorities of specific programmes for persons sentenced for crimes related to violence against sex. Pursuant to this statutory authorization the Prison General Secretary's Office led in recent years to implementing therapeutic programmes for people sentenced for violence against women. Currently "*Prison Programme of Treatment for perpetrators of domestic violence*" is well widespread in penitentiary facilities with particular use of relation to perpetrators of sexual offences⁷¹.

One of the kinds of described initiatives are *intervention programmes implemented in prison conditions*. First solutions in this respect were introduced in years 2001-2002. Then, on the basis of results and experience gathered by therapists running pilot programmes, in 2004 a new draft of intervention programme towards perpetrators was prepared, which was included in the document "*Programme of Treatment for perpetrators of domestic violence staying in prison*". A group of prisoners undergoing therapy counted from 8 to 12 people. The programme includes from 22 to 44 session conducted within

⁷¹ Ministerio del Interior, *Violencia de genero. Programa de intervencion para Agresores (PRIA)*, "Documentos Penitenciarios nr 7", Madryt 2010.

one year, each session lasts 2.5 hours. The programme is based on cognitive-behavioural approach which assumes strengthening emotional aspects of intervention and adjustment of the content to the situation of custodial sentence⁷². The structure of treatment programme conducted in closed conditions of penitentiary facility includes the following elements:

- ✚ Introduction
- ✚ Module 00. group presentation and goals of treatment.
- ✚ Module 01. Takeover of responsibility and defensive mechanisms.
- ✚ Module 02. Identification and expressing emotions.
- ✚ Module 03. Empathy with the victim.
- ✚ Module 04. Cognitive distortion and irrational beliefs.
- ✚ Module 05. Control of emotions (fear, envy, anger and grudge).
- ✚ Module 06. Relationships and communication skills.
- ✚ Module 07. Problem solving.
- ✚ Module 08. Sexual upbringing.
- ✚ Module 09. Self-esteem and positive lifestyle.
- ✚ Module 10. Return prevention⁷³.

A different type of work with perpetrators of domestic violence in Spain are constituted by the so-called *external intervention programmes for perpetrators*. An example of first such initiative is an intervention programme in the context of community prepared by Echeburua and his team, which was launched in 1997. Then, as an alternative to prison there were prepared various other intervention programmes making use of community context. In September 2007 there was prepared for an immediate implementation "*Prison programme for treatment of domestic violence perpetrators*" based on the use of alternative measures, as well as work with the

⁷² The programme was prepared in the first phase, in 18 penitentiary facilities located in the following places: Albolote, Granada, Alicante, Almeria, Bilbao, Cuenca, Huelva, Ibiza, Bonxe Lugo, Madryt II, Mallorca, Murcia, Ocana I, Orense, San Sebastian, Sevilla, Tenerife, Valencia and Valladolid, on total sample of 162 prisoners sentenced for violence.

⁷³ Ministerio del Interior, op.cit.

perpetrator in open environment. Social and scientific answer to alternative work with perpetrators of violence over the last years materialised in close co-operation with a Correctional Institution. In 2008 by means of agreement with Psychological Society, a group of 630 psychologists was established who later cooperated during alternative treatment programme implementation. Currently, several external entities operate running intervention programmes for perpetrators of violence in the state of suspension of the sentence in cooperation with the General Prison. Below, there are some of them:

a) *Gaelic re-educational programme for perpetrators of sex-oriented violence*, which was drawn up in Department of Forensic Psychology of University of Santiago de Compostela. Its general aim is psychosocial rehabilitation of perpetrators of violence by learning and development of various abilities and skills, as well as elimination of role models and "Misfits" culture. Structure of the programme:

- ✚ Module 1. Bearing responsibility for aggressive behaviour.
- ✚ Module 2. Achievement of appropriate mental regulation.
- ✚ Module 3. Change of irrational convictions about sex and violence.
- ✚ Module 4. Promotion of respect for women: Women's rights versus men's responsibilities.
- ✚ Module 5. Internalization of adaptation behaviour.
- ✚ Module 6. Maintenance and generalization.

b) *Context Programme* prepared in cooperation with the University of Valencia being a part of ecological Bronfenbrenner model, according to which in intervention activities considered abuses context should be considered from the level of intrapersonal, interpersonal, situational analysis and in macro meaning. Structure of the programme:

- ✚ Module 1. Contact establishing.
- ✚ Module 2. Violence against a partner: basic principles.
- ✚ Module 3. Strategies of changes: personal variables.
- ✚ Module 4. Strategies of changes: family variables.
- ✚ Module 5. Strategies of changes: situational variables.

✚ Module 6. Strategies of changes: socio-cultural variables.

✚ Module 7. End of intervention: return prevention.

c) *Psychosocial programme for criminals in the field of violence against women* prepared in cooperation with the University of Granada, based on intervention towards behaviour applied by brutal men to maintain control and power in a relationship. Structure of the programme:

✚ Module 01. Group presentation, goals of the programme and obligations.

✚ Module 02. Minimization, denial and fault.

✚ Module 03. Men privileges.

✚ Module 04. Constraints and threats.

✚ Module 05. Intimidation.

✚ Module 06. Emotions.

✚ Module 07. Sexual abuse.

✚ Module 08. Social isolation.

✚ Module 09. Financial violence.

✚ Module 10. Acting with children⁷⁴.

Judges in Spain have a possibility of ruling towards domestic violence perpetrators three types of sentence, namely placing in a closed correctional institution; placement in a half-open institute; as well as alternative measures constituting the aforementioned alternative towards placing in a correctional institutions⁷⁵.

On the other hand, in correctional institutions, prison service is under the obligation to organize therapy, however participation in programmes depends on the will of the perpetrator. If he is willing to participate in the classes of over the year different specialists work with them. To illustrate it should be added that in public prisons within Spain in the period of 2005-2009 1648 prisoners were subjected to therapy⁷⁶. On the other hand, a therapy in half-free conditions, namely after leaving the correctional

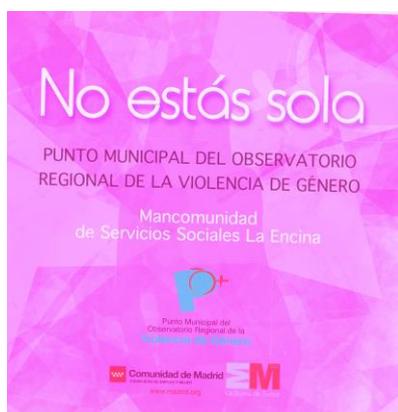
⁷⁴ Ministerio del Interior, op.cit.

⁷⁵ P.Warchoł, op.cit.

⁷⁶ A.Rozborski, op.cit.

institution, from the specified number of (1648) sentenced only in 2008 135 people continued the therapy⁷⁷. It is also worth noting that 40% of all adjudicated penalties towards perpetrators of violence constitute alternative measures in the form of corrective programmes (intervention), to participate in which the court obligates the perpetrator⁷⁸. From September to October 2009 36817 sentences were given in cases related to violence against women, of which alternative measures accounted for approximately 40% (14930)⁷⁹.

Similarly to Poland, in Spain to prevent violence against women also numerous preventive-information materials are prepared intended to equip women with necessary information concerning violence. An example of such initiative is a brochure entitled *"You are not alone"* located below, which contains information regarding, among other things, tasks of *Municipal Regional Violence Observatory Point with regard to* and actions undertaken by this entity in the area of violence, as well as types of intervention that may be taken by a social employee, psychologist, or a lawyer. In addition, the brochure contains necessary telephone numbers, under which the victim may seek help. The presented material is used in their work by not only social workers, but also police officers involved in limitation and prevention of this phenomenon⁸⁰.



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- Guardia Civil Las Rozas...91 634 14 14
- Policía Local91 815 19 71

Quijorna:

- Guardia Civil Brunete .. 91 815 90 36



⁷⁷ M.Kordaczuk-Wąs, op.cit.

⁷⁸ P.Warchoł, op.cit.

⁷⁹ P.Kusik, op.cit.

⁸⁰ M.Kordaczuk-Wąs, op.cit.

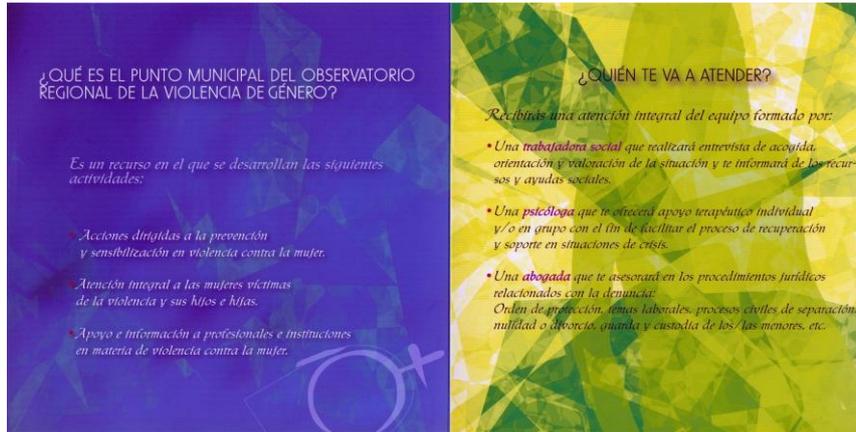


Photo 16 and 17. Title page of brochure and the part containing information about the aid points
 Source pictures 16 and 17: Documentation of participants of experiences exchange in Madrid.

A different type of prophylactic material is also a leaflet presented below.



Photo 18. Leaflet title page concerning violence against sex.
 Source: Documentation of participants of experiences exchange in Madrid.

PHOTOGALLERY





PROJECT SUMMARY

The project entitled. *"Integrated system of monitoring cases of domestic violence - a tool in the process of educating police officers"* (no. : 2011-1-PL1-LE003-18400) was prepared by the Prevention Office of National Police Headquarters according to the assumptions included in the application submitted to the National Agency of Leonardo da Vinci Programme in February 2011. The most important elements of the project were: the selection of police officers involved in domestic violence cases to participate in the project, language and pedagogical-cultural preparation of participants, a visit in the Ministry of the Interior in Spain intended to exchange knowledge and experience, as well as common works within management project used to create this publications being the final product of the entire project. Additionally, it should be emphasized that the most important element of the project was the aforementioned visit in Spain, during which a 10-person group of selected police officers as well as civil employees representing National Police Headquarters and provincial police headquarters obtained knowledge concerning assumptions of *Integrated System of Monitoring Cases of Domestic Violence (Violence against Women)* prepared and implemented by the Ministry of Interior of Spain for the benefit of Spanish police, prosecutor's office, judiciary and non-governmental organizations operating in the field of domestic violence. During the meeting participants were also familiarized with the principles of system functioning and requirements related to implementation of the described tool. Moreover, they became familiar with methods and means used by the Spanish police for restricting and preventing the phenomenon of violence⁸¹.

Selected impressions and conclusions of project participants of experience exchange in Spain included in individual statements from the visit:

⁸¹ M.Kordaczuk-Wąs, *Raport końcowy z realizacji projektu* (typescript), Warszawa 2012.

lieutenant-colonel Mariola Goławska
National Police Headquarters

"(...) The possibility of looking at the work of Spanish police officers using, during performance of their tasks, the Integrated System of Monitoring Cases of Violence against Women, without any doubt constituted a practical supplement of the obtained by us theoretical knowledge about organizational assumptions of this perfect tool. We were able to look at this innovative solution from the perspective of utility, which additionally convinced us with regard to the justified character of undertaking tests to use the same tool also on the Polish ground. In addition, it should be emphasized that special attention should be paid to system module intended for risk assessment of re- occurrence of acts of violence against a specified women (...)"

junior warrant officer Robert Kozak
Municipal Police Headquarters in Tarnów

"(...) In the period from 18 to 24 September 2011, a group of 10 Polish police officers involved in counteracting domestic violence, as well as implementation of the procedure entitled "Blue Cards" stayed in the capital of Spain - Madrid (...). Selection of police officers to participate in the project was not accidental. Police officers qualified to participate in the project had to demonstrate knowledge and experience in the field of counteracting domestic violence and fulfilment of procedure "Blue Cards", as well as good command of English. Police officers participating in the project work in offices of various levels - from a police station through municipal and provincial police headquarters, up to National Police Headquarters. They also live in different parts of the country, i.e. in the Provinces of Lower Silesia, Masovia, Lesser Poland, Lubelskie Region, Silesia, Greater Poland and Western Pomerania. Different places of residence and service at various levels were not barriers in mutual agreement, and even conversely contributed to looking at the problem of domestic violence through different points of view. Before going to Spain, the selected police officers participated in workshops that presented the language and culture of Spain. Police officers also became acquainted with basic information on function of the contemporary Spain (...)"

junior warrant officer Przemysław Kusik
Police Station Poznań-Jeżyce

"(...) The police officers have been convinced about the fact that it is worth using verified experience on site. The model developed in Spain has several undeniable advantages. The basic is an electronic system to which at every stage of conducting the proceedings have access both police officers and judiciary representatives. Another one is equipping the victim and the perpetrator of violence with electronic device monitoring their location with respect to each other. Finally, service of the system is performed by a private company selected by way of a tender procedure taking the burden from police officers (...)"

chief sergeant Dorota Gil
Provincial Police Headquarters in Lublin

"(...) An extremely interesting tool which Spaniards use is GPS system used to monitor compliance with prohibitions of contact and approach to the victim by the perpetrator of violence. The tool, though it is a quite expensive instrument, seems to be exceptionally effective and really implementing its basic goal - physical protection of the victim. What was a large surprise to me, this system is designed so that it does not violate the freedom of any participants, since it activates only in the moment of breach by the perpetrator of specific rules (...)"

captain Artur Rozborski
Municipal Police Headquarters in Świętochłowice

"(...) After official commencement of the exchange program of domestic violence in Spain was characterised to us. We were familiarized with statistic data and characteristics of police departments involved in the concerned issues. The next day there was presentation of VdG system, discussion of particular system components and indication of directions of its development. Since Wednesday we started visits to Police units where we observed practical use the previously concerned system, and one of project participants directly participated in interrogation of the victim of domestic violence. Thursday - visits to institutions involved in coordination of help given to the victims of domestic violence and in the headquarters of Municipal Police in Madrid in the Department for Family Protection (...)"

major Arkadiusz Popiół
Provincial Police Headquarters in Szczecin

"During the visit in Spain particularly interested me three levels of cooperation intended to counteract domestic violence. The first level is a system of early diagnosis and intervention. The system operates in police units that declared operation together in networks and as a basic tool a questionnaire is used created by scientists from universities and ministries, the goal of which is initial diagnosis and assistance in undertaking further actions dependent upon the complication degree and intensity of violence against the victim. The second level is cooperation of the governmental and non-governmental organizations voluntarily. A coordinator appointed by the president is supposed to persuade the institutions and organizations operating on the given territory to interact and exchange information through a specially created IT system (...). The third level of cooperation is a system monitoring contact of the victim with the perpetrator. The system is based on GPS transmission where the perpetrator has a transmitter and locator, while the victim has only GPS locator. Supervision over the system is performed by an external computer company, chosen by way of tender procedure (...). Solutions assumed in the Spanish system are widened to the whole country, trainings are conducted in institutions and organizations, certificates are issued which provides a high degree of training of persons participating in the project. During conducted negotiations it was emphasized that you can join the system freely"

On the basis of the results of a questionnaire prepared and filled in by participants of the project for the purpose of evaluation its particular parts it can be surely stated that project implementation quality reached very high level. Actually all the assessed areas, from organizational matters in the form of accommodation or travel, to quality and substantive content and a manner of conducting classes carried out within the project, were assessed by the participants as organized "well" and "very well". On the other hand, the quality, and at the same time usefulness on the ground of the Polish prevention of the phenomenon of domestic violence end product, namely this publication shall be evaluated by the readers themselves⁸².

To sum up, it can be stated that from the perspective of Polish police exchange of experiences and knowledge possible as a result of completed project without any doubt will enrich the "professional workshop" of police officers concerned with domestic violence issues, but gives, at the same time, a solid basis to continue getting to know European solutions in the concerned scope also within other projects financed by the European Union budget.

Project participants express special gratitude to Mr. Manuel Izquierdo CoCmenero from the Ministry of Interior of Spain - the coordinator of exchange of experiences held in Madrid, to Mr. Zurita Bayona - the Director of Department of handling the system in question and other persons from the Ministry, for a perfect meeting organization, warm receipt of and, first for all, sharing great knowledge, experience and commitment to create, develop and implement this tool deserving recognition.



⁸² M.Kordaczuk-Wąs, *Raport końcowy...*, op.cit.

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