



2025/1169

10.6.2025

COUNCIL DECISION (EU) 2025/1169

of 5 June 2025

on the position to be taken on behalf of the European Union within the Committee of the Parties to the Council of Europe Convention on preventing and combating violence against women and domestic violence, at its 18th meeting, on the recommendations and conclusions addressed to certain Parties on their implementation of that Convention, with regard to matters related to institutions and public administration of the Union

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on the Functioning of the European Union, and in particular Article 336, in conjunction with Article 218(9) thereof,

Having regard to the proposal from the European Commission,

Whereas:

- (1) The Council of Europe Convention on preventing and combating violence against women and domestic violence (the 'Convention') was concluded by the Union by means of Council Decision (EU) 2023/1075 ⁽¹⁾ with regard to institutions and public administration of the Union, and by means of Council Decision (EU) 2023/1076 ⁽²⁾ with regard to matters related to judicial cooperation in criminal matters, asylum and non-refoulement, insofar as such matters fall within the exclusive competence of the Union, and entered into force for the Union on 1 October 2023.
- (2) Pursuant to Article 66(1) of the Convention, the Group of experts on action against violence against women and domestic violence ('GREVIO') is to monitor the implementation of the Convention by the Parties to the Convention (the 'Parties'). In accordance with Article 68(11) of the Convention, GREVIO is to adopt its report and conclusions concerning the measures taken by the Party concerned to implement the provisions of the Convention.
- (3) The Committee of the Parties (the 'Committee') is able to adopt recommendations addressed to the Party concerned, in accordance with Article 68(12) of the Convention, on the basis of the report and conclusions of GREVIO. Such recommendations are to differentiate between measures to be taken as soon as possible, with a requirement to report back to the Committee within a three-year period, and measures which, while important, do not carry the same level of immediacy. At the end of that three-year period, the Party concerned is to report back to the Committee on the measures taken, within 10 specific areas of the Convention. On the basis of that report and any additional information, the Committee is to adopt conclusions on the implementation of those recommendations, prepared by the secretariat of the Committee.
- (4) Pursuant to Article 68(3) of the Convention, the evaluation procedures following GREVIO's initial baseline evaluation procedure are to be divided into rounds (the 'thematic evaluation rounds'). The first thematic evaluation round is entitled 'Building Trust by Delivering Support, Protection and Justice' and addresses 20 articles of the Convention, namely Articles 3, 7, 8, 11, 12, 14, 15, 16, 18, 20, 22, 25, 31, 48, 49, 50, 51, 52, 53 and 56. At its 17th meeting, on 17 December 2024, the Committee adopted a decision on the recommendations to be adopted by the Committee in light of GREVIO's reports adopted as part of the first thematic evaluation round contained in document IC-CP(2024)10 rev.
- (5) The Committee, during its 18th meeting on 5-6 June 2025, is expected to adopt the following eight draft recommendations based on the first thematic evaluation round and two draft conclusions, on the implementation of the Convention by 10 of the Parties (respectively the 'draft recommendations' and the 'draft conclusions', and jointly the 'envisaged acts'):

— Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Albania, contained in document IC-CP(2025)2-prov;

⁽¹⁾ Council Decision (EU) 2023/1075 of 1 June 2023 on the conclusion, on behalf of the European Union, of the Council of Europe Convention on preventing and combating violence against women and domestic violence with regard to institutions and public administration of the Union (OJ L 143 I, 2.6.2023, p. 1, ELI: <http://data.europa.eu/eli/dec/2023/1075/oj>).

⁽²⁾ Council Decision (EU) 2023/1076 of 1 June 2023 on the conclusion, on behalf of the European Union, of the Council of Europe Convention on preventing and combating violence against women and domestic violence with regard to matters related to judicial cooperation in criminal matters, asylum and non-refoulement (OJ L 143 I, 2.6.2023, p. 4, ELI: <http://data.europa.eu/eli/dec/2023/1076/oj>).

- Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Austria, contained in document IC-CP(2025)3-prov;
 - Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Denmark, contained in document IC-CP(2025)4-prov;
 - Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Finland, contained in document IC-CP(2025)5-prov;
 - Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Monaco, contained in document IC-CP(2025)6-prov;
 - Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Montenegro, contained in document IC-CP(2025)7-prov;
 - Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Spain, contained in document IC-CP(2025)8-prov;
 - Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Sweden, contained in document IC-CP(2025)9-prov;
 - Conclusions on the implementation of recommendations in respect of San Marino adopted by the Committee of the Parties, contained in document IC-CP(2025)10-prov; and
 - Conclusions on the implementation of recommendations in respect of Slovenia adopted by the Committee of the Parties, contained in document IC-CP(2025)11-prov.
- (6) The Union has exclusive competence to accept obligations set out in the Convention with regard to its own institutions and public administration, within the scope of Article 336 of the Treaty on the Functioning of the European Union. In paragraph 305 of its Opinion 1/19 of 6 October 2021, *Istanbul Convention*⁽³⁾, the Court of Justice of the European Union held that a significant part of the obligations of the Convention relating to the adoption of preventive and protection measures are, in essence, binding on the Union as regards the staff in its administration and as regards the members of the public visiting the premises and buildings of its institutions, agencies and bodies. Moreover, in paragraph 307 of the same Opinion, the Court held that the Union should not confine itself to establishing minimum requirements or supporting measures, but should itself ensure that those obligations are fully satisfied. At the same time, the extent of the Union's obligations should be interpreted bearing in mind its specific nature and powers. In particular, since the Union's public administration is not endowed with law enforcement powers, recommendations relating to matters of law enforcement, such as the issue of emergency barring orders, should be interpreted as requiring the Union to ensure the safety of victims within the limits of its powers, for example by refusing alleged perpetrators access to the premises of the institutions.
- (7) The envisaged acts concern the implementation of provisions of the Convention which apply to the Union with regard to its own institutions and public administration. It is therefore appropriate to establish the position to be taken on the Union's behalf in the Committee with regard to matters related to institutions and public administration of the Union, as the envisaged acts are capable of decisively influencing the content of Union law in that they may affect the interpretation of relevant provisions of the Convention in the future.
- (8) As regards Albania, the draft recommendations include the need to: ensure that relevant policies and measures to prevent and combat all forms of violence against women are provided with sufficient and sustainable funding, including through transparent procedures to secure funding for women's rights organisations (Article 8 of the Convention); promote awareness-raising campaigns or programmes and regularly assess their impact (Article 12 of the Convention); take measures to strengthen the effectiveness of training, including in the light of staff turnover (Article 15 of the Convention); expand the existing perpetrator programmes and introduce programmes aimed specifically at perpetrators of sexual violence (Article 16 of the Convention); increase the funding and the number of available services for women victims, especially for women with special needs (Article 20 of the Convention); ensure that victims have access to comprehensive healthcare services (Article 20 of the Convention); ensure that helplines receive funding (Article 22 of the Convention); ensure that victims of sexual violence have access to forensic examination free of charge (Article 25 of the Convention); take measures to improve reporting by women victims and ensure a victim-centred and gender-sensitive response in such cases (Articles 49 and 50 of the Convention); ensure that risk assessment and risk management procedures are applied in cases concerning all forms of violence

⁽³⁾ Opinion of the Court of Justice 1/19 of 6 October 2021, *Istanbul Convention*, ECLI:EU:C:2021:832.

covered by the Convention (Article 51 of the Convention); make better use of emergency barring orders (Article 52 of the Convention); ensure that protection orders are available and accessible to all victims (Article 53 of the Convention); and evaluate the implementation of protection measures and ensure that they are in line with the Convention (Article 56 of the Convention). As those draft recommendations are in line with the Union's policies and objectives and do not raise any concerns with respect to Union law, the position of the Union should be to not object to their adoption.

- (9) As regards Austria, the draft recommendations include the need to: develop a long-term comprehensive action plan/strategic policy document on all forms of violence covered by the Convention (Article 7 of the Convention); collect disaggregated data on the number of women and girls who contact social services seeking help in relation to their experiences of violence against women (Article 11 of the Convention); inform victims of the availability of support services (Article 12 of the Convention); monitor how teaching materials approach issues related to domestic violence and violence against women (Article 14 of the Convention); provide training for staff in general support services (Article 15 of the Convention); ensure that victims have access to sustainable and affordable housing options and ensure the issuance of forensic reports documenting injuries (Article 20 of the Convention); ensure that places in shelters are available (Article 22 of the Convention); set up further sexual violence referral centres across the country with qualified professionals who provide support and referrals in line with the Convention and, in the interim, ensure that existing medical services offer appropriate support to victims (Article 25 of the Convention); ensure that sanctions are commensurate with the gravity of the offence in all cases concerning forms of violence against women covered by the Convention (Articles 49 and 50 of the Convention); and ensure the use of protection orders and avoid gaps between barring orders and protection orders (Articles 52 and 53 of the Convention). As those draft recommendations are in line with the Union's policies and objectives and do not raise any concerns with respect to Union law, the position of the Union should be to not object to their adoption.
- (10) As regards Denmark, the draft recommendations include the need to: ensure that the gendered nature of all forms of violence against women and domestic violence receives the necessary policy attention (Article 7 of the Convention); pursue efforts to implement gender-responsive budgeting (Article 8 of the Convention); guarantee confidentiality in data collection (Article 11 of the Convention); prioritise a gender-sensitive approach in preventive initiatives (Article 12 of the Convention); maximise the impact of training efforts by drawing on the expertise of women's rights organisations (Article 15 of the Convention); set up institutionalised structures for cooperation to ensure effective multi-agency cooperation (Article 18 of the Convention); ensure victims have access to long-term psychological counselling (Articles 22 and 25 of the Convention); raise awareness among criminal justice actors about new criminal legislation (Articles 49 and 50 of the Convention); ensure that risk assessment is conducted in coordination with relevant actors (Article 51 of the Convention); increase the use of emergency barring orders and protection orders to ensure victim protection (Articles 52 and 53 of the Convention); and ensure the proper implementation of victim protection measures in investigations and judicial proceedings (Article 56 of the Convention). As those draft recommendations are in line with the Union's policies and objectives and do not raise any concerns with respect to Union law, the position of the Union should be to not object to their adoption.
- (11) As regards Finland, the draft recommendations include the need to: develop a long-term national strategy to ensure a comprehensive, coordinated approach (Article 7 of the Convention); ensure sustainable financing mechanisms for non-governmental organisations providing specialist support to victims (Article 8 of the Convention); establish standardised data categories and harmonise data collection systems (Article 11 of the Convention); regularly conduct awareness-raising campaigns (Article 12 of the Convention); evaluate training and draw on the expertise of women's rights organisations (Article 15 of the Convention); establish perpetrator programmes for domestic violence (Article 16 of the Convention); establish institutionalised multi-agency coordination structures among relevant actors (Article 18 of the Convention); establish support services to facilitate victims' recovery and independence (Article 20 of the Convention); ensure the availability of support services (Article 22 of the Convention); ensure the geographical distribution of rape crisis centres to ensure support to all victims of sexual violence (Article 25 of the Convention); ensure timely investigations and proactive evidence collection beyond victim statements to enable effective prosecution of violence against women cases (Articles 49 and 50 of the Convention); take measures to establish a standardised risk assessment mechanism applied systematically (Article 51 of the Convention); and increase the use of emergency barring orders and strengthen the use of restraining and protection orders (Articles 52 and 53 of the Convention). As those draft recommendations are in line with the Union's policies and objectives and do not raise any concerns with respect to Union law, the position of the Union should be to not object to their adoption.

- (12) As regards Monaco, the draft recommendations on its implementation of the Convention include the need to: develop a long-term overarching strategy to achieve a comprehensive and coordinated policy approach (Article 7 of the Convention); continue to develop the collection of data on all forms of violence against women covered by the Convention (Article 11 of the Convention); expand measures to prevent domestic violence to include other forms of violence covered by the Convention (Article 12 of the Convention); produce teaching material on violence against women (Article 14 of the Convention); set up programmes for perpetrators of violence (Article 16 of the Convention); set up a helpline for women that are victims of violence (Article 22 of the Convention); set up a rape crisis and sexual violence referral centre so that victims have access to psychological counselling and support (Article 25 of the Convention); ensure that professionals involved in criminal proceedings have sufficient expertise and receive gender-sensitive training (Articles 49 and 50 of the Convention); standardise the practice of coordinated risk assessment to relevant services on all forms of violence covered by the Convention (Article 51 of the Convention); and ensure that the rights and interests of victims are protected during investigations and judicial proceedings (Article 56 of the Convention). As those draft recommendations are in line with the Union's policies and objectives and do not raise any concerns with respect to Union law, the position of the Union should be to not object to their adoption.
- (13) As regards Montenegro, the draft recommendations include the need to: ensure appropriate human and financial resources for policies, measures and legislation aimed at preventing and combating violence against women, and ensure sustainable funding for non-governmental organisations (Article 8 of the Convention); ensure the collection and disaggregation of data by all relevant stakeholders (Article 11 of the Convention); step up efforts to implement regular preventive measures, conduct awareness-raising campaigns and highlight the heightened risk of violence faced by victims of intersectional discrimination (Article 12 of the Convention); increase efforts to address stereotypes regarding, and prejudices towards, women in the areas of formal education, culture and media (Article 14 of the Convention); ensure training regarding violence against women for all professionals who come into contact with victims (Article 15 of the Convention); set up and expand programmes for perpetrators of domestic violence and perpetrators of sexual violence (Article 16 of the Convention); increase efforts to boost multi-agency cooperation (Article 18 of the Convention); ensure that healthcare providers give priority to women victims of violence against women and domestic violence and respect their privacy (Article 20 of the Convention); increase the availability of specialist support services and counselling for victims (Article 22 of the Convention); set up rape crisis centres and/or sexual violence referral throughout the country to provide support and to refer victims to psychological support (Article 25 of the Convention); prevent the repeated questioning of victims of violence against women (Articles 49 and 50 of the Convention); ensure that risk assessments are systematically carried out in cases of domestic violence (Article 51 of the Convention); ensure that emergency barring orders are available and protection orders effectively monitored (Articles 52 and 53 of the Convention); and ensure the effective use of existing protection measures and introduce additional protection measures in line with the Convention (Article 56 of the Convention). As those draft recommendations are in line with the Union's policies and objectives and do not raise any concerns with respect to Union law, the position of the Union should be to not object to their adoption.
- (14) As regards Spain, the draft recommendations include the need to: involve non-governmental organisations in policymaking and in the evaluation of policies and measures (Article 7 of the Convention); ensure that data collected are disaggregated (Article 11 of the Convention); teach children about the central role of consent in sexual relationships (Article 14 of the Convention); step up the training of all relevant professionals dealing with victims and perpetrators of violence against women (Article 15 of the Convention); improve the compliance of perpetrator programmes with the Convention (Article 16 of the Convention); set up multi-agency cooperation mechanisms (Article 18 of the Convention); ensure that victims of sexual violence have access to support services (Article 25 of the Convention); address factors that prevent victims from reporting and that lead to secondary victimisation (Articles 49 and 50 of the Convention); and ensure that competent authorities have access to emergency barring orders in line with the Convention and take measures to properly address breaches of protection orders (Articles 52 and 53 of the Convention). As those draft recommendations are in line with the Union's policies and objectives and do not raise any concerns with respect to Union law, the position of the Union should be to not object to their adoption.
- (15) As regards Sweden, the draft recommendations include the need to: ensure that policies on violence against women consider the needs of victims exposed to intersectional discrimination and evaluate strategies to access their impact (Articles 7 of the Convention); ensure sustainable funding levels of women's rights organisations that run specialist support services (Article 8 of the Convention); ensure wider prevention measures for all forms of violence against women (Article 12 of the Convention); ensure the topics and principles listed in Article 14 of the Convention are taught in practice (Article 14 of the Convention); introduce systematic training on all forms of violence covered by the Convention for relevant professionals (Article 15 of the Convention); develop minimum standards for

perpetrator programmes in line with the Convention and ensure evaluation (Article 16 of the Convention); adopt coordination and cooperation mechanisms among relevant agencies (Article 18 of the Convention); ensure that access to healthcare for victims is provided without discrimination (Article 20 of the Convention); ensure access to shelters for all victims (Article 22 of the Convention); ensure a sufficient number of rape crisis and/or sexual violence centres throughout the country (Article 25 of the Convention); take measures to encourage reporting by women at risk of intersectional discrimination (Articles 49 and 50 of the Convention); ensure that risk assessments are systematically carried out for victims and their children, in a coordinated manner (Article 51 of the Convention); and take measures to ensure that emergency barring orders, restraining and protection orders ('non-contact orders for the joint home') are issued swiftly with immediate effect and are effectively monitored (Articles 52 and 53 of the Convention). As those draft recommendations are in line with the Union's policies and objectives and do not raise any concerns with respect to Union law, the position of the Union should be to not object to their adoption.

- (16) As regards San Marino, the draft conclusions include the need to ensure that the national coordinating body coordinates with civil society organisations (Article 10 of the Convention) to regularly conduct victimisation surveys and to promote research activities (Article 11 of the Convention). As those draft conclusions are in line with the Union's policies and objectives and do not raise any concerns with respect to Union law, the position of the Union should be to not object to their adoption.
- (17) As regards Slovenia, the draft conclusions include the need to: assign the role of the coordinating body to fully institutionalised entities and ensure the necessary human and financial resources (Article 10 of the Convention); ensure the comprehensive collection of data on all forms of violence under the Convention (Article 11 of the Convention); and take measures to encourage reporting of all forms of violence against women (Articles 49 and 50 of the Convention). As those draft conclusions are in line with the Union's policies and objectives and do not raise any concerns with respect to Union law, the position of the Union should be to not object to their adoption,

HAS ADOPTED THIS DECISION:

Article 1

The position to be taken on behalf of the Union within the Committee of the Parties established under Article 67 of the Council of Europe Convention on preventing and combating violence against women and domestic violence, at its 18th meeting, shall be to not object to the adoption of the following acts:

- (1) Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Albania, contained in document IC-CP(2025)2-prov;
- (2) Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Austria, contained in document IC-CP(2025)3-prov;
- (3) Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Denmark, contained in document IC-CP(2025)4-prov;
- (4) Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Finland, contained in document IC-CP(2025)5-prov;
- (5) Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Monaco, contained in document IC-CP(2025)6-prov;
- (6) Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Montenegro, contained in document IC-CP(2025)7-prov;
- (7) Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Spain, contained in document IC-CP(2025)8-prov;
- (8) Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Sweden, contained in document IC-CP(2025)9-prov;

- (9) Conclusions on the implementation of recommendations in respect of San Marino adopted by the Committee of the Parties, contained in document IC-CP(2025)10-prov; and
- (10) Conclusions on the implementation of recommendations in respect of Slovenia adopted by the Committee of the Parties, contained in document IC-CP(2025)11-prov.

Article 2

This Decision shall enter into force on the date of its adoption.

Done at Luxembourg, 5 June 2025.

For the Council

The President

D. KLIMCZAK
