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PROPOSAL

From:	Secretary-General of the European Commission, signed by Ms Martine DEPREZ, Director
date of receipt:	13 May 2025
To:	Ms Thérèse BLANCHET, Secretary-General of the Council of the European Union
Subject:	Proposal for a COUNCIL DECISION on the position to be taken on behalf of the European Union at the 18th meeting of the Committee of the Parties to the Council of Europe Convention on preventing and combating violence against women and domestic violence on the adoption of recommendations and conclusions addressed to 10 State Parties on their implementation of that Convention, with regard to matters related to judicial cooperation in criminal matters, asylum and non-refoulement

Delegations will find attached document COM(2025) 246 final.

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2025/0118 (NLE)

Proposal for a

COUNCIL DECISION

on the position to be taken on behalf of the European Union at the 18th meeting of the Committee of the Parties to the Council of Europe Convention on preventing and combating violence against women and domestic violence on the adoption of recommendations and conclusions addressed to 10 State Parties on their implementation of that Convention, with regard to matters related to judicial cooperation in criminal matters, asylum and non-refoulement

EXPLANATORY MEMORANDUM

1. SUBJECT MATTER OF THE PROPOSAL

This proposal concerns the decision establishing the position to be taken on the Union's behalf, at the 18th meeting of the Committee of the Parties ('CoP') of the Council of Europe Convention on preventing and combating violence against women and domestic violence ('the Istanbul Convention' or 'the Convention') on 5-6 June 2025, in connection with the envisaged adoption of eight draft recommendations and two draft conclusions addressed to 10 Parties on their implementation of the Convention.

2. CONTEXT OF THE PROPOSAL

2.1. The Istanbul Convention

The Istanbul Convention lays down a comprehensive and harmonised set of rules to prevent and combat violence against women and domestic violence in Europe and beyond. The Convention entered into force on 1 August 2014.

The EU signed the Convention in June 2017, and completed the accession procedure with the deposit of two instruments of approval on 28 June 2023, triggering the entry into force of the Convention for the EU on 1 October 2023. The EU has acceded to the Convention as regards matters falling within its exclusive competence, namely with regard to matters related to institutions and public administration of the Union¹ and with regard to matters related to judicial cooperation in criminal matters, asylum and non-refoulement². All EU Member States have signed the Convention and 22 have ratified it³.

2.2. The Committee of the Parties

The CoP⁴ is composed of the representatives of the Parties to the Convention. Parties must endeavour to nominate, as their representatives, experts of the highest possible rank in the field of preventing and combating violence against women and domestic violence⁵. The tasks entrusted to the CoP are listed in Rule 1 of its Rules of Procedure⁶. On 1 October 2023 the EU became a Party to the Istanbul Convention, and as such a member of the CoP (Article 67(1) of the Convention).

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>.

³ Status of ratifications on 24.4.2025: AT (2013); BE (2016); CY (2017); DE (2017); DK (2014); IE (2019); EL (2018); ES (2014); EE (2017) FI (2015); FR (2014); HR (2018); IT (2013); LU (2018); MT (2014); NL (2015); PL (2015); PT (2013); RO (2016); SI (2015); SV (2014); LV (2023).

⁴ [Committee of the Parties - Istanbul Convention Action against violence against women and domestic violence \(coe.int\)](http://coe.int)

⁵ Rule 2.1.b of the Rules of Procedures of the Committee of the Parties.

⁶ Document IC-CP(2015)2, adopted on 4 May 2015.

2.3. The monitoring mechanism of the Istanbul Convention

The Istanbul Convention establishes a monitoring mechanism to ensure effective implementation by the Parties⁷. The purpose is to assess how the Convention is put into practice and to provide guidance to the Parties. The monitoring mechanism consists of two distinct, but interacting, bodies: an independent expert body (the Group of Experts on Action against Violence against Women and Domestic Violence ‘GREVIO’); and the CoP.

GREVIO is an independent group of experts tasked to monitor the implementation of the Istanbul Convention on a country-by-country basis, in accordance with Article 66(1) of the Convention. The monitoring procedure is set out in Article 68 of the Convention. In accordance with Article 68(1) of the Convention, new Parties are required to submit a report, based on a questionnaire prepared by GREVIO, detailing legislative and other measures taken to give effect to the Convention. GREVIO prepares a report on the measures taken by the Party concerned to implement the Convention and gives suggestions and proposals on the way in which the Party may deal with problems that have been identified⁸.

Based on the GREVIO reports, the CoP, in accordance with Article 68(12) of the Convention, may adopt recommendations addressed to the Party concerned on the implementation of the Convention and set a date for the Party to submit a response on their implementation. Based on this provision, the CoP has been adopting recommendations to Parties which differentiate between actions that should be taken as soon as possible, with a requirement to report back within a three year-period, and actions that while important, do not carry the same level of immediacy. At the end of the three-year period, the Party must report back to the CoP on the progress made in implementing the recommendations that were addressed to it. On the basis of this information, and any additional information obtained, the Secretariat of the Committee⁹ prepares the conclusions on the implementation of the recommendations in relation to each Party under review, which the CoP adopt.

As the baseline evaluation procedure has been completed for nearly all Parties, GREVIO decided in late 2022 to move to the next phase in its evaluation. Under Article 68(3) of the Convention, GREVIO’s evaluation procedures following the baseline evaluation shall be divided into rounds (‘thematic evaluation rounds’). The first thematic evaluation round is entitled ‘Building Trust by Delivering Support, Protection and Justice’ which runs from 2023 to 2031. While the baseline evaluation covered around 60 articles of the Istanbul Convention, the new thematic evaluation procedure addresses 20 articles, namely Articles 3, 7, 8, 11, 12, 14, 15, 16, 18, 20, 22, 25, 31, 48, 49, 50, 51, 52, 53 and 56. These articles set out standards for law enforcement agencies, criminal justice actors, the provision of general and specialist support services for victims, and an overall victim-centred approach. The aim is to provide a more in-depth assessment of these areas, focusing on the progress made under each article. At its last meeting in December 2024, the CoP adopted a Decision on the recommendations to be adopted by the Committee of the Parties in light of GREVIO’s reports adopted as part of its first thematic round of evaluation [IC-CP(2024)10 rev].

⁷ Article 1(2) of the Istanbul Convention.

⁸ Article 68(10) of the Istanbul Convention.

⁹ The applicable procedure for supervising the implementation and the reporting is defined in the ‘Framework for supervising the implementation of the recommendations addressed to state parties’, adopted by the CoP on 13 April 2021, IC-CP/Inf(2021)2.

To date, the CoP's practice has been to adopt recommendations and conclusions based on consensus at its meetings which take place upon request¹⁰, by one third of the Parties, the President of the Committee of the Parties or the Secretary General, normally twice a year.

2.4. The envisaged acts of the Committee of the Parties

On 5-6 June 2025, during its 18th meeting, it is foreseen that the CoP will proceed with the adoption of the following eight draft recommendations based on the first thematic evaluation round, and two conclusions ('the envisaged acts' or 'the draft recommendations and conclusions'):

- Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Albania [IC-CP(2025)2-prov];
- Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Austria [IC-CP(2025)3-prov]
- Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Denmark [IC-CP(2025)4-prov]
- Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Finland [IC-CP(2025)5-prov]
- Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Monaco [IC-CP(2025)6-prov]
- Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Montenegro [IC-CP(2025)7-prov]
- Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Spain [IC-CP(2025)8-prov]
- Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Sweden [IC-CP(2025)9-prov]
- Conclusions on the implementation of recommendations in respect of San Marino adopted by the Committee of the Parties [IC-CP(2025)10-prov];
- Conclusions on the implementation of recommendations in respect of Slovenia adopted by the Committee of the Parties [IC-CP(2025)11-prov].

3. POSITION TO BE TAKEN ON THE UNION'S BEHALF

The envisaged acts are addressed to 10 Parties and include eight recommendations (based on the first thematic evaluation procedure) on measures to be taken to implement the Istanbul Convention as well as conclusions on the Parties' implementation of previous recommendations. They concern the implementation of provisions of the Convention which relate to judicial cooperation in criminal matters, such as matters relating to the protection of victims and support for victims of violence against women and domestic violence, and – as regards the conclusions addressed to one Party – also the implementation of provisions

¹⁰ Article 67(2) of the Convention.

relating to asylum and non-refoulement. These matters are covered by the Union acquis, in particular the Directive on combating violence against women and domestic violence¹¹, the Victims' Rights Directive¹², the Asylum Procedures Regulation¹³, ¹⁴and the Family Reunification Directive¹⁵. They fall within EU's exclusive competence insofar as the relevant provisions of the Convention may affect common rules or alter their scope within the meaning of Article 3(2) of the Treaty on the Functioning of the European Union (TFEU). 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, it is appropriate to establish the position to be taken on the Union's behalf in the CoP with regard to matters related to judicial cooperation in criminal matters, asylum and non-refoulement.

The draft recommendations and conclusions on matters falling within the competence of the Union are in line with the Union's objectives and policies in the areas of judicial cooperation in criminal matters, asylum and non-refoulement and do not raise any concerns with respect to Union law. It is therefore proposed that the Union does not object to the adoption of the draft recommendations and conclusions at the 18th meeting of the CoP.

4. LEGAL BASIS

4.1. Procedural legal basis

4.1.1. Principles

Article 218(9) of the Treaty on the Functioning of the European Union (TFEU) provides for decisions establishing 'the positions to be adopted on the Union's behalf in a body set up by an agreement, when that body is called upon to adopt acts having legal effects, with the exception of acts supplementing or amending the institutional framework of the agreement.'

The concept of 'acts having legal effects' includes acts that have legal effects by virtue of the rules of international law governing the body in question. It also includes instruments that do not have a binding effect under international law, but that are 'capable of decisively influencing the content of the legislation adopted by the EU legislature'¹⁶.

4.1.2. Application to the present case

The CoP is a body set up by the Istanbul Convention. The envisaged acts which the CoP is called upon to adopt constitute acts having legal effects. The envisaged acts are capable of decisively influencing the content of Union law, because they may affect the interpretation of

¹¹ Directive 2024/1385 of the European Parliament and of the Council of 14 May 2024 on combating violence against women and domestic violence (OJ L, 2024/1385, ELI: <http://data.europa.eu/eli/dir/2024/1385/o>).

¹² Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA (OJ L 315, ELI: <http://data.europa.eu/eli/dir/2012/29/oj>).

¹³ Regulation 2024/1348 of the European Parliament and of the Council establishing a common procedure for international protection in the Union and repealing Directive 2013/32/EU (OJ L, 2024/1348, ELI: <http://data.europa.eu/eli/reg/2024/1348/oj>).

¹⁴ Directive 2024/1346 EU of the European Parliament and of the Council of 14 May 2024 laying down standards for the reception of applicants for international protection (OJ L, 2024/1346, ELI: <http://data.europa.eu/eli/dir/2024/1346/oj>).

¹⁵ Directive 2003/86 of 22 September 2003 on the right to family reunification (OJ L 251, ELI: <http://data.europa.eu/eli/dir/2003/86/oj>).

¹⁶ Judgment of the Court of Justice of 7 October 2014, Germany v Council, C-399/12, ECLI:EU:C:2014:2258, paragraphs 61 to 64.

the relevant provisions of the Istanbul Convention in the future. Therefore, the procedural legal basis for the proposed decision is Article 218(9) TFEU.

4.2. Substantive legal basis

4.2.1. Principles

The substantive legal basis for a decision under Article 218(9) TFEU depends primarily on the objective and content of the envisaged act in respect of which a position is taken on the Union's behalf. If the envisaged act pursues two aims or has two components and if one of those aims or components is identifiable as the main one, whereas the other is merely incidental, the decision under Article 218(9) TFEU must be founded on a single substantive legal basis, namely that required by the main or predominant aim or component.

With regard to an envisaged act that simultaneously pursues a number of objectives, or that has several components, which are inseparably linked without one being incidental to the other, the substantive legal basis of a decision under Article 218(9) TFEU will have to include, exceptionally, the various corresponding legal bases.

4.2.2. Application to the present case

As regards the substantive legal basis, the EU has acceded to the Istanbul Convention as regards matters falling within its exclusive competence, namely with regard to matters related to institutions and public administration of the Union¹⁷ and with regard to matters related to judicial cooperation in criminal matters, asylum and non-refoulement¹⁸. The EU's accession to the Istanbul Convention was split into two separate Council decisions to take into account the special position of Denmark and Ireland with respect to Title V TFEU. Consequently, the decision establishing the position to be taken on the Union's behalf in the CoP also needs to be split into two decisions, when the relevant recommendations or conclusions concern both matters.

The envisaged acts pursue objectives and have components in the area of judicial cooperation in criminal matters (Article 82(2) and Article 84 TFEU), as well as on asylum and non-refoulement (Articles 78(2) TFEU). They are inseparably linked without one being incidental to the other. Therefore, the substantive legal basis for the proposed decision comprises the following provisions: Article 78(2), Article 82(2) and Article 84 TFEU.

4.3. Conclusion

The legal basis of the proposed decision should be Article 78(2), Article 82(2) and Article 84, in conjunction with Article 218(9) TFEU.

¹⁷ 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>).

¹⁸ 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>).

Proposal for a

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THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on the Functioning of the European Union, and in particular Article 78(2), Article 82(2) and Article 84, 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 Council Decision (EU) 2023/1075¹⁹ with regard to institutions and public administration of the Union, and by Council Decision (EU) 2023/1076²⁰ with regard to matters related to judicial cooperation in criminal matters, asylum and non-refoulement, insofar as they 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. 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 to the Convention may adopt recommendations addressed to the Party concerned, in accordance with Article 68(12) of the Convention. The recommendations are based on the GREVIO report and differentiate between those measures which the Committee of the Parties considers the Party should take as soon as possible, with a requirement to report back to it on steps taken in that regard within a three-year period, and those measures which, while important, do not

¹⁹ 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), [Decision - 2023/1075 - EN - EUR-Lex](#).

²⁰ 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), [Decision - 2023/1076 - EN - EUR-Lex](#).

carry the same level of immediacy. At the end of the three-year period, the Party must report back to the Committee of the Parties on the measures taken, within 10 specific areas of the Convention. On the basis of that information, and any additional information obtained, the Committee of the Parties adopts conclusions on the implementation of the 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 ('thematic evaluation rounds'). The first thematic evaluation round is entitled 'Building Trust by Delivering Support, Protection and Justice' and addresses 20 specific 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 last meeting on 17 December 2024, the Committee of the Parties adopted a Decision on the recommendations to be adopted by the Committee of the Parties in light of GREVIO's reports adopted as part of its first thematic round of evaluation [IC-CP(2024)10 rev].
- (5) The Committee of the Parties, during its 18th meeting on 5-6 June 2025, is expected to adopt eight draft recommendations based on the first thematic evaluation round entitled 'Building Trust by Delivering Support, Protection and Justice' and two draft conclusions, on the implementation of the Convention by 10 Parties' (the 'draft recommendations and conclusions'):
 - Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Albania [IC-CP(2025)2-prov];
 - Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Austria [IC-CP(2025)3-prov];
 - Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Denmark [IC-CP(2025)4-prov];
 - Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Finland [IC-CP(2025)5-prov];
 - Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Monaco [IC-CP(2025)6-prov];
 - Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Montenegro [IC-CP(2025)7-prov];
 - Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Spain [IC-CP(2025)8-prov];
 - Recommendations on improving trust by delivering support, protection and justice on the basis of the Istanbul Convention by Sweden [IC-CP(2025)9-prov];
 - Conclusions on the implementation of recommendations in respect of San Marino adopted by the Committee of the Parties [IC-CP(2025)10-prov]; and

- Conclusions on the implementation of recommendations in respect of Slovenia adopted by the Committee of the Parties [IC-CP(2025)11-prov].
- (6) The draft recommendations and conclusions concern the implementation of provisions of the Convention which relate to judicial cooperation in criminal matters, such as matters relating to the protection and support of victims of violence against women and domestic violence. The conclusions also concern the implementation of provisions of the Convention relating to asylum and non-refoulement. These matters are covered by the Union acquis, in particular Directive 2024/1385 of the European Parliament and of the Council²¹, Directive 2012/29/EU of the European Parliament and of the Council²², Regulation (EU) 2024/1348 of the European Parliament and of the Council²³, Directive 2024/1346 of the European Parliament and of the Council²⁴ and Council Directive 2003/86/EC²⁵. The draft recommendations and conclusions will have legal effects. It is therefore appropriate to establish the position to be taken on the Union's behalf in the Committee of the Parties for matters related to judicial cooperation in criminal matters, asylum and non-refoulement.
- (7) It should be noted that recommendations relating to certain articles of the Convention are only partly covered by Union's competence. Thus, as to recommendations on Articles 49 and 50, this decision should be without prejudice to Member States' competence for the internal organisation and administration of their justice systems; as to recommendations on Articles 11 and 20, this decision should be without prejudice to Member States' competence for the organisation and delivery of healthcare services and medical care; as to recommendations on Article 14, this decision should be without prejudice to Member States' competence for the content of teaching and the organisation of education systems, as to recommendations on Article 31, this decision should be without prejudice to Member States' competence in the area of family law.
- (8) As regards Albania, the draft recommendation on its implementation of the Convention includes the need to ensure that relevant policies and measures to prevent and combat all forms of violence against women are provide 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 to regularly assess their impact (Article 12 of the Convention); ensure training for relevant professionals and to follow-up on such training (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); to ensure victims of violence have access to

²¹ Directive (EU) 2024/1385 of the European Parliament and of the Council of 14 May 2024 on combating violence against women and domestic violence (OJ L, 2024/1385, 24.5.2024, ELI: <http://data.europa.eu/eli/dir/2024/1385/oj>).

²² Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA (OJ L 315, 14.11.2012, p. 57–73, <http://data.europa.eu/eli/dir/2012/29/oj>).

²³ Regulation 2024/1348 of the European Parliament and of the Council establishing a common procedure for international protection in the Union and repealing Directive 2013/32/EU (OJ L, 2024/1348, ELI: <http://data.europa.eu/eli/reg/2024/1348/oj>).

²⁴ Directive 2024/1346 EU of the European Parliament and of the Council of 14 May 2024 laying down standards for the reception of applicants for international protection (OJ L, 2024/1346, ELI: <http://data.europa.eu/eli/dir/2024/1346/oj>).

²⁵ Council Directive 2003/86/EC of 22 September 2003 on the right to family reunification (OJ L 251, 3.10.2003, p. 12, ELI: <http://data.europa.eu/eli/dir/2003/86/oj>).

comprehensive healthcare services (Article 20 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 sufficient specialist support services to all women victims and their children, irrespective of their will to report the violence, and to ensure national helplines receive funding (Article 22 of the Convention); ensure that victims of sexual violence have access to forensic examination, not conditional on their willingness to report the crime, and that forensic evidence is properly stored (Article 25 of the Convention); take measures to abolish mandatory conciliation in all criminal cases concerning violence against women; enhance the capacity, knowledge and response of law-enforcement officers in order to achieve a timely and victim-sensitive response and take measures to improve reporting by women victims (Articles 49 and 50 of the Convention); ensure that risk assessment procedures are applied in cases concerning all forms of violence covered by the Convention and in coordination with all relevant agencies (Article 51 of the Convention); make better use of emergency barring orders and monitor and enforce such orders (Article 52 of the Convention); ensure that protection orders are available and accessible to all victims, and enforce and monitor such orders, including through sanctions for breaches (Article 53 of the Convention); and evaluate the implementation of protection measures and ensure they are in line with the Convention (Article 56 of the Convention). As the recommendations on these matters are in line with the Union's policies and objectives in the area of judicial cooperation in criminal matters and do not raise any concerns with respect to Union law, the position of the Union should be to not object to the adoption of the recommendation addressed to Albania.

- (9) As regards Austria, the draft recommendation on its implementation of the Convention includes the need to adopt and align the definition of 'domestic violence' (Article 3 of the Convention); develop a long-term comprehensive action plan/strategic policy document on all forms of violence covered by the Convention (Article 7 of the Convention); adapt data categories for use by the justice sector and collect data on the number of women and girls who contact the social services (Article 11 of the Convention); step up efforts to eradicate prejudice and gender stereotypes in Austrian society through prevention measures, including awareness-raising campaigns or programmes, to inform victims of the availability of support services and evaluate their impact (Article 12 of the Convention); ensure that relevant professionals receive appropriate training (Article 15 of the Convention); ensure that victims have access to support services including housing and the issuance of forensic reports documenting injuries; ensure that places in shelters are available in sufficient numbers across the country (Article 22 of the Convention); set up sexual violence referral centres across the country and ensure effective support to victims of sexual violence (Article 25 of the Convention); to reinforce information sharing between relevant competent authorities in cases concerning child custody and visitation rights (Article 31 of the Convention); and ensure the use of protection orders and avoid gaps between barring orders and protection orders (Articles 53 of the Convention). As the recommendations on these matters are in line with the Union's policies and objectives in the area of judicial cooperation in criminal matters and do not raise any concerns with respect to Union law, the position of the Union should be to not object to the adoption of the recommendation addressed to Austria.
- (10) As regards Denmark, the draft recommendation on its implementation of the Convention includes the need to ensure that relevant definitions of forms of violence against women align with the Convention (Article 3 of the Convention); develop a

long-term national strategy in line with the Convention (Article 7 of the Convention); ensure appropriate allocation of funds, including resources for domestic violence shelters (Article 8 of the Convention); ensure that data collected is disaggregated and confidentiality is guaranteed (Article 11 of the Convention); prioritise a gender-sensitive approach in preventive initiatives (Article 12 of the Convention); ensure the provision of systematic initial and in-service training for relevant professionals (Article 15 of the Convention); set-up institutionalised structures for cooperation to ensure effective multi-agency cooperation (Article 18 of the Convention); ensure access to psychological counselling, quality standards, accessibility and financial sustainability for shelters, and to ensure necessary support for victims of sexual violence (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 monitor compliance ratings and ensure sanctions in case of breach (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 the recommendations on these matters are in line with the Union's policies and objectives in the area of judicial cooperation in criminal matters and do not raise any concerns with respect to Union law, the position of the Union should be to not object to the adoption of the recommendation addressed to Denmark.

- (11) As regards Finland, the draft recommendation on its implementation of the Convention includes the need to develop a long-term national strategy to ensure a comprehensive, coordinated approach (Article 7 of the Convention); ensure sufficient public funding and 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); ensure the provision of systematic training for relevant professionals (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); increase both the number of and access to shelters (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 mediation does not negatively impact criminal investigations nor hamper victims' access to justice (Article 48 of the Convention); ensure law enforcement services receive relevant training to respond to and timely and adequately investigate cases of violence against women (Articles 49 and 50 of the Convention); take measures to establish a standardised risk assessment mechanism applied systematically (Article 51 of the Convention) and to increase the use of emergency barring orders and protection orders and strengthen the monitoring of such orders (Articles 52 and 53 of the Convention). As the recommendations on these matters are in line with the Union's policies and objectives in the area of judicial cooperation in criminal matters and do not raise any concerns with respect to Union law, the position of the Union should be to not object to the adoption of the recommendation addressed to Finland.
- (12) As regards Monaco, the draft recommendation on its implementation of the Convention includes the need to adopt a definition of domestic violence that aligns with the Convention (Article 3 of the Convention); 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 Istanbul Convention (Article 12 of the Convention); pursue measures to raise awareness of violence against women in schools (Article 14 of the Convention); set up programmes for perpetrators of violence (Article 16 of the Convention); set up a national helpline for women victims of violence and to continue to develop specialist services for victims of violence covered by the Convention (Article 22 of the Convention); set up a rape crisis and sexual violence referral centre (Article 25 of the Convention); ensure professionals involved in criminal proceedings have sufficient expertise and receive gender-sensitive training (Articles 49 and 50 of the Convention); standardise the practise of coordinated risk assessment to relevant services on all forms of violence covered by the Convention (Article 51 of the Convention); and ensure the rights of victims are protected during investigations and judicial proceedings (Article 56 of the Convention). As the recommendations on these matters are in line with the Union's policies and objectives in the area of judicial cooperation in criminal matters and do not raise any concerns with respect to Union law, the position of the Union should be to not object to the adoption of the recommendation addressed to Monaco.

- (13) As regards Montenegro, the draft recommendation on its implementation of the Convention includes the need to ensure appropriate human and financial resources for policies, measures and legislation aimed at preventing and combating violence against women, and to ensure sustainable funding for non-governmental organisations (Article 8 of the Convention); ensure the collection and disaggregation of data by all relevant stakeholders and to harmonise the collection of data (Article 11 of the Convention); (step up efforts to implement regular preventive measures, conduct awareness-raising campaigns and highlight the increased risk of violence faced by victims of intersectional discrimination (Article 12 of the Convention); ensure initial and in-service training on violence against women for all relevant professionals (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); 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); boost multi-agency cooperation (Article 18 of the Convention); increase the availability of specialist support services for victims (Article 22 of the Convention); set up rape crisis centres throughout the country (Article 25 of the Convention); ensure information sharing on violence against women between relevant courts in civil proceedings (Article 31 of the Convention); investigate and prosecute acts of violence against women and domestic violence effectively and in a timely manner, including by ensuring that the relevant professionals have the expertise required (Article 49 and 50 of the Convention); ensure that risk assessments are systematically carried out in cases of domestic violence in collaboration with relevant competent authorities (Article 51 of the Convention); ensure that emergency barring orders are available to all victims of violence against women, including children (Articles 52 of the Convention);) ensure that protection orders are effectively monitored and breaches sanctioned (Article 53 of the Convention); and ensure the effective use of existing protection measures and to introduce additional protection measures in line with the Convention (Article 56 of the Convention). As the recommendations on these matters are in line with the Union's policies and objectives

in the area of judicial cooperation in criminal matters and do not raise any concerns with respect to Union law, the position of the Union should be to not object to the adoption of the recommendation addressed to Montenegro.

- (14) As regards Spain, the draft recommendation on its implementation of the Convention includes the need to ensure implementation of existing policies to prevent and combat violence against women and domestic violence, and 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 and to harmonise data collection (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 (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 with all relevant actors on all forms of violence covered by the Convention and to set up one-stop-shop services where appropriate (Article 18 of the Convention); ensure all victims of sexual violence have access to support services (Article 25 of the Convention); strengthen information sharing between civil courts and criminal courts and boost measures to ensure that supervised visitation facilities are sufficiently resourced (Article 31 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 competent authorities have access to emergency barring orders in line with the Convention (Article 52 of the Convention); and take measures to properly address breaches of protection orders (Article 53 of the Convention). As the recommendations on these matters are in line with the Union's policies and objectives in the area of judicial cooperation in criminal matters and do not raise any concerns with respect to Union law, the position of the Union should be to not object to the adoption of the recommendation addressed to Spain.
- (15) As regards Sweden, the draft recommendation on its implementation of the Convention requires that policies on violence against women consider the needs of victims exposed to intersectional discrimination, evaluate strategies to assess their impact and to ensure policies apply a gendered understanding of violence against women (Articles 3 and 7 of the Convention); ensure sustainable funding levels of women's rights organisations that run specialist support services (Article 8 of the Convention); harmonise the collection of data and ensure that data are disaggregated (Article 11 of the Convention); ensure wider prevention measures for all forms of violence against women (Article 12 of the Convention); introduce systematic training on all forms of violence covered by the Convention for relevant professionals, and an evaluation of that training (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 and where possible on the same premises (Article 18 of the Convention); ensure that social services provide sufficient support and assistance to all victims, including support on practical matters (Article 20 of the Convention); increase the availability of and ensure access to shelters for all victims and their children (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); provide safe premises where supervised visits can take place with trained professionals (Article 31 of the Convention); strengthen the capacity of the police to respond to and investigate all forms of violence against women, including its digital manifestations, and 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, including for children, effectively monitored and accompanied by appropriate sanctions (Article 52 and 53 of the Convention). As the recommendations on these matters are in line with the Union's policies and objectives in the area of judicial cooperation in criminal matters and do not raise any concerns with respect to Union law, the position of the Union should be to not object to the adoption of the recommendation addressed to Sweden.

- (16) As regards San Marino, the draft conclusions on its implementation of the Convention includes the need to support civil society organisations by ensuring sustainable funding to set up cooperation mechanisms, and ensure that the national coordinating body coordinates with civil society organisations (Article 9 and Article 10 of the Convention); improve the collection of disaggregated data on the basis of a common data-collection system to regularly conduct victimisation surveys and promote research activities (Article 11 of the Convention); and comply with the requirements of Article 59 of the Convention on the residence status of victims of violence against women (Article 59 of the Convention). As the conclusions on these matters are in line with the Union's policies and objectives in the areas of judicial cooperation in criminal matters, asylum and non-refoulement, and do not raise any concerns with respect to Union law, the position of the Union should be to not object to the adoption of the conclusion addressed to San Marino.
- (17) As regards Slovenia, the draft conclusions on its implementation of the Convention includes 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); strengthen information exchange between civil and criminal courts (Article 31 of the Convention); ensure a prompt and appropriate response by law enforcement agencies to violence against women (Articles 49 and 50); and comply with the Convention on matters regarding ex officio prosecution of marital rape (Article 55 of the Convention). As the conclusions on these matters are in line with the Union's policies and objectives in the areas of judicial cooperation in criminal matters and do not raise any concerns with respect to Union law, the position of the Union should be to not object to the adoption of the conclusion addressed to Slovenia.
- (18) Ireland is not bound by Council Decision (EU) 2023/1076 and is therefore not taking part in the adoption of this Decision.
- (19) In accordance with Articles 1 and 2 of Protocol No 22 on the position of Denmark, annexed to the Treaty on European Union and to the Treaty on the Functioning of the European Union, Denmark is not taking part in the adoption of this Decision and is not bound by it or subject to its application,

HAS ADOPTED THIS DECISION:

Article 1

The position to be taken on behalf of the Union at the 18th meeting of the Committee of the Parties, established under Article 67 of the Convention, 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 [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 [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 [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 [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 [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 [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 [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 [IC-CP(2025)9-prov];
- (9) Conclusions on the implementation of recommendations in respect of San Marino adopted by the Committee of the Parties [IC-CP(2025)10-prov]; and
- (10) Conclusions on the implementation of recommendations in respect of Slovenia adopted by the Committee of the Parties [IC-CP(2025)11-prov].

Article 2

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

Done at Brussels,

*For the Council
The President*