



# A STUDY OF THE ECONOMIC COSTS FOR THE IMPLEMENTATION OF THE ALBANIAN LEGISLATION AGAINST DOMESTIC VIOLENCE

Tirana 2013



# A STUDY OF THE ECONOMIC COSTS FOR THE IMPLEMENTATION OF THE ALBANIAN LEGISLATION AGAINST DOMESTIC VIOLENCE

Tirana, 2013



United Nations  
ALBANIA

**Title:** A study of the economic costs for the implementation of the Albanian legislation against domestic violence

This study has been prepared by the Centre for Legal Civic Initiatives with the financial and technical support of the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) in Albania in view of the 2012-2016 Co-operation Programme between the Government of Albania and the United Nations. The United Nations Development Program (UNDP) also has given a special technical contribution.

The preparation and publication of this study has been financially supported by the Swedish Government.

The opinions and views expressed in the study belong to the authors and do not necessarily represent those of the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) or of the United Nations.

© Centre for Legal Civic Initiatives

Address: Rr. Vaso Pasha, Pall.12, Shk.1, Ap.1, Tirana, Albania.

**Prepared by:**

Prof. Dr. Av. Aurela Anastasi (Associated Academic)  
Av. Besa Saraçi  
Av. Aurela Bozo  
Rezart Xhelo  
Diana Zebi  
Dorina Kulla

**Collaborator and reviewer:** Debbie Budlender, international expert

**Graphic Artwork:** Elvis Bejtja

**Printed:** Pegi Printing House

### Report 1.

On the cost of the implementation of the Law no. 9669, dated 18.12.2006, “On measures against violence in family relations”, for the accomplishment of the tasks of the State Police, the District Prosecutor’s Office and District Courts of Tirana, Durrës, Korça and Kukës.

### Report 2.

On the cost of the implementation of the Decision of the Council of Ministers no. 334, dated 17.2.2011, “On the mechanism of the coordination of work for the referral of cases of violence in family relations and its way of procedure”, in the districts of Vlora and Korça.

This report was drafted by the Centre for Legal Civic Initiatives in view of the project “A study on the cost of the coordinated community response to domestic violence in Albania”, with the financial and technical support of United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) in view of the 2012-2016 Co-operation Programme between the Government of Albania and the United Nations.



# Foreword

Knowing the economic costs of the activities of state institutions is necessary for budgeting addressing the implementation of the legislation against domestic violence. Therefore, in this document we have presented two study reports which provide data on the costs of the prevention of and fight against domestic violence in Albania, and help the calculation of the relevant expenses.

The issue of gender equality and budgets at central and local government level have been treated for a long time as two separate fields. Recent years, however, have seen increased efforts to include gender equality standards in the state budget. In order to contribute to the process, after costing partially the expenses for the implementation of the law “On measures against violence in family relations”, we thought about costing also the expenses necessary for the good functioning of the mechanism of the coordination of work for the referral of cases of domestic violence. Therefore, in your hands now you have two reports: the first report, on the costing of the implementation of the law “On measures against relations in family violence”, and the second report, the costing of the mechanism of the coordination and referral of cases of violence in family relations.

In 2006, when on behalf of the Alliance of non-for-profit organizations, we reported to parliament as representatives of over 20,000 voters, initiators and drafters of the draft law “On measures against violence in family relations”, we were conscious that the failure to introduce the draft together with a preliminary report on the justification of the financial costs for its implementation was a considerable shortcoming. This was a

serious deficiency given that the draft law could not be enacted without the financial costs for all the network of institutions tasked with its implementation. Nonetheless, so far, the implementation of this law has been done through partial allocations of funds by the Government, while it has become necessary to have a full study with the aim of clarifying the required costs for all the actors involved, especially the Police, the Prosecutor's Office, the court, as well as other institutions that are part of the mechanism of the coordination of work for the referral of cases of domestic violence.

We hope that the findings of this study will help strengthen the activity of the relevant authorities and will improve the efficiency of the state structures and of the services to victims. The study will help raise the awareness of the relevant institutions on the costs of domestic violence and further promote their activities for the prevention of and protection from domestic violence. The findings of the study will help the allocation of the necessary financial resources for the relevant state structures, as well as an effective intervention by non-for-profit organizations at national level.

## **Acknowledgments**

On behalf of the Centre for Legal Civic Initiatives and of the writers of both study reports, I would like to give special thanks to all the judges, prosecutors and State Police officers of Tirana, Durrës, Kukës, Korça and Vlora, for their readiness to support the experts of this study and for providing relevant information on the activities they perform.

Special thanks go to the survivors of domestic violence who supported the group of experts in calculating a cost as real as possible of the consequences for them and the families from

the implementation of the implementation of the law against domestic violence.

Also, we would like to make special mention in our acknowledgment of Ms. Debbie Budlender, who, as an expert at international level, with her suggestions, materials, and experience provided to the working group helped in the preparation of our study in line with the newest international standards.

Lastly, an important thank you goes to our partners and donors, the Swedish Government, the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), and the United Nations Development Program (UNDP), for conceiving and supporting the realization of this project.

Thank you to all of you,

Wishing you a good and fruitful reading!

Prof. Dr. Av. Aurela Anastasi

Executive Director



# REPORT 1.

On the cost of the implementation of the Law no. 9669, dated 18.12.2006, “On measures against violence in family relations”, for the accomplishment of the tasks of the State Police, the District Prosecutor’s Office and District Courts of Tirana, Durrës, Korça and Kukës.

## CONTENTS

|  |    |
|--|----|
| 1. Understanding violence.....   | 11 |
| 2. Why costing domestic violence in albania? .....   | 12 |
| 3. What was the objective of the project?1 .....   | 5  |
| 4. Policy and legal framework .....  | 16 |
| 4.1 Sub-legal acts .....   | 20 |
| 4.2 Government mechanism addressing domestic violence.....   | 21 |
| 5. Methodology .....   | 22 |
| 6. Project findings.....   | 26 |
| 7. Recommendations .....   | 35 |
| 7.1 Comments and suggestions .....   | 35 |
| 7.2 Recommendations .....  | 36 |
| <b>Bibliography</b> .....  | 39 |
| <b>Annex 1:</b> .....  | 40 |
| <b>Annex 2:</b> survey questionnaires (judges, prosecutors, police officers and victims/survivors of dv) ..... | 45 |
| <b>Annex 3:</b> competent authority to issue protection orders for domestic violence cases.....                | 58 |
| <b>Annex 4:</b> responsible authorities in addressing the dv .....   | 61 |

## TABLE OF FIGURES

|   |    |
|---|----|
| <b>Graph 1:</b> Interviews conducted in four districts .....          | 24 |
| <b>Graph 2:</b> No of POs during 3 month's survey.....                | 27 |
| <b>Graph 3:</b> Requests between POs and IPOs .....                   | 27 |
| <br>  |    |
| <b>Table 1:</b> Costs accrued for a judge for DV cases .....          | 30 |
| <b>Table 2:</b> Costs accrued for police officers responding to DV .. | 32 |

## LIST OF ABBREVIATIONS

1. The law no.9669,dated 18.12.2006, “On measures against violence in family relations”- LMVFR;
2. The Decision no.334, dated 17.02.2011, “On the mechanism of the coordination of work for the referral of cases of violence in family relations and its way of procedure”-DCM of RM;
3. Community Coordinated Response-CCR;
4. Protection Order-PO;
5. Immediate Protection Order-IPO;
6. Gender Based Violence –GBV;
7. Domestic Violence –DV;
8. The National Strategy on Gender Equality and Eradication of Domestic Violence -NSGE-DV;
9. The Ministry of Labor, Social Affairs and Equal Opportunities –MoLSAEO;
10. Law No. 9970, dated 24.07.2008, on Gender Equality in Society-LGES;
11. Law No. 10221, dated 04.02.2010 on Protection against Discrimination-LPD;

# 1. Understanding violence

Domestic violence and all forms of violence against women are recognized as gender based violence (GBV). All these forms of violence against women are widely recognized as serious human rights violations; therefore many national and international bodies are very much focusing on this issue.

The definition<sup>1</sup> of violence against women used by United Nations states that:

the term “violence against women” means any act of “gender-based violence” that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.

Gender-based violence (GBV) is violence that is directed against a person on the basis of gender or sex. It includes acts that inflict physical, mental, or sexual harm or suffering, threats of such acts, coercion, and other deprivations of liberty. While women, men, boys, and girls can be subjected to gender-based violence, women and girls are the main target. GBV is also any form of violence used to establish, enforce, or perpetuate gender inequalities and to keep in place gendered orders. It is usually a policing mechanism used primarily by men to keep women (and girls) or different types of men ‘in their place’, to show who has control in a relationship, or to enforce perceptions of who holds power.

1 developed by the United Nations in the Declaration on the Elimination of Violence against Women, 1993.

GBV is a violation of the universal human rights protected by international human rights conventions, including the right to security of the person; the right to the highest attainable standard of physical and mental health; the right to freedom from torture or cruel, inhuman, or degrading treatment; and the right to life.

Gender norms lead to reinforcement of patriarchal structures and the rule of men in society. Hence, men often do not consider women to be equal as human beings, which leads to the development of patterns of violence. GBV is linked to men's inability (real or perceived) to fulfill traditional gender roles - i.e. being the breadwinner and the household decision-maker. GBV is also aggravated by rapid shifts in the division of gender roles, where men can no longer play the role of the main breadwinner in the family.

## 2. Why costing domestic violence in Albania?

There are many different ways to approach and understand social problems. Measuring the economic costs of domestic violence is but one possible technique in assisting us to understand this issue better. Measuring the costs of domestic violence demonstrates how violence drains resources from many sectors including the government, private sector, national and international aid agencies, community groups and individuals. Domestic violence impedes economic and social development.

Measuring the costs of violence against women also gives the human story an easily understandable magnitude and helps to reduce the social acceptability of violence.

Every study<sup>2</sup> of the costs of domestic violence indicates that early prevention and intervention costs vastly less than does later-stage crisis care and other societal consequences. It goes without saying that programs that detect and end domestic violence at an early stage will result in huge social savings in the future.

The costing exercise of domestic violence (DV) in Albania is crucial taking into consideration the extent of the phenomenon and the increased attention from state and non-state institutions in the last four years to it. Domestic violence is increasingly becoming a serious problem and concern. The national survey “Domestic Violence in Albania<sup>3</sup>” shows the high prevalence of domestic violence rates in Albania in all possible existing forms such as physical, emotional, psychological, sexual, traditional and socio-economic one. The General Directorate of State Police reports 822 cases of DV in 2008, of 1063 cases in 2009, 747 have been brought to court. This survey was also supported by the findings of Centre for Legal Civic Initiatives (CLCI) monitoring report which records 406 decisions on issuing protection orders by the Tirana Judicial District Court for the period July 2009 to June 2010.

Referred to the data of the Interior Ministry, it results that the number of the requests for issuing urgent protection orders/ protection orders prepared by the police structures and referring to the respective courts during the years 2008-2010 are as follows:

---

2 The Economic Costs of Violence Against Women: An Evaluation of the Literature, 2005

3 A survey conducted by INSTAT in collaboration with UNDP and UNICEF in Albania, 2009

|               |               |
|---------------|---------------|
| The year 2008 | 377 requests  |
| The year 2009 | 841 requests  |
| The year 2010 | 1234 requests |

This shocking increase in the number of DV protection orders compared to 20 orders in the period June 2007 – April 2008, shows a trend that needs not only to be closely considered by state authorities and the public, but also to be addressed through ample human and financial resources.

Knowing the costs of violence allows policy and decision-makers to measure the effectiveness of national programs, strategies and actions aimed at reducing violence and its devastating consequence. Costing domestic violence study can in itself have positive benefits. A great deal of data must be collected for such studies. For example, information and data on how many victims/survivors of DV might use a specific service of a social service center may work to raise awareness in that center of the extent of DV. Awareness of the costs of violence also strengthens arguments for the intervention of government, social service institutions, businesses and community. It can also provide responsible bodies with information that will assist them in their own budget allocation in response to DV.

What is the cost of implementing the Law on Measures against Violence in Family Relations? What costs occur for a domestic violence survivor who claims for a protection order? These are questions that are floating unanswered between State Police, District Prosecution, Judicial District Courts and Social Service institutions since 2006. Lack of costs and figures and pertinent studies cannot enable an adequate and efficient state budget in addressing the DV phenomenon. Lack of adequate and sufficient budget affects the response and responsibility of State Police, District Prosecution and Judicial District Courts to the DV

phenomenon. On the other hand, lack of related studies results in lack of proper public awareness and functioning of community coordinated response (CCR) to DV phenomenon. Knowing the costs of domestic violence allows policy makers to measure the effectiveness of programs aimed at reducing violence and its devastating consequences. Nowadays the policy making is evidence-based, and studies on the costs of violence provide such evidence. Since the National Strategy on Gender Equality and Eradication of Domestic Violence (NSGE-DV) as a cross-sector strategy has no financial mechanisms of its own, but depends on the availability of funds from the budget allocation of each ministry, it was necessary to coordinate the contributions of each institution.

### 3. What was the objective of the project?

The foremost purpose of the project is to assess the cost related to domestic violence in Albania, i.e. the cost accrued for all actors like: State Police, District Prosecution, Judicial District Courts and victims/survivors involved in addressing a DV case. Furthermore, the project will help to increase the awareness of all actors on the costs of DV and to further promote their respective prevention and protection actions.

The national survey on “Domestic Violence in Albania” reveals significant information on how survivors and/or survivors of domestic violence utilize the services of State Police and Judicial District Courts, but doesn’t provide information on costs related to DV cases. This project and survey it proposes, for the first time



in Albania, holds the possibility to reveal important data on the costs of DV.

The findings of this study will enhance actions of responsible authorities and increase effectiveness of the state structures and services for the victims/survivors. It will hopefully lead to allocation of adequate financial resources to the responsible state structures and to effective intervention of non-for-profit organizations (NPOs) at national level. In the long run, NPOs may benefit by using findings of the study as a tool for advocacy, lobbying, networking and other strategies used by them in addressing DV in Albania. We believe that this exercise in methodology and findings will serve other NPOs, to conduct the costing exercise in the areas in which they work.

## 4. Policy and legal framework

The Albanian Government adopted the National Strategy for Gender Equality and Eradication of Domestic Violence 2007-2010 (NSGE-DV), including an Action Plan with specified interventions, by Council of Ministers' Decree in December 2007. Improving the protection and response of the judiciary for the victims/survivors of domestic violence was one of the aims of the strategy.

The evaluation of the NSGE-DV in 2010 pointed out that this strategy has marked achievements in raising the awareness and responsibility of the state institutions regarding violence in family relations; nevertheless, the evaluation also pointed out that there is still a long way to go.

With the initiative of the Ministry of Labor, Social Affairs and Equal Opportunities (MoLSAEO) the strategy was open for revision in

2010. The revision of the strategy aimed to respond to current developments and requirements in order to strengthen those actions which aim at the establishment of an equal society. The revised Strategy was built on the analysis and treatment of two major issues: Gender equality and reduction of gender based violence. Improving the protection of survivors of domestic violence, the response of the public authorities with focus on prevention work, by addressing the causes of domestic violence and abuse in the family and in society remains one of the main goals of the revised NSGE-DV.

The observations<sup>4</sup> of the CEDAW Committee regarding Albania's third Periodic Report in July 2010 have laid down new tasks regarding the direct application of CEDAW in the legislation of the country and further harmonization of current legislation with CEDAW, in particular with respect to the way laws address various forms of discrimination that affect women from ethnic minorities, women with disabilities, women in rural areas, or women from other disadvantaged groups, and also toughening the sanctions for acts of discrimination. Furthermore, it is necessary to enhance efforts to raise women's awareness about the legal framework and about application of legislation to cases of gender discrimination and to monitor such efforts.

The Committee remains concerned, however, about the continued high prevalence of violence against women in Albania. It is particularly concerned that domestic violence is not appropriately sanctioned and criminalized, and that marital rape is not defined as a specific offence under the Criminal Code. The Committee further recommends that the State party strengthen its efforts to ensure that female survivors of violence have immediate protection, including the possibility of expelling

---

4 Concluding observations of the Committee on the Elimination of Discrimination against Women, September 2010

the perpetrator from the home, effective recourse to a shelter and access to free legal aid and psychosocial counseling. The Constitution of the Republic of Albania does not provide a specific norm for domestic violence, but assures marriage and family a special protection<sup>5</sup>.

The Law No. 9669 on Measures against Violence in Family Relations (LMVFR) of 18 January 2006 constitutes the legal basis to address domestic violence. The purpose of LMVFR is to guarantee protection through legal measures to members of the family who are subject to domestic violence, paying particular attention to the needs of children, the elderly and the disabled. The law and its amendments respectively in 2007 and 2010 is a major step towards the completion of the legal framework in line with the Constitution of Albania and the Convention on Elimination of all forms of Discrimination against Women (CEDAW). This law provides two important directions for work: Firstly, it defines the state bodies that have the obligations and competencies to respond to domestic violence. Secondly, the law provides for the courts to grant a protection order (PO) or immediate protection order (IPO), a supplementary legal instrument in defense of the victims/survivors of domestic violence. The LMVFR authorizes the State Police and District Prosecution to claim and follow for a protection order with or without victims/survivor's will. The implementation of the LMVFR within 3 years brought the need to amend it<sup>6</sup>. Such amendments and changes included the setting up of: responsible structures, and the national service and social care center for survivors of domestic violence. Also, the Council of Ministers has set up the coordination and referring mechanism between responsible authorities for

5 The Constitution of the Republic of Albania, Article 53/2: "Marriage and family enjoy special protection of the state".

6 Law No. 10329 "For some amendments and changes in the Law No. 9669" on 30 September 2010.

survivors of domestic violence, including ways to proceed for the support and rehabilitation of survivors of domestic violence. The establishment of a national shelter for the victims/survivors of domestic violence, through 2010 amendments and the legal regulation of the system of coordinated community response and the referral of cases of domestic violence is another milestone in the country effort to fight DV phenomenon.

Other important legal milestones that ensure Albania to progress with the implementation of non-discriminatory policies and actions are:

- The Convention on the Elimination of all forms of Violence Against Women (CEDAW)
- The Beijing Platform for Action 1995 and the ensuing documents;
- The Committee on the Elimination of all forms of Discrimination Against Women (CEDAW);
- The Concluding Observations submitted by the CEDAW Committee at the 46 Session held in New York on 12-30 July 2010;
- The Security Council Resolution 1325 on Women, Peace and Security;
- The Stabilization and Association Agreement (SAA)<sup>7</sup>;
- The EU Strategy for Equality between Women and Men 2010-2015;
- The local strategy for the implementation of the EU Guidelines on violence against women and young women and on combating all forms of discrimination against them, adopted by the EU heads of missions in Albania.

---

7 The SAA between European Community and its member States and the Republic of Albania aims to support the Republic of Albania efforts to consolidate democracy and rule of law. The respect for principles of democracy and human rights constitutes a key element of this agreement.

## 4.1 Sub-legal acts

The Ministry of Interior (Mol) is a key authority for the implementation of the LMVFR. There is a Decision of the Minister of Interior No. 379, on 3 March 2008 “For measures to be taken by State Police for prevention and eradication of domestic violence” and in addition, a Decision of the General Director of State Police No. 981, on 31 October 2008 “For measures to be taken by State Police for prevention and eradication of domestic violence, and treatment of survivors of violence in family relations”. Also, the General Directorate of State Police has issued a manual on “Standard operation procedures for police officers for measures to prevent DV”, a manual that includes tasks, duties and procedures a police officer must follow to ensure public order, prevent crime, investigate and interview, protect and care for survivors of violence in family relations and implement protection orders.

The Ministry of Health has issued: Order No.13, on 23 January 2008 “For provision of medical report for persons abused in family relations”; Order No.14, on 23 January 2008 “For evidencing cases of violence in family relations in the personal patient register”; and Order No.15, on 24 January 2008 “For the medical treatment in public health institutions of persons who experienced violence in family relations”.

The Ministry of Labor, Social Affairs and Equal Opportunities is the main actor noted in the LMVFR to facilitate the cooperation of state institutions to prevent domestic violence. Nevertheless, MoLSAEO has approved only few sub-legal acts such as: The cooperation agreement between Ministry of Labour, Social Affairs and Equal Opportunities, Ministry of Interior, Ministry of Justice, Ministry of Health and Ministry of Education and Science on 14 November 2008. Such an agreement clearly defines tasks

and duties of all ministries in compliance with the LMVFR, including the development of a joint annual working plan with concrete budget lines for the implementation of activities related to domestic violence. This agreement has a special value, as it pushes line ministries to create clear budget lines to implement activities that address the DV phenomenon.

Two other laws that make up the basis for interventions against domestic violence in Albania are: Law No. 9970, dated 24.07.2008 on Gender Equality in Society (LGES) and Law No. 10221, dated 04.02.2010 on Protection against Discrimination (LPD).

## 4.2 Government mechanism addressing domestic violence

The LMVFR provides for two types of responsible authorities, administrative and judiciary. Also, the mechanism was set up to implement the CEDAW recommendation and the Beijing Platform for Action (BPA). The MoLSAEO is the main responsible authority with a coordinating, supportive and supervisory role. The Directorate of Equal Opportunities and Family Policies (DEOFP) at MoLSAEO is composed of two sectors: the Sector for Gender Equality and Measures against Violence and the Sector for the Rights and Protection of the Children.

Other responsible authorities like the Ministry of Interior, Ministry of Health, Ministry of Justice and, after the amendments of 2007, also Ministry of Education and Science address cases of domestic violence through the structures under their jurisdiction and in compliance with the competences foreseen in this law. In addition to these central bodies, the law provides for a number of duties also for the local authorities.

# REPORT 1.

A Protection Order is a decision issued by Judicial District Court which provides protection measures for victims/survivors of domestic violence. The Judicial District Court decides on issuing a Protection Order within 15 days following the request to the court.

An Immediate Protection Order is a temporary decision issued by Judicial District Court until a Protection Order is issued. The Judicial District Court decides on issuing an Immediate Protection Order within 48 hours following the request to the court

**District Courts.** The responsibilities of the District Courts are closely linked with the issue of the Protection Order and the Immediate Protection Order, the enforcement of the LMVFR and other non-discriminatory laws. The LMVFR regulates the procedures for issuing Protection Orders and Immediate Protection Orders. The dynamics of the implementation of Article No. 10 of the LMVFR during 2008-2010 clearly indicate the improved agility of judges in providing protection measures, aiming at reinforcing the efficiency of Protection Orders.

**State Police.** The Sector for “Protection of minors and domestic violence” is established and operational within the Department of Crime Investigation. At the local level there are similar sections within the structure of some municipalities. Sectors for “Protection of minors and domestic violence” exist within the structure of Regional (Qark) Directorate of State Police.

## 5. Methodology

Nowadays it is obvious that domestic violence touches all aspects of society and because the consequences are multi-sectoral, the costs are spread throughout the entire economy. Therefore, data must be gathered from many different sources. The focus of this study is to examine data and costs related to domestic violence cases, i.e. the cost accrued for all state

actors like: State Police, District Prosecution, Judicial District Courts and victims/survivors involved in dealing with a DV case. However, this study has not covered and analyzed the costs incurred by the court administration, the secretaries, the officials that present the subpoena to the plaintiff, etc., neither due to lack of specific and recorded data by the target institutions, nor because such costs were considered not significant by the interviewees.

In examining the costs of domestic violence it is crucial to remember that the numbers indicate only what can be measured. The estimates discussed in this report are not comprehensive estimates of the actual costs of DV case, but very conservative estimates of those direct costs, for those front line actors in dealing with DV cases until a decision by the Judicial District Court has been taken.

Also, this study does not include DV costs incurred in the framework of the Criminal, Civil or Family Code. Even, under the LMVFR, the study does not consider the costs of NGOs, education and health sectors, costs of social services or economic aid or the working hours of the appointed DV coordinator at the municipal level.

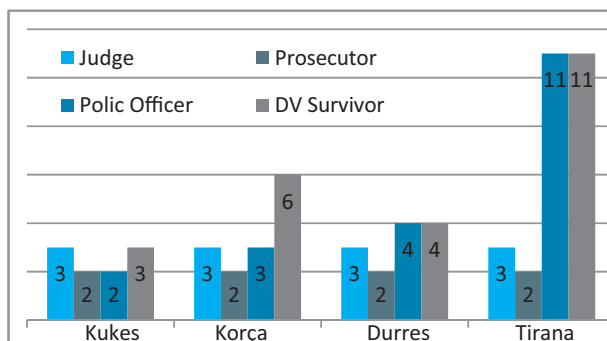
Even though the estimates are conservative, similar studies in various countries indicate that the costs of domestic violence are in the millions of dollars annually. As an example, consider the case of women who access the police or emergency rooms following an act of violence. Calling the police translates into officer hours and administrative overhead, while visiting the emergency ward translates into staff time, technical services such as x-rays and medication, and possibly admission to the hospital, etc.



# REPORT 1.

This study covered four districts of Albania: Tirana, Durres, Korca and Kukes. In all four districts interviews were conducted with prosecutors, judges, police officers and victims/survivors of DV, as shown in graph 1.

**Graph 1:** Interviews conducted in four districts



The selection of the target interviewees was based on the number of personnel dealing with DV cases in the abovementioned institutions.

The assessment methodology and process involved the design of four tailor-made questionnaires (Annexes II), the fieldwork in distributing, filling and collecting, data entry and data analysis. All questionnaires included structured and semi-structured questions. Variables used for all questionnaires and all target groups are time and money. Defining time spent by key direct actors in addressing and responding to DV is a step forward to defining non-financial resources needed to cope with DV phenomenon and enforce the LMVFR. Costs provide a clear picture of financial resources and budgets needed to reinforce the organizational and institutional capacity of key actors. Also, the findings provide data for combined variables (time, cost) for instance, “the total cost of all POs in 3 month period”, thus

indicating costs accrued for a given institution on quarterly basis.

The design of the questionnaire for judges, prosecutors and police officers was based on their functions and duties as required by the LMVFR, its sublegal acts, court procedures, as well as defined by the Code of Civic Procedures. The questionnaires were designed to identify work-time spent by all involved actors while managing a DV case, being it a typical, simple or a complicated case.

The LMVFR anticipates that in drafting the claim the victims/survivors may be assisted by free-of-charge lawyer. In drafting the questionnaire for the survivor of DV factors such as time and money to access free legal aid, police stations, district courts and other social service providers have been considered in the form of open-ended questions.

Questionnaires were prepared carefully by a team of national experts with expertise in legal issues, domestic violence, gender equality and finance. The team of experts worked closely with an international expert with extended expertise in addressing DV.

The collection of data through the questionnaire from all regional informants groups was carried out during March – May 2011.

## Limitations:

All four types of questionnaire were well detailed to draw maximum information during the interviews. However in some cases the interviewees did not have detailed information to fill in, and in some cases skipped some questions.

In total there were 64 questionnaires. Data are clustered by target group and by district. Average time spent for a DV case is calculated per district and per target group. Average time spent is calculated per a single DV case, including time spent by a

prosecutor, police officer, judge and the time of survivor of DV. The cost for a single DV case is estimated based on time spent and the average pay of all actors involved in dealing with DV cases. Where a particular situation did not occur in all cases, the related time estimates were adjusted to reflect the proportion of cases in which the situation occurred.

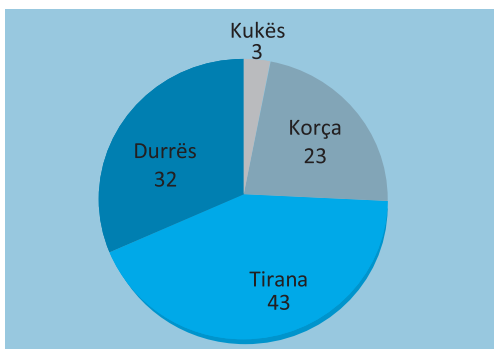
As noted, the survey was conducted only in four districts and findings very much differ from district to district. For a better picture of the costs occurred in dealing with DV cases a better coverage of Albanian districts is needed, especially by including in the study those districts with different culture, customs, socio-economic development and geographic position traits.

## 6. Project findings

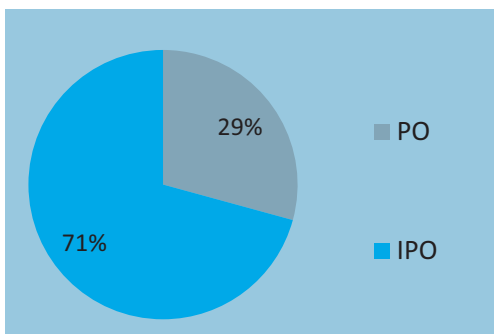
During a three month survey period there are 101 DV cases in total that judges, police officers and prosecutors deal with. As the graph 2 shows the occurrence of DV varies very much from district to district.

Victims/survivors of DV have the right to seek legal protection, access justice and request protection order or immediate protection order in judicial district courts. Findings show that in 71 percent of cases the victims/survivors of DV requested IPO and in 29 percent requested PO. **Only 20 percent of IPO cases continued the trial for a PO.**

**Graph 2:** No of POs during 3 month's survey



**Graph 3:** Requests between POs and IPOs



## Judicial District Courts

The interviews with judges<sup>8</sup> presented interesting information and data. The analysis of the questionnaires led us to important findings related to the time a judge spends for each of the procedure steps in trial (Annex I), how different factors prolong or shorten the trial time, as well as judge's open opinions in relation to the implementation of the LMVFR.

<sup>8</sup> Judges interviewed are appointed by the Judicial District Court from the "Family Section", the ones dealing with DV cases.

# REPORT 1.

First, DV cases that have as an object the issue of a PO are adjudicated by the judges of “Family Section”, who also adjudicate other family related concerns. On average a judge deal with 8 to 9 DV cases in a three month period.

Second, a judge spends more time to hear both parties (the perpetrator and the survivor) during the trial compared to other steps of the trial process. The average time a judge spends to hear both parties is 1 hour and 24 minutes.

The point in a DV case is to prove the facts of alleged survivor, whether or not he/she was violated by a member of the family, and this is surely one of the most important steps during a hearing. The presence of written evidence such as doctor’s note, medical report, witness testimony, etc., isn’t obligatory by law, but it is an opportunity to help the court reach a verdict.

When evidence is missing, if convinced after hearing both parties, the court issues a PO based only on the description of circumstances and facts on what violence has taken place.

During interviews some judges explained that there are cases when survivors aren’t able to explain the facts, situation and circumstances in which the violence took place, therefore judges have to spend more time to guide both parties explain clearly and with details the incident, aiming to have a clear picture of the event before the verdict. In this case, the role of the lawyer is helpful to help both parties give their testimony based on the legal requirements; and efficient to surely shorten the hearing time.

Third, analysis of data shows that an important step which takes much of time during trial is the time to prepare the court decision and to reason it, an important moment of the trial process. A

rationale about whether and how the event happened, how the court reached the verdict, whether or not the survivor is provided with a PO, the need for protection measures for the survivor, addressing the court order according to the LMVFR, etc., are important aspects to be explained in the court decision (Annex III). Therefore a judge engages for longer time during this step compared to other steps of the trial process. It is estimated that a judge spends about 1 hour and 15 minutes to prepare the court decision.

Fourth, the time period and deadlines are of much importance and crucial in a hearing for protection order. Disregarding them may lead to the loss of authority of the LMVFR. In addition, judges identified few factors that prolong or shorten the trial process. For example, the fact that the perpetrator denies violence, although it is present in 64 percent of DV cases, doesn't impact the time needed in the trial. In the case the perpetrator has not received the court notification due to incorrect mail address, it is considered a factor that delays the trial and it occurs in 34 percent of cases.

The attempt to prove specific forms of violence like economic, psychological, sexual, etc., is considered by judges as a factor that takes time in a trial. The correct mail address of both parties, the presence of both parties in the trial and attached evidence to the claim are factors that accelerate the trial.

Fifth, on average, the time a judge uses to issue an immediate protection order is 1 hour and 10 minutes. On average the total time a judge spends on a DV case is 7 hours and 18 minutes. During the three month survey on average a judge spent 182 hours and 30 minutes for 25 DV cases. The table no. 1 below shows all cost accrued to judges in dealing with DV cases based on a three month survey.

**Table 1:** Costs accrued for a judge for DV cases

| Costs accrued for a Judge for DV cases   | Amount         | Unit                  |
|--|----------------|-----------------------|
| Judge's monthly salary   | 117,000        | lek                   |
| Judge's salary in 3 months   | 351,000        | lek/3 months          |
| PO awarded in 3 months   | 25             | cases                 |
| Time used for a PO   | 7.3            | hour                  |
| Time used for 25 POs   | 182.5          | hour                  |
| Judge's working hours per day  | 8              | hour                  |
| Average judge's working days per month   | 26             | days                  |
| Judge's working hours per month  | 208            | ore                   |
| Judge's pay rate per hour  | 563            | lek                   |
| <b>The cost of a Protection Order</b>  | <b>4,106</b>   | <b>lek</b>            |
| Judge's working days in 3 months   | 78             | days/3 months         |
| Judge's working hours in 3 months  | 624            | hours/3 months        |
| <b>Financial implications for a judge / working hour (182,5 hours in 3 months)</b> | <b>102,656</b> | <b>lek / 3 months</b> |
| <b>PO, IPO and IPO-PO cases</b>  |                |                       |
| Percentage of POs awarded by the Court   | 29 %           |                       |
| Percentage per IPOs awarded by the Court   | 71 %           |                       |
| out of 25 cases, PO are  | 7.3            | cases/3 months        |
| out of 25 cases, IPO are   | 17.8           | cases/3 months        |
| Number of IPO turned to PO during trial  | 3.6            | cases/3 months        |
| Time to issue an PO  | 52.9           | hours/3 months        |
| Time to issue an IPO   | 129.6          | hours/3 months        |
| Costs of PO in 3 months  | 29,770         | lek/3 months          |
| Costs of IPO in 3 months   | 72,886         | lek/3 months          |

## State Police

There are three types of DV cases that State Police deals with: typical, simple and complicated DV cases.

Data analysis shows that victims/survivors of DV first report violence to State Police because they consider it an important body that can protect their and their family members' life. Victims/survivors of DV think that only state police can protect them from violence aggravation, can prevent it, and hold the perpetrator responsible as defined by the LMVFR. Furthermore, by reporting the violence to State Police, victims/survivors of DV have a better proof with regards to their request for a protection order to the Judicial District Court.

The interviews with police officers revealed interesting information and data.

- First,** Police Stations do not have officers appointed to work with DV issues in their areas of responsibility. They work on crime prevention; however police officers tasks in addressing the DV are well defined by the LMVFR (Annex IV).
- Second,** based on interviews with officers domestic violence takes place often between spouses, on the verge of divorce, as well as between ex-spouses. Physical violence is the most routine form of DV, but also psychological and social-economic.
- Third,** one of the steps a police officer execute for a complicated DV case is accompanying DV survivor to shelters, which takes up to 1 hour and 50 minutes. In the case when the survivor reports to the police accompanied by minor children, time spent on



average is 3 hours and 20 minutes. In order to prepare the request to the court a police officer spends on average 41 minutes for a simple DV case, 58 minutes for a typical DV case and 1 hour and 22 minutes for a complicated DV case. A police officer needs about 2 hours and 52 minutes to complete all documentation for the court as required by the LMVFR.

**Fourth,** in defining the time a police officer needs to deal with a DV case one must consider that they deal with typical, simple and complicated DV cases (Annex I). Complicated DV cases make up 50 percent of all cases. For a complicated DV case a police officer spends on average 9 hours and 30 minutes. On average a police officer spends 9 hours and 12 minutes for a DV case (based on 19 cases in a three month period).

The table No. 2 below shows all costs accrued to police officers in following the steps to address a DV case based on a three month survey.

**Table 2:** Costs accrued for police officers responding to DV

| Costs accrued for police officers responding to DV | Amount  | Unit         |
|--|---------|--------------|
| Police officer's monthly salary                    | 51,380  | lek/month    |
| Police officer's salary in 3 months                | 154,140 | lek/3 month  |
| Average DV cases in 3 months, four districts       | 5       | case/3 month |
| Time a DV case takes for police officers           | 9.2     | hour         |
| Police Officer working hours / day                 | 8       | hour         |
| Police Officer working hours / month               | 208     | ore          |
| Police officer average salary / hour               | 247     | lek/hour     |

|  |               |                    |
|--|---------------|--------------------|
| <b>Police officer cost for a single DV case (average)</b>                                    | <b>2,273</b>  | <b>lek</b>         |
| Time a Police Officer commits / 3 months   | 624           | hour/3 month       |
| Time used in average 5 DV cases per 3 months   | 46            | hour/3 month       |
| <b>Average financial implications of Police Officer in DV cases in 3 months</b>              | <b>11,363</b> | <b>lek/3 month</b> |
| <b>Total cost of all cases of DV (19) for police officers (in 3 months, four districts).</b> | <b>43,179</b> | <b>lek</b>         |
| <b>Steps followed by police officers for DV cases</b>  |               |                    |
| Typical DV case ( 28% of 5 average cases)  | 1.4           | typical case       |
| Time a Police Officer commits for a typical DV case  | 4.3           | hour               |
| <b>The average cost for a typical DV case</b>  | <b>1,070</b>  | <b>lek</b>         |
| Time a Police Officer commits per 1,4 case   | 6.1           | hour/3 month       |
| Average cost of typical cases in 3months   | 1,499         | lek/3 month        |
|  |               |                    |
| Complicated DV case (50% of 5 average cases)   | 2.5           | complicated case   |
| Time a Police Officer commits for a complicated DV case                                      | 9.5           | hour               |
| <b>The average cost for a complicated DV case</b>  | <b>2,347</b>  | <b>lek</b>         |
| Time a Police Officer commits per 2,5 case   | 23.8          | hour               |
| Average cost of the complicated cases in 3months   | 5,867         | lek/3 month        |
|  |               |                    |
| Simple DV case (22% of 5 average cases)  | 1.1           | simple case        |
| Time a Police Officer commits for a simple DV case   | 2.5           | hour               |
| <b>The average cost for a simple DV case</b>   | <b>618</b>    | <b>lek</b>         |
| Time a Police Officer commits per 1,1 case   | 2.8           | hour               |
| Average cost of the simple cases in 3months  | 679           | lek/3 month        |

## District Prosecution

The LMVFR grants to the District Prosecution the right to request a PO. During the three month survey no request for a PO was submitted to the court by the district prosecution in the four target districts.

## Survivor of DV

The LMVFR provides victims/survivors of DV with the right and access to justice, in seeking either an IPO or a PO. The LMVFR anticipates that in drafting the request to court the victims/survivors may be assisted by a free-of-charge lawyer. Also the victims/survivors are free of any taxes applied by the court and bailiff office. However, analysis of the questionnaires show that victims/survivors of DV spend considerable time and money from the moment they report violence until the PO is enforced by the state authorities (Annex I).

The survivor of DV spends the most of time, 5 hours and 15 minutes to receive the district court decision. The survivor of DV waits on average 2 hours and 30 minutes for the hearing to begin in the district court. It takes on average 1 hour and 45 minutes the survivor of DV to access a police station to report the violence. However this time is less for those living in districts of Tirana and Durres, compared to those living in Kukes and Korça. The total average time a survivor of DV needs to report and receive a protection order is 10 hours and 21 minutes, however there's a discrepancy between Tirana, Durres and Kukes and Korça districts. While in Tirana and Durres survivor needs less time, in Kukes and Korça districts they need four times as long.

In addition, the survivor of DV has to afford travel, child care and administrative costs while reporting violence. The average travel

cost is 400 lek, child care cost is 100 lek and admin costs are about 200 lek. Also, the survivor of DV loses about 500 lek, their average day income by not being at work.

The strength of this survey is its usefulness and its results. The costs can be used as inputs into studies seeking to understand and prevent domestic violence. This approach and methodology can be applied to any community, in any location, for any form of domestic violence. Policy-makers can examine the cost of different steps and actions to addressing DV and may address those that maximize savings relative to the cost of implementation of the LMVFR.

The major weakness of this approach and methodology is how complicated it is to accurately measure DV related costs. This approach captures costs and time accrued for personnel within three key institutions (State Police, District Prosecution, Judicial District Courts and survivor of DV) addressing DV. However, it does not go in further details to capture complex cost, i.e. it captures time and cost of police officer who escorts a survivor into shelter, but doesn't capture cost of transportation, car depreciation and fuel. The difficulty is in finding accurate and detailed data.

## 7. Recommendations

### 7.1 Comments and suggestions

In reality, the costs of domestic violence are enormous. Socio-economic development in the country is limited as long as domestic violence exists. Similar studies indicate that the

whole of society pays for the costs of not addressing this social phenomenon. The sooner Albanian policy-maker come up with effective policies and programs to bring domestic violence to an end, the sooner Albania will reduce the economic cost of domestic violence, so the society will benefit in the long run.

A technical round table was organized to present the preliminary findings of the study in June 2011. Police officers, judges, prosecutors, experts of DV and representatives of social services attended and contributed in the table. Among other comments participants noted that not all judges are trained on DV issues and requirements of the LMVFR, therefore some courts, especially ones in remote districts need assistance in drafting the decision for protection order, thus delaying the verdict. Lack of sufficient funds in State Police, District Prosecution and Judicial District Courts impact the response of these institutions to DV by delaying it. For instance, lack of fund for personal computer lead to delays in preparing the required documentation and claim by police for the court.

## 7.1 Recommendations

- This study and the findings should be used as advocacy tool, first within institutions like state police, district courts and district prosecution, so to secure sufficient funds, personnel and infrastructure to respond to the DV phenomenon; and second, to lobby with central government i.e. Ministry of Finance, Ministry of Justice and Ministry of Interior, in order to provide additional budget lines for institutions and the referral mechanism of DV;
- In order to use this study as an advocacy tool it is imperative to partner with central and local media. Involving journalists, broadcasting special TV programs and creating special

column in daily national and local newspapers helps to bring DV to the attention of the public at large.

- Increasing the number of judges under “Family section” in the district courts would enable more judges to deal with DV cases, therefore the time to receive a PO for victims/survivor of DV will be shorter;
- Appointing police officer to deal only with DV cases in their respective areas of responsibility, will ensure a better coverage of the DV phenomenon and build better the confidence of at-risk survivors of DV in state authorities;
- Improving the infrastructure (phone, transportation, office space, etc.) of state institution responsible in addressing DV, like state police, district courts and district prosecution, will facilitate the performance and efficiency of personnel;
- Continuous training on the implementation of coordinated response to DV and in line with LMVFR requirements for judges, prosecutors and police officers is needed in order to increase their effectiveness and efficiency;
- Improving free legal aid services will definitely shorten the time needed for judges to issue a PO, thus less financial implications for the district courts;
- Developing a better and more efficient cooperation between district courts, police stations, prosecution, free legal services, social services, shelters, health care clinics and non-for-profit organizations will help to a better management of DV cases as well as shorten the response time by state and non-state services to victims/survivors of DV. Better cooperation is required to improve the effectiveness of the referral mechanism of DV, as a result reduction of the management cost of DV cases;
- Local Government Units should establish a specific local structure to prevent and address DV, provide survivor of DV

# REPORT 1.

all related services, including a toll-free line aiming to ease their access to services, in less time at lower cost;

Local Government Units should establish a structured mail address system for citizens, since incorrect address of parties involved in a DV case delays the trial;

Awareness raising about the DV phenomenon is very important, as it helps people understand better how to prevent and address DV, understand the legal mechanism and requirements and be protected from DV;

Ensuring psycho-social support for abused family members is necessary before they decide to bring the case to court for a PO.

As noted, the survey is conducted in limited (four) districts. In order to provide a comprehensive picture this survey must be conducted in all 12 regions of Albania.

# Bibliography

Tanis Day, PhD, Katherine McKenna, PhD, Audra Bowlus, PhD. *"The Economic Costs of Violence Against Women"*. The University of Western Ontario, Canada. 2005

Centre for Legal Civic Initiatives. *"Monitoring report on implementation of the law "On the Measures against Violence in Family Relations"*. 2010.

INSTAT. *"Survey on domestic violence in Albania"*. 2009

Vetten, L., Budlender, D. & Schneider, V. *"The Price of Protection: Costing the implementation of the Domestic Violence Act (no. 116 of 1998)"*. CSVR Gender Programme, Policy Brief No. 02, October 2005.

Ministry of Labor, Social Affairs, and Equal Opportunities. Directorate of Equal Opportunities and Family Policies. <http://www.mpcs.gov.al/dpshb/en>. Last checked June 2011.



# Annexes

## Annex I:

### 1. Time use for a Judge during a hearing process in the District Court

|   | Time use for a judge                                   | KUKES | KORCA | TIRANA | DURRES | Average (hour) |
|---|--|-------|-------|--------|--------|----------------|
|   | Number of PO during the 3 months survey period         | 3     | 23    | 43     | 32     |                |
|   | Steps followed by a judge for a PO                     |       |       |        |        |                |
| a | Time to read/familiarize with the case documents       | 0.28  | 0.28  | 0.47   | 0.44   | 0.37           |
| b | Time to verify/crosscheck parties in the process       | 0.11  | 0.21  | 0.17   | 0.17   | 0.17           |
| c | Presentation of the judge                              | 0.08  | 0.08  | 0.14   | 0.17   | 0.12           |
| d | Time to hear both parties                              | 1.33  | 0.94  | 1.33   | 2      | 1.40           |
| e | Time to hear witnesses                                 | 0.83  | 0.31  | 0.44   | 0.36   | 0.49           |
| f | Time to administer the evidence                        | 0.25  | 0.25  | 0.17   | 0.2    | 0.22           |
| g | Time to explain any issue related to PO                | 0.17  |       | 0.17   | 0.22   | 0.19           |
| h | Time to issue an IPO                                   | 0.67  | 1.67  | 1.17   | 1.17   | 1.17           |
| l | Time to verify an IPO                                  | 0.25  | 1.17  | 1      | 1.83   | 1.06           |
| j | Time to refer the survivor of DV to available services | 0.25  | 2     |        |        | 1.13           |
| k | Time to prepare court decision and to reason it        | 1     | 0.33  | 1.5    | 2.17   | 1.25           |
| l | Time to hear the psychologist,                         | 0.42  |       | 0.36   | 0.59   | 0.46           |
| m | Time to hear the interpreter                           |       |       |        |        |                |

|   |                                 |       |       |       |       |      |
|---|---------------------------------|-------|-------|-------|-------|------|
| n   | Time to hear prosecutor's claim | 0.08  |       |       |       | 0.08 |
| o   |                                 |       |       |       |       |      |
| p   |                                 |       |       |       |       |      |
| Total of time used for all steps  |                                 | 5.72  | 7.24  | 6.92  | 9.32  | 7.30 |
| Percentage of POs awarded by the Court  |                                 | 65.0% | 7.0%  | 33.0% | 12.0% | 29%  |
| Percentage per IPOs awarded by the Court  |                                 | 35.0% | 93.0% | 67.0% | 88.0% | 71%  |
| Percentage of IPO turned to PO during trial   |                                 | 7.0%  |       | 57.0% | 17.0% | 20%  |
| For all the above mentioned cases the court session will be prolonged by below factors: |                                 |       |       |       |       | 58%  |
| The perpetrator denies the violence used  |                                 | 46.0% | 17.0% | 13.0% |       | 15%  |
| Incorrect address of the perpetrator provided in the court (during the process)         |                                 | 20.0% | 17.0% | 3.0%  | 20.0% | 15%  |
| Presence of specific forms of DV  |                                 | 60.0% | 34.0% | 7.0%  | 13.0% | 29%  |
| For all the abovementioned cases the court session will be shortened by below factors:  |                                 |       |       |       |       | 135% |
| If correct address of both parties is given   |                                 | 30.0% | 8.0%  | 70.0% | 80.0% | 47%  |
| The presence of both parties in the process   |                                 | 50.0% | 8.0%  | 57.0% | 83.0% | 50%  |
| Evidence is enclosed with the request (claim)   |                                 | 40.0% | 8.0%  | 13.0% | 23.0% | 21%  |
| the perpetrator pleas guilty (the use of violence)                                      |                                 | 40.0% | 8.0%  | 23.0% | 0.0%  | 18%  |
| Duration in case of altering a PO   |                                 | 1     |       |       |       | 1.00 |
| Percentage of the requests for altering a PO  |                                 | 23.0% |       | 33.0% | 83.0% | 35%  |

## 2. Time use for a Police Officer in addressing a DV case

| Steps followed by police officers in addressing a DV case            | Average (hour) | Average (minutes) | Average (%) |
|--|----------------|-------------------|-------------|
| Notification of parties and explanation on notification              | 0.37           | 22                |             |
| Ensuring/providing copies of notification                            | 0.24           | 14                |             |
| Informing survivors on shelter's accessibility                       | 0.29           | 17                |             |
| Accompanying DV survivors into shelters                              | 2.19           | 131               |             |
| Informing DV survivors about health care services                    | 0.44           | 26                |             |
| Accompanying DV survivors into health clinics                        | 1.36           | 82                |             |
| Informing DV survivors about counseling services                     | 0.37           | 22                |             |
| Executing a PO (how often it happens in percentage)                  |                |                   | 90.0%       |
| Collect evidence, interrogate any witness                            | 1.25           | 75                |             |
| Investigate the breach (violation) of PO (how often it happens in %) |                |                   | 92.5%       |
| Completing documentation / file                                      | 2.86           | 172               |             |
| <b>Total</b>   | <b>9.22</b>    | <b>553</b>        |             |
| Typical DV Case  |                |                   |             |
| Familiarize with the case / circumstances                            | 1.27           | 76                |             |

|  |      |     |       |
|--|------|-----|-------|
| first contact with the perpetrator           | 1.90 | 114 |       |
| Introducing the rights of DV survivor        | 0.30 | 18  |       |
| Preparing the request to court (claim)       | 0.97 | 58  |       |
| Forwarding the documents to court            | 1.10 | 66  |       |
| Total of a typical DV case                   | 4.33 | 260 |       |
| Percentage of a typical DV case              |      |     | 28.5% |
| Complicated DV case                          |      |     |       |
| the survivor come across along with children | 3.33 | 200 |       |
| Talking to perpetrator                       | 2.18 | 131 |       |
| talking to witness/es                        | 0.82 | 49  |       |
| talking to psychologist                      | 0.60 | 36  |       |
| Accompanying to a shelter                    | 1.88 | 113 |       |
| Preparing a request to court (claim)         | 1.36 | 82  |       |
| Total of a complicated DV case               | 9.50 | 570 |       |
| Percentage of a complicated DV case          |      |     | 50.0% |
| Simple DV case                               |      |     |       |
| Meeting with DV survivor                     | 0.98 | 59  |       |
| meeting with the perpetrator                 | 0.88 | 53  |       |
| Request to the court (claim)                 | 0.68 | 41  |       |
| Total of a simple DV case                    | 2.53 | 152 |       |
| Percentage of a simple DV case               |      |     | 21.5% |

## 3. Time and cost impact on survivors of DV

| Steps taken by a survivor of DV                              | Average | Unit |
|--|---------|------|
| Travel expenses  | 408     | lek  |
| time spent in the Court                                      | 2.47    | Hour |
| Money lost by not being at work                              | 500     | lek  |
| Occurring carrying costs for children, when parents are away | 91      | lek  |
| Photocopy expenses   | 200     | lek  |
| Administrative costs   |         |      |
| time for presenting the request (claim)                      | 1.02    | hour |
| Time to receive a PO   | 5.28    | hour |
| Time to go to police station                                 | 1.68    | hour |
| Preparing the case   | 0.50    | hour |
| Time to clarify the case (if needed)                         | 0.25    | hour |
| Visit to a physician   | 0.43    | hour |
| Executing a court decision                                   |         |      |
| Talking to a lawyer  |         |      |
| Total time   | 10.35   | hour |
| Total lek  | 553     | lek  |

# Annex II:

## Survey questionnaires (judges, prosecutors, police officers and survivors of DV)

### 1. Costing the lmvfr

#### Interview questionnaire for Judges

Thank you for taking the time to talk to me. I am a researcher from CLCI.

We are doing this study to find out what is the cost to implement the LMVFR. We hope this information can be used to estimate the budget that courts, prosecutors and police stations need for this work. Because this study is about the LMVFR, I would like you to focus only on the LMVFR in your answers.

## ANEEX 2.

|  |                               |
|--|-------------------------------|
| Date of interview:   | Time started:                 |
| Court:   | Time ended:                   |
|  | Judge no. (please circle) 1 2 |
| Name: [assure them it will be confidential]  |                               |
| Position:  |                               |
| No of years working for the court:   |                               |
| No of years for which you have been dealing with DV protection orders?   |                               |
| (Approximate) total [so that they know it is not 'per month' that you are asking] no of DV protection orders dealt with in past three months |                               |
| Salary range for this position based in a salary scale [not to be asked]   |                               |

I would now like to ask you some questions about the types of domestic violence cases that you deal with involving the LMVFR.

---



---



---

1. Can you describe a typical case in which a survivor applies for a protection order (ie what kind of abuse is going on and what's the nature of the relief requested)?

---



---



---

- 1.1. Now I would like to ask you some questions specifically about this typical case.

Can we begin with you walking me through all the steps you follow in dealing with a typical application for an urgent protection order/ protection order, the kind of case that you see most often

at the court? As we go through each step, I would also like you to tell me how much time you usually spend on each step.

| Steps mentioned by the Judge | Average time each step takes | The approximate percentage of cases in which this step is involved |
|------------------------------|------------------------------|--|
|                              |                              |  |
|                              |                              |  |
|                              |                              |  |
|                              |                              |  |
|                              |                              |  |

- a. Is there time before the session spent reading/knowning with the documents?
- b. Time to verify parties in the session;
- c. Presentation of the judge and secretary of the session;
- d. Time to hear parties;
- e. Time to hear witnesses if there are witnesses;
- f. Time to administer the evidence;
- g. Writing up the findings or whatever?
- h. Time to issue interim protection order;
- i. Time to verify the interim protection order;
- j. Time to refer the violated woman;
- k. Time to prepare the court decision and to argue it;
- l. Time to hear a psychologist if it is applicable
- m. Time to hear translator if it is applicable;
- n. In what proportion (percentage) of cases are interpreters needed?
- o. which parts of the process are interpreters needed?
- p. Other\_\_\_\_\_Please specify



## ANEEX 2.

2. What percentage of cases include application only for a PO or Immediate PO and what percentage include application for both? PO\_\_\_\_\_ % IPO\_\_\_\_\_ % PO&IPO\_\_\_\_\_ %
3. What (factors/events/things?) can result in an application taking longer to process?

| Factors   | YES or NO | % of cases in which this happens |
|---|-----------|----------------------------------|
| • The perpetrator denies the violence;  |           |                                  |
| • The perpetrator has not received formal notification of the trial because of wrong address;                         |           |                                  |
| • Specific forms of violence such as economic, psychological and sexual violence, assisted violence of children, etc. |           |                                  |
| • Other _____<br>Please specify   |           |                                  |

4. What (factors/events/things?) can help speed up the process of interim application orders?

| Factors                                     | YES or NO | How common are these factors ask this as percentage as for previous question? |
|---|-----------|---|
| -proper address of parties;                 |           |   |
| -presence of parties in the process;        |           |   |
| -attached proves of the request;            |           |   |
| -perpetrator acknowledges/ admits violence; |           |   |
| Other _____<br>Please specify               |           |   |

- 4.1 What proportion of your typical cases come back for the final hearing?
- 4.2 In what proportion of cases do both parties arrive for the final hearing?
  1. For what percentage of issued protection orders is there subsequently an application to vary, set aside or extend the protection order?
- 5.1 [If Yes, can you walk me through all the steps you follow in dealing with the variation/setting aside/extension of the order? How much time do you spend on each step?

Hearing evidence from both parties?

Hearing evidence from other witnesses?

Writing up the findings or whatever?

Time of interpreters? In what proportion of cases are interpreters needed?

6. Are there other things in relation to the LMVFR that you typically do that I haven't asked you about? What are these things? How much time does each one take?

## 2. COSTING THE LMVFR

### Interview Questionnaire for Police Officers

Thank you for taking the time to talk to me. I am a researcher from CLCI.

We are doing this study to find out what is the cost to implement the LMVFR. We hope this information can be used to estimate the budget that courts and police stations need for this work. Because this study is about the LMVFR I would like you to focus only on the LMVFR in your answers.

|   |   |
|---|---|
| Date of interview:  | Time started:                                   |
| Police station:   | Time ended:                                     |
|   | police officer no.<br>(please circle) 1   2   3 |
| Name:   |   |
| Position:<br>Please check if detective or uniform branch      |   |
| No of years working for police station:                       |   |
| Salary range for this position according to the salary scale: |   |
| How many hours do you usually work every day?                 |   |

**1a.** In your work do you deal only with domestic violence?

☐ Y ☐ N

**1b.** If not, what other kinds of matters do you focus on?

---



---



---

1c. Has your station specifically designated you to work on domestic violence? *(ie. Do only selected officers deal with DV or does everybody deal with DV?)*

---

---

I would now like to ask you some questions about the kinds of cases you deal with involving the LMVFR.

2. What is the kind of domestic violence case involving an application for a protection order that you deal with most often? Can you describe this **TYPICAL** case to me *(ie what is happening, what help is being requested from the police? How do the police become involved - are they called out/ complainant comes to station? In what proportion out of 10 cases will the complainant come to the station?)*

---

---

---

2.1. What is a **complicated** case? How often will you see these **complicated** cases (estimate out of 10 if possible)?

---

---

2.2. What is an **easy** case? How often will you see these **easy** cases (estimate out of 10 if possible)?

---

---

## ANEEX 2.

3. Thinking about this typical case, the kind of case that you see most often, please walk me through all the steps that you follow to deal with this case. As we go through each step, I would also like you to tell me how much time you spend on each step.

### TYPICAL CASE

| Step | Time taken |
|------|------------|
|      |            |
|      |            |
|      |            |

### COMPLICATED CASE

| Step | Complicator | Time taken | Out of 10 cases, how often do they do this/does this happen? |
|------|-------------|------------|--|
|      |             |            |  |
|      |             |            |  |
|      |             |            |  |

### EASY CASE

| Step | Expediting factor | Time taken | Out of 10 cases, how often do they do this/does this happen? |
|------|-------------------|------------|--|
|      |                   |            |  |
|      |                   |            |  |
|      |                   |            |  |

Prompts for police officers:

- Giving notice and explaining notice
  - Providing copies of the notices?
  - Informing women of shelters
  - Taking women to shelters? *[If they do take women to shelters in what proportion of cases do they do so?]*
  - Informing women of health care and services?
  - Taking women to health facilities? *[If they do take women to such facilities in what proportion of cases do they do so?]*
  - Informing women of counselling services?
  - Serving the protection order? *[If they ever serve orders in what proportion of cases do they do so?]*  
seize, hold the abuser? *[in what proportion of cases do they do so?]*
  - taking witness statements
  - investigating a breach of the protection order
  - Completing the paperwork
4. Are there other things to do with the LMVFR that you typically do that I haven't asked you about?
- 4.1. *[If yes]* What are these things? And how much time does each one take?

| Other activities/ things | Time taken | Out of 10 cases, how often do they do this? [I am not sure about this question, as these other things might not relate to individual cases e.g. it could be attending meetings. Instead ask how often per month they do these other things.] |
|--------------------------|------------|--|
|                          |            |  |
|                          |            |  |
|                          |            |  |

5. What resources do you need to help you in your work with the LMVFR/What would help you do your work more effectively?

---



---



---

Thank you for your time. May I contact you again if I have any questions?

Interviewee's own observations, including any additional information emerging from the interviews:

## 3. COSTING THE LMVFR

### Interview questionnaire for Prosecutors

#### Introduction

Thank you for taking the time to talk to me. I am a researcher from CSV.

We are doing this study to find out what it costs the criminal justice system to implement the LMVFR. We hope this information can be used to estimate the budget that courts and police stations need for this work. Because this study is about the LMVFR I would like you to focus only on the LMVFR in your answers.

|                     |   |
|---------------------|---|
| Date of interview:  | Time started:                           |
| Prosecution Office: | Time ended:                             |
|                     | Prosecutor no.<br>(please circle) 1 2 3 |
| Name:               |   |
| Position:           |   |

|   |  |
|---|--|
| No of years working for prosecutor's office:                  |  |
| Salary range for this position according to the salary scale; |  |
| How many hours do you usually work every day?                 |  |

I would now like to ask you some questions about the kinds of cases you deal with involving the LMVFR.

- 
- 
1. What is the kind of domestic violence case (focused on the right of prosecutor as a subject legitimated to submit a request for protection order in the court.) that you deal with most often,? Can you describe this **TYPICAL** case to me (ie what happened?

- 
- 
2. Now I would like to ask you to walk me through all the steps you follow in submitting a request for protection order in the court?

As we go through each step, I would also like you to tell me how much time you spend on each step.

### TYPICAL CASE

| Step | Time taken |
|------|------------|
|      |            |
|      |            |
|      |            |



## ANEEX 2.

### COMPLICATED CASE

| Step | Complicator | Time taken | Out of 10 cases, how often do they do this/does this happen? |
|------|-------------|------------|--|
|      |             |            |  |
|      |             |            |  |
|      |             |            |  |

### EASY CASE

| Step | Expediting factor | Time taken | Out of 10 cases, how often do they do this/does this happen? |
|------|-------------------|------------|--|
|      |                   |            |  |
|      |                   |            |  |
|      |                   |            |  |

Possible prompts

- reading of notes and documents
- meetings with the complainant and other witnesses prior to the trial “Representing the Request to Court”
- anything they have to document afterwards

**3** Are there other things that have to do with the LMVFR that you typically do that I haven’t asked you about?

4.1. [If yes] What are these things? And how much time does each one take?

| Other activities/<br>things | Time taken | Out of 10 cases, how often<br>do they do this? |
|-----------------------------|------------|--|
|-----------------------------|------------|--|

---



---



---

5. What resources do you need to help you in your work with the LMVFR/What would help you do your work more effectively?

---



---



---

Thank you for your time. May I contact you again if I have any questions?

Interviewee's own observations, including any additional information emerging from the interviews:

# Annex III:

## Competent authority to issue protection orders for domestic violence cases<sup>9</sup>

1. The competent authority to issue protection orders in domestic violence cases is the district court, family section

The court issues protection orders or emergency protection orders to establish the security measures mentioned under article 10 of this law

2. The interested party may, depending on the case, request the court, in conformity with this law, the issuance of a protection order without prior request for an emergency protection order.
3. After the court has issued an emergency protection order, the interested party may request issuance of a protection order as provided by this act. The subsequent protection order serves to reconfirm the continuance of the emergency protection order and provides for protection measures indicated in article 10 of this law

---

<sup>9</sup> For detailed information please check sub-legal acts of Law Nr.9669, dated 18.12.2006 "On measures against violence in family relations" as amended, between MoLSAEO, MoIA, MoH, MoES.

## Court decision for protection orders

1. The court shall issue a protection order only against the defendant mentioned in the petition. This order may only include measures described in article 10 of this law. The court shall issue a protection order containing one or more of the measures provided in article 10, if it finds that:
  - a. There is sufficient basis to believe that the respondent may commit an act of family violence
  - b. Issuance of the protection order is necessary to protect the security, health and well-being of the survivor/s. Based on the court conviction, the protection order may include other persons, family or intimately connected to the survivor that may become subjects to domestic violence.
2. A court shall not deny a protection order because of the existence of any other pending action involving any party.
3. The final decision to issue the protection order, which should meet the requirements of article 310 of the Civil Procedure Code, shall also contain:
  - a. The measure determined by the court
  - b. Time limits for this protection order which should not exceed 12 months, but with a possibility of extension
  - c. A remark that violation of a protection order shall be considered a criminal offence under article 320 of the Criminal Code
  - d. (ç)A note on the right to appeal the protection order within 15 days from its approval or notification to the parties
4. Issuance of protection order shall be notified immediately to the perpetrator who was not present at the hearing, according to article 316 of the Civil Procedure Code. The survivor shall

be provided with two copies of the original decision, one for own record and the other to present to the police if and when necessary

5. The court shall send within 24 hours a copy of the protection order to the following persons:
  - a. The survivor and other persons mentioned in the protection order
  - b. The prosecutor, when they present the request
  - c. Social services department of the municipality or commune of the location where the survivor or other persons mentioned in the protection order reside temporarily or permanently
  - d. (ç)The police department of the location where the survivor or other persons mentioned in the protection order reside temporarily or permanently

# Annex IV:

## Responsible Authorities in addressing the DV<sup>10</sup>

### Responsible Authorities

1. The lead responsible authority under this law is “the Ministry of Labour, Social Affairs and Equal Opportunities.
2. Other responsible line authorities are:
  - a. Local government units;
  - b. Ministry of the Interior;
  - c. Ministry of Health;
  - d. (ç)Ministry of Justice

### Duties of all responsible authorities

1. Each of responsible authorities has the duty to set up the necessary structures and to nominate those individuals responsible for the implementation of this law. The Ministry of LSAEO shall supervise fulfillment of this obligation.
2. Responsible authorities shall respond to any report filed by the survivor or other persons indicated by this law, for cases of violence or threat to use violence, including cases

---

<sup>10</sup> For detailed information please check sub-legal acts of Law Nr.9669, dated 18.12.2006 “On measures against violence in family relations” as amended, between MoLSAEO, MoIA, MoH, MoES.

of violation of protection orders and emergency protection orders. These authorities keep due records and issue a copy to the survivor or to the person accompanying them

3. Line government authorities utilize reasonable means to protect the survivor and prevent ongoing violence through:
  - a) Informing the survivor or the person accompanying them on the measures to be taken according to the law and authorities they should refer to
  - b) Informing the survivor or the person accompanying them on existing social services and accompanying them to appropriate centres and institutions
  - c) Providing for transportation of the survivor and the person accompanying them to medical or social services centres
  - d) Providing them with the protection of a policeman in life endangering cases
4. When there is reasonable doubt that the perpetrator has threatened to or has committed domestic violence or has violated a protection order, police authorities shall immediately verify and take note of this fact
5. Persons who receive reporting because of their function or authority to implement this law and fail to act in its implementation shall be held administratively and/or criminally responsible, applying sanctions of article 248 and 251 of the Criminal Code
6. Police authorities shall record their findings in a written report and start investigations upon their own initiative (*sua sponte*). The incident number for the report should be given to the survivor. The police officer gives the incident number to the survivor.

# REPORT 2.

On the cost of the implementation of the Decision of the Council of Ministers no. 334, dated 17.2.2011, “On the mechanism of the coordination of work for the referral of cases of violence in family relations and its way of procedure”, in the districts of Vlora and Korça.

## CONTENTS

|   |     |
|---|-----|
| 1. Scope and methodology of the study .....   | 64  |
| 2. The legal framework for the study.....   | 71  |
| 3. Findings of the study.....   | 75  |
| 1. The cost of the work of the local coordinator .....  | 75  |
| 2. The cost of the work of the judicial district court.....                                   | 76  |
| 3. The cost of the work of the police .....   | 76  |
| 4. The cost of the work of the education directorate<br>representative .....                  | 85  |
| 5. The cost of the work of the Public Health Directorate<br>representative .....              | 85  |
| 6. The cost of the work of the representative of social<br>services in the municipality ..... | 91  |
| 7. The cost of the work of the bailiff's office's employee.....                               | 94  |
| 8. The cost of the work of the prefecture employee .....                                      | 98  |
| 9. The cost of the work of the employment office employees ...                                | 99  |
| 10. The cost of the work of the employees of shelters<br>for victims of violence .....        | 101 |
| 11. Direct and indirect costs for the expenses<br>of the victim of violence .....             | 106 |
| 4. Summary of the conclusions and suggestions .....   | 107 |
| Bibliography .....  | 117 |
| Annex 1.....  | 118 |
| Annex 2.....  | 127 |



## 1. SCOPE AND METHODOLOGY OF THE STUDY

The main **scope** of this study is to measure the cost of the implementation of the Decision of the Council of Ministers (DCM) no. 334, dated 17.2.2011, *“On the mechanism of the co-ordination of work for the referral of cases of violence in family relations and its ways of procedure”* (DCM on the referral mechanism), for the referral of the cases of violence in family relations in the cities of Korça, Kukës and Vlora. We aimed to realize in the conclusion of the study the preparation of exemplars, which will serve to calculate the necessary budgetary expenses, especially in local budgets. Naturally, reference to these exemplars should be made bearing in mind the specific categorization and the standards of the municipalities, as well as the domestic violence situation in each one of them. Furthermore, they are a good helpful basis to reach the right conclusions also in the estimates and planning of the state budget.

During the work for the calculation of the cost, the research has highlighted also the tasks that the actors of the referral mechanism perform in practice, giving us the possibility to conclude also on the progress of their performance. We believe this study will serve as a useful tool:

1. To assess the performance, step by step, of all the actors who perform relevant activities in the framework of the mechanism, and the detailed definition of their tasks in their job descriptions.
2. To analyse the interaction between actors and to identify problems in the work of each of them.
3. To provide costing models to the local government with the

scope of costing and preparing basic budgets of real needs in relation to the handling cases of domestic violence.

4. To highlight the tasks in order to advocate gender budgeting.
5. To strengthen the work of all the regional social workers who will handle cases of domestic violence.
6. To prepare manuals on the use of the working time so that each actor will analyse how they use their time, how effective the use of time is, and what is required for higher effectiveness.
7. To calculate costs with the aim of taking positive measures for the implementation of the law against domestic violence and of the DCM on the referral mechanism.

**Methodologically**, the study was prepared by an expert group, comprised of legal experts in the field of violence in family relations, gender equality experts, and economy experts. This combination in the selection of the experts has to do with the fact that the realization of the study required knowledge of the legislation against violence in family relations, in particular, knowledge of the law against domestic violence and of its bylaws, and knowledge of the DCM on the referral mechanism. Moreover, knowledge was required of the phenomenon of violence in family relations and understanding of this form of violence as gender-based violence. Moreover, besides knowledge in the fields above, the experts group needed to have also knowledge of economic issues as they were necessary to finalize the work for the calculation of the cost.

Work started with a *thorough study of the whole legal framework*. Besides the legal acts subject to costing, we identified the recent changes made to the law against domestic violence<sup>11</sup>, as well as

---

11 Law no. 10329, dated 30.09.2010, "On some addenda and changes to Law no. 9669, dated 18.12.2006, 'On measures against violence in family relations'".

the changes to the Criminal Code of the Republic of Albania.<sup>12</sup> The review of the legislation helped in the preparation of all the questionnaires and in determining the sequence of work.

*The preparation of the questionnaires* by the group of experts was done bearing in mind the concrete work that every actor performs in line with the tasks deriving from the DCM on the referral mechanism, in the spirit of the requirements of the law against domestic violence.

With the scope of testing the draft questionnaires, the group of experts held *pilot interviews with actors responsible* for the implementation of the DCM. Based on the results of the pilot interviews, the draft questionnaires were revised and finalized.

Therefore, interviews were held in Korça and Vlora with local co-ordinators, the representative of the social services, the health representative, the education office representative, the representative of the employment office, the representative of the Prefecture, the representative of NGOs, shelter employees, the representative of the Bailiff's Office, and the representative of the commune. All the interviewed actors were asked questions about the time spent to complete their tasks deriving directly from the DCM, as well as about the time spent on other activities related to the coordinated activity. They perform the latter in support of completing the tasks specified in the abovementioned legal acts, such as the time spent for management and coordination work; time spent on co-operation with other actors; time spent on reporting, information, etc., in order to address the phenomenon of violence in family relations more effectively. In conclusion of the interviewing process, *the data acquired from the questionnaires were processed by the experts.*

---

12 Law no. 23/2012, "On some addenda and changes to Law no. 7895, dated 27.01.1995, "The Criminal Code of the Republic of Albania", as amended.

The processed data from the questionnaires served as the basis for the *preparation of the report*. The variables used for the findings of the study are the time spent for handling a case of violence in family relations and the salary of the responsible actors. These variables helped us calculate the cost of the referral mechanism.

The information obtained through the answers to the questionnaire, especially the information on the resources necessary for increasing effectiveness and for meeting the needs of violence survivors constituted a solid base for the recommendations of the study, which are aimed to serve also as an advocacy platform for the organization and other actors in the future with the scope of improving service delivery and increasing survivor access to the justice system.

Ethics was *observed during the interviews and the actors were informed* about the project, the scope of the project, how the information given by them will serve the costing of the mechanism of referral of cases of domestic violence, and how the findings and the recommendations of the study will be used to assess budgets and interventions in them with the purpose of implementing the law against domestic violence and the DCM on the referral mechanism.

Based on the composition of the mechanism of the coordination and referral of cases of violence in family relations, we conducted interviews with the relevant actors with the scope of costing their work for handling cases of violence in family relations.

With the aim of obtaining accurate information, interviewees were questioned about the number of hours per day, and whether they handle issues other than domestic violence. From the outset of the study, we acknowledged the fact that the different actors who

are part of the referral mechanism are responsible not only for dealing with issues of domestic violence, but also for dealing with other issues. For example, police officers in commissariats and regional police directorates, local co-ordinators, and employees of health centres in their daily work deal also with other areas besides domestic violence.

In the course of our work we noticed also that the cases that the actors referred to were of different difficulty scales. Therefore, the questionnaire includes questions on the time the actors spend to handle an *easy, typical, and complicated* case. In fact, we did not manage to give a definition of the three categories of cases, but the interviewed actors were asked what was for them an easy, a typical, and a complicated case. During the interviews we found that for some of the interviewed actors a typical case was a simple case, therefore we collected the data based on two types of cases: *simple and complicated*.

Further, in order to create the most accurate picture possible of the time spent on handling cases of violence in family relations, the interviewed actors were asked: how many in ten cases handled are simple cases? How many in ten cases handled are complicated cases? The answer to this question would help us to calculate the time and cost spent by the interviewed actors not only on one case, but also along longer periods, in particular monthly or annual, referring to the type of case and the number of cases handled.

The interviewees described the *steps they follow when dealing with a simple or a complicated case, as well as the time required for each step*. The questionnaires also provided information on other tasks that actors who are part of the mechanism, as well as on the time spent to perform them. With the aim of measuring fully and accurately the time spent by each actor, the interviewees

were asked about other steps they take for the implementation of the law against domestic violence and of the DCM on the referral mechanism over an average period of one month.

A very important question in the survey is the one related to the material and human resources the actors need to implement the law against domestic violence and what would help them to perform their tasks more effectively. Through the answers to this question by the interviewees, the group of experts confirmed the findings and managed to obtain information on the necessary interventions.

During the interviews, all actors also gave their opinion on the implementation of the law and of the DCM, as well as on the causes that reduce or increase the cost of their work.

*The extension of the study to Korça, Vlora and Kukës provided a chance for comparative findings and analyses.* Therefore, the final report of this study includes the findings from the interviews conducted in the municipalities of Korça and Vlora, analysed under a comparative perspective. Through the process of interviewing the relevant actors in Korça and Vlora, not only we managed to come up with the rate of the activity of the mechanism of the co-ordination of work for the referral of the cases of domestic violence, but we also obtained a snapshot of the work and effectiveness of the mechanism in both cities. Differences were also noted in the activity and effectiveness of the performance of the mechanism in the two cities.

### **Methodological obstacles and deficiencies**

In the course of our work we encountered also some methodological obstacles and deficiencies which we had not

anticipated. Naturally, knowing these obstacles, we tried to overcome them in such way as not to impair the costing results.

**Firstly,** in the Municipality of Kukës we did not succeed in measuring the cost of the mechanism for the coordination and referral of cases of violence in family relations because there the local coordinator for the referral of cases of violence in family relations, a very important link for the implementation of the DCM on the referral mechanism, was not appointed. Naturally, other responsible actors carried out their tasks in the framework of the technical team, albeit in a fragmented and not coordinate manner.

**Secondly,** in the calculations that we made we managed to unify only the time spent by each of the actors but not the cost from one municipality to another. Therefore, in the report we noted that the differences in time and costs from one unit to another are tied to several causes: first, the activity of the mechanism of the coordination of work for the referral of cases of violence in family relations and its strengthening; second, the interventions through pilot projects in the municipalities subject to this study, both by national and international organizations; third, the responsiveness of the local government to making issues of violence in family relations a priority in their agenda and budget. Naturally, we may not ignore the fact that this activity increases considerably with the increase of awareness and responsibility of the relevant actors, with the increase of the level of coordination between actors, and with the increase of the level of awareness among the community,

especially among the violated girls and women, to address violence.

**Thirdly,** we encountered an obstacle also in the calculation of the time of work spent by the actors on activities other than handling a violence case. This was due to the fact that different actors spent this time in different periods, which we measured on an average time unit of one month.

## 2. THE LEGAL FRAMEWORK FOR THE STUDY

The legal framework on which this study was based is comprised of two main acts: Decision of the Council of Ministers no. 334, dated 17.2.2011, *“On the mechanism of the co-ordination of work for the referral of cases of violence in family relations and its ways of procedure”*, and Law no. 9669, dated 18.12.2006, *“On measures against violence in family relations”*, as amended with Law no. 10329, dated 30.09.2010, *“On some addenda and changes to Law no. 9669, dated 18.12.2006, ‘On measures against violence in family relations’”*. The new changes made to the Criminal Code<sup>13</sup> this year were also reviewed.

It is clear that the abovementioned DCM fulfils one of the main scopes of the law “On measures against violence in family relations”, that is the guaranteeing of protection through coordinated administrative and judicial measures of family members from violence in family relations. This decision established for the first time a national mechanism of the

---

<sup>13</sup> Law no. 23/2012, “On some addenda and changes to Law no. 7895, dated 27.01.1995, ‘The Criminal Code of the Republic of Albania’”, as amended.



coordination of work for the referral of cases of domestic violence at local Municipality level. The mechanism has been founded on three important structures: *the steering committee*, *the interdisciplinary technical teams* and *the local coordinator*. Several institutions of the central and local government operating within the local government unit are also represented in these structures. The Decision of the Council of Ministers has specified the tasks and procedures to be followed by these actors vital to the mechanism, as well as the ways of concrete intervention for the protection, support and rehabilitation of the victims in a coordinated fashion.

Below we will introduce briefly some of the main links of this mechanism.<sup>14</sup>

### A. Steering Committees

The scope of the steering committee is to guide and coordinate the efforts of the responsible institutions and other governmental and non-governmental structures in the fights against domestic violence, in particular for the protection and support of the victims, and for holding perpetrators accountable.

The steering committees identify problems, assess the work of the interdisciplinary technical team, recommend measures for the improvement of the coordinating activity of the structures at local level, and engage in awareness-raising activities through staff trainings and informing citizens about the function of the structures established to that end.

---

14 For more, see DCM No. 334, dated 17.2.2011, "On the mechanism of the co-ordination of work for the referral of cases of violence in family relations and its ways of procedure".

The steering committees are presided over by the mayor and are comprised of:

- a) the representative of the police;
- b) the representative of the district court;
- c) the representative of the district prosecutor's office;
- ç) the representative of the education directorate;
- d) the representative of the Public Health Directorate;
- dh) the leader of the structure for social services within the municipality;
- e) the representative of the structure for social services in the commune;
- ë) the representative of the bailiff's office;
- f) the representative of the prefecture;
- g) heads of communes within the administrative territory of the municipality;
- gj) the representative of the relevant employment office;
- h) heads of non-for-profit organizations dealing with domestic violence issues;
- i) heads of centres/shelters established for the victims of violence in family relations in that local government unit or in the region under which these units are;
- j) representatives of religious communities that could provide services to the victims of violence in family relations;
- k) the head of the district's Bar Association.

### *B. The interdisciplinary technical teams*

The interdisciplinary technical teams are comprised of technical representatives of the institutions represented in the steering committee, representatives of the unit for the protection of children, local employees of gender equality, as well as freelance professionals, such as lawyers, psychologists, etc.

The interdisciplinary technical teams follow and handle concrete cases presented to them, ensuring the link between the victims and the proper services.

### *C. The local coordinator*

A local coordinator is appointed in every municipality for the referral of cases of violence in family relations. The coordinator is a representative of the office of social services within that local government unit. The local coordinator coordinates the work with all the actors, mediates with NGOs and other state structures providing services, such as police, courts, etc., assists victims in following procedures to obtain protection orders, supervises and updates the files of referred cases, keeps contact with the relevant structures, keeps a database on the referred cases, drafts reports, etc.

Through this study we measured only the time spent by the members of the interdisciplinary technical team and the local coordinator in the mechanism in the Municipalities of Vlora and Korça on the steps undertaken to perform their tasks and obligations, as well the cost for their performance. The study produced some findings and conclusions, which we will present in short below.

### 3. FINDINGS OF THE STUDY

The study revealed that the Municipality of Korça has established *the system of coordinated response to domestic violence*, based on the co-operation agreement of 19 May 2010. Ten institutions are represented in the system. Further, the *office against domestic violence* was established on 24 May 2010 and is functioning in this Municipality as part of the Directorate of Social Services. During 2012 this office expanded its activity, including in its functioning also issues of gender equality.

The *domestic violence unit* was established on 2 November 2009 and is functioning in the Municipality of Vlora. This unit is included in the structure of the Directorate of Economic Assistance and Social Services within this Municipality.

In both these Municipalities *the local coordinator for the referral of cases of violence in family relations* has been appointed. The coordinator is included in the structure of the offices of social services within these municipalities. From the interviews it emerged that the local coordinators work specifically in addressing violence in family relations at local level. In Korça, this coordinator is responsible also for issues of gender equality. In both municipalities, the coordinator co-operates closely with the units for the protection of children, which are established within the municipalities pursuant to the law on the protection of the rights of the child.<sup>15</sup>

As we pointed out, the local coordinator in the Municipality of Kukës was not appointed yet; nonetheless, issues of domestic violence there are handled by the focal points for gender equality and domestic violence issues, placed in the Directorate of Social

---

15 Law no. 10347, dated 4.11.2010, "On the protection of the rights of the child".

Services within the Municipality. Moreover, although the relevant actors in this Municipality were aware of their responsibilities deriving from the law against domestic violence, they did not operate as a coordinated system.

As of the above, the calculation of the time of work and of the respective cost of work of all the actors of the referral mechanism was realized in the Municipalities of Vlora and Korça.

### 1. The cost of the work of the local coordinator

The review of the questionnaires on the basis of which the local coordinators in the Municipalities of Vlora and Korça were interviewed revealed a number of findings, the analysis of which leads us to important conclusions regarding the cost of the time that a local coordinator spends on each step of the coordinating, managing and information activity; of the time the coordinator spends on handling a concrete case; of the time the coordinator spends on analysing the factors that affect this cost and to analyse other important issues related to the implementation of the DCM on the referral mechanism and the law against domestic violence.

In their daily work in handling cases of violence in family relations local coordinators handle easy, typical and complicated cases.

They have explained that for them, **simple cases** are cases where violence is at an initial stage, has not reached aggravated forms, and it is possible to intervene at this phase in order to prevent the phenomenon.

**Typical cases** were cases related to violence in family relations between spouses. This finding is in line also with other findings of monitoring studies conducted by various actors according to which violence, in the majority of cases, is encountered in spousal relations.<sup>16</sup> In addition, a typical case for local coordinators is when violence in family relations is reported by the victim, a member of the victim's family, or a neighbour.

The interviewed local coordinators considered as **complicated cases** the cases where the victims of violence require sheltering. It happens at times that at the moment that the victims needed them the shelter does not have free beds available (if we refer to the interview with the representative of the shelter in Korça, who told us that this shelter has only three beds). In addition, complicated cases are considered cases when besides the victim the child is also violated, when violence is coupled with sharp economic problems, and when the life of the victim of violence is seriously threatened.

We found that when handling a case the local coordinators follow some of the steps specified in the DCM on the referral mechanism and in the law against domestic violence. For each of the steps taken to handle a case, the local coordinator spends a certain time, which has been calculated in total for the case, has been translated into a financial cost, based on the monthly salary of the local coordinator, as well as the hourly salary for this actor. Since it resulted that for some of the interviewed actors a typical case was equivalent to an easy case, we decided to collect the data by classifying them in two categories of cases: simple and complicated.

---

16 See [www.qag-al.org](http://www.qag-al.org), monitoring reports on the implementation of the law "On measures against violence in family relations".

### 1.1 Local coordinator, Municipality of Korça

The local coordinator in this municipality, **in handling a simple case of domestic violence**, follows the following steps:

- provides to the victims of violence in family relations readiness and support in coordination with other actors;
- refers to the relevant authorities, depending on the requirement of the case, mainly to the police officer;
- provides to the victims psychological support;

**On handling a simple violence case, in the Municipality of Korça, the local coordinator spends 85 minutes, or 1 hour and 25', and the cost of the time spent is 333 Lek.**

It resulted that **in handling a complicated case**, the local coordinator in this municipality follows the following steps:

- refers the victim of violence to the police;
- refers the victim of violence to the shelter;
- refers the victim of violence to non-for-profit organizations providing services for victims;
- accompanies the victim of violence to the district court;
- prepares the data of the case;
- provides legal and information assistance on the rights specified in the law;
- provides psychological assistance;
- provides a food packet for the victims of violence in family relations;

The total time that the local coordinator in Korça spends on **handling a complicated case is 240 minutes, or 4 hours. The handling cost is 952 Lek.**\_

Using the above data we can find on average the time and cost for handling a domestic violence case.

*We concluded that, on average, the time that the local coordinator in the Municipality of Korça spends on handling a domestic violence case is 162 minutes, or 2 hours and 42', with a cost of 642 Lek.*

### **1.2. Local coordinator, Municipality of Vlora**

It resulted that **in handling a simple case**, the local coordinator in the Municipality of Vlora follows the following steps:

- talks with the victim of violence in family relations;
- refers the case to the relevant actors, as required;

***In carrying out these tasks in the Municipality of Vlora, it resulted that the local coordinator spends 100 minutes, or 1hour and 40', on handling a simple case, with the cost of the time spent 371 Lek.<sup>17</sup>***

**In handling a complicated case**, the local coordinator follows the following steps:

- talks with the victim of violence in family relations;
- accompanies the victim of violence in family relations for treatment to health centres;
- prepares the assessment for the district court;

**The total time that the local coordinator in Vlora spends on handling a complicated case is 410 minutes, or 6 hours and 50', with a cost of 1.578 Lek.**

<sup>17</sup> The difference in the salary of the local coordinator in Korça and Vlora is 1,000 Lek.



**On average, the time that the local coordinator in the Municipality of Vlora spends on handling a case of domestic violence is 255 minutes, or 4 hours 15', with a cost of 975 Lek.**

### *C. Other administrative tasks*

The local coordinator in the municipality, in addition to handling a case of violence in family relations, simple or complicated, performs also several important tasks related to the work for the coordination of the actors that are part of the referral mechanism, as well as other information and awareness-raising tasks.

**The local coordinators of both municipalities stated that for the implementation of the DCM they each perform in practice these other administrative tasks:**

- lead the work of the interdisciplinary technical team;
- undertake initiatives and organize meetings of the interdisciplinary technical team;
- coordinate the interdisciplinary technical team on cases that require immediate intervention;
- provide resources or reference services for individuals requiring sheltering, free legal assistance, counselling, and other necessary support;
- mediate with NGOs, police, health services, courts, social services, and other institutions/organization to give information on the referral of the victims to services, as well as to ensure the continuation of their care;
- help the victims to know their rights in following the necessary procedures to obtain a protection order/emergency protection order, as well as in other steps that need to be followed if the protection order is violated;

- accompany the victims of violence to court, police, and other services;
- compile a list of NGOs and professionals providing free services (psychological, counselling, health services, free legal assistance, shelter, etc.) to victims of violence and update it continuously;
- ensure that the files and documentation on the clients are accurate, complete and up to date, and ensure the retention of copies of court orders and required documentation;
- update the data on all the cases of domestic violence handled by the interdisciplinary technical team on an electronic database;
- share once a month summarized information on the handled cases with all the members of the interdisciplinary technical team;
- ensure that the victims receive the notice for presentation in the court and the orders issued by the court on following the necessary steps in case the court orders are violated;
- support the information of community members, professionals and NGOs on domestic violence;
- support the provision with materials or different informative and awareness-raising publications on violence;
- coordinate the activity of the institutions at local level and refers cases of domestic violence;
- propose the creation of necessary services for the victims of violence in family relations in the structure of social services within the local government unit;

The work of the local coordinator has been supported also through the co-operation with the police and non-for-profit organizations at local level. So, such non-for-profit organizations as the “Vatra” Psycho-Social Centre and the “Aulona” Centre in Vlora, and the “Kenedi” Foundation and the “Hënëza e Re” Centre in Korça, have given an impetus to the system of coordinated community response to violence in family relations in these municipalities.

The analysis of the questionnaires showed as below:

***In the Municipality of Vlora the time that the local coordinator spends to perform other tasks deriving from DCM no. 334, dated 17.2.2011, on the referral mechanism, is 1,700 minutes, or 28 hours and 20', with a cost of 6,573 Lek.***

***In the Municipality of Korça, the time that the local coordinator spends to perform other tasks deriving from DCM no. 334, dated 17.2.2011, on the referral mechanism, is 3,540 minutes, or 59 hours, with a cost of 14,049 Lek.***

We notice that there is a difference in the time and cost spent on accomplishing other administrative tasks between the local coordinators of the two municipalities. The longest time that the local coordinator in the Municipality of Korça spends to perform these tasks reflects a more stable functioning and organization of the referral mechanism there, more frequent meetings of the interdisciplinary technical team, as well as a better continuation of the implementation of other administrative tasks deriving from the DCM.

### ***What needs to be improved?***

Some of the tasks specified in the DCM which resulted that the local coordinators have not performed during this period were:

- informing the steering committee on the progress of work;
- obtaining information from the members of the interdisciplinary technical team on the handling of cases;
- coordinating and organizing trainings undertaken by the MoLSAEO for members of the interdisciplinary technical team;
- drafting co-operation agreements between institutions;
- presenting reports to the steering committee.

Therefore, it results that the coordination between the three links of the mechanism of coordination and referral of cases of domestic violence, that is between the Steering Committee, the Interdisciplinary Technical Team and the Local Coordinator, as well as the information exchange between them, needs improvement. The local coordinator has an important role to play in this situation.

This study is a snapshot of the moment when the interviews were conducted. Since then, the work of the interviewed actors has marked considerable progress, which is tangible in our daily work with victims of violence in family relations. We believe that if we were to measure again the work of the interviewed actors at this point, the time spent for the performance of their tasks and the cost of their work would result higher. The completion of these tasks and a better communication and coordination of work between these links and the relevant institutions represented in them, in our opinion, would bring positive effects and a reduction of the time and cost of handling a domestic violence case by the local coordinator.

## 2. The cost of the work of the judicial district court<sup>18</sup>

The calculation of the cost of work for the time spent by the court and the police has been done previously in the report “**A study of costs of domestic violence in Albania**”, prepared in 2011 by the Centre for Legal Civic Initiatives. However, the time that these important actors spend in the framework of the functioning of the referral mechanism, it results that is composed of the time spent by the actor of the handling of the case and the time spent for the performance of other administrative tasks. Concretely,

**On average, the time spent by the judge in the coordinated response system in Korça on the issuance of an EPO/PO is 435 minutes, or 7 hours and 15’, and the cost based on the judge’s time of work is 5,039 Lek.**

**The time spent by the judge in the coordinated response system in Vlora on the issuance of an EPO/PO is 358 minutes, or approximately 6 hours, and the cost based on the judge’s time of work is 4,147 Lek.**

### Other administrative tasks

**The time spent by the courts in the coordinated response system in Korça for the performance of other administrative tasks is 60 minutes, or 1 hour, and the cost is 696 Lek.**

**The time spent by the courts in the coordinated response system in Vlora for the performance of other administrative tasks is 90 minutes, or 1 hour and 30’, and the cost is 1,044 Lek.**

---

18 On the cost of the work time of the courts refer to the CCLI Report, “A study of the costs of domestic violence in Albania”, Tirana 2011.

### 3. The cost of the work of the police

Referring to the abovementioned report on police, it resulted as follows:

**On average, the time spent by the police employee in the coordinated response system in Vlora on handling a domestic violence case is 258 minutes, or 4 hours and 18', with a cost of 1,314 Lek.**

**The time spent by the police employee in the coordinated response system in Korça on handling a domestic violence case is 306 minutes, or 5 hours and 6', with a cost of 1,559 Lek.**

#### Other administrative tasks

**The time spent by the police employee in the coordinated response system in Vlora on performing other administrative tasks is 90 minutes, or 1 hour and 30', with a cost of 459 Lek.**

**The time spent by the police employee in the coordinated response system in Korça on performing other administrative tasks is 60 minutes, or 1 hour, with a cost of 306 Lek.**

### 4. The cost of the work of the education directorate representative

The representative of the education directorate is also a member of the structure of the interdisciplinary technical team in the mechanism of coordination and referral of cases of violence in family relations. The education directorate has a very important role to play in addressing domestic violence issues,

especially violence against minor children in schools. In fact, the coordination mechanism according to the DCM on this actor is based on the legal responsibilities deriving from the law on measures against violence in family relations. Therefore, based on this law, the Ministry of Education and Science has the following tasks:

- a) drafts curricula for high schools and universities on the rules of conduct in the family;
- b) prepares school textbooks and other complementary material for the education of pupils and/or students with the mentality of preventing violence in family relations.

The interviews conducted with the representatives of the education directorates showed that the school curricula cover also issues of domestic violence. Also, special classes are given to educate students and parents on this phenomenon. The education directorates contribute in the training of teachers/educators in public schools and kindergartens, as well as in non-public ones. Moreover, the school psychologist plays an important role in addressing cases of violence against children in the family. There have been handled cases when children have been violated directly in these relations, or have witnessed violence scenes in the family.

Law no. 10329 dated 30.09.2010, “On some addenda and changes to Law no. 9669, dated 18.12.2006, ‘On measures against violence in family relations’, as amended”, introduced some important changes for the protection of children from domestic violence. Article 13 grants the right also to persons legally responsible for minors to request protection orders for the children. The legally responsible persons include also the school teacher. From the conducted interviews we did

not find that any time or cost was spent to use this right as a subject entitled to request protection orders for minors. So, the representative of the education directorate spends time on handling a domestic violence case only within the coordinated response system.

*Concretely, on the handling of a simple case of domestic violence by the education representative:*

The time and cost for the education representative resulted as follows:

In Vlora the time is 250 minutes, or 4 hours and 10', with a cost of 716 Lek.

In Korça the time is 235 minutes, or 3 hours and 55', with a cost of 1,092 Lek<sup>19</sup>.

*Whereas on the handling of a complicated case of domestic violence:*

The time and cost for the education representative resulted as follows:

In Vlora the time spent is 450 minutes, or 7 hours and 30', with a cost of 1,342.5. Lek.

In Korça the time spent is 445 minutes, or 7 hours and 25', with a cost of 2,072 Lek.

---

19 This difference is explained with the difference in the salaries of the interviewed actors.



**On average, based on the cost spent on handling a simple case and a complicated case of domestic violence by the education representatives is as follows:**

**The time spent by this actor on handling a domestic violence case in Vlora is 350 minutes, or 5 hours and 50', with a cost of 1,029 Lek.**

**The time spent by this actor on handling a domestic violence case in Korça is 340 minutes, or 5 hours and 40', with a cost of 1,582 Lek.**

### **C.** Other administrative tasks

The education representative performs other administrative tasks, such as discussing curricula, as well as participating in the activities of the referral mechanism, especially in its meetings, on the handling of cases of domestic violence against children. Therefore, it resulted:

**The time spent by the education representative in Vlora on performing other administrative tasks is 90 minutes, or 1 hour and 30', with a cost of 269 Lek.**

**The time spent by the education representative in Korça on performing other administrative tasks is 60 minutes, or 1 hour, with a cost of 280 Lek.**

## **5.** The cost of the work of the Public Health Directorate representative

Emergency services and health centres have very important tasks in handling cases of domestic violence. Based on the

law against domestic violence, emergency services and health centres in municipalities and communes have the obligation to provide at all times medical and psychological assistance to victims of domestic violence, to conduct at all times the necessary examinations, to note the cases of domestic violence in the relevant medical documentation adopted by the Ministry of Health, and to provide the victim with the relevant medical report, to refer and guide the victim to other services of support and protection from domestic violence.

From the analysis of the data of the questionnaires and the interviews conducted with representatives of public health it resulted that in handling a simple or a complicated case the steps they performed were in line with the obligations specified in the law against domestic violence and the DCM on the referral mechanism.

Some of the steps taken by the representative of public health in **handling a simple case** are: identifying the case, examining the victim, providing medical assistance, providing psychological assistance, issuing a medical report, guiding and referring the victim to other services, transporting the victim, and counselling the victim.

#### **As a result, on handling a simple case:**

**In Vlora the time spent by the representative of the Directorate of Public Health is 435 minutes, or 7 hours and 15', and the cost for the time spent is 1,146 Lek.**

**In Korça the time spent by the representative of the Directorate of Public Health is 345 minutes, or 5 hours and 45', and the cost for the time spent is 909 Lek.**

**In handling a complicated case** the representative of the health service performs the same actions as when handling a simple case, but for a longer time, especially in providing medical assistance and the examination of the victim.

It resulted that the time **for handling a complicated case** by the representative of the health service and the cost are as below:

**In Vlora the time spent by the representative of the Directorate of Public Health is 615 minutes, or 10 hours and 15', and the cost for the time spent is 1,620 Lek.**

**In Korça the time spent by the representative of the Directorate of Public Health is 435 minutes, or 7 hours and 15', and the cost for the time spent is 1,146 Lek.**

**In conclusion, in handling a domestic violence case by the representative of the Directorate of Public Health:**

**The time spent by the representative of the Directorate of Public Health on handling a domestic violence case in Vlora is 525 minutes, or 8 hours 45', with a cost of 1,383 Lek.**

**The time spent by the representative of the Directorate of Public Health on handling a domestic violence case in Korça is 390 minutes, or 6 hours 30', with a cost of 1,028 Lek.**

Other administrative tasks related to domestic violence are performed during joint activities with other actors of the referral mechanism in the respective mechanisms. So, from the analysis of the questionnaires it resulted that:

**The time spent by the representative of the Directorate of Public Health in Vlora on performing other administrative tasks is 90 minutes, or 1 hour and 30' and the cost is 237 Lek.**

**The time spent by the representative of the Directorate of Public Health in Vloa on performing other administrative tasks is 60 minutes, or 1 hour, and the cost is 158 Lek.**

## 6. The cost of the work of the representative of social services in the municipality

The offices of social services within municipalities and communes are subjects which when learning about the exercise of domestic violence have the legal right to present in court a petition for the issuance of protection orders for the minor victims, as well as a petition for the issuance of emergency protection orders both when the victim is a child and an adult. Further, these offices play an important role during the process of the execution of protection orders in co-operation with police commissariats and the bailiff's office, an obligation deriving from the law "On measures against violence in family relations". The district court forwards a copy of the emergency protection order/protection order to the office of social services within the local government units where the parties reside.

In relation to the above, the offices of social services are a very important actor of the mechanism of the coordination of the work of the responsible institutions at local level and for the referral of domestic violence cases.

From the analysis of the data of the questionnaires and the interviews conducted with representatives of social services it resulted that when handling both a simple case and a complicated case they take all the necessary steps in line with

the obligations specified in the legal acts, namely the law against domestic violence and the Decision of the Council of Ministers on the referral mechanism.

Specifically, the main tasks performed by the representative of the office of social services in handling a simple case are:

- speaks with the victim;
- guides the victim and prepares the documents for economic assistance;
- visits the family of the victim of violence in family relations to monitor the observance of the court decision.

### **As a result, on handling a simple case of violence:**

**In Korça, the representative of the office of social services spends 58 minutes, or nearly 1 hour,** and the cost for the time spent is 268 Lek.

**In Vlora, the representative of the office of social services spends 165 minutes, or 2 hours and 45',** and the cost for the time spent is 721 Lek.

In the case of complicated cases, the representative of the office of social services, besides the steps he or she takes for handling a simple case, also contacts NGOs that provide different services for victims, such as accommodation, and specialized services, as required.

### **As a result, on handling a complicated case of violence:**

**In Vlora, the representative of the office of social services spends 170 minutes, or 2 hours and 50',** and the cost for the time spent is 734 Lek.

**In Vlora, the representative of the office of social services spends 125 minutes, or around 2 hours, and the cost for the time spent is 536 Lek.**

#### **Conclusion:**

**The average time that the representative of the office of social services in Vlora spends on handling a case of domestic violence is 168 minutes, or 2 hours and 48', and the average cost is 728 Lek.**

**The average time that the representative of the office of social services in Korça spends on handling a case of domestic violence is 92 minutes, or 1 hour and 32', and the average cost is 402 Lek.**

The differences in the cost for this actor are explained with the difference in the salary of the representatives of the office of social services that are part of the coordinated response system, as well as with the difference in the activity of the offices of social services in municipalities for the performance of tasks and legal responsibilities in addressing violence in family relations.

#### **Other administrative tasks**

From the analysis of the questionnaires on the time spent on performing other administrative tasks as part of the coordinated response, it resulted:

**The time spent by the representative of the office of social services on performing other administrative tasks as part of meeting or joint activities of the actors of the coordinated mechanism in Vlora is 90 minutes, or 1 hour 30', with a cost of 393 Lek.**

**The time spent by the representative of the office of social services on performing other administrative tasks in Korça is 60 minutes, or 1 hour, with a cost of 268 Lek.**

From the interview process it resulted that the offices of social services did not practice the completion of petitions for protection orders and emergency protection orders on behalf of the victims of domestic violence. If they were to complete this task, which derives from the law against domestic violence, the time spent by them and its cost would result higher.

### 7. The cost of the work of the bailiff's office's representative

Law no. 9669, dated 8.12.2006, "On measures against violence in family relations", sets very important tasks for the bailiff's offices that are directly related to the mandatory execution of court decisions on EPOs and POs, in co-operation with police commissariats and local government units in municipalities and communes. The measures regarding the removal of the violator from the home, the holding of meetings with the parents of the minor children, the obligation of the violator to make periodic payments to the children or other family members are taken by the bailiff's office for the execution of EPOs/EPOs in co-operation with police and local government units.

Law no. 10329, dated 30.9.2010, "On some addenda and changes to Law no. 9669, dated 18.12.2006, 'On measures against violence in family relations'", introduced important changes regarding the execution of protection orders by the bailiff's office. Based on these changes, the judicial district court, in the ordering section of the decision for the issuance of the

protection order, orders also that the decision is forwarded to the bailiff's office for execution.

From the interviews conducted with representatives of the bailiff's office in Korça and Vlora it resulted that the employees of the bailiff's office, in addition to the execution of other executive titles, execute also court decisions for the issuance of protection orders. It has resulted also that in executing a court decision on an EPO or a PO in a simple or complicated case the court bailiff takes all the steps specified in the Criminal Procedure Code for the execution of executive titles and those specified in the law against domestic violence.

During discussions at the roundtable held on the preliminary findings of this study, the employees of the bailiff's office in Korça raised some concerns regarding the division of tasks between their institution and the State Police in the execution of a protection order. However, these issues were not taken into consideration in the processing of the data and remain to be discussed in the future.

Court bailiffs have considered as **complicated cases** the cases in which contact with the violator was difficult due to an inaccurate address, when the decision for the emergency protection order/ protection order included protective measures for meeting the children, and other cases when the presence of a psychologist for an adult or minor victim is required but not provided.

**A typical case** in the daily activity of bailiffs is when the victims are the wife and children. **A simple case** for the court bailiffs is a case that involves educated or employed people, because in these cases the sides know the law and the legal means they may use for protection.



Some of the factors that affected the time spent by the court bailiff had to do not only with the complexity and difficulty of the case of violence in family relations, but also with the place of residence of the sides. Cases of domestic violence in rural areas required more time for them to address.

The time that the court bailiffs spends includes also: the time during which he works as a person authorized by the court to accompany the victim or the violator to the home of the victim and to oversee the removal of personal effects; the time spent for the execution of the decision on the meeting of minor children with the parents; the time spent on handling a case involving food alimony for the children; the time spent for the periodic payments to the dependant persons, including the rent of the home, etc.

It resulted that some of the steps that the court bailiffs followed for the execution of protection orders **in a simple case** are:

- register the file;
- prepare official memo to the Police Commissariat;
- prepare official memo to the office of social services;
- field visits;
- informs the violator on the decision of the protection order, the protection measures included, and the consequences of the violation of protection orders;
- prepare the practice of the file for the General Bailiff's Directorate and the Prosecutor's Office.

From the calculation it resulted that:

***The total time that the court bailiff in Vlora spends on handling a simple case is 465 minutes, or 7 hours and 45', with a cost of 2,883 Lek.***

***The total time that the court bailiff in Korça spends on handling a simple case is 315 minutes, or 5 hours and 15', with a cost of 1,811 Lek.***

**In a complicated case**, in addition to the procedures for the execution of an EPO/PO in a simple case, the court bailiff spends time also to file a criminal report in cases of obstruction to the execution of the protection orders, the meeting of the children with the psychologist, the preparation of practices for the General Bailiff's Directorate, the Prosecutor's Office, etc.

So, on **handling a complicated case**:

***The time spent by the court bailiff in Vlora on handling a complicated case is 1190 minutes, or 19 hours and 58', with a cost of 7366 Lek.***

***The time spent by the court bailiff in Korça on handling a complicated case is 510 minutes, or 8 hours and 30', with a cost of 2933 Lek.***

The differences in the handling of a complicated case are related the steps followed, the different time spent, and the time spent by the court bailiffs in cases when protection orders have been violated. For example, the court bailiff in Vlora has considered as a complicated case when the protection order is violated, in which case he spends more time.

**The average time and cost for the handling of a domestic violence case by the court bailiff are:**

***The average time spent by the court bailiff in Vlora on handling a domestic violence case is 828 minutes, or 13 hours and 38'. The average cost is 5,125 Lek.***

***The average time spent by the court bailiff in Korça on handling a domestic violence case is 412 minutes, or 6 hours and 52'. The average cost is 2,372 Lek.***

### **Other administrative tasks**

The bailiffs stated that they performed also other administrative tasks, such as participating in meetings of the interdisciplinary technical team, compiling statistics, etc.

*Concretely, on these tasks the court bailiff in Vlora spends 90 minutes, or 1 hour and 30', with a cost of 558 Lek, whereas the court bailiff in Korça spends 60 minutes, or 1 hour, with a cost of 345 Lek.*

The completion of these tasks has encountered also some problems. These problems include the lack of resources and means necessary to complete their legal tasks and responsibilities effectively, the need of training for court bailiffs, various expenses, such as for fuel, transportation, telephone, etc. These needs highlight the necessity for their budgeting.

## **8. The cost of the work of the prefecture representative**

In the framework of the coordinated mechanism of the referral of cases of domestic violence, the representative of the prefecture performs mainly tasks of coordination between the actors of the referral mechanism. They co-operate with the regional employment directorates, mental health community centres, and various organizations and foundations. In the context of anti-trafficking roundtables, they identify and refer also cases where domestic violence is present. Overall, from the interviews with

the representatives of the prefecture, we reached a conclusion on the time spent by them. As it can be seen, the time spent by the representative of the prefecture in Korça is much longer than the time spent by the representative of the prefecture in Vlora, as they reported a more intensive activity.

### **Concretely:**

**The time spent by the representative of the prefecture in Vlora on performing other administrative tasks and on referring cases of domestic violence is 100 minutes, or 1 hour and 40', with a cost of 895 Lek.**

**The time spent by the representative of the prefecture in Korça on performing other administrative tasks and on referring cases of domestic violence is 240 minutes, or 4 hours, with a cost of 1716 Lek.**

## **9. The cost of the work of the employment office representative**

The process of guaranteeing protection to the victim of domestic violence and of handling a domestic violence case is closely linked with the rehabilitation of the victim, both as regards the improvement of the aggravated psychological situation and the economic empowerment of the victim. In this respect, the relevant employment office, which has the responsibility to address and handle the cases of victims of domestic violence, takes special importance. Therefore, the representative of the employment office in the mechanism of the referral of cases of domestic violence is an important link, the costing of which has been done in this study.

From the review of the data of the questionnaires, it resulted that the work of the employees of employment offices is focused toward informing victims of violence about the labour market, employment promotion programmes, organizing qualification professional courses, and mediating employment. During the interviews with the representatives of the employment office, it resulted that these employees, in addition to the main tasks in their work, perform also other tasks related to the response to cases of domestic violence, as well as to opportunities for training and employment. The interviewees emphasized that they do not base their work on the scale of difficulty of a domestic violence case because, regardless of the case's category, they follow all the necessary steps.

**Concretely, it resulted that the time spent by the representative of the employment office on handling a domestic violence case, as well as its cost, is as below:**

**In Vlora the representative of the employment office spends 90 minutes, or 1 hour and 30', with a cost of 339 Lek.**

**In Korça, the representative of the employment office spends 50 minutes, with a cost of 188 Lek.**

The difference in the cost for the representatives of the employment office in Vlora and Korça has to do not only with the time spent and the steps followed to respond to domestic violence, but also with the difference in their salaries.

### **Other administrative tasks**

**The time spent by the employment office in Vlora on performing other administrative tasks in the context of participation in the activities of the referral mechanism is 90 minutes, or 1 hour and 30', with a cost of 339 Lek.**

**The time spent by the employment office in Korça on performing other administrative tasks is 1 hour, with a cost of 226 Lek.**

## 10. The cost of the work of the employees of shelters for the victims of violence

Local government units, among other responsibilities, have also the responsibility to establish social centres for the rehabilitation of victims and violators, as well as to coordinate work with such centres, giving priority to the centres specialized in the relevant fields.

In both cities subject to the study there are two shelters, one in each city. In Vlora, there is the “Vatra” Psycho-Social Centre (non-for-profit organization), and in Korça there is the Kenedi Foundation, also operating under the law on non-for-profit organizations. We interviewed the representatives of these shelters and obtained the following information:

The Municipality of Vlora and the “Vatra” Psycho-Social have concluded a co-operation agreement on the handling of domestic violence cases and on providing accommodation to the victims of violence in family relations. The Kenedi Foundation has been contracted by the Municipality of Korça to provide accommodation and other services to victims of violence in family relations.

The representatives of the shelters have considered as **a simple case** when physical and emotional violence is inflicted not

only against the spouse but also the children. In these cases they provide accommodation and other services for both the mother and the child. These cases were categorized together with other cases of domestic violence, as considered by them, when the violence in family relations has been inflicted only in a psychological form, without involving physical violence.

**A complicated case** for the representatives of shelters is when the inflicted violence is extreme, it involves sexual violence, and especially when there is sexual violence from the parent against the child.

From the interviews it resulted that the representatives of the shelters followed several steps and accomplished tasks not only in compliance with the obligations deriving from the DCM on the referral mechanism, but also with the approved standards for social services. Specifically, in handling a typical and a complicated case, the representatives of shelters follow certain steps, which depending on the time spent, carry certain costs.

**Some important steps taken by the employees of the shelters in handling a domestic violence case are as follows:**

- examine the case and verify eligibility;
- assess the needs of the victim;
- put the victim in contact with the social worker for the conduct of the interview and the filling of the necessary documentation;
- provide for victims accommodation in the shelter;
- inform victims on the specifics of the shelter and its regulation;
- coordinate the actions of the shelter with the lawyer in order to provide legal assistance to the victim accommodated in the shelter;

- coordinate the actions of the shelter with the office of social services in the municipality;
- coordinate the actions of the shelter with the police;
- facilitate the meeting between the victim and the social worker every 2-3 days;
- provide to the victim medical assistance as required;

**The total time and cost in Lek spent by the representative of the shelter on a simple case is given below:**

***The representative of the shelter in Vlora has spent 640 minutes, or 10 hours and 40'. The cost for the time spent is 2,205 Lek.***

***The representative of the shelter in Korça has spent 630 minutes, or 10 hours and 30'. The cost for the time spent is 3,129 Lek.***

The differences in the cost for the representatives of the shelters in Vlora and Korça are explained with the difference in the salaries of the two employees. The difference in the salaries is explained with the fact that the functioning and support of the shelters for survivors of domestic violence are enabled through various financial support programmes.

In **handling a complicated case** the representative of the shelter follows all the above mentioned steps for the handling of a typical case. Further, frequent contacts also are held with other actors, such as with the police on a weekly basis, and with other relevant bodies. The data suggest a very active role of the shelters for the survivors, not only in accommodation, but also in their rehabilitation. In a complicated case it is typical to communicate with the media.



It resulted that **the total time and cost spent by the representative of the shelter on handling a complicated case is as follows:**

***The representative of the shelter in Vlora has spent 1,350 minutes, or 22 hours and 30'. The cost for the time spent is 4,680 Lek.***

***The representative of the shelter in Vlora has spent 1,140 minutes, or 19 hours. The cost for the time spent is 5,662 Lek.***

The differences in the cost of handling a complicated case in the shelters of Vlora and Korça are created by the fact that the tasks accomplished include such tasks as informing the victims of domestic violence that the shelter is an emergency shelter, coordinating actions with the office of social services in the municipality, regular relations with the media, and on-going co-operation with the police and other support bodies. The performance of these tasks by the representative of the shelter in Korça has increased the time and cost for the handling of such a case. In the variety of tasks from one shelter to the other we ought to consider also the projects that they implement in support of survivors of domestic violence.

The average cost estimate ***for the handling of a domestic violence case*** results as below:

***On average, the time spent by the shelter employee in Vlora on handling a domestic violence case is 995 minutes, or 16 hours and 35', with an average cost of 3,443 Lek.***

***On average, the time spent by the shelter employee in Korça on handling a domestic violence case is 885 minutes, or 14 hours and 45', with an average cost of 4,396 Lek.***

## Other administrative tasks

The representatives of the shelters explained that the employees there perform also other administrative tasks in the context of the coordinated response. These activities consist in the preparation of and the participation in meetings of the interdisciplinary technical team, as well as in the completion of joint procedures with other actors.

### Concretely:

On other administrative tasks the shelter employee in Vlora spends 90 minutes, or 1 hour and 30', with a cost of 312 Lek.

The representative of the shelter in the coordinated response system in Korça spends 60 minutes, or 1 hour, with a cost of 298 Lek.

These actors were asked about what resources were needed in their work in order to be more effective. The shelter employees replied that they needed more financial support in order to provide a larger number of beds for the accommodation of the survivors of domestic violence and their children. Furthermore, the shelter employees in Korça and Vlora raised concerns about the participation and the contribution of all the actors in the meetings of the interdisciplinary technical team. The continuous engagement of the actors of the coordinated response system in the meetings of the interdisciplinary technical team would increase the effectiveness of the response to cases of domestic violence.

## 11. The cost of expenses of the victim of violence in family relations

The cost given below is the cost of direct and direct expenses that a victim of violence in family relations has to make in order to report and follow the violence case in all the links. These tables have been compiled taking into consideration the statements of violence victims who have been represented by the Centre for Legal Civic Initiatives in requesting protection orders and in monitoring their observance.

**Table 1**

| No. | <b>1. Cost of direct expenses</b>                | A – Cost for the victim |          |
|-----|--|-------------------------|----------|
|     |  | Time                    | Cost/Lek |
|     | <i>Reference salary: 21,000 Lek</i>              |                         |          |
| 1.  | Lawyer expenses                                  | 2 hours                 | 250      |
| 2.  | Expenses for transportation to the police, court | 10 hours                | 1250     |
| 3.  | Expenses for the photocopy of documents          |                         | 1000     |
| 4.  | Telephone expenses                               |                         | 1000     |
| 5.  | Time to file petition for EPO/PO                 | 1 hour                  | 125      |
| 6.  | Time to receive EPO/PO                           | 1 hour                  | 125      |
| 7.  | Visit to the legal medic                         |                         | 500      |
| 8.  | Check-up   |                         | 1500     |
| 9.  | Medicaments                                      |                         | 1700     |
| 10. | Other expenses                                   |                         | 450      |
|     | Total of direct expenses                         |                         | 7900     |

## Indirect costs

*Table 2* shows the cost of indirect expenses

*Table 2*

| Cost of indirect expenses; reference salary 21,000 Lek | Time           | Cost/Lek    |
|--|----------------|-------------|
| Failure to report to work, loss of day's salary        | 2 working days | 2000        |
| Cost for child care                                    | 2 working days | 2000        |
| <b>Total of indirect expenses</b>                      |                | <b>4000</b> |

**Conclusion:** The total of direct and indirect costs for the survivor of domestic violence in family relations is 11,900 Lek.

## 4. CONCLUSIONS AND SUGGESTIONS

### 1. Summary of the conclusions

Below we present several charts containing some of the main data regarding the time spent by all the actors of the referral mechanism on a domestic violence case. These data, together with the curb reflecting the trend of domestic cases handled by a municipality in one year, may serve as a comparative model in other instances with the scope of making the necessary planning and projection in central and local budgets.

Table 3 presents the data regarding the cost of the handling of a domestic violence case by the mechanism of the coordination of

## REPORT 2.

the work of local authorities and the referral of domestic violence cases in the Municipality of Vlora.

**Table 3**

| No. | Actor             | Time spent in minutes | Cost in Albanian Lek (ALL) |
|-----|-------------------|-----------------------|----------------------------|
| 1   | Local Coordinator | 255                   | 975                        |
| 2   | Social Services   | 168                   | 728                        |
| 3   | Bailiff's Office  | 828                   | 5,125                      |
| 4   | Shelter           | 995                   | 3,443                      |
| 5   | Employment Office | 90                    | 339                        |
| 6   | Health            | 525                   | 1,383                      |
| 7   | Education         | 350                   | 1,029                      |
| 8   | Police            | 258                   | 1,314                      |
| 9   | Court             | 358                   | 4,147                      |
|     | <b>Total</b>      | <b>3,827</b>          | <b>18,483</b>              |

**Chart 1**

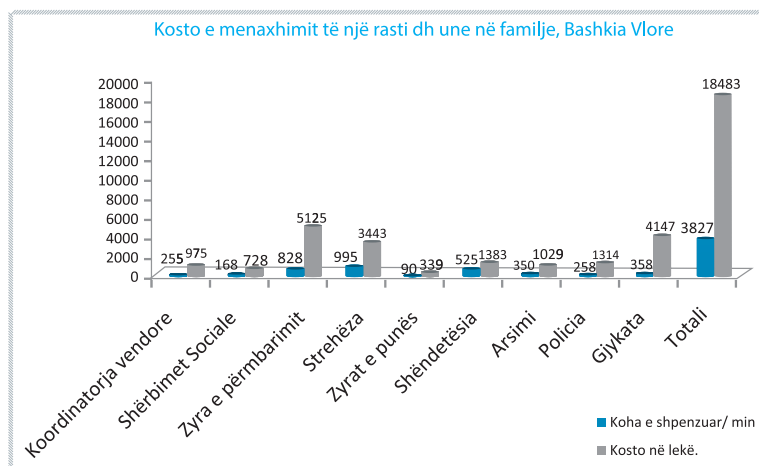
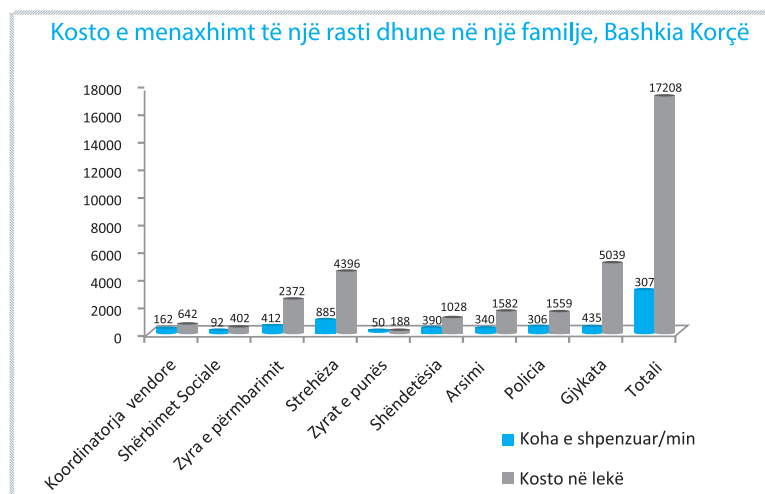


Table 4 presents data on the cost for handling a domestic violence case by the mechanism of the coordination of the work of local authorities and the referral of domestic violence cases in the Municipality of Korça.

**Table 4**

| No. | Actor             | Minutes | Cost   |
|-----|-------------------|---------|--------|
| 1   | Local Coordinator | 162     | 642    |
| 2   | Social Services   | 92      | 402    |
| 3   | Bailiff's Office  | 412     | 2,372  |
| 4   | Shelter           | 885     | 4,396  |
| 5   | Employment Office | 50      | 188    |
| 6   | Health            | 390     | 1,028  |
| 7   | Education         | 340     | 1,582  |
| 8   | Police            | 306     | 1,559  |
| 9   | Court             | 435     | 5,039  |
|     | Total             | 3,072   | 17,208 |

**Chart 2**



## Other administrative tasks

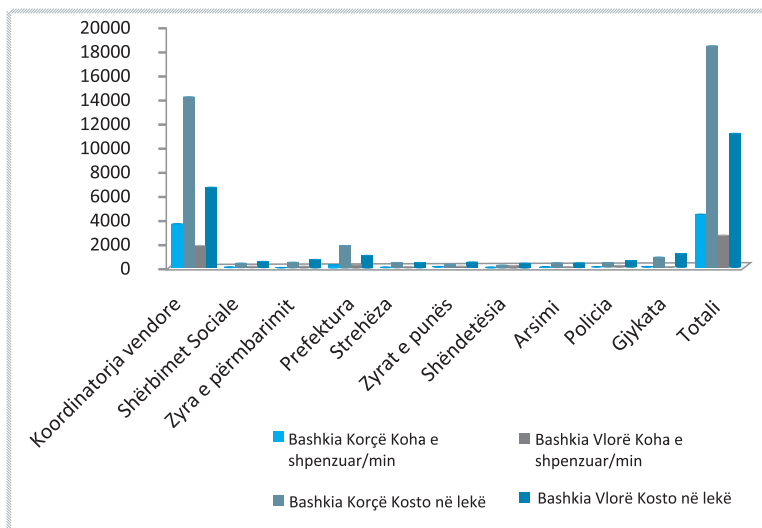
The table below shows the time spent on performing other administrative tasks by the interviewed actors in the Municipalities of Vlora and Korça and the cost in Lek.

**Table 5**

| No. | Actor             | Korça Municipality    |             | Vlora Municipality    |             |
|-----|-------------------|-----------------------|-------------|-----------------------|-------------|
|     |                   | Time spent in minutes | Cost in Lek | Time spent in minutes | Cost in Lek |
| 1.  | Local Coordinator | 3,540                 | 14,049      | 1,700                 | 6,573       |
| 2.  | Social Services   | 60                    | 268         | 90                    | 393         |
| 3.  | Bailiff's Office  | 60                    | 345         | 90                    | 558         |
| 4.  | Prefecture        | 240                   | 1,716       | 100                   | 895         |
| 5.  | Shelter           | 60                    | 298         | 90                    | 312         |
| 6.  | Employment Office | 60                    | 226         | 90                    | 339         |
| 7.  | Health            | 60                    | 158         | 90                    | 237         |
| 8.  | Education         | 60                    | 280         | 90                    | 269         |
| 9.  | Police            | 60                    | 306         | 90                    | 459         |
| 10. | Court             | 60                    | 696         | 90                    | 1,044       |
|     | Total             | 4,260                 | 18,342      | 2,520                 | 11,079      |

The chart below gives a comparative view of the cost **spent on performing other administrative tasks by the interviewed actors in the Municipality of Vlora and Korça.**

**Chart 3**



The trend of domestic violence cases, in years, in the Municipality of Korça

Table 6 shows the trend of simple and complicated cases handled in 2010, 2011 and 2012 in the Municipality of Korça.

**Table 6**

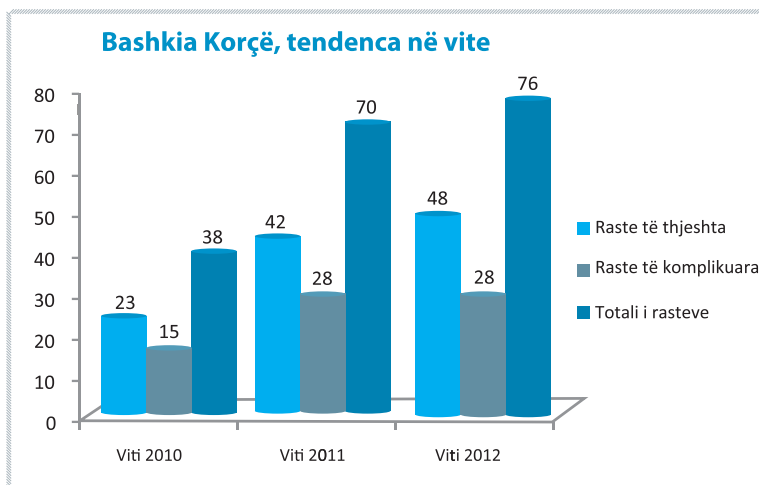
| Korça Municipality | Trend in years |      |      |
|--------------------|----------------|------|------|
| Year               | 2010           | 2011 | 2012 |
| Simple cases       | 23             | 42   | 48   |
| Complicated cases  | 15             | 28   | 28   |
| Total cases        | 38             | 70   | 76   |

The table shows a growing trend of the number of domestic violence cases handled by the referral mechanism in Korça in 2010, 2011 and 2012.



Chart 4 shows in a graphic manner the trend of handling simple and complicated cases in years in this municipality.

**Chart 4**



As noticed in Chart 4, the number of complicated cases in 2011 and 2012 has marked an increase compared to 2010.

Therefore, based on this study and taking into consideration the number of domestic violence cases that are handled by a certain actor of the mechanism over a certain period of time, we can come up with important findings on the cost of handling cases of domestic violence and on reflecting this cost in the relevant budgets.

**Table 7**

Cases with protection orders in the Municipality of Korça, in years and in proportion with the reported cases.

| Year  | 2010    | 2011   | 2012   |
|---|---------|--------|--------|
| Total cases   | 38      | 70     | 76     |
| EPO/PO cases  | 13      | 40     | 52     |
| The rate of EPO/PO cases against cases in total (%) | 34.21 % | 57.14% | 68.42% |

**Chart 5.** The rate of EPO/PO cases in the Municipality of Korça

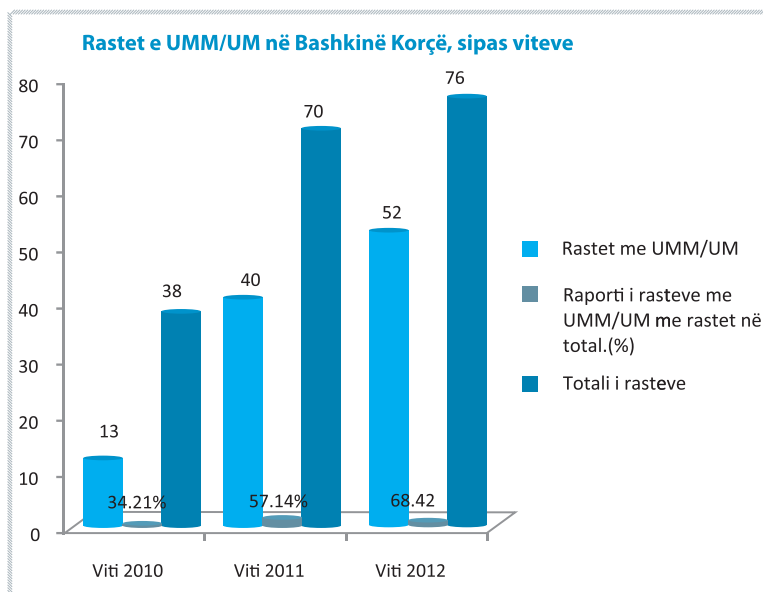


Chart 5 shows the growing trend of cases with EPO/PO in proportion with the total cases of domestic violence reported in 2010, 2011 and 2012.

The conduct for the first time of an exercise on the cost of the implementation of the law against domestic violence and of the mechanism for the coordination and referral of cases of violence opens the way to a very important discussion on how well central

and local budgets address protection from domestic violence and gender-based discrimination.

The inclusion of gender analysis in budgeting is an important tool toward achieving gender equality. The analysis of the cost for the handling of a domestic violence case by the referral mechanism also serves this goal.

While analysing the above findings we noticed that there exist some deficiencies in the work performed in the framework of the referral mechanism.

Up to the moment of the scanning of the situation for the purpose of this study, it results that the budgeting of the issue of domestic violence has been limited in the local budget of Vlora and Korça. Meanwhile, tasks have been completed in the framework of projects supported by various donors.

Some of the actors of the mechanism have not appointed a person responsible for representation in the technical team of the mechanism. This ought to be done as soon as possible in order to improve the responsibility and quality of representation in the team.

We found that only some actors are active in the technical team actors, while others remained passive. It resulted that in particular the police, the local coordinator and non-for-profit organizations are the mechanism's most active links.

We found that in Vlora and Korça the referral mechanism was in place and at work, while in Kukës, the links of the referral mechanism acted in a fragmented manner, and the local coordinator was yet to be appointed.

## 2. Suggestions:

1. The Local Government Units (Municipalities) should envision in their development plans concrete measures for the functioning and the improvement of the effectiveness of the referral mechanism; these measures should be budgeted in a reasonable, sustainable, and progressive manner.
2. The state budget planning should envision budgeting for the implementation of the referral mechanism in the local government units.
3. The exemplars analysed in this study should be considered in the respective planning of local and central budgets.
4. Various actors should continuously conduct budget analyses from a gender perspective and based on the impact they have on both genders and with an orientation toward human rights, especially women's rights.
5. Gender analyses of budgets at local level should be conducted as a tool to monitor and ensure the implementation of the CEDAW.
6. The work for the functioning of the referral mechanism in the Kukës Municipality should be strengthened.
7. The Municipalities of Tirana, Kukës, Korça and Vlora should conduct assessments of the beneficiaries and should reflect their needs in the budget.
8. Participatory budgeting at municipality level should be enhanced to enable citizens to articulate their needs and in turn to reflect them in the budgets.
9. Local co-ordinators and representatives at technical level in the interdisciplinary technical team should receive continuous training in order to improve the effectiveness of all the actors who are part of the mechanism of the co-ordination of work for the referral of cases of domestic violence in family relations.

## REPORT 2.

10. All the actors of the referral mechanism should take necessary measures to appoint relevant persons as representatives of their institution to the technical team, and ensure their continuous training and qualification.
11. All the actors of the mechanism, in particular civil society organizations, should co-operate with the media and with the locally elected bodies to raise the awareness of society on the cost that society has to pay to address domestic violence and on the need to prevent it through various means.

# BIBLIOGRAPHY

## Laws

- Law no. 9669, dated 18.12.2006, “On measures against violence in family relations,” as amended. (The law against domestic violence.)
- Law no. 10329, dated 30.09.2010, “On some addenda and changes to Law no. 9669, dated 18.12.2006, ‘On measures against violence in family relations’”.
- Law no. 23/2012, “On some addenda and changes to Law no. 7895, dated 27.01.1995, ‘The Criminal Code of the Republic of Albania’, as amended”.
- Law no. 10347, dated 4.11.2010, “On the protection of the rights of the child”.

## DCM

- The Decision of the Council of Ministers (DCM) no. 334, dated 17.2.2011, “*On the mechanism of the co-ordination of work for the referral of cases of violence in family relations and its ways of procedure*”.

## Reports

- [www.qag-al.org](http://www.qag-al.org), reports
- CCLI, “A study of the costs of domestic violence in Albania”, Report, Tirana 2011.

## Publications

- Diane Elson, Budgeting for Women’s Rights, Monitoring Government Budgets for Compliance with CEDAW, 2006. United Nations Development Fund for Women (UNIFEM)

# Annex 1

## Template of questionnaire used

### 1. The Interview Card for the Local Coordinator

Thank you for taking your time to talk with me. I am an expert, a researcher, contributing to the implementation of the project of the Centre for Legal Civic Initiatives on the costing of the mechanism of the coordination of work for the referral of cases of violence in family relations, in accordance with the law “On measures against violence in family relations” and DCM no. 334, dated 17.2.2011 “On the mechanism of the co-ordination of work for the referral of cases of violence in family relations and its ways of procedure”.

We are conducting this research to measure the cost of the mechanism of the coordination of work for the referral of the cases of violence in domestic violence in the implementation of the domestic violence law. We hope this information will be used to assess the budget needed in order for the local coordinator to work effectively for the implementation of the law “On measures against violence in family relations” and of DCM no. 334, dated 17.2.2011, “On the mechanism of the co-ordination of work for the referral of cases of violence in family relations and its ways of procedure”.

|   |                    |
|---|--------------------|
| Date of interview:                        | Time of start:     |
| Municipality:                             | Time of end:       |
| Day of the week:                          | Local coordinator: |
| Name:                                     |                    |
| <b>Position:</b>                          |                    |
| Number of years at work:                  |                    |
| Current gross salary:                     |                    |
| How many hours do you usually work daily? |                    |

**1a.** In your work, do you handle only cases of domestic violence?

YES NO

**1b.** If not, what type of other cases do you handle?

---



---

**1c.** How many hours do you spend daily in handling cases other than domestic violence?

---



---

**1d.** In the municipality where you work, are there other people responsible for working with domestic violence?

---



---

**1.e** I would like to ask you some questions about the types of cases you handle?

---



---



2. What is the type of the domestic violence case, including the cases requiring a protection order, which you handle? Could you describe for me a typical case, and what you consider a typical case to be? (E.g. What happens? What kind of help is required of you? How is the local coordinator involved? How many are such cases in ten cases?)
- 
- 

- 2.1. What do you consider a complicated case? How often do you deal with a complicated case? (How many are such cases in ten cases?)
- 
- 

- 2.2. What do you consider a simple case? How often do you deal with a simple case? (Estimate how many are such cases in ten cases?)
- 
- 

Thinking about the typical case, the type of case that you encounter more often, please describe all the steps that you follow when handling such a case? As we describe each step, I would like to ask you also how much time to you spend on each step?

*(Note for the interviewer: Explain that you are interested to know what is typical of the time needed to handle it. Allow first the interviewee to identify the steps they have to follow. Then, after they say they have nothing to add, pass on to the other things that you know they must do. Note clearly how much do you believe what they said after this and how many steps were mentioned spontaneously.)*

Also ask, after the interviewee has given the typical figure,

- (i) **What is the longest time that each activity takes when handling a complicated case; What things complicate the case; and, Estimate at what rate in 10 or 50 cases may such factors/events emerge.**
- (ii) *What is the shortest time that each activity takes when handling a simple case; What things help to expedite the case; and, Estimate at what rate in 10 or 50 cases may such factors/events emerge.)*

### TYPICAL CASE

| Step | Time taken |
|------|------------|
|      |            |
|      |            |
|      |            |

### COMPLICATED CASE

| Step | Factor | Time spent |
|------|--------|------------|
|      |        |            |
|      |        |            |
|      |        |            |

### SIMPLE CASE

| Step | Factor | Time spent |
|------|--------|------------|
|      |        |            |
|      |        |            |
|      |        |            |

3. Other tasks deriving from DCM no. 334, dated 17.2.2011, “On the mechanism of the co-ordination of work for the referral of cases of violence in family relations and its ways of procedure” and time spent to complete them (hours/month or hours/day).

## Time spent

- to lead the work of the interdisciplinary technical team  
- ..... hours
- to take initiative and organize meetings of this team - ..... hours
- to inform the steering committee on the progress of work, the coordination of the activity of the institutions at local level, and the referral of domestic violence cases (preparation of information) - .... hours
- to coordinate the interdisciplinary technical team on cases requiring immediate intervention - ... hours
- to ensure resources or referral services for individuals seeking shelter, free legal assistance, counselling, and other necessary support - ... hours
- as a mediator with NGOs, police, health services, courts, social services, and other referral institutions/ organizations, to give information to put the victims in contact with the services, and to ensure the continuation of their care - ... hours
- to assist the victims in knowing their rights and in pursuing the procedures required to obtain a protection order/emergency protection order, as well as the steps to be followed if the order is violated - .... hours
- to accompany the victims of violence to court -.... hours; police -...hours; and to other services - ... hours

- to compile a list of the non-for-profit organizations and professionals offering free services (psychological, counselling, free health and legal services, sheltering, etc.) for victims of violence and to update the list regularly - .... hours
- to ensure that the files and documentation regarding the clients are accurate, complete, and up to date, and to ensure the retention of copies of court orders and other relevant documentation - .... hours
- to update the data on all the cases of domestic violence handled by the interdisciplinary technical team on an electronic database - .... hours
- to share monthly summarized information on the handled cases with all the members of the interdisciplinary technical team - .... hours

Each member of the interdisciplinary team is responsible to convey to the coordinator every other week the information on all the cases presented or handled by their institution, whether the intervention was a joint one, interdisciplinary, or handled only within the institution.

- in this case by the local coordinator to review the information - .... hours
- by the local coordinator to ensure that victims receive the notice for presentation in the court, the orders issued by the court on following the necessary steps in case of violation of the court orders - .... hours
- to ensure that all the necessary interventions are carried out, in accordance with the law - .... hours
- to coordinate and organize trainings undertaken by the responsible structure for domestic violence in the Ministry of Labour, Social Affairs and Equal Opportunities for the

interdisciplinary technical team and other staff working with the community - .... hours

- to inform community members - .... hours
- to inform professionals - .... hours
- to inform non-for-profit organizations about domestic violence - .... hours
- for services in various information and awareness-raising materials on domestic violence - .... hours
- to draft co-operation agreements between state institutions for the realization of the tasks deriving from Law no. 9669, dated 18.12.2006, "On measures against violence in family relations", as amended, in accordance with the specifications of the template co-operation agreement - .... hours
- to propose co-operation agreements to the steering committee for approval on principle - .... hours
- to present monthly, quarterly and annual reports to the steering committee - .... hours
- to coordinate the activity of institutions at local level and the referral of domestic violence cases - .... hours
- to identify existing protocols in the community or successful informal relations of co-operation - .... hours
- to propose the necessary services for the victims of family violence in the structure of social services within the local government unit - .... hours

- 
4. Are there any other steps that you undertake to implement the law "On measures against violence in family relations" and DCM no. 334, dated 17.2.2011 "On the mechanism of

the co-ordination of work for the referral of cases of violence in family relations and its ways of procedure”, which I have not asked you about?

---

---

4.1. [If yes] *What are these steps?* And how much time does each of them take?

| Other activities/<br>steps | Time taken | In ten cases, how often<br>do they do this? |
|----------------------------|------------|---|
|                            |            |   |
|                            |            |   |
|                            |            |   |

5. What resources do you need in your work for the implementation of the violence law? What would help you to do your work more effectively?

*[Note for the interviewer: Try to understand the explanation and the motive after each suggestion – why and how would this resource improve things?]*

---

---

---

---

---

---

Thank you for your time. May I contact you again if I have further questions?

## ANEEX 1.

*(Note for the interviewer: If the interviewees agree, get their phone number. Take note of any additional information emerging from the interview.)*

## Annex 2

Pictures from the activities organized to discuss the findings of the study.



Roundtable held with the interviewed groups,  
Tirana, 1 June 2012.



## ANEEX 2.



Roundtable held with the interviewed groups, Durrës, 21 March 2012.



Roundtable held with the interviewed groups, Kukës, 3 April 2012.

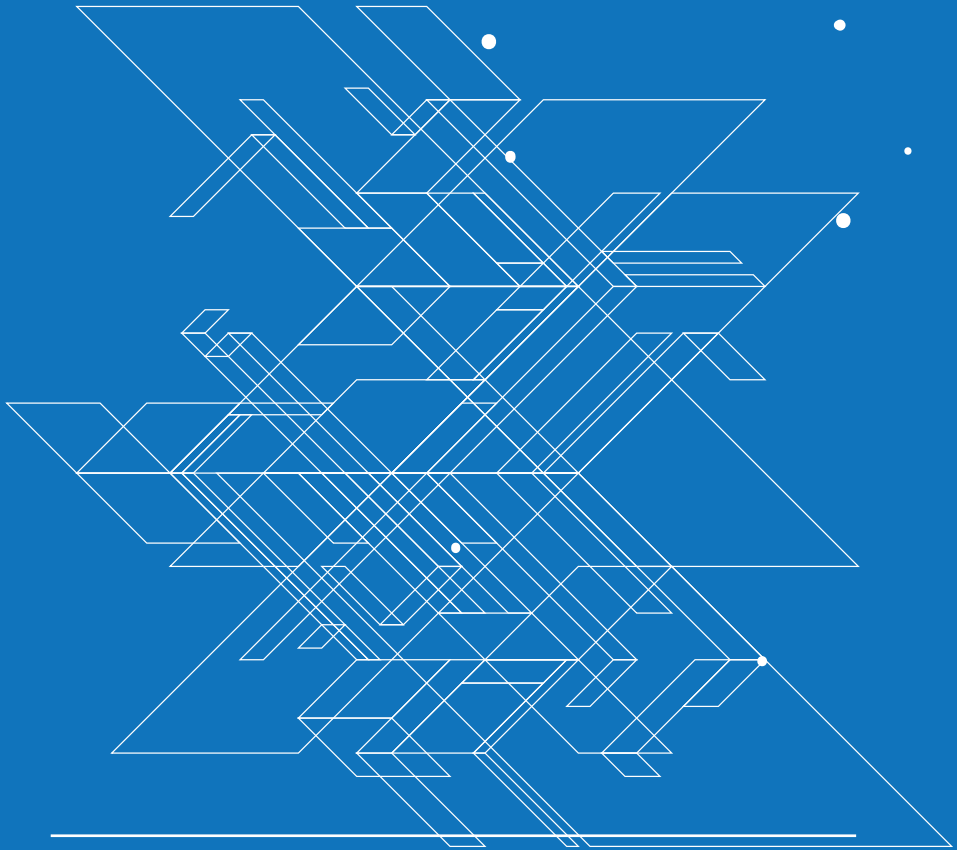
Roundtable held with representatives of the Steering Committee of the Referral Mechanism of Domestic Violence, Vlorë, 18 June 2012.



Roundtable held with representatives of the Steering Committee of the Referral Mechanism of Domestic Violence, Korça, 20 September 2012.



Roundtable held with representatives of local and central government to introduce the findings of the study, Tirana, 6 November 2012.



# A STUDY OF THE ECONOMIC COSTS FOR THE IMPLEMENTATION OF THE ALBANIAN LEGISLATION AGAINST DOMESTIC VIOLENCE