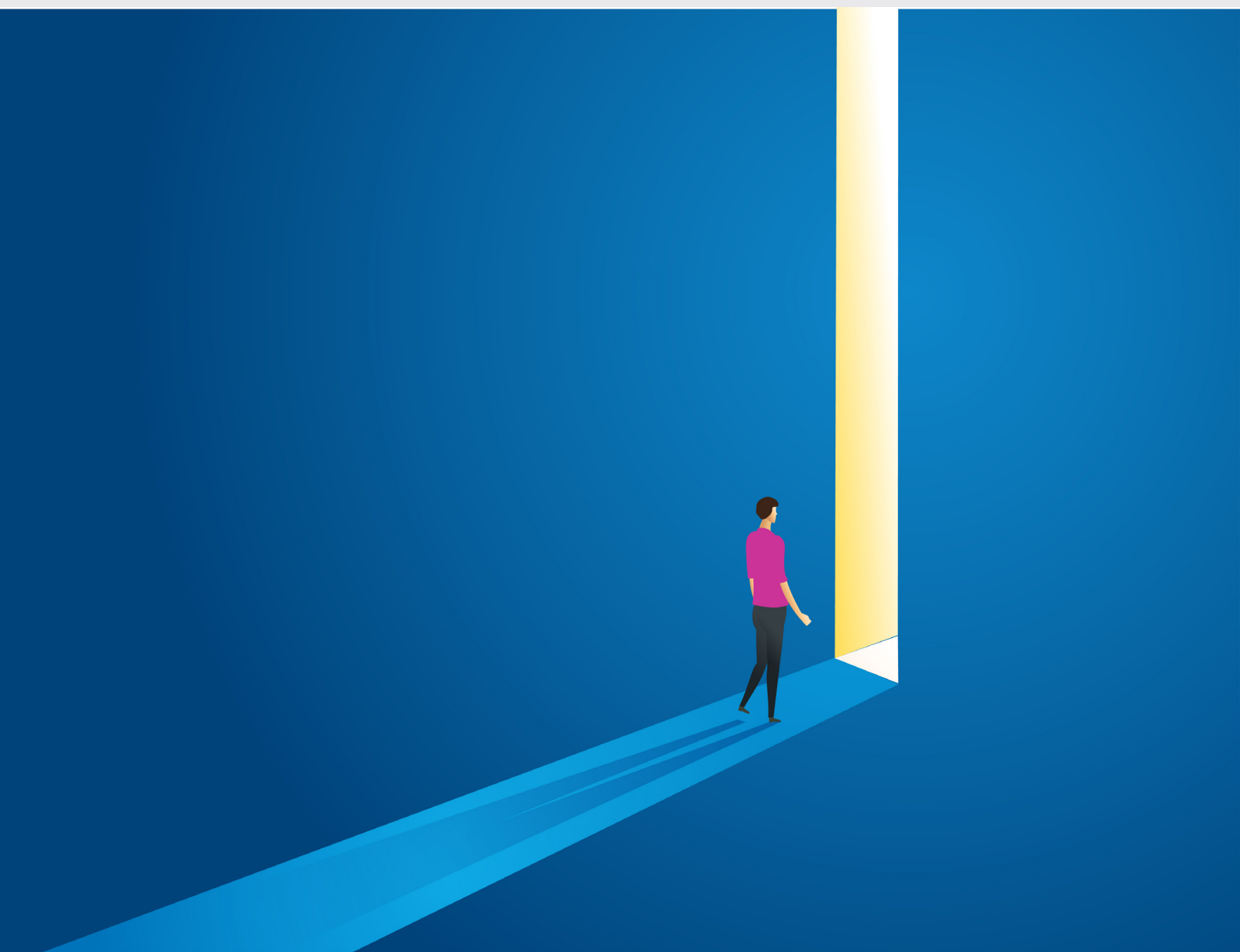


MAPPING OF PROGRAMMES FOR PERPETRATORS OF DOMESTIC VIOLENCE IN CENTRAL ASIA



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ABOUT THIS DOCUMENT

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INTRODUCTION

Preventing and combating violence against women and girls is a core area of the OSCE's work and a crucial aspect of comprehensive security¹. As evidence of its importance, the participating States have adopted three Ministerial Council decisions on preventing and combating violence against women.

Programmes aimed at changing the violent behaviour of perpetrators are important elements in preventing gender-based violence and ending impunity. While the aim of perpetrator programmes is the safety and well-being of survivors², it also represents an important shift in approach from asking, "Why doesn't she leave?" to "Why doesn't he stop?" Perpetrator programmes recognize the important role of men and boys in combating gender-based violence and aim to put the responsibility on the perpetrators, recognizing them as both part of the problem and part of the solution.

In Ministerial Council decisions on the topic, participating States are urged to "investigate and prosecute perpetrators, while addressing their need for appropriate treatment" (MC.DEC 15/05) and to "develop programmes to work with the perpetrators of violence against women, both during and after their sentence in order to avoid repeat offences" (MC.DEC 7/14).

This mapping of perpetrator programmes in Central Asia was commissioned by the OSCE and the UNFPA. It is part of the OSCE Gender Issues Programme's extrabudgetary project "WIN for Women and Men: Strengthening Comprehensive Security through Innovating and Networking for Gender Equality", which aims to advance gender equality as a prerequisite for achieving and maintaining stable, prosperous and peaceful societies in the OSCE area. Eliminating violence

against women and girls is one of the three thematic pillars of the project, which focuses on improving available services for survivors of gender-based violence as well as the responses by the police and justice sector.

The UNFPA Regional Office for Eastern Europe and Central Asia provides strategic support and technical expertise to the UNFPA country offices, which work on the front lines of development. They deliver policy advice, guidance, training and support to empower partners and staff in the field to promote gender equality and combat gender-based violence.

As part of the WIN project, an extensive mapping of existing services provided in 11 OSCE participating States in Eastern Europe, the South Caucasus and Central Asia was conducted, which highlighted several recommendations and areas of work for participating States — with support from the OSCE and other international organizations — including the recommendation that participating States "develop correctional programmes for perpetrators to ensure survivors' safety and reduce the risks of recidivism, in line with international standards and best practices"³.

A regional roundtable event for women's resource centres and other organizations providing support to survivors of gender-based violence was organized in Dushanbe, Tajikistan, in May 2022. The women's organizations at this event expressed the need to develop quality programmes for perpetrators.

In light of this, the OSCE WIN Project and the UNFPA decided to conduct a mapping and needs assessment of perpetrator programmes in Central Asia.

¹ For OSCE commitments relating to gender equality, see <https://www.osce.org/ministerial-councils/268646>.

² In this report, the terms 'victim' and 'survivor' are used for individuals who experienced gender-based violence against women and girls. While in the legal frameworks and criminal justice responses, the term 'victim' is commonly used, the term 'survivor'

is often preferred by support services, as it enforces the resilience of those who were exposed to violence.

³ OSCE: Mapping of Women's Resource Centres and Other Integrated Service Providers for Survivors of Gender-Based Violence in Central Asia, the South Caucasus, Eastern Europe and Mongolia, Vienna, p. 4, 530374_0.pdf (osce.org)

→ METHODOLOGY

This mapping is based on a combination of a desk review and interviews with key stakeholders in each of the five countries in Central Asia: Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan. The desk review primarily covered the legal framework on gender-based violence with a focus on domestic violence, as well as extracts from proposed laws or amendments to laws, policy documents such as strategies or national action plans on gender equality, research and studies and project documents. All documents were reviewed either in Russian or in English translations. In some cases, draft laws were not accessible, and secondary information was used instead.

Although gender-based violence encompasses more than domestic violence, this mapping concentrates primarily on domestic violence, as that is the focus of current initiatives for perpetrator programmes in Central Asia.

Eighteen semi-structured interviews were conducted with a total of 20 stakeholders. These included 12 staff members at OSCE field missions and UNFPA country offices, six representatives of civil society organizations that provide perpetrator programmes, one subject-matter expert and one practitioner from a consultation room for perpetrators. Information about state services was provided primarily by OSCE and UNFPA staff.

→ WHAT IS A PERPETRATOR PROGRAMME?

A perpetrator programme is a systematic intervention or treatment directed at increasing the safety of survivors through socio-psychological work with perpetrators. This work is — or should be — embedded in a co-ordinated response with different stakeholders. Such programmes are described in various ways around the world, including “domestic violence perpetrator programme”, “training programme for persons who use violence”, “domestic abuse service”, “treatment for intimate partner violence”, and “correction programme for aggressive individuals”.

The mapping contains a description of the legal framework that regulates perpetrator programmes, an overview of institutions and organizations working to change the behaviour of perpetrators of gender-based violence, and information on upcoming activities, some examples of good practices and the main gaps. This report focuses on the following aspects of perpetrator programmes: the availability of services, the content and structure of programmes, legal obligations, co-operation with women’s crisis centres, and the practice of monitoring and evaluating the effectiveness of programmes.

The results of the mapping are presented first as regional trends and tendencies, followed by findings per country. The introduction also outlines the main international standards relating to perpetrator programmes, in particular the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention), against which the programmes are reviewed. None of the Central Asian countries included in this study have signed or ratified the Istanbul Convention and are thereby not legally obliged to follow it. Nevertheless, the Istanbul Convention is considered a leading international standard for measures against gender-based violence and can therefore still be used as recommended standards and guidance for quality assurance.

Work on perpetrator programmes is an important element of combating domestic violence. The primary goal of all work with perpetrators (including identification, referral and behaviour modification programmes) is to ensure the safety and well-being of survivors.

Perpetrator programmes are not an alternative to criminal liability; on the contrary, they are intended to hold perpetrators accountable for their violent actions and for the consequences of those actions on the families of their victims and on society.

Perpetrator programmes are aimed at all perpetrators of domestic violence, regardless of whether they have been convicted in court or not.

Perpetrator programmes can be organized by state agencies — within, for example, law enforcement or social security agencies or penitentiary institutions; they can also be community-based or run by non-governmental organizations, with or without state support. They can be mandatory for perpetrators of domestic violence or offered on a voluntary basis.

Perpetrator programmes are important elements in both the prevention architecture and the accountability framework, as they can challenge

the root causes of violence and initiate a social change process by working directly with those who use violence. Although their goal is the same — to prevent domestic violence — perpetrator programmes should not be confused with more general actions to change societal values and attitudes on domestic violence or to create positive masculinities. Perpetrator programmes are targeted interventions to change the violent behaviour of individual perpetrators.

Such programmes can be important and effective for many reasons: they help perpetrators change by acknowledging their personal behaviour and taking responsibility for it, and they are aimed at achieving long-term behaviour change.

→ INTERNATIONAL STANDARDS ON PERPETRATOR PROGRAMMES

The Istanbul Convention is one of the most comprehensive international standards for combating gender-based violence, even for States that are not members of the Council of Europe or that are members but have not ratified the Convention.

The Istanbul Convention addresses perpetrator programmes in Chapter III, on prevention, specifically in Article 16, on preventive intervention and treatment programmes, which states the following:

- 1) Parties shall take the necessary legislative or other measures to set up or support programmes aimed at teaching perpetrators of domestic violence to adopt non-violent behaviour in interpersonal relationships with a view to preventing further violence and changing violent behavioural patterns.**
- 2) Parties shall take the necessary legislative or other measures to set up or support treatment programmes aimed at preventing perpetrators, in particular sex offenders, from re-offending.**
- 3) In taking the measures referred to in paragraphs 1 and 2, parties shall ensure that the support and safety of victims, as well as the human rights of victims, are of primary concern and that, where appropriate, these programmes are set up and implemented in close coordination with specialist support services for victims.⁴**

Following the adoption of the Istanbul convention, in 2011 the Council of Europe issued an Explanatory Report⁵ providing additional comments and interpretations to the provisions of the Convention. The Explanatory report recognizes that many different models for working with perpetrators exist and that the decision on which model to use rests with the various parties or service providers; however, some core elements should be included.

⁴ Istanbul Convention, Article 16, CETS 210 - Council of Europe Convention on preventing and combating violence against women and domestic violence (coe.int)

⁵ Explanatory Report to the Council of Europe Convention on preventing and combating violence against women and domestic violence, 2011

There are also numerous other international standards and best practices, including a document published by UN Women and the UNFPA titled *Regional Guidance on Working with Perpetrators of Domestic Violence and Early Intervention: Eastern Partnership Region* (2022),⁶ which is especially valuable for work in Eastern Europe and Central Asia. Also of note are standards developed and used by specialized civil society organizations (CSOs), such as the *Guidelines to Develop Standards for Programmes Working with Perpetrators of Domestic Violence* (2018),⁷ by the European Network for Work with Perpetrators (WWP EN).

The following are some of the common points found in the above-mentioned standards:

- **The purpose of perpetrator programmes should be to change behaviour and prevent recidivism. Perpetrator programmes should encourage perpetrators to take responsibility for their actions and examine their attitudes towards, and beliefs about, women.**
- **Perpetrator programmes should not replace court proceedings, nor should they engage in any kind of family counselling or mediation between perpetrator and victim.**
- **A risk assessment should be carried out when starting and during the implementation of a perpetrator programme. The safety of the victim is the highest priority of the programme, which, among other things, implies that the programme should inform the victim if the perpetrator leaves the programme or if there are any other concerns for the safety of the victim or the victim's children.**
- **Programmes should be available through both mandatory and voluntary referrals, including self-referrals, and could take place both inside and outside of custodial settings (prisons).**
- **Perpetrator programmes should be set up separate from, but in close co-operation with, women's crisis centres, law enforcement agencies, the judiciary, probation services, and child protection or child welfare offices.**
- **The staff of perpetrator programmes should be skilled and trained. Beyond training in psychology and the nature of domestic violence, they need to possess the necessary cultural and linguistic skills to enable them to work with a wide diversity of men attending such programmes.**

⁶ Sandra Jovanović Belotić, Melissa Petrangelo Scaia and Berta Vall, *Regional Guidance on Working with Perpetrators of Domestic Violence and Early Intervention: Eastern Partnership Region* (UN Women and UNFPA, 2022).

⁷ European Network for Work with Perpetrators, *Guidelines to Develop Standards for Programmes Working with Perpetrators of Domestic Violence* (WWP EN, 2018).

COMMON TRENDS ACROSS CENTRAL ASIA

Behaviour modification programmes for perpetrators of domestic violence are a relatively new phenomenon in Central Asia. With some exceptions, most work with perpetrators has begun within the past few years or is still in the very early idea or planning phase. This is not necessarily remarkable, as it is often considered good practice to ensure that sufficient services for survivors are in place before the establishment of perpetrator programmes — this is also something that women’s rights organizations often demand. UN Women and the UNFPA have

also stated that “survivor support services need to be ensured; unless this aspect is in place, survivors are not protected, and this needs to be prioritised. Ideally, there should be independent Women’s NGO’s available [for survivors] to ensure the accountability of institutions working with survivors and with perpetrators”.⁸ While services for survivors are available in all five countries in Central Asia, they are typically not sufficient to meet the demand and are usually concentrated in larger cities.

DOMESTIC VIOLENCE IS NOT CRIMINALIZED THROUGHOUT THE REGION

While there is a general trend whereby almost all countries in Central Asia have adopted separate laws to ensure the protection of victims of, and a comprehensive response to, domestic violence, different practices relating to the criminalization of domestic violence are in place across the region. Most countries in the region do not treat domestic violence as a stand-alone crime, but some domestic violence acts are addressed in criminal codes. Thus, elements of domestic violence are criminalized throughout Central Asia, but domestic violence is a stand-alone crime only in Uzbekistan, thanks to a newly established law. Although some elements of domestic violence can be processed through other provisions of criminal codes, this practice is not in line with international standards, which emphasize the criminalization of domestic violence as a minimum measure to ensure that perpetrators are held to account.⁹

COUNTRIES ARE AT DIFFERENT STAGES, BUT THERE IS MOMENTUM ACROSS THE REGION FOR DEVELOPING QUALITY PERPETRATOR PROGRAMMES

As this mapping found, conversations and pilot programmes have begun, and there is momentum to continue developing perpetrator programmes across Central Asia. In Tajikistan, a third consultation room opened in June 2023, offering behaviour-changing programmes for perpetrators of domestic violence. In Uzbekistan, the law on domestic violence was amended in April 2023, significantly improving legal protections for women. In Turkmenistan, a national survey on the health and status of women in the family published in August 2022 was a significant step in recognizing the prevalence of domestic violence and the actions that need to be taken. In Kazakhstan, the government has in recent years repeatedly acknowledged the problem of domestic violence in the country and made tackling domestic abuse an integral part of the national reform agenda. In Kyrgyzstan, a model perpetrator programme was adopted in August 2019, and state grants were allocated to civil society organizations to work with perpetrators to change their behaviour.

⁸ Belotić, Scaia and Vall, p. 14.

⁹ Ibid.

PERPETRATOR PROGRAMMES ARE LIMITED IN TIME AND SCOPE

Where perpetrator programmes exist in Central Asia, they are offered on both a voluntary and mandatory basis. The obligation to undergo perpetrator correctional programmes is regulated in the protection order that is issued for a limited time, typically up to 30 days. This time is too short to reach a sustainable result - international best practice stipulates around 30 sessions during a period of six months. At the same time, the voluntary programmes, which are longer, face challenges in keeping the perpetrators engaged in the programmes for various reasons, including fading motivation and lack of funding, for both the service provider and the participant.

Within this mapping, no perpetrator programmes inside penitentiaries were identified in Central Asia. International standards do not specifically prescribe perpetrator programmes in prisons, but it is common and considered good practice in many countries.

UNCLEAR LEGAL PROVISIONS ON PERPETRATOR INTERVENTIONS

The laws on prevention of domestic violence in Central Asia all contain various notions of so-called correctional conversations as a first measure — that is, law enforcement officers or representatives of other institutions speak with perpetrators to inform them about the legal framework and encourage them to change their violent behaviour. The scope of this mapping did not allow for a more in-depth study of this practice. Though such conversations might help perpetrators identify as such, and it is positive that perpetrators are made aware of the potential legal consequences of their violent actions, the content of such talks should be regulated; they should not prevent other actions by law enforcement when such actions are called for, nor should they jeopardize the safety of survivors.

FEW QUALIFIED EXPERTS AND TRAINING OPPORTUNITIES

According to the informants who took part in this mapping, the insufficient number of psychologists, psychotherapists and social workers in the region was identified as a challenge for the operationalization of perpetrator programmes. Furthermore, there is no established specialized training for psychologists or social workers on how to work with violent individuals on behaviour change. Specialized training is also needed for other front-line professionals, such as health workers, child protection services, law enforcement and others, to keep survivors and their children safe from violence while working with perpetrators.

SOCIAL NORMS PERPETUATE THE CYCLE OF VIOLENCE

Many in Central Asia consider violence prevention through correctional programmes to be an efficient measure to break the cycle of domestic violence. Due to the strong social pressure on men and women to marry or stay married, many women survivors of domestic violence have told staff at crisis centres that they would like to be reunited with their partners. According to some interviewed sources, a perpetrator of domestic violence is also likely to remarry if he is left by the survivor.

Furthermore, although polygamy illegal in every country in Central Asia, some sources suggest that it is still practised.¹⁰ These social practices indicate that, without strong interventions, it is unlikely that the cycle of violence will be interrupted.

STRONG EMPHASIS ON PRESERVING THE FAMILY

The purpose — or desired outcome — of domestic violence prevention in policies and laws in the region is regularly framed in terms of preserving the institution of the family, and perpetrator programmes are also sometimes understood as such. Though perpetrator programmes might — or might not — help strengthen the family, the goal of working with perpetrators should always be to ensure the safety and well-being of survivors.

Focusing domestic violence laws, policies and practice on preserving the family often entails the inclusion of mediation and reconciliation in the process. International standards strongly recommend against using mediation in cases of domestic violence, as survivors and perpetrators cannot take part in mediation on equal terms, and evidence shows that mediation has very little likelihood of succeeding in preventing future violence.

¹⁰ There is a lack of research on polygamy in Central Asia, but sources indicate this is an issue. For more information, please see Central Asia Program, “The Many Faces of Polygyny in Kazakhstan”, 16 April 2021, available at <https://centralasiaprogram.org/faces-polygyny-kazakhstan/>; academic article of Osmonova, D.A. Polygamy as an Urgent Problem in Post-Soviet Central Asia,

(POLYGAMY AS AN ACTUAL PROBLEM IN POST-SOVIET CENTRAL ASIA - International Journal of Experiential Education (Scientific Journal) (expeducation.ru)) or Gulnoza Saidzimova, “Central Asia: Researchers Say Polygamy Harmful to Regional Economies”, Radio Free Europe / Radio Liberty, 2 February 2005, available at <https://www.rferl.org/a/1057238.html>.

GENERAL RECOMMENDATIONS:

Based on international standards and input from experts, the OSCE and UNFPA make the following recommendations to inform policy development and the practical implementation of perpetrator programmes in Central Asia.

- Domestic violence should be criminalized, as a minimum prerequisite to hold perpetrators accountable and ensure justice for survivors.
- Laws and policies against domestic violence should focus not on preserving the family but on the safety of the survivor and their children. In any case, mediation and reconciliation should not be part of any measures to prevent and respond to domestic violence.
- Perpetrator programmes could complement, but should not replace, court hearings or punishment. On the contrary, it is essential that perpetrators take full responsibility for their acts of violence or successfully complete a behaviour modification programme. This approach needs to be reflected in both the legal framework and the approach and practice of law enforcement and others.
- Perpetrator programmes should be viewed and implemented not as an isolated action but as part of a holistic approach to preventing domestic violence, and they should be integrated into a multisectoral response.
- Standards or other guidelines should be in place to ensure that the required minimum is met in terms of the scope, content and quality of perpetrator programmes.
- The safety of the survivor is the goal and core of all perpetrator programmes. Sufficient support should be provided for survivors, and perpetrator programmes should work in close co-operation with organizations responsible for survivor support programmes.
- Throughout Central Asia, the demand for perpetrator programmes exceeds the availability, and there is an urgent need to increase the availability, accessibility and quality of existing services.
- Sufficient time is needed to change violent behaviour: a perpetrator programme should preferably last for at least six months. Since drop-out rates are usually high, it is important to make programmes mandatory for a longer period of time.
- Specific training should be arranged for staff who are working on perpetrator programmes. Beyond training in psychology and the nature of domestic violence, they need to possess the necessary cultural and linguistic skills to enable them to work with a wide diversity of men attending such programmes.
- All perpetrator programmes need to establish or apply solid methodologies for monitoring and evaluating the effectiveness of the programmes.
- Relevant authorities should consider setting up conditions for providing perpetrator programmes within prisons in collaboration and with the support of selected, competent NGOs.

KAZAKHSTAN

→ LEGAL AND POLICY FRAMEWORK

According to Kazakhstan's Law No. 214 on Prevention of Domestic Violence of 2009, domestic violence includes physical, psychological, economic and sexual violence. Although it was initially criminalized, domestic violence was removed from the Criminal Code in 2017. As a result, acts of domestic violence entail only a warning or administrative measures, and perpetrators face reduced punishment. While certain cases of domestic violence can still be processed under certain provisions of the Criminal Code, doing so is not in line with international best practices or OSCE and UNFPA policy recommendations.

Kazakhstan's domestic violence law enumerates the various agencies responsible for preventing domestic violence and stipulates that certain service providers are to conduct behaviour modification programmes for perpetrators of domestic violence. These service providers may be established by local executive bodies, legal entities or individuals. The law further stipulates that service providers are to be financed by the state or "other sources".¹¹ No decree or other instructions have been issued by the government

→ PERPETRATOR PROGRAMMES

Although perpetrators of domestic violence are not obliged to complete correctional programmes, voluntary programmes exist. An example of such programmes can be seen in the Turkistan region, in the south of Kazakhstan. According to the law, a domestic violence perpetrator may be removed from his home and isolated from his family, but only under the condition that he has another residence. A centre was therefore opened where the police could bring perpetrators for temporary residence. While staying at the centre, perpetrators participate in a minimum of five individual sessions followed by 12 group sessions. The centre's psychologists use a questionnaire to identify individual problems that perpetrators are dealing with and to evaluate their progress in

explaining how these services should be established and managed, and no information is available regarding the current status of the implementation of these provisions. National legislation does not provide for any approved standard operating procedures or instructions for working with perpetrators.

In September 2020, a draft law on combating domestic violence that would have strengthened protection for survivors of domestic violence passed in its first reading in parliament but was subsequently withdrawn. Ever since, a number of proposals have been put forward with attempt to address domestic violence, however up to date none have been adopted. Some of them mention changing the behaviour of perpetrators, but do not go into details. According to experts, any law will be successful in preventing domestic violence only if it does not recommend mediation and reconciliation; as perpetrators and survivors do not enter into mediation on equal terms, the likelihood that violence will stop through mediation is small, and international standards recommend against it.

terms of behavioural change. Since help centres that provide residence for perpetrators are uncommon, there is little evidence on whether they are an effective measure to stop domestic violence. Where such centres do exist (e.g. in Sweden), the possibility for survivors and their children to stay in their own homes has been highlighted as an advantage. However, as with all other services for perpetrators, there should first and foremost be sufficient support services for survivors, and a thorough risk assessment needs to be conducted to evaluate the risk that a perpetrator will continue to be violent, including the risk for survivors and their children if they do not relocate.

¹¹ Law No. 214-IV (2009) of the Republic of Kazakhstan on Prevention from Domestic Violence. Articles 15.1.4 and 15.3.

The civil society organization Union of Crisis Centres also established pilot perpetrator programmes in 2023 in Astana, Almaty and Pavlodar. These programmes have trained specialists and offer both individual and group sessions to perpetrators of domestic violence who are referred to the programme by the police. The programmes are available for both men and women perpetrators (no women have been enrolled to date). The Union of Crisis Centres has developed minimum standards for their perpetrator programmes.

UNFPA Kazakhstan provided its support to the government to work with perpetrators of GBV to ensure that appropriate safeguarding measures will be put in place to change perpetrators' behavior. Using tools and the training methodology of the "Alternative to Violence" Center from Russian Federation an analytical review of good practices with recommendations was developed, in addition to a training package on how to work with abusers. Based on the developed training package, trainings were planned in 2023 with local specialists from the health, police and social support sectors, as well as crisis centers of the Turkestan region.

COUNTRY-SPECIFIC RECOMMENDATIONS:

- Domestic violence should be included as a stand-alone crime in the Criminal Code. The criminalization of domestic violence is a bare minimum to hold perpetrators accountable and an important foundation for developing successful programmes.
- In accordance with Article 15 of the domestic violence law of 2009, separate service providers should be set up to provide support to survivors and to provide behaviour modification programmes for perpetrators of domestic violence, while ensuring that funding sources are identified.
- Correctional programmes should be available and offered on both a mandatory and a voluntary basis. The law should be amended to require that perpetrators of domestic violence undergo a correctional programme, and this obligation should remain in force for a sufficient amount of time for the programme to ensure sustainable results (preferably six months).
- National standards, including details on the content of, and hours for, behaviour modification programmes, are needed in order to ensure quality, efficiency and continuity as well as for the realization of Article 15 of the domestic violence law.
- For both voluntary and mandatory programmes, an appropriate referral pathway should be set up, making sure that different duty bearers (law enforcement, health sector, social and child protection services, and civil society organizations) work in a co-ordinated way to ensure that perpetrators of domestic violence have access to and undergo a behaviour correctional programme, in particular in close co-ordination with services for survivors of domestic violence.
- Pilot programmes should be carefully monitored and evaluated, and the lessons learned and recommendations should be taken into account if they are to be replicated in other parts of Kazakhstan.

KYRGYZSTAN

→ LEGAL AND POLICY FRAMEWORK

The current Law No. 63 on Safeguarding and Protection against Domestic Violence replaced the heavily criticized domestic violence law of 2003 and has significantly improved protection for victims and strengthened police and justice response.

In 2021, the Criminal Code was updated. Despite the introduction into the Code of a separate article on domestic violence (Article 177), cases of domestic violence can still be prosecuted under the Code of Offences, with milder consequences for the perpetrator.

The current domestic violence law introduced protection orders for victims of domestic violence as well as an obligation for perpetrators to undergo correctional programmes. During an initial protection order, which is valid for three days, the police inform the perpetrator about the possibilities for, and conditions of, undergoing a behaviour modification programme. After the initial three days, the protection order can be prolonged for one month, which includes an obligation to participate in correctional programmes. Those who violate their obligation to undergo a correctional programme can be given a warning or 40 hours of community service, as established in the Code of Offences.

The domestic violence law includes a list of 17 bodies that constitute the institutional mechanism for prevention and protection against domestic violence. It assigns to the Ministry of Labour, Social Security and Migration the responsibility to “participate in the elaboration of correctional programmes ... and provide support to territorial social security entities, which are to implement these programmes”.¹² Among the agencies identified in the law is the aksakal, or court of elders, which is responsible for evaluating and resolving cases relating to domestic violence in accordance with the Law on the Aksakal.¹³

In 2019, the Government of the Kyrgyz Republic adopted Decree No. 390 on the Procedure for the Implementation of Protection against Domestic Violence. The Department of Social Development

of the Kyrgyz Government is responsible for the execution of the decree. The decree contains three annexes: the first deals with the multi-agency response to domestic violence, the second concerns service provision for survivors, and the third outlines a model correctional programme on changing the violent behaviour of persons who have committed domestic violence.

Participation in a correctional programme can take place on a mandatory or voluntary basis. People suffering from mental disorders and people who are addicted to alcohol, narcotics, psychotropic substances or gambling must undergo basic therapy before participating in a correctional programme.

Annex 3 to the decree describes the two types of programmes — mandatory and voluntary. The mandatory programme is the same for men and women perpetrators and involves four sessions (two individual and two group sessions) during a period of four weeks. The voluntary programme for men includes 2 individual sessions and 24 group meetings once per week for six months, while for women perpetrators the voluntary programme involves 2 individual and 16 group meetings during a period of four months. The programme should be conducted in either Kyrgyz or Russian, depending on the participant’s preference.

Each programme should provide perpetrators of domestic violence with practical information on how to stop their violent behaviour, interact with their partner, control their emotions and develop a respectful attitude in society; help perpetrators improve their understanding of their negative actions, thoughts and feelings, and the reasons why they use violence as a means of controlling their partner, children and other dependents; work with perpetrators to confront their justifications of domestic violence; and assist perpetrators of domestic violence in understanding the negative consequences of domestic violence for their family members.

¹² Law of the Kyrgyz Republic No. 63 (2017) on Protection and Defence against Domestic Violence. Articles 11.1.7 and 11.2.4.

¹³ The aksakal courts are self-governing public bodies that are elected and established on a voluntary basis. They review cases

referred to them by the courts, prosecutors and other state authorities and their officials under the established procedure. The aksakal courts are responsible for evaluating and resolving cases relating to domestic violence.

→ PERPETRATOR PROGRAMMES

Two crisis centres, Chance and Sezim, both located in Bishkek, established the first pilot perpetrator programmes in Kyrgyzstan in 2009. Psychologists were trained and a curriculum was developed based on best practices from Lithuania and Poland.

At the request of both the government and civil society, UNFPA Kyrgyzstan supported the drafting of a decree to establish roles and responsibilities, create strategies and allocate resources for perpetrator programmes. After the adoption of the decree in 2019, guidelines were developed in co-operation with the Association of Crisis Centres. The reactions from the civil society were not solely positive: some women's civil society organizations criticized the project for spending limited resources on perpetrators rather than on support services for survivors.

The OSCE Programme Office in Bishkek, at the request of the Kyrgyz government, recently conducted a functional analysis of the Ministry of Labour, Social Protection and Migration and the Ministry of Interior, as the two state agencies in charge of correctional work with perpetrators. Among the findings were a lack of capacity and financial resources. There is a general lack of psychologists, while social workers are usually overstretched. Furthermore, there are no standard operating procedures for social workers on how to work with perpetrators of gender-based violence, and social workers have not yet begun to implement correctional programmes.

The Ministry of Labour, Social Protection and Migration fulfils its obligation to provide

correctional programmes by funding NGOs to implement the programmes through the social procurement mechanism. Currently, all perpetrator programmes¹⁴ in Kyrgyzstan are managed and implemented by crisis centres led by civil society organizations. In 2021, five crisis centres received state financial support for conducting perpetrator programmes. According to interviews conducted for this report, the Ministry does not provide sufficient funding, and crisis centres are still dependent on international donors, which often do not provide core funding.

The OSCE Programme Office in Bishkek has set up a pool of 14 psychologists who are qualified trainers for perpetrator programmes. In May 2023, the Programme Office trained 14 trainers (7 gender-balanced pairs) who will work with perpetrators at the crisis centres during a four-month practical internship period.

As mentioned above, the aksakal has a specific role in cases of domestic violence. Interviewed experts are critical of this role, since in their view the primary objective of the aksakal is to preserve the family and hence the power dynamics within it. On the other hand, while experts have reservations about the role of aksakals in promoting gender equality, some recognize that they can play a limited role in prevention. Crisis centres that have trained members of aksakals on domestic violence reported that they showed positive attitudes to perpetrator programmes, as the idea of men's ability to control themselves and to have the power of control in their own hands resonates with the aksakals.

CASE STUDY 1. CHANCE CRISIS CENTRE, BISHKEK

The Chance crisis centre provides perpetrator programmes for men and women on both a voluntary and a mandatory basis, in the latter case following a police referral. The programmes for men and women are conducted in separate locations, with a man training groups of men, and a woman training groups of women.

The mandatory programme consists of two individual and two group sessions during a period of one month. After this period, perpetrators are monitored by the State Department for Social Development for 18 months, during which their representatives meet with perpetrators every three months to discuss their progress. The programme for women perpetrators involves only group sessions, and the women are not monitored after the completion of the programme. The voluntary programme lasts 24 weeks and follows the structured outlines in Annex 3 to the decree.

¹⁴ Meerman and Aialzat, both located in Karakol, Issyk-kul oblast; Tendesh, in Naryn; Ak-Zhurok, in Osh; and Chance, in Bishkek.

CASE STUDY 2. Ayalzat, Karakol, Issyk-kul oblast

The Ayalzat crisis centre offers both shorter mandatory and longer voluntary programmes for men who are perpetrators. Ayalzat co-operates with the Ministry of Internal Affairs and the Ministry of Labour, Social Protection and Migration, which refer perpetrators with extended protection orders against them. The mandatory programme involves a total of 16 hours of group and individual sessions during the one-month period of the protection order.

The programme for perpetrators is conducted by crisis centre staff, but in a dedicated space. The staff working with perpetrators have received training from the Association of Crisis Centres. The centre has developed a questionnaire that perpetrators and their close relations fill in 18 months after the programme to evaluate whether their violent behaviour has changed.

COUNTRY-SPECIFIC RECOMMENDATIONS:

- To increase the likelihood of sustainable change, the short mandatory programme should be extended. According to good practice, programmes typically last six months and cover a multitude of topics, most of which are already outlined in Annex 3 to Decree No. 390 on the Procedure for the Implementation of Protection against Domestic Violence.
- There is a need to ensure the participation of the probation services and the Service for Execution of Punishments in the multi-agency response and in conducting long-term tailored behaviour modification programmes.
- Civil society in Kyrgyzstan is well suited to implement programmes for perpetrators of domestic violence, but unstable funding is a major threat to their effectiveness. Stable funding, in terms of state funds or core funding from international donors, must be allocated to ensure sustainability. Additionally, local municipalities (local self-government) could also allocate funds for these purposes in accordance with the law on domestic violence.
- Crisis centres provide services for survivors and conduct perpetrator programmes. It is essential that these services take into account international standards for the provision of services to survivors and in implementing perpetrator programmes. While separate facilities should continue to be reinforced, an effort should be given to have completely separate premises in the future, as per international best practices.
- The importance of regularly and systematically monitoring and evaluating the effectiveness of perpetrator programmes cannot be stressed enough, not least to ensure the safety of survivors. The capacity of service providers to use various tools and methods for monitoring and evaluation should be strengthened.

¹⁵ According to the Law on Safeguarding and Protection against Domestic Violence and Decree of the Government of the Kyrgyz Republic No. 390 dated 1 August 2019, local self-governments (LSG) are responsible for co-ordination and response. In addition, the Law of the Kyrgyz Republic on Crime Prevention also obliges LSGs to allocate funds for correctional programmes.

¹⁶ Several well-established methods exist for these purposes, such as the WWP EN IMPACT Outcome Monitoring Toolkit. See Berta Vall Castelló, Alessandra Pauncz and Anna McKenzie, The WWP EN IMPACT Outcome Monitoring Toolkit (Berlin: European Network for the Work with Perpetrators of Domestic Violence, 2021).

TAJIKISTAN

→ LEGAL AND POLICY FRAMEWORK

Domestic violence in Tajikistan is addressed in Law No. 954 on Prevention of Domestic Violence of 2013, which covers physical, psychological, economic and sexual violence. Domestic violence is not criminalized as a stand-alone crime, though some domestic violence acts are addressed in the Criminal Code.

The domestic violence law includes references to individual measures to prevent domestic violence as the “targeted impact on the mind and behaviour of a person who has committed domestic violence, and a way to prevent them from committing an offence”¹⁷ and to ensure the safety of the survivor. The measures are, however, limited to so-called correctional talks, which should, according to the law, be held with both the perpetrator and the

survivor, and should be carried out by an entity involved in domestic violence prevention, with the aim of restoring and strengthening the family. During these conversations, the social and legal consequences of domestic violence are explained and the causes and conditions that led to the violence should be identified, and the perpetrator should be discouraged from continuing their violent behaviour.¹⁸

The domestic violence law is currently under review. The proposed amendments to the law include the introduction of behaviour modification programmes that involve mandatory training aimed at changing violent behaviour, as well as an extension of the duration of protection orders from the current 15 days.

→ PERPETRATOR PROGRAMMES

In 2018, the country's first consultation room for perpetrators of domestic violence opened in Levakant, Khatlon province, with support of the Swiss Government. Since end of 2021 the OSCE Programme Office in Dushanbe took over the support for the consultation room in Levakant. In 2022, a second consultation room opened in Khujand, Sughd region, and a third consultation room in 2023 in Dushanbe, in co-operation with the Government. In Levakant and Khujand, the consultation rooms were opened on the initiative of the *Hukumat*, the local government.

Since the first consultation room was opened, 206 perpetrators (149 men and 57 women)¹⁹ have completed programmes. To be eligible for these programmes, the perpetrator must have committed violence only or mostly in the family, must not be addicted to alcohol or drugs and must have no acute mental illness that would prevent successful participation in treatment. Furthermore, the perpetrator must be aware that they were or are violent.

The consultation rooms, which are located separate from services for survivors, co-operate with the OSCE Programme Office in Dushanbe, and are supported by women's resource centres, and the offices of the Committee on Women and Family Affairs in Khatlon, Sughd and Dushanbe. The consultation rooms do not conduct joint sessions with perpetrators and survivors, but individual meetings are held with survivors during the intake phase — if the survivors agree — to inform them about the programme, obtain information about the violence they were subjected to, refer them to survivor support services and develop a safety plan.

The consultation rooms are staffed with one psychologist and one social worker who have completed five days of training. The staff is gender-balanced (i.e. has one woman and one man in each room). Perpetrators are referred to the consultation rooms by the police when protection orders are issued, or by the Commission on the Protection of Children's Rights, women's resource centres or other actors.

¹⁷ Law of the Republic of Tajikistan, About the Prevention of Violence in Family, 2013, Article 18.1

¹⁸ Ibid, Articles 20.1 and 20.3.

¹⁹ As of the date of the interview.

Self-referrals are also possible, but they are rare. Participation in correctional programmes is only mandatory when ordered by the police through protection orders, which are issued for an initial 15 days with the possibility of an extension to 30 days. Since many perpetrators live far from the consultation rooms, the staff sometimes conduct group sessions in other temporary locations.

The programme stretches over 6 months and consists of 30 sessions, 10 of which are individual sessions led by a psychologist, and 20 are group sessions led by both a psychologist and a social worker. Recognizing the prevalence of domestic violence committed by women, notably by mothers-in-law against daughters-in-law, the consultation rooms treat men and women perpetrators separately, but the content of the programme is the same. The programme includes sessions on anger management, communication skills, the development of non-violent behaviour, stress and anxiety management, gender norms and stereotypes, gender equality, etc. The programme attaches great importance to the perpetrators' taking responsibility for their violent actions.

The methodological basis for the correctional programme is the Duluth model,²⁰ adapted to the sociocultural conditions in Tajikistan. The overall objective of the programme is correction, rehabilitation and the provision of comprehensive

services to perpetrators in order to reduce violence against women.

The Revised Conflict Tactics Scale (CTS-2) is used to evaluate the efficiency of the programme. Each perpetrator is asked to complete a questionnaire during their intake and then again in the follow-up phase in order to determine the changes in their behaviour. Each survivor is asked — but not obliged — to fill in the same questionnaire. After completing 30 sessions, the perpetrator is also monitored by the district police and the Department on Women and Family Issues at the Hukumat.

The work of the consultation rooms is monitored on a regular basis by the executive body of the city where each room is located, as well as by the OSCE.

An evaluation of the first two years of operation of the consultation rooms concluded that many perpetrators opted to drop out of the programme before its conclusion because the punishment for violating a protection order, including the requirement to participate in perpetrator programmes, is very light. The staff of the consultation rooms are aware of this issue and try to prevent perpetrators from dropping out by motivating them to continue on voluntary basis.

²⁰ Developed in 1980, the Duluth model is the most commonly used model for interventions against gender-based violence in, for example, the United States. It advocates a co-ordinated community approach to tackling domestic abuse, putting the safety of women

and children at the centre while holding perpetrators accountable for their abuse or violence through an intervention that offers them an opportunity to change. For more information, see the website of Domestic Abuse Intervention Programs at theduluthmodel.org.

COUNTRY-SPECIFIC RECOMMENDATIONS:

- Mandatory participation in perpetrator programmes is limited to the length of the respective protection order (15 or 30 days). It is clear from international evidence that interventions of shorter durations, typically less than six months, have little chance of achieving sustainable change in a person's behaviour, attitudes and values. Provisions stipulating mandatory participation in perpetrator programmes for longer periods — for example, through court decisions — should be considered.
- Valuable experience has been gained and lessons learned through the pilot consultation rooms in Levakant and Khujand, and it is a very positive step that a third consultation room has opened in Dushanbe. When possible, more consultation rooms should be opened in other cities to make perpetrator programmes accessible throughout the country.
- The good practice of providing mobile group sessions to reach perpetrators in rural areas should be continued and, possibly, extended.
- It is good international practice to continue with practice of having gender-balanced teams of specialists for perpetrator programmes. Specialist teams consisting of both men and women can address gender dynamics in the group and the gender roles in the relations between perpetrators and specialists. Furthermore, this practice can help establish respect for, and a positive attitude to, the inclusion of women's voices in the process.
- State authorities should consider establishing conditions for providing perpetrator programmes within prisons in collaboration with, and with the support of, selected, competent NGOs.

TURKMENISTAN

→ LEGAL AND POLICY FRAMEWORK

Currently, there is no separate law on domestic violence in Turkmenistan. Domestic violence is not criminalized as a stand-alone crime, but certain elements in the Penal Code apply to domestic violence crimes, such as rape, sex trafficking, bride kidnapping, etc. The state's obligation to guarantee and ensure equal protection of women and men against violence in the family is also stipulated in the Law on State Guarantees for Ensuring Equal Rights and Equal Opportunities for Women and Men of 2015.

Turkmenistan has a national action plan on gender equality for the period 2021–2025, consisting of seven strategic directions, which include preventing gender-based violence against women and girls. This strategic direction stipulates actions to improve legislation to criminalize all forms of gender-based violence against women and girls²¹ and to update standard operating procedures for health workers, law enforcement and psychosocial support services for a multisectoral response to gender-based violence.²² However, no information is available on whether a law on domestic violence that would include the criminalization of domestic violence is being drafted. Standard operating procedures are being drafted for the health sector, law enforcement and social services, but they do not include perpetrator programmes.

→ PERPETRATOR PROGRAMMES

Two civil society organizations address gender-based violence in Turkmenistan: Keyik Okara, which runs a shelter in the city of Ashgabat, and Taze zaman, which runs a shelter in the Lebap region. Representatives of the two CSOs explained that they focus on services for survivors and treat the family as a unit, which includes addressing perpetrators. In Turkmenistan, two or three families often live together in a shared household, and the crisis centres therefore occasionally work with all the members of the household to resolve

In 2020, the Government of Turkmenistan conducted a nationwide survey on the health and status of women in the family in Turkmenistan, with technical support from the UNFPA.²³ The survey was a major achievement in terms of recognition of domestic violence, its impact on the health of women and girls, and the need to take further actions to prevent and respond to domestic violence.

The survey included six clusters of recommendations, ranging from developing a road map for the prevention of domestic violence, improving national legislation, establishing a co-ordinated system for multi-stakeholder response, and expanding measures to prevent gender-based discrimination and violence. As a follow-up measure, the Government of Turkmenistan developed a road map for the implementation of the recommendations from the national survey. The road map includes, among other tasks, an analysis of current legislation to ensure the rights of women victims of violence for the purpose of improving laws by means of amendments. It also recommends studying the best international experience in working with men who have committed violence against women, and indicating the potential to establish perpetrator programmes, with the need for further knowledge-building as a first step.

situations of domestic violence, with the goal of “preserving the family”.

Civil society has demonstrated a willingness to work with correctional programmes for perpetrators, but civil society organizations lack the necessary mechanisms and knowledge for doing so; in addition, there is no legislative framework to provide guidance, including legally mandated programmes to identify and refer perpetrators and to ensure the continuity of programmes.

²¹ Government of Turkmenistan: National Action Plan on Gender Equality 2021-2025, Action 4.1.

²² Ibid Action 4.2.

²³ Institute of State, Law and Democracy of Turkmenistan, State

Statistics Committee of Turkmenistan, Ministry of Health and Medical Industry of Turkmenistan and UNFPA, Health and Status of a Woman in the Family in Turkmenistan: Report on the Results of the National Sample Survey (Ashgabat: 2021).

COUNTRY-SPECIFIC RECOMMENDATIONS:

- Based on the results of the survey on the health and status of women in the family in Turkmenistan, strengthen the legal framework aimed at protecting women by developing and adopting a specific law on the prevention and prosecution of all forms of violence against women. A new law should include legal and administrative provisions for the establishment and implementation of perpetrator programmes as well as other preventive programmes, by the state or civil society.
- In line with international standards and Turkmenistan's National Action Plan on Gender Equality 2021–2025, criminalize domestic violence. Criminalization is the first and most basic step in demanding accountability on the part of perpetrators of domestic violence and in combating impunity.
- With or without a legal framework in place, take steps to establish perpetrator programmes through pilot programmes that build on existing capacity and demand in selected regions, with the possibility of replication.
- Similarly, relevant actors should take steps to ensure that the response to violence is framed around survivor-centred approaches.
- The main purpose and the core of perpetrator programmes is the safety of the survivors, and it is considered best practice to ensure that sufficient services are available and accessible for survivors of domestic violence, before perpetrator programmes are initiated.
- For the reason stated above, it is recommended to strengthen existing crisis centres and expand shelter services for survivors of domestic violence across the country.
- With examples from international best practices, carefully assess and explore different ways in which perpetrator programmes could be set up in Turkmenistan, as part of a multi-agency response and a broader programme to combat all forms of gender-based violence.

UZBEKISTAN

→ LEGAL AND POLICY FRAMEWORK

Uzbekistan has taken significant steps to prevent and respond to gender-based violence in recent years. Law No. 561 (2019) on Protecting Women against Harassment and Violence introduced definitions of domestic violence and established prevention and protection measures, including protection orders, use of rehabilitation centres, establishing helplines. Following that, the Cabinet of Ministers adopted a resolution on measures to improve the system for protecting women against oppression and violence, which enhances the protection of women by, among other things, establishing a procedure for issuing protection orders.

The domestic violence law mentions so-called preventative conversations as a means to persuade perpetrators to “comply with the norms and generally accepted rules of behaviour in society”²⁴, to clarify the social and legal consequences of “antisocial behaviour”, and as a warning about the liability established by the law. According to the law, these preventive conversations must be conducted by a representative of an authorized body that has revealed cases of harassment or violence.

The domestic violence law further establishes that, in case of the extension of a protection order, the perpetrator must undergo a correctional

programme to change their violent behaviour, and that the procedure for undergoing a correctional programme is to be determined by the Cabinet of Ministers.

The domestic violence law was further strengthened through amendments in April 2023 criminalizing domestic violence, increasing penalties for several forms of gender-based violence and enabling the courts to extend the validity of protection orders by up to one year.

The amendment does not contain any provisions on correctional programmes for perpetrators. Interviewees expected a road map for the implementation of the law to be issued in 2023 that might contain more information on the modalities for the implementation of the law.

In addition to the aforementioned laws, the Government of Uzbekistan has adopted a strategy for achieving gender equality in Uzbekistan until 2030 and a national action plan on gender equality and women’s empowerment. The strategy calls for, among other actions, the identification of antisocial individuals who are prone to or who have committed violence, to prevent them from committing further violence and to change their behaviour.

→ PERPETRATOR PROGRAMMES

In recent years, there have been multiple initiatives on preventing and combating gender-based violence in Uzbekistan. While the focus has been on the legal framework and services for survivors, there have also been a few pilot initiatives for perpetrator programmes.

Recently, a network of 29 rehabilitation centres for women were set up by the government,²⁵ two in each of the country’s 14 provinces and one national centre, in order to provide social,

legal and psychological assistance to women in difficult social situations, including survivors of violence, and to provide targeted support for women, financed by the state trust fund for the support of women. These rehabilitation centres provide support services for women only, but their staff are occasionally involved in work with perpetrators outside the centres.

²⁴ Law of the Republic of Uzbekistan on Protection of Women from Harassment and Abuse, 2019, Article 22, unofficial translation

²⁵ The 2021 presidential resolution on additional measures to rehabilitate women who have suffered from violence established

the Republican Centre for Rehabilitation and Adaptation of Women and tasked it with setting up 29 shelters across Uzbekistan.

In 2020, discussions started on how to work preventively with perpetrators of domestic violence. Suggested initiatives include establishing mechanisms for multi-agency work with perpetrators and standard correctional programmes for perpetrators run by various service providers.

There are two crisis centres with shelters for women run by civil society: Rahmdillik, in Samarkand, and Oydin Nur, in Bukhara. In working with women survivors, they sometimes also address perpetrators, but no structured correctional programmes have been set up.

In addition, correctional work with perpetrators is conducted as part of the multisectoral response in Uzbekistan, with support from the UNFPA. Correctional work with perpetrators lasts for up to one month, and is usually carried out by law enforcement, psychologists or even educational institutions, employment agencies, etc.

UNFPA has drafted standard operating procedures for work with perpetrators, which are with the Commission on Gender Equality for review and approval. The standard operating procedures contain principles for a multisectoral response, general principles for how to respond to cases of gender-based violence, and instructions for working holistically with perpetrators and for dividing responsibilities between service providers. Once the standard operating procedures are approved, training will be provided for trainers from each sector.

The mahalla²⁶ has a specific role in response to gender-based violence. Every household belongs to a mahalla committee, and the mahalla has its “mahalla activist”, who keeps track of the other mahalla members. When the mahalla activist identifies a survivor, they talk to their family members. The perpetrator can receive support from the mahalla in the form of discussions, referrals for employment, etc.

Case study: Oydin Nur crisis centre, Bukhara

Oydin Nur is a civil society crisis centre for survivors of domestic violence, located in Bukhara. In 2021, the centre made working with perpetrators one of its goals. The centre’s staff took part in six days of online training, after which they developed a module for a correctional programme that was subsequently launched.

Oydin Nur’s correctional programme consists of six lectures of three hours each, delivered once per week. In total, 120 perpetrators have completed the programme so far. The participants entered the programme after receiving a protection order and persistent convincing on the part of the police. The programme was met with criticism from some perpetrators’ partners, as they claimed that participating in the perpetrator programme took too much time from their daily duties, with a possible negative impact on their livelihoods. After a while, the police lost the motivation to maintain the referral system for the programme, and eventually the programme was stopped. The centre, however, plans to continue working on perpetrator programmes. One of the next steps is to train trainers on perpetrator programmes for civil society representatives and the police.

²⁶ Mahallas are residential community associations that govern society at the local level. Mahallas are recognized by the Law on Institutions of Self-Government of Citizens (1993) as fundamental

units of society. Uzbekistan is divided into an estimated 12,000 mahallas of between 150 and 1,500 households each.

COUNTRY-SPECIFIC RECOMMENDATIONS:

- As Uzbekistan is in the very early phase of developing its response to gender-based violence, studies of international best practice and of good examples from similar socio-political contexts could be carried out, followed by careful considerations among state and civil society on how to adjust these experiences to be used in Uzbekistan.
- Sufficient support should be provided for survivors when starting to set up correctional programmes for perpetrators. Services for survivors through the 29 state-run rehabilitation centres and civil society are already in place, but they could benefit from further capacity-building to address domestic violence. In that regard, capacity-building programmes should be provided to rehabilitation centres and civil society in order to make sure that those centres and civil society can function properly and sustainably.
- In order to meet the demand for support services for survivors and perpetrators (as well as for other people with support needs), the shortage of trained psychologists and social workers should be addressed.
- When ready, civil society could be assigned to set up pilot programmes aimed at changing the behaviour of perpetrators.

APPENDIX

OVERVIEW OF LEGAL AND POLICY FRAMEWORK

KAZAKHSTAN

Law No. 214-IV (2009) of the Republic of Kazakhstan on Prevention from Domestic Violence.

Available in Russian at <https://adilet.zan.kz/rus/docs/Z090000214> Unofficial translation into English available at <https://adilet.zan.kz/eng/docs/Z090000214>

Concept of Family and Gender Policy in the Republic of Kazakhstan until 2030.

Available in Russian at <https://adilet.zan.kz/rus/docs/U2200000853>.

Draft Law of the Republic of Kazakhstan on Introducing Amendments and Additions to Certain Legislative Acts of the Republic of Kazakhstan on Strengthening the Institution of the Family (Document in Russian).

KYRGYZSTAN

Law of the Kyrgyz Republic No. 63 (2017) on Protection and Defence against Domestic Violence.

Available in Russian at <http://cbd.minjust.gov.kg/act/view/ru-ru/111570>.

Resolution No. 390 (2019) of the Government of the Kyrgyz Republic on the Procedure for the Implementation of Protection and Defence against Domestic Violence.

Available in Russian at <http://cbd.minjust.gov.kg/act/view/ru-ru/14713?cl=ru-ru>.

Annex No. 1 to the Resolution No. 390 (2019) of the Government of the Kyrgyz Republic on the Procedures for Interaction of State Bodies that Provide Protection and Defence from Domestic Violence.

Available in Russian at <http://cbd.minjust.gov.kg/act/view/ru-ru/14820?cl=ru-ru>.

Annex No. 2 to the Resolution No. 390 (2019) of the Government of the Kyrgyz Republic on the Procedures for Providing Assistance to Survivors of Domestic Violence.

Available in Russian at <http://cbd.minjust.gov.kg/act/view/ru-ru/14826?cl=ru-ru>.

Annex No. 3 to the Resolution No. 390 (2019) of the Government of the Kyrgyz Republic on the Model Correctional Program for Changing Violent Behaviour for Perpetrators of Domestic Violence.

Available in Russian at <http://cbd.minjust.gov.kg/act/view/ru-ru/14843?cl=ru-ru>.

TAJIKISTAN

Law No. 954 (2013) of the Republic of Tajikistan on the Prevention of Domestic Violence.

Available in Russian at <https://www.ilo.org/dyn/natlex/docs/ELECTRONIC/94868/111490/F1123656258/TJK94868.pdf>

Draft Law of the Republic of Tajikistan “On Amendments and Additions to Law No. 954 of the Republic of Tajikistan “On Prevention of Domestic Violence” (2013).

State Program on Prevention of Domestic Violence 2014-2023 Approved by the Resolution of the Government of the Republic of Tajikistan No. 294 (2014).

Survey and analysis of best international practice on working with perpetrators of domestic violence with recommendations for the Republic of Tajikistan (ENG).

TURKMENISTAN

National Action Plan on Gender Equality in Turkmenistan for 2021–2025 Approved by Decree No. 2007 (2020) of the President of Turkmenistan (ENG).

Draft Guidelines (2021) for the Performance of Internal Affairs Officers when Interacting with Citizens (RUS). UNFPA, Institute of the State, Law and Democracy, Ministry of Internal Affairs of Turkmenistan.

Methodological Guidance on “Improving the Provision of Health Services for Female Survivors of Domestic Violence” (2020).

Draft Standard Operation Procedures for Internal Affairs Officers to Respond to Domestic Violence against Women.

Standard Operation Procedures for Social Workers within Social Protection Organizations to Provide Services to Women and Girls Survivors of Domestic Violence.

Roadmap for the Implementation of the Recommendations of the National Sample Survey on Health and Status of Women in the Families in Turkmenistan for 2022-2025.

United Nations Turkmenistan.

UZBEKISTAN

Law No. LRU-561 (2019) of the Republic of Uzbekistan on the Protection of Women against Harassment and Violence.

Available in Russian at <https://lex.uz/docs/4494712>.

Act No. LRU-829 (2023) of the Republic of Uzbekistan on Amendments and Additions to Certain Legislative Acts of the Republic of Uzbekistan in Connection with Further Improvement of the System of Reliable Protection of Rights, Freedoms, and Legitimate Interests of Women and Children.

Available in Russian at <https://www.lex.uz/ru/docs/6430278>.

Resolution of the Senate of the Oliy Majlis of the Republic of Uzbekistan on the Approval of the Strategy of Achieving Gender Equality in the Republic of Uzbekistan until 2030. (ENG) Available at https://www.ilo.org/dyn/natlex/natlex4.detail?p_isn=114128.

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