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What is the cost of domestic violence?

The final report on the results of the research project

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Introduction

"Violence is a way of behavior that can be learned. The state must prevent such crimes with due diligence by exercising together with civil society work directed at changes of such behavior and eradication of violence."¹

This report is based on the results of the project ‘How much does domestic violence cost?’. The project was undertaken during 2012 at the initiative of the Association of Crisis Centres, the Association of Rural Women ‘Alga’ and independent experts based in Bishkek city. The aim of the project was to contribute to changes in gender policy, promote investment in the prevention of domestic violence and protect victims by assessing the economic damage in cases of family violence. The initiative was supported by the Ombudsman Office and the Ministry of Youth, Labour and Employment of the Kyrgyz Republic. Promotion of actions and organization of the research project were provided by the United Nations and European Union (EU) project ‘Promotion of honest governance for social justice achievement’ and by the Representative Office of the Friedrich Ebert Foundation in the Kyrgyz Republic.

Implementation of the project was based on a participatory and human rights-focused approach. The participatory element assumed joint planning and training, data collection and analysis and the development of recommendations by state representatives, civil society organizations and academic institutions. The project involved the participation of more than 20 experts from the Ministry of Internal Affairs, the Ministry of Health, the Ministry of Social Development, the Judicial Department, the Department of Gender Policy of the Ministry of Youth, Labour and Employment, the Ombudsman Office, municipal structure of public health, Social Development and Home Affairs in Bishkek city, crisis centres, women's non-governmental organizations (NGOs) and universities.

The legal approach provided analysis within the framework of the Kyrgyz Republic's obligations on human rights. For this purpose, there was used the assessment tool for family (domestic) violence on the basis of human rights - Domestic Violence Assessment Instrument (**DOVA**). States are obliged to respect, protect and fulfill the human rights of all people living on the territory of the country on the basis of ratified human rights treaties. However, there is a difference between the expressions “to have the rights” and actually “to enjoy the rights”. Analysis of the impact of human rights is a process of measuring the gap between the efforts made by the state and the ability/capacity of individuals, groups and communities in the country to enjoy these rights (human rights in practice). An approach based on human rights does not depend on the scale of violations: any infringement of human rights is a violation, regardless of the number of people whose rights have been violated (*see Appendix 1 for a description of the main steps in using DOVA*).² The relevance of DOVA use in this project

¹ Ciudad Juarez. The Inter-American Commission on Human Rights. Quoted from the report of Amnesty International ‘Make rights a reality: the duty of states to combat violence against women’. Available at: http://amnesty.org.ru/system/files/svaw_duties_of_states_2004.pdf.

² Domestic Violence Assessment Instrument (DOVA), Loeky Drozen, Aim for Human Rights/Rights for Change, 2010.

was driven by the need to focus on human rights violations, especially in cases of domestic violence and to find solutions to the following problems:

- to gain most profound understanding of human rights violations related to the economic aspects in cases of violence in families, thereby showing the connection between violence in families and investment policies;
- to form a conclusion about government's actions that should be implemented and actions that can be undertaken by NGOs to stimulate the government in taking the action.

During implementation of the project, there were conducted expert seminars on using DOVA and calculating the direct costs to the state, community crisis centres and affected people (using the example of cases regarding physical and sexual violence against women in families, which took place during 2011). The DOVA allows users to be flexible and to choose the steps/questions that correspond to a particular situation. Based on the objectives and resources of the project, the emphasis was on:

- **The problem.**
- **State obligations.**
- **The implementation and impact of policies in practice.**
- **Recommendations.**

The results of the analysis are presented in accordance with these key aspects.

Section 1. Description of the problem: the scale of domestic violence and violation of human rights

The collection and analysis of specific data at the national level on domestic violence began after adoption of the Law of the Kyrgyz Republic ‘On Social and Legal Protection against Domestic Violence’ (2003). The data collection on ‘Women and Men of the Kyrgyz Republic’ that is published by National Statistical Committee (NSC) has a section on ‘Crimes against women and children, domestic violence’, which is periodically updated with new values. Simultaneously there is a development of department statistics on domestic violence that is evaluated by the civil sector.

Each year the bodies of internal affairs carry out more than 7,000 visits to gather the facts of family conflicts. Each day there are several calls that are registered by the relevant care centres concerning injuries and other health conditions resulting from domestic violence (around 600 per annum³). In Bishkek city, which served as the project site, there were 2,807 reports received of family incidents over a period of 10 months in 2012: that is 982 (35 percent) more than in the same period in 2011.⁴ In 2011, there were 22 murders resulting from domestic violence and 12 in 2012.⁵

In 2009, the Association of Crisis Centres conducted a scale study in which 1,600 women with experience of family life were interviewed in all regions of the Kyrgyz Republic. A total of 83 percent of respondents indicated that they had experienced family violence, including physical beatings, blows, etc. Approximately 3 percent of the women indicated that as a result of domestic violence, they suffered persistent health problems or had become disabled.⁶ The NSC data shows that the number of appeals to crisis centres and other specialized institutions providing social and psychological support in relation to domestic violence is growing (*see Figure 1 below*). Thus, in 2004⁷ there were 2,236 recorded calls, while in 2011 - 8,906.⁸ In most of the cases calls in connection with domestic violence to crisis centres and other services are received from women. It should be noted that for the period under review there was also an increase in the number of appeals by men, by more than 30 times (from 47 to 1,718).

³ The data collection on ‘Women and Men of Kyrgyz Republic’, NSC, 2011, p.150.

⁴ Information on domestic violence and victims of domestic violence of MDIA representatives in Bishkek. Proceedings of the expert’s workshop (November 2012) from the project ‘What is the cost of domestic violence?’

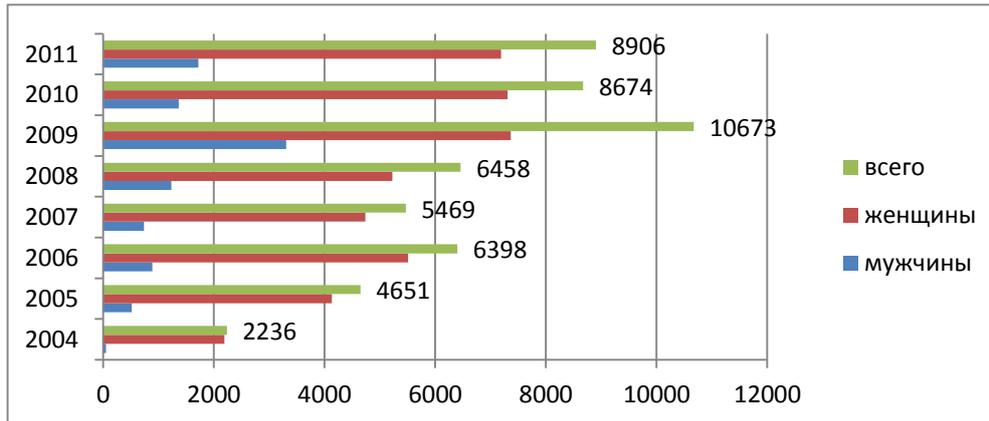
⁵ Materials of the roundtable workshop ‘Improvement of departmental statistics on domestic violence’, 12 December 2012, United Nations Population Fund (UNFPA), Bishkek.

⁶ Report on research ‘The extent and characteristics of domestic violence in Kyrgyzstan’, The Association of Crisis Centres, 2009.

⁷ Data on this indicator is published in the stated collection of NSC starting from 2005.

⁸ In 2009, there was an upsurge of appeals. At the same time, according to the Ministry of Internal Affairs (MIA), there were not significant gains in 2009 in terms of the number of visits made by the bodies of internal affairs in cases of domestic violence. For example, in 2008 there were 7,693 trips carried out, while in 2009, there were 7,511 and in 2010, there were 8,125 (by request of the MIA project). It is not possible to provide qualitative analysis on the dynamics of appeals in cases of domestic violence and differences in the assessment of the situation at different levels, as there is no special study conducted within the scope of the project.

Figure 1. Number of calls to crisis centres, courts of elders and other specialized services related to violence in the family



Source: The data collection on 'Women and Men in the Kyrgyz Republic'. National Statistical Committee, 2005-2012.

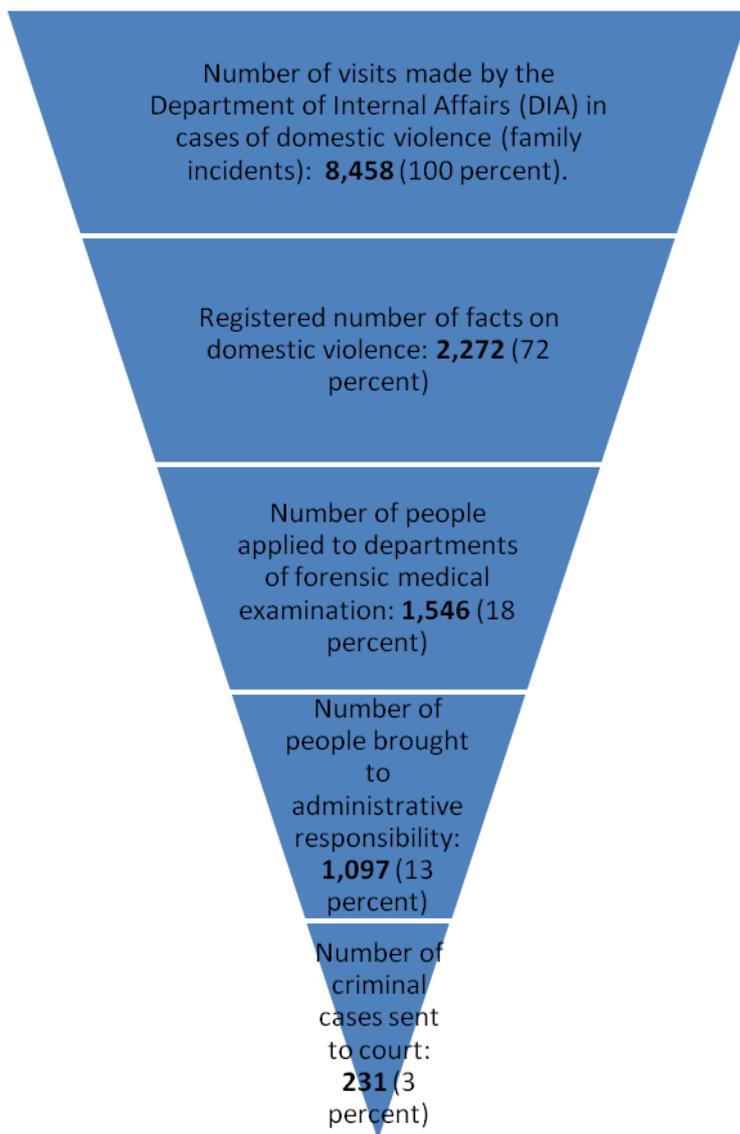


As a rule, facts of domestic violence are classified as cases of slight and less grave bodily harms, which according to the criminal law of the country are attributed as prosecution on behalf of a state. Cases in this category are brought before the court at the request of the victim and stopped for a reconciliation of the parties, leading to a denial of a criminal case initiation. Over the past 15 years, law enforcement agencies refused to initiate criminal cases in 21,530 cases of violence against women.⁹

Figure 2 compares the indicators of visits perpetrated by internal affairs bodies in cases of domestic violence that are defined in the departmental statistics as 'family incidents' and those that actually reach court (*see Figure 2 below*).

Figure 2. Cases of domestic violence that are brought to court (from data provided by the Ministry of Internal Affairs and the Ministry of Health, 2011).

⁹ Materials of the roundtable workshop 'Improvement of departmental statistics on domestic violence', UPA, 12 December 2012, Bishkek.



Comparison of the data presented in Figure 1 shows that only 18 percent of the total number of internal affairs bodies' visits related to domestic violence are brought to the administrative responsibility and only 3 percent go to court as criminal cases.

As a result, according to the NSC in 2011 – based on the information of the Judicial Department courts – there were 875 cases, out of which 669 attributed to administrative infractions and 206 to criminal cases. There were 779 people convicted of domestic violence.¹⁰

Thus, based upon the above statistics, the admission of guilt in family violence cases occurs in just 1 out of 10 cases. Moreover, it is necessary to take into account that Judicial Department indicators include cases which are sent not only by the Ministry of Internal Affairs, but also those which are considered by military courts and cases that come from the prosecutor's office.

Source: Data collection on 'Men and Women of the Kyrgyz Republic', NSC, 2012.

¹⁰ Indicated collection of NSC, 2011, p. 147.

In relation to the statistics on criminal cases on domestic violence (*see Table 1 below*), Interior Ministry spokesmen suggest that criminal proceedings against women are generally in connection with the murders of spouses/cohabitants, from whom these women have suffered violence over a long period of time. However, in practice, this provision is not taken into account by judges as a circumstance of self-defense or emergency, excluding criminality.¹¹ On the contrary, women are subjected to harsher sentences in comparison with men, for whom the principle of the influence of extreme emotional disturbance is applied (i.e. "out of jealousy") which accords mitigation.¹² There is a need for focused study on this issue. To date statistics on domestic violence of the Judicial Department are not disaggregated by gender. Moreover, figures on the duration of sentences and terms of convicted people's imprisonment are not available.

Table 1. Criminal cases on domestic violence

Cases made/brought to court				Considered criminal cases with a sentence awarded			Number of victims		
	2010	2011	2012	2010	2011	2012	2010	2011	2012
Total	70	230	183	117	107	-	186	115	-
In relation to:				-			-		
Women	5	25	13	-			-		
Men	65	205	170	-			-		

Source: Ministry of Internal Affairs, Judicial Department at the request of the project.

In general, the data available at all levels does not reflect the real situation, in particular because of the imperfection of statistical methods, the lack of electronic databases at the departmental level and poor control over the furnishing of information

The work on violence in the family is complicated by the lack of necessary conditions for the provision of assistance to victims and related services. During the study, representatives of local law enforcement bodies stressed that cases of domestic violence are among the most complicated cases in their practice. According to representatives of city departments of public order and security, local law enforcement officers may face several cases during a day in addition to their regular duties, which often requires the provision of psychological, medical and social assistance to victims.

Generally, in urban districts, law enforcement officers have multiple registered persons among their served population of 4,000-6,000 people who are parties to systematic violence in the family and where more than one person suffers. In this respect, the statistics of the Judicial Department (*see Table 1 above*) seem indicative, as the number of victims is more than the number of those who committed violence. For example, in 2011, there were 107 criminal cases where the passing of sentence was considered, while the number of victims was 115. In

¹¹ Article 36-37 of the Criminal Code of the Kyrgyz Republic of 18 September 1997 (as of 1 March 2012).

¹² Indicated Criminal Code, Article 54.

the meantime, the provision of resources to support victims, including transportation, safe housing, appliances, etc., is extremely limited.

In cases of domestic violence, the police have difficulty in accessing the assistance of other services, including crisis and refuge centres. The Kyrgyz Republic has about 15 crisis centres and other agencies that provide assistance in cases of domestic violence.¹³ Being NGOs, crisis centres operate primarily through charitable and donor funds (although there are examples of local authorities supporting the crisis centres by providing them with free space and utilities). In 2011, as part of the social order of the Ministry of Social Development, one crisis centre received a grant to support refuge services for victims of violence. However, this practice is an exceptional one: in general, specialized state or municipal services to assist victims of domestic violence are not available.

Domestic violence is associated with the violation of a range of human rights: the right to live, the right to physical and sexual integrity, the right to safety, the right to fair trial, the right not to be subjected to torture and torment, the right to property and economic independence, the right to privacy, the right to family life, the right to housing and food, education, health and medical care, not discrimination, the right to work, freedom from prejudice, visitation rights with children, the right to affordable legal assistance, etc.

According to experts involved in the project, the key human rights issues in cases of domestic violence in the Kyrgyz Republic are:

- **Access to justice** - *the lack of a gender-sensitive approach and the lack of resources and capacity of law enforcement agencies to deal with cases of domestic violence.*
- **Protection of victims** - *the instability (financial/institutional) of the current system of assistance provision to victims, including the lack of state support for crisis centres and refuge shelters.*

Finding solutions to the identified problems will require policy changes, including:

- *creation of specialized departments/functions of the police, with sufficient resources and capacity for competent and sensitive responses to incidents of domestic violence;*
- *provision of state support for and sustainability of crisis centres and refuges for victims.*¹⁴

The development and implementation of policy in the area field of domestic violence prevention and assistance provision is part of the international and national obligations of the Kyrgyz Republic. These obligations are described in following Section 2.

¹³ The exact number of centres operating is difficult to indicate. Often the services of crisis centres and women's refuges may be provided by NGOs within the scope of project activities that are time-bound in accordance with implementation.

¹⁴ A preliminary assessment of the situation was carried out by a quick scan (DOVA Quick scan) during the expert workshop, held within the framework of the project in May 2012.

Section 2. The Kyrgyz Republic's obligations in the field of domestic violence prevention and victims' assistance

Domestic violence is recognized as a violation of human rights in the Kyrgyz Republic. In the National Strategy on Gender Equality adopted by the Government of the Kyrgyz Republic on June 27, 2012, it was noted that during 20 years of independence the Kyrgyz Republic joined the Beijing Platform for Action (1995), ratified international conventions including the United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and signed the United Nations Millennium Declaration. The result of this was the adoption of international, political and legal obligations by the state. A regulatory framework has been established: the equality of men and women is enshrined in the Constitution of the Kyrgyz Republic (2010), adopted on the basis of the underlying acts of Laws 'On Social and Legal Protection from Domestic Violence' (2003) and 'On State Guarantees of Equal Rights and equal opportunities for men and women' (2008).

The Law 'On Social and Legal Protection from Domestic Violence' aimed to develop a social and legal system for the protection of life and the health of family members against violence and the provision of protection to victims of domestic violence, based on compliance with international standards on human rights. In the above law, *violence in the family (domestic violence) is defined as any intentional act by one family member against another if this action violates the legitimate rights and freedom of a family member, causes him or her physical or mental suffering, moral harm or poses a threat to physical or personal development of a minor* (Article 1). Physical, psychological and sexual violence are highlighted among the forms of domestic violence.

The protection of human rights in cases of domestic violence presupposes the access of victims to a wide range of services including emergency assistance and long-term support from law enforcement bodies; and medical, psychological and social services, including the right to free accommodation in a social centre or refuge (Article 14).

In practice, the realization of human rights on access to services in cases of domestic violence includes two major indicators:

- *Offer*: the activities of service providers are supported with the necessary resources, including standards of service provision, competence and gender sensitivity of professionals, financing of specialized programmes and oversight mechanisms;
- *Demand*: informing of service recipients, recognition and security of services receipt by victims.

A list of detailed indicators on the realization of the state's obligations with regard to access to justice and services for the victims' protection on the basis of international standards, is provided below (*see Boxes 1-2 below*).¹⁵

Box 1. Indicators of practical implementation of state policy in relation to family violence

- **Gender-sensitive criminal justice system**: actions ensure that the criminal justice system includes rules, procedures and functions, based on the principles of non-discrimination and gender sensitivity in support of women's testimony in court cases on violence against women.
- **Access to Justice**:
 - ✓ **specific legislation in relation to domestic violence** - provides justice to victims, including free (or low cost) legal assistance;
 - ✓ **specialized police departments** - provides a safe environment for victims and strengthens police actions against domestic violence through specially trained employees/officers;
 - ✓ **specialized courts** - increases the quality of trials and minimizes the burden of litigation;
 - ✓ **physical access** - the location and working hours of police and courts provide victims with the access to assistance;
 - ✓ **exclusion of adultery as a cause to justify violence in the family**;
 - ✓ **the weight of evidence of sexual crimes should not be higher than in other cases of crimes** - there is no spousal immunity in the commission of sexual violence (i.e. the status of the spouse is not an excuse for a crime);
 - ✓ **presence of the ability to use self-defense in the case of violence** - victims of domestic violence, accused of killing the perpetrator, can be protected by appealing to the fact that the murder was provoked.
- **Accurate investigation**: based on gender-sensitive allegations of domestic violence and violence against women, all applications and complaints are officially recorded; the collection of evidence is performed in an urgent and safe way for victims; the presence of mechanisms for the protection of witnesses and the availability of opportunities for victims to file complaints and deal with female professionals.
- **The prosecution and punishment of perpetrators**: the severity of punishment for perpetrators of all forms of violence against women corresponds to the severity of the crime. The ability to have an effective procedure of deprivation of liberty for perpetrators of violence is required.
- **Compensation and tools**: provision for victims by appropriate means to enable them to be recognized as the symbolic and actual forms of payment without prejudice.
- **Support for the violated rights** is granted during the trial.
- **Training for government agencies** that control observance of the laws.

¹⁵ Adapted on the basis of DOVA. The indicated document.

Box 2. Indicators for protected victims

- **Protection of victims:**
 - ✓ resource allocation ensures the supply and promotion NGOs' services that provide assistance in cases of domestic violence (including refuge, hotline, advocacy, counseling);
 - ✓ hotline - telephone and hours of operation ensures easy access;
 - ✓ advocacy/complex consultation on the principle of a 'single window';
 - ✓ specialized advice on a long-term basis;
 - ✓ women's groups on self-defense/self-help;
 - ✓ uniform access to protection (covering rural and urban areas);
 - ✓ adequate funding for the provision of medical and other support services;
 - ✓ assistance is available in relation to linguistic and cultural differences of victims.
- **Refuges:**
 - ✓ provision of well-supplied refuges and care for women and girls who are victims of violence, including medical, psychological and legal services (including free of charge);
 - ✓ formation of services in light of linguistic and cultural differences of victims;
 - ✓ detection of vulnerability to violence in the family of different groups of women.
- **Health Services:** creation of a report on health services with regard to the victims, for the provision of adequate services.
- **Rehabilitation of perpetrators of violence:** programmes of violence reduction behaviour and methods of non-violent conflict resolution.

Since 1995, the Kyrgyz Republic has periodically developed national programmes and plans of action for the advancement of women and gender policy. In 2012, a National Strategy to achieve gender equality by 2030 was developed for the first time. The strategy includes several priorities, including improvement in the access to justice and the reduction of gender discrimination. For implementation purposes, there is a National Action Plan for 2012-2014 (NAP). In contrast to previous initiatives, there is a project budget for the new NAP for the first time.¹⁶ The method of calculating the NAP budget included an assessment of needs, the current capabilities of the state and financing gaps which were to be filled by donor funds. The total budget for the implementation of the NAP amounted to 50 million Kyrgyz Soms (KGS). The ability of the state is to provide KGS 38436,7 thousand. The total financing gap

¹⁶ Under discussion.

in the NAP budget amounted to KGS 452042,2 thousand.¹⁷ Financial gaps are generally explained by a lack of available funds in government for implementation of gender policies.

Politicians do not take into account the fact that in cases of domestic violence, governmental, public organizations and victims bear the costs in connection with visits to social organizations, the police and the courts. In addition, it is also not taken into account that victims are often unable to work, thereby resulting in lost tax revenues due to the loss of labour production and services, while at the same time there is an increase in the burden on the social sector.¹⁸

Section 3. Implementation and impact of policies in practice: assessment of the state's and society's costs in cases of domestic violence

The results of evaluating the costs for the state, civil society and victims in cases of domestic violence are presented in this section. The purpose of the evaluation is to show how the lack of policies and practices of investment in domestic violence prevention and victim assistance leads to the expenditure of substantial public funds to fight against the consequences of violence, followed by an increase in economic damage for the state and society due to domestic violence.

The method of cost estimation is based on the case-study approach and assumed the counting of direct costs associated with business/assistance conducted, including salaries of professionals whose work was related to the service itself and direct costs of victims (for medical treatment, lawyers, etc.). As an example, two registered types of domestic violence were selected for 2011:

1. Physical violence - the murder of women as a result of domestic violence (*see Appendix 3.2 for a description of the example*).
2. Sexual violence in the family against women (*see Appendix 3.1 for a description of the example*).¹⁹

The cases used allowed to present in broad way different aspects of the problem and the complex nature of the costs. Bishkek city was selected as a pilot territory due to the fact that there were already undertaken a work on the development of mechanisms for interagency cooperation, to provide effective assistance to victims of domestic violence (Project Research Centre of democratic processes and the United Nations Population Fund [UNFPA]). This

¹⁷ The data of the project 'Strengthening accountability for financing the work in order to achieve gender equality', UN Women agency, Kyrgyzstan, 2012.

¹⁸ Prevention of gender-based violence and the reaction to it in the middle and low income countries, Overview and analysis, World Bank, 2005.

¹⁹ The case of sexual violence is still in process. The calculations of this case include the costs for the period starting from September 2011 to December 2012.

experience was considered to be a good basis to conduct research according to the principles of interested departments and participating agencies. Representatives of different departments participated in the study, including national and city law enforcement agencies and judiciary bodies, health care and social services, together with crisis centres, women's NGOs, the Institute and Academy of Ombudsman. In total, there participated 20 experts.

The methodology of cost estimation involved several stages of calculation:

- *On the basis of examples a co-determination basic categories/items of expenditure in accordance with the actions of key institutions (the Ministries of Internal Affairs, Social Services, Health, ITS and CC) and preliminary calculations of data (at an expert workshop in May 2012);*
- *Approval of preliminary calculations by consultations and interviews with experts and examination of documents;*
- *Summation of overall calculation (at an expert seminar November 2012).*

In conducting the preliminary calculations, the following expense categories and units were used by experts as the fundamental basis:

- The average monthly wage of specialists performing relevant functions/providing services;
- Elapsed time by specialists;
- The established norms of public financing (e.g. treatment of one patient);
- Administrative costs associated with maintenance of premises, upkeep of management and technical staff (*see Appendix 2 for details on calculation methodology*).

During the workshops, participants gained knowledge and skills in legal approaches and methods of analysis and evaluation from the perspective of human rights and gender approaches. Thus, during the evaluation process, there was not only the coordination of expert concordance on issue concerning completed calculations, thus ensuring the reliability of the results, but also there was increased analytical capacity of government and civil society organizations in order to strengthen the influence on policy.

Carried out calculations revealed that the direct costs to the state and society of one case of a women who was killed as a result of domestic violence is more than KGS1.6 million (*see Table 2 below*). According to estimates of Crisis Centres Association, the average annual cost of maintaining one refuge for 10 women who have suffered from violence is KGS 2 million.

It should also be noted that in the calculation of state costs in connection with domestic violence, administrative costs were not taken into account, which can make up 50 percent or more of total costs.²⁰ Furthermore, it is also necessary to consider that in the case study, the victim had three children: two sons, aged 5- and 7-years-old and a 3-year-old daughter. According to current regulations, children have the right to receive a state social allowance of

²⁰ Proceedings of the Institute for Urban Economics. Russia. Available at http://www.urbanomics.ru/projects/?mat_id=42&page_id=262.

KGS1,000 per month until the age of 16 in the case of the loss of a breadwinner.²¹ Thus, the total number of years during which the allowance should be paid in the example was 33 years/396 months, with total payments of KGS 396,000. Approximately KGS 5,000 could be included for the costs of a lawyer, which is provided by the Law ‘On guaranteed legal aid’.²² In addition, the state bears the costs in connection with the payment of benefits in the case of death, the average size of which amounted to KGS 1,410 in 2011. Thus, government expenditure as a result of a person being killed from domestic violence is further increased by more than KGS 400,000.

The calculations related to an example of sexual abuse amounted to approximately 25 percent of the total costs above.

Table 2. Cost calculation (on the examples and cost subjects)

The steps in conducting a case and provision of assistance with identification of cost subjects	Costs (KGS)/Share of expenses (%)	
	Case of murder	Case of sexual abuse
Provision of psychological and legal assistance; social support of victims (Crisis centre)	952/0.06	31,384/13.5
Treatment, lawyer’s services (victims).	No data	58 345/25
Medical care and carrying out of expert examination, including costs of RBFME (hospitals and laboratories)	2,347/0.14	6,887/3
Inquest (bodies of internal affairs and forensic medical examination, investigative isolation ward)	28,367/1.7	32,447/14
Judicial proceedings (courts and prosecutors, support of charges)	4,116/0.25	26,788/11.5
Keeping of suspects in investigative isolation ward.	-	76,240/33
Custody of sentenced people, 2 people for 14 years (service of execution of a punishment)	1,600,956.98	-
Total amount	1,66,738	232,040

In the case of sexual abuse, the costs associated with the appeal of victims to various authorities – besides law enforcement and judiciary bodies – were associated with the inclusion of gender sensitivity violation at the trial. In the example used, as a result of the

²¹ The benefit is granted to children as a result of a breadwinner’s death, if they have no right to a pension that is related to payments of Social Insurance Fund. The Law ‘On State benefits in the Kyrgyz Republic’, № 318 on 29 December 2009 and the Decree of the President of the Kyrgyz Republic ‘On establishing government benefits’ UE number 508 on 13 November 2009.

²² Law ‘On State-guaranteed legal aid’, № 227 dated 17 July 2009; Resolution of the Government of the Kyrgyz Republic ‘On approval of tariff payment for lawyers to provide legal assistance guaranteed by the state’, № 594 of 23 September 2011.

trial, the injured woman was in a state of despair, as can be seen from the following description:

"...During the trial, she was constantly exposed to attacks and pressure from her husband's relatives. One of the accused, the driver of her husband, who took part in the rape, testified that he supposedly was a lover of the woman for a long time. Some villagers, neighbours of the accused husband's parents, spoke at the meeting that she met with other men. The woman applied for the support of her husband's duty station to the State Committee for National Security (SCNS), to the deputies of the parliament. After the deputy's request, the SCNS held an officer's meeting where associates supported their colleague. The client was prepared to burn herself and her children, if no action is taken in respect of her husband..."

Currently, judicial proceedings on the case of sexual violence are continuing. The victim had to undergo medical forensic examination on another occasion, thus the costs of the case are rising.

In general, the most resource-intensive item from the designated costs is the detention of convicted/suspected people responsible for rape in custody. The share of this type of expenditures in total amount of all expenditures is 98 percent in case of a murder and 33 percent in case of sexual violence. The failure to make timely arrangements in protection from domestic violence leads to a significant increase in expenditures of the state budget. At the same time, items of expenditure aimed at efforts to prevent any serious consequences from domestic violence (such as the work of district police and the activities of crisis centres and refuges) are under-financed. According to the priorities of NAP for 2012-2014, "The elimination of discrimination and access to justice" within the scope of which were conducted activities focusing on domestic violence, saw a financial gap of almost 100 percent from the basic needs of the budget, which amounts to KGS 139431,7 thousand.²³

Conclusion

A human rights approach is one of the basic ways of addressing the problem of domestic violence. This approach requires the attention of policy makers in:

- changing the social norms that allow the community to consider domestic violence acceptable;
- making available services for protection from domestic violence that ensure the safety and independence of victims of violence.

From one side, solving the problems related to domestic violence requires the cooperation of and coordination among law enforcement agencies, crisis centres, health and social institutions, local authorities and international agencies engaged in social and economic development. From the other hand, the solution is ensured by the complex work at different levels - individual, community, institutional, legislative.

²³ Data from the project 'Strengthening accountability for financing the work in order to achieve gender equality'. UN Women agency. Kyrgyzstan, 2012.

The assessment shows that attempts to justify the state's inactivity concerning this problem by problems in economy are lacking in authenticity. The lack of data on the economic component of the problem deprives policy makers and politicians of the opportunity to make informed decisions and makes it difficult to increase the justification of the costs for preventing domestic violence. The evaluation of the socio-economic costs to the state and society in the context of domestic violence is the basis for further wide-ranging discussions to encourage investment for violence prevention and victim assistance.

Recommendations and Plan of Action

Policies for change in the area of prevention of domestic violence and protection of victims should include:

- formation of a special service (function) of work related to domestic violence at the level of local bodies of internal affairs;
- development of mechanisms for state's social order for the support of crisis centres and refuges; and provision of comprehensive services for protection from domestic violence.

The implementation of the above should be based on continuation of the analysis and development of aspects including:

- improvement of mechanisms for data collection on violence in the family based on a detailed study of the situation in a particular area (e.g. districts of Bishkek);
- deepening of socio-economic cost analysis in connection with cases of domestic violence, including study of indirect costs associated with the loss of income due to death or disability, the loss of tax revenue due to death or imprisonment and the burden on the social sector from providing assistance to children who have lost parents;
- formation of public/municipal specialized services for the prevention of domestic violence and protection of victims of violence, including the development of service standards and norms of financing;
- appraisal of financial needs/budget for establishing special service (function) of work with domestic violence at the level of local bodies of internal affairs (on a pilot basis);
- development of regulations and budgetary requirements for state social support of crisis centres and refuges;
- assessment of access to justice for women who have committed crimes and offences as a result of domestic violence.

Given the current initiatives in the field of gender policy, in particular the solution of domestic violence problems, it is important to discuss – in the format of a working group – the plan of action for policy change promotion in relation to domestic violence. Preliminary proposals for the plan of action were announced by experts at the final seminar of the project in November 2012 (*see Table 3 below*).

Table 3. Parties concerned

Structure	Direction of work	Persons responsible for gender issues
Municipality/city councils in Bishkek	The city plan of action on gender policy. Development of a pilot project for testing models of special services at the level of internal affairs bodies and mechanisms for crisis centres financing.	Lydia Mukhamedshina
The Ministry of Internal Affairs	Promotion of the Institute for Social Policy (corresponding changes in the NLA).	Azamat Abdrahmanov Asel Osmonova
Ministry of Youth, Labour and Employment	Amendments to the Law 'On social and legal protection from domestic violence'. Adoption of the budget of the National Gender Action Plan till 2014.	Nazgul Beysheeva
Institute Ombudsman	of Special Report on Violence in the Family (2013).	Gulmira Sarbashova

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3. Law of the Kyrgyz Republic ‘On State-guaranteed Legal Aid’, № 227 of 17 July 2009.
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List of acronyms and abbreviations

ACC	Association of Crisis Centres
BIA	The bodies of internal affairs
GSPE	Government Service of punishment execution
IIW	Investigative isolation ward
JD	Judicial Department
KR	Kyrgyz Republic
MDIA	Municipal Department of Internal Affairs
MH	Ministry of Health
MIA	Ministry of Internal Affairs
MSD	Ministry of Social Development
MYLE	The Ministry of Youth, Labour and Employment
NSC	National Statistical Committee
RBSME	Republican Bureau of Forensic Medical Examination
UN	United Nations

Appendix 1

The Domestic Violence Assessment Instrument (DOVA) on the basis of human rights: the seven Steps

The DOVA includes seven steps or stages of analysis (*see Figure A1 below*), each of which is designed to elicit answers to key questions, including:

Step 1. Description of the problem and policy

Questions: Which problem and its corresponding policy will be investigated? What groups are influenced by politics? Which human rights are affected by the policy?

Step 2. Commitment: the state's obligations

Questions: Which contracts and international legal documents should be considered? What is mentioned in the national legislation on domestic violence against women? Is there any state national strategy to combat domestic violence?

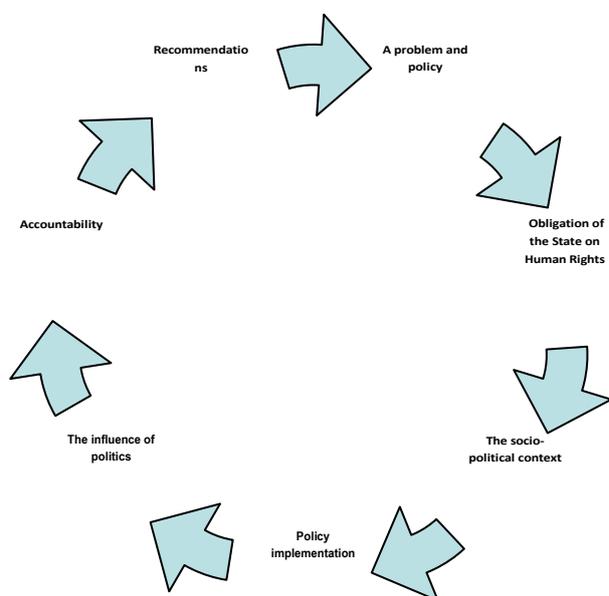
Step 3. Social and political circumstances

Questions: What are the political circumstances affecting the problem and implementation of the law/strategy? What are the social circumstances that influence the problem and the correct implementation of the law/strategy? How is the participation of civil society organized?

Step 4. Implementation

Questions: What financial resources are available to implement the law/strategy? What human resources are available to implement the law/strategy? Does the state invest in capacity building, training, creation of increased awareness of domestic violence among experts in the field and public servants? Does the state collect and publish data including the assessment of strategies and basic research programmes? Does the state support and/or carry out programmes aimed at changing attitudes toward domestic violence?

Figure A1. The seven steps of the Domestic Violence Assessment Instrument (DOVA)



Step 5. The impact of policies/ strategies in practice

Questions: What impact has the law/ policy/strategy; how are they implemented in the protection of victims, the prevention of domestic violence and the prosecution of the perpetrators? What is the impact of the policy/strategy on the rights of people affected by such a

policy? Do they respect and protect human rights or on the contrary undermine and have a negative effect on them? Do policies/strategies and their effect correspond to the principles of participation, non-discrimination and gender equality?

Step 6. Accountability

Questions: Do negative effects or violations that have been identified serve as a violation of human rights obligations of the state? What are the main obstacles to the implementation of government obligations?

Step 7. Recommendations and Plan of Action

Questions: What are the recommendations and requirements to the government and/or other subjects? How will interested parties, including victims, be involved in the solution of the problem?

Appendix 2

Calculation procedure

There is no single methodology in globally use for cost calculation that is associated with domestic violence and violence against women. The complexity in the development of this technique concerns the need to integrate social and economic approaches in order to express the economic (monetary) cost of the pain and suffering of victims of domestic violence.²⁴ In this project the ‘accounting method’ was considered as a starting point, which assumes the cost of used services multiplied by the number of used times. This method was used in the United States (US) in 2003, during the calculation of direct damage from violence against women by an intimate partner.

Calculations for the study in the US were based on three indicators:

- *The volume of health services used by women who suffered injuries resulting from violence inflicted by an intimate partner* (the amount is calculated separately for cases of rape and physical violence).
- *The volume of mental health services used by all women that were exposed to violence, regardless of injuries received.*
- *The cost of used services with the help of data from in-depth inspection of medical expenses.*

In this example, the basis for calculation was the results of a nationwide survey on the incidence of violence against women and the results of the evaluation of medical services.²⁵

The use of this methodology in its entirety for the case in the Kyrgyz Republic was not possible due to the lack of relevant indicators on the scale of violence against women and assessment of services. Instead, calculation of the following indicators was used: direct costs of medical services, services of law enforcement structure, courts and social services, and victims, on the basis of conditional/average data validated through expert workshops, consultations/interviews, observations and examination of documents. Consensus on calculations was reached with experts at various levels, thereby ensuring the reliability of the results.

During calculations, the following categories of expenditure were taken into account:²⁶

²⁴ Laing, Lesley, and Bobic. Natash, *Economic costs of domestic violence*. Australian Domestic and Family Violence. CLEARINGHOUSE. Literature Review6, April 2002. Available at: http://www.austdvclearinghouse.unsw.edu.au/PDF%20files/Economic_costs_of_DV.pdf.

Walby, Sylvia, *The Cost of Domestic Violence*. Women equality unit. September 2004. Available at: http://www.devon.gov.uk/cost_of_dv_report_sept04.pdf.

²⁵ See Bott, S, Morrison, E, Ellsberg, M, *Prevention of gender-based violence and the reaction to it in the middle and low income countries*. Overview and analysis. World Bank, 2005

²⁶ Proceedings of the Institute for Urban Economics. Russia. Available at http://www.urbanecomomics.ru/projects/?mat_id=42&page_id=262.

A) *Direct costs* associated with case administration/provision of assistance:²⁷

- labour costs - wages of specialists among essential staff whose work can be seen as the services itself which is provided to recipients; a part of the services provided in cases when specialized services are provided (e.g. crisis centres);
- direct costs of injured people.

B) *Administrative expenses*: costs associated with the implementation by the executive management, including:

- Direct administrative costs:
 - wages of professionals serving the programme (including social contributions). Employees in the category of case management/provision of assistance, including record keeping and registration of people in need of assistance, the calculation of benefits, etc.;
 - other direct administrative costs (e.g the cost of special equipment).
- Indirect administrative costs (those which cannot be directly and immediately related to the provision of specific services):
 - salaries of management personnel who are involved in the overall management of the institution and auxiliary personnel (managers, accountants, and others whose activities are necessary for the functioning of social institutions and services);
 - maintenance costs of facilities and equipment of social services (rent, utilities, maintenance of plant and equipment used for the provision of social services, etc.).

Costs were also grouped in relation to the key factors of expenses: law-enforcement agencies, social and medical services, crisis centres and victims. For all costs identical forms for calculation were used (see below):

№	Cost description	Unit of measure	Cost per Unit	Number of Units	Total amount
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The most complete set of cost categories, direct and administrative costs, is presented in the calculations of the crisis centre. For the other subjects, total expenses are included with the exclusion of administrative costs due to a lack of access to the data. In the case of a person killed as a result of domestic violence, the total amount includes the costs of Government Services on the execution of a punishment (estimation of costs in accordance with the keeping of a convicted person for one year). These types of cost are deferred and in some cases, treated as indirect costs.

The Methodology for calculations used has a number of restrictions:

²⁷ Direct costs involve the inclusion of various cash payments and cost of benefits that are granted in kind. In the Kyrgyz Republic, for victims of domestic violence any payments or benefits are not provided. There are a few examples of how victims received a one-time financial assistance at the local level through social services/ municipal governments. However, in the cases studied, such facts were not established.

- The calculation of costs was based on selection of arbitrary set of expenditure items, which suggests the possibility of an alternative list creation. Thus, the key cost elements could remain outside the assessment.
- There is a lack of clear time norms of specialists' work. Due to this there were used requirements established by the Labour Code of Kyrgyz Republic – on 22 working days in a month and 8-hours per day – which may not reflect actual labour practices.
- Activities in the provision of assistance to victims of domestic violence are not considered as a separate state/municipal service. In general, the sector of public/municipal services in the Kyrgyz Republic remains undeveloped. There are no standards that
- include both the standards of the service itself (shows what should be changed in the position of consumers as a result of received service) and the standards of its provision (the way how the service should be provided by responsible authorities). As a result, the cost of the service is not calculated and there are no uniform mandatory rules of its financing.
 - It is difficult to operate with aggregated data due to the imperfection in statistical base, including the lack of a common terminology for types of violence in the statistical forms. For example, in the data collection of the National Statistical Committee, 'Women and Men of the Kyrgyz Republic' on the the basis of the data that relates to crisis centres and agencies providing psycho-social support to the population there were indicated such forms of violence as physical, psychological, sexual, socio-economic and socio-cultural. The data does not specify the amount of violence in the family of each of the above forms. At the same time, the Ministry of Internal Affairs and the Ministry of Health, providing information on domestic violence, acknowledge only three forms of violence: physical, psychological and sexual. The Judicial Department also indicates cases of domestic crime. In addition, as was indicated in workshops related to the project of Ministry of Internal Affairs and Judicial Department there is no central practice of generalization/analysis of relevant statistics.

Under these conditions, the obtained values resulting from the calculations are conditional and do not reflect the full picture of costs of the state, civil society and victims.

Appendix 3.1

Summary data of costs in cases of sexual violence against women in the family

Description of the example: a woman aged 36 years old with four children, worked as a seamstress in a private sewing workshop; she was divorced after 15 years of marriage (Chui oblast).

In June 2011, an application was made to a public crisis centre from relatives of the victim (a woman of 36 years old, the mother of four children, who worked as a seamstress in a private sewing workshop). At the time of the application to the emergency centre, the aggrieved woman was treated at the National Hospital in Bishkek. During the consultations, the woman informed the crisis centre that on the night of 18 June 2011, she was forcibly taken from the house by her husband and his driver and was brutally beaten and repeatedly raped. The woman also revealed that her husband regularly beat her and his mother-in-law, constantly abused her, took away all the money in the household and did not provide any pocket expenses. The husband often did not sleep at home, came home drunk and boasted of his love affairs. With the support of her relatives, on 19 June 2011, the victim filed a complaint to the District Department of Internal Affairs. The victim on her own account attracted the attention of lawyers.

The husband of the victim was employed by the State Committee of National Security (SCNS) and in light of this the case was heard by a military court in Bishkek garrison. The defendants were charged with committing an offense under Part 2 of Clause 2 of Article 129 of the Criminal Code (rape by a group of people). During the trial, the woman was constantly verbally attacked and pressured by her husband's relatives. The co-defendant, the driver of the victim's husband and who also took part in the rape, testified that he had been a lover with the woman for a long time. Witnesses of the defendants, including villagers and neighbours confirmed that the victim was dating other men.

On 24 May 2012, the court acquitted the defendants due to the lack of evidence of the crime. The victim appealed against the court's decision. The total number of sittings of the court in the second instance (during the assessment period) was about 36. During the trial, the judges were changed twice. There was conducted a repeated expert medical commission and investigative experiment at the scene. During the sitting of the court the woman twice needed emergency medical care.

Given the state of the victim, crisis centre's staff requested that the investigation services and the court recognize the participation of a psychologist in the process as a necessity. The psychologist of the centre carried out psychological support, was involved in investigative experiments and testified before the court as an expert. Protection orders were issued to the women¹ as her husband repeatedly threatened her during the judicial investigation and took one of the sons without the concurrence of the mother.

In her search for justice, the victim visited more than 20 different organizations, including human rights organizations, law enforcement agencies and social organizations. The victim appealed to the SCNS (her husband's place of work) and to the deputies of Parliament for support. After the deputy's request to the SCNS, an officer's meeting was held where associates expressed support for their colleague. The victim was prepared to burn herself and her children if no action would be taken against her husband.

In September 2012, the victim was re-hospitalized in the neurological department due to the deterioration in her health. She remained in hospital for 25 days. As a result of the trial proceedings and her state of health, the woman did not work for one and half years. Women's organizations and feminist groups provided support of various kinds to women (including fund-raising, media appearances, etc.). From the time of her application, the victim has been regarded as a client of the crisis centre and receives psychological support and legal advice (by December 2012, there were a total of 89 consultations after her application).

The accused husband has been taken off his job and is under house arrest. The other defendant, the driver, is in an investigative isolation ward (since September 2011). During the process, the woman divorced her husband, but still lives in a departmental apartment of the SCNS, where she is threatened with eviction. The middle son is at her husband's parents. The husband prevents communication between his former wife and her son. The victim applied for help to the NGO 'League for the Protection of Children's Rights'. In addition, she addressed the Alamedinsk Court and the Department of Social Protection of October district of Bishkek and Alamedinsk district.

On 5 October 2011, the adoption of an Alamedinsk District Court resolution for the recovery of alimony from the husband in favour of the victim, for the four children, at the rate of 50 percent of all his earnings since 30 October 2011 prior to their age of majority. However, so far the costs of kindergartens and schools, and children, are incurred by the parents and sister of the victim.

The results of calculations

Activities / Services	Unit of measure	Cost per unit (KGS)	Number of units	Total amount in KGS
Costs of the Crisis Center "Chance" for aiding of victim				
<i>The victim firstly applied to CC "Chance" in August 2011. Total amount of expenditures is calculated for the period from September 2011 to December 2012 (16 months)</i>				
A. Direct costs of assistance provision to the victim				
1. Payment of workers for assistance provision				
Full-time psychological counseling ²⁸	1 hour	80	59	4 720
Calling the psychologist to the National Hospital (Department of neurotrauma)	1 hour	80	1	80
Social escort ²⁹ of the victim to various authorities	1 hour	80	42	360
The participation of psychologists as a representatives of the victim in sitting of the court ³⁰	1 hour	80	72	5 760
Counseling of psychologist during the trial ³¹	1 hour	80	36	2 880
The participation of psychologists in the investigative experiment	1 hour	80	4	320
Telephone counseling ³²	1 hour	80	20	1 600
The documentation on the case (questionnaires, certificates,	1 hour	80	42, 5	3 400

²⁸ The share of the cost per one consultation was carried out on the basis of 2000 consultations/application to the CC in a year. In total 89 consultations were conducted with the victim. The duration of each consultation on average was 40 minutes.

²⁹ Employees (psychologist or lawyer) of crisis center escorted the victim to various authorities, including the police department, the court (to get a protection order), Family Medicine Center, the local territorial administration, the court of elders, the Office of the Ombudsman, the child welfare authorities, etc. Total number of escorts was 21 instances. On average, for each support it was spent around 2 hours.

³⁰ Over the entire period there were 36 court sessions conducted, each session lasted about 2 hours.

³¹ Prior to each sitting of the court and after a consultation with psychologist was held, 36 sessions * 30min * 2 times.

³² On average, 40 telephone consultations for 30 minutes each were held.

assistance in the preparation of applications, letters to the authorities, etc.)				
2. Other direct costs (gynecological bags and medicines to the victim)	1 bag	210	1	210
TOTAL Direct costs: 24 050				
Б. Administrative expenses (indirect)³³				
a) Salaries of administrative personnel				
The share of wages of CC Director, accountants, technician to the size of provided help/support to the victim ³⁴	1 consultation	50	89	4 450
б) costs of the institution maintenance				
Rent of premises (13 000 per month.*12 months=156 000 KGS) 2 000 consultations per year	1 consultation	26	89	2 314
Utilities, electricity (700 KGS per month* 12 months= 8 400 KGS)	1 consultation	1.4	89	124.6
Stationery (300 KGS s per month * 12 months = 3,600 KGS)	1 consultation	1.0	89	89
Telephone, mobile communication (275 KGS per month * 12 Months = 3300 KGS)	1 consultation	1.0	89	89
Depreciation of equipment, furniture = 16 000 per year	1 consultation	3	89	267
Transportation costs of psychologist	1 trip	20	86	1 720

³³ Administrative costs are defined on the basis of 2,000 consultations per year, provided as an average by CC.

³⁴ General wage fund is 300 000 KGS per year. Giving consultations is a part of CC work, it accounts for 30% of the center's activities. On average, CC annually provides 2000 consultations. Thus, on average, the share of wages in the administration per one consultation per year is 50 KGS.

				4 603.6
TOTAL costs of the institution maintenance: 4 603.6				
Total administrative expenses: 9 053.6				
TOTAL costs of CC: 31 383.6 KGS				
Victim's costs³⁵				
Item of expenses	total amount in KGS			
Services of private attorney ³⁶	37 000			
Payment for an independent forensic medical examination	10 000			
Costs of treatment and examination	11 345			
TOTAL expenditures of the victim: 58 345				
Costs of medical institutions³⁷				

³⁵ It was established on the results of interviews with the victim. The cost of treatment is supported by appropriate documentation (receipts, etc.).

³⁶ Two advocates were working with the victim. The indicated payments for lawyers are confirmed by the data obtained in the course of consultations with experts of attorneys agencies on the average fee rate of private advocates.

An examination in the regional maternity hospital				
Medical examination	1 examination	50	1	50
Smear sampling	1 test	80	2	80
Measurement of blood pressure	Manipulation	10	1	10
Blood test	1 test	50	1	50
Urine examination	1 test	50	1	50
X-ray photography	1 examination	100	1	100
Ultrasound examination	1 examination	150	1	150
				TOTAL costs of examination: 490
<i>Staying of victim in a hospital for 25 days (a total of 16 months of observation)</i>				
Medical checkup	2	50	2	100
Blood test	1 test	50	2	100
Urine examination	1 test	50	2	100
Ultrasound examination	1 examination	150	1	150
Ophthalmologist's advice	1 health inspection	50	1	50
Gynaecologist's advice	1 health inspection	50	2	100
Doctor of the hospital (neurosurgeon)	1 health inspection - consultation	50	15	750
Treatments ³⁸	1 manipulation	20	20	400
Medicine	The rate per day per patient	87	25	2 175
Nourishment	The rate per day per patient	44	25	1 100

³⁷ There are costs on the basis of an exemplary set of manipulations that generally could be made upon receipt of the patients according to the experts and the Ministry of Health documents.

³⁸ On average, two treatments per day.

Calling an ambulance for the victim (2 times during the court sessions) ³⁹	1 call	400	2	800
				TOTAL costs at hospital: 5 025
				TOTAL health care expenditures:5 515

Costs of law enforcement agencies⁴⁰				
The bodies of internal affairs⁴¹				
Reception and registration of statements, check (DDIA)				
Registration of application (orderly officer and assistant)	1 hour	68	2 people/30 minutes	68
The work of the investigator (including referral for assignment to expert examination)	1 hour	68	2, 5	170
The work of criminalist	1 hour	68	5	340

³⁹ According to the reference board of MH of KR on the results of health care organizations activities in 2011, the uniform standards of financing per year from the state budget for the ambulance service is allocated 240 thousand KGS per year for one team. On average, one brigade serves 600 calls. Accordingly, 1 call costs to the state around 400 KGS.

⁴⁰ Expenditure items of the Bodies of Internal affairs / courts / RBFME approximately reflect the standard operating procedures of employees / experts in such cases.

⁴¹ The cost of 1 hour work of police officers was calculated on the basis of the average monthly wage of employees of DIA which amount to 12,000 KGS per month; it was mentioned during the expert's workshop. This amount was divided by 22 working days per month and 8-hours of working day. It should be noted that experts pointed out that wages of district police are lower, approximately 10,000 KGS per month. At the formal request to the bodies of internal affairs regarding the average monthly wage, there was a reply that such information is secret. At the same time, according to experts from the Ministry of Economic Development the average monthly salary for the Ministry of the Interior is 24,300 KGS. This information was received during the discussion of the budget of the National Plan of Action for Gender Equality for 2012-2014. The UN Women Project "Strengthening accountability for financing the work in order to achieve gender equality." Kyrgyzstan, 2012 in these calculations a wage of 12000 KGS per month was taken as a base.

Investigative team (10 people).	1 hour	68	10 people/2 hours	1 360
TOTAL expenditures by application acceptance: 1 938				
Operational search measures (investigation by “fresh tracks”)				
The work of operatives and assistants (4 people)	1 hour	68	4 people/4 hours	1 088
TOTAL expenditures by investigative measures : 1 088				
Institution of an action				
The work of investigator ⁴²	1 day	545	30	16 350
District policemen and operatives (including issuing a temporary protective order ⁴³)	1 day	545	15	8 175
The participation of the investigator in the trial ⁴⁴	1 hour	68	72	4 896
TOTAL expenditures by institution of an action: 29 421				
TOTAL expenditures of IAO: 32 447				
Expenditures of RBFME				

⁴² According to the experts of the project, on average, investigators work on the same thing for 30 days, operatives - 15 days.

⁴³ Protective Order - Procedural legal document granting the state protection to the victim of domestic violence or its threat and warning for perpetration and threatening in the form of interventions ("Law on Social and Legal Protection against Domestic Violence", Article 1).

⁴⁴ A total of 36 hearings were conducted.

Registrar (department of victims)	1 hour	-	10 minutes	5
Doctor-expert (department of victims)	1 hour	35	3	105
Registrar (department of commission examination)	1 hour	-	40 minutes	22
Expert (work with material)	1 hour	35	10	350
Doctor/expert (3 people)	1 hour	35	3 people/8 hours	840
TOTAL expenditures of расходов RBFME : 1 322				
Expenditures by sitting of the court⁴⁵				
Secretary (notification of sides)	1 hour	68	2	136
Staff of the escort (2 people)	1 hour	68	72	9 792

⁴⁵ The cost of an hour of judicial professionals was calculated based on the average monthly salary of employees of the Judicial Department, 12000 KGS, of convoy employees - based on the average wage of workers MIA, 12000 KGS, of judges - 18300 KGS according to the Ministry of Economic Development. The draft of UN Women's Agency.

Judge (examination of the case 2 hours and conduct of 36 proceedings for 2 hours each, including issuing a temporary protective order)	1 hour	104	74	7 696
Public prosecutor (military procurator's office – examined the case 2 hours, 36 session for 2 hours each) ⁴⁶	1 hour	122	74	9 028
Specialist (statistical data processing activities)	1 hour	68	2	136
TOTAL expenditures of sitting of the court: 26 788				
Expenditures of investigative isolation ward				
Custody of suspect (1 person) ⁴⁷	1 month	4 765	16	76 240
TOTAL expenditures of investigative isolation ward : 76 240				
FINAL TOTAL (with all the above expenses): 232 040				

⁴⁶ Among the participants of expert seminars there was not any prosecutors, and during the process of matching working group it was not possible to meet with representatives of the Ministry. Costs are indicated in accordance with the data of the Ministry of Economic Development on average monthly salary 21,500 KGS at Attorney General's Office. Indicated project of UN Women.

In February 2013 on the basis of the Institute of Social Analysis the press announced that the trial by a court costs an average of 1098 KGS. In the method of calculation the average salaries of judges per the month was taken into account, which was divided by the number of judge's cases in the same period. According to estimates of the study authors the figures obtained in this way may not fully reflect the real situation: www.kyrtag.kg.

⁴⁷ The cost of one month detention was determined on the basis of GSPE data on expenses for the detention of one of the convicted person in the year - 57177 KGS. A report on the study "Assessment of costs of the state and society to the existing drug policy", Bishkek, 2011, p. 73. According to experts' estimates of the cost of suspects detention are similar to the costs of GSPE.

Appendix 3.2

Summary of costs in the case of murder of women as a result of domestic violence

Example description: Woman, 27 years, 8 years of marriage, three children (7, 5 and 3 years), worked in a shop, Bishkek

"On 4 August she left home and never came back ..." - these ads about the disappearance of a young woman, a mother of 3 young children emerged around Bishkek. After missing the behavior of her 7-year-old son changed dramatically, he became afraid of his father. Two weeks later the boy was sent to psychologist whom he told that his father killed her mother. The boy said that he saw his mother, who looked like "... there was blood on her head, and my father said that she had spilled paint ...".

The corpse of a woman was found on August 21, 2011 (the offender has taken out the body, buried / dug out / tried to burn the body, and when the attempt failed he drowned the corpse in the reservoir). The investigation revealed that the woman repeatedly told her friends about the problems in the family, about how her husband abused her. The investigation also found that 2.5 years ago a woman undergo a medical examination in a medical facility under the MIA. It was found that a few days before the visit to the doctor her husband had beaten the woman. She came with frequent headaches, nausea, and vomiting (signs of a concussion.) The woman was administered outpatient treatment.

On 2 August (2 days before the murder) during a meeting with her mother the woman said: "I'm so tired! Do not want to live with him." The woman was receiving a phone consultation at a crisis center. On the day of the tragedy the woman called her mother in law, asking for help, but she did not provide the help. Her husband was indicted for the premeditated murder, committed by a group of people. His father was also indicted for complicity in a crime by prior agreement and with cruelty. The court sentenced the perpetrators (each) for 14 years in prison (as of July 2012).

The results of calculations

Activities / Services/Specialists	Unit of measure	Cost per unit (com)	Number of units	Total amount in KGS
Costs of the Crisis Center "CHANCE"				
<i>(the share of cost per one consultation was carried out at the rate of 2,000 consultations / applications to the center "Chance" within one year)</i>				
A. Direct costs of assistance provision to the victim				
Payment of worker for assistance provision				
Telephone counseling ⁴⁸	1 hour	80	3	240
The documentation on the case : • 1 application for 30minutes	1 hour	80	30 minutes	40
TOTAL Direct costs in CC				280
B. Administrative (indirect) expenses ⁴⁹				
a) Salaries of administrative personnel				
The share of wages of CC Director, accountants, technician to the size of provided help/support to the victim ⁵⁰	1 consultation	50	3	150
b) costs of the institution maintenance				

⁴⁸ 10 consultations were held. On average, each consultation lasted 20 minutes.

⁴⁹ Administrative costs are defined in order to cover 2,000 consultations per year, provided at an average CC.

⁵⁰ Total wages fund is 300,000 KGS per year. Each year, an average CC provides 2000 consultations. Thus, on average, the share of wages in the administration of one consultation per year is 50 KGS.

Rent of premises (13 000 per month.*12 months=156 000 KGS) 2 000 consultations per year	1 consultation per year	26		78
Utilities, electricity (700 KGS per month* 12 months= 8 400 KGS)	1 consultation	1.4		4.2
Stationery (300 KGS per month * 12 months = 3,600 KGS)	1 consultation	1.0		3.0
Telephone, mobile communication (275 KGS per month * 12 Months = 3300 KGS)	1 consultation	1.0		3.0
Depreciation of equipment, furniture = 16 000 per year	1 consultation	3		9
Total administrative expenses : 247.2				
<i>In regard of this case additional costs were taken into account that are associated with the Centre of children assistance in Bishkek (according to the experts of urban social services)</i>				
Psychologist's consultation - 51	1 consultation	85	5	425

⁵¹ Cost of 1 hour consultation is calculated on the basis of the city's social services experts on the average monthly salary of psychologists Center 7500 KGS/22 days/4-hour working day.

Total expenditures of CA to children: 425

TOTAL costs of crisis and social services:952⁵²

Costs of medical institutions⁵³

Outpatient treatment in the clinic MIA for 10 days

Medical examination	1 examination	50	3	150
Measurement of blood pressure	1 manipulation	10	3	30
Blood test	1 test	50	1	50
Urine examination	1 test	50	1	50
X-ray photography	1 examination	100	1	100
Ultrasound examination	1 examination	150	4	150
Oculist's advice	1 examination	50	1	50

⁵² In this case, the costs do not take into account the affected families. The study was unable to meet with representatives of the affected families (parents, etc.) and the lawyers in the case.

⁵³ According to the experts and the Ministry of Health documents, these are costs on the basis of an exemplary set of manipulations that can generally be made upon receipt of the patients.

Surgeon's advice	1 examination	50	1	50
Gynaecologist's advice	1 examination	50	1	50
Treatments	1 manipulation	20	10	200
TOTAL costs of medical institutions: 880				
Costs of law enforcement agencies⁵⁴				
The bodies of internal affairs⁵⁵				
Reception and registration of statements, check (DDIA)				
Registration of application (orderly officer and assistant)	1 hour	68	30 minutes/2 people	68
The work of the investigator (including referral for assignment to expert examination)	1 hour	68	2, 5	170
The work of criminalist	1 hour	68	5	340

⁵⁴ Expenditures of Internal Affairs / court / RBFME approximately reflect the standard operating procedures of employees / experts in such cases

⁵⁵ Cost of 1 hour of the police officers was calculated on the basis of the average monthly wage of employees of DIA 12,000 KGS per month, which was called during the expert workshop. This amount was divided by 22 working days per month and 8-hour working day. It should be noted that the experts pointed out that wages of district operatives are lower, about 10,000 KGS per month. At the formal request for the average monthly wage in the internal affairs, the information was labeled secret and was not given. At the same time, according to experts from the Ministry of Economic Development, received during the discussion of the budget of the National Plan of Action for Gender Equality for 2012-2014, the average monthly salary in the Ministry of Internal Affairs was 24,300 KGS. The UN Women Project "Strengthening accountability for funding the work in order to achieve gender equality." Kyrgyzstan, 2012. In these calculations a base of total 12000 KGS per month was considered.

Investigative team (10 people).	1 hour	68	10 people/2 hours	1 360
TOTAL expenditures by application acceptance:1 938				
Operational search measures (investigation by “fresh tracks”)				
The work of operatives and assistants (4 people)	1 hour	68	4 people/4 hours	1 088
TOTAL expenditures by investigative measures: 1 088				
Institution of an action				
The work of investigator ⁵⁶	1 day	545	30	16 350
District policemen and operatives	1 day	545	15	8 175
The participation of the investigator in the trial ⁵⁷	1 hour	68	12	816
TOTAL expenditures by institution of an action: 25 341				
TOTAL expenditures of IAO : 28 367				
Expenditures of RBFME				
Registrar (department of victims)	1 hour	-	10 minutes	5

⁵⁶ According to the experts of the project, on average, investigators work on the same thing for 30 days, operatives - 15 days.

⁵⁷ There were six hearings.

Doctor-expert (department of victims)	1 hour	35	3	105
Registrar (department of commission examination)	1 hour	-	40 minutes	22
Expert (work with material)	1 hour	35	10	350
Expert (investigation)	1 hour	35	4	140
Doctor/expert (3 people)	1 hour	35	3 people/8 hours	840
TOTAL expenditures of расходов RBFME : 1 467				
Expenditures by sitting of the court				
Secretary (notification of sides) ⁵⁸	1 hour	68	1	68
Staff of the escort (2 people) ⁵⁹	1 hour	68	12	816
Judge (examination of the case - 2 hours and conduct of proceedings for 2 hours each) ⁶⁰	1hour	104	14	1 456
Public prosecutor (examined the case - 2 hours, 6 session for 2 hours each)	1hour	122	14	1 708

⁵⁸ The cost of an hour of judicial professionals was calculated based on the average monthly salary of employees of the Judicial Department, according to the experts of the Ministry of Economic Development. The indicated project of UN Women's Agency.

⁵⁹ Cost of the work of convoy employees was determined on the basis of the base figure of 12,000 KGS per month, the average monthly wage of employees of DIA.

⁶⁰ Cost of the work for judges was calculated based on the average salaries of employees of the Supreme Court, 18300 KGS according to experts of the Ministry of Economic Development. The indicated project of UN Women's Agency.

Specialist (statistical data processing activities)	1 hour	68	1	68
TOTAL expenditures of sitting of the court: 4 116				
Expenditures of Government Service of punishment execution (GSPE)				
Custody of suspects (2 people) ⁶¹	1 year	57 177	28	1 600 956
TOTAL expenditures of GSPE: 1 600 956				
FINAL TOTAL (with all the above expenses): 1 636 738				

⁶¹ The cost of one month of detention has been determined on the basis of GSPE on expenses for the maintenance of one convicted person per year, 57177 KGS. Experts estimate the cost of maintaining the suspects in custody are similar to the costs of SSEP. A report on the study "Assessment of costs of state and society to the existing drug policy", Bishkek, 2011

Appendix 4

Description of main activities of the project

№	Event	Aim	Participant	Result
1.	<p>Consultative meeting of experts, representatives of the government, and civil sector of investigation planning.</p> <p>April 10, 2012</p>	<p>Discussion of the prospects and possibilities of economic damage calculation from domestic violence and identification of possible approaches / methodologies for evaluation.</p>	<p>Representatives of the Ombudsman Office, the specialists MSD, MH, MYLE, MIA, gender experts, representatives of crisis centers and women's organizations, Network Monitoring and evaluation, researchers.</p> <p>A total of 22 people.</p>	<p>It was identified a group of concerned agencies and organizations that are interested in the assessment of the study.</p> <p>Further steps were identified that was really / useful to do with the available sources and methods of information gathering.</p>
2.	<p>Workshop of experts</p> <p>27-30 May, 2012</p>	<p>The discussion of costing methodology and carrying out of training on assessment tools based on human rights DOVA.</p>	<p>Representatives of the Ombudsman Office, specialists of MSD, MH, MYLE, MIA, gender experts, crisis centers and women's organizations and universities.</p> <p>A total of 20 people.</p>	<p>There was a discussion of basic concepts on the basis of the provisions of the regulatory environment (family, domestic violence, etc.).</p> <p>A workshop on the use of an assessment tool based on human rights (DOVA).</p> <p>The recommendations for policy change in relation to the organization of help to victims of domestic violence.</p> <p>The analysis of departmental statistics (MIA, courts, forensic examination, the Ministry of Health, MSD, crisis centers).</p> <p>It was identified the list of activities / services of government departments and agencies involved in cases of violence.</p> <p>The preliminary calculations were done.</p>
3.	<p>Group meetings, expert interviews, observation.</p>	<p>The coordination and data collection.</p>	<p>Experts of MSD, MH, MYLE, MIA, GSPE, representatives of crisis centers, forensic experts.</p> <p>A total of 15 meetings</p>	<p>Material was collected; departmental legal acts, that define norms, standards and tariffs for public services provision in case of domestic violence, were analyzed</p>

4.	<p>Workshop of experts of the research results discussion and development of analytical instruments.</p> <p>27-29 November, 2012</p>	<p>Presentation of the results of the study. A workshop on the development of the Policy Documents. The development of practical recommendations.</p>	<p>Experts of MSD, MH, MYLE, MIA, representatives of crisis centers, women's organizations and universities.</p> <p>A total of 20 people.</p>	<p>The analysis of the data was done, clarification was conducted, and recommendations for the final documents were received. Participants gained practical skills of writing policy papers.</p>
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The list of experts who participated in the activities and consultations of the project

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