



Process Evaluation for European Commission Daphne Project „Family Justice Centres in Europe“:

***„The whole is more than the sum of its parts“***

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## Introduction

Family Justice Centres are an effective answer to a complex question: How to deal with domestic violence in the best way for the survivors?

There are six European pilot implementation projects that have opened their doors in 2014. Since FJCs highly depend on local networks, framework and resources, all six FJC pilot projects are very unique and offer different solutions to the diverse local contexts and challenges.

“The whole is more than the sum of its parts”, which we chose as title for this report, refers to the many factors that are in play to create a successful implementation of FJCs in Europe, and how they all depend on each other to reach this goal.

Thus, the main goal of this process evaluation is to describe the way Family Justice Centres are implemented in their local contexts and to analyse similarities and variances between the pilot projects.

In general, a process evaluation helps to see how a program output was achieved. It documents the process of a program’s implementation in contrast to an effect evaluation (or output evaluation) that focuses mainly on the effectiveness of a program. A final effect evaluation will be needed approx. one to two years from now (depending on the different regional implementation levels) to identify the most successful approaches.

The aim of this evaluation is to assist future implementations of FJCs in various cities and contexts. Therefore, we, the authors, decided to focus strongly on operational and organisational aspects.

By analysing strategically and organisationally important aspects as well as details (such as the FJC locations, financing, safety, case management etc.), we could show a wide span of different implementation strategies and results, which should give the reader a good starting point to reflect upon the own local possibilities. This evaluation is not a complete manual but it’s a comprehensive case study with a focus on practical implementation.

The data for this process evaluation comes from different sources: firstly, we used data that was already collected during the project term by CSPA&IA Rotterdam, in form of country-specific baseline- and community-reports. In addition, we used the midterm report “One model fits all?” by Brenda Zwart (also a Master thesis at the University of Tilburg). Secondly, we used country-specific questionnaires that were developed by us especially for this process evaluation and were distributed by the end of 2014.

The first part of the study is a dense description of the individual contexts, challenges, strategies and solutions, which were developed during the term of the EU project. This part can serve as an inspiration for future implementers to get a holistic picture of the individual approaches and regional differences. The second part compares and analyses 17 strategic operational and conceptual aspects of FJCs, and how they are implemented and mastered differently in the respective cities.

Finally, recommendations given by the pilot institutions and the authors are outlined, as well as final conclusions.

## 1. Antwerp

The local coordinator of the Antwerp project FJC is Pascale Franck, cooperator of the Province of Antwerp, department Welfare and Health.

Like every province in Belgium, the Province of Antwerp has a team specialized in the policy on violence and victim care. The Antwerp team (4 persons) works in cooperation with the federal and Flemish government and the organisations in the field. The tasks of the provincial coordination are networking, training, raising of awareness and starting the coordination of innovative projects (such as CO3).

Together with the City of Antwerp, the team of the Province of Antwerp started a pilot project on family violence: CO3 is a multi-agency project aimed at complex situations of domestic violence that started in January 2012. The CO3 network was then further developed into the Belgian FJC.

### a) Framework Conditions of DV in Belgium

There is no national women's helpline in Belgium, but three local helplines offer support for survivors of violence in each region of the country. Furthermore, there are 26 women's shelters with 460 spots available. Currently, 57% of recommended shelter places are missing in Belgium. As of yet, the country does not meet the Council of Europe Taskforce Recommendation for provision of a national women's helpline and available shelters (WAVE Country Report: 2013).

### b) Restraints and Needs<sup>1</sup>

#### **Restraints:**

The civil and criminal law legislation provide sufficient possibilities, but the implementation of these measures are not always fulfilled. Guidelines enable to carry out some of these laws but there is a shortage of opportunities to execute the laws and judicial rulings – especially when the involved persons fail to fulfill the measurements (e.g. perpetrator programs). Often the only option is to refer to court again, which can take quite some time. Also, there is a new law including possible banning orders for perpetrators, but the implementation is not yet very developed, or is not used in all necessary situations.

#### **Needs:**

Often the moment of crisis is very suitable to reach the family members and to install help and start the service process. For different services there is often a (long) waitinglist, e.g. in child care, mental health care, housing etc. Due to the waitinglist, clients sometimes get demotivated and less available. Half of the families entering CO3 have problems with income, debts, and work and have to deal with very bad housing situations.

Services working in the social field, children's care, home care and primary health care often are not well equipped to act on signals or to reveal family violence. There is not only

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<sup>1</sup> Articulated from the project leader before the implementation process had started.

a lack of integrated training but also a lack of preventive plans of action, made up by the organizations in the social field.

### **c) Operational details of implementation**

#### **Location:**

The FJC is currently situated at two addresses. The first address is at the Centre for General Welfare (CAW) where the front desk for victims of domestic violence is installed. This address is located very accessibly in the centre of the city. The victims are referred to the second address when case management is needed. All services are co-located at the second address, situated at Lange Lozanastraat 223, 2018 Antwerp, which is also near the city centre and easily reached by public transport.

For the near future, only one site is planned. Some opportunities have already been explored. At this moment (December 2014) a second floor in the building at Lange Lozanastraat has been requested. The neighbourhood at this location is rather “middle-class”, with three public parks and a hospital close by.

The FJC opened April 1<sup>st</sup>, 2013 and was imbedded in an existing project called CO3. CO3 is a multi-agency project that started in January 2012 and aims at complex situations of domestic violence. At first, CO3 did not have a room to welcome and interview clients. The front desk started at the CAW on April 1<sup>st</sup>, 2013. In January 2014, CO3 moved to the current location at the Lange Lozanastraat. After a small renovation, the Antwerp FJC was able to welcome clients at this location. At this point (December 2014) the integration of both addresses is planned.

#### **Financing:**

The location of the front desk was found and is rented by the CAW. The location at the Lange Lozanastraat is property of the Province of Antwerp.

Currently the Province of Antwerp pays rent and utility costs for both objects. The Province of Antwerp in cooperation with the City of Antwerp financed adjustments and renovation of both locations.

#### **Security:**

The professionals working at the FJC provide the security. There is no further detailed information available.

#### **Service Provision:**

At the front desk, a co-operator of the CAW has an intake interview with the survivor, works on safety planning, and investigates the needs of the survivor.

Once referred to the location at the Lozanastraat, the survivor and all the involved family members have contact with the case manager.

#### **Action Taken Without Consent of Survivor:**

There is a strong code of confidentiality: information can only be shared between organizations with the same goal. The Antwerp FJC tries to not take actions without the consent of the survivor and tries to reach as many involved family members as possible.

However, there are exceptions foreseen by law, whereby social workers, cooperators of help centres, child services, (mental) health services etc. can reveal family violence towards the prosecutor. Actions taken without the consent of the victim or other family members have to be very well motivated and documented in the case files. Motivated reasons can be: safety measurements, victim is not reachable, etc.

**Children:**

Children of families who enter the FJC are taken into consideration, and if possible, the case manager talks to the children. Treatment of children is foreseen at the centre for child abuse, in the specific program at the centre of mental health and/or by the youth counsellor. All those services are involved in the FJC.

**Referral/Accessibility:**

The FJC has no secret address. The clients are referred by other professionals or by the front desk at the CAW. After completing the consultation with the FJC, clients are referred to all other agencies (both justice and care-agencies) that are important in realizing the common goal.

**Opening Hours:**

The FJC is open during business hours, Monday-Friday.

**Staff:**

23 people work in the FJC (some work full time, others partly in CO3, this varies). They are all paid by their own organisations, and are detached from the FJC. The FJC does not pay the staff. Also, there are numerous professionals from the participating organisations who work on specific cases, as well as 2 student interns. There are 12 volunteers working with a specific group of survivors from Maghreb countries. The voluntary work will be further developed in the near future.

**Outreach:**

CO3-FJC is a multi-agency cooperation focused at complex cases where the collaboration of different agencies is needed. The common goal is to stop the violence, prevent reoccurrence and increase the protective factors in a family or "client system". Therefore, the FJC works with both offenders and victims (not on the same location).

The intake at the front desk will be further developed. The co-location will be a next step towards a multi-level approach whereby every survivor of domestic violence can find the help she needs.

**Target Groups:**

Complex cases: 95% of notifications fit into the target group (complex cases)

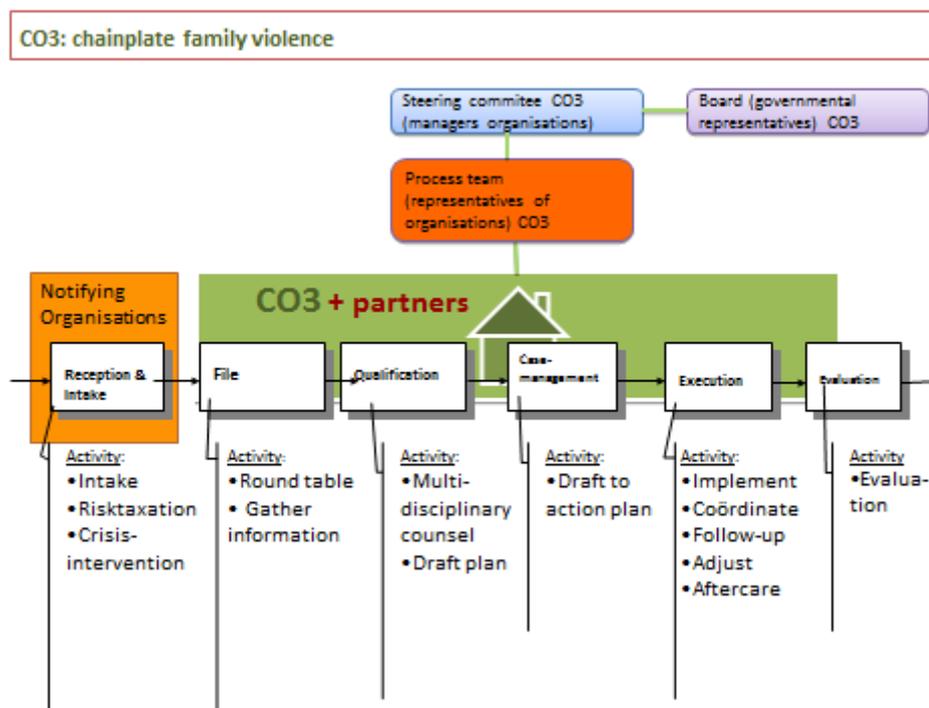
**Organisation and Structure:**

Coordination of the project is shared between the City of Antwerp and the Province of Antwerp. There are two project leaders; one is focussing on the structure (work process), the other focuses on the culture of cooperation. Both work together for housing, material circumstances, ICT, budget, training, etc.

On an operational level, there is a chain process team. Delegates of the cooperating organisations work together in coordinating the operational workers and design the (chain) process in which the CO3-FJC operates.

On a strategic level, there is a local steering committee. The function of this committee is to create the conditions for cooperation, execute the project and resolve any bottleneck situations.

Next to the local one there is a national steering committee on a strategic level, which is also the National Board of Family Justice Centre. The National Board is in charge of the execution on policy and political level concerning the development of the FJC.



### Organisations Involved:

13 organisations have currently signed a cooperation declaration. The declaration will be renewed in 2015, the intention is to involve other agencies (such as education and mental health agencies).

At this moment, representatives of these cooperating organisations have a desk at CO3-FJC:

- Province of Antwerp (2 persons)
- City of Antwerp (4)
- Police of Antwerp and youth police (2)
- Police Minors for the 10 police zones outside Antwerp City (region) (1)
- Prosecutor of Antwerp (1)
- CAW (NGO- services for general welfare) Antwerp (4)
- House of Justice (probation etc.) Antwerp: (1)
- OCMW Antwerpen (Public Centre for Social Welfare) (4)

Next to the above agencies, the following agencies are present at CO3-FJC for meetings:

- Youth care (2)
- Centre for mental health (3)
- Confidential Centre on child abuse and neglect (1)
- Centre for Integral Family Care De Stobbe (1)
- Organisations involved in specific cases\*

\* Other agencies that are involved or should be involved in the approach of a case of domestic violence are invited to CO3-FJC, so the number of involved agencies on case level can be different.

The co-operators located at the FJC are also a bridge to the colleagues of their associations. Through these contacts, different colleagues in their organisations get involved in the FJC.

The partners were already cooperating but not on such an intense level as in CO3. Now the partners work together in the same process. Each delegated professional has a mandate to make decisions. All organisations involved are following an action plan for helping clients and prosecute offenders.

On a policy level: As the pilot phase of the project ends, all involved organisations have decided to renew and extend the cooperation declaration.

The Province of Antwerp agreed to further develop the CO3-FJC. The FJC is embedded in the provincial policy on domestic violence for the current legislation period.

CO3-FJC is included in the policy agreement of the City of Antwerp, for the years 2013-2019.

From 2014 there are new governments in Belgium: Both the new minister of Welfare and Justice have made the intention to design a formal, judicial framework for the multi-agency approach where Police, Justice and Welfare share information. This implies the possibility for an FJC to act as a regular service, instead of a project.

#### **Case Management:**

Case management is one of the key elements of CO3-FJC.

After the notification of a case, the organisations put together all the available information. Then the case is qualified at an expert meeting and an action plan will be set up. The case manager has the mandate to coordinate, implement and follow-up on the action plan, together with the survivor and the involved family members.

#### **Data Management:**

CO3-FJC uses a registration tool provided by the City of Antwerp, so the rules of public government are valid. Survivors do need to give oral permission for data exchange.

## 2. Berlin

The Berlin Initiative Against Violence Towards Women (BIG e.V.) was founded as a registered organization in 1993 with the objective of fighting domestic violence in cooperation with all societal forces. BIG is a non-governmental organization and offers a domestic violence and child abuse program. BIG coordinates the united actions of all agencies that deal with issues of domestic violence and accompany them in their fields of work. BIG collaborates with many experts in various professions to develop and implement specific support measures for women and children.

### a) Framework Conditions of DV in Germany

There is one national women's helpline in Germany operating since March 2013. There are 353 women's shelters in Germany.

In 345 of the women's shelters, there are a total of 6,800 shelter places available. Germany fulfils the Council of Europe Taskforce Recommendations on the provision of women's helpline; however, with 16% of women's shelter places still missing, it does not fulfil the recommendations on women's shelter provision yet. Although detailed information on service users of women's shelters is not available, in 2013 approximately 9,000 women could not be accommodated due to lack of space and/or resources (especially in larger cities and urban areas). Additionally, there are 310 women's counselling centres in the country, with 183 of them being rape crisis centres. The majority of these are coordinated by bff (Bundesverband Frauenberatungsstellen und Frauennotrufe - federal association of rape crisis centres and women's counselling centres in Germany). (WAVE Country Report: 2013).

### b) Restraints and Needs<sup>2</sup>

#### Restraints:

One of the problems in Berlin are the decentralized structures and different responsible authorities in the 12 districts of the city (e.g. police, youth welfare services, employment centre, district councils etc.).

Regarding the protection of private data there are very strict rules in Germany, which will probably create the biggest problems.

Also, the concept of a FJC is very new in Germany. Therefore it is challenging to convince all the heterogeneous actors in the field that building a FJC is a needed additional piece in the support system and does not lead to budget cuts in the already existing systems.

And there is a general lack of resources.

#### Needs:

Civil law: The necessary protection proceeds in the background, if the father of the common children wants access to and contact with the children. In some cases, an exclusion of the right of access for the father for a certain time period would be better for

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<sup>2</sup> Articulated from the project leader before the implementation process had started.

the victim. Also in court, a separate hearing is only possible in exceptional cases. That should be changed.

Criminal law: It takes too much time until the case is prosecuted. The court hearing with all witnesses happens too long after the official complaint has been filed.

From the client's point of view, the existing structures are not very "victim friendly" and take up much of the time and energy of the survivor of domestic violence.

In the opinion of most professionals it is problematic that the family court often insists that the parties enter into a settlement. Like the clients, they see the tension between civil protection order and right of access to children. It is positive that the court often decides on a compromise by ordering supervised access. Also there is a need for psycho-social services for the victims at the criminal court.

### **c) Operational Details of Implementation**

#### **Location:**

Currently (2014), the FJC pilot project is located within the new opened *Gewaltschutz-Ambulanz* (the Protection of Violence-Ambulance) at the Charité, a big university hospital in Berlin, where it occupies three rooms.

In the future the FJC could be located in a big house at the hospital campus that is in urgent need of repair. Due to lack of financing, the renovation has not yet begun though. First cost estimates range around € 2 million. Funds have to be raised before the work on the building and the setup can begin. There is already an appointment with the local district governor Mayor of Berlin on behalf of governmental funding for the renovation. If this is not successful, another location has to be found.

The neighbourhood can be described as central (not far away from the main station and can be reached by subway or tram).

The temporary location for the pilot project was found by establishing cooperation with the newly opened *Gewaltschutz-Ambulanz* (the Protection of Violence-Ambulance). It took six months and many meetings to convince the management board of the hospital that an external organisation could be located in the future location within the hospital area. The partial opening took place in February 2014.

At this time it is still unclear when the "big opening" of Berlins first FJC will be possible. That strongly depends on the search for further funding which is already in progress.

#### **Financing:**

The rent for the FJC pilot project at the interim location is being paid through the EU project funds. In 2015, a private sponsor acquired with the help of the *Gewaltschutz-Ambulanz* will pay the rent.

#### **Security:**

At the current site a special entrance is used. The doors open only on demand and a staff member picks up victims. Only staff has access to the rooms.

At the moment, appointments can only be made by phone.

Since November 2013 a safety plan for the future location exists, that was developed together with the Police (department of technical prevention). It is planned to have video

surveillance, personalised entry only, and access to the second floor only with a special key for the elevator; unidirectional self-locking doors, security glass and emergency button with a direct line to the Police shall be installed.

**Service Provision:**

Through the cooperation with the healthcare sector, to document their injuries survivors get in touch with the *Gewaltschutz-Ambulanz* (the Protection of Violence-Ambulance), which is the main partner within the small FJC pilot project. When making an appointment survivors are asked if they wish further counselling beyond medical documentation. In that case they are referred to counsellors that currently only work on demand. If the survivor wishes to file a report, an appointment at the nearest police station is organized. It is also possible to prepare for court hearings and to organise court accompaniment for the survivors.

**Action Taken Without Consent of Survivor:**

The Berlin FJC has a survivor-oriented approach, so no action would be taken without the consent of the survivor. The only exception to this is child protection. In cases of child endangerment (e.g: if an involved professional witnesses that the mother can't take care of her child/children any more) he/she has to take action in that sense, that she usually will involve other professionals. There is no reporting duty, but all professionals are entitled to counselling by proven and experienced experts in the field of child endangerment.

**Children:**

Children of all ages are treated in the *Gewaltschutz-Ambulanz* (the Protection of Violence-Ambulance). If there is a referral to other partners in the FJC, it is only possible to talk to them with the consent of the parents.

**Referral/Accessibility:**

Clients are referred to the *Gewaltschutz-Ambulanz* by: Police, youth welfare office, BIG-Hotline, hospitals, general practitioners, counselling services and others.

There is no secret address.

After consultation, clients are referred to: Women's shelters, Police, Family court, hospital and lawyers.

**Opening Hours:**

8 am – 4 pm, counselling on demand during these hours, Monday-Friday.

**Target Groups:**

At the moment help is offered to all survivors of domestic violence. There is no specialisation to specific target groups.

**Outreach:**

So far, the Berlin FJC reached out to: women's services (professionals, experts), Police, local administration (different governmental departments, women's representatives etc.), NGO's (e.g.: Association of the Deaf Berlin, migrant organizations etc.), youth welfare, social welfare, children's emergency service and many more.

In total there were 141 persons treated at the *Gewaltschutz-Ambulanz* (the Protection of Violence-Ambulance) from Feb-Dec. 2014.

Total number of women 85:

- thereof women survivors of domestic violence: 62
  - thereof counselling at the location: 34
  - With children 24
- 23 women (other fields of violence)

-Total number of children: 45

- Total number of men:11

### **Organisational Structure:**

At the moment BIG coordination (Patricia Schneider/Wiebke Wildvang) is the coordinating project leader/co-leader.

**Network:** The FJC pilot project offers: psychosocial counselling by the BIG-Hotline, by victim's aid ("Opferhilfe"- also especially for men), by "Stop stalking", by "Weisser Ring" (for financial support) and "Pro bono" (legal counselling by a lawyer).

The Berlin FJC was totally based on new collaborations, and there are more to come when the pilot will settle in at the new location. The main cooperation partners are: the Gewaltschutz-Ambulanz and the BIG-Hotline, a 24/7 women's helpline.

Future collaborations are already in preparation with: youth welfare services, disabled associations, migrant associations, the employment office and the social welfare office. The Berlin FJC also plans to offer therapeutical help and more legal advice.

### **Staff:**

1 Forensic doctor, counsellors of different organizations as needed. 1 lawyer (volunteer). People are paid by their own organisations and solely work on demand for the FJC.

### **Case Management:**

At the moment there is no classic case management in place. The forensic doctor/the secretary refers to the respective counsellor then the counsellor offers further help suitable to the respective problem situation and involves the right partner.

### **Data Management:**

Survivors need to give permission for data exchange since there are very strict rules concerning the protection of private data in Germany. Moreover, there are no established structures for an individual case-by-case cooperation of different authorities and organizations. This is and will be probably the most difficult part of the work, when different services will work together under one roof.

### 3. Milan

The main organisation responsible for implementing the FJC in Milan is “Consultorio Familiare Beata Gianna Beretta Molla” (“Consultorio GBM”). It is a family service created and supported by the Catholic parishes of the south area of Milan, ran by the Association Beata Gianna Beretta Molla. The association became Fondazione G.B. Guzzetti in January 2014.

#### a) Framework Conditions of DV in Italy

Italy meets the Council of Europe Taskforce Recommendations for the provision of a national women’s helpline (1522), while 92% of women’s shelter places are still missing (WAVE Country Report 2013). This indicator shows that the basic provision of services for survivors of violence is very scarce and many services are missing and/or underfunded.

#### b) Restraints and Needs<sup>3</sup>

##### Restraints:

One of the biggest problems the FJC pilot project faces is that the organizations that are gathered in the existing network of Milan seem to want to protect their positions and seem to be unwilling to cooperate within the FJC.

The main strengths in Milan are the existing network and the quality of the services available, the weaknesses are the lack of coordination between the different services and the poor financial resources.

##### Needs:

Apart from a general lack of infrastructure such as shelters, a victim-oriented approach throughout all actors is missing, especially by Police and social workers.

Although a good protocol for collaboration has been developed, a big space to effectively co-locate the services is still missing.

#### c) Operational Details of Implementation

##### Location:

In Milan a lot of time was spent looking for one central location, which proved to be impossible with the available resources. Instead, then there were opened two centres: a new location in Cinisello Balsamo and an already existing centre for women in Bresso that were both newly renovated.

The centre of Cinisello has a nice reception room with a kitchen and a colourful kid’s corner with toys. There is a big office as well as a small room for private conversation.

The centre of Bresso is quite big: there is a main reception room, two big offices and two rooms for interviews.

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<sup>3</sup> Articulated from the project leader before the implementation process had started.

Both locations are in the northern suburbs of Milan but still in a central area of the city: the centre of Bresso is on the street, close to shops and residential buildings; the centre of Cinisello is above a kindergarten, and faces shops and buildings as well, but it's separated from the street by a gate.

The locations were found with the help of the two municipalities, when they were informed about the FJC project.

**Financing:**

Consultorio GBM-Fondazione Guzzetti paid the rent (including a part for utilities) to the associations that run the spaces with FJC project's funds; the associations pay the utility costs. FJC project's funds were used for adapting the facilities.

**Security:**

Access to both centres is only possible on demand (doorbell). There is always more than one person operating in the centre.

**Service Provision:**

The client is welcomed by a volunteer and offered tea or coffee in the reception room; the case manager then welcomes the victim, helps her to define the problem and calls all the professionals she needs.

**Children:**

Currently, children are not treated in the centres.

**Action Taken Without Consent of Survivor:**

By the Italian law, if a victim tells a public officer that she has suffered from maltreatment (and every citizen is a public officer under these circumstances), the public officer has the obligation to press charges. Usually the case manager helps the victim to press charges herself; if she does not want to and the situation is severe, the case manager will press charges in order to protect the victim and her children.

**Referral/Accessibility:**

The clients can turn to the FJC by making an appointment by phone or via email, or come directly to the centre. They can also be sent by Police, hospitals or other organisations of our network. The secret address is not for the FJC itself, but only for the safety houses connected to the centres.

**Opening Hours:**

The centre of Cinisello Balsamo is opened Monday and Friday from 3 to 5 p.m., Tuesday and Thursday from 9.30 to 12.30 a.m.

The centre of Bresso is opened Monday, Tuesday and Thursday from 5 to 7 p.m., Wednesday and Friday from 10 to 12 a.m., so the centres are opened 20 hours a week in total.

**Staff:**

In Milan, there are 2 case managers (a psychologist and a social worker) for each centre (in total there are 4 people); they are paid by Regione Lombardia within a regional project. There are 6 volunteers in Cinisello and 12 in Bresso.

**Target Groups:**

All cases are targeted by the Milan FJC.

Moreover, on the policy level, other organisations have been reached so far.

**Outreach:**

For regional regulations (and laws), the FJCs can only accommodate women so far. The centre of Bresso welcomed 29 women; the centre of Cinisello welcomed 15 women, since the opening until Dec. 2014.

**Organisation and Structure:**

The FJC is not an autonomous legal entity. There is a project leader, the City Council of Cinisello Balsamo, which works together with the project coordinator, the case managers and the network.

City council, social services, police, hospital (emergency room and psychiatry), CRI (international red cross), unions, associations, private and public consulting centres, shelters are cooperating at the time of questioning. The next goal is to get the Region more involved.

For Cinisello city there was an existing network from 2009, but the FJC project allowed to write a formal agreement about common procedures to follow for each partner. Moreover, there was not a specialized centre to refer the victims to. In Bresso there was an informal network that has become formal with the project. The two networks worked together closely to write the operative protocol. The existing centre for victims in Bresso started to work as a FJC and became less voluntary-based.

**Case Management:**

Typically each survivor needs legal and social support. Sometimes they need the Police for filing complaints or psychological help, rarely they look for shelter.

Currently, the FJC staff invites professionals to the centre in order to meet victims. If they need a longer intervention or protection, they contact police, shelter and social services. If survivors need psychotherapy, the staff calls the counselling centre.

**Data Management:**

The data are kept in a locked room; the survivor signs a waiver to allow data exchange. Data is only shared if the victim is present.

## 4. Tilburg

Steunpunt Huiselijk Geweld (SHG) and AMK (Advies en Meldpunt Kindermishandeling) together developed the FJC Tilburg. The Manager of SHG is the project leader of the FJC.

### a) Framework Conditions of DV in the Netherlands

Based on Council of Europe Taskforce Recommendations, approximately 1,649 women's

shelter places are needed in the Netherlands. With approximately 41 women's shelter places missing (2.5%), the Netherlands nearly meets the Council of Europe Taskforce Recommendations. Thus can generally be concluded that comparatively the overall service provision for survivors of DV is quite good. (WAVE Country Report 2013)

In the central Brabant Region tackling domestic violence has broad support among both police and care partners.

## **b) Restraints and Needs<sup>4</sup>**

### **Restraints:**

Daily operational police reports (annually over 2000) that were discussed with about 10 care and justice partners, show that due to budget cuts, reorganizations and market forces, the quality of approach is under pressure. The approach will be secured in the Care and Safety House in the future, based on both administrative and financial support. Although both care and criminal prosecution are coordinated and well tuned, there are short lines between the partner organizations and the intervention team for domestic violence offers direct and outreaching assistance, there is still need for adjustments.

Women said that they did not feel taken serious by the police: They had to fulfil some criteria before getting into the women's safety centre. Being assaulted once is not enough. Also, the women have to tell their stories over and over again, even when their children are present.

The political and social context in the Netherland is currently in the process of change. One of the aspects is the reorganization of social welfare organizations from centralized to local level (municipality). Consequently, the regional FJC model does not fit within this trend.

### **Needs:**

- Fast assistance for those involved in domestic violence, focussed on coping with trauma (no bureaucratic boundaries or waiting lists);
- Custom fit settlement by the prosecutor in order to prevent recidivism in the family;
- Coordination between prosecutor, forensic specialists and probation officer;
- Direct care for children involved in domestic violence;
- Possibility of rapid investigation and treatment in case of psycho-pathology;
- Long term assistance and monitoring of multi problem families with high risk recidivism profile;
- Easy accessible multi-disciplinary action within the families with specialist expertise (addiction and psychiatric care, forensic expertise etc.). Prioritizing access to avoid waiting lists to specialized second line organizations.
- Intake, observation and treatment facilities for all family members involved.

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<sup>4</sup> Articulated from the project leader before the implementation process had started.

Victims of DV expressed the following needs within the focus groups:

- Easy access to women's shelters
  - Housing
  - Understanding from police during procedures
- Easy accessible FJC, complete care package including medical care, financial support and kindergarten

### **c) Operational Details of Implementation**

Steunpunt Huiselijk Geweld (SHG) and AMK (Advies en Meldpunt Kindermishandeling) developed the FJC together in Tilburg. SHG is the FJC project manager.

#### **Location:**

In 2009 the Domestic Violence Support Centre has been located the Care and Safety House (CSH). In this office over 22 care and justice partners are already working together, focussing on different target groups. The office has been located in the Tilburg city centre, close to the Central Station and other public transport facilities.

In 2014 two main rooms have been renovated especially for the FJC. At first those rooms were used as a consulting room also available for taking statements or risk analyses and a separate playroom for children giving the opportunity to keep them busy during the interview. A one-way screen makes it possible to observe the interaction between the children and their parents. This room has also been equipped for forensic physical examination.

Our organisation resided already on this location because the domestic violence approach formed an integral part of the Care and Safety House policy.

#### **Financing:**

Both the Domestic Violence Support Centre and the municipality of Tilburg finance the location. Renovations and adjustments were financed mainly by the Domestic Violence Support Centre and partially out of the FJC budget. Toys and equipment for the children's room are financed by a sponsor.

#### **Security:**

The organisation and set up of the Care and Safety House makes it possible to safely accommodate different target groups at the same time. The entrance is secured with a keycard system and the consulting rooms are secured with cameras and an alarm button. Furthermore, safety arrangements have been made with the police.

The existing housing in the Care and Safety House together with all necessary partners (police, Justice Department, probation office, juvenile care etc.) has been a great advantage. It should be underlined, that shared housing reinforces safety.

#### **Service Provision:**

Within the pilot project, serious police cases were selected and victims were actively called by phone by a case manager and invited to the FJC. The FJC pilot is convinced that a

pro-active and outreaching attitude is needed in order to minimize the time between notification and intervention.

The victim receives a telephone call being invited to the FJC where an interview is conducted with two case managers from different organisations. A risk assessment will be carried out and a safety plan is developed with the victim, which will be evaluated by a specialist. If necessary for a complete assessment, the involved partner of victim is also interviewed.

The victim and other involved persons will be referred to other institutions.

**Action Taken Without Consent of Survivor:**

Actions are taken without consent of survivor only in the event that children are concerned by domestic violence and parents take insufficient action to protect the children.

**Children:**

Children are treated in the Tilburg FJC starting during pregnancy and from birth until the age of 18. From 2015 child abuse protection will be integrated within the FJC consistent with the Child Advocacy Centre model. During the pilot project children have already been treated and in two cases of child abuse forensic investigation has been executed.

**Referral/Accessibility:**

Neither the FJC nor the Domestic Violence Support Centre has a secret address. During the pilot project it was decided not to publish the FJC address for possible victims. This will start in 2015. The past year the FJC focused on serious reports by the police and on people who took the initiative to come to the Care and Safety House.

**Opening Hours:**

In Dec. 2014, the Tilburg FJC was open from Monday to Friday from 9 AM until 5 PM.

**Target Groups:**

The FJC takes care of all kind of cases, with a focus on the high-risk and complex cases and people who take the initiative to ask for support.

All kinds of violence are treated: domestic violence, sexual violence, child abuse, and so-called "honour-related" threats.

The FJC uses a family approach, addressing men, women and children. The services are aimed at the entire family, which is considered a system to be treated holistically in order to sustainably stop violence. Both abusing and non-abusing parents will be involved.

Customized care for all family members is offered, such as trauma therapy, analysis of the dynamics in the parental relationship and the dynamics of victim-perpetrator relationship, parenting/nurturing style, transfer across generations, social and economic circumstances. The approach takes gender specific risks and needs into account.

**Outreach:**

Until Dec. 2014, approximately 60-70 victims and their families could be consulted.

The feedback that was received from questionnaires was quite positive.

**Organisational Structure:**

The Domestic Violence MB is a partnership of 26 organizations and 8 municipalities. SHG is the project leader of the FJC and also the manager.

In addition to the project manager the project group consists of the managers of the participating partner organisations (child protection agency, social welfare organisations, women care, police, Care and Safety House). Additionally, one staff member of the municipality participated in the project group. The project group functioned as an advisory body to the project. Furthermore, the individual members of the project group took care of ensuring the preconditions for the pilot project.

Apart from the project group the pilot project was working with a small management group consisting of the project manager, an external advisor and a behavioural expert. The behavioural expert was responsible for developing a risk analysis instrument and she supported the intervision meetings for the participants. The project coordinator also attended the management group being responsible for directing the pilot project. The management group had regular meetings every three weeks.

Starting from 2015 – after the project- the FJC will be integrated in the Care And Safety House.

During the project both local and national authorities were contacted in order to create a solid basis for the FJC model and working methods. Because of these contacts and information, the FJC project has become a nationwide example. Moreover, the FJC working method has become part of the regional vision on the operation procedure in case of domestic violence and child abuse. The municipality has given directions to different organisations to ensure financial funding for the FJC in their budget.

Within the FJC team, the justice department, police, juvenile care and general social work are participating. At a later stage specialized organisations like forensic mental care, addiction care, mental health care, legal assistance and volunteers will join the project.

**Network:**

The partners were already cooperating before the start of the FJC pilot project. However, because of the FJC project, they managed to intensify the cooperation and to increase the support for clients and families. Completely new is the forensic medical expertise.

**Staff:**

16 experts were employed in December 2014, all paid by their own organisation.

In 2015 volunteers will start working for FJC for judicial support, and supervision: in case there is contact with both parents in complex divorce cases, the children can be cared for during interviews.

**Case Management:**

FJC has developed a case management-model. Each case has 2 case managers, 1 case manager is in charge until the client or the family is referred to another participating partner organisation.

**Data Security:**

All partners within the Care and Safety House sign a privacy agreement. The central focus is not on the principle of consent, but on safety and transparency.

## 5. Venlo

The local project coordinator of the Project Family Justice Center in Venlo is the Mutsaers Foundation. The Mutsaers Foundation is a full service organization with expertise in the field of youth, youth mental health, paediatricians, child and adolescent psychiatry and women's health, as well as in the field of education, training and research.

### a) Framework Conditions of DV in the Netherlands

Based on Council of Europe Taskforce Recommendations, approximately 1,649 women's shelter places are needed in the Netherlands. With approximately 41 women's shelter places missing (2.5%), the Netherlands nearly meets the Council of Europe Taskforce Recommendations. (WAVE Country Report 2014)

### b) Restraints and Needs

The participants stress that within the Netherlands there is a focus on the rules and regulations. The developing FJC in Venlo wants to focus on the relationships within the family where violence occurred. The aim is to search for patterns and to break those by collaboration with different partners to give the family another perspective.

### c) Operational Details of Implementation:

#### **Location:**

The main functions of the FJC are located in the city of Venlo at the ground of the Mutsaers Foundation. Existing locations were used and a new location was set up close to the train and bus station in the city centre of Venlo.

From a broad 'trauma' perspective, several activities are provided at the main location: there are a women's care shelter for abused women and their children, a forensic research room, and space for clinical care for victims and traumatized children. There is also a special unit for high-risk cases at a secret location. Furthermore, there is a community centre nearby the Mutsaers Foundation, close to the central train and bus station in the city centre of Venlo, which mostly works outreaching.

#### **Financing:**

A lot of municipalities provide financing for the FJC locations together. However, it is yet unknown in Dec. 2014, who will finance the adjustments of the location. Several locations of the FJC have their own finance partners.

The preparations and the integration of the functions of the front door services were completed at the end of 2014, so clients can reach the FJC better.

#### **Security:**

Several locations were chosen in Venlo for safety reasons. In 'code red' situations (high-risk cases), the persons need specific facilities for their and the staff's safety. A risk assessment is made for every case, based on which the following procedures are defined.

**Service Provision:**

When a client turns to the centre for the first time, an interview with an FJC worker is conducted. During this interview, a risk analysis is performed. Together with the survivor, a safety plan is then developed, which is the basis for future steps.

The safety plan is translated into a short-term and mid-term perspective. Thus, it is not only worked on stopping the violence but also on empowering the survivor and increasing her independence.

**Action Taken Without Consent of Survivor:**

In Venlo, the FJC would never take any actions without consent of the survivor. This approach/style of intervention is described as the Multifocus method (Goedhart & Choy, 2011).

**Children:**

In Venlo, children are treated from the age of 9 months to 21 years.

**Referral/Accessibility:**

Referrals to the FJC come from all parts of the community such as police, schools, inhabitants, medical doctors, paediatricians, and social workers. However, some locations are secret.

Clients are further referred to back office activities of the centre itself or if possible to a variety of professional and social networks of the municipality or the family network.

**Opening Hours:**

The FJC is open every day, 24-7.

**Target Groups:**

The Venlo FJC targets people in dependant relationships, young and old, who will try to find a way to break the pattern of domestic violence, child and elderly abuse.

**Outreach:**

The Venlo FJC welcomed approximately 400 clients in 2014.

On a strategic level, seven mayors of the region North Limburg were reached, who are participants of the Regional Board.

On a policy level the FJC reached out to the FJC work group with policy members of the Regional Board organisations, who are policy makers concerned with care and/or safety.

On an operational level the FJC reached out to intensive Case Managers, workers of six social care teams in three different municipalities, survivors and client systems.

**Organisation and Structure:**

Project coordinator: Matthieu Goedhart, CEO Mutsaers Foundation

Project leader: Stijn van Sommeren, Expertise centre for chain collaboration

The Regional Board FJC consists of the following organizations: police, public prosecution, probation, municipalities, youth work, mental health care organization, care insurance company. Also schools, hospitals, etc. are part of the network.

Existing networks were expanded and intensified. In 2007, the pilot 'code red' was a very successful chain cooperation, which became known as the Venlo model. During the following years, adjustments were made in the collaboration. Therefore, the key partners (policy, public prosecution, probation, municipalities, social welfare, youth and adult mental health) participated to further develop their chain collaboration based on the Family Justice Concept.

**Staff:**

Approximately 60 professionals work for the FJC, which are paid by several municipalities.

**Case Management:**

In Venlo, there is intensive case management implemented, which is based on the Multifocus method. This is a proven concept because of the low rates of children in foster parents plan or institutes, low rate of divorces and recidivism and the high rate of client satisfaction.

**Data Security:**

In Venlo, data security is a very complex problem. By December 2014 it's not possible to protect the privacy interests of the client. At the moment there is no system in use that meets the complexity of the problem as well as the aspects of privacy. A possible system where a lot of participants can log in at a safe domain and data is safe for everyone in respect to the privacy of the clients (e.g. a "cloud"-system) will be expensive to develop.

## 6. Warsaw

The Warsaw FJC is run by the NGO Centrum Praw Kobiet (Women's Right Centre or WRC), which provides a helpline, counselling and a specialized shelter for survivors of domestic violence.

### a) Framework Conditions of DV in Warsaw

Based on Council of Europe Taskforce Recommendations, approximately 3,815 women's shelter places are needed in Poland. With approximately 26 women's shelter places provided, 99% of the shelter places are missing in Poland.

### b) Restraints and Needs<sup>5</sup>

The following aspects need to be improved/installed in Polish DV protection:

- availability and accessibility to all kinds of services needed by female victims of violence;

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<sup>5</sup> Articulated from the project leader before the implementation process had started.

- more comprehensive services at one place which correspond to needs of individual women (services for women and children in one place);
- client centred approach;
- common approach of agencies which should work together on the issue or on specific cases;
- sufficient number of specialized services with knowledge about DV;
- more effective protection of victims, safety planning;
- risk assessments and management procedures;
- case management: case managers in the institution providing services; victims should not have to tell her story many times;
- more interdisciplinary approach in institutions providing services
- more effective exchange of information between specialists;
- specialized and responsive to victims needs services; victims should have the right to choose which services and where she would like to use;
- shorter waiting period for services;
- better intakes;
- place for victims in self help groups;
- faster legal proceedings, quick reaction of criminal justice system, restraining orders;
- access to legal services should be expanded and more comprehensive including counselling, representation in the court during civil and criminal proceedings;
- child custody proceedings should take into consideration domestic violence;

### **c) Operational details of implementation**

#### **Location:**

The Warsaw FJC is located on the 5<sup>th</sup> floor in central Warsaw near the main office space of Centrum Pra Kobiet (Women's Right Centre). This space is rented from the local government and consists of five smaller rooms, one big open space, two toilets and two small kitchens and corridors. In the building there are two law firms, notaries, a tourist hostel and Amnesty International. The location was found through the network, after another NGO had moved out. The FJC officially opened the doors in January 2014.

#### **Financing:**

In 2014 the location was financed mainly through the EU project funds. In 2015 the Women's Rights Centre hopes to have sufficient funds from other projects providing support to the FJC.

Some adjustments and renovation of the space was made through EU project money. In 2015 some renovations will be done using the money collected during the Christmas Bazar by SHOM (organization of women whose husbands are working in various Embassies).

#### **Security:**

The Warsaw FJC does not have a special security system at the door yet, although the clients have to ring a bell to enter the building. In 2015, a special security system will be installed.

**Service Provision:**

Survivors usually call the Centre and make an appointment with a first contact person who will later be the case manager. The first contact person interviews the survivor, conducts risk assessment, analyses her needs. He/she presents possibilities in what the FJC can offer and prepares a safety and help plan together with the victim. In high risk situations immediate action is taken by contacting the police, ambulance or doctor, and the survivor is referred to the shelter. The first contact person is responsible for monitoring the case and making further appointments with specialists.

**Action Taken Without Consent of Survivor:**

The Women's Right Centre's policy is that in high-risk cases and when child safety is endangered they should act without victim consent and inform her about it. This hardly ever happens; usually the Centre has the survivor's consent.

**Children's Treatment:**

The FJC services are directed mainly to women and there are no offerings for children yet, except for child care during survivor's visit at the Centre. Sometimes the Centre organizes something for children but in the present location there is no space to do so.

**Referral/Accessibility:**

Clients are referred from other institutions, including police, social welfare, who know about the FJC through internet and other media.

If the FJC does not provide the services that the clients may need, they are referred to trustworthy services and the FJC tries to make appointments for them.

**Opening Hours:**

In 2014 the FJC was open from 8 am to 8 pm except Fridays (8 to 5 pm). Because of fewer resources in 2015, the FJC is open from 9 am to 8 pm from Tuesday to Thursday and on Monday and Friday until 5 pm. However, an emergency phone number can be contacted 24/7.

**Target Groups:**

The Warsaw FJC's target group are female victims of various forms of violence but mainly domestic violence. Among those there are many complex and high-risk cases.

In the future the FJC wants to concentrate on high-risk and complex cases and deal with other cases in different locations where the office of the Women's Rights Centre is located. The idea is to have the WRC as a first contact point and to refer survivors with multidisciplinary needs for more complex support and high-risk cases to the FJC.

**Staff:**

By December 2014, the FJC employed 5 lawyers and 5 psychologists (not full time), 3 first contact persons (case managers), a social worker, a specialist for job and professional activation; policemen, a coach, and a financial advisor are available twice a week.

**Outreach:**

The FJC does not provide assistance to men and specific services to children, however many women are coming with children. If women are accommodated at the shelter there are specialists to work with their children. No number of clients has been provided.

More complex and comprehensive specialists providing services should have the possibility to discuss the cases in multiagency and multi-professional groups, and to develop common and comprehensive approaches to the cases.

**Organisation and Structure:**

At present project leader is Urszula Nowakowska, managing director of the Women's Right Centre.

**Network:**

At present, the FJC cooperates with the following institutions on the premises of the FJC: Women's Rights Centre, Metropolitan Police, some law firms, Psychology Departments and Schools for continuing education for psychologists (volunteers and interns).

The FJC would like more organisations and services to join at a later stage but because of the limited space that is very difficult.

Not on the premises yet are hospitals (although available for FJC clients); it is planned to provide medical services at the FJC but so far this was not possible yet because of shortage of space and the requirements for hosting doctors. Also, representatives of prosecution and the domestic violence department of the city are still missing, as well as some other NGOs providing services.

Most cooperating partners were known before starting the FJC, but thanks to the FJC project the cooperation was tightened and formalized by signing agreements.

**Case Management:**

In the Warsaw FJC there are three so called first contact people who are responsible for case management. Most clients profit from the legal advice and the contact with psychologists at the first contact, less from counselling by social workers and other specialists.

**Data Security:**

The FJC uses a computer database while paper files are kept in a special filing cabinet. The survivors sign a waiver to allow data exchange.

## Results and Comparative Analysis

In Europe, the concept of the Family Justice Centre is interpreted in very different ways. From different kinds of locations (even no joint location) to a very diverse understanding of the target groups, very different processes and approaches can be seen. The direction of the development of the FJC is tightly connected to the overall local working principles of the actors in the field of DV.

The following dimensions are the most variable between the pilot projects:

### 1. Local context: Available Resources for DV Survivors

The overall service provision for survivors of DV is compared using the WAVE Country Report 2013 statistics on shelter places. Using these statistics, the pilot countries can be separated into three categories:

<b>(almost) sufficient women's shelter places</b>	<b>approx. half of needed shelter places available</b>	<b>very few shelter places available</b>
Netherlands, Germany	Belgium	Italy, Poland

### 2. Location

**Identifying a suitable location** for an FJC proved to be difficult for many pilot projects. Some of them report that they spent up to a year looking for a suitable location and/or spent a lot of time and effort adapting the available location. In a few cases, the solution was to adapt spare rooms in existing houses of service providing DV organisations, as in Tilburg, Warsaw and Venlo. Furthermore, Venlo decided on a concept-approach to not offer a joint location at all. In Milan, it was impossible to find one central location, so two locations were rented in northern suburbs of the city. They found the locations with the help of the two municipalities, but had to share the project with them and join a program of Regione Lombardia with the two administrations. Antwerp imbedded the FJC in an already existing project called CO3 (a multi-agency project aimed at complex situations of domestic violence) that also has two locations at the moment. Within the CO3 structure CAW (Centre for General Welfare) plays an important role (management of the front desk where all the cases come in), so the first Antwerp location is hired by the CAW and the second Antwerp location at the Lange Lozanastraat is property of the Province of Antwerp. Berlin found the temporary location for the pilot project by building a strong

cooperation with the new opened *Gewaltschutz-Ambulanz* (the Protection of Violence-Ambulance) but is already preparing a bigger location that is still in need of renovation.

**Financing the location:** There are different ways to finance the rent for the FJC. Berlin started with using the FJC project-funds for paying rent, and is sponsored by a private donor in the consecutive year. Milan also started with the FJC project funds, and the organisations and municipalities that work with Consultorio GBM-Fondazione Guzzetti take over rental payments for one year.

In Venlo, various municipalities joined in financing the numerous locations. In Warsaw, available space in the existing NGO-building is used (thus financed by the NGO). In Tilburg the location is co-financed by the Domestic Violence Support Centre and the municipality of Tilburg.

**Summary:** Finding a location suitable for a FJC proved to be difficult in Warsaw, Milan, Berlin and Venlo. Strategies for finding the final location were changed throughout the process – improvisations were necessary. Various ways were established to find a suitable location, always according to the locally given circumstances and opportunities.

Financing the FJC location is crucial for a sustainable service provision. In NL, the communities finance the space; Berlin is funded by FJC funds and partly by private sponsoring. Warsaw and Milan are financed by FJC funds and NGO financing.

### 3. Safety

**Safety** is dealt with very differently in the pilot projects: It is used as an argument for only receiving women as clients, as in Warsaw. In Venlo, safety is the reason for not offering a „one stop shop“, but different locations for the different services (in ‚code red situations‘, such as death threats). Antwerp doesn't have a large security system (yet), but security is provided through constant presence of the staff. The Antwerp FJC has a very open location (the consultation rooms are directly connected to the workspaces of the whole team), so the staff can support each other in case of emergency. There is a similar strategy in place in Tilburg: sharing a house with many organisations such as police, the justice department etc. is stated to increase the safety. Risk assessment is made in Tilburg, Venlo, Milan, Antwerp and Berlin.

In all countries secret addresses are only provided for certain services, e.g. shelters. Venlo offers a secret location for clients who receive death threats.

Some pilot projects use partly or plan to use: special entrances or keycard systems, consulting rooms secured with cameras, alarm buttons with a direct line to the police, special safety arrangements with the police, unidirectional self-locking doors, security glass etc.

Of course, these security measures are cost-intensive and therefore safety is again a question of funds. But it also has to be taken into consideration that necessary safety measures need to correspond to the chosen approach concerning outreach and target groups. Because it certainly changes the necessary security set up if perpetrators are treated in the same facility as the survivors. Only an effect evaluation in approx. 1-2 years will show which security measures are definitely needed, when an FJC wishes to work

with perpetrators, or has a family approach. (Please see also point 10 “target groups” and “conclusions”).

#### 4. Service provision

For a better understanding of the practical approach to the clients, the pilot projects were asked how the first contact at the FJC location happens. It can be stated, that in most cases the first contact at the location is also the moment where the survivors meet their case manager for the first time and a safety plan is made.

##### **First contact at location:**

**Antwerp:** At the front desk, a co-operator of the CAW (NGO-services for general welfare Antwerp) conducts an intake interview with the survivor, works on safety planning and investigates the needs of the survivor. Then the survivor is referred to the second location, and all the involved family members have contact with the case manager.

**Berlin:** Survivors are picked up at the door by a receptionist of the Protection of Violence-Ambulance to document their injuries. Further psychosocial counseling is offered only on demand. Survivors are then referred to the respective professional.

**Milan:** The client is welcomed by a volunteer and offered tea or coffee in the reception room; then she meets the case manager.

**Tilburg:** Survivors are actively called by FJC. Serious police cases are selected and survivors are approached by a case manager and invited to the FJC. The client will be invited to the interview room at the FJC.

**Venlo:** An FJC worker conducts an interview and a safety plan is set up which translates into a short-term and mid-term perspective. Thus, it is not only worked on stopping the violence but also on empowering the survivor and increasing her independence.

**Warsaw:** Survivors usually call the Centre and make an appointment with a first contact person who will later be the case manager. The first contact person interviews the survivor, conducts risk assessment, analyses her needs and prepares a safety and help plan together with the victim. The first contact person is responsible for monitoring the case and making further appointments with specialists.

#### 5. Opening Hours

Depending on the available resources, the opening hours of the FJCs vary greatly. As a matter of course, all the pilot projects strive for a 24/7 accessibility, because according to police reports throughout Europe, a significantly higher number of DV cases are registered in the late evening hours, on weekends and during holidays. However, for

financial reasons most of the pilots needed to start smaller and wish to expand their availability in the future. The question of opening hours also corresponds to the question of safety and the definition of target groups/approach. Late night intakes are impossible if the security concept is based on the presence of the whole team in the workspace.

**Antwerp:** The FJC is open during business hours, Monday-Friday.

**Berlin:** 8 am – 4 pm, counselling on demand during these hours, Monday-Friday.

**Milan:** Each of the two locations are opened 10 hours/week.

**Tilburg:** The doors of the FJC are open Monday-Friday 9 am – 5 pm.

**Venlo:** Service can be provided 24/7.

**Warsaw:** 8 am - 8 pm except of Friday (8 to 5 pm). Because of smaller resources, in 2015 the FJC is open from 9 am - 8 pm from Tuesday to Thursday and on Monday and Friday until 5 pm.

## 6. Organisations Involved



As Gwinn and Strack (2010) imagined it, a Family Justice Centre ideally meets all the survivor's needs under one roof. But since every community is different, the needs of the clients can also differ greatly from region to region. The picture on the left shows the big variety of possible partners in an FJC. This being said, most of the already existing FJC's include the following basic partners: police officers, prosecutors, civil legal service providers and community-based advocates. The six European pilot FJCs currently consist of the following involved organisations:

Source: <http://www.familyjusticecenter.org/the-family-justice-center-approach.htm>

**Antwerp:** Province of Antwerp, City of Antwerp, **Police** of Antwerp and youth police, Police Minors for the 10 polices zones outside Antwerp City (region), Prosecutor of Antwerp, CAW, House of Justice, „OCMW Antwerpen” (public centre for social welfare). Additional agencies are present at CO3-FJC for meetings: youth care, centre for mental

health, Confidential Centre on Child Abuse and Neglect, Centre for Integral Family Care De Stobbe.

**Berlin:** psychosocial counseling by BIG-Hotline, by victims aid (“Opferhilfe”, also available for male survivors), by Stop Stalking, by “Weisser Ring” (for financial support) and Pro bono (legal counseling by a lawyer); Special cooperation with the nearest **police** station and preparation of appointments for court hearings and court escort.

**Milan:** City council, social services, **police**, hospital (emergency room and psychiatry), CRI (International Red Cross), unions, associations, private and public consulting centres, shelters.

**Tilburg:** justice department, **police**, juvenile care and general social work.

**Venlo:** **police**, public prosecution, probation, communities, youth work, mental health care organisations, care insurance company. (Also schools, hospitals, etc., are part of the network.)

**Warsaw:** Women’s Rights Centre, Metropolitan **Police** (twice a week policemen are on duty at the FJC), some law firms, Psychology Departments and Schools for continuing education for psychologists (volunteers and interns).

It can be summarized that the only partners that are included at *all* European pilot projects are the police and some form of psychosocial counselling.

## 7. Network

Almost all pilot projects **started with existing DV networks**, which were extended and more formalized throughout the process of starting the FJC. Some pilot projects could rely on very strong existing cooperative structures and embed their FJC pilot there, others had to literally start from scratch and not only had to „win over“ existing networks, but also form complete new cooperations.

While the pilot projects in Belgium and the Netherlands could already build on an ongoing discussion about the model of a Family Justice Centre, the concept of FJC had yet to be introduced from scratch in Germany, Italy and Poland. Naturally, this required a lot of time and resources, which the former countries could already invest in more practical measures.

## 8. Case Management

The task of a case management system is to provide a well-organised and needs-oriented service provision for victims of domestic violence. It is especially helpful when dealing with complex cases or multidimensional problem situations. Intake, advocacy, assessment, classification, referral, intervention and evaluation have been defined as the stages of case management. These elements can also apply when working with victims of

domestic violence (Enos/Southern 1996). As it is one of key elements of family justice centers that the survivor does not need to tell her/his story over and over again, a good case management system is of utter importance. Rapp-Paglicci et al. describe that empowerment of the victim is an important part of the case management: "The movement of a victim to the role of a survivor means increasingly taking charge of decision making and responsibility for one's life and believing in one's ability to do so effectively. The role of a case manager in relation to a domestic violence victim is strongly associated with the strength perspective." (Rapp-Paglicci et al. 2002:423).

Case management in the field of domestic violence means to actively include the client, her/his special needs, opinions and wishes when making a safety plan and decide on further steps. Good case management in the field of DV always has to be "victim-centered"<sup>6</sup>.

The European FJC pilot projects were asked, if they currently use a case management system. With the exception of Berlin, all FJCs apply a case management system.

How this system is defined though, varies greatly between the cities. Different stages of interpretation and implementation lead to various set ups concerning the respective design of the case management in every FJC.

**Antwerp:** Case management and a formalised chain process are the key elements of CO3-FJC. After the notification of a case, the organisations put together all the available information. Then the case is qualified at an expert meeting and an action plan is established. The case-manager has to coordinate, implement and follow-up the action plan.

**Berlin:** No classic case management at the moment. The forensic doctor/the secretary refers the client to the respective counsellor. The counsellor offers further support suitable to the respective problem situation and involves the right partners.

**Milan:** One case manager is appointed to each client. The case manager makes the risk assessment with the victim and calls all the professionals she needs.

**Tilburg:** Survivors are invited to the FJC and meet with two case managers. A risk assessment is carried out and a safety plan is set up.

**Venlo:** Intensive case management based on the Multifocus method (Goedhart&Choy: 2011) is carried out, addressing the whole family and including the development of a safety plan.

**Warsaw:** In the Warsaw FJC there are three so-called first contact people who are further responsible for the case management.

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<sup>6</sup> Please see the guiding principles of the Family Justice Center Alliance Advisory Board:  
<http://www.familyjusticecenter.org/index.php/the-family-justice-center-approach/guiding-principles.html>

## 9. Treatment of Children

Children are directly or indirectly affected by domestic violence. Either they are physically affected by the offender, or they witness how one parent or caregiver is hurt by the partner. The emotional responses of children who witness domestic violence may include fear, guilt, shame, sleep disturbances, sadness, depression, and anger (directed at both the abuser for the violence and at the victim for being unable to prevent the violence).

Physical responses may include stomach aches and/or headaches, bedwetting as well as loss of ability to concentrate.

The behavioural responses of children who witness domestic violence may include acting out, withdrawal, or anxiousness to please.

(Source: <http://www.domesticviolenceroundtable.org/effect-on-children.html>)

For the reasons mentioned above, it is extremely important to start treating children who are exposed to domestic violence as early as possible. All FJCs aim at offering services for children as well, however this requires specialist and resources, which are not easily available. Therefore, in:

**Milan and Warsaw**, special services for children could not be offered by Dec. 2014. In all other FJCs, children are treated. However, their age varies.

**Antwerp**: Children of the families who enter the FJC are taken into consideration (if possible, the case manager talks to them). Treatment of children is offered at the centre for child abuse and/or by the youth counsellor, which is part of the FJC.

**Berlin**: Children of all ages are treated by the Protection of Violence-Ambulance. If there is a referral to other partners in the pilot FJC, it is only possible to talk to them with consent of the parents.

**Tilburg**: Children up to the age of 18 can be treated.

**Venlo**: Children are treated from the ages of 9 months to 21 years.

## 10. Target Groups/Approach

The definition of the target group for the FJC varies greatly between the different cities. It can be stated that the European pilot projects follow either a strictly “victim-oriented-approach”, or the “family/system-approach”. To avoid misunderstandings it has to be clarified that all pilot projects focus on the victim. To be “victim-centered” is one of the most important guiding principles within the model of family justice centres<sup>7</sup>.

For example, in Warsaw only female victims of DV are targeted by the FJC, in Berlin female and male victims, and in Tilburg the whole family is addressed, including the perpetrator and the extended family. Thus, “victim-oriented” can be interpreted either in the sense of strictly receiving only female victims, or addressing female *and* male victims of DV. The family- or rather system-approach always includes the perpetrator as well.

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<sup>7</sup> <http://www.familyjusticecenter.org/index.php/the-family-justice-center-approach/guiding-principles.html>

There are different argumentations behind these definitions: Opening doors only for women is partly justified by security aspects: It might happen that male perpetrators smuggle themselves into the FJC pretending to be a victim, putting the survivor at an extended risk. Moreover, the authors got the impression, that implicitly there is also a certain feminist interpretation behind the decision to only receive women: The female survivors are offered help at the (feminist) FJC, and the aggressors have to seek help somewhere else (from different specialists).

The reason given for addressing the entire affected family (family approach/system approach) is that the violence should stop permanently. The aggressor should receive treatment in order to sustainably change his behaviour. Otherwise the aggressor might move on to other victims and the violence can't be stopped effectively.

Another dimension of defining FJC target groups is the complexity and the risk situation of the cases. Some cities limit or preferably customize their services to high-risk cases; others are open to cases of all risk-levels.

**Antwerp:** is specialised in complex cases. The common goal is to stop the violence, prevent reoccurrence and increase the protective factors in a family or "client system". Therefore, the FJC works with both offenders and victims (not on the same location). (Family approach/system approach)

**Berlin:** At the moment, help is offered to all survivors of domestic violence. There is no specialisation to specific target groups. However, as first data has shown, the Berlin FJC receives clients, that survived repeated offences, suffer from severe injuries and often have to deal with multiple and complex problem situations. (Victim-oriented-approach, female *and* male clients).

**Milan:** All cases. (Victim-oriented-approach, just female clients).

**Tilburg** receives all kinds of cases, with a focus on high-risk and complex cases and people who take the initiative to ask for support. (Family approach/system approach)

**Venlo** uses a rather general definition of the target group: people in dependant relationships, young and old, who will try to find a way to break the pattern of domestic violence, child and elderly abuse. (Family approach/system approach)

**Warsaw:** All cases, but among those there are many complex and high-risk cases. (Victim-oriented-approach, just female clients).

**Only female** clients are accepted in **Warsaw and Milan**.

## 11. Referral

Reflecting on the local referral system is crucial for the success of the service. A survivor needs to be directed quickly to the right service from as many points in the local system as possible, in order to receive the necessary support.

As data showed, due to the good networks the FJCs are built on, there are already many referral pathways in place, and they vary greatly between the cities:

**Antwerp:** The clients are referred to the FJC by different professionals or by the front desk at the CAW.

**Berlin:** Clients are referred by: police, youth welfare office, BIG-Hotline, hospitals, general practitioners, counselling services and others.

**Milan:** Clients can contact the centre directly or they can be also be referred from the police, the hospital or other organisations.

**Tilburg:** The FJC focused 2014 on serious reports by the police and on people who took the initiative to contact the FJC themselves.

**Venlo:** Referrals come from all sites of the community such as police, schools, inhabitants, medical doctors, paediatricians and social workers.

**Warsaw:** Clients are referred to the FJC by other institutions, including police and social welfare. They know about the FJC from internet and media.

## 12. Action Taken Without Consent of the Survivor

Generally, all organisations leading the pilot implementations have a feminist understanding and approach towards domestic violence: The societal gender inequality is responsible for gendered behaviour patterns, which can be harmful for all household members. Therefore, women are generally vulnerable in society (lower income, higher caring responsibilities etc.), and need protection and support especially in case of violence.

Since domestic violence does not only leave physical but also emotional scars, the approach to survivors is of utmost importance for DV services. Each DV-survivor comes from a history of suppression and danger, so all FJCs focus on empowering the survivor and respecting her decisions. However, when a survivor decides to return to the abuser in a high-risk situation and children are involved, service providers are in a very difficult situation. Most FJCs responded, that for reasons of safety and/or child protection, actions without the consent of the survivor might be taken. Only in Venlo and Berlin, on principal, no action is taken without consent.

**Antwerp:** Sometimes action is taken without consent of the survivor, or of other family members, but it has to be justified and documented. Justifiable reasons can be: safety measurements, client is unavailable etc.

**Berlin:** No action is taken without the consent of the survivor. However, if children are at risk usually other professionals will be involved. There is no reporting duty concerning child endangerment, but all professionals working in the field are entitled to counselling by proven and experienced expert.

**Tilburg:** Action without consent is only taken if children are at risk (child endangerment).

**Milan:** Charges are pressed without consent of the client in case of danger to the survivor and/or her children.

**Venlo:** No action is taken without consent of the survivor.

**Warsaw:** Action is taken without consent of the survivor in high-risk cases and when a child's safety is endangered.

### 13. Number of Clients Reached

All FJCs started operating during 2014. This evaluation is not an effect evaluation and it would be much too early to start on analysing the effects. But still we wanted to know approximately how many clients could be reached by December 2014. However, the following statistics are highly inaccurate, since it was not taken into account what scope of service the clients received, how long they were in treatment, how reliable the data is and how it was collected etc.

The following data should just give a general overview on the operational status of the FJCs.

**Antwerp:** In the period 1/4/2013 until 31/12/2014: 753 clients in 146 cases

**Berlin:** 62 cases of DV at the ambulance; 38 cases of further counselling at the FJC pilot project

**Milan:** The centre of Bresso welcomed 29 women; the centre of Cinisello welcomed 15 women

**Tilburg:** Approx. 60-70 survivors / families

**Venlo:** Approx. 400 clients

**Warsaw:** no current data

## 14. Organisation and Structure

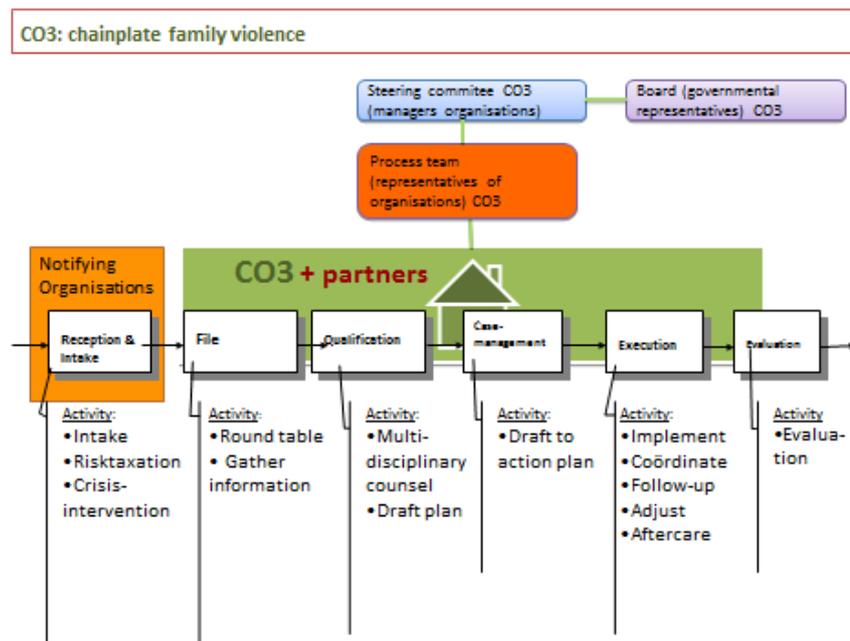
The organisation of a complex project such as a Family Justice Centre is of utmost importance for its success. A well-running FJC highly depends on functioning networks, good cooperation between many institutions, organisations, people and resources. Therefore, we asked all pilot FJCs to indicate their organizational structures:

### Antwerp:

The Coordination of the project is shared between the city of Antwerp and the province of Antwerp. There are 2 project leaders, one is focussing on the structure (work process), one focuses on the culture of cooperation. On an operational level there is a chain process-team.

On a strategic level, there is a local steering committee.

Next to the local there is a national steering committee on a strategic level, which is also the National Board of Family Justice Centre.



**Berlin:** BIG Coordination is the coordinating project leader. Survivors get in touch with the Protection of Violence-Ambulance – the main partner within the project. BIG counsellors bring in other partners (like legal counselling, police, shelters etc.).

**Milan:** The city council of Cinisello Balsamo is the project leader, which works together with the project coordinator and the case managers as well as with the existing network.

**Tilburg:** In addition to the project manager, the project group consists of the managers of the participating partner organisations (child protection agency, social welfare organisations, women care, police, care and safety house) and works as an advisory body for the project. Additionally, the FJC was working with a small management group consisting of the project manager, an external advisor and a behavioural expert.

**Venlo:** The CEO of the Mutsaers Foundation is the project coordinator. The expertise centre for chain collaboration is the project leader.

**Warsaw:** At present, project leader is the Women's Right Centre (Urszula Nowakowska). FJC cooperates with the following institutions on the premises of the FJC: Women's Rights Centre, Metropolitan Police, some law firms, psychology departments and schools for continuing education for psychologists.

## 15. Staff

Providing sufficient qualified and experienced staff is a challenge for many FJC pilots, due to the lack of resources. There are different solutions to this problem: Some FJCs include institutions such as the police, which provide their own staff. Also, in some cases they work with volunteers who take over certain tasks in the FJC. Depending on the size and the opening hours, very different numbers of employees can be seen in the FJCs:

**Antwerp:** 23 people work in the FJC (some work full time, others partly in CO3). They are all paid by their own organisations, and are detached from the FJC. The FJC does not pay the staff. Also, there are numerous professionals from the participating organisations who work on specific cases, as well as 2 student interns. There are 12 volunteers working with a specific group of survivors from Maghreb countries. The voluntary work will be further developed in the near future.

**Berlin:** 1 forensic doctor; 5 or more counsellors of different organisations as needed; 1 lawyer (volunteer); All are paid by their own organisations.

**Tilburg:** Approx. 16 professionals, all paid by their own organisations.

**Milan:** There are 2 case managers (a psychologist and a social worker) for each centre (tot. 4 people); They are paid by Regione Lombardia within a regional project; also, there are 6 volunteers in Cinisello and 12 in Bresso.

**Venlo:** Approx. 60 professionals, paid by several communities.

**Warsaw:** 5 lawyers and 5 psychologists are part time employed by the FJC. There are also 3 first contact persons (case managers), a social worker, a specialist for professional activation, policemen, a coach, and a financial advisor are available twice a week.

## 16. Exchange of Information

The exchange of information is a highly complicated and important issue for FJCs: On the one hand, the privacy of the survivor needs to be protected. On the other hand, several organisations or institutions should deal with each case in order to provide maximum support. As already seen with the other aspects, there are again very different solutions to this problem throughout the pilots projects:

**Antwerp:** CO3-FJC uses a registration tool provided by the city of Antwerp, in order to keep the same standards as the public government. Survivors do need to give oral permission for data exchange. ICT is a very complex problem and different agencies use different tools and software. Some agencies (e.g. the justice department) cannot use cloud systems to share documents.

**Berlin:** Survivors need to give permission for information exchange. There are very strict rules concerning the protection of private data in Germany, and there are no established structures for an individual case-by-case cooperation of different authorities and organisations.

**Tilburg:** All partners within the Care and Safety House sign a privacy agreement. The central focus is not on the principle of consent, but on transparency.

**Venlo:** No satisfying and affordable technical solution for information exchange has been found yet. At this moment it's not possible to protect the privacy interests of the client.

**Milan:** Personal documents are kept in a locked room; the clients sign a permission statement for collecting and preserving their data. Data is only exchanged if the client is present.

**Warsaw:** In the FJC there is a computer database and paper files are kept in a special filing cabinet. The survivors sign a permission statement for data sharing.

## 17. Added Value of an FJC

All European FJC pilot organisations were asked, what the added value of an FJC is compared to offering the services separated.

The main advantages of an FJC that were mentioned by several projects were:

- Survivors don't need to tell their story to many different persons and agencies.
- Survivors have more information about the actions taken in the approach; the case manager has an overall view on the process and is available to the client.
- The survivor has fewer appointments at different agencies, fewer ways to go throughout the process.
- Security is increased within an FJC.
- A quicker response is possible when new incidents of violence, threats, or changing circumstances occur, because the different services (prosecutor, police, victim aid, youth care, general welfare etc.) are co-located and have almost daily face-to-face contact. In addition, the function of the case manager leads to quicker response.
- Within the FJC there is one clear vision about the problem of domestic violence.
- The survivors are treated with respect and understanding by all workers in the FJC.

## Unresolved Problems

The biggest challenge for most pilot projects is **lacking resources for location and staff**. Lack of resources delays finding appropriate premises and discourages the network efforts. In the worst case, chronically underfunded DV service providers will fear competition by a new strategy such as the FJC and slow down the implementation process.

Due to the limited resources of the FJCs, not all **special needs of clients cannot be met** yet, such as drug abuse, disabilities or mental illnesses.

Some cities, districts or communities are restricted to operate only within their areas, so the FJC can only provide locally funded services to clients from certain districts. Decentralized structures and **different responsible authorities are a big challenge** for a “one stop shop”.

**Interorganisational conflicts** in the network: in some cases, historical tensions between certain organisations or players cause delays in efficient cooperation.

## Recommendations for the Implementation of Future Pilot Projects

### Recommendations and lessons learned: Location

- Think big, start small! (Two rooms can be enough for a start.)
- Be flexible throughout the whole process: don't focus too long on one solution - always think about alternatives! Make compromises!
- Use existing networks, structures and, if possible, build your FJC pilot project together with familiar organisations!
- Create new cooperations with new partners!
- Prove the added value of a FJC to policymakers and politicians before applying for any larger budget or housing.
- Sometimes public space can be available for free!
- It might be helpful to start with two locations and develop from there (as in Milan).
- Several locations can be more suitable, if you follow a concept approach (as in Venlo).
- Share the costs with different organisations/administrations/projects.
- Shared housing can reinforce safety.
- Don't forget private sponsoring options!

### Recommendations and lessons learned: Management

- Good management is crucial: in addition to a project manager, a team coordinator can be helpful.
- Form a small project team of 2 or 3 agencies to take the lead.
- It's hard bringing many players together, but it's worth it!
- Make small steps! Make sure you involve all partners at an early stage in the decisions about and then in the development of the project.
- Seek broad consensus with existing women services in the domestic violence field! Convince all the actors in the field that building a FJC is a needed additional piece in the support system and does not lead to budget cuts in the already existing systems!
- Define a common goal with the participating agencies: "Why do we want to work together? What do we want to achieve?"
- If necessary, don't avoid confrontation with partners to achieve common standards.
- Create a strong basis for the cooperation including a joint mission statement and a solid agreement concerning the participation and working conditions.
- Intervision methods can support the process and improve output.
- Employ only well trained, skilled and experienced case managers. The case manager is the bridge between the client(s) (all involved family members) and the

professionals. The case manager has an overall view on the process and is available to the client.

- The mutual trust of the delegates improves cooperation on a case-level, but the trust that the delegates spread in their own organisation improves the level of cooperation on a organisational-level.

## Conclusions

European pilot projects vary extremely in conceptual and operational aspects. Differences in implementation of FJCs are natural, since they were based on existing local networks and structural particularities. A final effect/output evaluation (approx. one-two years from now) is needed to identify the most successful approaches.

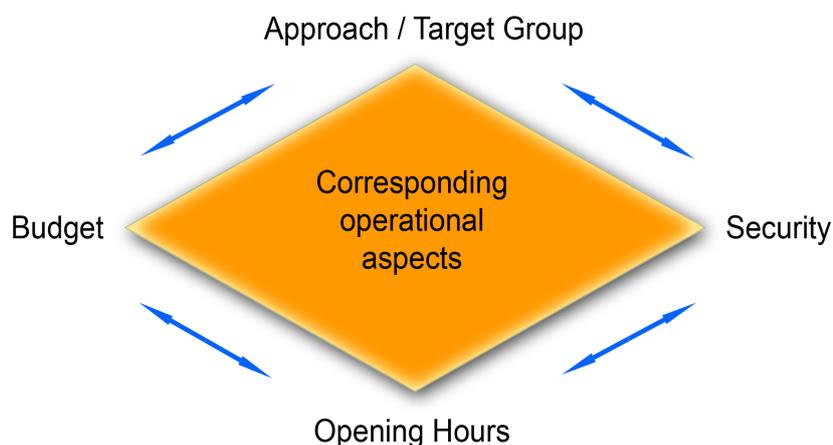
**This effect evaluation clearly shows that there is a strong connection between operational and conceptual aspects.**

It is important to realise that the different factors in the set up of a FJC are closely interlinked: Making decisions in one field (budget, location, opening hours etc.) has a direct impact on the outcome in other fields. Operational conditions can affect the conceptual measures to a much higher degree than previously assumed.

For example, the opening hours - which are dependent on funding - affect the intake policy naturally without there having been a conscious decision about intake policy.

Due to often limited resources, it is necessary to improvise when starting a FJC and to start small. However, it is also crucial to regularly reflect the operational settings and to compare them with the conceptual background in order to remain consistent with the main values behind the FJC.

For example, see graphic: Safety measures need to correspond to the chosen approach concerning outreach and target groups. It certainly changes the necessary security set up if perpetrators are treated in the same facility as the survivors, which will again have an effect on the costs of the security system:



Changes of one aspect of operationalization will have direct effects on other aspects of implementation. FJCs are highly complex settings as they are **multi-conditional constructs** that regularly need to be reflected and evaluated. In the second part of this report we retrieved 17 operational and conceptual details that need to be considered in this context.

**As it was seen during the analysis of the local contexts of the FJCs and the different operational and conceptual aspects, there are some typical bottlenecks:**

**Lack of resources:** Where a general lack of services and resources was in the way of implementation, the FJCs started with a smaller network (with a few basic partners) and with a smaller location than originally intended. Also, they included a certain number of volunteers and opened fewer hours than other pilot projects with a higher budget. Moreover, a fear of lacking resources can lead to tensions in the network and reluctance towards a new service provided, such as FJCs.

**Female clients vs. family/system approach:** In this study, the lack of resources coincides with the attempted target group. However, in the observed cases, there isn't a causal relation between the fact that in the cities with more available resources for DV, also perpetrators are treated in the FJC. In cities with very limited resources, only female survivors are welcomed – which has political and legal reasons, but it demands more resources on security and staff to also welcome perpetrators.

**Process of starting the FJC:** When possible and affordable, it seems worth to reflect the process of starting the FJC as such on a meta-level in order to handle possible difficulties in the networking process and to reflect on the various effects on the different levels of an FJC implementation (political, organisational, client related effects etc.).

**“The whole is more than the sum of its parts”:**

Apart from the operational aspects the European FJCs of course also have an impact on a more general level: All pilot projects stated that it's necessary to work on the awareness of all involved institutions in order to improve the approach towards survivors who feel treated with disrespect by certain institutions. One of the big chances within the multi-institutional discourse in the FJC network is to constantly reflect on causes and prevention of DV. Therefore, this might be one effect of the interorganisational work behind an FJC that goes far beyond the actual location.

**Through the process of developing FJCs a lot was achieved beyond countable client numbers:** increased cooperations on national and international level, improved quality of service support and development of common standards. In addition, FJCs are partly able to compensate missing links in regional DV services or create new access into the national support systems.

**A European FJC-network** was only recently launched and will be further developed. The heterogeneity of approaches and implementation of FJCs in Europe is a good chance for further developing the concept of FJC, but needs continued international and interdisciplinary cooperation.

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<http://www.familyjusticecenter.org/the-family-justice-center-approach.html>

<http://www.familyjusticecenter.org/index.php/home.html>

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## Data:

Data collected during the project term by CSPA&IA Rotterdam:

Baseline Report (2014): Milano

Baseline Report (2014): Antwerpen

Baseline Report (2014): Berlin

Baseline Report (2014): Venlo

Baseline Report (2014): Tilburg  
Baseline Report (2014): Warsaw  
Community Report (2014): Milano  
Community Report (2014): Antwerpen  
Community Report (2014): Berlin  
Community Report (2014): Venlo  
Community Report (2014): Tilburg  
Community Report (2014): Warsaw

Data collected by Julia Hertlein und Julia Girardi-Hoog:  
Country-specific questionnaires for Antwerp, Berlin, Milan, Tilburg, Venlo, Warsaw.