



Concept  
*'Bavaria against violence'*  
and the implementation  
of a three-step plan

GEWALT  
**LOS**  
WERDEN

# Contents

---

<b>The ‘Bavaria against violence’ concept: Introduction</b> _____	3
<b>The Bavarian three-step plan</b> _____	6
Overview: Issues and aims _____	6
Steps 1 and 2: Expanding the assistance system for women and their children affected by domestic and/or sexual violence _____	7
Step 3: Supplementary and broadly based measures _____	10
<b>The reaction to current developments: Measures during the covid-19 pandemic</b> _____	13
<b>Continuous development, geared towards specific needs</b> _____	15
Interdisciplinary and interdepartmental cooperation _____	15
Social environment study ‘Protecting against violence in Bavaria’ _____	15
Awareness-raising measures, information and links to sources of help: The bayern-gegen-gewalt.de website _____	17
Outlook _____	17

# Concept 'Bavaria against violence'

---



Dear  
Reader,

**Ending violence: that is the basis of our concept for protecting against violence and preventing violence.**

Bavaria is one of the safest states in which people can live. Even so, we are constantly confronted by violence in all phases of our lives, from childhood to old age: in the media, in the workplace and at home. Violence has many forms and many faces. There is visible and, at first glance, 'invisible' violence – physical and verbal as well as digital violence. Our aim is to focus on places where violence is less visible or where new forms of violence occur, taking an approach that is as preventive as possible, before violence even occurs in the first place.

Just as important as preventing violence is protecting and helping the victims of violence.

**Our measures to prevent violence and protect against violence are set out in a three-step plan.**

The first two steps are solely concerned with protecting women and their affected children from violence. This is where our focus lies, in line with the provisions of the so-called Istanbul Convention, because women are often more affected by these forms of violence. Yet we are consciously going one step further. The third step aims to extend the services to other groups of people – such as boys and men who have suffered from domestic and/or sexual abuse, or girls and women who are threatened or affected by genital mutilation. There is also a focus on digital violence.

In the two-year budget for 2019/20, we have set aside an extra 24 million euros in funds, of which 16 million euros are designated for

- ▶ expanding the assistance system, both in qualitative and quantitative terms, for women affected by violence,
  - ▶ providing exemplary additional services for women and their children who need support after or instead of a stay in a women's refuge due to domestic violence (second-stage services),
  - ▶ establishing specialist centres for working with offenders throughout Bavaria with the aim of better protecting future victims, and
  - ▶ creating a new state-wide coordination centre against domestic and sexual violence to support the existing system and connect to other relevant systems.
- ▶ In addition, a state coordination unit under the name 'Bavaria against violence' was set up at the start of 2021 at the State Ministry of Family,

Labour and Social Affairs to accompany the Istanbul Convention and to aid the sharing of experience and information across administrative bodies and institutions in the course of implementing the Bavarian three-step plan.

It has also been possible to secure the funding increases in 2021. These and other planned measures are based on the proven combination of solid scientific needs assessments as well as recommendations and experience gained in practice.

**We have a broad definition of violence that focuses on the direct experience of the victims.**

Violence is often the result of complex reciprocal dynamics. It is necessary to break through these – for the purposes of protection and prevention. Our understanding of prevention is broad: it starts with educating people and raising awareness, but also includes providing counselling and assistance services

aimed at specific target groups as well as helping those affected by violence and working with offenders to prevent further acts of violence. To achieve this, we will create even stronger links between existing structures and supplement them where necessary.

It goes without saying that we will focus specifically on building on existing and proven measures. This applies to regulatory structures in child and youth welfare as well as measures for police crime prevention and victim protection.

At the heart of the communication campaign is the new website: [bayern-gegen-gewalt.de](http://bayern-gegen-gewalt.de). The online portal raises awareness, informs professional circles about the latest developments and directs those seeking help, such as victims of violence, to suitable counselling and assistance services.

I invite you to use the concept for your work. You are also welcome to contribute your own specific ideas – whether in a professional capacity or based on personal experience. Bavaria against violence: let's all work together to make people's lives in Bavaria even safer, with no violence and a better quality of life!



**Carolina Trautner**  
Minister for Social Affairs

# The Bavarian three-step plan

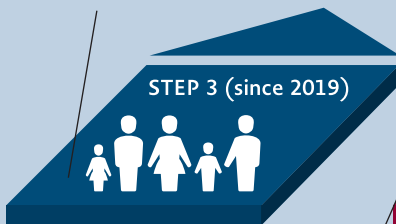
In a three-step plan, we are expanding measures to protect people against violence and provide counselling and prevention services aimed at specific target groups and on a needs basis.

## Overview: Issues and aims

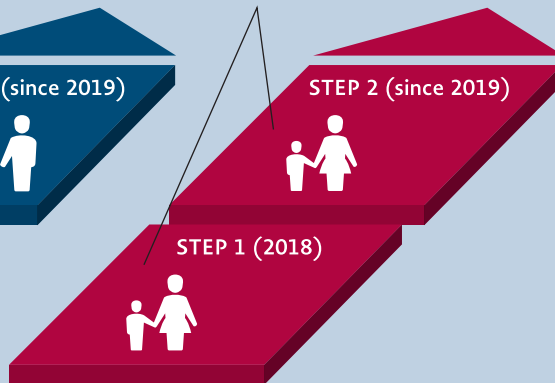
**Step 1** (implemented in 2018) and **Step 2** (implemented since 2019) improve the assistance system for women and their children affected by domestic and/or sexual violence. The basis was provided

by a study commissioned to determine the needs of the assistance system for women and their children affected by violence in Bavaria (2016) as well as the findings of a task force group set up to analyse it, which met until 2018.

Long-term and broadly based measures for other groups of people and forms of violence



Assistance system for women and their children affected by domestic and/or sexual violence



The Bavarian State Government is implementing its concept for protecting against violence and preventing violence in a three-step plan. Step 1 was completed in 2018. Steps 2 and 3 are being implemented over the longer term.

In the area of domestic and sexual violence, women are by far the most affected group. That is why Steps 1 and 2 form the basis of the three-step plan for preventing violence and comprehensively protecting people from violence. The main focus here is to help women who are affected by domestic and/or sexual violence and their children in situations that often threaten their lives and livelihoods. The aim is to give them prospects that allow them to end violent situations that are often long-lasting.

**Step 3** deals with other groups of people and forms of violence. Broadly based measures are intended to supplement existing counselling and assistance services. The aim is to identify new developments and new forms of violence at an early stage and counteract them as best as possible.

Steps 2 and 3 of the plan are constantly monitored and continuously developed where possible – in addition to existing structures and services. In this regard, professionals across a range of disciplines work together with experts from the world of science. Specific needs in practice are the determining factor here. In addition, a social environment study is designed to determine the need for action, tailored as precisely as possible to the target group.

## **ISTANBUL CONVENTION**

The Istanbul Convention, officially known as the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence, has been in force in Germany since 2018. In order to achieve the aims of the convention, comprehensive measures have been taken in the following areas:

- ▶ Prevention
- ▶ Support
- ▶ Help

The signatories to the Istanbul Convention are encouraged to take into account further victims of domestic violence when drawing up their measures.

## **Steps 1 and 2: Assistance system for women and their children affected by domestic and/or sexual violence**

### **Step 1**

Step 1 covered instant measures, which were implemented in 2018: the funding increase for women's refuges was

secured on an ongoing basis with effect from 1 January 2017, while the support and counselling services for the children brought to the women's refuges were improved. In terms of the specialist counselling centres / emergency numbers, the area of prevention was strengthened along with the management/leadership team.

Thanks to a special funding programme, the women's refuges and specialist counselling centres / emergency numbers (along with associated intervention centres) were able to harmonise and modernise their IT and telecommunications systems.

## Step 2

At the heart of Step 2 are two new funding directives that have been in place since 1 September 2019. They significantly improve the assistance system for women and their children affected by violence:

### **Directive for funding additional places in women's refuges and for adapting places in women's refuges to accommodate those with special requirements**

This directive created a temporary financial incentive for the first time

- ▶ to create new places in women's refuges, and

- ▶ to reconfigure existing places to meet people's needs.

It is designed to prevent people from being turned away due to lack of space and improve access for groups of affected people who have not received optimal support in the past. These people include women with disabilities, women with older sons and women with many children.

### **Directive for funding women's refuges, specialist counselling centres, emergency numbers and associated intervention centres in Bavaria**

This directive significantly increased the previous staff-client ratios for supporting and counselling the affected women and their children. In addition, management, leadership, administrative and caretaker roles are also funded by the state for the first time. This places Bavaria at the forefront nationally when it comes to binding state-wide requirements for specialist staff in women's refuges.

### **Second-stage model projects**

For women and their children affected by violence, second-stage projects are being trialled as a new form of support after or instead of staying in a women's refuge. The support is aimed at women and their children who do not (or no



longer) need the high degree of protection and intense level of care offered by a women's refuge. The following aspects are being examined in the model projects:

- ▶ How and under what circumstances women and their children can find their best route out of the women's refuge
- ▶ The extent to which low-threshold alternatives make sense here

The women receive accompanying psychosocial counselling and are given support in finding a suitable apartment. No woman should have to return to her violent partner because she cannot find affordable living space. The funding details have been worked out in consultation with Bavaria's independent welfare organisations ('Freie Wohlfahrtspflege Bayern') and the municipal umbrella associations.

### **Specialist centres for offenders**

Alongside the services for victims, there are also measures for offenders. Good offender rehabilitation work can lead to a change in behaviour and prevent further acts of violence. For this purpose, a specialist centre for working with male offenders (if necessary with associated female offender rehabilitation work) will be funded in each administrative district, with two in Upper Bavaria due to the population density.

### **State-wide coordination centre for combating domestic and sexual violence**

On 1 October 2019, a state-wide coordination centre for combating domestic and sexual violence was set up by the 'Freie Wohlfahrtspflege Bayern'. It is designed to improve the assistance system for women and their children affected by violence in the following ways:

- ▶ By helping it to develop further
- ▶ By linking it with other relevant assistance systems and players (health-care, justice, police) and thus promoting interdisciplinary cooperation

The role of the coordination centre is also to provide professional input and raise awareness among the general public.

#### **CONTACT**

You can contact the state-wide coordination centre for combating domestic and sexual violence by email: [tremel@ks-husgewalt-bayern.de](mailto:tremel@ks-husgewalt-bayern.de) or telephone: 089 3061 1231

The state coordination unit under the name 'Bavaria against violence' was set up at the Bavarian Ministry of Social Affairs in 2021. In keeping with the provisions of the Istanbul Convention, it is primarily concerned with helping

- ▶ women who suffer gender-specific violence, and
- ▶ people who are affected by domestic violence.

One of its main tasks is to aid the sharing of information across administrative bodies and institutions. The focus is on the measures taken as part of the three-step plan. They are based on a broad definition of violence.

### **Better support for victims of human trafficking and forced marriage**

In order to provide professional counselling and support for victims of human trafficking and forced marriage, the Ministry of Social Affairs has been funding specialist counselling centres for more than 17 years. The funding was significantly increased from 2019 onwards. The aims:

- ▶ Better staffing levels at the counselling centres
- ▶ Upgrading of safe rooms

### **The federal government programme 'Together against violence towards women'**

Step 2 is supported by a government-funded programme. Within this framework, investment in the assistance system for women and their children affected by violence can be funded. This includes, for example, investment in the extension, conversion and new construction or refurbishment of support facilities (such as protective facilities and specialist counselling centres) or the acquisition of land for new facilities.

### **Step 3: Supplementary and broadly based measures**

---

The third step of the three-step plan comprises a range of broadly based measures. These are intended to

- ▶ complement existing assistance and counselling services,
- ▶ help identify new developments and forms of violence using an approach that is as practically relevant as possible, and
- ▶ counteract them to the greatest possible extent.

This new, comprehensive approach is designed to cover all forms, target groups and places of violence.

After all, people use and experience violence in various ways: they range from the mostly visible forms of violence, such as physical violence, to the often 'invisible' psychological violence. In addition, various victim and offender constellations are examined in a holistic and interdepartmental approach. From a preventive perspective, it is important to find even better ways of breaking spirals of violence or preventing them from emerging in the first place.

### **Assistance system for men affected by domestic and/or sexual violence**

Around 20 per cent of victims of domestic and/or sexual violence are male. The estimated number of unreported cases is thought to be high. Only limited services have previously been available for men affected by violence. Feedback from specialists working in the field, experience with existing services and scientific recommendations all speak in favour of expanding these services.

Measures to protect and counsel men who have been victims of domestic and/or sexual violence are therefore an essential element of Step 3. In addition, preventive measures have been implemented.

Anybody who needs help should also be able to find a contact person. For this reason, in a first step, the prevention, counselling and protection services for men and their children affected by violence in Bavaria have been and are currently being set up and expanded:

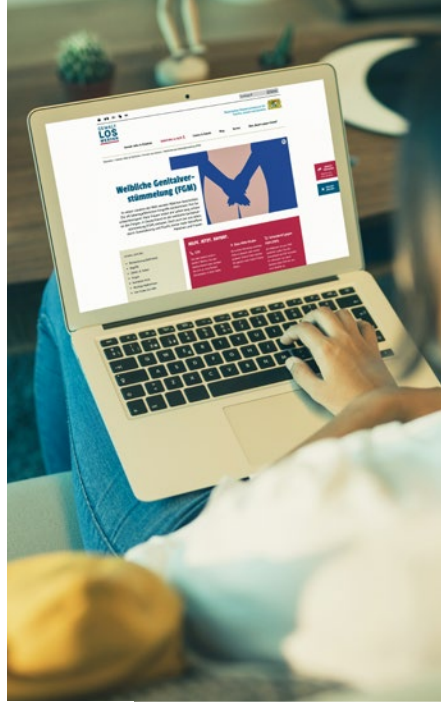
- ▶ **Protection:** 19 out of 100 victims of domestic violence are men. Bavaria has now established two apartments for them and their children: one for Northern Bavaria in Nuremberg and one for Southern Bavaria in Augsburg, each with four places.
- ▶ **Counselling:** Affected men throughout Bavaria are being supported by counselling services in model projects.
- ▶ **Prevention:** Prevention projects raise awareness of the subject of violence against men and help to stop it from happening.

## Female genital mutilation (FGM)

It is estimated that more than 70,000 women in Germany are affected by female genital mutilation, with around 15,000 girls threatened by it. Bavaria is committed to **prevention in the form of**

- ▶ visiting, low-threshold advisory services, and
- ▶ the establishment of round-table talks with those involved in FGM at local level.

The key here is to **raise awareness** of the subject among women and girls affected by FGM and those around them as well as **educate** them.



## VICTIMS OF VIOLENCE CAN FIND HELP HERE



- ▶ 'Violence against women' national support hotline: 08000 116 016 or [www.hilfetelefon.de](http://www.hilfetelefon.de)
- ▶ 'Violence against men' support hotline: 0800 123 9900 or [www.männerhilfetelefon.de](http://www.männerhilfetelefon.de)
- ▶ Counselling hotline for gay, bisexual, queer and trans\* men who have been victims of violence: 089 856 346 427 or [www.subonline.org](http://www.subonline.org)

# The reaction to current developments: Measures during the covid-19 pandemic

---

The covid-19 pandemic has led to the closing of day-care centres, schools and companies; public life is restricted. People are frequently living their lives at home, within a partnership or family. This inescapable spatial proximity can put a strain on some families and partner relationships and exacerbate existing conflicts.

Numerous counselling and support services are doing an outstanding job and are supporting adults, children and young people as well as professionals throughout this difficult time. The aim is to prevent conflicts as well as physical and psychological violence from occurring wherever possible.

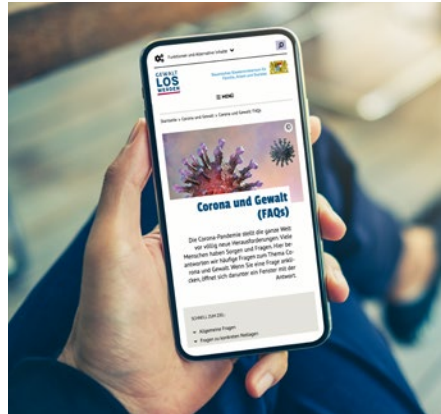


## New counselling and support services

The Bavarian Ministry of Social Affairs is currently expanding the supplementary support system across Bavaria in order to strengthen families and professionals. Since the beginning of April 2020, the AETAS Children's Foundation has been offering crisis counselling to children, families and professionals (by telephone and online). Information and practical handouts are available to download from the website at [www.aetas-kinderstiftung.de](http://www.aetas-kinderstiftung.de).

With both telephone-based and face-to-face support, families can make the transition from the crisis situation to everyday life if necessary. The type of support offered is dependent on the current restrictions in place due to the coronavirus.

Traumatised people who feel particularly insecure or unstable during the covid-19 pandemic can contact the special crisis hotline set up by the 'TraumaHilfe' centres in Munich and Nuremberg:  
[www.thzm.de/thzm-und-corona](http://www.thzm.de/thzm-und-corona)  
[www.thzn.org](http://www.thzn.org)



## Protecting against violence and preventing violence during the crisis: Website with information, tips and links

Due to the covid-19 pandemic, the information website [bayern-gegen-gewalt.de](http://bayern-gegen-gewalt.de) also went online in mid-April 2020 with a focus on preventing domestic violence and protecting victims of violence. Further support services and information were also made available in November 2021 in addition to the website.

Besides central and local points of contact for the persons affected and those around them, the website also features FAQs on the subject of 'covid-19 and violence', tips on violence prevention and recommended links.

# Continuous development, geared towards specific needs

---

## **Interdisciplinary and interdepartmental cooperation**

---

The continuous development and implementation of the concept for preventing violence and protecting against violence requires a longer-term and structured approach. The state government has established an inter-ministerial task force under the management of the State Ministry of Family, Labour and Social Affairs, which met for the first time in May 2019. It includes permanent members of the following state ministries: **Interior, for Sport and Integration; Justice; Education and Culture, Science and Art; Family, Labour and Social Affairs; Health and Care.**

Beyond the cooperation partnership with the umbrella associations of the 'Freie Wohlfahrtspflege', close cooperation with the **state-wide coordination centre for combating domestic and sexual violence** (see page 9) guarantees national networking and coordin-

ation, especially with the assistance system for women and their children affected by violence.

## **Social environment study 'Protecting against violence in Bavaria'**

---

It is possible to protect against violence and prevent violence if action is taken to ensure that preventive measures

- ▶ are targeted at forms of violence that play a particular role in Bavaria, and
- ▶ reach the right target groups.

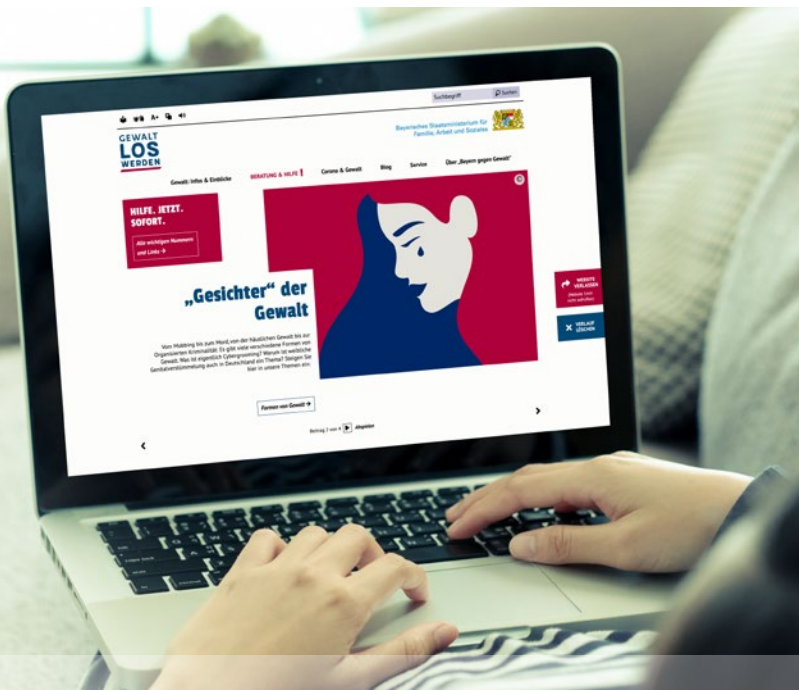
That is why work is also ongoing to examine how people from various backgrounds in Bavaria understand violence and experience violence. A comprehensive social environment study on the definition of violence titled 'Protection against violence in Bavaria' is providing the scientific basis. The final report is due to be published in June 2022.

The study is looking at

- ▶ the definition(s) of violence that are prevalent within and across the social environments,
- ▶ whether women and men define violence differently,
- ▶ people's ideas of the victim–offender relationship,
- ▶ the specific social environments, groups, places and situations in which the various forms of violence (will) possibly play a particular role, and

- ▶ the narratives and channels that can be used to bring prevention and counselling services to various social environments.

In addition to the insights gained, these findings are providing specific suggestions that can be applied in practice – in the field of social work, for example.



The website bayern-gegen-gewalt.de features comprehensive information for the general public, specialists and professionals. Affected persons will be directly guided to suitable counselling and assistance services.



## **Awareness-raising measures, information and links to sources of help: the website [bayern-gegen-gewalt.de](http://bayern-gegen-gewalt.de)**

One important aim of our concept is to make the many governmental and non-governmental violence prevention services in Bavaria visible and more accessible in their entirety.

That is why, among other things, we are continually enhancing our online information portal that is designed to

- ▶ raise awareness among the general public,
- ▶ provide specialists, professionals and interested parties with news and detailed information, and
- ▶ guide victims of violence as well as offenders directly to suitable counselling and assistance services.

All user groups should find individual information and assistance services easily with no bureaucracy – anytime and anywhere. In addition, the website also meets a basic requirement of the concept for violence prevention and protection against violence: to be able to react dynamically and flexibly to new challenges at any time.

## **Outlook**

The concept is designed to be flexible and open. This allows it to be expanded at any time – to take into account newly emerging forms of violence or groups of people, for example, that need greater attention. And: it can be constantly developed on a process-like and needs basis. To this end, the state government engages in intensive dialogue with experts and those affected.

### **CONTACT**

If you have any ideas, comments or funding enquiries, please do not hesitate to send an email to: [bayern-gegen-gewalt@stmas.bayern.de](mailto:bayern-gegen-gewalt@stmas.bayern.de)  
or telephone: 089 126 101

[www.bayern-gegen-gewalt.de](http://www.bayern-gegen-gewalt.de)

---



Dem Bayerischen Staatsministerium für Familie, Arbeit und Soziales wurde durch die berufundfamilie gemeinnützige GmbH die erfolgreiche Durchführung des audits berufundfamilie® bescheinigt:  
[www.beruf-und-familie.de](http://www.beruf-und-familie.de)

---



Wollen Sie mehr über die Arbeit der Bayerischen Staatsregierung erfahren? BAYERN DIREKT ist Ihr direkter Draht zur Bayerischen Staatsregierung. Unter Telefon 089 122220 oder per E-Mail unter [direkt@bayern.de](mailto:direkt@bayern.de) erhalten Sie Informationsmaterial und Broschüren, Auskunft zu aktuellen Themen und Internetquellen sowie Hinweise zu Behörden, zuständigen Stellen und Ansprechpartnern bei der Bayerischen Staatsregierung.

---



Bayerisches Staatsministerium für  
Familie, Arbeit und Soziales

Winzererstr. 9, 80797 München

E-Mail: [oeffentlichkeitsarbeit@stmas.bayern.de](mailto:oeffentlichkeitsarbeit@stmas.bayern.de)

Gestaltung: trio-group münchen

Bildnachweis: shutterstock.com (S. 6: VoodooDot, S. 12: FREEPIK2,

S. 13: Edvard Molnar, S. 14: Farknot Architect, S. 16: mangpor2004)

Druck: Appel & Klinger Druck und Medien GmbH

Gedruckt auf umweltzertifiziertem Papier  
(FSC, PEFC oder vergleichbares Zertifikat)

Stand: August 2021

Artikelnummer: 1001 0801

Bürgerbüro: Tel.: 089 1261-1660, Fax: 089 1261-1470

Mo. bis Fr. 9.30 bis 11.30 Uhr, Mo. bis Do. 13.30 bis 15.00 Uhr

E-Mail: [buergerbuero@stmas.bayern.de](mailto:buergerbuero@stmas.bayern.de)

---

Hinweis: Diese Druckschrift wird im Rahmen der Öffentlichkeitsarbeit der Bayerischen Staatsregierung herausgegeben. Sie darf weder von Parteien noch von Wahlwerbern oder Wahlhelfern im Zeitraum von fünf Monaten vor einer Wahl zum Zwecke der Wahlwerbung verwendet werden. Dies gilt für Landtags-, Bundestags-, Kommunal- und Europawahlen. Missbräuchlich ist während dieser Zeit insbesondere die Verteilung auf Wahlveranstaltungen, an Informationsständen der Parteien sowie das Einlegen, Aufdrucken und Aufkleben parteipolitischer Informationen oder Werbemittel. Untersagt ist gleichfalls die Weitergabe an Dritte zum Zwecke der Wahlwerbung. Auch ohne zeitlichen Bezug zu einer bevorstehenden Wahl darf die Druckschrift nicht in einer Weise verwendet werden, die als Parteinahme der Staatsregierung zugunsten einzelner politischer Gruppen verstanden werden könnte. Den Parteien ist es gestattet, die Druckschrift zur Unterrichtung ihrer eigenen Mitglieder zu verwenden.