

EXEMPTION from PAYMENT of COURT FEES

for WOMEN who SUFFERED

DOMESTIC VIOLENCE

2019, Association ESE

ABOUT this analysis...

The likelihood of legal problems being solved through court procedures is often closely correlated to the amount of court fees implied, on one hand, and the financial ability of the affected party to cover these costs, on the other hand. Sometimes, resolution of certain legal problems necessitates initiation of several court procedures. For example, **resolution of the problem related to domestic violence implies initiation of criminal procedure, civil procedure** for temporary protection measures and **several family lawsuits such as: divorce of marriage, setting of alimony payment, division of property** acquired in marriage and the like.

Citizens who might need such procedures need to be informed about the types of fees and costs implied in court procedures, the amounts involved, and possibilities of exemption from payment on the basis of their financial or social status.

The type, amount and method of payment of court fees are regulated by the Law on Court Fees, which prescribes fees in respect of motions (lawsuit, appeal, complaint) as well as decisions taken by the courts (verdict and edict). The court fees are paid by the person who submits the motion or in whose interest actions are taken as part of court procedures.

In addition to court fees, different court procedures imply other costs related to witness expenses, forensic expertise, inspection, legal assistance (attorney fees) and the like. As a result, initiation of court procedures can be very expensive, especially for the poor, and can prevent the exercise and protection of their rights.



POOR PEOPLE are ENTITLED BY LAW for EXEMPTION from COURT FEES

Exemption from payment of court fees can be requested in compliance with the Law on Court Fees, while exemption from payment of court fees and other costs can be requested in compliance with articles 163 to 166 of the law on litigation procedure, which include provisions on exemption from payment of procedure-related costs for the party which, based on its material status, is unable to afford such costs without endangering the sustenance of their family. The court may grant full or partial exemption from payment of court fees.

In addition to the above-named laws, the Law on Free Legal Aid regulates the right to free legal aid for persons who, based on their material status, are unable to exercise their rights guaranteed by the constitution or by law without endangering their sustenance and the sustenance of their family members. This law anticipates exemption from payment of costs for preliminary and secondary legal aid, i.e. legal information and advice, and court representation. However, it did not until recently offer exemption from payment of court fees and costs. An amendment of the law which came into effect in October 2019 exempts beneficiaries of free legal aid from payment of court fees and costs related to forensic expertise.

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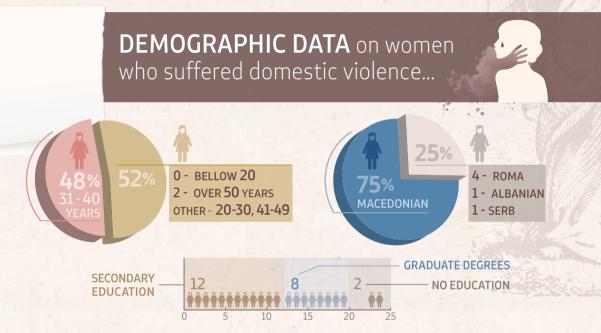
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METHODOLOGY for development of this analysis...

A survey questionnaire was used to collect data about knowledge and information among women involved in family lawsuits in respect of court fees and exemptions. The survey covered a total of 25 women who were ESE clients. Of the 25, 11 women planned to initiate family lawsuits, and 9 women had already initiated such lawsuits. A further 5 women had led lawsuits but planned to initiate another type of court procedure for full resolution of their legal problem. For these women, two questionnaires were completed. Hence, a total of 30 questionnaires were completed.

The focus of the procedure included: temporary protection measures (TPM); divorce of marriage; division of property acquired in marriage as part of non-litigation or litigation procedures; maintenance; custody rights or change of the court decision on custody rights over minor children; and eviction from the family home.



Nearly half (11) of the women were not employed and had no personal income. Of those with personal income, 3 earned between MKD 7,501 and 15,000 per month, with the remaining 11 earning between MKD 15,001 and 30,000. Women were asked about the total family income, but family income is not considered in our analysis as women instituting the procedures covered in the research would not usually have access to the income of their spouse or partner, the person most likely to be the main earner.

Only 4 women received social allowances, and only 6 had personal property apart from property belonging to both them and their partner.

Under the **Law on Court Fees**, women with no personal income, if they are informed and submit the relevant documents (certificate of unemployment, beneficiary of social allowance and certificate from Public Revenue Office that they do not earn income), can be granted exemption from payment of court fees for all court procedures. Other women are not eligible for exemption, irrespective of the amount of their personal income.

According to the **Law on Litigation Procedure**, exemption from payment of court fees and costs such as attorney fees, costs for forensic expertise and the like, is granted upon submission of a formal application and additional documents to those needed for exemption from payment of court fees. When deciding upon applications for exemption from payment of court fees and costs, the court carefully assesses all circumstances, and especially takes into consideration the value of the lawsuit motioned, the number of persons dependent on the applicant, the amount of income earned by, and the number of family members.

3

The new Law on Free Legal Aid introduced in late 2019 provides for all costs related to free legal aid to be covered. Beneficiaries of free legal aid are therefore exempted from payment of court fees and costs for forensic expertise. Eligibility criteria for free legal aid are as follows: the applicant's personal income should not exceed the established minimum salary in cases when they live alone, and family income per household member should not exceed 120% of the minimum salary if they live in a household, the applicant should not own more than a single-room house or building apartment and should not own one or more physically connected land plots with a total area of 300 m² or more in Skopje and 500 m² or more in other municipalities; and the applicant should not own more than one motor vehicle with power capacity up to 1,200 cm³.

TYPES OF COURT PROCEDURES which women who suffered domestic violence institute...

The 25 women accounted for a total of 47 procedures, of which 23 had already been initiated while the remaining 24 were still being initiated, i.e. documents were being collected, submissions drafted, and the like. On average, each woman was involved in about two procedures.

The table below shows the number of each type of procedure among the 25 women. Divorce accounted for nearly half (21) of the 47 procedures. In granting a divorce, the court also decides on custody rights over minor children and child maintenance.

TYPE OF PROCEDURES	TOTAL
Temporary protection measures (TPM)	8
Divorce	21
Property division without contested ownership (non-litigation)	1
Property division with contested ownership (litigation)	5
Child maintenance - change of the court decision in respect of children born outside of marriage	5
Custody – change of the court decision on custody rights	2
Eviction	3
Don't know / Other	2
TOTAL COURT PROCEDURES	47

TABLE 1. Type of court procedure

The next table shows the minimum and maximum court fees for each of the procedures, and what percentage this constitutes of a monthly salary of MKD 16,000, which we assume to be a typical salary among the women who earn based on income data from the survey.

TYPE OF PROCEDURES	FEE AMOUNT (MKD)		AS % OF MKD 16,000	
	Minimum	Maximum	Minimum	Maximum
Temporary protection measures	1,920	1,920	12	12
Divorce	11,200	48,000	70	300
Division of property without litigation	5,840	15,150	37	95
Division of property with litigation	192,000	192,000	1,200	1,200
Maintenance: change of decision for children born outside marriage	Depends on the alimony amount		1	/
Custody: change of custody rights decision	3,200	3,200	20	20
Eviction	4,800	4,800	30	30
Attorney costs	6,000	18,000	100	113

TABLE 2. Minimum and maximum fees by procedure as percentage of typical income of employed women

A

TEMPORARY protection measures - TPM

The procedure in respect of temporary protection measures is initiated by submission of a motion before the civil court, together with the necessary documents. Court fees are set at 10,000 MKD, while the court fee for motion amounts to 480 MKD, the court fee for appeal amounts to 960 MKD, and the court fee for decision amounts to 480 MKD.

Many women do not know the types of court fees they might incur in the course of these court procedures. Half of the women said that the reason they lacked this information is that the procedures had been initiated and completed with assistance from the Social Work Centre (SWC), which submitted the motion on their behalf. These women were therefore not charged fees. However, not all women reporting the violence to the SWC were approved for this procedure and therefore they didn't benefit from the CSW covering their costs.

Among the remaining women, only one was aware of the possibility of being exempted from fees on financial grounds. Three women had submitted or planned to submit an application for exemption.

Seven of the remaining 8 women said they could afford the initiation fee of 480 MKD, 5 felt they could afford the MKD 960 for an appeal, and 6 could afford the MKD 480 for the decision. Here and elsewhere, the group that did not say they could afford the fees includes both those who said outright that they could not afford them as well as those who were not sure. The latter were primarily women who said they would need to ask close relatives whether they would provide financial support. We classify them as unable to afford the fees as women should not need to rely on others to cover the costs of personal court procedures.

B

DIVORCE

The Family Law (FL) provides for divorce to be granted on three grounds: motion for amicable divorce (Art. 39), lawsuit motion on the basis of a broken relationship (Art. 40), and lawsuit motion for factual termination of marriage where partners have been separated for more than one year (Art. 41). As part of divorce procedures, the court also decides on custody rights over minor children and the amount of maintenance support. Court fees for the lawsuit motion for divorce are set at 800 MKD, appeal at 1,600 MKD, and the decision at 800 MKD. Additional costs could include medical forensics on parental ability to assume custody rights, which could range from 8,000 to 15,000 MKD, while super forensics could cost up to 30,000 MKD.

Nearly half (11) of the women involved in divorce procedures did not know what costs they might incur in this procedure. One woman knew about all the court fees, but was unaware of possible costs related to forensic expertise. 8 women knew of court fees for the lawsuit motion and 4 knew of court fees for the decision. None were aware of possible costs related to appeals and forensics. The latter are the highest costs related to divorce and could affect the course and outcome of divorce procedures. For example, if the woman is not able to pay these fees, the court might decide on the basis of forensic expertise presented by the other party to the lawsuit.

More than half (15) of the women did not know or could not remember the possibility of exemption from payment of court fees on financial grounds. The remaining women were only partially informed about exemptions. Women were most likely to know about exemption from court fees for appeal (6 women) and fees for the decision (4 women) while only 1 woman had this knowledge in respect of an appeal.

DIVORCE

R

Nearly half of the women did not know the fee amounts, slightly fewer said the fees were 800 MKD and a few incorrectly said it was 1,200 MKD. No women knew the amount of court fees charged for appeal. In respect of fees for the verdict, only a third indicated the correct amount of 800 MKD, while 1 woman gave the incorrect amount of 2,000 MKD. Only three women estimated the costs of forensic expertise, but all of them indicated amounts that were less than the minimum cost of 22,000 MKD.

Almost half (10) of the women involved in divorce procedures would not submit an application for exemption from payment of court fees and costs. One woman said she was able to afford the court fee. Reasons for non-submission given by the other nine women were lack of awareness of this possibility (6 women), ability to afford the fee for the motion combined with the assumption that other costs would be passed to the other party when the procedure was completed; and lack of time (2). The two women who cited lack of time said that the transport costs for obtaining the necessary documents from different institutions would equal the court fees charged and that it was not worthwhile to follow this path.

Among the remaining women, 8 women had applied or planned to apply for exemption from payment of court fees. Across the eight, none referred to exemption in respect of forensic costs. Three women reported that they had been granted exemption from some fees, while a third was refused on the basis that all costs would be charged to the opposing party after completion of the court procedure. In the other three cases, at the end of the procedure the court ordered that the opposing party reimburse the costs.

3 women did not know if they would apply for exemption of court fees and costs.

Three-quarters of the women reported they could afford to pay court fees for the motion and all but two could afford the costs of the verdict. However, fewer than a fifth said they could afford the fees for an appeal. None were able to pay the fees for forensic expertise.



UNCONTESTED DIVISION of property

Under the Law on Ownership and Other Real Rights, property acquired in marriage is treated as joint property (ownership), and spouses cannot arrange a division different from the one regulated under this law. Spouses may, however, reach an amicable agreement for division of joint property during or after divorce of their marriage.

When spouses cannot reach an amicable agreement, the court will decide this matter through a non-litigation procedure, upon motion submitted by one of the spouses. The court starts from the assumption that the joint property of spouses should be divided in equal parts between them. However, the court can award a greater part of the joint property when the affected spouse provides evidence that his/her contribution is significantly higher than the contribution made by the other spouse. The legal provisions regulating joint property of spouses are also applied in division of property acquired outside of marriage where the property is considered to be joint property of non-marital partners.



Because property disputes can involve large values, the Law on Court Fees establishes the maximum court fees. The maximum fee for a motion is 48,000 MKD, an appeal is 96,000 MKD, and the verdict at 48,000 MKD. This procedure can also incur costs for inspection, set at 1,400 MKD, and geodesy at between 3,520 and 8,310 MKD.

Five of the women surveyed plan to institute procedures on property division with contested ownership. None had already done so. Of the 5 women who planned to initiate the procedure, only 1 woman was fully informed about all costs, while a second knew about the fees for the lawsuit motion. Only one woman knew that exemption from court fees and costs was possible. None knew the fee amounts. One assumed, incorrectly, that the fee for a motion was 800 MKD and costs for geodesy 8,310 MKD.

3 OUT OF 5

WOULD SUBMIT AN APPLICATION FOR EXEMPTION FROM SOME OR ALL OF THE FEES

E

CHILD MAINTENANCE disputes



Maintenance is established as both the right and duty of parents, children and other relatives in the FAMILY LAW, as well as of persons living in marital and non-marital unions. The relationship between parents and children is based on the parents' rights and duties to raise, care, educate and teach their children and to develop their work ability and habits.

Article 11 of the Family Law stipulates equal court protection of children's rights in relation to the parents irrespective of the fact whether children are born in or out of marriage. The court sets the amount of maintenance based on the children's needs and the defendant's income, and the defendant is obliged to pay maintenance on a monthly basis until circumstances have changed.

COURT FEE FOR THIS PROCEDURES IS SET AT 3 X



CHILD MAINTENANCE

of non-marital unions

5 women had some knowledge of the court fees and costs for this procedure, with some having gained this knowledge through previously having instituted such procedures. Two women knew they could be granted exemption from payment of fees for the lawsuit motion and one was also aware of this possibility in respect of fees for the verdict. Both knew that the fee for a motion was 480 MKD with the same fee for the verdict. The other 3 women did not know what types of court fees were involved in the procedure although one knew about exemption from payment of fees for the lawsuit motion. None of them knew the amounts involved.



F

REASONS for NOT APPLYING:

- > REJECTION OF A PREVIOUS APPLICATION
- > THE EXPECTATION THAT FEES AND COSTS
- WOULD BE CHARGED TO THE OPPOSING PARTY
- > ABILITY TO COVER THE COSTS THEMSELVES
- > IN THE INTEREST OF TIME
- > LACK OF INFORMATION
- > DIFFICULTIES IN COLLECTION OF NECESSARY DOCUMENTS
- > ILLNESS

3 WOMEN

COULD AFFORD THE FEES FOR THE MOTION

WOMAN WAS ABLE TO AFFORD THE COSTS OF AN APPEAL OR VERDICT

CUSTODY RIGHTS in non-marital union



If the parents have not reached an agreement as to how children will be raised, educated and maintained, upon motion submitted by a parent or the Social Work Centre, the court will decide the matter. In making this decision, the court will consider the opinion of SWC, all evidence submitted and circumstances, and the child's best interests. In addition, the court may change a previous decision on custody when such action is deemed necessary in light of changed circumstance and upon motion submitted by one of the divorced parents or by the SWC.



Only 2 women reported involvement in such procedures. One did not know what fees would be involved, knew that exemption from fees was possible, but did not know if she would apply. She could afford the initial amount of 800 MKD, but could not afford court fees for an appeal and verdict. The second woman indicated that she had instituted a custody procedure and was aware of court fees for the lawsuit motion. This woman did not submit an application for exemption of court fees and costs due to lack of adequate information and because she believed she would be rejected on account of her employment status. She said she could afford the 800 MKD for the motion, but could not afford an appeal.

G

eviction in cases

The Law on Ownership and Other Real Rights acknowledges the personal property of spouses, i.e. the property owned by each spouse at the time of marriage. Where one party has the family's dwelling as their personal property, this usually implies that the other party will be evicted. The court fees in this type of procedure are set at 40,000 MKD, with court fees for a lawsuit motion and verdict set at 1,200 MKD, and an appeal at 2,400 MKD.

None of the 3 women involved in eviction procedures knew about the court fees and costs involved. None knew, prior to initiation of these procedures, that they could apply for exemption. Two of the women did not know what the fees and costs were. The third woman knew that the fee for a motion was 1,200 MKD and said that this was the only cost she could afford. Two of the three women planned to apply for exemption while the third was undecided.

KNOWLEDGE OF OTHER ASPECTS

Three-quarters (12) of the 16 women planning to institute procedures did not know that they needed to submit specified documents to obtain exemption from payment of court fees and costs. Of the remaining 4 women, only one knew all the documents that were needed.

Only one third of the women knew that they could be charged with costs incurred by the opposing party.

More than half of the women did not know that the court could exempt them from payment of fees for attorney representation if they were financially unable to afford this, and a further five said explicitly that this was not possible.

The majority (9) of the women planning to institute procedures knew that attorney representation would cost 8,000 MKD per hearing. Family disputes usually requires 2 to 3 hearings before the judgement is delivered, which means that most women would need 16,000 MKD or more for the attorney representation. The majority of the women (10) were unsure whether they would be able to afford the fees for attorney representation.

Among the 14 women who had already instituted procedures, 10 did not did not engage an attorney. Nine said that the attorney fee was not affordable for them.

WHAT DO WOMEN WANT CHANGED IN RELATION TO COSTS IN COURT PROCEDURES...

At the end of the interview, the 25 women were asked what changes they would like to see.

Women who plan to institute procedures

> Women survivors of domestic violence should be exempt from all court fees and costs, irrespective of their employment status, as they often have custody rights for minor children, are forced to live in rental accommodation, and have other costs arising from separating from the perpetrator.

> All state institutions which have contact with women who might be affected by domestic violence should provide information about the costs involved in different court procedures, the criteria for exemption from court fees and costs, and the availability of free legal aid centres where they can obtain further information and assistance.

> Women should be informed about and receive exemption from court fees even in cases where it is likely that the perpetrator will be charged with paying the fees at the end of the procedure.

> The state should publicise the information about costs, exemptions and the availability of free legal aid centres as is done in Turkey, where television and other media inform the population about their legal rights and possibilities. This information should reach all women so as to reach them before they are affected by domestic violence so that lack of information does not add to their suffering and confusion when the problem arises.

> Strategies must be found to avoid attorneys prolonging procedures unnecessarily so as to earn increased fees.

> Free legal centres, like ESE's Centre for Legal Assistance, should be established in all municipalities so as to provide legal assistance to poor and uneducated persons.

> A hotline should be established where citizens can obtain the necessary information and instructions for resolution of their problems.

> Social allowance beneficiaries and persons with serious health problems should be registered in a single database to avoid their having to collect documents from institutions as evidence that they are persons at social risk.

Women who have instituted procedures

> Women survivors of domestic violence should be granted reduction or full exemption from payment of court fees in all family disputes.

> State officials should initiate procedures in relation to property disputes because the women, in addition to being financially powerless and uninformed, fear repetition of violence when they initiate these lawsuits.

> Upon reports on domestic violence, state officials should refer victims to free legal aid centres.

> All state institutions, including healthcare and education institutions, must designate persons with legal knowledge who will provide the necessary information about the types and total amount of costs in court procedures free of charge.

CASE STUDY

Due to lack of funds women survivors of domestic violence are unable to divorce and are forced to continue to live with perpetrators of such violence

For a long period of time, Z.A. has been a victim of domestic violence perpetrated by her husband. The first time she approached the Centre for Legal Assistance at the Association for Emancipation, Solidarity and Equality (ESE) was on 27.6.2016. She holds Albanian citizenship and in 2013 was married to a Macedonian citizen, with whom she has two minor children. In the country, she has the status of foreign national with unregulated residence and renewal of her residence permit in the country requires a statement from her spouse 5 years after their marriage. She has completed primary education, holds a temporary job and earns a net monthly income of 10,000 to 12,000 MKD. She is not a social allowance beneficiary and does not have personal property.

Problem description: Immediately after her marriage, the woman was psychologically and physically abused by her husband and his parents. In that period, she did not understand the Macedonian language and was completely uninformed about the right to court protection from domestic violence. She repeatedly attempted to save her marriage and family, primarily in the interests of her two minor children, but domestic violence was repeated with greater intensity and was manifested in the form of insults, threats of having her children taken away, physical abuse with eviction from the family home, economic violence, all of which forced her to start earning money in order to maintain the family. As a result of long-term exposure to domestic violence, in addition to body injuries she also suffers from psychological trauma and destroyed self-confidence. The first time she reported the domestic violence to the police was in September 2017. The police referred her to the department on family matters at SWC, which referred her to ESE's Centre for Legal Assistance.

Court procedures and costs

Several court procedures were instituted for resolution of her domestic violence problems, as follows:

a) Criminal procedure for **body injuries inflicted by domestic violence, in compliance with Article 130, paragraph 2 of the Criminal Code**, initiated ex-officio by Mol on the basis of a criminal report from 2.10.2017 and concerning physical violence and medical documents presented as evidence for body injuries suffered at the hands of her husband. Later, the victim withdrew the criminal charges, on the basis of which the **public prosecution decided to terminate criminal prosecution in compliance with Article 22, paragraph 1 of the Law on Criminal Proceedings upon victim's motion.** In particular, the public prosecution rejected the criminal charges. The criminal report was withdrawn as a result of withdrawn lawsuit motion for divorce and the victim's continued residence in the family house with the perpetrator.

b) Procedure on temporary protection measures against domestic violence, which was motioned with the assistance of the expert team at ESE's Centre for Legal Assistance, which also approved free attorney representation for this case. The woman did not submit an application for exemption from fees because she does not fulfil the eligibility criteria on account of her employment status. She paid the court fees for this motion. In her motion, Z.A. requested the court to issue two measures: prohibition of threats, harassment and maltreatment, and eviction from the family home. At the same time, her husband also motioned for issuance of temporary protection measures, i.e. prohibition to threaten, harass and maltreat, and requested that Z.A. be ordered to leave the family home, be taken for mandatory psychiatric treatment and be charged with all costs incurred in the procedure. According to common practice, the court merged these two procedures and issued two temporary protection measures, whereby it prohibited the perpetrator from threatening, harassing and maltreating Z.A. Measures were issued for duration of one year. For this procedure, Z.A. paid the court fees for motion and verdict.

c) Divorce procedure was initiated on 15.9.2017. In the lawsuit motion, the women requested the court to award her custody rights over their minor children. This lawsuit was later withdrawn, on 16.1.2018.

In this procedure the husband opposed the motion for custody rights to be awarded to the mother, calling into question her parenting abilities. In compliance with the Law on Litigation Procedure, when establishing the factual situation, the court decides on the basis of available and admissible evidence. In this case and pursuant to LLP, the court would take a decision on divorce, but the procedure would continue in relation to custody rights over minor children. Practically, in addition to expert findings and opinion from SWC's department on marriage and family, the judge presiding in this case was determined to award custody rights over minor children only after presentation of court and medical forensic expertise, i.e. forensic findings by experts holding relevant knowledge and practice in the field of psychiatry. The court ordered this forensic examination to be performed by the Bureau of Mental Health, the cost of which was set at 22,000 MKD and ordered this cost to be equally shared by both parties in the lawsuit. Practically that meant that Z.A. had to pay 11,000 MKD and her husband should pay the other half.

Having in mind that Z.A. is employed and her monthly income is below the minimum salary, i.e. around 12.000 MKD per month, she was unable to pay this amount. Her husband refused to cover the full amount of these costs.

Z.A. did not fulfil the eligibility criteria for exemption from court fees in compliance with the LFLA, because this law does not anticipate such possibility. According to Law on Litigation Procedure, she could not apply for exemption because at the time when the procedure was initiated she was still living with the perpetrator in his family home, which means that if she submitted the application she would have to present the court with a certificate on total income and property status of the perpetrator.

In this procedure, she paid court fees for the divorce lawsuit in the amount of 800 MKD and court fees for decision on withdrawal of divorce lawsuit of 480 MKD.

As a result, Z.A. withdrew the divorce lawsuit and continued to live with her husband.

Epilogue - page 12

Epilogue

The domestic violence continued after all these procedures were initiated and completed. In the course of 2018, i.e. on 17.9.2018, ESE's Centre for Legal Assistance drafted new criminal charges, a motion for temporary protection measures and a motion for divorce lawsuit. These were, however, were not filed because Z.A. does not have anywhere to live and is financially unable to afford the costs of the procedures.

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Association for emancipation, Solidarity and equality of women - ESE

