



# **Strategic Framework on Violence against Women**

## **2015-2018**

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## Introduction

Gender-based Violence is violence that is directed against a person because of that person's gender or that affects persons of a particular gender disproportionately. Violence against women is a form of gender-based violence that affects women excessively as it is directly connected with the unequal distribution of power between women and men, which perpetuates the devaluation and subordination of women, and violates women's fundamental rights and freedoms. This framework document refers to violence against women, one of the most persistent human rights violations of modern times, which also represents a major obstacle to overcoming inequality between women and men.

This framework defines **violence against women** as 'a violation of human rights and a form of discrimination against women and shall mean all acts of gender-based violence that result in, or are likely to result in, physical, sexual, psychological or economic harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life'.<sup>1</sup>

## Previous work by EIGE in this field

Since 2010, and in response to requests from the European Commission and the Member States, EIGE has been actively contributing to the EU's important work towards increasing knowledge about the dimensions and types of violence against women in the EU, focussing, inter alia, on mapping the data, information and existing initiatives to combat it. To date, EIGE has completed seven studies on the topic:

- Study to identify and map existing data and resources on sexual violence against women in the EU<sup>2</sup> (Sexual violence study<sup>3</sup>)
- Review of the Implementation of the Beijing Platform for Action in the EU Member States: Violence against Women – Victim Support Report<sup>4</sup> (Victim support study)
- Collection of methods, tools and good practices in the field of domestic violence as described by area D of the Beijing Platform for Action<sup>5</sup> (Good practices study)
- Female genital mutilation in the European Union and Croatia<sup>6</sup> (FGM study)
- Estimation of girls at risk of female genital mutilation in the European Union (FGM Risk study).
- Mapping the current status and potential of Administrative sources of data on gender-based violence in the EU<sup>7</sup> (Administrative data sources study), and

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<sup>1</sup> Council of Europe Convention on preventing and combating violence against women and domestic violence, <http://www.conventions.coe.int/Treaty/EN/Treaties/Html/210.html>.

<sup>2</sup> <http://eige.europa.eu/content/sexual-violence>.

<sup>3</sup> The studies will be referred to by short title from here on.

<sup>4</sup> <http://eige.europa.eu/sites/default/files/Violence-against-Women-Victim-Support-Report.pdf>.

<sup>5</sup> <http://eige.europa.eu/content/domestic-violence>.

<sup>6</sup> [http://eige.europa.eu/sites/default/files/EIGE-Report-FGM-in-the-EU-and-Croatia\\_0.pdf](http://eige.europa.eu/sites/default/files/EIGE-Report-FGM-in-the-EU-and-Croatia_0.pdf).

<sup>7</sup> <http://eige.europa.eu/content/document/administrative-data-sources-on-gender-based-violence-against-women-in-the-eu-report>; <http://eige.europa.eu/content/document/administrative-data-sources-on-gender-based-violence-against-women-in-the-eu-techni>.

- Estimating the costs of gender-based violence in the European Union<sup>8</sup> (Costs of violence study).

Each new study built upon and further developed the knowledge gathered by previous EIGE reports, allowing for consolidation of the information and data on violence against women throughout the EU. These reports, about which further detail can be found in the annex, provide essential insights. They highlight gaps that currently exist in definitions and understandings of concepts, collection and comprehensiveness of data (in relation to several forms of violence). The studies also stress the diversity of legislative approaches across Member States, demonstrated by different understandings of definitions and concepts related to violence against women and its forms; different application of the law; and different approaches to the collection of data on violence against women in individual Member States. The knowledge from these studies has also provided a context for the development of the Domain of Violence in the Gender Equality Index and will inform future actions to address gaps and quality concerns in data collection on violence against women in the EU Member States.

## External work of relevance

The European Union's Fundamental Rights Agency (FRA) published a study on violence against women in March 2014. FRA's survey was the first of its kind to randomly sample and interview respondents across all 28 EU Member States (42,000 women), about their experiences of violence. The survey results were intended to document the extent and nature of violence as women experience it. This, in turn, serves to provide policy makers with the robust and comparable data they need to shape informed, targeted policies against such abuse that goes to the heart of gender inequality.

The European Commission has tasked Eurostat to develop an EU-wide survey on gender-based violence within the European Statistical System. Eurostat will coordinate the survey in cooperation with experts in the Member States. Both EIGE and FRA will be members of the Task Force to initiate the survey process.

The EU's commitment to eradicate violence against women is affirmed in the European Commission's Women's Charter (2010)<sup>9</sup>, the European Pact for Gender Equality 2011-2020<sup>10</sup>, the European Commission's Strategy for Equality between Women and Men 2010-2015, and the Stockholm Programme 2010-2014<sup>11</sup> as well as the staff working document on the strategic engagement for gender equality 2016-2019, which replaces the strategy for equality 2010-2015<sup>12</sup>. The EU institutions have also noted the strong need to further develop tools to measure the extent of violence against women and increase knowledge

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<sup>8</sup><http://eige.europa.eu/content/document/estimating-the-costs-of-gender-based-violence-in-the-european-union-report>.

<sup>9</sup> European Commission, *A Strengthened Commitment to Equality between Women and Men: A Women's Charter*, COM(2010), 2010.

<sup>10</sup> <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2011:155:0010:0013:EN:PDF>.

<sup>11</sup> <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2010:115:0001:0038:en:PDF>.

<sup>12</sup> [https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/151203\\_strategic\\_engagement\\_en.pdf](https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/151203_strategic_engagement_en.pdf)

of its consequences. This need was addressed by the Council Conclusions adopted during the Greek Presidency (2014)<sup>13</sup>, the Cypriot Presidency (2012)<sup>14</sup> and the Spanish Presidency (2010)<sup>15</sup> of the Council of the European Union, and by EP resolutions (2009; 2011; 2014; 2016.)<sup>16</sup>

Important EU legislative measures to address violence are Directive 2012/29/EU<sup>17</sup> and Directive 2011/99/EU<sup>18</sup>. While Directive 2012/29/EU<sup>19</sup> is the only binding act to establish minimum standards on the rights, support and protection of victims of crime, making specific reference to victims of violence against women, Directive 2011/99/EU<sup>20</sup> aims to protect victims, including victims of gender-based violence, and establishes mutual recognition of protection orders related to criminal matters within the EU. In addition, international commitments, such as the Beijing Platform for Action<sup>21</sup>, CEDAW<sup>22</sup> and its associated recommendations call for actions to combat violence against women, including through data collection and research.

Up until April 2016, 12 EU Member States have ratified the Council of Europe's Istanbul Convention<sup>23</sup>, which entered into force in August 2014. In October 2015 the European Commission published a roadmap on the possibility of EU accession to the Istanbul Convention, as the EU may, in accordance with Article 75 of the Convention, become a party to the Convention.

The Istanbul Convention includes obligations for Member States in relation to data collection and research on violence against women and domestic violence, and stipulates measures for the implementation of the Convention such as:

- (1) Collect disaggregated relevant statistical data at regular intervals on cases of all forms of violence covered by the scope of the Convention;
- (2) Support research in the field of all forms of violence covered by the scope of this Convention in order to study its root causes and effects, incidences and conviction rates, as well as the efficacy of measures taken to implement the Convention;
- (3) Conduct population-based surveys at regular intervals to assess the prevalence of, and trends in, all forms of violence covered by the scope of the Convention;

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<sup>13</sup> See [http://ec.europa.eu/justice/gender-equality/files/jha\\_violence\\_girls\\_council\\_conclusions\\_2014\\_en.pdf](http://ec.europa.eu/justice/gender-equality/files/jha_violence_girls_council_conclusions_2014_en.pdf).

<sup>14</sup> See [http://www.consilium.europa.eu/uedocs/cms\\_data/docs/pressdata/en/lisa/134081.pdf](http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/lisa/134081.pdf).

<sup>15</sup> See [http://www.consilium.europa.eu/uedocs/cms\\_data/docs/pressdata/en/lisa/113226.pdf](http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/lisa/113226.pdf).

<sup>16</sup> See <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P7-TA-2009-0098+0+DOC+XML+V0//EN>; <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P7-TA-2011-0127+0+DOC+XML+V0//EN>; <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P7-TA-2014-0126+0+DOC+XML+V0//EN>;  
[http://www.europarl.europa.eu/RegData/etudes/STUD/2016/556931/IPOL\\_STU%282016%29556931\\_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/STUD/2016/556931/IPOL_STU%282016%29556931_EN.pdf)

<sup>17</sup> See <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2012:315:0057:0073:EN:PDF>.

<sup>18</sup> See <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2011:338:0002:0018:EN:PDF>.

<sup>19</sup> See <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2012:315:0057:0073:EN:PDF>.

<sup>20</sup> See <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2011:338:0002:0018:EN:PDF>.

<sup>21</sup> <http://www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf>.

<sup>22</sup> <http://www.un.org/womenwatch/daw/cedaw/>.

<sup>23</sup> <http://www.conventions.coe.int/Treaty/EN/Treaties/Html/210.htm>.

- (4) Provide the group of experts (as referred to in Article 66 of the Convention) with the information collected in order to stimulate international co-operation and enable international benchmarking;
- (5) Ensure that the information collected is available to the public.

In order to monitor the implementation of the Istanbul Convention, the Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO) adopted a questionnaire on the occasion of its Fifth Meeting in Paris, 9-11 March 2016. Based on this questionnaire<sup>24</sup>, GREVIO will publish reports evaluating legislative and other measures taken to give effects to the provisions of the Convention.

## **Developing a Framework to Address the Challenge of Violence against Women**

The diversity of administrative and legislative approaches, and other characteristics of violence against women make it a distinct form of violence, which requires a specific socio, legal and political gender-sensitive approach and treatment. Therefore, a comprehensive holistic approach must be implemented in a systematic and sustained way, achieving a balance between prevention, protection, prosecution, punishment and reparation. Evidence gathered by collecting comparable and harmonised data on violence against women is crucial for informed decision-making in this area. Substantial differences in legal definitions and criminalisation of forms of violence against women prevent measurement in a comparable way across Member States. Common concepts and definitions for collection of data for statistical purposes are needed. Agreement among EU Member States is crucial. The success of any strategic approach in addressing violence against women depends on the willingness of national and regional governments, EU bodies and agencies, and communities to work together towards this common goal.

Accordingly, EIGE will continue to develop its work to address violence against women in response to requests from the European Commission, European Parliament (EP) and Member States (MS). This work will be underpinned by this Strategic Framework which covers the period 2015 – 2018.

## **Purpose of this Framework: to Address Violence against Women in the European Union**

This document lays out the approach which EIGE proposes to take over the next four years to support the work of the European Institutions and Member States in identifying levels of violence against women and in formulating policies to eradicate it. It forms an intrinsic part of EIGE's forthcoming Mid-Term Work Programme and is contingent on the approval of the Institute's Management Board.

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<sup>24</sup> See <http://www.coe.int/en/web/istanbul-convention/evaluation>.

The goal of supporting the EU Institutions is enshrined in EIGE's founding regulation. The identification of gaps in gender statistics, development and proposal of relevant gender indicators, consolidation of cooperation at the EU level on relevant concepts and methodologies for data collection, and the processing and management of statistical data and metadata are specific tasks assigned to EIGE.

As mentioned previously, since 2010, EIGE has been contributing to increased knowledge of various types of violence against women in the EU, and has highlighted the differences in definitions, concepts and understandings of violence against women and its forms, and will continue to build upon this work over the next four years.

### ***Data collection – the biggest challenge and main focus***

While many women in the EU continue to be affected by violence, differences in the definitions used and related terms (e.g. types of violence, shelters, support services, etc.) and in data collection methodologies across the Member States make it difficult to obtain a comprehensive, comparable and accurate picture of the nature, extent and consequences of violence against women in the EU. The level of data availability is not the same across Europe. The problem of establishing a coherent system of data on violence against women in the EU has been raised repeatedly by the European Parliament, Member States and experts, and EIGE will cooperate with the Commission and Eurostat to strengthen activities in this area in the future.

EIGE focuses on two methods of data collection to compare EU data on violence against women: population-based surveys, which can be used to measure the prevalence of different types of violence against women, and administrative data, which is statistics and information gathered from organisations that come into contact with victims and/or perpetrators of violence against women.

The lack of suitable statistics made it impossible to include violence against women as a domain in the first update of EIGE's innovative Gender Equality Index, first published in 2013. The release of the EU-wide FRA prevalence survey report in March 2014 marked a major advance in measuring violence against women at EU level and facilitated the initial integration of such data into the Index. The Gender Equality Index 2015 thus presented a first attempt at populating the satellite domain of violence by constructing a composite indicator of direct violence against women, based on prevalence data collected through the FRA survey. This domain will be further refined through subsequent work in the upcoming Indices. The proposed survey by Eurostat will further contribute to this measurement framework

It is also envisaged that EIGE will assist the Member States in meeting the reporting requirements of the Victims' Rights Directive and will continue to promote and disseminate its previous work on Female Genital Mutilation.

In approaching this work, EIGE will also take into consideration work undertaken by other international bodies. This includes work developed by the Council of Europe over a period of some ten years to monitor services to address violence against women in its 47 Member

States (which includes all EU MS) and more recent work to monitor the implementation of the Istanbul Convention.

Furthermore, note will also be taken of the work undertaken by the Statistical Commission of the United Nations which has developed a suite of statistical indicators to measure violence against women and indicators to measure the effectiveness of State responses.

## **Focus of this Strategic Framework**

The two overarching objectives of this Framework for the period 2015-2018 are outlined below:

### **1. Improvement of Data Collection in the Member States**

- (1) Address data gaps and improve quality of data on violence against women in order to provide a comprehensive analysis of the phenomenon;
- (2) Support the Member States in collection of quality data on the different forms of violence against women, both qualitative and quantitative;
- (3) Support the Member States in meeting reporting requirements for the Victims' Rights Directive;
- (4) Support the Member States in alignment with the monitoring systems of the Istanbul Convention and Victims' Rights Directive;
- (5) Support Eurostat to prepare the methodology for an EU-wide survey on violence.

These objectives will be realised through a range of targeted activities with specifically defined outputs. Findings will be disseminated widely supporting a cumulative approach to achieving each output. It may also be necessary to revise these activities in order to meet changes in the operational environment and unforeseen factors such as the availability of data across the EU, the availability of resources, and additional information which may come to light. EIGE will coordinate with the Council of Europe (CoE) the use of definitions for data collection purposes.

### **2. Activities in Support of the Member States**

- (1) Propose and implement specific actions to facilitate the improvement of the quality of collected data, taking into account lessons learnt from available reports and studies.
- (2) Provide a dedicated and enhanced section on violence against women within EIGE's Gender Statistics Database (data and metadata).
- (3) In its role of developing gender statistics, EIGE will contribute to reaching agreement on relevant concepts and methodologies for the collection, processing and management of statistical data and metadata at EU and Member State levels. EIGE will also provide support to relevant statistics producers such as Eurostat and National Statistical Offices. This work is complementary to tasks carried out by the Commission's Expert Group and Eurostat.



- (4) Continuous cooperation with Eurostat within the framework of its tasks in support of other services of the Commission, namely those with which there is a mutual agreement<sup>25</sup>, for the improvement of data collection on Crime and Criminal Justice in the review of:
- Use of sources
  - Use of definitions and their compliance/compatibility with the statistical definitions used in Eurostat, specifically focusing on intimate partner violence, femicide, rape and female genital mutilation
  - Proposed methodologies
  - Contribution to the Working Group on Statistics on Crime and Criminal Justice
  - Participation in the Task Force to replicate the prevalence survey on violence against women
- (5) The Commission's Expert Group on the Policy Needs for Data on Crime<sup>26</sup> is responsible for assisting the Commission in developing common indicators to address policy needs for data on crime. The Eurostat Working Group is responsible for discussing with Member States on the development, production and dissemination of annual statistics on crime, including statistics on violence against women, in line with the Commission's statistical requirements, and includes researchers and other experts on crime statistics.
- (6) Support the mainstreaming of gender into future data collection on violence against women which goes beyond recording the sex of the respondent. It demands a review of the data collection process at all stages – from the selection of topics to be covered by the survey or census, to questionnaire or form design, sample design, selection and training of interviewers and supervisors, data collection in the field, data coding and data editing – and paying attention to all factors that could potentially lead to a gender bias in the data.
- (7) Cooperation with Council of Europe in coordinating measurement frameworks for monitoring the implementation of the Istanbul Convention and future EU measurement framework on violence against women.
- (8) Co-operate with the Fundamental Rights Agency (FRA) on communication of results of their 2014 survey.
- (9) Monitor progress of implementation of the strategic framework, and adjust it as required in broad consultation with key stakeholders and strategic partners (European Commission, Member States, Civil Society Organisations, CoE, etc.).

## Work Programme 2015-2018

This section identifies the outputs envisaged and the broad actions required to achieve them for each year from 2015 to 2018. However, in relation to the later years, these should be regarded as indicative as the outcomes from the early years and external factors may require a revision of the framework for the later time period.

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<sup>25</sup> 17 December 2012 Commission Decisions (2012/504/EU) on Eurostat <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2012:251:0049:0052:EN:PDF>

<sup>26</sup> <http://ec.europa.eu/transparency/regexpert/index.cfm?do=groupDetail.groupDetail&groupID=2837>

A number of actions will be ongoing and will be replicated as necessary. These include:

- Work on the Domain of Violence in the Gender Equality Index,
- Promotion and dissemination of EIGE's work on Violence against Women, including FGM,
- Collaboration with Eurostat including the Task Force to replicate the prevalence survey,
- Cooperation with the Council of Europe - aligning a measurement framework for the monitoring of the Istanbul Convention and Victims' Rights Directive,
- Cooperation with other EU Institutions and national authorities and with other international bodies in relation to the collection of a basic dataset on violence against women,
- Updated Gender Statistics Database,
- Updated databases on methods and tools,
- Updated information and data on violence against women available through EIGE's website.

### **Rationale for the proposed actions in 2015**

*The theoretical framework of Violence for the Gender Equality Index considers all forms of violence against women, while the measurement framework is limited.*

The result of FRA's survey is the first comparable data on violence against women in the EU and will be extracted for the Domain of Violence of the Gender Equality Index.

As administrative data on violence against women are not originally or primarily collected for statistical purposes, their comparability is somewhat limited. Harmonisation of this particular data source is a long process, for which EIGE has already laid the ground with its initial studies.

The next steps will be taken on an annual basis incrementally reaching the goal to have harmonised administrative data on more than one form of violence. This decision is informed by the findings of EIGE's research:

- Intimate partner violence (IPV) is broadly covered by police data sources across 28 EU Member States, followed by justice services and social services (16 Member States in each sector).
- Rape and sexual assault are broadly covered by administrative data sources in police (representing 23 and 26 Member States respectively) and justice sectors (representing 18 Member States covering sexual assault and 20 Member States covering rape).
- In half of the Member States the police are recording at least the age and sex of victim and perpetrator, and the type of relationship between them, which enables identifying all recorded incidents related to intimate partner violence.

Proposed outputs are based on EIGE's previous work on violence against women and consultations organised with Key Stakeholders on EIGE's Work Programme 2015 and Mid-term Work Programme 2013-2015.

## Actions 2015

<b>Outputs in 2015</b>
<i>(1) Initial assessment of the applicability of the data from the FRA survey on violence against women for further use and populating the Domain of Violence in the Gender Equality Index</i>
<i>(2) Analysis of existing concepts and definitions creating the basis for the agreed concepts for statistical purposes in order to obtain comparable data on certain forms of violence across EU</i>
<i>(3) Disseminating developed methodology on FGM risk estimation</i>
<i>(4) Preliminary review of costs and modus operandi of FRA's EU wide study on prevalence of violence against women</i>
<i>(5) Launch of the Gender Statistics Database</i>
<i>(6) Proposals to Eurostat on the improvement of data collection on violence against women (subject to Eurostat's agreement)</i>

### **The following activities are required in 2015 to achieve these outputs:**

- Dissemination of EIGE's second study on FGM including a developed methodology on FGM risk estimation.
- Analysis of the feasibility of using available data (specifically, from the FRA survey and Eurostat data) on violence against women for updating the 'Violence' Domain in the Gender Equality Index.
- Subject to agreement with the Eurostat cooperation in drafting a proposal for an updated Regulation for an EU-wide victimisation and safety survey, mainly through its regular participation in Eurostat's working group and the Commission's expert group on policy needs for data on crime.
- Support to Eurostat by mainstreaming a gender perspective and introducing a victim-sensitive approach within all questions developed for collection of statistics.
- Participation in task forces with Eurostat towards the proposal of possible indicators to be included in an EU-wide victimisation and safety survey.
- A Study to analyse existing concepts and methodologies used in data collection on violence against women will be launched. It will form the basis for an internal glossary of terms and concepts used by Member States. It will also contribute to the development of a common reference framework and will provide benefit for any future possible EU victimisation survey and national prevalence surveys and to the follow up of the FRA survey. It will take into account the actions taken by the MS in meeting the obligations set by the Victims' Rights Directive and Istanbul Convention.
- Launch of the Development of a Gender Statistics database (data and metadata) with a dedicated section on gender-based violence.
- Cooperation with the Council of Europe on agreeing a measurement framework for the EU Member States as defined in EIGE's conceptual framework for the Domain of Violence in the Gender Equality Index.

- Collect, analyse and share good practices on data collection methodologies on violence against women. The study on data collection methodologies and identification of good practices will provide the basis for recommendations on improved methodologies to collect data on violence against women.

## Rationale for the proposed actions in 2016

### Actions 2016

<b>Outputs in 2016</b>
<i>(1) Recommendations on data collection methodology</i>
<i>(2) Recommendations on data collection in police and justice sectors for estimating costs of violence</i>
<i>(3) Mapping of potential new data sources</i>
<i>(4) Glossary of key definitions on violence against women used by Member States for statistical purposes</i>
<i>(5) Joint event with CoE on constructing a measurement framework on violence against women</i>
<i>(6) Launch of good practices on administrative data collection in police and justice sectors</i>
<i>(7) Country factsheets on Violence against Women</i>

### The following activities are required in 2016 to achieve these outputs:

- Follow-up study to develop recommendations on data collection methodology.
- Glossary of key definitions on violence against women used by Member States. It will converge with EIGE's work on a universal gender equality thesaurus and glossary.
- Identification of potential new data sources based on agreed terminology, which will be included in the gender statistics database.
- Analysis and recommendations on covering existing EU indicators to monitor the implementation of the Beijing Platform for Action with data and the need to populate the Gender Equality Index. EIGE will analyse synergies with other work carried out on identifying suitable indicators for the EU.
- Including a focus on victims into the data collection of Eurostat's Working Group on Statistics on Crime and Criminal Justice.
- Development of technical recommendations for the production of sex-disaggregated and gender sensitive data in response to the Victims' Rights Directive requirements.
- Support the Task Force set up by Eurostat to progress the next survey on the prevalence of violence.
- Updating and analysis of country profiles with qualitative information on administrative data sources on violence against women with the special focus on police and justice systems.
- Organise a joint event with CoE focusing on EIGE's work on the measurement framework for the domain of Violence in the Gender Equality Index and discussing the main challenges and actions to be taken.

- Support the European Commission by developing country fact-sheets on Violence against Women for the launch of the year 2017 with the focus on Violence against Women.

## Rationale for the proposed actions in 2017

In subsequent years EIGE will continue working towards the establishment of a commonly agreed framework for the measurement of violence against women.

## Actions 2017

<b>Outputs in 2017</b>
<i>(1) Recommendations on Improved data collection on Intimate Partner Violence at Member States level</i>
<i>(2) Report on the 2016 study on recommendations on comparable data collection in police and justice sectors published and disseminated;</i>
<i>(3) Updating the Domain of Violence in the Gender Equality Index</i>
<i>(4) Targeted communications and tailored messages to support the specific focus being placed on violence against women by the commission during 2017*</i>
<i>(5) Support Eurostat in the Task Force on implementing a prevalence survey</i>
<i>(6) Follow-up study on FGM risk assessment in selected Member States; Full set of data on estimating FGM Risk for the selected Member States</i>
<i>(7) Analysis of data of Member States in implementing the Victims' Rights Directive, Anti-Trafficking Directive and Istanbul Convention in line with the EU legal framework</i>

\* To support the Commissions' focus in 2017 on violence against women

## The following activities are required in 2017 to achieve these outputs:

- As Violence against Women covers different forms of violence, first EIGE will focus on Intimate partner violence (IPV), which is the prevailing type of violence. IPV is a repeat offence, making it distinct from other forms of violence. A focus on this type of violence will respond to the EU's commitment to address domestic violence, which is established in the Treaty of the European Union<sup>27</sup>: 'in its general efforts to eliminate inequalities between women and men, the Union will aim in its different policies to combat all kinds of domestic violence.'
- Provide recommendations for Member States on the collection of data on IPV (victim-perpetrator relationship, disaggregated by age and sex and following International Classification of Crimes for Statistical Purposes (ICCS)<sup>28</sup> and the European Statistical System (ESS)).<sup>29</sup> Monitor and support the implementation of these recommendations.
- All available data sources for measuring violence against women will be included into EIGE's database on gender statistics.

<sup>27</sup> <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2010:083:FULL:EN:PDF>

<sup>28</sup> <http://unstats.un.org/unsd/statcom/doc13/2013-11-CrimeStats-E.pdf>

<sup>29</sup> This project of Eurostat and UNODC on classification system of crimes is currently in process.

- Work closely with Eurostat on the Task Force in designing and implementing the next prevalence survey.
- Update Violence Domain of the Gender Equality Index with available data sources.
- Action Plan of regular communications and awareness raising initiatives to support the Commission in its specific focus on violence against women during 2017.
- Monthly support to the EU Commission with targeted communications / raising awareness of Violence against Women.
- Advice to the Member States on implementing the Anti-Trafficking Directive.
- Assistance to the Member States on implementing the Victims' Rights Directive and Istanbul Convention.
- Extension of the Study on FGM risk estimation to a selected number of Member States

## Actions 2018

<b>Output in 2018</b>
<i>(1) Study on preventative measures in Member States and service provision analysing the situation of women from different vulnerable groups</i>
<i>(2) Advice to Member States in their reporting requirements under the Victims' Rights Directive and the Istanbul Convention in line with the EU Legal Framework.</i>
<i>(3) Advice to Member States in their reporting requirements under the Anti-Trafficking Directive in line with the EU Legal Framework</i>
<i>(4) Tailor made support to the European Statistical System regarding administrative data collection</i>
<i>(5) Collection and dissemination of good practices to address gender-based violence</i>
<i>(6) Continued support to Eurostat in relation to the replication of the prevalence survey</i>

### **The following activities are required in 2018 to achieve these outputs:**

- Support the Eurostat Task Force in implementing the survey on prevalence
- Disseminate recommendations to the Member States on the collection of data on IPV, paying special attention to the victim-perpetrator relationship, and to ensuring that the data is disaggregated by age and sex, and follows International Classification of Crimes for Statistical Purposes (ICCS)<sup>30</sup> and the European statistical system (ESS)<sup>31</sup>
- First phase of the study to examine primary prevention measures, analyse service provision to vulnerable groups of women, qualitative data on relationship between economic independence and incidence of violence

<sup>30</sup> <http://unstats.un.org/unsd/statcom/doc13/2013-11-CrimeStats-E.pdf>

<sup>31</sup> This project of Eurostat and UNODC on classification system of crimes is currently in process.

## ANNEX

### EIGE's previous Reports on GBV/VIOLENCE AGAINST WOMEN: an Overview

#### Introduction

This overview summarises EIGE's data collection and reports on GBV/ violence against Women to date. The aim of this overview is to enable a comparison between the different studies in terms of their objectives, methodologies, and main findings, including the gaps in data encountered throughout the research. All studies faced certain limits relating to the availability and comparability of data. This overview highlights the most important and common gaps in data collection that EIGE has identified through its studies.

#### 1. The study to identify and map existing data and resources on sexual violence against women in the EU<sup>32</sup> (Sexual violence study)

The study focused on sexual violence against women – including rape, marital rape, sexual abuse/assault, sexual coercion or sexual harassment outside the workplace – and covered resources used by EU Member States between 2007 and 2010. As a result, a database on sexual violence has been developed. The database includes information on sexual violence in the EU from a number of sources, such as: European and international resources; academic studies focusing on different aspects of violence against women; non-governmental organisations and their resources; training materials for professionals; information for victims of sexual violence; and awareness-raising campaigns.

##### 1.1. Methods used

- For this study, the resources were identified and collected by national experts. They collected information on prevention campaigns, materials for professionals and victims, and criminal statistics on sexual violence against women from civil society organisations, academic research and official sources.
- The study mapped over 100 international and national research studies on sexual violence. It mapped over 30 handbooks and training programs on sexual violence for professionals and over 20 intervention protocols. The study also mapped over 30 awareness-raising campaigns and over 50 materials designed for victims of sexual violence.

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<sup>32</sup> <http://eige.europa.eu/content/sexual-violence>

## **1.2. Main conclusions of the study**

- Few Member States have systematic professional training and protocols on sexual violence for the key actors who will be confronted with sexual violence, such as police officers, prosecutors, judges, health practitioners and social workers.
- There are significant differences between Member States in terms of providing materials for victims of sexual violence, and materials for professionals dealing with victims, perpetrators and incidents. While some Member States have several actors and resources working on and addressing sexual violence, others are lacking in this regard.
- There is a lack of research studies focusing specifically on sexual violence or covering various target groups affected by sexual violence.

## **1.3. Gaps identified in data collection**

- The main gap concerning comparability is the lack of available and systematically collected data on sexual violence. In some Member States official data and statistics on sexual violence are not centrally stored and published but instead are scattered among various state actors.
- Criminal statistics on sexual violence in some Member States are not separated according to the type of sexual violence or according to the sex of the victim/perpetrator. Furthermore, official data sources generally do not provide information on the relationship between perpetrator and victim.
- While rape is criminalised in all Member States, few EU Member States recognise other forms of sexual violence, such as sexual abuse, sexual coercion and sexual harassment as criminal offences. It is not always clear what the legislation entails, as the terms and categories are vague.
- Data on sexual violence is not harmonised at EU level and therefore cannot be effectively compared.

## **2. Review of the Implementation of the Beijing Platform for Action in the EU Member States: Violence against Women – Victim Support Report<sup>33</sup> (Victim support study)**

This study presents the differences between Member States in relation to criminal statistics, legislative and policy measures to address domestic violence, and conducting

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<sup>33</sup> <http://eige.europa.eu/sites/default/files/Violence-against-Women-Victim-Support-Report.pdf>



prevalence surveys. It is based on a collection of primary and secondary data on support services for women survivors of intimate partner violence in Member States. The report analyses and assesses the progress made up to 2012 by the 28 Member States on the range, number, extent, and use of support services recommended by indicator 3 (Victim Support) and its 13 sub-indicators in critical area D of BPfA, originally drawn up under the Danish Presidency (2002).<sup>34</sup>

## **2.1. Methods used**

- Literature review and analysis of prevalence studies, crime statistics, state measures, and relevant laws in Member States.
- Primary data collection for support services: a questionnaire containing 84 qualitative and quantitative questions. Respondents were identified from a range of national civil society organisations' experts working closely with support services; governmental experts in charge of action to combat violence against women and academic experts working on the issue. The aim was to have as a respondent at least one expert from each group in every Member State but this aim was only achieved only with 16 Member States.

## **2.2. Main conclusions of the study**

- Most Member States carried out prevalence surveys on violence against women during 2000-2011; only four Member states did not carry out prevalence surveys during this period.
- Almost all Member States regularly collect official criminal statistics on violence against women but only nine Member States provide specific data on IPV based on the relationship between victim and perpetrator.
- The most common victim support services available in the Member States are specialised legal advice and public information services (28 Member States).
- Women's shelters and women's centres/services are widely available and can be found in over 80 % of Member States. In some Member States general shelters provide places for women survivors of violence. With one exception, all Member States have non-residential women's counselling centres/services available or these types of services are provided by women's shelters. The majority of women's centres offer a wide range of support, including information, advice, advocacy, legal advice, counselling, resettlement support, and special child support.

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<sup>34</sup> The Danish Presidency drew up the following seven indicators to measure domestic Violence against Women: profile of female victims; profile of male perpetrators; victim support; measures addressing the male perpetrators in order to end cycle of violence; training of professionals; state measures to eliminate domestic Violence against Women; evaluation.

- Only eight Member States declared that they have special police units and seven Member States have specific labour programmes to help women survivors of violence enter or re-enter the labour market.
- In 19 Member States, no special support services for women facing multiple discriminations were identified.

### **2.3. Gaps identified in data collection**

- The existing legal definitions pertaining to violence against women operating in the 28 Member States influence the way such acts are presented in official crime statistics. The different legal definitions of violence against women and the different methods of data collection and distribution prevent sufficient comparison between Member States.
- Inconsistencies were found in definitions of different forms of violence by various stakeholders and service providers at the national level as well. The mandates of social support services also differ among Member States.
- Some Member States collect data on violence against women at regional or local level but these data are not centralised. Therefore data available at national level do not provide a complete picture in these Member States.
- In the majority of Member States, there has been little evaluation of the use and quality of support services for women experiencing IPV/ domestic violence. Therefore no information is available about this issue.
- Despite the emphasis placed on the importance of training professionals, this training is neither systematic nor mandatory for all professionals working with victims and perpetrators.

### **3. Collection of methods, tools and good practices in the field of domestic violence (as described by area D of Beijing Platform for Action<sup>35</sup> (Good practice study)**

The study developed a collection of resources, methods and tools on prevention of and protection from violence against women to enhance the effectiveness of gender equality policies at the EU and MS levels. During the study, a methodological approach was developed and tested to assess good practices on prevention and protection. This methodological approach is generally suitable for evaluating any program on improving gender equality. The nine common criteria, however, were developed specifically to identify good practice regarding domestic violence. Special methodological tools were developed to consider the specific elements of awareness-raising campaigns, trainings, victims' support services, and perpetrators' programs.

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<sup>35</sup> <http://eige.europa.eu/content/domestic-violence>

### **3.1. Methods used**

- The methods and tools have been collected through interviews and questionnaires with stakeholders in EU Member States with the support of national experts in each country. The period of reference is 2005-2012.
- The common criteria of domestic-violence specific promising practice are: strong basis in human rights and gender analysis; using clear, appropriate and comprehensive definitions; women/victims-centred; holding men/perpetrators accountable for the violence they use; anti-discriminatory; recognition of victims and perpetrators; diversity; uses multiagency approach; monitored and evaluated and on-going financing is planned.

### **3.2. Main conclusions of the study**

- During the study, the tools and methods of 136 training programmes addressing domestic violence across the 28 Member States were examined. 87 % of Member States provide training delivered by government institutions and 83 % of Member States provide training delivered by civil society organisations. This means that in most countries both training types are available. Police forces and the judiciary are the most represented target groups of training programs. Primary prevention seems to receive less attention, and many of these interventions are localised and not mainstreamed into school curricula or youth work.
- A total of 254 examples of implemented victims' support services tools and methods were collected across the EU Member States. The majority of support services include counselling, mentoring or coaching programmes, legal aid provision, safety measures, and methods supporting the victims re-entering the labour market.
- The tools and methods of 291 awareness-raising materials in addressing domestic violence were collected. Awareness-raising campaigns aimed at prevention of domestic violence usually have three main aims: firstly, to signal that violence against women is not acceptable; secondly, to increase awareness on the dimension and costs of violence; and thirdly, to provide information on the services available.

### **3.3. Gaps identified in data collection**

- As the aims of the study were collecting methods, tools and good practices in the field of gender-based violence and developing the methodology for assessment of these materials, no data collection gaps were identified in the project.

#### **4. Female genital mutilation in the European Union and Croatia<sup>36</sup> (FGM study)**

The main objective of the report was to provide an analysis of the situation of Female Genital Mutilation in EU Member States, particularly concerning prevalence data, policy and legal framework, and actors dealing with FGM and their approaches. Some Member States see an increase in this form of gender-based violence due to migration of people from countries where FGM is practiced. This EIGE study summarised the gaps in data collection on FGM across Europe and collected methods, tools and good practices to support the development of strategies to combat FGM in the EU.

##### **4.1. Methods used**

- A desk study mapping the existing international and European information and data on FGM was performed.
- National researchers in all Member States performed desk research searching academic databases and institutional websites for material relating to prevalence data, the legal and policy framework on FGM, relevant actors, and methods and tools relating to FGM in the Member States. The researchers also contacted key institutions and individuals to confirm collected data and to get more detailed information.
- Data collection was especially informative in some Member States where a variety of studies were done, and where several information sources (such as surveys among health professionals, research with FGM-practicing communities, surveys with asylum seekers etc.) were available to give a more accurate estimation of the number of girls and women affected by FGM.
- Nine countries (France, Germany, Ireland, Italy, the Netherlands, Portugal, Spain, Sweden and the UK) were selected for a qualitative in-depth study. At least six in-depth semi-structured interviews were done in each of the nine countries and five in-depth interviews at European/international level.

##### **4.2. Main conclusions of the study**

- The report presents the legal and policy framework of the UN, the Council of the European Union, the European Parliament, and the European Commission concerning FGM.
- Across EU Member States there has been a trend to recognise FGM as a criminal act. In all EU member States legal provisions dealing with bodily injury, mutilation, and removal of organs or body tissue are applicable to the practice of FGM and

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<sup>36</sup> [http://eige.europa.eu/sites/default/files/EIGE-Report-FGM-in-the-EU-and-Croatia\\_0.pdf](http://eige.europa.eu/sites/default/files/EIGE-Report-FGM-in-the-EU-and-Croatia_0.pdf)

may be used for criminal prosecution. In some countries a specific criminal law has been introduced to address FGM.

- In the study, a total of 592 manuals, toolkits, protocols, and awareness-raising campaigns were documented across Member States. The methods and tools dealing with FGM that are most common in the EU-28 are related to prevention. Methods and tools aiming at prosecution and protection are available to a lesser extent.
- Across the EU Member States, the total number of identified actors who were working or had at some point taken action in their country on FGM was 507 at the time of data collection, varying from zero to 68 within individual Member States.

#### **4.3. Gaps identified in data collection**

- Lack of systematic data collection is one of the main challenges with regard to developing prevalence estimates of FGM. Despite the potential usefulness of various administrative records, these records are not systematically used, existing data are not collated centrally, and access to data is often restricted.
- Collecting prevalence data on FGM is more complicated than on other gender-based violence data. Namely, there are a number of limitations with regard to the accepted method of using the 'extrapolation-of-country of origin-prevalence-data-method' as well as the limitations of census data and variety of concepts.
- Although health professionals deal with women who have undergone FGM, very few Member States' hospital and medical records contain information on FGM. Health professionals' lack of knowledge and expertise in relation to FGM, and the reluctance of the affected population to disclose their status, contribute to the lack of health data.

### **5. Mapping the current status and potential of administrative data sources on gender-based violence in the EU (Administrative data study)**

The main aims of the study was to map the key administrative data sources and statistical products created from administrative data on gender-based violence in the 28 EU Member States, and also to analyse their relevance, reliability and quality. The study focused on five classifications of Violence against Women:

- intimate partner violence (all types);
  - sexual violence (outside intimate relationship), which includes:
  - rape;
  - sexual assault (excluding rape);
  - sexual harassment,
- and

- stalking.

For the purposes of this report, five main sectors were considered: police, justice, health, social services, and a fifth category named “other”. This last sector includes institutions such as Civil Society Organisations, administrative bodies, (i.e. ministries of labour or gender equality) or independent institutions (i.e. ombudsperson) that do not fall under any of the previous categories.

### **5.1. Methods used**

- Overview of existing information and publications on administrative data and statistical products on violence against women at the international, EU and national level.
- More than 150 in-depth interviews with national stakeholders involved in administrative data collection on violence against women at Member State level. The sample includes representatives from governments, health services, law enforcement services, court systems and social support systems.
- In total, 144 administrative data sources and 90 related statistical products covering different forms of gender-based violence were collected in EU Member States.

### **5.2. Main conclusions of the study**

- Administrative data on gender-based violence are not originally or primarily collected for statistical purposes, but for the internal use of the institutions or agencies in order to monitor their activities. They do not measure the true extent of gender-based violence due to unreported incidents. However, they can provide detailed information on how judicial, police, health and social services respond to gender-based violence, which can support the development and assessment of appropriate policies and measures to prevent and combat gender-based violence against women across the European Union.
- Of the 144 administrative data sources identified, the majority record incidents related to intimate partner violence, rape and sexual assault. Fewer sources of administrative data cover sexual harassment and stalking.
- Intimate partner violence is broadly covered by police data sources across 28 EU Member States, followed by justice services and social services (16 Member States in each sector).
- Rape and sexual assault are broadly covered by police data sources (representing 23 and 26 Member States respectively) and justice sectors (representing 20 Member States covering rape and 18 Member States covering sexual assault).

- In half of the Member States the police system is recording the age and sex of victim and perpetrator, as well as the type of relationship between them, which enable the detection of all incidents related to intimate partner violence.
- The use of an internationally accepted coding system within and across sectors would support the harmonisation of data, enabling quick and easy access to, and analysis of, information.
- The majority of statistical products based on administrative data identified in EU Member States collect data on intimate partner violence, rape and sexual assault while stalking and sexual harassment are only covered by a limited number of statistical products.

### **5.3. Gaps identified in data**

- Substantial differences in legal definitions of forms of gender-based violence prevent measurement in a comparable way across the EU Member States.
- Criminalised incidents are more likely to be recorded by administrative data sources. Therefore, sexual harassment and stalking are covered by fewer administrative agencies and thus there is less data available on these forms of GBV.
- The regulation and collection of administrative data is hampered by a lack of specific inter-sectoral mechanisms for, coordinating the process.
- The decentralisation of collecting, coordinating and compiling data on gender-based violence incidents makes comparison of data across different levels difficult.
- Confidentiality rules represent an important obstacle faced by data compilers, especially with information from health and social services.
- The lack of a coding system to register data on violence against women used systematically within and across agencies is a serious limit for harmonisation of administrative data.
- In many Member States administrative data are not disaggregated by sex of victim and perpetrator, type of violence, or by the relationship between the victim and the perpetrator, thus making it difficult to specifically detect incidents of GBV.
- Quality of data in social services needs to be improved in order to collect comparable data related to gender-based violence across the European Union<sup>37</sup>.

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<sup>37</sup> They provide information on national policies and legislation, data coming from national victimisation, prevalence and health surveys, available administrative data and existing indicators. They are enriched by examples of good practices on data collection methodologies. Country profiles will include data reported by Member States to the European Commission on how victims of gender-based violence have accessed the rights set out in the Victims' Rights Directive, and data on protection orders requested, issued and/or recognised.

## **6. Estimating the costs of gender-based violence in the European Union (Costs of violence study)**

The purpose of the study was to identify and recommend appropriate methodologies to measure the cost of gender-based and intimate partner violence in EU-28 Member States. Three main types of costs were identified: lost economic output, provision of services, including health, legal, social and specialised; and the personal (physical and emotional) impact on the victim. The report is structured around these types of costs, providing accounts of the investigations into the methodologies in each of these fields found in the relevant literature. Following an analysis of the feasibility of methodologies with respect to the availability of data sources, recommended methods are illustrated in a case study centred on the UK.

### **6.1. Methods used**

- The study provides a review and analysis of the methodologies that have been used to estimate the economic cost of gender-based and intimate partner violence, in order to identify the state-of-the-art methodology. The studies for review were evaluated using the criteria of comprehensiveness of coverage; robustness, replicability and simplicity; and the methods and feasibility of finding the relevant data.
- The review identified three main types of costs: lost economic output, services, and the physical and emotional impact on the victim. The report is structured around these types of costs, providing accounts of our investigations into the methodologies in each of these fields found in the relevant literature.
- Following an analysis of the feasibility of methodologies with respect to the availability of data sources, recommended methods are illustrated in a case study centred on the UK. The UK was chosen on the grounds that it has one of the most developed statistical systems and sources of quantitative data on gender-based and intimate partner violence in the EU.

### **6.2. Main conclusions of the study**

- Gender-based and intimate partner violence place large costs on economy and society. It is likely that an increase in the currently small amount spent on prevention and mitigation of harms, by increasing spending on specialised services, would lead to a decrease in the extent and impact of the violence.
- The findings from this UK case study are that the cost of: intimate partner violence against women is more than 13.5 billion euros; of intimate partner violence against women and men is more than 15 billion; the cost of gender-based violence against



women almost 28.5 billion; and the cost of gender-based violence against women and men is more than 32.5 billion euros.

- Proportionate to the size of the population in that country as compared with the UK, this leads to costs of gender-based violence against women in the EU of almost 226 billion euros. This represents 87 % of the total cost of gender-based violence to the EU which was estimated to be close to 256 billion euros.
- The spending on specialised services, which are immensely beneficial to women, to mitigate the harms and prevent the repetition of the violence is 3 % of the cost of intimate partner violence against women.
- The loss to the economy, through lost output as a result of injuries, is around 12 %. Services, especially criminal justice, make up around 30 % of the cost of the violence. Just under half the cost is a result of the public estimation of the value placed on the physical and emotional impact that the violence causes.

### **6.3. Gaps identified in data**

- The detailed case study will not be easy to replicate in other countries. This is largely because the data requirements are high and the field of gender-based and intimate partner violence has insufficient data collected to meet these requirements in most countries.
- In order to support the estimation of the cost of intimate partner violence, it is necessary to have quality information as to the extent, frequency and severity of this violence. While the FRA Survey is a step towards the collection of such data, its sample size and methodology mean that the necessary data do not yet exist. There is currently insufficient data to robustly cost the impact of intimate partner violence separately for each EU-28 Member State.
- It is necessary to have good quality information as to the use of specialist, health and legal services. While there have been important developments in this field, there is still a need for much further provision of quality administrative data on the extent to which these services are utilised as a consequence of intimate partner violence, if there is to be routine effective costing of the impact of this violence.

## **7. Estimating the number of girls at risk of female genital mutilation in the European Union (FGM risk estimation study)**

The main objective of this study was to give an estimation of the number of girls living in three EU Member States who were at risk of being mutilated. A methodology to estimate FGM risk in the EU was developed and pilot-tested in Ireland, Portugal and Sweden. More specifically, this study strove to: analyse and assess the methodological options for FGM risk estimation described and applied in the existing literature and studies; and propose

methodologies which can be used to estimate the number of girls at risk of female genital mutilation in the EU Member States. It aims to build upon and further develop research efforts to estimate the risk of FGM in the EU. Greater accuracy with respect to estimating FGM risk is important for informing appropriate policy measures for targeted prevention in the EU.

### **7.1 Methods used**

- Data had to be collected for those countries where female genital mutilation is documented (i.e. countries of origin) and for EU Member States (i.e. countries of destination). National (and regional) FGM prevalence rates and age of FGM were collated for the countries where female genital mutilation is commonly practised. Data was collected about the female migrant population residing in an EU Member State, including residents, asylum seekers, refugees and irregular migrants.
- In order to assess the influence of migration and acculturation on attitudes and behaviours towards female genital mutilation, focus group discussions were included in the methodology as a qualitative component to estimate the risk of FGM.
- The 'extrapolation-of-FGM-practising-countries-prevalence-data-method' was used to calculate FGM risk. Two scenarios of FGM risk were defined in order to determine a risk interval estimation, taking into consideration the migration and acculturation impact factor assessed through the qualitative research.

### **7.2 Main conclusions of the study**

- Estimating the number of girls at risk of undergoing female genital mutilation in EU Member States is very complex owing to the intimate nature of the phenomenon, and also due to the unavailability of data that allows for measuring it.
- In 2011, in Ireland 1 to 11 % of the 14,577 girls originating from FGM risk countries were likely to be at risk of FGM. In Portugal 5 to 23 % of 5,835 girls originating from FGM risk countries were likely to be at risk of FGM. In Sweden 3 to 19 % of 59,409 girls originating from FGM risk countries were likely to be at risk of FGM.
- More qualitative research is needed to gather insights about the influence of migration and acculturation on attitudes and behaviours towards female genital mutilation.
- Awareness-raising initiatives and the legal framework forbidding female genital mutilation seem to effectively prevent the continuation of the practice in EU Member States. They need to be maintained in order to influence migrants' attitudes and behaviours towards female genital mutilation.

- Specialised services need to be established or continued in order to professionally address the needs of girls at risk of undergoing or having undergone FGM. Risk assessment procedures are crucial for detecting individual cases where risk exists.
- Sufficient resources (human and financial) need to be foreseen when designing policies and funding programmes so that prevention actions can be continued, specialised services can be set up and/or maintained, professionals can be trained, and research on female genital mutilation can be undertaken.
- Considering the uncertainties and challenges that FGM risk estimations are confronted with, the research results need to be interpreted and communicated with much caution in order to avoid the misuse of data and information, as well as the stigmatisation of migrant communities.

### **7.3 Gaps identified in data**

- Considering that FGM prevalence varies significantly between regions in the countries where it is commonly practised, data on the region of origin of the female migrant population (residents, asylum seekers, refugees and irregular migrants) collected in an EU Member State could exponentially enhance the accuracy of FGM risk estimations.
- FGM risk needs to be estimated regularly so that trends can be assessed. Countries that have a population register can carry out FGM risk (and prevalence) estimations more frequently than those that only have census data. Despite the disadvantages of using census data, this is as yet the only source of information that ensures comparability of data across EU Member States.

## **8. Collection of good practices on administrative data collection on violence against women**

The main objective of this study was to contribute to the establishment of a systematic collection of quality, reliable and comparable administrative data on violence against women. The main aim was to provide a set of good practices on the collection of administrative data sources on violence against women and related statistical products covering the sectors of police, justice, health, social services and “others” (as defined in the section “definitions”). As well as a brief overview of national approaches and mechanisms to collect and produce data on different forms of violence against women with a specific concern to monitor the implementation of the Istanbul convention (for those MS that have ratified it) and the Victim’s Directive.

## 8.1 Methods used

- Analysis of relevant literature, policies, programmes and projects developed in the period 2010-2015, in all EU Member States and at a European Union level, including all EIGE outputs from the study 'Mapping administrative data sources on violence against women against women in the EU'
- Paper on national systems for collection of administrative data on violence against women: Trends, common approaches, differences, challenges and key factors
- Identification of practices with potential in administrative data collection
- A consultation meeting to assess the set of 'practices with potential' were 27 representatives of the Ministry of Interior, and in particular of the Police, Ministry of Justice, Ministry of Welfare, Health and Social Affairs. Civil society organisations (CSOs) and national women organisations for combating violence against women and female genital mutilation as well as EU umbrella organisations participated.
- During the consultation meeting 12 good practices were identified (4 for each project-relevant area of intervention): female genital mutilation, crime and criminal justice statistics; and health, social services and other sectors.

## 8.2 Main conclusions of the study

- A clear political and institutional commitment and will are required from national authorities devoted to the collection of administrative data on VIOLENCE AGAINST WOMEN. A clear responsibility should be allocated to national authority/ministry.
- Dedicated financial resources to strengthen the collection of administrative data on violence against women are needed. Often actions for supporting administrative data collection on violence against women are included in national plans that have no specific lines of budget to be referred to. This could result in not implementing those actions or limiting their implementation the 'voluntary' will of single institutions/organisations.
- Communication flows and networking among those responsible for collecting administrative data in the justice, health and other sectors should be in place is crucial, otherwise the quality of data will be penalised. A systematic and multidimensional approach is important to avoid fragmentation of data. The role of civil society organisations is essential in order to gain direct knowledge on the main issues that should be covered by administrative data.
- An adequate understanding of the context (national approaches towards violence against women, institutional centralisation versus decentralisation, etc.) in which administrative data are collected is needed.
- Data quality assessment and evaluation is essential to ensure that data are consistent and comparable over time, and that statistical products take into

consideration the 15 principles outlined by the European Statistics Code of Practice and EU 'statistical law'.

- Administrative data should not be collected only for internal use, but its suitability for use within the statistics should be ensured.
- Gender training is essential to change the mentality within institutions and lead to the start of a gender culture. To this end, high expertise is needed as well as dedicated financial resources.

### **8.3 Gaps identified in data collection**

To make administrative data useful, researchers, policymakers and service providers must address the following gaps and challenges in the collection and analysis of administrative data.

- A common understanding of definitions and measurements of violence against women are needed. Administrative data from police and justice institutions are based on national legal definitions and the criminalisation of specific forms of violence against women. Therefore, the different definitions used by Member States limit comparability of such data across the EU. Some administrative data sources may count number of victims, while others may count number of incidents.
- Little attention has been given to forms of violence such as FGM, so-called honour-based crimes, and forms of violence that involve specific target groups. This can affect especially vulnerable populations such as migrant women or disabled women.
- In general, service agencies do not have data collection as their primary responsibility. Data available through these agencies are often not collected in a systematic way and consequently exist in a non-standardised form. Thus, the quality of the recording and processing of data is not always of the standard needed for the production of national statistics and is not always suitable for monitoring and evaluation of policy and service provision on violence against women.

## **9. The Satellite domain of violence in the 2015 Gender Equality Index**

The structure of the conceptual framework of the Gender Equality Index consists of eight domains, the first six (work, money, knowledge, time, power, health) being combined into a core index, complemented by an additional two satellite domains (violence and intersecting inequalities). The satellite domains are conceptually related to gender equality, but cannot be included in the core index because they measure an illustrative phenomenon — that is, a phenomenon that only applies to a selected group of the population. This occurs when considering issues that are related to women only. Violence constitutes the final satellite domain, identified in the first Gender Equality Index report in 2013.

The 2015 Gender Equality Index update made a first attempt at populating the satellite domain of violence by providing a composite indicator of direct violence against women, based on the data on violence against women collected by the European Union Agency for Fundamental Rights through the EU-wide Survey on Violence against Women. Previously both sub-domains of the domain of violence — direct and indirect violence — remained blank in 2013, due to a lack of harmonised data at EU level.

The first attempt at populating the satellite domain of violence indicated that violence against women is a persistent issue in the European Union that necessitates regular data collection to provide the foundation for reliable statistical assessments and to enable better and more effective policymaking.

## **10. Good practices on combating Female Genital Mutilation**

The good practices on combating FGM have been identified within the context of EIGE's study, which aimed at mapping existing information and data on FGM in the European Union and Croatia in order to identify gaps in data collection.

### **10.1 Methods used**

The criteria for the identification of practices with potential for this study were based on the action plan on good practices of the European Institute for Gender Equality (EIGE).

National researchers were given information about this plan and questions on practices with potential were included in all in-depth interviews in the nine countries included in the study. Key informants in all interviews were asked to describe examples of practices they considered to have good potential in relation to the work on female genital mutilation (FGM) in their countries. The national researchers selected the most promising practices and incorporated them into their country reports.

The practices identified were presented in each of the country reports, using a standard table template to allow for ease of comparison between countries and practices. National researchers were asked to consider and discuss each practice, reflecting on how it responded to: needs identified; results achieved; integration within a wider strategy; actors involved; availability of resources; monitoring and evaluation of the practice; and sustainability and possible transferability to other contexts, regions and/or countries. Researchers were also asked to identify which of the 'six Ps' — namely prevalence, prevention, protection, prosecution, provision of services and partnerships — the practices related to; in many cases it was more than one.

Selected practices covering the different Ps were presented and discussed at an experience exchange meeting entitled 'Towards good practices in prevention, protection,

prosecution, provision of services and partnerships in the area of FGM' in London on 13 September 2012, attended by experts from different Member States representing a range of backgrounds and organisations. The experience exchange was an opportunity to explore, analyse and discuss the practices presented and to share learning and experiences. The presentations and subsequent discussion at the meeting enabled additional details and information to be added to each practice table. It is important to note that this initial assessment of practices with potential for the purposes of this study is based on the analytical country reports from the nine EU Member States and the discussions and presentations at the experience exchange meeting. It does not constitute a formal evaluation but is a compilation of practices suggested by national researchers who have followed EIGE's action plan on good practice indicators as far as possible, which have then been collated by the core team. While other practices have emerged in the course of the study that also seem relevant and interesting and show potential, it may be too early to assess their significance.

## **11. Study on terminology and indicators for data collection on rape, femicide and intimate partner violence (under implementation)**

The overall objective of the Study is to establish a measure of violence against women through the use of indicators on rape, femicide and intimate partner violence, which will guide methods of data collection in such a way as to ensure reliable and comparable data on violence against women across the 28 EU Member States. The specific objectives are:

- To develop definitions for statistical purposes of rape, femicide, and intimate partner violence
- To establish indicators based on harmonised data collection on rape, femicide, and intimate partner violence
- The consultation meeting aims to support the development of definitions for statistical purposes of rape, femicide and intimate partner violence by discussing the proposed definitions, their feasibility and usage.

### **11.1 Methods used**

The first task of the project consists of updating currently available information and analysis on national administrative data sources and prevalence and victimisation surveys on rape, femicide and intimate partner violence. This exercise will enable to have an overview of the quality of the existing data in order to develop indicators that can be populated by data from as many Member States as possible.

Based on the available information, statistical definitions of rape, femicide and intimate partner violence are being developed and national experts and practitioners working in justice and police sectors, health sector and social services will be consulted. The agreed upon definitions will be the basis for the establishment of indicators for the harmonization of data collection on the three forms of violence against women within the EU-28.

## **11.2 Expected outcomes**

Establishing common definitions and indicators will allow for the measurement of the prevalence of the different forms of violence against women across the European Union in a systematic and comparable manner. While a consistent legal and regulatory framework across the Member States greatly facilitates the collection of comparable data, this is not the sole requirement. Consistent and harmonised statistical definitions are key to achieving full comparability. Statistical definitions can take the form of classification, coding or a sum of the units of measurement. They indicate what is actually measured by the data. As opposed to legal definitions, they may refer to behavioural and contextual descriptions of the acts or events rather than the legal definition of the offence, although they often refer to key elements constituting the offence. Moreover, agreed indicators will facilitate the harmonized collection of administrative data on rape, femicide and intimate partner violence in the EU-28 and thereby contribute to greater comparability between the Member States.

The proposed definitions and indicators are being developed on the basis of a close examination of the legal and statistical definitions of these three forms of violence at a national, European and international level as well as consultation with national experts and practitioners. When agreed they will be included in EIGE's Strategic Framework on combating Violence against Women and will be an integral part of the Institute's work in this area. Moreover, EIGE will bring the developed definitions for the discussions with Eurostat on the improvement of the International Classification of Crime for Statistical Purposes.