



RECOMMENDATIONS FOR THE EU TO IMPROVE DATA COLLECTION ON VIOLENCE AGAINST WOMEN

April 2017

The recommendations presented below aim to improve the comparability and reliability of administrative data collection on **rape, femicide and intimate partner violence** (the focus is on these three forms as the most prevalent and widely criminalised across the EU-28, and on administrative data collection as a starting point to achieve comparable data collection (1)). The objective is not to achieve perfect comparability but to address the most critical issues in data collection and ensure that key data on these three forms of violence are available. Achieving this goal would provide an EU-wide overview of reported cases of violence and thereby enable assessment of the service response.

Although administrative data gives only a limited view of the extent of violence against women, capturing only cases reported or recorded, it is nevertheless useful for policy development because it provides information for the policies and programmes targeted at services to help women in these situations. Comparable administrative data would facilitate comparisons between performance and improvements in different Member States, as well as promoting mutual learning and sharing of good practice.

Regular collection and analysis of administrative data helps to evaluate the effectiveness of prevention, protection and prosecution measures and policies; the extent of victims' use and demand for services, their adequacy and quality as well as societal responses to violence. Additionally, administrative data can provide a basis for estimating the administrative cost of violence against women, enabling authorities to make effective budgetary and staffing decisions, and can also be crucial in advocating, for example, for adequate numbers of shelters in each Member State.

The recommendations draw on the outcomes of EIGE's analysis of existing definitions of, and data collection procedures on, rape, femicide and intimate partner violence at EU, International and Member State level. The relevant findings discussed in the recommendations are listed as annexes to this document.

While the recommendations are mainly focused on data collection on the aforementioned three forms of violence, the first recommendation refers to data collection on Female Genital Mutilation (FGM). EIGE's previous research (2) has found huge gaps in Member States' data collection on FGM, highlighting that (as of 2012), there are no ongoing, systematic, representative surveys that employ a harmonised approach to gathering comparable data on FGM prevalence and that (as of July 2014), only five Member States have estimated the female genital mutilation risk for their country. This lack of data collection combined with inconsistencies in methodologies of the scarce existing national data collection, means it is currently impossible to obtain an accurate EU-wide estimation of the problem. In particular, EIGE's research has noted the potential of administrative records to enhance data on FGM across the EU (3). There are a number of challenges related to keeping these records, including the lack of their systematic use, the fact that existing data are not collated centrally and access to data from such records is often restricted or extremely limited (See **ANNEX I** for a condensed list of the sector-specific challenges). Consequently, EIGE has identified that one of the key priorities for improving the data collection on FGM is: the inclusion of a specific International Classification of Crime for Statistical Purposes (ICCS) code on FGM (4).

1 More detailed information can be found in EIGE's 2014 report on Administrative Data, available at: http://eige.europa.eu/sites/default/files/documents/MH0113492ENN_PDF.Web_.pdf

2 Including the report, *Female Genital Mutilation in the European Union and Croatia* (2012), and *Estimation of girls at risk of female genital mutilation in the European Union* (2014).

3 European Institute for Gender Equality (EIGE) (2013). *Female Genital Mutilation in the European Union and Croatia*. Vilnius.

4 A comprehensive analysis of data collection of FGM was undertaken by EIGE in 2016 and will be published in 2017.

1. The need for a specific International Classification of Crime for Statistical Purposes (ICCS) code on Female Genital Mutilation

The inclusion of a specific International Classification of Crime for Statistical Purposes (ICCS) tag would make international comparisons possible, allowing for the assessment of trends over time, as well as the provision of a total figure for the incidence of this type of violence in the EU.

In the current ICCS (i), female genital mutilation is only included under 'assault', meaning that figures on female genital mutilation specifically will not show up in data collection that uses ICCS.

Given the lack of knowledge about the extent to which female genital mutilation is an issue in Europe, its inclusion in the ICCS will move towards solving this problem. Specific codes for female genital mutilation will make it visible and provide insights into the extent of female genital mutilation, at least with respect to related prosecutions.

There is an urgent call throughout Europe for female genital mutilation to be prosecuted. However, at present, the number of cases reported is unknown, so is the number of cases investigated and so are their outcomes. A specific code could help to either substantiate or dismiss claims of the increasing number of court cases recorded. This coding could also show Member States' responses to female genital mutilation, within their respective criminal frameworks. Codes could help to inform policies on reporting, penalising female genital mutilation, protecting potential victims, in evaluating strategies and projects against female genital mutilation. They could also assist in identifying concentrations of female genital mutilation by city, country or region.

a) Unit of classification: the act of female genital mutilation

Female genital mutilation comprises 'all procedures that involve partial or total removal of the external female genitalia, or other injury to the female genital organs for non-medical reasons' (ii). It includes the cutting or incising of parts or all of the labia minora, labia majora or clitoral tissue, as well as the insertion of substances into the vagina. Additional elements that need to be taken into account are the intentionality (e.g. parents having their daughters cut with the best of intentions according to their cultural beliefs, parents are often not the perpetrators, cutters are, but they do facilitate (aid or abet) the commission of the act. Most female genital mutilation is carried out on girls, creating an additional layer of complexity.

The crime statistics on female genital mutilation should also include the threat of female genital mutilation, as girls are often taken abroad to have the procedure performed during school holidays.

There are three ICCS categories under which female genital mutilation could be included:

- Category 1: Acts leading to death or intending to cause death
Female genital mutilation would be relevant only in cases in which the victim subsequently dies as a result of female genital mutilation.
- Category 2: Acts causing harm or intending to cause harm to the person
It could be included under this category, given that female genital mutilation is recognised as a harmful practice. However, evidence of the harm caused by some forms of female genital mutilation type IV, such as pricking/piercings, is scarce or non-existent.
- Category 3: Injurious acts of a sexual nature
Female genital mutilation causes injuries to the sexual organ and can have a range of consequences for sexual health and wellbeing. On the other hand, female genital mutilation is not itself an act of a sexual nature.

Female genital mutilation thus best fits under Category 2, 'Acts causing harm or intending to cause harm to the person', division 0201 'Assaults and threats'. A new group could be added to that division, for which the code for Group 'Other acts causing threatening injury or harm' could be turned into 02014 and a new group code created for **02013 'Female genital mutilation'**.

Two classes of crimes could be added under this new group: **020131 'Female genital mutilation'**, which would cover female genital mutilation already committed, and **020132 'Threat of female genital mutilation'**, which would enable the recording of data on reported threats of female genital mutilation and, therefore, could record data about the girls and women at risk of female genital mutilation.

For the proposed class 020131 'Female genital mutilation', the definition of the Istanbul Convention could be used: *'Excising, infibulating or performing any other mutilation to the whole or any part of a woman's labia majora, labia minora or clitoris. Coercing or procuring a woman or a girl to undergo any of the acts listed in the previous sentence.'*

Inclusions and exclusion of the proposed of class 020131 'Female genital mutilation'

Inclusions:

- Inflicting female genital mutilation
- FGM-related death
- Aiding/abetting/accessory to the crime
- Accomplice to the crime
- Conspiracy/planning the crime

Exclusions:

- Threat to inflict female genital mutilation
- Incitement to commit the crime

In line with the Istanbul Convention, and the existing ICCS definitions of threat, the proposed class 020132 'Threat of female genital mutilation' could be defined as *'inciting or any type of threatening behaviour with the intention to cause female genital mutilation if it is believed that the threat could be enacted'*.

Inclusions and exclusion of the proposed of class 020132 'Threat of female genital mutilation'

Inclusions:

- Threatening to commit female genital mutilation
- Threatening female genital mutilation of a family member, friend or another person
- Using the threat of force to demand female genital mutilation to be performed
- Conspiracy/planning to commit female genital mutilation, such as recruitment, transportation, transfer, or receiving of persons to carry out the female genital mutilation
- Incitement to commit female genital mutilation

Exclusions:

- Apply exclusions listed in 02012

2. Develop a legal act on a data compilation system

The European Commission should propose a legally binding act establishing a mandatory data collection framework that ensures consistent and coordinated compilation of statistical data. The proposed legal act should mandate Eurostat to compile the data from Member States on rape, femicide and intimate partner violence disaggregated by sex, age and victim-perpetrator relationship.

Establishing a mandatory data collection framework, in line with what has already been done in the field of migration statistics (under Regulation (EC) No 862/2007), will ensure that such harmonised data is available at EU level. It would mean that a formal request by Eurostat to National Statistical Offices would be sufficient to compel improvements that Member States have thus far not achieved, due to competing policy priorities.

It is important to note that the legal act must be in line with existing international documents, such as the aforementioned Istanbul Convention, International Classification of Crimes for Statistical purposes (ICCS), Sustainable Development Goals (SDGs) and the Beijing Platform for Action (BPfA).

3. Monitor the implementation of the Victims' Rights Directive

The Victims' Rights Directive requires Member States to report statistical data, which, if fully implemented would provide important disaggregated data (the only disaggregation not requested is the victim-perpetrator relationship). Therefore, it is suggested that the European Commission closely monitors Member States' implementation of this Directive, with a particular focus on victims of violence against women. The monitoring process should take into account the GREVIO questionnaire that is used for monitoring implementation of the Istanbul Convention. Monitoring should ensure that the Member States provide all necessary and relevant data in an effective and timely manner.

4. Include violence against women in future European Statistical Policies

The European Statistical Programme 2013–2017, adopted by the European Commission, does not mention violence against women. When proposing a new regulation for the European Statistical Programme 2018–2022, it is important that the European Commission includes violence against women. This would mandate Eurostat to adjust the data it consolidates to include information and data on the most serious forms of violence against women, including rape, femicide and intimate partner violence.

Though the European Commission's Statistics Action Plan 2006–2010 included the development of specific indicators measuring violence against women and domestic violence, the Statistics Action Plan 2011–2015 did not include any specific action for violence against women. Therefore, it is recommended that statistics on violence against women should be integrated into any future Action Plans and policy documents related to Eurostat's data compilation on crime statistics.

5. Adopt EIGE's proposed indicators and definitions for EU-wide administrative data collection on rape, femicide and intimate partner violence

In line with existing indicators on violence against women developed by the Council of the European Union (see [ANNEX IX](#)), the EU should adopt EIGE's proposed indicators on rape, femicide and intimate partner violence (see [ANNEX IV](#)). Adoption of the proposed indicators will provide guidance to Member States on how to improve and adapt their data collection processes.

At the same time, the EU should adopt the definitions of rape, femicide and intimate partner violence (see [ANNEX III](#)) that have been developed by EIGE with the aim of harmonisation of the definitions for statistical purposes. These definitions have been based on a thorough analysis of existing definitions used across the 28 Member States, taking into account the ICCS and the Istanbul Convention (See [ANNEX VIII](#) for a summary of the conclusions on EU, International and national definitions, and [ANNEXES V – VII](#) for an analysis of common components of definitions for the three forms of violence at EU and International level). The developed definitions have been designed for mapping country data and to maximise the number of Member States that could meet these definitions without reservation.

6. Compile disaggregated data in line with the Istanbul Convention

One of the key problems with the data currently compiled by Eurostat is the unavailability of information that would allow an understanding of the gender dimension of some criminal offences (for example intimate partner violence). In order to understand this gender dimension, the data must be disaggregated by sex of the victim and the victim-perpetrator relationship. The availability of such information will highlight the fact that women are particularly vulnerable to certain forms of violence, which are predominantly committed by their intimate partner, and thereby ensure that EU policies on victims' rights account for this gendered distinction.

Implementation of this recommendation requires strong cooperation by Member States. The most important factor is that Member States provide Eurostat with the data requested, including the relevant breakdowns. Where necessary, and to the extent possible, Member States should strive to adapt their data collection in order to provide the necessary data. This will not only support harmonised data consolidation on violence against women at EU level, but it will also benefit data collection at national level. EIGE has identified the key challenges of administrative data collection from Member States' criminal justice systems (see [ANNEX II](#)).

7. Include additional offences related to intimate partner violence and femicide in data compilation

Eurostat does not compile data on intimate partner violence ⁽ⁱⁱⁱ⁾ or femicide (although data by age and sex are available for numbers of victims and numbers of perpetrators of intentional homicide, thus providing an approximation of femicide in intimate partner relationships ^(iv)).

It is important that Eurostat includes additional criminal offences in the data compilation process so as to provide more valuable information. The table below includes suggested additional offences corresponding to the ICCS list of offences, which can be used to collect information on femicide and intimate partner violence.

Offence category	Offence sub-category	ICSS codes
Intimate partner violence	Physical violence	0103 Non-intentional homicide. 02012 Threat (serious and minor threat).
	Sexual violence	0302 Sexual exploitation 03021 Sexual exploitation of adults. 03029 Other acts of sexual exploitation.
	Psychological violence	02012 Threat. 02081 Harassment. 02082 Stalking. 0205 Coercion.
	Economic violence	As a further step: 020321 Acts causing harm or intending to cause harm to the person: Forced Labour for domestic services. 05022 Theft of personal property. 05042 Damage against personal property.
Femicide	Intimate partner femicide	0106 Illegal foeticide. 0109 Other acts leading to death or intending to cause death.

The inclusion of these additional offences is essential in order to harmonise data collection on violence against women; therefore, implementing this recommendation should be a priority. Although Member States' current data on economic violence and psychological violence is limited, Eurostat should nevertheless compile data on these two forms of violence from Member States that have data, and request the remaining Member States to provide data on these two categories in the longer term.

8. Support the development of specific ICSS coding categories for femicide, female genital mutilation, rape and intimate partner violence

The current version of the ICSS classification does not have a specific tag for femicide but, rather, includes femicide within the tags 0101 (Intentional homicide) and 0102 (Attempted Intentional homicide). To these ICSS tags, the 'ViP' disaggregation tag for victim-perpetrator relationship can be used to record intimate femicide. The ICSS does not currently include a specific tag for the victim-perpetrator relationship, which would allow for cases of intimate partner violence to be identified. The current ICSS also does not include a specific category for female genital mutilation.

To enable harmonised data collection on femicide, female genital mutilation and rape, Eurostat should use its position as a member of the Expert Group involved in the preparation of the ICSS to suggest the new categories and sub-categories presented in the table below:

Offence	Definition	Categories
Femicide	The killing of a woman by an intimate partner and death of a woman as a result of a practice that is harmful to women. Intimate partner is understood as former or current spouse or partner, whether or not the perpetrator shares or has shared the same residence with the victim.	0108 femicide: 01081 'intentional femicide' 01082 'attempted intentional femicide' 01083 'non-intentional femicide'
Female genital mutilation	Excising, infibulating or performing any other mutilation to the whole or any part of a woman's labia majora, labia minora or clitoris, or coercing or procuring a woman or a girl to undergo any of the acts listed.	020131 'Female genital mutilation' 020132 'Threat of female genital mutilation'
Rape	Attempted sexual penetration, whether vaginal, anal or oral, through the use of object or body parts, without consent, using force, coercion or by taking advantage of the vulnerability of the victim.	030114 'attempted rape'

Inclusion of these additional offences is essential for harmonised data collection on violence against women. However, the ICCS is not yet implemented across all EU Member States and Eurostat is set to implement it only for the next data compilation cycle. The full adoption of ICCS might take time at all levels of national institutions responsible for data collection.

9. Align the definition of rape with that of the ICCS

Eurostat already compiles data on rape offences from 21 Member States according to the following definition: *'Sexual intercourse without valid consent'*. From 2016, the ICCS definition from category 03011 will be used: *'Sexual penetration without valid consent or with consent as a result of intimidation, force, fraud, coercion, threat, deception, use of drugs or alcohol, abuse of power or of a position of vulnerability, or the giving or receiving of benefits'*. In this definition, sexual penetration is understood as, *'as a minimum, the penetration of the vulva, anus or mouth with any body part or object'* but this is not mentioned in the main text and only explained as a footnote. In contrast, the definition of rape proposed (see [ANNEX III](#)) explicitly incorporates the key aspect of penetration, which must also be reflected in the ICCS definition. Accordingly, Eurostat should base its data collection on this full definition.

10. Coordinate data collection requests on crime statistics by GREVIO questionnaire and Eurostat-UNODC

Providing additional data is generally seen as a great challenge by Member States as it requires changes to electronic systems and additional resources. If Member States are asked for additional data by different international bodies, it may facilitate the process. Yet without prior coordination, such demands might result in overlapping or conflicting requests. Therefore, efforts should be made to align these data collection requests. For example, requests could be coordinated by the same bodies in the Member States for the Istanbul Convention and for Eurostat-UNODC.

The data requested by different organisations should ideally aligned in terms of the requested type of violence and disaggregation. In particular, similar definitions should be used when requesting data for certain categories of violence; efforts should also be made to make definitions simple and user-friendly. The proposed definitions (see [ANNEX III](#)) cover all elements of the definitions in the Istanbul Convention; therefore, they should be considered for use for data collection requests by both Eurostat-UNODC and the Council of Europe.

11. Improve Eurostat health data on causes of death

Eurostat currently compiles and publishes data on causes of death based on ICD-10 codes. The health sector has been at the forefront of many changes in recent years such as computerised patient records, but this is not the case for data collection regarding cases of intimate partner violence. In this current state, the potential contribution from the health sector is seriously under-exploited. Given that ICD-10 is already in place and promises harmonised data collection at least on femicide, further steps should be taken to ensure that it is implemented correctly. Furthermore, factors related to reliability should be further analysed so that they can be remedied.

Annex I: Challenges in administrative data collection on female genital mutilation

Type of records	Information on female genital mutilation	Challenges
Health and social services sectors	<p>In some countries, hospital and/or medical records already contain information about female genital mutilation. This is the case, for example, in Belgium, France, Ireland, the Netherlands, Portugal, Sweden and the United Kingdom (v).</p> <p>Rigorous data collection on health care and complications related to female genital mutilation (including maternal and neonatal deaths, de-infibulation, surgical repair and reconstruction, and postnatal care in patients with female genital mutilation) should allow for both female genital mutilation prevalence data collection and insights into the clinical care pathways and patient outcomes that are recommended (vi).</p>	Under-recording of female genital mutilation (including due to a lack of knowledge about female genital mutilation by certain health professionals).
Child protection records	In the EU-28, child protection systems, registers and processes are in place to protect children from child abuse and neglect. These systems could also be used for collecting numbers of girls at risk of, or who have already been subjected to, female genital mutilation and all investigations regarding cases of girls at risk of or having already undergone female genital mutilation (vii).	France, the Netherlands, Spain and the United Kingdom documented such recording systems or records of investigations or interventions on the grounds of child protection and female genital mutilation.
Asylum records	<p>Belgium, France, Italy (through regional commissions) and Luxembourg have some mechanisms to collate this data, and Belgium has a department that monitors asylum applications based on the fear of female genital mutilation happening to them (viii).</p> <p>For example, in France, the 2009 and 2010 Annual Reports of the 'Office de Protection des Réfugiés et Apatrides' published an overview of numbers of asylum seekers, including the female population granted subsidiary protection on grounds of female genital mutilation (Office Français de Protection des Réfugiés et Apatrides, 2011; Office Français de Protection des Réfugiés et Apatrides, 2013) (ix).</p>	The limited data available across Member States on the number of cases where international protection was requested, granted or rejected on the grounds of female genital mutilation.
Prosecution records	By February 2013, nine EU countries (Austria, Belgium, Cyprus, Denmark, Ireland, Italy, Spain, Sweden and the United Kingdom) have put specific legislation in place with regard to female genital mutilation (x).	Challenge to obtaining data on numbers of reports of suspected or performed FGM to police, numbers of investigations, outcomes of investigations and numbers of court cases, as there are no central registration systems to provide such information.
Police and judiciary records	Ireland, Portugal and Sweden registered no cases of female genital mutilation in 2012.	One issue that emerged during the research is that female genital mutilation did not have a classification code or no unified classification systems exists across the services in a number of Member States making the recording of such offence more difficult.

Annex II: Key challenges in data recording

Comparison of crime statistics across Member States remains challenging, for the reasons discussed below. One problem specific to the crime and criminal justice sector which has been addressed by Eurostat-UNODC is the different methods of data recording between sectors of the criminal justice system (police, prosecution, courts) and between Member States ^(xi). The differences in data recording refer mainly to:

- Counting units:
 - For police data counting units can be offences, cases, infractions or investigations; most Member States (19) report numbers of offences.
 - For data from prosecution services, a distinction may be drawn between the units 'persons-charged' and 'proceedings', whereas the majority of Member States count the numbers of persons charged.
- Stage of data collection:
 - For data from national police forces, this means whether data is recorded before investigation (when the police notice an offence or when it is reported), during the investigation phase, or when the investigation is concluded.
 - For court statistics, data may be reported before or after an appeal. Member States record data at different 'stages', with no one stage being used more frequently than any other.
- Use of the principal offence rule ^(xii): This rule distinguishes between jurisdictions that only record the most serious offence where several are committed simultaneously, by the same offender on the same occasion. When this rule is not applied, countries record each offence separately. Member States use both methods to an almost equal extent.
- Count of offences by the police: The police may record several reported incidents by the same offender as one offence, while others may record it as several offences. Police forces might also count the number of offences differently depending on whether the offence was committed by more than one person
- Count of offenders: Offenders may be counted differently depending on the number of offences of the same type and the number of times an offence of the same type is counted within a specific timeframe. Firstly, how offenders are counted if they have committed more than one offence of the same type (serial offences); secondly, how offenders are counted if they have committed multiple offences of the same type on separate occasions in a single year.

Other limitations affecting the comparability and reliability of the data include:

- Under-reporting of crimes to the police, leading to inaccuracy of administrative data ^(xiii);
- At national level, different types of institutions are responsible for data collection, which limits the quality and completeness of the administrative data provided to Eurostat;
- Use of different legal definitions and changes in national legislation over time.

Annex III: EIGE’s Proposed Definitions

The proposed definitions of rape, femicide and intimate partner violence have been developed by EIGE with the aim of harmonisation of the definitions for statistical purposes. To do so, the definitions have been designed for mapping country data and to maximise the number of countries that could meet the definition without reservation. The definitions are most suitable to measure police-recorded offences and convictions.

The definitions are the result of a thorough review and analysis of international standards, in particular the Istanbul Convention and the ICCS tags as well as national level definitions. The proposed definitions are presented below:

Table 4: The list of proposed definitions

Forms of violence		Proposed definitions
Rape		Sexual penetration, whether vaginal, anal or oral, through the use of object or body parts, without consent, using force, coercion or by taking advantage of the vulnerability of the victim.
Femicide		The killing of a woman by an intimate partner and death of a woman as a result of a practice that is harmful to women. Intimate partner is understood as former or current spouse or partner, whether or not the perpetrator shares or has shared the same residence with the victim.
Intimate partner violence	General	Any act of physical, sexual, psychological or economic violence that occurs between former or current spouse or partner, whether or not the perpetrator shares or has shared the same residence with the victim.
	Physical violence	Any act which causes physical harm to the partner or former partner as a result of unlawful physical force. Physical violence can take the form of, among others, serious and minor assault, deprivation of liberty and manslaughter.
	Sexual violence	Any sexual act performed on the victim without consent. Sexual violence can take the form of rape or sexual assault.
	Psychological violence	Any act or behaviour which causes psychological harm to the partner or former partner. Psychological violence can take the form of, among others, coercion, defamation, verbal insult or harassment.
	Economic violence	Any act or behaviour which causes economic harm to the partner. Economic violence can take the form of, among others, property damage, restricting access to financial resources, education or the labour market, or not complying with economic responsibilities, such as alimony.

Annex IV: EIGE’s Proposed Indicators

Although indicators on violence against women have been developed in the past, few coordinated data collection processes have been put in place. The type of data collected in the Member States were examined in order to refine existing indicators and/or develop others that would better reflect measurability through existing data collection on the three forms of violence in the Member States, and comparability across Member States.

These indicators may be used for various purposes, in particular for estimating reporting rates and for monitoring or evaluating the performance of certain services. It is acknowledged that the presented indicators are only one type of indicator (output/outcome indicators measuring the number of reported incidents) and will need to be complemented and compared to other indicators (such as process indicators or other outcome indicators) to provide a full picture; for example, of the performance of administrative service in combatting violence against women. The focus of EIGE’s analysis was on **outcome indicators**, which refer to the number of reported incidents, or incidents identified or processed by a certain institution.

The developed indicators aim to establish a measure of rape, femicide and intimate partner violence through administrative sources, mostly from the police and justice sector. The list of the indicators is presented below:

Table 5: The list of proposed indicators

Form of violence		Proposed indicators
Rape		<i>Indicator 1:</i> Annual number of women victims reporting rape aged 18 years and over
Femicide		<i>Indicator 2:</i> Women victims of intimate femicide aged 18 and over committed by an intimate partner as recorded by administrative services
Intimate partner violence	General	<i>Indicator 3:</i> Annual number of women victims of intimate partner violence aged 18 and over as recorded by administrative services
	Physical violence	<i>Indicator 4:</i> Annual number of women victims of physical intimate partner violence aged 18 and over, as recorded by administrative services
	Psychological violence	<i>Indicator 5:</i> Annual number of women victims of psychological intimate partner violence aged 18 and over, as recorded by administrative services
	Sexual violence	<i>Indicator 6:</i> Annual number of women victims of sexual intimate partner violence aged 18 and over, as recorded by administrative services
	Economic violence	<i>Indicator 7:</i> Annual number of women victims of economic intimate partner violence aged 18 or over, as recorded by administrative services

Annex V: Main European and international definition elements for rape

	Lack of consent	Use of force or threat	No use of force (e.g. deceit, no requirement of resistance)	Sexual intercourse	Penetration other than vaginal	Use of an object	Use of body parts
European Sourcebook	√		With a helpless person only	√	√		
Eurostat	√			√			
Gender Equality Glossary	√	√	√	√	√	√	Implicit
EU-wide survey		√	√	√	√	Implicit	
Istanbul Convention	√			√	√	√	√
European Court of Human Rights	√		√	√	Implicit	Implicit	Implicit
CoE Parliamentary Assembly	√		√	√			
UN Statistical Guidelines on Violence against Women	√	√	√	√	√	√	√
CEDAW Committee	√	√	√	√	√		
WHO		√	√	√	√	√	√
Rome Statute's Elements of Crimes		√	√	√	√	√	√
ICTY	√	√		√	√	√	
ICCS	√	√	√	√	Implicit	Implicit	

Sources: The European Institute for Crime Prevention and Control, affiliated with the United Nations (HEUNI) (2014), *The European Sourcebook of Crime and Criminal Justice Statistics website*, 5th edition; Eurostat, Crime and criminal justice statistics, data extracted in December 2015, available at: http://ec.europa.eu/eurostat/statistics-explained/index.php/Crime_and_criminal_justice_statistics; European Institute for Gender Equality (EIGE), *Gender Equality Glossary and Thesaurus*; FRA (2014), *Violence against women: an EU-wide survey – Main results*, Luxembourg: Publications Office of the European Union; Council of Europe (2011), *Explanatory Report of the Council of Europe Convention on preventing and combatting violence against women and domestic violence*, Council of Europe Treaty Series, No. 210; ECtHR, *M.C. v Bulgaria (No 39272/98)*, judgment of 4 December 2003; Council of Europe, Parliamentary Assembly (2009), *Resolution 1691 (2009) on Rape of women, including marital rape*, 2 October; UN Department of Economic and Social Affairs (2014), *Guidelines for Producing Statistics on Violence against Women – Statistical surveys*, Statistics Division of the United Nations, New York, 2014; Committee on the Elimination of Discrimination against Women (CEDAW), *V.P.P. v Bulgaria*, 24 November 2012; International Classification of Crime for Statistical Purposes (ICCS), 2015, p. 50, available at: https://www.unodc.org/documents/data-and-analysis/statistics/crime/ICCS/ICCS_final-2015-March12_FINAL.pdf; WHO (2002), *World report on violence and health*, prepared by Krug EG et al., eds, Geneva; ICTY, Trial Chambers, *Prosecutor v Kunarac, Kovac and Vukovic*, Case No.: IT-96-23-T& IT-96-23/1-T, Judgment of 22 February 2001; International Classification of Crime for Statistical Purposes (ICCS), 2015, p. 50, available at: https://www.unodc.org/documents/data-and-analysis/statistics/crime/ICCS/ICCS_final-2015-March12_FINAL.pdf.

Annex VI: Main European and international definition elements for femicide

	Intentional killing	Based on gender	Context of continuum of violence	Position of subordination, marginalisation and risk	Killing of women by ex-partners or result of intimate partner violence	Killing of women involving sexual violence	Honour killing	Female genital mutilation related deaths	Female infanticide	Unsafe abortion related deaths	Dowry-related killings
European Parliament	√	√							√		
European Sourcebook	√										
Eurostat	√										
EIGE Glossary	√	√			√	√	√	√			√
Council of Europe Parliamentary Assembly	√	√	√	√	√						
Vienna Declaration on Femicide	√	√			√		√	√	√		√
WHO	√	√	√	√	√	√	√				√
Special Rapporteur on Violence against Women	√	√	√	√	√		√	√	√	√	√
UN High Commissioner for Human Rights	√	√			√	√		√			
ICCS	√										

Sources: European Parliament, *European Parliament resolution of 8 October 2013 on Gendercide: the missing women?*, 2012/2273(INI), adopted on 8 October 2013; HEUNI (2014), *The European Sourcebook of Crime and Criminal Justice Statistics*, 5th edition; Eurostat, *Crime and criminal justice statistics*, data extracted in December 2015, available at: http://ec.europa.eu/eurostat/statistics-explained/index.php/Crime_and_criminal_justice_statistics; WHO (2012), *Understanding and addressing violence against women, Femicide*, WHO/RHR/12.38; EIGE, *Gender Equality Glossary and Thesaurus, Femicide* UN Economic and Social Council, Commission on Crime Prevention and Criminal Justice Twenty-second session Vienna (2013), *Vienna Declaration on Femicide*, 1 February 2013; UN Human Rights Council (2012), *Report of the Special Rapporteur on Violence against Women, its causes and consequences*, prepared by Rashida Manjoo, A/HRC/20/16, 23 May 2012; International Classification of Crime for Statistical Purposes (ICCS), 2015, p. 50, available at: https://www.unodc.org/documents/data-and-analysis/statistics/crime/ICCS/ICCS_final-2015-March12_FINAL.pdf.

Annex VII: Main European and international definition elements for intimate partner violence

	Definition of intimate partner violence	Intimate partner violence covered within scope of domestic violence	Specific components of intimate partner violence definition				
			Physical violence	Sexual violence	Psychological and emotional violence	Controlling behaviour	Economic coercion
EIGE Gender Equality Glossary	√		√	√	√		√
EIGE (study on administrative sources)	√		√	√	√		√
EU-wide survey (2014 violence against women survey)		√					
Istanbul Convention & Explanatory Report		√	√	√	√		√
WHO	√		√	√	√	√	
UNODC		√	√	√			
UNICEF		√	√	√	√	√	
World Bank	√		√	√	√		
UN Guidelines for producing statistics on Violence against Women	√		√	√	√	√	

Sources:

FRA (2014), [Violence against women: an EU-wide survey – Main results](#), Luxembourg: Publications Office of the European Union; Council of Europe (2011), [Explanatory Report of the Council of Europe Convention on preventing and combatting violence against women and domestic violence](#), Council of Europe Treaty Series, No. 210; WHO (2002), [World report on violence and health](#), prepared by Krug EG et al. (eds), Geneva; UN Department of Economic and Social Affairs (2014), [Guidelines for Producing Statistics on Violence against Women – Statistical surveys](#), Statistics Division of the United Nations, New York, 2014; UNODC (2014), [International classification of crimes for statistical purposes, Principles – Structure – Application](#), August 2014; Committee on the Elimination of Discrimination against Women (CEDAW), [V.P.P. v Bulgaria](#), 24 November 2012; UNICEF Innocenti Research Centre (2000), [Domestic violence against women and girls](#), No. 6, June 2000.

Annex VIII: Conclusions of the overview of EU, international and national definitions of rape, femicide and intimate partner violence

Femicide

International sources often include long lists of types of femicide. The different definitions and classifications used in the conceptualisation of femicide often complicate the collection of data and the comparison of prevalence ^(xiv).

At European level, it is only EIGE's Gender Equality Glossary that provides a meaningful definition of femicide, including intimate partner femicide, honour and other harmful-practice-related killings and targeted killing of women and girls in the context of armed conflict ^(xv).

In most Member States' legal definitions, intentional killing is present, although usually limited to the killing of the person (homicide) rather than referencing gender-based motives. Several Member States provide for aggravating circumstances in cases of gender motivated killing, killing by a partner or spouse, or death in the context of intimate partner violence.

While most Member States' definitions do not include gender aspects of killing, all Member States collect data on the sex of homicide victims. Twenty-three Member States provide homicide data disaggregated by victim-perpetrator relationship, which can provide a useful basis for femicide data.

Data on intentional homicide disaggregated by the sex of the victim is available for 21 Member States (BG, CZ, DE, EE, EL, ES, FR, HR, IT, CY, LV, LT, LU, HU, MT, NL, AT, PL, SI, FI, UK), with data available on women victims in 18 Member States (BG, CZ, DE, EE, EL, ES, HR, IT, CY, LV, LT, HU, MT, NL, AT, SI, FI, UK). Most Member States' data also includes manslaughter ^(xvi). Data on intentional homicide disaggregated by relationship (intimate partner) is available in 12 jurisdictions (CZ, ES, HR, IT, LV, LT, MT, NL, SI, FI, UK_E&W, UK_SC) ^(xvii).

Rape

A number of debates exist regarding the various elements within definitions of rape; in particular: the forms rape can take, the body parts involved, the use of an object or not, and how the lack of consent is expressed. The elements 'lack of consent' and 'use of force' seem to be central to the definition of rape ^(xviii). However, definitions differ in their requirement to demonstrate the use of force, with 'coercive circumstances' being sufficient in some cases, but not in others (See Annex VI).

At international level, the International Criminal Tribunals and Rome Statute's Elements of Crimes provide the most comprehensive coverage of the elements of rape, and consider consent to be the most important component. Accordingly, consent must be given voluntarily, 'as a result of the victim's free will, assessed in the context of the surrounding circumstances' ^(xix). The ICCS, on the other hand, distinguishes between rape with force and rape without force (See Annex VI). The Istanbul Convention does not refer to the use of force within its definition but, rather, focuses on the lack of consent in engaging in sexual penetration ^(xx).

One of the challenges in defining rape lies in the boundary between rape and other forms of sexual violence. Some acts (such as the use of objects or body parts and abuse related to orifices other than vaginal) are considered to be sexual abuse under some definitions, and rape under others.

Vaginal intercourse and lack of consent are explicitly or implicitly covered by all 28 Member States' definitions. Other components frequently covered by national rape definitions include: use of force (27 Member States), taking advantage of vulnerabilities (21 Member States), anal penetration (24 Member States), use of an object (20 Member States), and use of other body parts (20 Member States).

Intimate partner violence

The term intimate partner violence is not systematically defined at international level and is often described as falling within the scope of domestic violence (See Annex VIII); for example the Istanbul Convention provides a comprehensive definition of 'domestic violence' ^(xxi).

The WHO has put forward the most comprehensive definition of intimate partner violence. Its definition includes physical, sexual, and emotional abuse, as well as controlling behaviours, and provides examples of the types of indicators for each element. While the WHO recognises the psychological element to intimate partner violence, its

research on prevalence examines only the physical and sexual aspects, on the basis that there are no agreed standard measures of emotional/ psychological partner violence. Such agreement, together with a definition of psychological/emotional abuse/violence would greatly facilitate collation and comparison of data.

The Istanbul Convention Explanatory Report and the Gender Equality Glossary also add economic violence as an indicator of intimate partner violence, although there is little systematic data to measure this.

The components of physical, psychological and sexual violence are present in the majority of Member States' definitions of intimate partner violence/domestic violence, while the component of economic violence is covered by half of the Member States' definitions.

A wide range of acts fall within the scope of physical, psychological and sexual violence, with a number of acts common to the majority of Member States, e.g. sexual violence is understood to cover sexual assault in at least 22 Member States, and rape in at least 20 Member States.

Annex IX: The Council of the European Union Indicators on Violence Against Women

Category	Indicators on domestic violence against women	Scope of the indicator	
I. Profile of female victims of violence	The number of female victims of domestic violence	Indicators that can facilitate an evaluation of the implementation of the Beijing Platform for Action and that can help to raise awareness	
	Background information on the female victims		
II. Profile of male perpetrators	The number of male perpetrators involved in domestic violence		
	Background information on the perpetrator		
III. Victim support	Types of victim support		Indicators that can promote the exchange of best practice
IV. Measures addressing the male perpetrator to end the circle of violence	Measures addressing the male perpetrator to end the circle of violence		
V. Training of professionals	Type of training		
	Target groups		
VI. State measures to eliminate domestic violence against women	Legislation and justice		
	Survey and projects		
	Policy		
	Awareness raising/preventative measures		
	Budget		
VII. Evaluation	Progress made	Indicators that can help to evaluate the measures used in achieving the goal, including policy measures	
	Lessons learned		

Endnotes

- i United Nations Office on Drugs and Crime (2015), [International Classification of crime for statistical purposes \(ICCS\)](#), March 2015.
- ii World Health Organization (2016), [Female genital mutilation factsheet](#).
- iii Eurostat does compile data that is relevant to intimate partner violence in the form of attempted intentional homicide, assault (sexual and physical), rape and kidnapping, though no breakdowns are available for these offences.
- iv It is recognised that not all femicides are from intimate partners and not all intimate partner homicides are necessarily femicides. However, due to the high amount of women homicide in the hands of intimate partners, ELGE takes the approach that element of femicide can be considered present.
- v Leye, E., Mergaert, L., Arnaut, C., O'Brien Green, S. (2014), [Towards a better estimation of prevalence of female genital mutilation in the European Union: interpreting existing evidence in all EU Member States](#), University of Gent, p. 114.
- vi Ibid, p. 115.
- vii Ibid, p. 115.
- viii Ibid, p. 116.
- ix Ibid, p. 110.
- x Ibid, p. 116.
- xi Eurostat, [Crime and criminal justice, Reference Metadata](#), Section 16. Comparability.
- xii '(...) means that where more than one offence is committed at the same time by the same perpetrator (s), only the most serious offence is recorded. For example, where it appears that a homicide and robbery have been committed simultaneously, under a principal offence rule, only the most serious offence –the homicide– would be recorded in crime statistics' Eurostat (2016), [Crime and Criminal Justice Statistics – Methodological guide for users](#), p 34.
- xiii FRA (2014), [Violence against women: an EU-wide survey. Main results report](#). According to the survey results, 80 % of victims indicated that even the most serious incident of intimate partner violence did not come to the attention of the police (that is, victim did not report it nor did anyone else).
- xiv The Istanbul Convention does not cover femicide, the killing of women, or homicide, and does not, therefore, provide any input towards a definition of femicide. The GREVIO questionnaire, however, requests those states who are party to the Convention to provide data on the deaths and attempted murders of women.
- xv [European Institute for Gender and Equality \(EIGE\), Gender Equality Glossary and Thesaurus, Femicide](#).
- xvi According to Eurostat (2015), homicide is defined as intentional killing of a persona, including murder, manslaughter, euthanasia, and infanticide. Eurostat (2015), Annex A, Statistics on crime and the criminal justice system: Offence definitions and explanatory notes for countries unable to meet the standard definitions, updated 25 May 2016, p. 4.
- xvii Eurostat Database, [Crime and criminal justice data](#).
- xviii Human Rights Council (2008), [Report of the Special Rapporteur on violence against women, its causes and consequences, Indicators on violence against women and State response](#), prepared by Yakin Ertürk, 29 January, p. 11.
- xix International Tribunal for the Prosecution of Persons Responsible for Serious Violations of International Humanitarian Law Committed in the Territory of the Former Yugoslavia since 1991 (ICTY) (2001), [Trial Chambers, Prosecutor v. Kunarac, Kovac and Vukovic](#), Case No.: IT-96-23-T& IT-96-23/1-T, Judgment of 22 February 2001, para 460.
- xx Article 36 of the Council of Europe (2011), [Convention on preventing and combatting violence against women and domestic violence](#), Council of Europe Treaty Series - No. 210, Istanbul, 11 May 2011.
- xxi Article 3 (b), Council of Europe (2011), [Explanatory Report to the Council of Europe Convention on preventing and combatting violence against women and domestic violence](#), May, Istanbul.