

Gender-based violence

# **EIGE's indicators on intimate partner violence, rape and femicide**

**Recommendations to improve data quality, availability and comparability**

# Acknowledgements

This report is part of the work of the European Institute for Gender Equality (EIGE) on the collection of administrative data on violence against women.

EIGE conducted the first administrative data collection on intimate partner violence, rape and femicide in 2018–2020. The analysis of the data collection results and the drafting of recommendations to improve data availability and comparability were carried out by GOPA Luxembourg, SARL, between July 2019 and November 2020. The main authors of the report are Michael Jandl and Maria Giuseppina Muratore. The project was managed by EIGE's gender-based violence team – Cristina Fabré Rosell, Jurgita Pečiūrienė, Sophia Lane, Agata Szypulska, Eleonora Esposito and Nina Guibere – supported by other colleagues from EIGE, including

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This report is accompanied by further publications on data collection on violence against women. These resources can be found on EIGE's website (<https://eige.europa.eu/gender-based-violence>).

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# **EIGE's indicators on intimate partner violence, rape and femicide**

## **Recommendations to improve data quality, availability and comparability**

# Abbreviations

## EU Member State codes

<b>BE</b>	Belgium
<b>BG</b>	Bulgaria
<b>CZ</b>	Czechia
<b>DK</b>	Denmark
<b>DE</b>	Germany
<b>EE</b>	Estonia
<b>IE</b>	Ireland
<b>EL</b>	Greece
<b>ES</b>	Spain
<b>FR</b>	France
<b>HR</b>	Croatia
<b>IT</b>	Italy
<b>CY</b>	Cyprus
<b>LV</b>	Latvia
<b>LT</b>	Lithuania
<b>LU</b>	Luxembourg
<b>HU</b>	Hungary
<b>MT</b>	Malta
<b>NL</b>	Netherlands
<b>AT</b>	Austria
<b>PL</b>	Poland
<b>PT</b>	Portugal
<b>RO</b>	Romania
<b>SI</b>	Slovenia
<b>SK</b>	Slovakia
<b>FI</b>	Finland
<b>SE</b>	Sweden

## Frequently used abbreviations

<b>EIGE</b>	European Institute for Gender Equality
<b>EU</b>	European Union
<b>ICCS</b>	International Classification of Crime for Statistical Purposes
<b>IPV</b>	intimate partner violence
<b>UNODC</b>	United Nations Office on Drugs and Crime

## Other country codes

<b>UK EAW</b>	United Kingdom – England and Wales
<b>UK NI</b>	United Kingdom – Northern Ireland
<b>UK SCT</b>	United Kingdom – Scotland

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# Executive summary

This document provides recommendations to the Member States of the European Union and the United Kingdom to improve the quality, availability and comparability of data on intimate partner violence (IPV) against women, based on a thorough review of the work on the 13 police and justice indicators carried out by the European Institute for Gender Equality (EIGE) since 2017. Key recommendations are provided for all 13 indicators proposed by EIGE, with more specific recommendations formulated for the following indicators.

- **Indicator 1.** Annual number of women (aged 18 and over) victims of IPV committed by men (aged 18 and over), as recorded by police.
- **Indicator 2.** Annual number of reported offences related to IPV against women committed by men (aged 18 and over).
- **Indicator 4.** Annual number of women (aged 18 and over) victims of physical IPV committed by men (aged 18 and over), as recorded by police.
- **Indicator 9.** Women victims of intimate partner femicide (aged 18 and over) committed by a male intimate partner (aged 18 and over), as a share of the women victims of homicide (aged 18 and over).

These indicators were selected based on their planning and monitoring policy relevance and on data availability and completeness.

High-quality administrative data that is available and comparable is key to understanding the scale of IPV in the EU and monitoring progress on tackling it. For these purposes, data needs

to be disaggregated into crimes committed against intimate partners and those committed against other categories of victims. The development of a comparable system for classifying and counting crimes against intimate partners is therefore crucial and will be promoted as a matter of priority.

There is a general lack of detailed information across Member States on victims (sex of victim, age of victim) and victim–perpetrator relationship (at least for IPV, if not domestic violence) in police data and especially in justice data. Therefore, to ensure the feasibility of developing a comparable system, it is important that certain requirements for data collection be prioritised and others relaxed.

In order to promote comparable data collection, it is important to address the issue of the rules and units used in counting. The question of how to treat multiple offences is especially important, namely whether to count all offences or only the most serious offence. Recording repeat offences as a single offence can be problematic, as it limits data on repeated victimisation.

In criminal justice statistics, attrition and conviction rates are important benchmarks. According to the various legal requirements, data on the conviction rates for IPV should be central to data collection, which requires comparable categories, counting units and counting rules.

The prioritisation of certain EIGE's indicators in these recommendations is based on the following guiding principles: (i) theoretical and data consistency considerations, (ii) policy relevance and (iii) data availability.

# 1. Challenges and possible solutions to improve data quality, availability and comparability for all police indicators

Achieving comparability of data and harmonisation of data sources is the main challenge in compiling EU-level statistics on crime and criminal justice. This is mainly due to different legal systems and penal laws across Member States, and the resulting different offence categories reflected in national crime classifications and statistical indicators on criminal offences. The development, endorsement and ongoing implementation of the International Classification of Crime for Statistical Purposes (ICCS) has started to bring harmonisation and standardisation to crime statistics. Any common standards that have been implemented are, however, limited to definitions and categorisations of offences. A persistent problem with offence definitions is that national crime statistics in the EU Member States are still organised according to the

structure of the national penal law or criminal code. Some jurisdictions are unable to align their national data with ICCS categories, as ICCS correspondence tables have not been prepared or have not yet been implemented in national data collection systems.

In the absence of a systematic and standardised method of data collection for administrative data on IPV, close alignment of IPV data collection on regular crime statistics collected by Eurostat and the United Nations Office on Drugs and Crime (UNODC) with established data collections is important.

EIGE's indicators on IPV, femicide and rape for the police and justice sectors are shown in Table 1.

**Table 1. EIGE's indicators on intimate partner violence, femicide and rape for the police and justice sectors**

Competent authority	No	Indicator
Police	1	Annual number of women (aged 18 and over) victims of intimate partner violence committed by men (aged 18 and over), as recorded by police
	2	Annual number of reported offences related to intimate partner violence against women committed by men (aged 18 and over)
	3	Annual number of men (aged 18 and over) perpetrators of intimate partner violence against women (and percentage of male population that are perpetrators)
	4	Annual number of women (aged 18 and over) victims of physical intimate partner violence committed by men (aged 18 and over), as recorded by police
	5	Annual number of women (aged 18 and over) victims of psychological intimate partner violence committed by men (aged 18 and over), as recorded by police
	6	Annual number of women (aged 18 and over) victims of sexual intimate partner violence committed by men (aged 18 and over), as recorded by police
	7	Annual number of women (aged 18 and over) victims of economic intimate partner violence committed by men (aged 18 and over), as recorded by police

Competent authority	No	Indicator
Police	8	Annual number of women (aged 18 and over) victims reporting rape committed by men (aged 18 and over), as recorded by police
	9	Women victims of intimate partner femicide (aged 18 and over) committed by a male intimate partner (aged 18 and over), as a share of the women victims of homicide (aged 18 and over)
Justice	10	Annual number of protection orders applied for and granted in cases of intimate partner violence against women, by type of court
	11	Annual number of men (aged 18 and over) prosecuted for intimate partner violence against women
	12	Annual number of men (aged 18 and over) sentenced for intimate partner violence against women
	13	Annual number of men (aged 18 and over) sentenced for intimate partner violence against women held in prison or with a sanction involving a form of deprivation of liberty

## 1.1. Counting units and counting rules

The counting units (units of measurement) used by the jurisdictions have an important impact on data comparability and are highly variable. The two most commonly used counting units for police data are the number of offences reported to the police and the number of victims. Many jurisdictions use either 'victims' or 'offences' in their data collection, but not both. Only a few jurisdictions – Czechia, Cyprus, Latvia and Finland – were able to provide data for the correct counting unit for both 'victims' and 'offences'. Some jurisdictions, for example Bulgaria and Malta, use 'cases' as counting units for some indicators. Analysis of various EU-level data collections on crime and criminal justice indicators shows that at Member State level data on police-recorded offences is generally more widely available than data on persons (victims or perpetrators) (EIGE, 2021a).

Recording practices differ considerably between jurisdictions. Recording practices and counting rules are important considerations in administrative statistics, especially in IPV cases, where violence typically recurs. The ways in which offences, victims and perpetrators are counted fundamentally impacts data comparability. For example, if a victim reports being raped multiple times by the same perpetrator (not an unlikely scenario, especially in marital rape or other intimate partner rape), one jurisdiction may count the offence multiple times, while another may count only a single offence per victim. If, on the other hand,

a jurisdiction systematically records one offence for each female victim, data for the counting unit 'offence' could be comparable to those of jurisdictions reporting data for the counting unit 'victim'. It is therefore important that the counting rules applied in producing data for all counting units are collected in the metadata.

Standard tools and best practices for collecting and assessing the counting rules used to produce crime and criminal justice data already exist at international and European levels. Some information on the use of a principal offence rule, counting of multiple or serial offences of the same type, counting of multiple or serial offences by the same person, and multiple counting of the same person by Member States can be found in the annual Eurostat crime and criminal justice data collection (Eurostat, n.d.).

The 2018 *Recommendations for the EU to improve data collection on intimate partner violence* recommend promoting the counting of multiple or serial offences of the same type as two or more offences (instead of a single offence) (EIGE, 2018). This recommendation remains particularly relevant for Member States whose definition of IPV is based on repeated violence, as any Member State that counts serial offences as a single offence under-reports the extent of these offences. In calculating EIGE indicator 1 (annual number of women victims of IPV), EIGE indicator 2 (annual number of reported offences of IPV against women) and EIGE indicator 3 (annual number of men perpetrators of IPV), Member States should take care that no double count-



ing occurs. This requires a system that ensures that victims experiencing multiple forms of violence are counted only once in the total. If this is not possible, then an alternative counting system should be applied, such as using a principal offence rule with an established hierarchy (see Section 2.2.2, 'Principal offence rule').

## 1.2. Offences

To ensure better availability and comparability of data, Member States are encouraged to actively engage in the ICCS implementation process, to create national working groups and to follow the recommendations of UNODC, particularly the national-level roadmap to implement the ICCS, endorsed by Eurostat in the 2017 edition of the EU guidelines for the ICCS (Eurostat, 2017). Together with the roadmap and other explanations of the ICCS, the EU guidelines for the ICCS include a translation of ICCS offence category titles into all official EU languages, and they are thus a valuable resource for all Member States. In 2018, Eurostat published a second booklet on the ICCS, with a focus on monitoring EU crime policies using the classification framework (Eurostat, 2018).

Implementation of the ICCS – specifically, the mapping of national crime classifications or national criminal codes to the ICCS – is necessary to conduct a full assessment of the national offence definitions used for the aggregation of data reported for populating EIGE's indicators. This assessment includes but is not limited to checking if a specific IPV offence needs to be defined to produce data or if a specific domestic violence offence exists. Currently, the assessment of the victim–perpetrator relationship appears to be conflated with the assessment of offence definitions. These assessments need to be clearly divided, and a separate assessment of the victim–perpetrator relationship is already in the process of implementation (see Section 2.3, 'Victim–perpetrator relationship').

In its 2018 recommendations, EIGE developed a mapping of ICCS offence categories that could fall within the scope of IPV according to IPV sub-

categories (EIGE, 2018). The IPV subcategories used for that mapping exercise are broadly consistent with the types of violence recorded in EIGE's indicators 4, 5, 6, 7 and 9.

### 1.2.1. International Classification of Crime for Statistical Purposes mapping

In 2018, EIGE published methodological work and recommendations on offence categories (EIGE, 2018). However, some minor inconsistencies still need to be resolved to include additional criminal offences in the EU data compilation process and thus provide more valuable information on IPV. Offence 02022, 'Deprivation of liberty', is listed under physical violence, along with 020222, 'Illegal restraint', and 020229, 'Other deprivation of liberty', with a footnote addressing the ongoing discussion as to where these offences are best placed. These last two offences are also already included in 02022, 'Deprivation of liberty', and therefore do not need to be listed individually.

To better define and code specific forms of IPV, such as psychological and economic violence, a thorough debate on mapping additional ICCS categories is needed. In the overview of offences that could fall within the scope of IPV under the ICCS (EIGE, 2018), ICCS category 0401, 'Robbery', defined as 'unlawfully taking or obtaining property with the use of force or threat of force against a person with intent to permanently or temporarily withhold it from a person or organisation', is not included. However, in the context of former partners in particular, theft with the use or threat of force is highly relevant. With the ICCS definition applied, robbery is defined as the theft of personal property (reported as 'Theft' in the category of economic violence) through the application of physical force (reported as 'Assault' in the category of physical violence) or the threat of physical force (reported as 'Threat' in the category of psychological violence).

The primary question for Member States is how to determine the indicator under which robberies should be included. Robbery can be interpreted as an economic crime and as an act that causes harm as a result of the use or threat of

force. Any decision on the type of violence that robbery is classified as is further complicated by the possibility that Member States may not be able to distinguish robberies involving the use of force from robberies involving the threat of force in their aggregated data. To harmonise the recording of robbery across Member States, it would be useful to agree if robbery within an intimate partner relationship should be recorded as physical violence only, and not as economic or psychological violence.

Robbery and its categorisation were a recurring subject of discussion in Member State joint meetings on the types of IPV incorporated into indicators 4–7. Member States have asked for additional guidance on which indicator to use to report offences encompassing multiple forms of violence. For example, some Member States are concerned about their ability to populate indicator 4 (annual number of women victims of physical IPV), as both physical and psychological harms are incorporated in physical and sexual violence offences in their criminal codes. In the absence of a specific offence or definition, countries take a statistical approach, using data on different offences such as assault and battery to create the ‘physical violence’ category. But boundaries between different forms of violence against women may be unclear, and some Member States combine psychological violence and sexual offences, as in the case of sexual harassment (1).

The identification of all relevant offence categories for the correct types of violence remains the main challenge for inclusion of the correct offences. Because boundaries between different forms of violence might be unclear, it is recommended that Member States continue their work to implement the ICCS and harmonise their national offence classifications or crime statistics with its codes and definitions.

### 1.2.2. Principal offence rule

This discussion touches on a fundamental decision in crime statistics: the application of the ‘principal offence rule’ (i.e. in cases where more than one offence is committed at the same time by the same perpetrator, only the most serious offence is recorded). For example, where it appears that a homicide and a robbery have been committed simultaneously, the principal offence rule would mean that only the most serious offence – the homicide – would be recorded in crime statistics. Therefore, figures in jurisdictions counting every offence would generally be higher than figures in jurisdictions applying the principal offence rule (Eurostat, 2016). As highlighted by Walby, ‘The implication of [applying the principal offence rule] on domestic violence/intimate partner violence data collection is that some forms of violence, i.e. psychological violence, may not [be] recorded if it is committed at the same time with other incidents that are considered to be more severe’ (European Parliament, 2020, p. 25). Consequently, it is preferable not to use the principal offence rule when recording crime data, such that every chargeable offence committed in the same instance is recorded as a separate offence. This detailed recording of crimes is also in the spirit of the ICCS, in which ‘the description of the criminal offence is provided in terms of the behaviour shown by the perpetrator(s) of a crime’ (UNODC, 2015), which can be understood as meaning that any (criminal) behaviour that is punishable by law constitutes a separate offence.

#### Principal offence rule

The principal offence rule gives priority to the most serious offence and disregards the others, statistically speaking. Jurisdictions that apply the principal offence rule are BG, DE, FR, HR, CY, MT, NL, PT, SK, UK EAW and UK SCT.

(1) A detailed analysis of the offences included in each form of IPV can be found in the report *Current state of play in populating intimate partner violence, rape and femicide indicators* (EIGE, 2021a).

### 1.2.3. Dedicated offences for intimate partner violence

Data on all IPV can be captured without the creation of a dedicated law on violence against women, domestic violence or IPV. If police recording tools and recording systems are able to capture the minimum disaggregated data – primarily the victim–perpetrator relationship (see Section 2.3) – data can be produced that is compatible with the requirements of EIGE’s indicator definitions. Similarly, femicide does not have to be defined as a separate offence in order for Member States to collect data and fulfil the data requirements of EIGE’s indicator 9 (EIGE, 2021e). Flagging intentional homicides as IPV through the recording of the victim–perpetrator relationship allows for the femicide indicator to be populated without any changes to existing penal laws or the introduction of a new offence category.

For example, in Czechia, there is no definition of IPV in the national legislation. The definition of domestic violence (‘abuse of a person living in a common dwelling’) covers all forms of violence among those living in the same household, including within intergenerational relationships. However, the data collected under this legislation is disaggregated by the victim–perpetrator relationship, and it is therefore possible to populate the indicators with data on violence between intimate partners without a specific legal offence capturing IPV <sup>(2)</sup>. Rather, that can be done solely through the collection of data to disaggregate all occurrences of domestic violence into those reported for EIGE’s IPV indicators and those associated with intergenerational violence.

As in Czechia, the case of Poland shows that it can be counterproductive for capturing the full phenomenon of IPV if a domestic violence offence with a limited scope (e.g. cohabiting cou-

ples) is created. In Poland, the law does not cover non-cohabiting intimate partnerships, and thus data covering all intimate partner categories is not captured. When domestic violence is used as the offence (e.g. in Bulgaria, Greece and Cyprus), the metadata must explain the forms of domestic relationships included and whether or not IPV can be separated from other forms of domestic violence. If intimate partner relationships cannot be separated from other domestic relationships (e.g. as is the case in Cyprus and Austria), any data produced on domestic violence offences is not compatible with EIGE’s indicator definitions.

## 1.3. Victim–perpetrator relationship

Identifying an intimate partner relationship between the victim and the perpetrator is the main challenge in achieving data comparability for all EIGE’s indicators, as many jurisdictions only collect data according to broad definitions of domestic violence instead of IPV. For some Member States, the challenge lies in the systematic recording of this information, including difficulties with the precise meaning of the term ‘relationship’. Figure 1 shows the availability of Member State data on the victim–perpetrator relationship in relation to EIGE’s indicators.

For indicator 1 (annual number of women (aged 18 and over) victims of IPV committed by men (aged 18 and over), as recorded by police), only 44 % of Member States <sup>(3)</sup> are able to accurately provide the victim–perpetrator relationship component, while 26 % <sup>(4)</sup> consider domestic relations to include both intimate and family relations, and do not distinguish between the two. For the number of victims of intimate partner femicide (indicator 9), 61 % of jurisdictions <sup>(5)</sup> can accurately provide the victim–per-

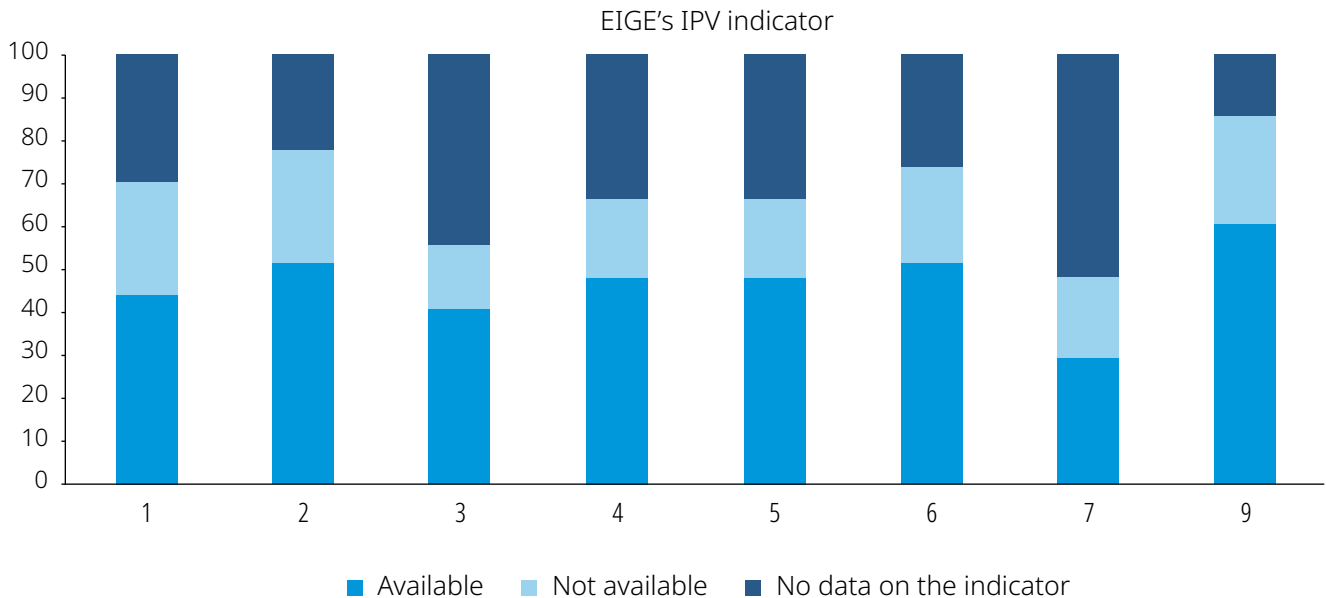
<sup>(2)</sup> Czech statistics include only persons living in the same household, while intimate partners not living in the same household are excluded. A refinement of the intimate partner categories used for statistical data production is recommended.

<sup>(3)</sup> Twelve jurisdictions: Czechia, Germany, Estonia, France, Croatia, Latvia, Lithuania, Malta, Romania, Slovenia, Finland and the United Kingdom (Scotland).

<sup>(4)</sup> Seven jurisdictions: Bulgaria, Greece, Cyprus, Austria, Poland, the United Kingdom (England and Wales) and the United Kingdom (Northern Ireland).

<sup>(5)</sup> Seventeen jurisdictions: Czechia, Germany, Spain, France, Croatia, Italy, Latvia, Lithuania, Malta, the Netherlands, Slovenia, Slovakia, Finland, Sweden and all three UK jurisdictions.

**Figure 1. Percentage distribution of victim–perpetrator relationship data availability in Member States among indicators for the police sector**



petrator component. Only three Member States do not distinguish an intimate partner relationship between the victim and the perpetrator, but instead consider domestic relations, which include both intimate and family relations. Four Member States include all relations (any relation that can be established between the victim and the perpetrator, for example work relationship, neighbour, acquaintance, including domestic or intimate partner relations) (EIGE, 2020).

Some Member States record the relationship status between the victim and the perpetrator in an open text format (e.g. Denmark and Lithuania). In some countries, while the predefined categories used are suitable, their recording is neither mandatory nor systematic (e.g. in Estonia and Latvia). In Ireland, while the recording system has a specific field to collect information on the relationship between the victim and the perpetrator, these relationship categories are not well defined and there are around 70 relation-type categories to select from when taking a complaint report. In Sweden, the victim–perpetrator relationship is recorded, except for sexual offences and homicides. In Germany, data on police indicators is for partner violence, with no further detail on the relationships covered (e.g. ex-partners). In Czechia, information on IPV is not recorded when intimate partners do not live in a common dwelling. In Austria,

police data distinguishes only limited types of relationships: family relationship in the same household, family relationship not in the same household, acquaintance, acquaintance by chance, unknown and no relationship. In Slovakia, intimate relationship types are limited to married or cohabiting. Luxembourg is able to provide data only for all domestic relationships (i.e. data on domestic violence without disaggregating the relationships between victims and perpetrators). France can provide data for intimate partners, but this is limited to current or former cohabiting partners. Denmark’s data on the victim–perpetrator relationship is not yet available, as the police system for recording this information has not yet been fully implemented. Danish police crime data on the victim–perpetrator relationship is displayed as (i) tags or (ii) open text. There are many tags to select from, and their use is not mandatory. In addition, the Danish police may not have the relevant information to use the tags, as the perpetrator is not obliged to disclose their relationship with the victim. In future, Denmark plans to record specific victim–perpetrator relationship data following the Finnish model.

In Finland, the relationship between the complainant and the suspect is not recorded by the police but established using register data from Statistics Finland. This method is not rec-

ommended, as relationships are more dynamic than annual register data.

These differences in national recording and reporting standards are well known, with many already addressed in EIGE's 2018 *Recommendations for the EU to improve data collection on intimate partner violence*. The report observed that, in most Member States, there is no systematic recording of the relationship between the victim and the perpetrator, even for crimes directly related to IPV in the legislation. The recording method for this variable is often a non-mandatory text box, which results in inconsistencies in the information collected by the police, within and between Member States, and inaccuracies in the number of IPV cases recorded (EIGE, 2018).

One possible solution to the patchwork of victim–perpetrator relationship data collection in Member States is to develop standardised predefined EU victim–perpetrator relationship categories. These categories would then be used by police and criminal justice authorities, as well as national statistical organisations, to improve data collection and make data comparable at EU level. These relationship categories would also be used to aggregate statistical indicators at national level when reporting data at EU level.

The ICCS proposes a statistical framework of 17 relationship categories, of which six could be aggregated into a category for intimate partners.

UNODC (2015) outlines the six lowest-level intimate partner categories proposed by the ICCS:

- current spouse,
- current cohabiting partner,
- current non-cohabiting partner,
- former spouse,
- former cohabiting partner,
- former non-cohabiting partner.

If necessary, these lowest-level categories could be further disaggregated and refined into more

suitable categories to capture the range of possible relationship types when creating standardised predefined EU victim–perpetrator relationship categories.

For Member States that do not have predefined categories of intimate partners, these relationship categories could serve as variables in operational data recording and data management systems. They could be implemented as categories for police complaint reports recording incidents brought to the attention of the police, as well as in police data management and statistical reporting systems to aggregate data produced by police and other relevant criminal justice institutions. Depending on the format of police reports, tick-boxes listing the standardised predefined European victim–perpetrator relationship categories could be used to quickly, efficiently and systematically record the victim–perpetrator relationship. The necessary changes would therefore need to be made to existing data recording systems. These relationship categories would help Member State policymakers and researchers to better understand IPV and thus to design policies and/or strategies to address the phenomenon.

Member States with predefined victim–perpetrator relationship categories already in place could provide input into how to expand the ICCS categories to achieve meaningful coverage of all possible scenarios in the EU context. Best practice examples should be identified to drive this development work. Those Member States not considered to implement best practices would need to ensure comparability by mapping the existing national categories to the proposed predefined EU victim–perpetrator relationship categories, ensuring universal coverage of existing national categories.

Following the establishment of predefined EU victim–perpetrator relationship categories, these categories would be used in day-to-day police operations and to generate statistical data from operational police data recording and data management systems.

If only aggregated data is available for all relationships in the domestic sphere (as is the case in Bulgaria, Greece, Italy, Luxembourg,

Malta, Austria, Poland and Portugal), it is recommended that the police start collecting data on the victim–perpetrator relationship for all offences. Irrespective of the legislation on domestic violence, it is recommended that the recording of victims’ information, including the victim–perpetrator relationship, be made mandatory, universal and systematic in a structured data field for all offences (as in Belgium, Bulgaria, Denmark, Estonia, Ireland, Greece, Spain, France, Italy, Latvia, Lithuania, the Netherlands, Romania, Slovenia, Finland and Sweden) and in all circumstances, not limited to the domestic sphere (as is the case in Czechia and France).

#### **1.4. Sex of the victim, age of the victim, sex of the perpetrator and age of the perpetrator**

The age threshold for the proposed indicators was set at 18 years. According to Eurostat’s metadata on crime statistics, the age threshold for adults is more harmonised across Member States than that for juveniles (Eurostat, 2016).

In contrast with administrative data, victimisation surveys capture both criminal incidents reported to the police and those not reported to the police and thus have the potential to uncover crimes that are less frequently reported or recorded (Eurostat, 2016). Such surveys reveal IPV as one of the most under-reported crimes. Survey results show that more than one in five women aged 15 years and over who have been in a relationship have experienced physical and/or sexual violence by an intimate partner in their lifetime. However, only

one third of victims of IPV contacted either the police or some other organisation, such as a victim support organisation, following the most serious incident of violence (European Union Agency for Fundamental Rights, 2015). Thus, only the relatively small proportion of IPV incidents that become known to and are recorded by the police are reflected in the administrative data collected on IPV and used to populate EIGE’s indicators.

With the exception of homicide, administrative data does not capture the full extent of IPV incidents and are thus not a reliable measure of the prevalence of the phenomenon. However, administrative data does provide information on the kinds of victims who report IPV to the authorities. For IPV in particular, it is essential to capture the entire ever-partnered population, which extends well below the age threshold of 18 years set in the indicators.

It is recommended that information on all victims and on the victim–perpetrator relationship be recorded in all national databases (as is the case in Belgium, Germany, Cyprus, Latvia and Lithuania). These databases need to be adapted to hold information on the victim and victim–perpetrator relationship categories to produce meaningful data on IPV. It is further recommended that statistical categories, such as the sex and age of the perpetrator and the victim, be harmonised across offence categories (as is the case in Denmark, Greece, Spain, France and Austria).

To gain more insight into the specific populations at risk, it is recommended that data on the sex and age of the victim and the perpetrator is systematically collected and used to populate the relevant indicators.

## 2. Recommendations to improve data quality, availability and comparability for EIGE's indicators

Based on a detailed review of the data and metadata collected on the 13 indicators of administrative data on IPV, rape and femicide (see Table 1), and meetings, discussion and further feedback from Member States, EIGE proposes the following key recommendations to strengthen the quality, availability and comparability of statistical data on IPV against women. These recommendations, and all sub-

sequent analysis and proposals, are strictly limited to changes in statistical matters and do not extend to changes in criminal law in any Member State. Changes in criminal law are not required to affect changes to the data collection, which only requires separate categories and tags for statistical purposes. Table 2 shows the recommendations and which of the 13 indicators they apply to.

**Table 2. Overview of recommendations by indicator**

No	Recommendation	Indicator
1	Map relevant offences to each of the 13 EIGE's indicators	All indicators except indicator 8 (annual number of women (aged 18 and over) victims reporting rape committed by men (aged 18 and over), as recorded by police)
2	Adapt data recording systems to include specific breakdowns essential for identifying IPV	All indicators except indicator 8 (annual number of women (aged 18 and over) victims reporting rape committed by men (aged 18 and over), as recorded by police)
3	Increase data availability by simplifying indicators	All indicators; indicator 8 (annual number of women (aged 18 and over) victims reporting rape committed by men (aged 18 and over), as recorded by police) is a particular case
4	Improve terminology and indicator definitions	All indicators
5	Standardise counting rules and counting units	All indicators
6	Target the measurement of relevant indicators over time	All indicators
7	For data collection on indicator 9, use a narrow definition of 'intimate partner femicide'	Indicator 9: women victims of intimate partner femicide (aged 18 and over) committed by a male intimate partner (aged 18 and over), as a share of the women victims of homicide (aged 18 and over)

### Recommendation 1: Map relevant offences to each of the 13 EIGE's indicators

When mapping offences from the national criminal codes and/or the ICCS to each of EIGE's indicators, only offences driven by intent should be included. When choosing the types of crimes

to map, a distinction should be made between broad and narrow categories of IPV, with a preference for the latter. For example, economic IPV may – broadly speaking – include all types of intentional economic transactions that are harmful to the partner, such as buying and selling expensive goods, excessively squandering

of assets, losing common assets through gambling, theft and offences against property <sup>(6)</sup>. This means that all of these crime types need an IPV tag. In a narrower sense, however, only a limited number of offences that are more commonly associated with economic violence against intimate partners, including refusal to pay alimony or property damage, would be included <sup>(7)</sup>.

### Recommendation 2: Adapt data recording systems to include specific breakdowns essential for identifying intimate partner violence

Harmonising the categorisation of IPV across the EU is an important step towards understanding its scale. However, it is important in the meantime to utilise currently available data to present the extent of IPV as far as possible. Data needs to be disaggregated by crimes committed against intimate partners and those committed against other categories of victims <sup>(8)</sup>. The development of a comparable system of classifying and counting crimes of IPV is therefore crucial.

Data collection on IPV requires the adaptation of existing statistical systems rather than the adoption of specific national laws on protection against domestic violence and IPV. In fact, the study clearly shows that several Member States that do not have specific laws on IPV are already able to disaggregate their data to reflect the victim–perpetrator relationship, including intimate partners. At the same time, Member States currently collect data on intimate partner relation-

ships according to different criteria (e.g. current or former partners, partners living within or outside the household); further guidance and work on a common classification are required.

An operational classification of intimate partnerships for statistical purposes to promote the collection of comparable data is needed. In close coordination with other European institutions such as Eurostat, EIGE will work with national authorities to advocate making the recording of a victim–perpetrator relationship category mandatory for all police-recorded crime and to implement quality assurance measures for the recorded data.

### Recommendation 3: Increase data availability by simplifying indicators

Given the general lack of detailed information, minimum data disaggregation should be implemented, considering relevance, importance, priority and feasibility. The main objective should be to gather data disaggregated by the sex of the victim and the victim–perpetrator relationship, given the considerable policy implications for the development of prevention strategies. As a second step, efforts should focus on further disaggregation, for example using age thresholds or 5-year age groups <sup>(9)</sup>.

It can be argued that IPV data is relevant to victims of all ages who are in intimate partner relationships, irrespective of age. Similarly, it can be argued that the relevant age threshold for perpetrators is the legal age of criminal responsibility (often 14 + years), not 18 years.

<sup>(6)</sup> 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' (EIGE, 2017, p. 47).

<sup>(7)</sup> 'Among economic abuse, more overt forms of economic abuse can be prosecuted under criminal law, whereas more covert forms of abuse such as controlling the finances and limiting access to shared finances rarely meet state standards to be considered a criminal offense' (Stylianou, 2018).

<sup>(8)</sup> This does not apply to indicator 8 on women victims of rape.

<sup>(9)</sup> Age is indisputably a relevant category. However, the 13 indicators proposed are intended to meet the main data requirements of the Istanbul Convention and the Convention on the Elimination of all Forms of Discrimination Against Women, and it is thus understood that flexibility in terms of age limits applies. This does not preclude the collection of more detailed (and more useful) data by age of victim or perpetrator (e.g. for 5–10 age categories) for certain types of violence, albeit not crossed with other variables, reducing the burden on Member States and data producers (e.g. victims of physical violence by age alone, but not adult victims of physical violence by adult perpetrators who are their intimate partners or minor victims of violence by minor perpetrators).



It is necessary to disaggregate data by victim–perpetrator relationship in order to clearly distinguish between IPV and domestic violence by family members. The recommendation to relax the age threshold for data on IPV should not be understood as a move away from collecting and publishing data on the ages of the victim and the perpetrator generally, which remain highly relevant and important structural indicators.

### Recommendation 4: Improve terminology and indicator definitions

When age restrictions are removed from the indicator definitions (see 'Recommendation 3' above), the indicators will be renamed consistently, changing 'women' to 'female' and 'men' to 'male' to indicate the inclusion of underage girl victims and underage boy offenders (this applies to indicators 1–13). Furthermore, EIGE will fine-tune the terminology used for some indicators, for example by replacing the term 'perpetrators' in indicator 3 (annual number of men (aged 18 and over) perpetrators of IPV against women (and percentage of male population that are perpetrators)) with 'suspects', as police record data only on those suspected of committing an offence, not on those found guilty of committing one.

The changes in terminology would not affect the content of the indicators but, rather, aim to achieve a more consistent understanding of them.

### Recommendation 5: Standardise counting rules and counting units

In order to promote comparable data collection, standardised counting rules and counting units are crucial.

Full uniformity will not be possible for some time, as such changes will require significant transformation of the data collection methodologies of police forces and justice administrations. However, there is a need for further dialogue among Member States and relevant stakeholders (Eurostat, UNODC, etc.) to specify the preferred counting units and counting rules

and agree on the desired minimum standards towards which Member States should work, which will also depend on the existing practices and capacities of national data collection systems. The benefits and challenges associated with counting reported offences/cases or counting persons (victims and perpetrators/suspects) should inform the discussion. Initial agreement needs to be reached on the universe of offences to be included (i.e. criminal offences only or other types of misdemeanour).

#### Counting units and counting rules

**Counting units** are the basic units of analysis for the indicators (e.g. victims, suspects, persons prosecuted, persons convicted, offences or cases). **Counting rules** provide detailed guidance on how to numerically capture various situations when counting crimes (e.g. how to count the number of offences when several offences have occurred at the same time or a series of offences have occurred but are reported to the police at the same time).

One important aspect is the treatment of multiple offences (whether to count all or only the most serious offences). Recording repeat offences as a single offence can be problematic, as it leads to a lack of data on repeated victimisation. However, many countries' recording systems may not be able to record all offences, as they apply the most serious offence rule.

Feasible counting rules should be based on existing practices and available data, as far as possible. For instance, counting rules on justice indicators 11–13 should take into account existing practices while aiming to achieve a common standard across Member States. For example, if most Member States can produce data on final decisions (after appeals, rather than only first-instance decisions), this could be taken into account in developing common standards (Eurostat, n.d.).

### Recommendation 6: Target the measurement of relevant indicators over time

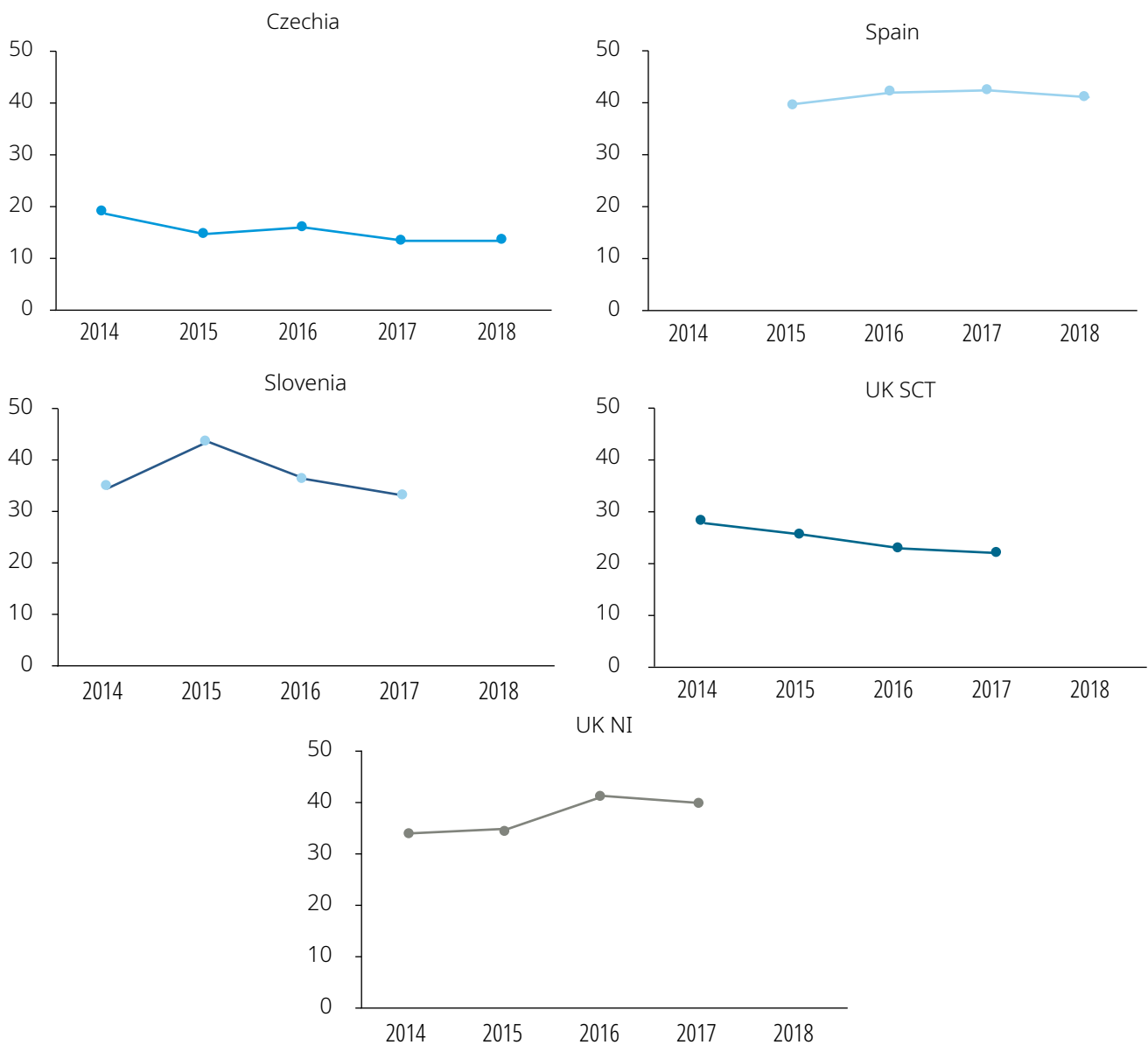
Without cross-country comparability, the value of the currently available data on IPV lies in monitoring patterns and trends in detected cases and criminal justice responses.

In criminal justice statistics, attrition and conviction rates are important benchmarks. According to the various legal requirements, data on IPV conviction rates should be central to data collection, which requires comparable categories, counting units and counting rules (EIGE, 2018, p. 10) <sup>(10)</sup>.

Figure 2 shows a rough calculation of the perpetrators convicted of IPV (indicator 12: annual number of men (aged 18 and over) sentenced

for IPV against women) as a proportion of the suspects (indicator 3: annual number of men (aged 18 and over) perpetrators of IPV against women (and percentage of male population that are perpetrators)). These figures are available for only 5 out of 30 jurisdictions and are not comparable across countries. However, trends over time within countries (together with absolute trends in suspects and convicted persons) are important indicators for policy.

**Figure 2. Persons convicted of IPV as a percentage of persons suspected of IPV in selected jurisdictions (CZ, ES, SI, UK NI and UK SCT), 2014–2018**



<sup>(10)</sup> The Victims' rights directive requires the collection of information on cases investigated, persons prosecuted and persons sentenced; the Istanbul Convention requires the measurement of conviction rates of perpetrators of all forms of violence.

**Recommendation 7: For data collection on indicator 9, use a narrow definition of 'intimate partner femicide'**

There is a lack of a standard agreed definition of femicide in the EU Member States and around the world. However, in the interests of data availability for this important indicator, data on intimate partner femicide should clearly refer to the ICCS definition of intentional homicide, with the additional conditions that the sex of the victim

is female, the sex of the suspect is male and the relationship between victim and perpetrator is that of intimate partner. Data on femicide should exclude attempts. Information on attempts should be gathered separately and should be included in indicator 1 (annual number of women (aged 18 and over) victims of IPV committed by men (aged 18 and over), as recorded by police) and indicator 4 (annual number of women (aged 18 and over) victims of physical IPV committed by men (aged 18 and over), as recorded by police).

## 3. Challenges and possible solutions to improve data quality, availability and comparability for indicators 9, 1, 2 and 4

### 3.1. Indicator 9: Women victims of intimate partner femicide (aged 18 and over) committed by a male intimate partner (aged 18 and over), as a share of the women victims of homicide (aged 18 and over)

There is currently no universally accepted definition of femicide among EU Member States. However, in the interests of data availability for this important and most comparable indicator, data on intimate partner femicide should clearly refer to the ICCS definition of intentional homicide, with the additional conditions that the sex of the victim is female, the sex of the perpetrator is male and the relationship is that of intimate partner.

Of the indicators, indicator 9 has the highest number of jurisdictions with comparable data. In total, 14 jurisdictions provided data that was deemed comparable <sup>(1)</sup>. Ten jurisdictions <sup>(2)</sup> provided data deemed non-comparable because data for some of the indicator components (e.g. 'statistical unit', 'offence(s) included', 'victim-perpetrator relationship' and 'sex of the victim') were not available. Six jurisdictions <sup>(3)</sup> did not provide data and are not included in the analysis of the indicator elements unless specific metadata was available on the reason why data was not provided.

Finland emerged as a best-practice example in the data collection, as it is one of the few jurisdictions requiring no recommendations to improve homicide data collection: the victim is used as the counting unit; data can be produced only for female homicide victims aged 18 and over, and the criminal code has been fully mapped to the ICCS and data matches the UNODC definition of intentional homicide with victims of voluntary manslaughter (*tappo*) and killing (*surma*) included, while involuntary manslaughter (*kuolemantuottamus*) and homicide attempts are excluded. Finland can further specify whether intimate partner homicides between homosexual female couples occurred between 2014 and 2018 and thus provide data specifically for all male perpetrators aged 18 and over. Although Statistics Finland did the ICCS mapping, the detailed information for homicide cases is the work of the Finnish Homicide Monitor, maintained by the Institute of Criminology and Legal Policy of the University of Helsinki. Part of the success of this system is attributable to the use of a standard electronic form for collecting data, and to the fact that data submission is mandatory for all investigating police officers. The Finnish example shows that obtaining good-quality data is possible without creating a femicide or intimate partner homicide offence, as Finnish legislation does not include the crime of femicide. No change in penal law is necessary to be able to collect data on IPV homicide, as long as specific variables revealing the gender dimension (i.e. sex of victim and perpetrator and victim-perpetrator relationship) are recorded.

To comply with the indicator definition, Member States need to be able to produce data on intentional homicide, ideally in accordance with the ICCS definition used for indicator 9. This means that Member States should be able to distinguish between completed intentional homicide and attempted intentional homicide.

<sup>(1)</sup> Czechia, Germany, Spain, France, Italy, Latvia, Lithuania, Malta, the Netherlands, Slovenia, Slovakia, Finland, Sweden and the United Kingdom (Scotland).

<sup>(2)</sup> Bulgaria, Denmark, Estonia, Greece, Croatia, Cyprus, Austria, Poland, the United Kingdom (England and Wales) and the United Kingdom (Northern Ireland).

<sup>(3)</sup> Belgium, Ireland, Luxembourg, Hungary, Portugal and Romania.

Member States also need to record and process the victim–perpetrator relationship for each intentional homicide that the police record. Police should use predefined relationship categories that capture the full scope of intimate relationships for all homicide offences. The use of these categories should be mandatory to ensure that the victim–perpetrator relationship is systematically recorded for all intentional homicides.

Member States also need to systematically record and process the sex and age of the perpetrator, as well as of the victim, and publish data broken down by the sex and age of both the perpetrator and the victim.

Member States need to be able to provide data on number of victims. If the number of victims is not available, it should be assessed and explained in the metadata whether the number of offences is equal to the number of victims or if it can be used as a proxy.

### 3.1.1. Counting unit

The counting unit for indicator 9 is the victim. Eighteen jurisdictions can provide data for victims <sup>(14)</sup>. Six jurisdictions can provide only proxy data for offences <sup>(15)</sup> or cases <sup>(16)</sup>.

One of the main challenges in data comparability is that Member States collect data on victims or offences, but not both. For intentional homicide (the underlying offence for this indicator), in certain jurisdictions and counting rules, the number of victims and offences can be identical (one victim corresponds to one offence, which is the internationally recommended standard for intentional homicide).

As with all other indicators, if the number of victims is not available in a Member State, available data should be assessed as proxy data and any discrepancies in the counting unit explained in the metadata. For indicator 9 in particular, proxy data for the counting unit could be acceptable and comparable. This could be the case if the number of offences is equal to the number of victims because a separate complaint report is created and/or a separate offence counted for each victim of intentional homicide. Even if this is not the case, the number of offences could be accepted as a proxy, with the proper explanation in the metadata. Most intentional homicide cases that are opened for the killing of a female victim by an intimate partner will most likely have one female victim who was an intimate partner. In certain instances, a higher count of victims per offence is possible; these are usually other family members, especially children. A specific form of intimate partner femicide is murder–suicide, where the perpetrator kills himself after murdering his (former) partner. In all of these cases, the only victim who is counted under indicator 9 is the female intimate partner of the perpetrator.

### 3.1.2. Offences included

Seventeen jurisdictions can provide data that comply with the offence definition and include only completed intentional homicide <sup>(17)</sup>.

Seven jurisdictions are not able to provide data for completed intentional homicide as they include non-intentional homicides <sup>(18)</sup>, attempts <sup>(19)</sup> and both non-intentional homicide and attempts <sup>(20)</sup>.

<sup>(14)</sup> Czechia, Germany, Estonia, Greece, Spain, France, Italy, Latvia, Lithuania, Malta, the Netherlands, Austria, Poland, Slovenia, Slovakia, Finland, Sweden and the United Kingdom (Scotland).

<sup>(15)</sup> Bulgaria, Denmark, Croatia, the United Kingdom (England and Wales) and the United Kingdom (Northern Ireland).

<sup>(16)</sup> Cyprus.

<sup>(17)</sup> Czechia, Denmark, Germany, Estonia, Spain, France, Croatia, Italy, Malta, the Netherlands, Austria, Slovenia, Finland, Sweden and all three UK jurisdictions.

<sup>(18)</sup> Greece, Cyprus and Poland.

<sup>(19)</sup> Lithuania.

<sup>(20)</sup> Bulgaria, Latvia and Slovakia.

Six jurisdictions did not provide a clear indication of the offences included <sup>(21)</sup>.

EIGE recommends the inclusion of homicide attempts and non-intentional homicide as forms of physical violence to be recorded under indicator 4, whereas only ICCS category 0101 is supposed to be considered 'femicide' (EIGE, 2018) <sup>(22)</sup>. The exclusion of attempts and all non-intentional homicide from indicator 9 is supported by the 'definition of key terms' in the data collection tool, which references UNODC's intentional homicide definition, identical to the ICCS 0101 definition. If this is considered for the offence definition of indicator 9, reported data should include only completed intentional homicides.

To comply with the indicator definition, Member States need to be able to produce data on intentional homicide and need to distinguish between completed intentional homicides and attempted homicides.

Any deviation from the indicator definition should be highlighted and not published. Presenting data from some Member States including only completed intentional homicides and data from others including completed and attempted intentional homicides in the same indicator could lead to severe misrepresentation and would make the indicator unreliable.

### 3.1.3. Victim–perpetrator relationship

Seventeen jurisdictions can provide data that comply with the victim–perpetrator relationship category of intimate partners <sup>(23)</sup>.

Four jurisdictions are not able to provide data for any victim–perpetrator relationship (Bulgaria, Denmark, Cyprus and Poland) and three can provide data for only all domestic relationships combined (Estonia, Greece and Austria).

The identification of intimate partner relations between the victim and the perpetrator is the main challenge in achieving comparability among all EIGE's indicators, as many jurisdictions have available data with only broad definitions of domestic violence instead of IPV.

Six jurisdictions did not provide data <sup>(24)</sup>.

Compared with other offences, the collection of victim–perpetrator relationship data for homicide poses a specific challenge. When taking a police report for any other offence, the recording officer can ask the victim about their relationship with the perpetrator. This victim-centric approach is not possible for homicide cases. The relationship between the victim and the perpetrator might not be known when the report is initially taken and the victim herself cannot provide information on her relationship with the perpetrator. Their relationship might only be established during the investigation of the homicide case, which is an additional hurdle for the information to be captured in statistical data, as this is collected at different points in the investigation in different jurisdictions. Data can be recorded at the time the offence is initially reported to the police (input statistics), after the offence is first reported but before a full investigation is finished (process statistics) or after the offence has been investigated (output statistics). Depending on the stage of data collection, significant differences in the availability of victim–perpetrator relationship data might exist between jurisdictions (Eurostat, 2016).

Some Member States conduct a manual assessment of all homicide cases to produce a confirmed count of victims that can be disaggregated by sex (Cyprus, Malta and Sweden). During this analysis, the lack of information on the relationship between the victim and the perpetrator can be supplemented with information that is not available in the statistical data but only as unstructured text in the case file. Even

<sup>(21)</sup> Belgium, Ireland, Luxembourg, Hungary, Portugal and Romania.

<sup>(22)</sup> p. 10.

<sup>(23)</sup> Czechia, Germany, Spain, France, Croatia, Italy, Latvia, Lithuania, Malta, the Netherlands, Slovenia, Slovakia, Finland, Sweden and all three UK jurisdictions.

<sup>(24)</sup> Belgium, Ireland, Luxembourg, Hungary, Portugal and Romania.

though this manual examination is not perfect, for low case numbers and with additional effort, valuable information can be obtained to improve data quality. In the absence of a systematic collection of victim–perpetrator relationship data, it is recommended that Member States continue their efforts to supplement statistical data with other information.

To comply with the indicator definition, Member States need to record and process the victim–perpetrator relationship for each intentional homicide that the police record. Police should use predefined relationship categories that capture the full scope of intimate relationships for all homicide offences. The use of these categories should be mandatory to ensure the victim–perpetrator relationship is systematically recorded for all intentional homicides.

If data is provided for all relationships (including unknown or no relationship) or without information on the victim–perpetrator relationship, this should be highlighted and data should not be published. Presenting data from some Member States that include only intimate relationships together with data from others that cover all types of relationships in the same indicator could lead to severe misrepresentation and would make the indicator unreliable. Data that is available for only broader relationship categories (e.g. all domestic relationships) are not sufficiently specific and therefore should also not be published.

Even some of the 17 jurisdictions that can generally comply with this indicator component continue to have issues with the proper classification or inclusion of all relevant victim–perpetrator relationships. In Czechia, data is limited to ‘persons living in a common dwelling’. In France, data is limited to victims and perpetrators who live / have lived together. In the Netherlands, data is limited to victims murdered in their own home. In Slovakia, data is limited to ‘husband’ and ‘cohabitee’. In Romania, even though data was not provided, it would be limited to ‘hus-

band / former husband’ and ‘cohabiting partner’. Portugal also did not provide any data, but data could only have been provided for ‘spouse (or person in analogous situation)’, which should be reviewed to make sure that the full scope of intimate relationships is captured.

If data is available for only more narrow relationship categories, such as married couples or intimate partners in the same household, this data should be published provided that the differences in definitions are highlighted. Whether or not the national categories are overly narrow or sufficiently broad to capture the phenomenon is a case-by-case decision.

If Member States adopt predefined EU victim–perpetrator relationship categories in their national recording systems, or map their existing national categories to these predefined EU categories, comparability could be achieved.

Information from Ireland, Malta and Sweden shows that the collection of data on the victim–perpetrator relationship does not happen systematically. This might also be true in other Member States if data quality was thoroughly checked. Standardised predefined categories, alongside mandatory recording and training on these categories, would improve the availability and quality of victim–perpetrator relationship data.

#### 3.1.4. Sex of the victim

Twenty-two jurisdictions can provide data on the sex of the victim <sup>(25)</sup>.

Two jurisdictions are not able to provide data on the sex of the victim <sup>(26)</sup>. In both cases, this seems to be linked to their inability to provide data for the counting unit ‘victim’. If the provision of data for the counting unit ‘victim’ can be resolved, the ability to provide data for the sex of the victim might be similarly resolved.

<sup>(25)</sup> Czechia, Denmark, Germany, Estonia, Greece, Spain, France, Croatia, Italy, Latvia, Lithuania, Malta, the Netherlands, Austria, Poland, Slovenia, Slovakia, Finland, Sweden and all three UK jurisdictions.

<sup>(26)</sup> Bulgaria and Cyprus.

## 3.2. Indicator 1: Annual number of women (aged 18 and over) victims of intimate partner violence committed by men (aged 18 and over), as recorded by police

There is ambiguity among Member States about the offences that should be included in indicator 1. By definition, 'offence(s) included' should include all types of IPV (physical, psychological, sexual and economic). In practical terms, however, Member States are not able to distinguish between these different forms of violence. Even if a Member State can distinguish the relevant laws or criminal codes, and is able to collect data for the various types of violence, issues remain in the collection of data for all types of violence.

Member States seem more likely to have comparable data on offences than on victims as the counting unit.

If the recommendations for indicators 4 and 9 are applied, leading to consistent, non-overlapping definitions on the types of offences included, then indicator 1 should be equivalent to the sum of indicators 4, 5, 6 and 7.

No data for this indicator was provided by 11 Member States <sup>(27)</sup>.

### 3.2.1. Counting unit

The counting unit for indicator 1 is the victim. Most jurisdictions collect data on either victims or offences, but not both. Member States missing data for indicator 2 (annual number of reported offences related to IPV against women committed by men (aged 18 and over)), for which the counting unit is offences, might have comparable data available for indicator 1,

as is the case for France. For theoretical and data consistency reasons, it is recommended that data is collected for both indicators 1 and 2. This is because IPV offences are often ongoing and repeated, and so it is generally better to use victims as the counting unit in indicator 1, while indicator 2 provides a measure of repeat offences.

### 3.2.2. Offences included

Data comparability between Member States is hindered by the lack of standardised definitions of the offence types included. Indicator 1 is designed to include all types of violence (physical, psychological, sexual and economic), thus as soon as a Member State is unable to include physical, psychological, sexual or economic violence data, it falls short of the definition and has to be considered non-comparable. The main challenge lies in Member States not recognising economic IPV as a specific offence and thus failing to report data on it. The definition of economic IPV is not clear for most jurisdictions, with very few Member States collecting data on it. Many of the offences constituting economic violence as currently proposed (e.g. damage of property) would be covered by other forms of violence (e.g. psychological violence). The data shows that only 10 jurisdictions are able to include data on economic IPV for indicator 1 <sup>(28)</sup>.

The data collection revealed that only nine jurisdictions <sup>(29)</sup> are able to provide data on all types of IPV. The specific offences included in each type of IPV differ between Member States. If strict consistency across EIGE's indicators 1, 4, 5, 6 and 7 is targeted, the specific offences included in each type of IPV (physical, psychological, sexual and economic) should also be mapped consistently. The mapping of offences should be in line with the general recommendations for 'offence(s) included'.

<sup>(27)</sup> Belgium, Denmark, Ireland, Spain, Italy, Luxembourg, Hungary, the Netherlands, Portugal, Slovakia and Sweden.

<sup>(28)</sup> Czechia, Germany, Latvia, Austria, Romania, Slovenia, Finland and all three UK jurisdictions.

<sup>(29)</sup> Czechia, Germany, Latvia, Austria, Romania, Slovenia, Finland, the United Kingdom (England and Wales) and the United Kingdom (Northern Ireland). Jurisdictions able to provide data on all forms of IPV but economic are Cyprus, Estonia, Greece, France, Croatia and Lithuania.



### 3.2.3. Victim–perpetrator relationship

As mentioned above, the identification of an intimate partner relationship between the victim and the perpetrator is the main challenge in achieving comparability among all EIGE's indicators.

For indicator 1, 12 jurisdictions<sup>(30)</sup> are able to provide data with sufficient disaggregation of intimate partner relationship between the victim and the perpetrator. For jurisdictions that use domestic violence as a legal concept, it may not always be clear in the definition which forms of domestic violence (intimate partner, intergenerational, etc.) are included.

The data for indicator 1 should be restricted to intimate partner relationships, as a large part of domestic violence will be related to family members and other non-intimate partners. To learn more about this distribution, a random sample of cases could be analysed to establish the percentage relating to IPV (preferably in two different years), and this could be applied as a proxy indicator.

## 3.3. Indicator 2: Annual number of reported offences related to intimate partner violence against women committed by men (aged 18 and over)

Similar to indicator 1, there is some ambiguity among the Member States on the offences that should be included in indicator 2. By definition, 'offence(s) included' should include all types of IPV (physical, psychological, sexual and economic). In practical terms, Member States are unable to distinguish between these different forms of violence. Even those that can distinguish the relevant laws or criminal codes and thus collect data for the various types of vio-

lence under those pieces of legislation experience issues in the collection of data for all types of violence.

Indicators 1 and 2 should have consistent types of specific offences that are included within each type of IPV (physical, sexual, psychological and economic) and should also include comparable types of intimate partnerships. Calculations made on indicators 1 and 2 would thereby provide an indication of the number of repeat offences across EU jurisdictions.

### 3.3.1. Counting unit

For IPV, data on offences is more readily available than data on victims. Seventeen jurisdictions are able to collect data with offences as the counting unit<sup>(31)</sup>, while only 12 can comply when using victim as the counting unit for indicator 1<sup>(32)</sup>. Only eight Member States can provide data on both counting units: Czechia, Estonia, Greece, Cyprus, Latvia, Austria, Slovenia and Finland.

For theoretical and data consistency reasons, it is recommended that data is collected for both counting units (victims and offences). As previously stated, this is because IPV offences are often ongoing and repeated, and so it is generally better to use victims as the counting unit in indicator 1, while indicator 2 provides a measure of repeat offences.

### 3.3.2. Offences included

Similarly to indicator 1, data comparability for indicator 2 across Member States is hampered by the lack of standardised definitions of the types of offences included, particularly for economic IPV. Indicator 2 is designed to include all types of violence (physical, psychological, sexual and economic). The main challenge lies in

<sup>(30)</sup> Czechia, Germany, Estonia, France, Croatia, Latvia, Lithuania, Malta, Romania, Slovenia, Finland and the United Kingdom (Scotland).

<sup>(31)</sup> Belgium, Czechia, Estonia, Greece, Spain, Croatia, Italy, Cyprus, Latvia, Austria, Slovenia, Slovakia, Finland, Sweden and all three UK jurisdictions. Four Member States use proxy counting units such as cases (Malta), reported incidents (Portugal), issued orders for protection (Bulgaria) and victims (France).

<sup>(32)</sup> Czechia, Germany, Estonia, Greece, France, Cyprus, Latvia, Lithuania, Austria, Romania, Slovenia and Finland.

Member States not recognising economic IPV as a specific offence and thus failing to report on it.

The data collection revealed that 10 jurisdictions<sup>(33)</sup> are able to provide data on all types of IPV. However, the specific offences included in each type of IPV differ between Member States. The remaining jurisdictions with available data on the counting unit did not collect data on economic violence<sup>(34)</sup>. EIGE's indicators 1 and 2 should have consistent specific offences included in each type of IPV (physical, psychological, sexual and economic). As such, mapping specific offences to each type of IPV is necessary (as stated in the general recommendations for 'offence(s) included').

### 3.3.3. Victim-perpetrator relationship

For indicator 2, 14 jurisdictions<sup>(35)</sup> are able to provide data with sufficient disaggregation of intimate partner relationship between the victim and the perpetrator. For jurisdictions that use domestic violence as a legal concept, it may not always be clear in the definition which forms of domestic violence (intimate partner, intergenerational, etc.) are included.

As with all IPV indicators, the data for indicator 2 should be restricted to intimate partner relationships, as a large part of domestic violence will be related to family members and other non-intimate partners. A possible solution could be to select a random sample of cases to be analysed, in order to establish the percentage relating to IPV (preferably in two different years), and this could be applied as a proxy indicator.

## 3.4. Indicator 4: Annual number of women (aged 18 and over) victims of physical intimate partner violence committed by men (aged 18 and over), as recorded by police

In practice, it is difficult for Member States to differentiate the requirements for indicator 4 from those for indicator 1 (annual number of women (aged 18 and over) victims of IPV committed by men (aged 18 and over), as recorded by police), as most are not able to clearly distinguish the four types of violence in their data.

No data was provided by 12 Member States<sup>(36)</sup>.

To comply with the indicator definition, a full mapping of all national criminal offences falling under physical violence is recommended. Data on physical IPV should, at a minimum, include serious assault and minor assault, as well as deprivation of liberty under ICCS definitions. The data on victim-perpetrator relationship should also be collected.

### 3.4.1. Counting unit

The counting unit for indicator 4 is the victim. It is recommended that all jurisdictions collect data on both victims and offences, in order to ensure data comparability. Data is available for the counting unit 'offences' in only Belgium, Bulgaria, Spain, Croatia, Malta, Portugal, Sweden and the United Kingdom (all three jurisdictions), while eight Member States can provide data on victims<sup>(37)</sup>.

<sup>(33)</sup> Belgium, Bulgaria, Spain, Latvia, Austria, Slovenia, Slovakia, Finland, the United Kingdom (England and Wales) and the United Kingdom (Northern Ireland).

<sup>(34)</sup> Czechia, Estonia, Greece, France, Croatia, Cyprus and Sweden. Greece and the United Kingdom (Scotland) cannot provide data on psychological violence. Malta does not cover sexual and economic violence and Italy and Portugal cannot disaggregate data by form of violence.

<sup>(35)</sup> Belgium, Czechia, Estonia, Spain, France, Croatia, Latvia, Malta, Portugal, Slovenia, Slovakia, Finland, Sweden and the United Kingdom (Scotland).

<sup>(36)</sup> Denmark, Estonia, Ireland, Greece, Italy, Luxembourg, Hungary, the Netherlands, Poland, Romania, Slovenia and Slovakia.

<sup>(37)</sup> Czechia, Germany, France, Cyprus, Latvia, Lithuania, Austria and Finland.

### 3.4.2. Offences included

A full mapping of all national criminal offences falling under physical violence is recommended. The data collection revealed that, among all countries with some data available (15 Member States and 3 UK jurisdictions), only five can provide data on all relevant offences: Czechia, Germany, Spain, Latvia and Finland<sup>(38)</sup>. More specifically, non-intentional homicide is not included in the data collection in Croatia, Cyprus, Lithuania, Malta, Austria and Sweden. The precise criteria for inclusion and exclusion need to be discussed based on concrete examples, with an initial assessment of whether the behaviour that led to the death of the victim was intentional or not. In light of this, some forms of non-intentional homicide where the act leading to the harm of the victim was intentional but the death was not (e.g. death as a result of female genital mutilation) would be included, while others would not (e.g. vehicular homicide as a result of reckless driving). A similar distinction is made in the ICCS between voluntary manslaughter (which qualifies as intentional homicide) and involuntary manslaughter (which qualifies as non-intentional homicide).

In addition, the data collection revealed that some Member States include more offence categories than are necessary for indicator 4. In Latvia and Sweden, data might also include sexual and psychological violence. Sweden also indicated that its data includes attempts to commit offences, as well as inciting, aiding and abetting of offences. It could generally be recommended to include attempts, but the situation is less clear-cut with respect to inciting, aiding and abetting offences. If no distinction

is possible in the data, this should be clearly flagged in the metadata.

Data from Czechia, Latvia and Slovakia might include intentional homicide, based on earlier country-specific recommendations. Those recommendations – and the inclusion of intentional homicide – would have to be reviewed in the broader discussion of whether or not intentional homicide should be considered part of physical violence or if indicator 4 and indicator 9 should be mutually exclusive, with the first including non-intentional homicide and attempted homicide, and the latter including intentional homicide in accordance with the ICCS definition.

### 3.4.3. Victim–perpetrator relationship

The identification of an intimate partner relationship between the victim and the perpetrator is the main challenge in achieving comparability, as many jurisdictions have data based on only broad definitions of domestic violence. For indicator 4, the victim–perpetrator relationship is collected by 13 out of 18 jurisdictions with data available (72 %), and five jurisdictions use a broader definition covering all domestic relations<sup>(39)</sup>.

As with all IPV indicators, the data should be restricted to intimate partner relationships. When data recording systems are not adapted to include specific breakdowns essential for identifying IPV, a possible solution could be to select a random sample of cases to be analysed, in order to establish the percentage relating to IPV (preferably in two different years), and this could be applied as a proxy indicator.

<sup>(38)</sup> Not all relevant offences were included in Belgium, Bulgaria, France, Croatia, Cyprus, Lithuania, Malta, Austria, Portugal, Sweden and all three UK jurisdictions.

<sup>(39)</sup> In Cyprus, Austria, the United Kingdom (England and Wales) and the United Kingdom (Northern Ireland), data cover all domestic relations. Bulgaria does not disaggregate by relationship. There are no data available for indicator 4 for Denmark, Estonia, Ireland, Greece, Italy, Poland, Romania, Slovenia or Slovakia. In some cases, this is because of the legal definitions of physical violence, which make it impossible to disaggregate the data by specific offences, for instance in Slovenia and Slovakia. In the Slovakian Criminal Code, the legal definitions of offences such as battering a close person and a person entrusted into one's care (§ 208) or violence against a group of citizens and against an individual (§ 359) constitute physical and psychological violence and it is impossible to statistically separate cases in which physical violence was involved. In the case of Slovenia, the Criminal Code, Article 191, 'Domestic violence', does not specify the types of domestic violence defined in the Domestic Violence Prevention Act, where physical violence is defined as any use of physical force or threat of physical force that forces the victim to do something or to refrain or to suffer or that restricts the movement and communication of the victim and that causes pain, fear or humiliation, irrespective of whether bodily injuries occurred or not.

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# Annex

## Overview of offences that could fall within the scope of intimate partner violence under the International Classification of Crime for Statistical Purposes

IPV subcategory	ICCS code	Section	Crime
Femicide	0101	Acts leading to death or intending to cause death	Intentional homicide
	0102	Acts leading to death or intending to cause death	Attempted intentional homicide
Physical violence	0103	Acts leading to death or intending to cause death	Non-intentional homicide
	02011	Acts causing harm or intending to cause harm to the person	Assault
	0206	Acts causing harm or intending to cause harm to the person	Negligence: bodily harm or potential for bodily harm from a person's negligent, reckless or careless behaviour
	0207	Acts causing harm or intending to cause harm to the person	Dangerous acts: bodily harm or potential for bodily harm caused by a person's dangerous behaviour or an act carried out with the knowledge that the act has the potential to cause harm
	02022 (*)	Acts causing harm or intending to cause harm to the person	Deprivation of liberty
	020222	Acts causing harm or intending to cause harm to the person	Illegal restraint
	020229	Acts causing harm or intending to cause harm to the person	Other deprivation of liberty
	Sexual violence	03011	Injurious act of a sexual nature
03012		Injurious act of a sexual nature	Sexual assault
03021		Injurious act of a sexual nature	Sexual exploitation of adults
0309		Injurious act of a sexual nature	Other injurious acts of a sexual nature

IPV subcategory	ICCS code	Section	Crime
Psychological violence	0205	Acts causing harm or intending to cause harm to the person	Coercion
	02012	Acts causing harm or intending to cause harm to the person	Threat
	02081	Acts causing harm or intending to cause harm to the person	Harassment
	02082	Acts causing harm or intending to cause harm to the person	Stalking
	02089	Acts causing harm or intending to cause harm to the person	Other acts intended to induce fear or emotional distress
	0209	Acts causing harm or intending to cause harm to the person	Defamation or insult
	0211	Acts causing harm or intending to cause harm to the person	Acts that trespass against the person (invasion of privacy, other acts that trespass against the person)
	0219	Acts causing harm or intending to cause harm to the person	Other acts causing harm or intending to cause harm to the person
Economic violence	020321	Acts causing harm or intending to cause harm to the person	Acts causing harm or intending to cause harm to the person: forced labour for domestic services
	05022	Acts against property only	Theft of personal property
	05042	Acts against property only	Damage against personal property

(\*) Based on discussions with stakeholders during the consultation meetings, ICCS codes 02022, 020222 and 020229 have been included under physical violence, as it was agreed that those offences often involve the use of physical force / physical restraint. However, some experts perceived them as manifestations of psychological violence and would thus recommend classifying them as such.

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