



Strengthening data systems on violence against women in the Western Balkans and Türkiye



Strengthening data systems on violence against women in the Western Balkans and Türkiye

Acknowledgements

This publication was developed by the European Institute for Gender Equality (EIGE) under the European Union's Instrument of Pre-Accession Assistance (IPA) project "Increased capacity of EU candidate countries and potential candidates to measure and monitor the impact of gender equality policies (2018-2022)", funded by the European Commission.

Authors of the publication are experts Dr. Iris Luarasi, Albania, and Dr. Michael Jandl, Austria.

The publication is based on the contributions of the participants and presenters at the Joint Regional Workshop on Strengthening Data Systems on Violence Against Women (VAW), organized on 7-9 December 2020 by EIGE and the UN Women Regional Office for Europe and Central Asia and the United Nations Population Fund (UNFPA) Eastern Europe and Central Asia Regional Office; as well as at the Regional Experts Meeting from Western Balkans

and Türkiye, organized on 30 June 2021 by EIGE and the UN Women Regional Office for Europe and Central Asia.

EIGE colleagues from the Team of EU Pre-Accession, Gender Based Violence and Research and Statistics coordinated the work, provided specific input and quality assurance of the publication (Milana Lazic, Cristina Fabre, Davide Barbieri, Skaidrile Grigaitė-Mockevičienė, Diogo Costa, Zuzana Vasiliauskaitė and Nina Guibere).

A special thank you goes to the UN Women Regional Office for Europe and Central Asia (UN Women) and the United Nations Population Fund Eastern Europe and Central Asia Regional Office (UNFPA) for supporting the initiative and co-hosting experts' discussions, and thanks to all participants who contributed during these meetings.

European Institute for Gender Equality

The European Institute for Gender Equality (EIGE) is an autonomous body of the European Union established to strengthen gender equality across the EU. Equality between women and men is a fundamental value of the EU and EIGE's task is to make this a reality in Europe and beyond. This includes becoming a European knowledge centre on gender equality issues, supporting gender mainstreaming in all EU and Member State policies, and fighting discrimination based on sex.

European Institute for Gender Equality, EIGE
Gedimino pr. 16
LT-01103 Vilnius
LITHUANIA

Tel. +370 52157444

Email: eige.sec@eige.europa.eu

 <http://www.eige.europa.eu>

 http://twitter.com/eige_eu

 <http://www.facebook.com/eige.europa.eu>

 <http://www.youtube.com/eurogender>

 <https://www.linkedin.com/company/eige/>

Luxembourg: Publications Office of the European Union, 2023

PDF ISBN 978-92-9486-071-2 doi:10.2839/419360 MH-04-22-140-EN-N

© European Institute for Gender Equality, 2023

Cover image: Ann H/Pexels.com

Reproduction is authorised provided the source is acknowledged.

Reuse is authorised provided the source is acknowledged, the original meaning is not distorted and EIGE is not liable for any damage caused by that use. The reuse policy of EIGE is implemented by Commission Decision of 12 December 2011 on the reuse of Commission documents (2011/833/EU).

This publication was funded by the European Union. Its contents are the sole responsibility of EIGE and do not necessarily reflect the views of the European Union.

Contents

Executive summary	4
Introduction	5
1. International regulatory framework for data collection	8
1.1. UN Convention on the elimination of all forms of discrimination against women	8
1.2. The Istanbul Convention	9
1.3. Victims' rights directive of the European Union	10
1.4. United Nations Office on Drugs and Crime	11
1.5. The Statistical Office of the European Union (Eurostat)	12
1.6. European Institute for Gender Equality	13
2. The current state of data collection on violence against women and domestic violence in the Western Balkans and Türkiye	14
3. Guidance to data collection required by the Istanbul Convention and the EU victims' rights directive	17
3.1. Definitions of all forms of violence covered by the Istanbul Convention	17
3.2. Definitions of specialised services and protection measures covered by the Istanbul Convention	18
3.3. Aligning the national legal concepts and definitions	19
3.4. Collecting data systematically and consistently	20
3.5. Overcoming challenges to systematic and consistent data collection	22
3.6. Developing a minimum set of indicators	22
3.7. Beyond minimum set of indicators	24
4. Five steps to strengthening data collection and examples from the European Union	27
4.1. Step 1 – mapping of data producers and users	27
4.2. Step 2 – establishing a coordination and governance mechanism – data governance as a system-wide effort	28
4.3. Step 3 – establishing standards for data collection, entry, validation and analysis	30
4.4. Step 4 – establishing and implementing training	33
4.5. Step 5 – reporting	34
Conclusions	36
References	37
Annexes	40
Annex 1. Guidance for victimisation survey design with a gender component	40
Annex 2. Steps for calculating the domain of violence of the EIGE Gender Equality Index	43
Annex 3. Summary of the findings on baseline evaluations from the GREVIO committee's reports on the Western Balkans and Türkiye – data collection and population-based survey	46

Executive summary

Reliable and comparable administrative data on violence against women (VAW) is essential for the prevention of violence, protection of victims and institutional response efforts. It also helps to address unmet information needs at a relatively low cost. Statistics based on administrative procedures are often a by-product of routine administrative procedures – and therefore a source of low-cost data with potentially high levels of sustainability compared to relatively expensive sample surveys, which are often ad hoc and singular events. However, gaps in comprehensive, disaggregated data on various forms of VAW still pose a barrier to fully understanding the scope and scale of VAW per country or region. Thus the *Guidance on strengthening data systems on violence against women for the Western Balkans and Türkiye* provides concrete steps for key national stakeholders working on the implementation of the Istanbul Convention (1) and other national and international standards, on how to collect, administrate and report data on VAW.

The need for strengthening data collection efforts in the region was emphasised during two events where recommendations were also offered: the Regional Workshop on Strengthening Data Systems on Violence Against Women (2020) and the Regional Experts Meeting from Western Balkans and Türkiye (2021), organised jointly by the European Institute for Gender Equality, the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and the United Nations Population Fund (UNFPA).

This guidance document presents recommendations on data collection requirements for the Western Balkans and Türkiye, according to the Istanbul Convention and the EU victims' rights directive (2):

- aligning legal concepts and definitions across national agencies and with international statistical standards, including definitions of forms of violence and other types of data;
- following stages of systematic and consistent data collection and addressing its challenges;
- developing a minimum set of data indicators and considering additional data disaggregation and optional indicators for an integrated data collection process.

Furthermore, five steps to strengthening data collection, illustrated with examples from the EU Member States, are provided to improve data systems:

1. mapping of data producers and users;
2. establishing a coordination and governance mechanism– data governance as a system-wide effort;
3. establishing standards for data collection, entry, validation and analysis;
4. establishing and implementing training;
5. reporting statistics.

The annexes to this publication provide additional information for VAW data producers and users in the Western Balkans and Türkiye. A compendium of standards for surveys on VAW development is provided in Annex 1. The EU candidate countries and potential candidates are encouraged to calculate the violence domain of EIGE's Gender Equality Index by following the steps provided in Annex 2. Finally, Annex 3 summarises the findings of the Expert group on action against violence against women and domestic violence committee's (GREVIO) evaluation reports for Albania, Bosnia and Herzegovina, Montenegro, Serbia and Türkiye, which emphasise the biggest challenges in the countries and the need for consistent and systematic VAW data collection.

(1) Council of Europe (2011a), Convention on Preventing and Combating Violence Against Women and Domestic Violence, *Council of Europe Treaty Series*, No 210, Istanbul, 11 May 2011, <https://rm.coe.int/168008482e>.

(2) Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA, 25 October 2012, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32012L0029>.

Introduction

Violence against women and girls and gender-based violence is a cause and effect of gender inequality and the power imbalance between women and men, and one of the most widespread violations of human rights. It affects women's and girls' well-being, autonomy and access to opportunities.

This deeply entrenched phenomenon requires a coordinated and targeted prevention and policy response based on reliable and comparable data and evidence. Over the past years, EU candidate countries and potential candidates from the Western Balkans (Albania, Bosnia and Herzegovina, Kosovo ⁽³⁾, Montenegro, North Macedonia, Serbia) and Türkiye have strengthened their data collection on violence against women (VAW), contributing to a better understanding of patterns and trends and providing much-needed data for evidence-based policymaking. However, gaps in comprehensive, disaggregated data on various forms of VAW still pose a barrier to fully understanding the scope and scale of VAW in each country or region.

Data on VAW generally stems from two sources and data collection methods with different, yet complementary, uses.

First, data from administrative sources is collected during routine administrative processes and is generally designed to fulfil internal administrative purposes such as case management, resource allocation and process monitoring. Importantly, statistics based on administrative sources are needed to monitor the response to VAW, identify capacity issues in service provision and response efforts, indicate gaps in the supply and demand of state services and provide detailed insights into the characteristics of concerned parties. In

short, reliable and comparable administrative data on VAW are essential for prevention and response efforts and can help to address unmet information needs at relatively low costs.

At the same time, the collection of reliable and comparable administrative data on VAW also faces a number of challenges and obstacles. For example, despite years of strenuous efforts, an EU-wide data collection project on intimate partner VAW from the police and justice sectors conducted by the European Institute for Gender Equality (EIGE) found that 'the lack of precise data recording and collection on intimate partner violence undermines efforts to compare clear and useful data within and between the Member States' ⁽⁴⁾. Similarly, the June 2021 regional experts meeting to discuss the draft guidelines on strengthening data systems on VAW with participants from the Western Balkans and Türkiye also identified a number of challenges towards reliable and comparable data collection, among them: data analysis capacities, data demand, quality of data, supply of data, administration systems, finances for collection, level of coordination and political engagement.

In an earlier report on the *Gender Equality Index 2017*, EIGE found that statistics based on police or justice data in many EU Member States do not include relevant information on certain aspects of VAW. For instance, in some EU Member States, official crime statistics were not disaggregated by the sex and age of the victim and perpetrator, or by the relationship between the victim and perpetrator, which means that instances of VAW, such as intimate partner violence and other forms of domestic violence are not easily identifiable ⁽⁵⁾.

⁽³⁾ This designation is without prejudice to positions on status and is in line with UNSCR 1244/1999 and the International Court of Justice opinion on the Kosovo Declaration of Independence.

⁽⁴⁾ EIGE (2019a), *Police and justice sector data on intimate partner violence against women in the European Union*, Publications Office of the European Union, Luxembourg, p. 29, <https://eige.europa.eu/publications/police-and-justice-sector-data-intimate-partner-violence-against-women-european-union>.

⁽⁵⁾ EIGE (2017a), *Gender Equality Index 2017 – Measurement framework of violence against women*, Publications Office of the European Union, Luxembourg, <https://eige.europa.eu/publications/gender-equality-index-2017-measurement-framework-of-violence-against-women>.

Second, data derived from representative population surveys on VAW can provide insights into the scope, trends and magnitude of the phenomenon, including violence not reported to the authorities (the 'dark figure'). These data are necessary to gauge the prevalence of violence among the population, identify risk factors contributing to VAW and to design adequate prevention measures. While survey-based data on VAW are not the focus of this publication, a compendium of standards for VAW surveys is provided as **Annex 1**. Survey data could also be used to calculate a composite indicator on VAW following EIGE's methodology, if consistently collected for such a purpose, as was done for the violence domain of EIGE's Gender Equality Index (presented in **Annex 2**).

In December 2020, EIGE, in partnership with the UN Regional Issue-based Coalition on Gender Equality (IBC-Gender) for Europe and Central Asia, convened the joint Regional Workshop on Strengthening Data Systems on Violence Against Women for the Western Balkans and Türkiye, Eastern Europe and Central Asia, including seven EU candidate countries and potential candidates from the Western Balkans and Türkiye ⁽⁶⁾.

As a follow-up to the event, EIGE developed a draft guidance on strengthening data systems on violence against women. The draft was based on contributions from the participants and speakers at the regional workshop, including United Nations Entity for Gender Equality and the

Empowerment of Women (UN Women) and United Nations Population Fund (UNFPA) counterparts, and also followed international standards ⁽⁷⁾ and EIGE's work on administrative data on VAW ⁽⁸⁾. As the next step, the development of the guidance was discussed in a regional experts meeting in June 2021 with participants from the Western Balkans and Türkiye with the aim to make the future publication more relevant to regional data collection efforts.

The current guidance therefore aims to provide practical advice on the improvement of administrative data collection on VAW in the Western Balkans and Türkiye ⁽⁹⁾.

The document is structured as follows. **Section 1** summarises the six most relevant international and European agreements and institutions that provide recommendations for VAW data collection. Among them, the standards of the Istanbul Convention, which is also legally binding to its signatories (including Albania, Bosnia and Herzegovina, Montenegro, North Macedonia and Serbia). **Section 2** gives a short overview of the current state of data collection on VAW and domestic violence in each country of the Western Balkans and Türkiye. The main challenges and advances from the countries were shared by local experts who attended the regional experts meeting held in 2021, which sets a stage for subsequent recommendations.

Section 3 summarises guiding standards and recommendations for data collection as required

⁽⁶⁾ A total of 143 participants from 18 countries attended the meeting.

⁽⁷⁾ Eurostat (2017b), 'EU guidelines for the International Classification of Crime for Statistical Purposes – ICCS – 2017 edition', *Manuals and Guidelines*, Publications Office of the European Union, Luxembourg, <https://ec.europa.eu/eurostat/web/products-manuals-and-guidelines/-/ks-gq-17-010>; EIGE (2018a), *Recommendations for the EU to improve data collection on intimate partner violence*, Publications Office of the European Union, Luxembourg, <https://eige.europa.eu/publications/recommendations-eu-improve-data-collection-intimate-partner-violence?lang=en>; UN Women and the World Health Organization (2022), *Improving the collection and use of administrative data on violence against women – Global technical guidance*, <https://www.unwomen.org/sites/default/files/2022-10/Improving-the-collection-and-use-of-administrative-data-on-violence-against-women-en.pdf>; Kendall, T. (2020), *A synthesis of evidence on the collection and use of administrative data on violence against women – Background paper for the development of global guidance*, UN Women, New York, United States of America, <https://www.unwomen.org/digital-library/publications/2020/02/background-paper-synthesis-of-evidence-on-collection-and-use-of-administrative-data-on-vaw>.

⁽⁸⁾ EIGE (2019b), *Understanding Intimate Partner Violence in the EU: The role of data*, Publications Office of the European Union, Luxembourg, <https://eige.europa.eu/publications/understanding-intimate-partner-violence-eu-role-data>; EIGE (2021a), *EIGE's Indicators on Intimate Partner Violence, Rape and Femicide: EU state of play*, Publications Office of the European Union, Luxembourg, <https://eige.europa.eu/publications/eiges-indicators-intimate-partner-violence-rape-and-femicide-eu-state-play>; EIGE (2020a), *Intimate Partner Violence: Data collection methodology*, Publications Office of the European Union, Luxembourg, <https://eige.europa.eu/publications/intimate-partner-violence-data-collection-methodology>.

⁽⁹⁾ While the current guidance focus on administrative data collection, on a more general level it should be noted that in research on violence against women and domestic violence, statistical data should be complemented by qualitative methods to capture the complexity, variety and depth of women's experiences with violence.

by the Istanbul Convention and the EU victims' rights directive, including definitions of violence, the stages for systematic data collection, the minimum set of indicators and additional data disaggregation and indicators. **Section 4** provides a five-step guide to strengthening the collection of

consistent and comparable data on VAW and domestic violence. Recommendations are based on UN Women, United Nations Office on Drugs and Crime (UNODC) and EIGE documents. This last section also provides some examples of promising practices from the EU Member States.

1. International regulatory framework for data collection

The six most relevant international and European agreements and institutions that provide recommendations for data collection on VAW are: the United Nations Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) ⁽¹⁰⁾ general recommendations, the Council of Europe's Istanbul Convention ⁽¹¹⁾, the EU victims' rights directive ⁽¹²⁾, the UNODC, Eurostat and EIGE. Their main points and requirements are presented in the following subsections.

1.1. UN Convention on the elimination of all forms of discrimination against women

The Committee on the Elimination of Discrimination against Women, the treaty body established to monitor the implementation of CEDAW ⁽¹³⁾, adopted in 1979 and ratified by all western Balkan countries and Türkiye, regularly addresses the issue of data collection, urging reporting states to strengthen and systematise efforts to gather statistics on the various forms of VAW, including, for example, on domestic violence, on trafficked, migrant and refugee women, on sexual exploitation, on forced marriages and on harmful traditional practices.

For instance, in its general recommendation No 35 ⁽¹⁴⁾, the committee recommends to the states parties that they do the following.

(b) Establish a system to regularly collect, analyse and publish statistical data on the number of complaints about all forms of gender-based violence against women, including technology-mediated violence, the number and type of orders of protection issued, the rates of dismissal and withdrawal of complaints, prosecution and conviction and the amount of time taken for the disposal of cases. The system should include information on the sentences imposed on perpetrators and the reparations, including compensation, provided to victims/survivors. All data should be disaggregated by type of violence, relationship between the victim/survivor and the perpetrator, and in relation to intersecting forms of discrimination against women and other relevant sociodemographic characteristics, including the age of the victim/survivor. The analysis of the data should enable the identification of failures in protection and serve to improve and further develop preventive measures, which should, if necessary, include the establishment or designation of observatories for the collection of administrative data on the gender-based killings of women, also referred to as 'femicide' or 'feminicide', and attempted killings of women;

The system of data collection recommended by CEDAW therefore requests the systematic collection of administrative data on gender-based VAW from all relevant actors in the law-enforcement and victim support chain (police, prosecution and courts), disaggregated by sex and victim-perpetrator relationship.

⁽¹⁰⁾ UN (1979), Convention on the Elimination of All Forms of Discrimination against Women, New York, United States of America, 18 December 1979, <https://www.ohchr.org/en/professionalinterest/pages/cedaw.aspx>.

⁽¹¹⁾ Council of Europe (2011a), Convention on Preventing and Combating Violence Against Women and Domestic Violence, *Council of Europe Treaty Series*, No 210, Istanbul, 11.5.2011, <https://rm.coe.int/168008482e>.

⁽¹²⁾ Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA, 25 October 2012, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32012L0029>.

⁽¹³⁾ UN (1979), Convention on the Elimination of All Forms of Discrimination against Women, New York, United States of America, 18 December 1979, <https://www.ohchr.org/en/professionalinterest/pages/cedaw.aspx>.

⁽¹⁴⁾ UN Committee on the Elimination of Discrimination against Women, General recommendation No 35 on gender-based violence against women, updating general recommendation No 19, CEDAW/C/GC/35 of July 2017, paragraph 34 (b), <https://digitallibrary.un.org/record/1305057>.

1.2. The Istanbul Convention

The Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence, known as the Istanbul Convention⁽¹⁵⁾ is the first legally binding instrument at the European level and is widely recognised and accepted as the most advanced treaty tackling VAW and domestic violence. Currently, from the EU candidate countries and potential candidates, Albania, Bosnia and Herzegovina, Montenegro, North Macedonia and Serbia have signed and ratified the Istanbul Convention and Kosovo has added the text of the convention into their constitution.

Based on the Istanbul Convention's principles, preventing and combating VAW and domestic violence requires evidence-based policymaking. The collection of systematic and comparable data from all relevant administrative sources is crucial in this regard, as is information on the prevalence of all forms of VAW. This can help policymakers to evaluate changes and progress and to improve policies.

Research and data collection help in the design of policies and measures needed to protect and support victims of VAW and domestic violence. Moreover, research and data collection are indispensable to ensure that policies are effective in preventing and combating VAW and domestic violence. To be effective, the provision of information needs to be part of an integrated approach, duly taking into account practical developments. To this end, the Istanbul Convention requires (as contained in Article 11) state parties to collect disaggregated relevant statistical data and support research in the field of all forms of violence covered by the scope of the convention.

In particular, **Article 11** requires parties to do the following.

- *1a collect disaggregated relevant statistical data at regular intervals on cases of all forms of violence covered by the scope of this Convention.*
- *1b support research in the field of all forms of violence covered by the scope of this Convention in order to study its root causes and effects, incidences and conviction rates, as well as the efficacy of measures taken to implement this Convention.*
- *2 Parties shall endeavour to conduct population-based surveys at regular intervals to assess the prevalence of and trends in all forms of violence covered by the scope of this Convention.*
- *3 Parties shall provide the group of experts, as referred to in Article 66 of this Convention, with the information collected pursuant to this article in order to stimulate international cooperation and enable international benchmarking.*
- *4 Parties shall ensure that the information collected pursuant to this article is available to the public.*

Article 11 of the Istanbul Convention therefore **requires three broad activities under data collection and research.**

1. The regular collection of disaggregated administrative data on VAW (paragraph 1a). These data may include 'statistics compiled by healthcare services and social welfare services, law enforcement agencies and NGOs, as well as judicial data recorded by judicial authorities, including public prosecutors'⁽¹⁶⁾. The need for detailed administrative data may require the adaptation of existing data collection systems beyond those already existing in the institutions dealing with the victims and perpetrators of VAW. Importantly, 'as a minimum requirement, recorded data on victim and perpetrator should be disaggregated by sex, age, type of violence as well as the relationship of the perpetrator to the victim, geographical location, as well as other factors deemed relevant by Parties such as disability.' Furthermore, 'Recorded data should also contain information on conviction rates of perpetrators of all forms of violence covered by the

⁽¹⁵⁾ Council of Europe (2011a), Convention on Preventing and Combating Violence Against Women and Domestic Violence, Council of Europe Treaty Series, No 210, Istanbul, 11 May 2011, <https://rm.coe.int/168008482e>.

⁽¹⁶⁾ Council of Europe (2011b), 'Explanatory report to the Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence', Council of Europe Treaty Series, No 210, Istanbul, p. 14, <https://rm.coe.int/16800d383a>.

- scope of this Convention, including the number of protection orders issued' (17).
2. The obligation to conduct population-based surveys as a tool to provide more general sociologically oriented insights into the prevalence, nature, determinants and outcomes of all forms of violence (paragraph 2). The Istanbul Convention recommends that such surveys should be conducted at regular intervals in order to make a pertinent and comparative assessment of the prevalence and the trends in all forms of violence covered by the scope of the convention.
 3. Much-needed support for research in the field of VAW and gender-based violence. Research is seen as a key element of evidence-based policymaking and can improve the effectiveness of the real-world responses to VAW by law enforcement agencies, support services and the judiciary.

National coordinating body on VAW under the Istanbul Convention

Article 10 of the Istanbul Convention entails the obligation to designate or establish one or more official bodies responsible for the coordination, implementation, monitoring and evaluation of policies and measures to prevent and combat all forms of violence covered by the convention (18). As the evaluation of policies and measures which these bodies are mandated to carry out also comprises the scientific evaluation of a particular policy or measure, there is a need for robust administrative and population-based data. For this reason, Article 10 also prescribes that the central coordinating body or bodies shall also coordinate the collection of the data as referred to in Article 11, along with their analysis and dissemination (19).

The national coordinating body on VAW is accordingly tasked with ensuring the publication of relevant data (paragraph 4 of Article 11) and the provision of the information and data to the Expert group on action against violence against women and domestic violence (GREVIO) established under Article 66 of the convention and responsible for the monitoring of the implementation of the convention (20).

1.3. Victims' rights directive of the European Union

Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishes minimum standards on the rights, support and protection of victims of crime (21). While the

directive is concerned with victims of crime in general, it defines VAW as a specific form of gender-based violence requiring Member States to provide specialist support for victims.

Article 28 of the directive obliges Member States to regularly (every 3 years) report to the Commission 'available data showing how victims have

(17) Council of Europe (2011a), Convention on Preventing and Combating Violence Against Women and Domestic Violence, *Council of Europe Treaty Series*, No 210, Istanbul, 11.5.2011, p. 15.

(18) Council of Europe (2011a), Convention on Preventing and Combating Violence Against Women and Domestic Violence, Council of Europe Treaty Series, No 210, Istanbul, 11.5.2011, <https://rm.coe.int/168008482e>.

(19) The explanatory report on the Istanbul Convention acknowledges that some Member States have already established observatories on VAW that collect relevant data. 'While these may serve as examples, the drafters decided to leave to the Parties the decision on how to ensure the coordination, analysis and dissemination of data by the bodies in question'; Council of Europe (2011a), Convention on Preventing and Combating Violence Against Women and Domestic Violence, *Council of Europe Treaty Series*, No 210, Istanbul, 11.5.2011, p. 13.

(20) Council of Europe (2011a), Convention on Preventing and Combating Violence Against Women and Domestic Violence, *Council of Europe Treaty Series*, No 210, Istanbul, 11.5.2011, p. 14. According to Article 68 paragraph 7, 'when adopting a questionnaire for each evaluation round, GREVIO shall take due consideration of the existing data collection and research in the Parties as referred to in Article 11 of this Convention'.

(21) This directive replaced Council Framework Decision 2001/220/JHA (2012/29/EU), see Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32012L0029>. This directive replaced Council Framework Decision 2001/220/JHA (2012/29/EU)..

accessed the rights set out in this Directive'. Paragraph 64 of the preamble of the directive provides a guide to the concrete reporting requirements, including the following.

1. The number and type of the reported crimes and, as far as such data are known and are available, the number and age and sex of the victims.
2. Relevant statistical data, which can include:
 - data recorded by the judicial authorities,
 - data recorded by law enforcement agencies,
 - as far as possible, administrative data compiled by healthcare and social welfare services,
 - data recorded by public and non-governmental victim support or restorative justice services and other organisations working with victims of crime.
3. Judicial data, which can include information about:
 - reported crime,
 - the number of cases that are investigated,
 - persons prosecuted, and
 - persons sentenced.
4. Service-based administrative data, which can include, as far as possible data on how victims are using services provided by government agencies and public and private support organisations, such as:
 - the number of referrals by police to victim support services,
 - the number of victims that request, receive or do not receive support. ⁽²²⁾

1.4. United Nations Office on Drugs and Crime

The UNODC collects data on crime and criminal justice from all UN Member States in its annual United Nations surveys on crime trends and the operations of criminal justice systems (UN-CTS). The data collection started in the 1970s and has since been continually expanded and refined. Since the latest revision in 2017, the UN-CTS follows the International Classification of Crime for Statistical Purposes (ICCS) as a common framework to group all kinds of criminal offences. While there is no specific category on VAW or gender-based violence (GBV) in the ICCS, when the offence categories are further broken down by sex of victim, sex of perpetrator and victim–perpetrator relationship, standardised indicators on VAW according to the Istanbul Convention can be calculated for all relevant crime types. This requires a mapping of the national offence categories to the ICCS and further to the crime types relevant to the Istanbul Convention.

The ICCS proposes the following detailed disaggregation of the victim–perpetrator relationship for all relevant offence categories (for example, violent offences):

1. *current intimate partner / spouse,*
2. *former intimate partner / spouse,*
3. *blood relative,*
4. *other household member,*
5. *friend,*
6. *acquaintance,*
7. *colleague/work relationship,*
8. *authority/care relationship (doctor, nurse, police, etc.),*

⁽²²⁾ Preamble of Directive 2012/29/EU, OJ L 315, 14.11.2012, pp. 57–73. <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32012L0029>. According to paragraph 68 of the preamble, personal data processed should be protected in accordance with Council Framework Decision 2008/977/JHA of 27 November 2008 on the protection of personal data processed in the framework of police and judicial cooperation in criminal matters and in accordance with the principles laid down in the Council of Europe Convention of 28 January 1981 for the Protection of Individuals with Regard to Automatic Processing of Personal Data, which all EU Member States, countries of the Western Balkans and Türkiye have ratified.

- 9. *other offender known to victim,*
- 10. *offender unknown to victim,*
- 11. *relationship not known.*

Data collected by the UNODC are regularly published on its website⁽²³⁾. In 2019, the UNODC also published the *Global Study on Homicide: Gender-related killing of women and girls* report in

2018, which is based mainly on the UN-CTS data collection supplemented by a global multi-source data collection on intentional homicide⁽²⁴⁾. The data collection on intentional homicide in the UN-CTS disaggregates data by victim-offender relationship (Table 1). All victim-offender relationship data disaggregation is expected to be reported according to the sex of the victims ('Males', 'Females', 'Males and females')⁽²⁵⁾:

Table 1. UN-CTS data disaggregation by victim-offender relationship and sex of the victim

Victims of intentional homicide (0101) killed by:	Intimate partner or family member	Males and females
		Males
		Females
	Intimate partner	Males and females
		Males
		Females
	Family member	Males and females
		Males
		Females
	Other perpetrator known to the victim	Males and females
		Males
		Females
	Perpetrator unknown to the victim	Males and females
		Males
		Females
	Relationship to perpetrator is not known	Males and females
		Males
		Females

1.5 The Statistical Office of the European Union (Eurostat)

Eurostat has started to collect crime statistics in the framework of the European Statistical System (ESS). Since 2014, Eurostat has cooperated closely with the UNODC on a joint data collection for EU Member States, the European Environment Agency, the European Free Trade Association and

candidate countries, using the UN-CTS as a basis for its own data collection supplemented with specific data of interest to the European Commission. Eurostat regularly publishes data on relevant crime types (e.g. intentional homicide and sexual offences) on its website⁽²⁶⁾ and promotes the ICCS as a basis for its data collection. Eurostat has produced specific guidelines to support Member States in the implementation of the ICCS and related data provision⁽²⁷⁾.

⁽²³⁾ UNODC research data, <https://dataunodc.un.org/>.

⁽²⁴⁾ The United Nations Office on Drugs and Crime (UNODC) (2019), *Global Study On Homicide – Gender-related killing of women and girls*, Vienna, Austria, https://www.unodc.org/documents/data-and-analysis/gsh/Booklet_5.pdf.

⁽²⁵⁾ This abbreviated disaggregation for data collection on intentional homicide has been used for the first time in the UN-CTS 2017 and in all subsequent UN-CTS since then.

⁽²⁶⁾ Eurostat, 'Crime and criminal justice' database, <https://ec.europa.eu/eurostat/web/crime/data/database>.

⁽²⁷⁾ Eurostat (2017b), 'EU guidelines for the International Classification of Crime for Statistical Purposes - ICCS - 2017 edition', *Manuals and Guidelines*, Publications Office of the European Union, Luxembourg, <https://ec.europa.eu/eurostat/web/products-manuals-and-guidelines/-/ks-gq-17-010>;

1.6. European Institute for Gender Equality

EIGE started to collect and analyse data on various forms of VAW across the EU, and coming from various institutions and data sources, in 2012. Since 2015, EIGE has compiled a regular Gender Equality Index, which includes both administrative and survey data on VAW for its calculation.

To promote the collection of comparable administrative data on VAW, EIGE has developed, in consultation with experts and Member States, a set of 13 indicators on intimate partner VAW, as the most common form of VAW ⁽²⁸⁾.

1. Annual number of victims of VAW and domestic violence, as recorded by police.
2. Annual number of reported offences related to VAW and domestic violence.
3. Annual number of perpetrators of VAW and domestic violence.
4. Annual number of victims of physical VAW and domestic violence, as recorded by police.
5. Annual number of victims of psychological VAW and domestic violence, as recorded by police.
6. Annual number of victims of sexual VAW and domestic violence, as recorded by police.
7. Annual number of victims of economic VAW and domestic violence, as recorded by police.
8. Annual number of victims reporting rape, as recorded by police.

9. Annual number of victims of femicide committed by men, as recorded by police.
10. Annual number of restraining or protection orders applied for and granted in cases of VAW and domestic violence.
11. Annual number of perpetrators prosecuted for VAW and domestic VAW.
12. Annual number of perpetrators sentenced for VAW and domestic VAW.
13. Annual number of perpetrators sentenced for VAW and domestic violence and held in prison or with a sanction involving a form of deprivation of liberty.

Data on these 13 indicators for EU Member States are published on EIGE's website together with metadata and explanatory notes ⁽²⁹⁾. In addition, EIGE developed specific guidance documents on administrative data collection on intimate partner violence in EU Member States ⁽³⁰⁾.

The data collection of EIGE on the 13 indicators is in line with the definitions of the Istanbul Convention ⁽³¹⁾ on VAW. More specifically, the 13 EIGE indicators can be seen as a subset of the data required under the Istanbul Convention that is limited to intimate partner VAW perpetrated by men. A comprehensive data collection, that disaggregates the data by the sex of the victim, the sex of the perpetrator and the relationship between the two can also easily accommodate the specifications of the EIGE data collection by extracting the relevant data (limited to violence perpetrated by intimate partners) as needed.

⁽²⁸⁾ EIGE (2018b), *Indicators on intimate partner violence and rape for the police and justice sectors*, Publications Office of the European Union, Luxembourg, <https://eige.europa.eu/publications/indicators-intimate-partner-violence-and-rape-police-and-justice-sectors>. EIGE is currently refining the indicators and a new data collection exercise is planned for 2023.

⁽²⁹⁾ EIGE (2020b), 'Gender statistics database – Intimate partner violence indicators', https://eige.europa.eu/gender-statistics/dgs/browse/genvio/genvio_int/genvio_int_adm/genvio_int_adm_ipv; EIGE (2020a), *Intimate Partner Violence: Data collection methodology*, Publications Office of the European Union, Luxembourg, <https://eige.europa.eu/publications/intimate-partner-violence-data-collection-methodology>.

⁽³⁰⁾ EIGE (2021a), *EIGE's Indicators on Intimate Partner Violence, Rape and Femicide: EU state of play*, Publications Office of the European Union, Luxembourg; EIGE (2019b), *Understanding Intimate Partner Violence in the EU: The role of data*, Publications Office of the European Union, Luxembourg; EIGE (2018b), *Indicators on intimate partner violence and rape for the police and justice sectors*, Publications Office of the European Union, Luxembourg.

⁽³¹⁾ Council of Europe (2011a), *Convention on Preventing and Combating Violence Against Women and Domestic Violence*, Council of Europe Treaty Series, No 210, Istanbul, 11 May 2011, <https://rm.coe.int/168008482e>.

2. The current state of data collection on violence against women and domestic violence in the Western Balkans and Türkiye

The first baseline evaluations from the GREVIO committee's reports on the Western Balkans and Türkiye concluded that across the region there was an inadequate collection of data on VAW and domestic violence. Most of the baseline reports from country monitoring showed that service-based administrative data are still rarely collected and government agencies often do not have data systems in place that go beyond internal recording needs of these agencies. While countries had started to establish systems to disaggregate data by type of violence, sex, age and victim–perpetrator relationship, only a few institutions were able to collect data on all these categories simultaneously. Data collection systems were found to vary from one public body to another, making data partial and not comparable and resulting in a limited understanding of the extent and the evolution of the problem. An overview of the GREVIO reports, along with a summary of national reports for Albania, Bosnia and Herzegovina, Montenegro, Serbia and Türkiye, can be found at the end of this document in Annex 3.

Some of these sentiments were shared by participants at the Regional Experts Meeting from Western Balkans and Türkiye, held in June 2021 to discuss the draft guidance on strengthening data systems on VAW. Meeting participants also gave an update on recent developments and progress made regarding their data collection systems. A brief review of these discussions, highlighting the main challenges and advances (such as data analysis capacities, data demand, quality of data, supply of data, administration systems, finances for collection, level of coordination and political engagement), will set the stage for subsequent recommendations.

According to experts from Albania, it is the Ministry of Health and Social Protection (in charge of gender equality issues) that manages the main data collection on VAW and domestic violence in **Albania**. This system is based on cases that are reported to the local coordinator on VAW in the municipality, who is informed of relevant cases and enters all data related to the case (type of violence reported to the police, health issues, employment issues, protection measures, etc.) into the system. At present the system works for 30 out of 61 municipalities and serves mainly to monitor referral mechanisms: the system indicates that not all cases reported to the police (which has its own separate data collection on crimes reported to the police) are also reported in the referral system. In addition, the courts also collect data on cases that go through the justice system, but data are not harmonised and not comparable. UN Women promotes an integrated system of data collection and is in discussion with the Ministry of Justice and the Ministry of Interior to establish a consistent and comparable data collection in collaboration with the Ministry of Health and Social Protection.

Data collection systems on VAW and domestic violence are less unified and more dispersed in **Bosnia and Herzegovina (BiH)**. Due to the country's complex institutional architecture (with two entities, three statistical offices and four criminal codes), data on crime and violence are collected separately in each entity according to the entities' distinct (yet similar) legislation. The National Statistical Office of BiH collects data from police and courts and aggregates data from the entity to the national level. Data are generally disaggregated by sex of the victim, but there are no data on the relationship between victim and perpetrator. There are also data from social welfare centres, but cases of VAW cannot be distinguished

in the data. The Agency for Gender Equality of BiH collects data on shelters for victims of violence from the gender centres in the entities – namely, from the Gender Centre of BiH and the Ministry for Family, Youth and Sports in Serbia. The agency also has data on calls received via the telephone hotline for victims of violence. Besides these efforts there is yet no centralised system for the collection of data on VAW and domestic violence. The High Judicial and Prosecutorial Council of BiH has a case management system (CMS) in place that collects data on persons prosecuted and convicted for all crimes, including VAW and domestic violence, disaggregated by sex of the perpetrator, but these data do not contain information on the victim–perpetrator relationship. To remedy this situation and to obtain comprehensive judicial data on VAW and domestic violence, the High Judicial and Prosecutorial Council of BiH has started a cooperation with the Agency for Gender Equality of BiH to modify the system to produce data on VAW and domestic violence, disaggregated by sex of perpetrator and victim and their relationship in the CMS. Some variables in the CMS of the High Judicial and Prosecutorial Council are only voluntarily filled in by prosecutors and judges, while others are obligatory (i.e. the system does not proceed to the next stage without entering such data). Among optional variables to be filled in are the sex of the victims and perpetrators and, since January 2021, the victim–perpetrator relationship. It remains to be seen how well the system will be adopted by judges and prosecutors entering the data, especially considering their high work burden.

At the same time, the National Statistical Office of BiH is working on a unified classification of crimes for statistical purposes, to overcome the difficulties presented by different classifications based on entity criminal codes for data aggregation and comparison.

In **Kosovo**, a unified database on domestic violence has been in operation since January 2019, and after initial problems, is now becoming more and more operational. While the design of the system follows state-of-the-art specifications, the actual implementation in terms of comprehensive and timely data entry is still in need of

improvement. The comprehensive integrated database on domestic violence is hosted by the Ministry of Justice’s special coordinator for domestic violence, supported by UN Women and funded by the EU and is designed to fulfil the data requirements for internal analysis and international reporting. It is important to note that Kosovo has included the Istanbul Convention in its constitution in lieu of ratifying it. Kosovo has also included a specific crime of VAW in its criminal code and is in the process of modifying its law on domestic violence in accordance with the Istanbul Convention. In total, six institutions are integrated into the database (police, prosecution, courts, victim’s advocates, centres for social work and shelters) and, based on their own case management systems, feed the data into the database (by types of violence and relevant disaggregation), starting with the first institution where the victim appears and going to the next institution which supplements the data in the case file (‘work on unbroken link’). Strict access limitations and authentication procedures help to protect the data and confidentiality of the victim. The database can then be used to extract relevant data for statistics on various indicators, i.e. on victims, perpetrators, services, criminal offences, institutions, court decisions, protection measures taken, etc.

Among the countries in the region, **Montenegro** has promising practices in terms of collecting consistent and integrated administrative data on VAW and domestic violence. A police representative from Montenegro provided an example in the region. Through close cooperation between the Ministry of Interior (police) and the Ministry of Social Welfare, a unique database on domestic violence has been established, which ensures the interoperability of data collection from all relevant agencies. Thus, after a case comes to the attention of the police and the police open a case file and enter the data, all other relevant institutions – prosecution, courts, centres for social welfare – record the protective measures taken, social services provided and decisions pronounced (prosecutions and sentences). Thus, all institutions who have access to the system for case management (which is strictly limited due to data protection issues of personal data that are linked to personal ID numbers) have access to the same data. The system serves also to produce all

relevant statistics on victims, perpetrators and services and has become a vital tool for monitoring procedures and outcomes.

Participants from **North Macedonia** pointed to a general lack of relevant administrative data on VAW and domestic violence – such as the absence of information on the gender of the victim and perpetrator in police-recorded crime data. However, there are currently several legislative changes in progress, such as a new draft law on the introduction of a national coordinating body on VAW that would tackle such issues as systematising data collection and cooperation between institutions.

In **Serbia**, there is a Coordination Body for Gender Equality which requires regular, systematic and comparable data on VAW and domestic violence to plan and monitor policies and measures against GBV and domestic violence. However, the Coordinating Body for Gender Equality does not collect data itself and is dependent on data transmitted from other authorities. The data received are less helpful than they could be, as relevant institutions collect the data in their own way and according to their own needs, making data not comparable. A particularly urgent issue is the lack of a comprehensive database on femicide and

the lack of data integration between agencies (for instance, on possible links between protection orders and later femicides).

Similarly, various institutions in **Türkiye** also find it challenging to collect comparable data, due to the lack of a uniform classification and definition of different forms of VAW. Police and justice institutions collect data based on legal definitions in the Turkish Penal Code (which does not have an individual crime called ‘domestic violence’). More recently, the Ministry of Justice has formed a working group to elaborate and agree on a uniform definition of femicide. Despite this lack of comparable statistical data across institutions in Türkiye, the country does have a good basis to establish a comprehensive and interlinked data system on VAW and domestic violence: currently individual case files from police, the gendarmerie and courts are already entered in a single database (called ‘UYAP’), which also integrates data from the Ministry of Family. Authorised users can log into this database (e.g. shelters for women) and see what measures were taken in a specific case. There are data on protective measures recorded in the database, and the database also helps to track recidivist offenders (which is often relevant for subsequent judgements).

3. Guidance to data collection required by the Istanbul Convention and the EU victims' rights directive

Administrative data collected by different institutions become most valuable and useful for analysis when they are comparable, which means that as a minimum they use the same definitions and the same units of measurement. This is true both for data at the national level – ensuring the inter-institutional consistency and comparability of data from various agencies dealing with VAW data – and at the international level – to stimulate international cooperation and to enable international benchmarking. The type of violence to be covered by the data collection, along with basic concepts and definitions, are provided in the Istanbul Convention ⁽³²⁾, as detailed in [Subsections 3.1. to 3.3.](#) Systematic and consistent data collection requires coordinated efforts from involved agencies, but following procedures described in [Subsections 3.4. and 3.5.](#) can help to overcome certain challenges. Besides the development of the minimum set of data indicators, additional data indicators and disaggregation can make the data collection more integrated (see [Subsections 3.6. to 3.8.](#)).

3.1. Definitions of all forms of violence covered by the Istanbul Convention

- **Violence against women** is understood as a violation of human rights and a form of discrimination against women ⁽³³⁾ and shall mean all acts of GBV ⁽³⁴⁾ that result in, or are likely to result in, physical, sexual, psychological or economic harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life (Article 3).
- **Domestic violence** shall mean all acts of physical, sexual, psychological or economic violence that occur within the family or domestic unit or between former or current spouses or partners, whether or not the perpetrator shares or has shared the same residence with the victim ⁽³⁵⁾ (Article 3). This means that domestic violence can also include female perpetrators and can also affect male victims.
- **Gender-based violence against women** shall mean violence that is directed against a woman because she is a woman or that affects women disproportionately (Article 3).
- **Psychological violence** shall mean the intentional conduct of seriously impairing a person's psychological integrity through coercion or threats (Article 33).
- **Stalking** shall mean the intentional conduct of repeatedly engaging in threatening conduct directed at another person, causing her or him to fear for her or his safety (Article 34).
- **Physical violence** shall mean the intentional conduct of committing acts of physical violence against another person. It includes both lethal and non-lethal physical VAW (Article 35).
- **Sexual violence, including rape**, shall mean:
 - a. engaging in non-consensual vaginal, anal or

⁽³²⁾ Council of Europe (2011a), Convention on Preventing and Combating Violence Against Women and Domestic Violence, Council of Europe Treaty Series, No 210, Istanbul, 11 May 2011, <https://rm.coe.int/168008482e>.

⁽³³⁾ 'Women' also includes girls under the age of 18 (Article 3 of the Istanbul Convention, Council of Europe (2011a), <https://rm.coe.int/168008482e>).

⁽³⁴⁾ Gender shall mean the socially constructed roles, behaviours, activities and attributes that a given society considers appropriate for women and men (Article 3 of the Istanbul Convention, Council of Europe (2011a), <https://rm.coe.int/168008482e>).

⁽³⁵⁾ 'Victim' shall mean any natural person who is subject to the conduct specified in points a and b (VAW and domestic violence) (Article 3 of the Istanbul Convention, Council of Europe (2011a), <https://rm.coe.int/168008482e>).

oral penetration of a sexual nature of the body of another person with any bodily part or object; *b.* engaging in other non-consensual acts of a sexual nature with a person; *c.* causing another person to engage in non-consensual acts of a sexual nature with a third person. Consent must be given voluntarily as the result of the person's free will assessed in the context of the surrounding circumstances (Article 36).

- **Forced marriage** shall mean the intentional conduct of forcing an adult or a child to enter into a marriage (Article 37).
- **Female genital mutilation** shall mean: *a.* excising, infibulating or performing any other mutilation to the whole or any part of a woman's labia majora, labia minora or clitoris; *b.* coercing or procuring a woman to undergo any of the acts listed in point *a*; *c.* inciting, coercing or procuring a girl to undergo any of the acts listed in point *a* (Article 38).
- **Forced abortion and forced sterilisation** shall mean: *a.* performing an abortion on a woman without her prior and informed consent; *b.* performing surgery which has the purpose or effect of terminating a woman's capacity to naturally reproduce without her prior and informed consent or understanding of the procedure (Article 39).
- **Sexual harassment** shall mean any form of unwanted verbal, non-verbal or physical conduct of a sexual nature with the purpose or effect of violating the dignity of a person, in particular when creating an intimidating, hostile, degrading, humiliating or offensive environment (Article 40).
- **Crimes committed in the name of 'honour'** means that in criminal proceedings on any of the acts of violence covered by the scope of the convention, culture, custom,

religion, tradition or 'honour' shall not be regarded as justification for such acts. This covers, in particular, claims that the victim has transgressed cultural, religious, social or traditional norms or customs of appropriate behaviour (Article 42). This is not specifically recognised as a criminal offence but could be part of the disaggregation where considered relevant (for instance, for femicide where the motive is 'honour crimes').

3.2. Definitions of specialised services and protection measures covered by the Istanbul Convention

In addition to the definitions of four types of violence and specific criminal offences, the Istanbul Convention also provides relevant concepts and definitions for other types of data to be collected. The following definitions are relevant for a comprehensive list of indicators based on the Istanbul Convention ⁽³⁶⁾.

- **Specialist support services** provide support and assistance catering to the specific needs of victims of VAW and domestic violence (Article 22), recognising the gendered dynamics, impact and consequences of this phenomenon and operating within a gender equality and human rights framework ⁽³⁷⁾. In contrast to general support services (Article 20), such as social services, health and employment services, which are not exclusively designed for the benefit of victims, specialist support services are specialised, i.e. tailored to the needs of victims of specific forms of VAW and domestic violence and are not open to the general public ⁽³⁸⁾. Such services are often offered by non-governmental organisations (NGOs), such as women organisations, and sometimes by government authorities. This type of support service is based on the empowerment of the

⁽³⁶⁾ Council of Europe (2011a), Convention on Preventing and Combating Violence Against Women and Domestic Violence, Council of Europe Treaty Series, No 210, Istanbul, 11 May 2011, <https://rm.coe.int/168008482e>.

⁽³⁷⁾ Council of Europe (2011a), Convention on Preventing and Combating Violence Against Women and Domestic Violence, *Council of Europe Treaty Series*, No 210, Istanbul, 11.5.2011, p. 21.

⁽³⁸⁾ Council of Europe (2011a), Convention on Preventing and Combating Violence Against Women and Domestic Violence, *Council of Europe Treaty Series*, No 210, Istanbul, 11.5.2011, p. 23.

women, victims of VAW and domestic violence⁽³⁹⁾ and may include short and long-term specialised psychological counselling, trauma care, specialised legal counselling, advocacy and outreach services, telephone helplines, immediate medical support, the collection of forensic medical evidence in cases of rape and sexual assault, shelter and safe accommodation for the victims⁽⁴⁰⁾. Data should refer to the number of services offered (by type of service) and the number of victims serviced.

- **Shelters for victims** provide safe accommodation to victims of violence, of VAW and domestic violence (Article 23). Data should refer to the number of places (beds) available and the number of victims sheltered.
- **Telephone helplines** should be set up free of charge to provide advice to callers in relation to all forms of violence covered by the convention (Article 24). Data should refer to the number of calls received by type of violence.
- **Emergency barring orders** are issued by the competent authorities and order a perpetrator of domestic violence to vacate the residence of the victim or person at risk for a certain time period (Article 52). Data should refer to the number of emergency barring orders issued and the number of persons of different sexes receiving an order.
- **Restraining or protection orders** are issued by the competent authorities for a specified period or until modified or discharged and require the perpetrator to follow certain orders or prohibitions, such as not to approach the victim (Article 53). Data should refer to the number of orders issued as well as the number of persons receiving an order.
- **Legal aid for victims** requires the state parties to provide the right to legal assistance and to free legal aid (Article 57). Data should refer to the number of victims provided with free legal aid.

- **Gender-based asylum claims** requires state parties to ensure that gender-based VAW may be recognised as a form of persecution within Article 1 of the 1951 Refugee Convention (Article 60). Data should refer to the number of persons claiming asylum under this form of discrimination and the number of persons receiving asylum (or subsidiary protection) under this form of discrimination.

3.3. Aligning the national legal concepts and definitions

Administrative data are defined as information collected primarily for administrative (not statistical) purposes, such as registration, transaction and record keeping. This type of data is typically collected by public sector organisations with a specific decision-making purpose in mind, and therefore the identity of the unit corresponding to a given record is essential, as opposed to the statistical records where the identity of individuals must be deleted or anonymised.

As a relatively low-cost source of data that can be of high granularity in terms of the detailed characteristics of offences, victims and perpetrators, administrative data are widely used as a source for statistical purposes both for national and international reporting. Nevertheless, it is important to keep in mind that, as this data was not designed for statistical uses, several concerns can be raised. One of them is the fact that administrative data on crime and violence only reflect the cases that come to the attention of the authorities and not those that remain hidden and undetected (the 'dark figure'), which necessitates the conduct of representative population surveys to estimate the real prevalence of the phenomenon. For additional guidance on VAW survey design, please refer to Annex 2. Another concern is that the concepts and definitions used for administrative data collection often differ between national agencies involved as they often follow legal definitions or operational definitions that

⁽³⁹⁾ Council of Europe (2011a), Convention on Preventing and Combating Violence Against Women and Domestic Violence, *Council of Europe Treaty Series*, No 210, Istanbul, 11.5.2011, p. 24.

⁽⁴⁰⁾ *Ibidem*.

may be inappropriate for statistical purposes and would also not be consistent with international statistical standards.

For that reason, it is highly **recommended to assess the data** collection categories in terms of their:

- coverage,
- content,
- concepts,
- definitions.

Such an **assessment should be made by each data providing body** separately and together in a joint effort to establish and follow harmonised reporting categories. The international reporting standards outlined in [Section 1](#) above can assist all relevant stakeholders in establishing a uniform classification system, and common definitions will promote internal consistency and comparability

of the data collection across the various agencies involved.

Law enforcement agencies, prosecutors and courts in the Western Balkans and Türkiye generally do not use the concepts of physical, sexual, psychological and economic violence stipulated in the Istanbul Convention when collecting data on VAW and domestic violence. Instead, they typically record the type of offence and information on perpetrators (and, less frequently, victims) by the article of the criminal code of their jurisdiction. If this is the case, then data collected under specific relevant criminal codes must be mapped to the categories of violence provided for in the Istanbul Convention.

3.4. Collecting data systematically and consistently

In order to collect data systematically and consistently for each agency, a **four-stage procedure is recommended**.



⁽⁴¹⁾ EIGE (2019b), *Understanding Intimate Partner Violence in the EU: The role of data*, Publications Office of the European Union, Luxembourg, p. 26 and Annex 8.

⁽⁴²⁾ For more information on the ICCS and the mapping process, see the dedicated website on the ICCS at <https://www.unodc.org/unodc/en/data-and-analysis/statistics/iccs.html>.

Table 2. Categorisation of types of violent offence elaborated by EIGE ⁽⁴³⁾

Violence sub-category	ICCS code	Section	Crime
Femicide	0101	Acts leading to death or intending to cause death	Intentional homicide
Physical violence	0102	Acts leading to death or intending to cause death	Attempted intentional homicide
	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 (including female genital mutilation and forced sterilisation)
	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
	02029	Acts causing harm or intending to cause harm to the person	Other acts against liberty (including forced marriage)
Sexual violence	03011	Injurious act of a sexual nature	Rape
	03012	Injurious act of a sexual nature	Sexual assault (including sexual harassment)
	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
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

⁽⁴³⁾ Table 2 was developed by EIGE with a view to the application on intimate partner violence only. However, the general mapping of the ICCS categories to the Istanbul Convention is also relevant to all types of violence against women and domestic violence. See EIGE (2019b), Understanding Intimate Partner Violence in the EU: The role of data, Publications Office of the European Union, Luxembourg, p. 26 and Annex 8.

3.5. Overcoming challenges to systematic and consistent data collection

The mapping of common forms of violent crimes to the ICCS and the above correspondence table should be relatively straightforward for most types of violent crimes such as physical assault, rape and harassment. However, certain challenges may arise.

- If certain types of violence spelt out in the Istanbul Convention or the ICCS are not defined in national law (e.g. stalking), then no data on this type of violence will be available, and the corresponding mapping category in the correspondence table (Table 2) will remain empty (produce a 'not applicable' (n.a.) result).
- If certain types of violence differentiated in the ICCS or Istanbul Convention are not substantially differentiated from other types in national law (e.g. sexual violence without subcategories), then data will be available on this type of violence and included in the data of the higher category but cannot be distinguished separately. Such instances need to be documented in the metadata.
- A special case may be provided by specific criminal provisions on 'domestic violence', which are commonly in force in national criminal codes in the Western Balkans. On closer examination, offences on 'domestic violence' often contain various sub-paragraphs on distinct types of violence (physical injury, threat, bodily harm that results in death). Therefore, an assessment should be made on whether different sub-paragraphs of the provisions on 'domestic violence' should be mapped separately to the ICCS and the Istanbul Convention. In addition, an assessment should be made on whether the acts covered under

'domestic violence' articles in the data are possibly counted twice under physical assault, threat or other relevant articles.

- Apart from police, prosecution and courts, data should also be collected from healthcare services and social welfare services and, where applicable, relevant NGOs. These institutions typically do not use legal articles to classify the type of violence they encounter but use other classification systems and categories. For example, the healthcare services normally use the International Statistical Classification of Diseases and Related Health Problems (ICD-9 or ICD-10 are in use in the Western Balkans) to classify injuries encountered, including injuries related to external causes, which enables the identification of cases of domestic violence in the data (if these are detected by the health officials). Social welfare services and NGOs may apply other categories that are less easily comparable to the ICCS or Istanbul Convention. In all these cases, it is important that a coordinated effort to define common data categories takes place and common categories for data collection and analysis are elaborated.

3.6 Developing a minimum set of indicators

As has been outlined in [Subsection 1.6.](#), EIGE has developed, in consultation with experts and EU Member States, a set of 13 indicators on intimate partner VAW as the most common form of VAW ⁽⁴⁴⁾. EIGE's list of 13 indicators (Table 3), disaggregated by all forms of victim–perpetrator relationship (rather than only the male perpetrator to female victim relationship ⁽⁴⁵⁾) and other relevant characteristics, provides a first set of indicators relevant for monitoring the implementation of both the Istanbul Convention ⁽⁴⁶⁾ and the EU victims' rights directive ⁽⁴⁷⁾.

⁽⁴⁴⁾ EIGE Gender Statistics Database, Intimate partner violence indicators https://eige.europa.eu/gender-statistics/dgs/browse/genvio/genvio_int/genvio_int_adm/genvio_int_adm_ipv.

⁽⁴⁵⁾ The 13 EIGE indicators limit the victim–perpetrator relationship to be only male perpetrator and female victim as this is the most common combination in domestic violence cases.

⁽⁴⁶⁾ Council of Europe (2011a), Convention on Preventing and Combating Violence Against Women and Domestic Violence, Council of Europe Treaty Series, No 210, Istanbul, 11 May 2011, <https://rm.coe.int/168008482e>.

⁽⁴⁷⁾ Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA, 25 October 2012, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32012L0029>.

Table 3. EIGE's list of 13 indicators on intimate partner violence against women

Indicator	Title	Competent authority
1	Annual number of victims of VAW and domestic violence, as recorded by police	Police
2	Annual number of reported offences related to VAW and domestic violence	
3	Annual number of perpetrators of VAW and domestic violence	
4	Annual number of victims of physical VAW and domestic violence, as recorded by police	
5	Annual number of victims of psychological VAW and domestic violence, as recorded by police	
6	Annual number of victims of sexual VAW and domestic violence, as recorded by police	
7	Annual number of victims of economic VAW and domestic violence, as recorded by police	
8	Annual number of victims reporting rape, as recorded by police	
9	Annual number of victims of femicide committed by men, as recorded by police	
10	Annual number of restraining or protection orders applied for and granted in cases of VAW and domestic violence	Justice (prosecution and courts)
11	Annual number of perpetrators prosecuted for VAW and domestic VAW	
12	Annual number of perpetrators sentenced for VAW and domestic VAW	
13	Annual number of perpetrators sentenced for VAW and domestic violence and held in prison or with a sanction involving a form of deprivation of liberty	

NB: Data on indicators 1–8 should be disaggregated by sex and age of perpetrator and victim and the victim–perpetrator relationship. Data on indicator 9 (femicide) to be disaggregated by sex and age of perpetrator, age of (female) victim, the victim–perpetrator relationship and motive of killing ⁽⁴⁸⁾. Data on indicators 10–13 to be disaggregated by sex and age of perpetrator.

In addition, to fulfil the other information requirements of the Istanbul Convention and EU victims' rights directive, it is recommended to further develop additional indicators, such as the ones in Table 4.

Table 4. The list of other indicators required by the Istanbul Convention and EU victims' rights directive

Indicator	Title	Competent authority
14	Annual number of victims of forced marriage, as recorded by police (forced marriage is a subset of 'Other acts against liberty' (02029) in the ICCS), by sex and age	Police
15	Annual number of victims of female genital mutilation, as recorded by police (female genital mutilation is a subset of 'Assault' (02011) in the ICCS), by age	
16	Annual number of victims of forced abortion, as recorded by police (forced abortion is a subset of 'Illegal feticide' (0106) in the ICCS), by age	
17	Annual number of victims of forced sterilisation, as recorded by police (forced sterilisation is a subset of 'Assault' (02011) in the ICCS), by age	
18	Annual number of victims of sexual harassment, as recorded by police (sexual harassment is a subset of 'sexual assault' (03012) in the ICCS), by sex, age, victim–perpetrator relationship and means of harassment (cybercrime)	
19	Annual number of emergency barring orders applied for and granted in cases of VAW and domestic violence, by sex and age	
20	Annual number of gender-based asylum claims filed and granted, by sex and age	

⁽⁴⁸⁾ For a short classification of femicide by victim–perpetrator relationship and motive of killing, see the ICCS. For an elaborate classification of femicide, see the report by EIGE (2021d), 'Femicide: a classification system', <https://eige.europa.eu/gender-based-violence/femicide>.

Indicator	Title	Competent authority
21	Annual number of specialist support services provided in cases of VAW and domestic violence and number of victims supported, by type of service and by sex and age of victims	Social services, health services, NGOs, etc.
22	Annual number of victims of VAW and domestic violence sheltered in safe accommodation, in total and as a share of places (beds) available, by sex and age of victims	
23	Annual number of relevant calls related to VAW and domestic violence made to telephone helplines, by type of violence, by sex and age of callers	
24	Annual number of victims of VAW and domestic violence who applied for and were granted free legal aid, by sex and age	

NB: Data on indicator 14 to be disaggregated by sex and age of victim, data on indicators 15–17 to be disaggregated by age of (female) victim. Data on indicator 18 to be disaggregated by sex and age of victim and victim–perpetrator relationship. Data on indicator 19 to be disaggregated by sex and age of perpetrator. Data on indicator 20 to be disaggregated by sex and age of asylum applicant. Data on indicators 21–22 to be disaggregated by sex and age of victims and other relevant characteristics. Data on indicator 23 to be disaggregated by sex and age of callers. Data on indicator 24 to be disaggregated by sex and age of legal party who applied for and was granted legal aid.

It is important to emphasise that this list of 24 indicators represents a minimum set of indicators to fulfil the information requirements arising from the Istanbul Convention and is far from a comprehensive set of indicators needed for evaluating and monitoring all aspects of implementation of the convention. However, this minimum set of indicators is expected to present a baseline of concepts and definitions that the relevant institutions in the Western Balkans and Türkiye can use to build a consistent and harmonised set of core indicators around which further indicators of interest can be arranged.

3.7. Beyond minimum set of indicators

3.7.1. Extended data disaggregation

The same is true for the required and desirable disaggregation to be applied to the indicators. The already indicated disaggregation by sex and age of victims and perpetrator, and the relationship between victim and perpetrator, are only a minimum set of required disaggregation. In addition, many institutions and stakeholders will have additional needs for data disaggregation that will add real value to the data collected. These are not listed separately above as they may vary from one jurisdiction to another. The disaggregation to be considered may include, but are not limited to:

- geographical/time reference of the event, i.e. when and where the recorded event occurred;
- geographical/time reference of the recording, i.e. when and where the event was recorded;
- location of the event (e.g. private residential premises, open area, school);
- citizenship of victim and perpetrator;
- means used for the assault (e.g. type of weapon, whether the violence was perpetrated using a computer (cybercrime));
- victims who are members of particular minority groups (e.g. refugees, migrants, minorities, persons with disabilities, religious communities, LGBTIQ community);
- specific indicators on service provision (e.g. whether victims were referred to other services, accepted the referral, declined referral);
- other disaggregations related to specific indicators and services (e.g. whether particular services were demanded, declined, accepted).

3.7.2. Additional indicators for integrated data addressing violence against women

Many institutions in the Western Balkans and Türkiye already have a long history of combating

crime and violence, including VAW and domestic violence, along with decades of experience in providing services to victims of such violence. Accordingly, many institutions have set up elaborate data systems that collect data according to their own operational needs. While this data is still often scattered, based on different concepts and definitions and hence difficult to compare, it also indicates the potential to collect a wealth of data useful to guide policy and measures against VAW and domestic violence. The challenge is to choose those indicators that are most useful and to work towards applying harmonised definitions and standards so that these data are not collected in a 'silo' standing alone but can be integrated and interpreted within the wider context of efforts to address VAW and domestic violence.

In addition to the data needed for the minimum set of indicators outlined in [Subsection 3.6.](#), the indicators listed in this subsection can be considered for an integrated data collection.

Additional data collection from law enforcement agencies / police to document the response to cases brought to the attention of law enforcement authorities.

- Number of cases ⁽⁴⁹⁾ of VAW and domestic violence recorded and number of cases investigated.
- Number of suspected perpetrators of VAW and domestic violence recorded and number of suspects arrested.
- Number of victims of VAW and domestic violence recorded and number of victims referred to specialised support services who accepted or declined the referral, by type of service.

Additional data collection from the judiciary/prosecutors/courts to document the response to cases brought to the judicial system.

- Number of perpetrators sentenced for VAW and domestic VAW, who have been previously

sentenced for an offence of the same type (recidivists).

- Number of persons charged for VAW and domestic VAW, number of persons for whom charges were withdrawn, number of persons for whom charges were dropped.
- Number of perpetrators sentenced for VAW and domestic VAW by type of sentences.
- Number of authorisations granted by courts for underage marriages.
- Number of breaches of emergency barring, restraining and protection orders and number of sanctions imposed as a result of such breaches.
- Number of remedies for cases of VAW and domestic violence applied for and granted.
- Number of compensation claims from perpetrators and number of victims who obtained such compensation.
- Number of applications for state compensation and number of victims who were awarded state compensation.

Additional data collection from the health-care providers to document the medical and service response to cases brought to their attention.

- Number of victims of VAW and domestic violence recorded, by type of injury.
- Number of victims of VAW and domestic violence recorded, by type of service provided.
- Number of victims of VAW and domestic violence recorded and number of victims referred to the police who accepted or declined the referral.
- Number of victims of VAW and domestic violence recorded and number of victims referred

⁽⁴⁹⁾ Here the counting unit can be the case or the offence. One case can include several offences that are usually examined by the police within one case investigation.

to specialised support services who accepted or declined the referral, by type of service.

- Number of victims of VAW and domestic violence recorded who have previously received healthcare due to any form of VAW and domestic violence, by number of repeat treatments.

All other public services, such as social services or specialised service providers, should also collect statistical data in a systematic way and share and disseminate these data publicly. This includes data on the number and characteristics of victims using each type of service and the number and types of services available to them.

4. Five steps to strengthening data collection and examples from the European Union

Challenges in collecting consistent and comparable data on VAW and domestic violence exist in many countries and regions of the world. Accordingly, general guidance and recommendations have been produced by several international organisations working on the topic.

The following step-by-step guidance and recommendations for strengthening administrative data systems draws primarily on guidance documents developed by UN Women ⁽⁵⁰⁾, the UNODC ⁽⁵¹⁾ and EIGE ⁽⁵²⁾. The current guidance is deliberately kept short based on the minimum data requirements identified in the previous sections and tailored to current challenges identified in the Western Balkans and Türkiye, as summarised in [Section 2](#). In addition, some examples of promising practices from the EU Member States ⁽⁵³⁾ are introduced as inspiration for countries in the Western Balkans and Türkiye facing similar challenges.

4.1. Step 1 – mapping of data producers and users

As demonstrated in previous sections of this guidance document, a variety of stakeholders are involved in the production and use of data on VAW and domestic violence. A comprehensive mapping of all stakeholders that are providing

services or are otherwise interacting with victims or perpetrators of VAW and domestic violence is needed and will provide an overview of governmental and non-governmental institutions that produce or use data and statistical information on the phenomenon.

The comprehensive mapping of stakeholders in this data collection should produce a detailed listing of stakeholders, together with an analysis of:

- the type of data they produce;
- the methodology of how these data are recorded ⁽⁵⁴⁾, collected, compiled and stored;
- comprehensive metadata on definitions and concepts used for the data collection.

Possible **responsible agencies** to be mapped include:

- institutes or agencies that collect national statistics;
- relevant ministries such as the Ministry of Health or Ministry of Justice,
- police;
- social services;

⁽⁵⁰⁾ Kendall, T. (2020), *A synthesis of evidence on the collection and use of administrative data on violence against women – Background paper for the development of global guidance*, UN Women, New York, United States of America, p. 36–44.

⁽⁵¹⁾ UN, 'Justice and home affairs statistics systems in the Western Balkans' – training materials collected and published online, <https://www.unodc.org/unodc/en/data-and-analysis/statistics/statistics-Balkans.html>.

⁽⁵²⁾ EIGE (2018a), *Recommendations for the EU to improve data collection on intimate partner violence*, Publications Office of the European Union, Luxembourg; EIGE (2018b), *Indicators on intimate partner violence and rape for the police and justice sectors*, Publications Office of the European Union, Luxembourg.

⁽⁵³⁾ In general, we should bear in mind that promising practices in one country cannot directly be transferred to other countries due to different legal, political and cultural contexts. Usually, practices that have proven useful have been considered successful in other countries only after they have been contextualised according to the country framework.

⁽⁵⁴⁾ Including the precise stage at which these data are recorded – for instance, immediately after reporting the cases to the police (input stage) or after a thorough investigation has taken place (output stage), or somewhere inbetween (intermediate stage).

- women's NGOs;
- service providers such as helplines and shelters;
- gender equality agencies;
- observatories on violence against women;
- other subject-matter experts.

Example of promising practice from the EU – Portugal

In Portugal, the standardisation of data collection procedures on domestic violence within law enforcement agencies goes back as far as the 1990s. A common database on domestic violence for all law enforcement agencies was created in 2006 and since then has been instrumental in supporting the production of an annual report on domestic violence. With the adoption of the Domestic Violence Act in 2009, the communication of data on the victim status and final decision became mandatory. In the following years, the database has been further expanded with the integration of a risk assessment tool and in 2015, an amendment to the Domestic Violence Act introduced an obligation to integrate data from the judiciary into the database, in order to reconstruct the entire criminal justice chain in one central place. Current work focuses on refining indicators regarding domestic violence to cover all forms of VAW (e.g. stalking) and on harmonising data collection on various forms of non-domestic VAW between law-enforcement and the judiciary. The future database should provide automatic information on previous records on victims and perpetrators and should also allow for the implementation of an alerts system ⁽⁵⁵⁾.

4.2. Step 2 – establishing a coordination and governance mechanism – data governance as a system-wide effort

Once a full mapping of stakeholders of data ⁽⁵⁶⁾ on VAW and domestic violence has been carried out, it is essential to bring these institutions together and establish a common understanding of who produces what data, why, when and how – in other words, to set up a coordination mechanism on data on VAW and domestic violence that establishes a system of 'data governance'. In a specific sense, data governance refers to a set of rules and means to use data, for example through sharing mechanisms, agreements and technical standards. In a wider sense, data governance can

also include agreements on who is responsible for producing, storing and publishing data and how standards for data collection are agreed upon and implemented.

To establish a workable system of coordinating data collection on VAW and domestic violence at the national level, several considerations should be taken into account which need to be based on local circumstances. First, it should be established which institutions are part of the coordination mechanism (e.g. only government authorities or also NGOs). Second, the question of leadership and specific roles of each institution should be regulated. For example, if the country has already established a strong agency for gender equality that is also tasked with collecting data on VAW (according to the Istanbul Convention), this agency

⁽⁵⁵⁾ Presentation by Ana Caetano, Ministry of Internal Affairs of Portugal, at the joint regional workshop on strengthening data systems on violence against women, 7–9 December 2020, organised by EIGE and the UN Women Regional Office for Europe and Central Asia and the UNFPA Eastern Europe and Central Asia Regional Office, https://eurogender.eige.europa.eu/system/files/events-files/day_2_presentation_-_ana_caetano_portugal.pdf.

⁽⁵⁶⁾ It is recommended that both the mapping and coordination mechanism extend to both administrative and survey data on VAW and domestic violence to make full use of the potential of using these complementary data sources, even if most stakeholders will not be directly involved in the production of survey data.

could be a natural coordinator of the mechanism. However, in certain circumstances a country may decide to give this role to another official institution with a higher capacity or expertise in statistical data collection. Irrespective of the concrete choice of data coordinator, the national statistical office is usually tasked with the coordination of statistical activities, the use of sound data collection methodology and quality assurance and should be accorded a central role within the coordination mechanism with regard to these issues.

Depending on the national context, setting up a coordination system for data governance may depend on informal or formal arrangements. In many countries, the production, sharing and publication of data may require a legal act, by-laws or some other form of governmental regulation. This points to the importance of a strong 'political will' to support data collection on VAW and domestic violence as part of an overall strategy to fight and eradicate VAW. The necessary political support will depend on many factors, but can be promoted by including the requirement of data collection as an integral part in strategy documents and statements, such as a national strategy against violence against women or a national strategy on gender equality.

Once the institutional arrangements of the coordinating mechanism have been clarified (for example,

by establishing an interministerial working group that meets on a regular basis with internal and external stakeholders), concrete protocols for collaboration and data sharing should be established. The kind of data to be collected and shared will determine the nature of the protocols to be established. For example, if only aggregate statistical data in tables are to be shared, agreements on scope, timing and form of the transmitted data will be needed. On the other hand, if data at the personal level are to be shared (for example, in a joint database that contains data on individual victims and perpetrators), then solid agreements on data access, data protection and confidentiality are also needed.

The concrete arrangements of the coordination mechanism at the national level will depend on the capacity and interest of the relevant institutions and their standing within the political landscape. Likewise, the data governance structure will likely be influenced by the governance structure of the country (whether a centralised or decentralised/federal structure). Given the overarching goal of the data collection (reducing VAW by furthering the understanding of the phenomenon through the production of consistent high-quality data) it should be considered that the agency charged with responsibility for this goal (such as the gender equality agency) is also given a lead role in the data governance structure.

Example of promising practice from the EU – Greece

In Greece, in 2018 the Observatory for Gender Equality under the General Secretariat for Family Policy and Gender Equality of the Ministry of Labour and Social Affairs has been designated the responsible unit for the collection and dissemination of GBV statistics in relation to the ratification of the Istanbul Convention (Law 4531/2018). Since that year, the observatory has established a close cooperation with the authorities providing services to the victims of domestic violence. The observatory informed the relevant ministries and agencies of the data requirements from the Istanbul Convention and discussed the feasibility of producing comparable data. Through this work, important improvements in the data collection could be achieved, for example by introducing disaggregation by type of violence, sex of victim and perpetrator and the victim-perpetrator relationship in police-recorded data and by requiring first-instance courts to send data for analysis and dissemination directly to the observatory. Following two annual publications on police and justice data, in November 2020, the *First Annual Report on Violence against Women* was published⁽⁵⁷⁾.

⁽⁵⁷⁾ Presentation by Ismi Sioula-Georgoulea, Observatory for Gender Equality, at the joint regional workshop on strengthening data systems on violence against women, 7–9 December 2020, organised by EIGE and the UN Women Regional Office for Europe and Central Asia and the UNFPA Eastern Europe and Central Asia Regional Office, https://eurogender.eige.europa.eu/system/files/events-files/day_2_presentation_-_sioula-georgoulea_greece.pdf.

In some cases, it may not (yet) be possible for all relevant institutions along the protection and law enforcement chain in a given national context to join the system-wide effort to define and apply standardised methodology for the collection of data on VAW and domestic violence. In these cases, **the institutions should make an effort to shape or improve their data collection within their own institutions according to the established standards** for data collection, as outlined in Step 3.

4.3. Step 3 – establishing standards for data collection, entry, validation and analysis

Administrative data collected by various agencies are most useful when they are comprehensive, timely, relevant, of high quality and comparable across institutions and countries. Institutions in all countries should at least collect data on the minimum set of indicators identified in [Subsection 3.6](#) and ensure that they are comparable across institutions, countries and regions. This means that they should be standardised in a way that makes the comparison possible. Only then can a comprehensive measurement framework serve as a foundation for a reliable and comparable statistical assessment of the scope and response to VAW ⁽⁵⁸⁾.

Example of promising practice from the EU – Sweden

The disaggregation of all official data by sex helps to make women’s realities visible. Sweden offers a good example of this, where the disaggregation by sex of any statistical data is a legal requirement set out in section 14 of the Official Statistics Ordinance ⁽⁵⁹⁾. The Official Statistics Act ⁽⁶⁰⁾ sets out additional rules regarding the compilation of official statistics. As a result, all public authorities offer, in their annual reports, statistics broken down by sex.

Statistical production is one of the main tasks of the Swedish National Council for Crime Prevention (Brottsförebyggande rådet BRÅ) and the data are the main source and reference when it comes to crime statistics. The data are generally considered of high quality. The council works closely with the delivering authorities to ensure this, and they collect and compile almost all of the data registered in their databases ⁽⁶¹⁾.

Establishing a comprehensive data collection system on VAW and domestic violence is dependent on completing the following.

1. Set up a data collection system that is able to collect comprehensive administrative **data on all forms of VAW** and domestic violence contained in the Istanbul Convention and
2. Ensure the systematic collection of **sex-disaggregated data** on the victim and the perpetrator.
3. Ensure the systematic collection of **age-disaggregated data** on the victim and the

other relevant legal acts and define the relevant indicators.

⁽⁵⁸⁾ See also the presentations by EIGE during the workshop in December 2020, https://eurogender.eige.europa.eu/system/files/events-files/day_1_presentation_-_eige_index_domain_of_violence_-_davide_barbieri.pdf.

⁽⁵⁹⁾ Official Statistics Ordinance (2001:100), <https://www.riksdagen.se/sv/dokument-lagar/dokument/svensk-forfattningssamling/forordning-2001100-om-den-officiella-sfs-2001-100>.

⁽⁶⁰⁾ Official Statistics Act (2001:99), <https://www.riksdagen.se/sv/dokument-lagar/dokument/svensk-forfattningssamling/lag-200199-om-den-officiella-statistiken-sfs-2001-99>.

⁽⁶¹⁾ EIGE (2016), *Administrative Data Collection on Violence Against Women – Good practices*, Publications Office of the European Union, Luxembourg, p. 36, <https://eige.europa.eu/publications/administrative-data-collection-violence-against-women-good-practices>.

perpetrator (as a minimum using the categories 'below 18 years old / 18 years and above' or 'minor/adult').

4. Add a variable on the **relationship between the victim and the perpetrator** for all relevant indicators (as a minimum using the five categories 'current or former intimate partner or spouse' / 'family member (relative or other household member)' / 'other perpetrator known to the victim' / 'other perpetrator unknown to the victim' / 'relationship not known')⁽⁶²⁾.
5. Ensure that at all stages of data collection, when gathering, entering, storing, analysing the data and when publishing aggregate statistics, the **victim's safety** is considered a priority that must not be jeopardised at any point.
6. Promote the understanding of the importance of sensitive and accurate data collection among front-line officers through **regular training** and briefings on the relevant concepts and data collection tools (data collection forms, software, etc.).
7. Introduce a strong system of **data protection** for all stages of data collection, storage and data transformation that are in compliance with the highest standards of data protection and recognised best practices to ensure confidentiality and respect for the privacy of victims, perpetrators and other persons involved.
8. Statistics based on administrative data have a potentially high value in identifying bottlenecks in service and protection efforts among relevant institutions. Therefore, detailed statistics should be **regularly shared and discussed** with other relevant institutions to improve service delivery and protection of victims.
9. In addition to internal use, statistics should also be **published** for a wider audience online, and ideally in periodic reports. When sharing and publishing data in reports, care should be taken to provide an appropriate interpretation of trends and patterns emerging from the data.
10. In addition to quantitative data, the collection and publication of appropriate **metadata** that provide the necessary context for data interpretation is highly encouraged.

Ensuring that at least a minimum set of indicators is cross-cutting and comparable across all sectors that are dealing with VAW and domestic violence in the country is a task for the coordinating mechanism. At present many institutions across countries in the Western Balkans and Türkiye are collecting data according to their own operational needs only and data are rarely standardised. Therefore, it is highly recommended that the coordination mechanism sets up a working group that elaborates the minimum requirements and minimum set of indicators to be collected by each data provider. Establishing common standards, for example on the concrete disaggregation categories of the victim-offender relationship to be applied across all institutions, standards for disaggregation by sex and age of victims and perpetrators, or guidance on counting rules for services provided, is a core task of this working group and is the only way to standardise existing data collections and to ensure that data collected by different sectors speak to each other.

Example of promising practice from the EU - Italy

In Italy, the Criminal Analysis Service of the Central Criminal Police Department collects data on homicides and other forms of violence from police reports submitted by the territorial offices. Basic sociodemographic information is collected both on the victim and the perpetrator (age, gender and citizenship) while for the victim more detailed information is collected (e.g. type

⁽⁶²⁾ EIGE (2017c), *Terminology and Indicators for Data Collection – Rape, femicide and intimate partner violence*, Publications Office of the European Union, Luxembourg, p. 35–40; EIGE (2018b), *Indicators on intimate partner violence and rape for the police and justice sectors*, Publications Office of the European Union, Luxembourg.

of occupation). Particular attention is paid to the relationship of the victim to the perpetrator, using a very detailed set of relationship types (intimate partner: spouse, ex-spouse, cohabiting partner, ex cohabiting partner, ex-boyfriend, lover, ex-lover; family members: parent, son/daughter, brother/sister, granddaughter, grandfather, uncle, cousin, brother-in-law, son-in-law / daughter-in-law, ex-son-in-law, father-in-law, ex-father-in-law; other: friend, client, colleague, employer, indirect relationship, neighbour). In addition, detailed data on the modus operandi (type of weapon, method of killing) and the crime location are collected. In the absence of a legal definition of femicide, the detailed information collected enables the police to analyse the data from various analytical perspectives (e.g. women killed by intimate partners) ⁽⁶³⁾.

While the concrete working arrangements for establishing the minimum set of indicators and disaggregation may differ depending on the local circumstances, care should be taken to include all relevant agencies with a particular interest in the data in this task. Additionally, it is a good practice that the body charged with gender equality and the national statistical office be part of the working group, in addition to representatives from the police, the judiciary and victim service organisations.

For this work of standardising concepts, definitions and the minimum set of indicators, the working group and each individual agency should consult the proposed standards set out in **Section 3** of this guidance document and examine how they can best adopt these common standards in

their own data-recording procedures. In some cases, in the short term it may not be possible to implement international standards fully in the data collection system of a particular institution, due to a lack of operational capacity or for other reasons. For example, the judiciary may not be able to collect data on persons prosecuted or sentenced disaggregated by sex or victim-offender relationship because the current case-management system in use does not provide this option. In such cases, institutions should attempt to mobilise additional resources and funds to implement the required changes over a reasonable period of time. Reference should be made to the overarching importance of improving the evidence base for policies aimed at preventing and combating VAW.

Example of promising practice from the EU – Denmark

A potential source of rich data for analysis is the possibility of interoperability of data sets by linking several administrative data sources. A crucial precondition for this is the application of unified identification systems across different sources based on the use of common identification codes such as the personal identity code, real estate identifier or business identity code. In this regard, Denmark provides an example of good practice, where the government is responsible for the collection of data on all contacts with the shelters for women exposed to partner violence based on data collected by the personnel at the shelters. In principle, these data are registered by women/victim's personal identification number and by the Danish regulations on national registers, which facilitates their link to Statistics Denmark's various population registers. This practice is also followed by the Danish police, who collect nationwide, comprehensive data on all police-reported offences. Data are recorded by a unique case number that indicates the given police office, the reported criminal offense with reference to the national penal code, and the individual case number. Data registration includes both the individual personal number of the alleged perpetrator and that of the reported victim. The police administrative system, in operation since 2001, regulates uniform data registration and updating of the central criminal statistics in Statistics Denmark ⁽⁶⁴⁾.

⁽⁶³⁾ Senato della Repubblica, 2018: "Femicide - The final report of the first Italian Joint Committee of Inquiry". <https://senato.it/leg18/4943?dossier=2310>.

⁽⁶⁴⁾ EIGE (2016), *Administrative data collection on violence against women: Good practices*, Publications Office of the European Union, Luxembourg, p. 24–27, <https://eige.europa.eu/publications/administrative-data-collection-violence-against-women-good-practices>.

To collect coherent and comparable data across criminal justice institutions within a country, a unified database linking datasets between institutions with the use of a unique identifying number is often needed. However, while a unified database may solve some problems, and will facilitate the operational work of case management and victim protection enormously, a good data collection and a coherent system can also be achieved without a central database when regulations, good protocols and cooperation within a national mechanism are put in place.

4.4. Step 4 – establishing and implementing training

As in all fields of administrative data collection, the quality of the resulting statistics is only as good as the effort made by those entering the data. If front-line officers or service providers do not understand the value of the data collected for improving service delivery and for strengthening the overall response to VAW, they will have little interest in entering accurate data on the cases they are working on. Therefore, staff in service agencies should see data collection as an important part of their responsibilities. This requires proper training for the staff entering the data, and sufficient resources and capacities for those collating, validating and analysing the data. Various types of training are relevant here.

- First, general training is needed for front-line staff on how to interact with victims of violence in their daily work in a non-blaming and non-discriminatory manner, whether as police officers, doctors or nurses, social workers or judges. This type of training will improve the interaction with the victims and support sensitive data collection. During data collection, guarding and subsequently sharing, the women's safety should be considered a priority and must not be jeopardised at any point during data collection.
- The second type of training is specifically on data collection and validation and involves training on the use of data collection instruments (e.g. electronic or manual forms) and on the concepts of measurement (e.g. how to choose between disaggregation categories).
- A third type of training refers to the handling and management of data within the institution collecting the data and involves training on data protection standards to ensure the safety of the victims and guarantee the confidentiality of personal data, security of data from outside interference (hacking), data storage, database management and data extraction. The process of collecting, storing and transforming collected data should comply with standards on data protection, as contained in the general data protection regulation and other specific legal regulations⁽⁶⁵⁾. Best practice is to ensure confidentiality and respect for the privacy of victims, perpetrators and other persons involved.
- Finally, specialised staff should also be skilled in data analysis and report writing so as to make full use of the data collected.

⁽⁶⁵⁾ EU general data protection regulation: Regulation (EU) 2016/679 of the European Parliament and of the Council of 27 April 2016 on the protection of natural persons with regard to the processing of personal data and on the free movement of such data, and repealing Directive 95/46/EC (general data protection regulation), OJ 2016 L 119/1; and Directive (EU) 2016/680 of the European Parliament and of the Council of 27 April 2016 on the protection of natural persons with regard to the processing of personal data by competent authorities for the purposes of the prevention, investigation, detection or prosecution of criminal offences or the execution of criminal penalties, and on the free movement of such data, and repealing Council Framework Decision 2008/977/JHA (OJ L 119, 4.5.2016, pp. 89–131); Council Framework Decision 2008/977/JHA of 27 November 2008 on the protection of personal data processed in the framework of police and judicial cooperation in criminal matters. For more information please see p. 73 of EIGE's publication: <https://eige.europa.eu/publications/understanding-intimate-partner-violence-eu-role-data>.

Example of promising practice from the EU – France

In order to link several data sources, a high level of cooperation among the administrative authorities is needed. A good practice in this regard is the French interdepartmental unit for protecting women against violence and for combating trafficking in human beings (MIPROF), created in 2013 and attached to the ministry in charge of human rights. MIPROF works in close collaboration with the statistical departments of the Ministry of the Interior, the Ministry of Justice, the national statistical institute and NGOs to gather available data and to set up relevant indicators. To improve data-collection procedures, data processing and analysis, MIPROF organised trainings on VAW for police and justice data producers ⁽⁶⁶⁾.

Example of promising practice from the EU – Croatia

In Croatia, Femicide Watch – an observatory for comprehensive monitoring, data collection, analysis and reporting of femicide cases initiated by the Gender Equality Ombudsperson – was established in 2017 under the General Police Directorate of the Ministry of the Interior. To obtain the required data, the police analyse each femicide in detail in order to determine the causes and motives of the act and to make risk assessments. The questionnaire for research purposes contains 131 questions and includes a large number of variables such as age; gender; educational background; marital, work, residential and economic status of the victim and the perpetrator; time and place of the crime; previous violent behaviour of the perpetrator; planning and preparation of the crime; weapons and other means of perpetration; modus operandi; state of health and suicidal tendencies; addictions of the victim and the perpetrator; previous history of violence between the victim and the perpetrator; their connectedness and relationship; motive, etc.

Femicide Watch works closely with the Ministry of the Interior; Ministry of Justice; Ministry of Demography, Family, Youth and Social Policy; the High Misdemeanor Court; and the Faculty of Law. The working group meets at least once a year to discuss the current trends and activities to prevent femicide. Since observatory members are appointed at the ministerial level, an adequate level of decision-making is in place to facilitate the implementation of the observatory's conclusions ⁽⁶⁷⁾.

4.5. Step 5 – reporting

Collecting data without adequate analysis and reporting is an empty exercise. Instead, reporting on the evidence collected through administrative data is key to monitoring the response to VAW and provides insights into gaps in service delivery. In addition, regular reporting of administrative data on VAW and domestic violence can raise awareness, sensitise the public and key stakeholders on key issues, raise the willingness of

future victims to report their experience and engage key stakeholders to initiate policy changes that help to reduce VAW and domestic violence.

Sharing and reporting statistics on VAW and domestic violence can happen at several levels.

- First, data should be shared and discussed among key stakeholders at regular intervals, ideally several times a year, to conduct periodic analysis and to discuss gaps and

⁽⁶⁶⁾ EIGE (2019), *Understanding intimate partner violence in the EU: The role of data*, p. 18.

⁽⁶⁷⁾ European Network of Equality Bodies (2018), 'Social media campaign highlighting good practices on combating violence against women', <https://equineteurope.org/2018/social-media-campaign-highlighting-good-practices-on-combating-violence-against/>.

bottlenecks in service and protection efforts among agencies. The more timely and the more granular (local and/or disaggregated) the data are, the more value will they have for monitoring and improving service delivery ⁽⁶⁸⁾.

- Second, data should be regularly shared with the public in widely disseminated reports. Such reports can have most impact if they happen at regular intervals and have a regular

publication date (ideally once a year on a specific day), when such reports are already expected and consequently picked up in the media.

- The publication of such reports should then be accompanied by an official launch event, ideally together with a discussion and exchange with key stakeholders, NGOs active in the field, the media and the general public.

Example of promising practice from the EU – Spain

In Spain the Government Delegation Against Gender-based Violence was established in accordance with Article 29 of Law 1/2004 as the body responsible for formulating policies for the prevention of GBV. To this aim, the office collects, analyses, synthesises and publishes data on GBV, either through their own data collection, or through data from the police and other organisations. Data are collected on violent offences, perpetrators and victims recorded by the police through VIOGEN (police system on gender-based violence victims), calls to telephone hotlines, media monitoring and other sources. Particular attention is paid to an exhaustive data collection on femicides, including sociodemographic data on the victim and perpetrator and the relationship between the two. A comprehensive web portal provides access to information for victims, public services and a wealth of statistics, analyses and studies ⁽⁶⁹⁾.

Judicial statistics on domestic violence and GBV in Spain are collected quarterly from courts and tribunals in statistical bulletins that collect an extensive set of judicial activity indicators that are published through the web portal of the General Council of the Judiciary ⁽⁷⁰⁾.

⁽⁶⁸⁾ An example provided by a participant from Türkiye during the regional experts meeting in June 2021 illustrates the point well: data on the high number of applications for free legal aid services for victims of violence among refugee communities living in Türkiye indicated an unmet demand and helped to advocate for better services for access to justice by refugee women.

⁽⁶⁹⁾ Ministry of Equality of Spain, Delegación del Gobierno contra la Violencia de Género (Government Delegation Against Gender-based Violence) <https://violenciagenero.igualdad.gob.es/violenciaEnCifras/home.htm>.

⁽⁷⁰⁾ Spain, Consejo General del Poder Judicial (General Council of the Judiciary), quarterly and annual reports 'Violencia sobre la Mujer' ('Violence against women') <https://www.poderjudicial.es/cgpj/es/Temas/Estadistica-Judicial/Estudios-e-Infornes/Violencia-sobre-la-Mujer/>.

Conclusions

VAW is one of the most widespread violations of human rights and a 'manifestation of unequal power relations between women and men'. The eradication of all forms of VAW, including intimate partner violence, requires evidence-based prevention and policymaking that is based on systematic and consistent data collection. The experiences shared by the regional experts attending two meetings (the regional workshop on strengthening data systems on violence against women (2020) and the regional experts meeting from Western Balkans and Türkiye (2021)) as well as the GREVIO committee reports analysed in the scope of this guidance document emphasise that, although slowly improving, data collection in the Western Balkans and Türkiye is still inadequate.

The set of recommendations laid out in this guidance document can be useful to not only the EU candidate countries and potential candidates, but also to different VAW data providers and users in Europe and beyond, who are willing to improve their overall processes and overcome specific challenges.

The general recommendations on aligning the definitions, developing a minimum set of data indicators and collecting data consistently and systematically (**Section 3**) aim to improve the availability and use of comprehensive comparable data on VAW. Following the proposed steps (**Section 4**) – mapping stakeholders; establishing a coordination mechanism; establishing standards; providing training; and reporting – requires a joint effort from national institutions in each country.

Besides the potential benefits for every country, ensuring reliable and comparable data across the EU Member States and EU candidate countries and potential candidates would allow the magnitude of VAW to be better understood at both regional and international levels. It would also set the stage for regional cooperation, peer-to-peer learning, identifying good practices and further improving data collection systems and policymaking.

References

- Caetano, A. (2020), 'Presentation at the joint regional workshop on Strengthening data systems on violence against women, 7–9 December 2020, organised by EIGE and the UN Women Regional Office for Europe and Central Asia and the UNFPA Eastern Europe and Central Asia Regional Office', Ministry of Internal Affairs of Portugal, https://eurogender.eige.europa.eu/system/files/events-files/day_2_presentation_-_ana_caetano_portugal.pdf.
- Council of Europe (2011a), Convention on Preventing and Combating Violence Against Women and Domestic Violence, *Council of Europe Treaty Series*, No 210, Istanbul, <https://www.coe.int/en/web/conventions/full-list/-/conventions/rms/090000168008482e>.
- Council of Europe (2011b), 'Explanatory report to the Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence', *Council of Europe Treaty Series*, No 210, Istanbul. Available at: <https://rm.coe.int/16800d383a>.
- Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA, 25 October 2012, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32012L0029>.
- EIGE, 'Data collection on violence against women', <https://eige.europa.eu/gender-based-violence/data-collection>.
- EIGE (2014), *Administrative data sources on gender-based violence against women in the EU – Current status and potential for the collection of comparable data*, Publications Office of the European Union, Luxembourg, <https://eige.europa.eu/publications/administrative-data-sources-gender-based-violence-against-women-eu-report>.
- EIGE (2016), *Administrative Data Collection on Violence Against Women – Good practices*, Publications Office of the European Union, Luxembourg, <https://eige.europa.eu/publications/administrative-data-collection-violence-against-women-good-practices>.
- EIGE (2017a), *Gender Equality Index 2017 – Measurement framework of violence against women*, Publications Office of the European Union, Luxembourg, <https://eige.europa.eu/publications/gender-equality-index-2017-measurement-framework-of-violence-against-women>.
- EIGE (2017b), *Terminology and indicators for data collection: Rape, femicide and intimate partner violence*, Publications Office of the European Union, Luxembourg, <https://eige.europa.eu/publications/terminology-and-indicators-data-collection-rape-femicide-and-intimate-partner-violence-report>.
- EIGE (2018a), *Recommendations for the EU to improve data collection on intimate partner violence*, Publications Office of the European Union, Luxembourg, <https://eige.europa.eu/publications/recommendations-eu-improve-data-collection-intimate-partner-violence>.
- EIGE (2018b), *Indicators on intimate partner violence and rape for the police and justice sectors*, Publications Office of the European Union, Luxembourg, <https://eige.europa.eu/publications/indicators-intimate-partner-violence-and-rape-police-and-justice-sectors>.
- EIGE (2019a), *Police and justice sector data on intimate partner violence against women in the European Union*, Publications Office of the European Union, Luxembourg, <https://eige.europa.eu/publications/police-and-justice-sector-data-intimate-partner-violence-against-women-european-union>.
- EIGE (2019b), *Understanding intimate partner violence in the EU: The role of data*, Publications Office of the European Union, Luxembourg, <https://eige.europa.eu/publications/understanding-intimate-partner-violence-eu-role-data>.

- EIGE (2020a), *Intimate Partner Violence: Data collection methodology*, Publications Office of the European Union, Luxembourg, 15 October 2020, <https://eige.europa.eu/publications/intimate-partner-violence-data-collection-methodology>.
- EIGE (2020b), 'Gender statistics database – Intimate partner violence indicators', https://eige.europa.eu/gender-statistics/dgs/browse/genvio/genvio_int/genvio_int_adm/genvio_int_adm_ipv.
- EIGE (2021c), *Quality Considerations for EIGE's Gender Statistics Database*, 16 February 2021, p. 28, <https://eige.europa.eu/publications/quality-considerations-eiges-gender-statistics-database>.
- EIGE (2021d), *Femicide: A classification system*, Publications Office of the European Union, Luxembourg, <https://eige.europa.eu/publications/femicide-classification-system>.
- European Commission Advisory Committee on Equal Opportunities for Women and Men (2014), 'Opinion on data collection on violence against women', https://ec.europa.eu/info/sites/default/files/aid_development_cooperation_fundamental_rights/opinion_on_data_vaw_2014_en_0.pdf.
- European Network of Equality Bodies (2018), 'Social media campaign highlighting good practices on combating violence against women', <https://equineteurope.org/2018/social-media-campaign-highlighting-good-practices-on-combating-violence-against/>.
- Eurostat (2017), 'EU guidelines for the International Classification of Crime for Statistical Purposes – ICCS – 2017 edition', Manuals and Guidelines, Publications Office of the European Union, Luxembourg, <https://ec.europa.eu/eurostat/web/products-manuals-and-guidelines/-/ks-gq-17-010>.
- Eurostat (2018), 'Monitoring EU crime policies using the International Classification of Crime for Statistical Purposes (ICCS) – 2018 edition', *Manuals and Guidelines*, Publications Office of the European Union, Luxembourg <https://ec.europa.eu/eurostat/web/products-manuals-and-guidelines/-/ks-gq-18-005>.
- GREVIO (2017), *GREVIO's (baseline) evaluation report on legislative and other measures giving effect to the provisions of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention) Albania*, Council of Europe, <https://rm.coe.int/grevio-first-baseline-report-on-albania/16807688a7>.
- GREVIO (2018a), *GREVIO's (baseline) evaluation report on legislative and other measures giving effect to the provisions of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention) Montenegro*, Council of Europe, <https://rm.coe.int/grevio-report-montenegro/16808e5614>.
- GREVIO (2018b), *GREVIO's (baseline) evaluation report on legislative and other measures giving effect to the provisions of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention) Turkey*, Council of Europe, <https://rm.coe.int/eng-grevio-report-turquie/16808e5283>.
- GREVIO (2019), *GREVIO's (baseline) evaluation report on legislative and other measures giving effect to the provisions of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention) Serbia*, Council of Europe, <https://rm.coe.int/grevio-report-on-serbia/16809987e3>.
- GREVIO (2020a), *First General Report on GREVIO's Activities – Covering the period from June 2015 to May 2019*, Council of Europe, <https://rm.coe.int/1st-general-report-on-grevio-s-activities/16809cd382>.
- GREVIO (2020b), *Report submitted by Bosnia and Herzegovina pursuant to Article 68, paragraph 1 of the Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence (baseline report)*, Council of Europe, <https://www.ecoi.net/en/file/local/2032953/State+report+BiH.pdf>.
- Kendall, T. (2020), A synthesis of evidence on the collection and use of administrative data on violence against women – Background paper for the development of global guidance, UN Women, New

- York, United States of America, <https://www.unwomen.org/en/digital-library/publications/2020/02/background-paper-synthesis-of-evidence-on-collection-and-use-of-administrative-data-on-vaw>.
- Mlinarevic, G. (2019), *Administrative data collection on violence against women and domestic violence in Bosnia and Herzegovina, in line with Istanbul Convention standards*, Council of Europe, <https://rm.coe.int/administrative-data-collection-on-violence-against-women-and-domestic-/1680966db3>.
- Proposal for a directive of the European Parliament and of the Council on combating violence against women and domestic violence, COM(2022) 105 final, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52022PC0105EUR>.
- Ruuskanen, E. and Aromaa, K. (2008), *Administrative data collection on domestic violence in Council of Europe Member States*, Council of Europe, [https://www.coe.int/t/dg2/equality/domesticviolence/campaign/Source/EG-VAW-DC\(2008\)Study_en.pdf](https://www.coe.int/t/dg2/equality/domesticviolence/campaign/Source/EG-VAW-DC(2008)Study_en.pdf).
- Sioula-Georgoulea, I. (2020), 'Presentation at the joint regional workshop on strengthening data systems on violence against women, 7–9 December 2020, organised by EIGE and the UN Women Regional Office for Europe and Central Asia and the UNFPA Eastern Europe and Central Asia Regional Office', Observatory for Gender Equality, https://eurogender.eige.europa.eu/system/files/events-files/day_2_presentation_-_sioula-georgoulea_greece.pdf.
- United Nations (1979), *Convention on the Elimination of All Forms of Discrimination against Women*, New York, United States of America, 18 December 1979, <https://www.ohchr.org/en/professionalinterest/pages/cedaw.aspx>.
- United Nations Committee on the Elimination of Discrimination against Women (2017), *General recommendation No 35 on gender-based violence against women, updating general recommendation No 19*, CEDAW/C/GC/35 of July 2017, <https://digitallibrary.un.org/record/1305057>.
- United Nations Department for Economic and Social Affairs (2014), *Guidelines for Producing Statistics on Violence Against Women – Statistical surveys*, https://unstats.un.org/unsd/gender/docs/Guidelines_Statistics_VAW.pdf.
- United Nations Economic Commission for Europe (UNECE) (2016), *Ensuring data collection and research on violence against women and domestic violence: Article 11 of the Istanbul Convention*, https://unece.org/fileadmin/DAM/stats/documents/ece/ces/ge.30/2017/nov_worksession/Article_11_Istanbul_Convention_Web_A5_web.pdf.pdf.
- United Nations General Assembly (1993), *Declaration on the Elimination of Violence against Women – Proclaimed by General Assembly resolution 48/104 of 20 December 1993*, <https://www.ohchr.org/en/instruments-mechanisms/instruments/declaration-elimination-violence-against-women>.
- UNODC (2019), *Global Study On Homicide – Gender-related killing of women and girls*, Vienna, Austria, https://www.unodc.org/documents/data-and-analysis/gsh/Booklet_5.pdf.
- UN Women, the Economic Commission for Europe and the World Health Organization (2005), 'Violence against women: A statistical overview, challenges and gaps in data collection and methodology and approaches for overcoming them', Geneva, Switzerland, <https://www.un.org/womenwatch/daw/egm/VAW-stat-2005/docs/final-report-VAW-stats.pdf>.
- UN Women and the World Health Organization (2020), 'Violence against women and girls, data collection during COVID-19', 17 April, <https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2020/VAWg-data-collection-during-covid-19-compressed.pdf?la=en&vs=2339>.

Annexes

Annex 1. Guidance for victimisation survey design with a gender component

Besides the collection of administrative data, data derived from representative population surveys on VAW can provide important insights into the trends, nature, magnitude and outcomes of the phenomenon, including violence not reported to the authorities. Article 11 of the Istanbul Convention also obliges population-based surveys to be conducted at regular intervals. The proposal for a directive of the European Parliament and of the Council on combating VAW and domestic violence ⁽⁷¹⁾ is also proposing an obligation on EU Member States to collect data on VAW and domestic violence to feed into an EU-wide survey every 5 years. Some general standards for designing surveys on VAW are provided in this annex ⁽⁷²⁾.

Sampling

Appropriate sample design is important for ensuring the accuracy and reliability of data. Issues of particular importance from a gender perspective involve appropriate choice of sampling and analysis units (taking care not to use household-level aggregates to make sweeping conclusions at the individual level), selecting sampling frames in ways that do not cause gender-biased under- or over-coverage, and selecting sufficient sample sizes to enable inference about subgroups created by the intersection of sex and other variables.

For many surveys, the sampling unit is the **household**. When this is the case, several gender-related concerns must be taken into account.

- First, we have to consider issues pertaining to the **reference person** (the person answering the questions about the household). How is this reference person selected? Could men and women have a tendency to answer the household-level questions differently? If questions are about the completion of specific tasks within the household (such as childcare), is the reference person the most knowledgeable household member? Even more importantly, when the survey deals with issues that could be an object of contention within the household (such as intra-household allocation of tasks and resources), it may be necessary to use two reference persons to avoid a single-sided interpretation of the actual situation. Second, for questions where the unit of analysis is an individual while the sampling unit is the household, it is important to be extremely careful with the use of **proxies** (individuals answering on behalf of other individuals). Are proxies used? If so, for what types of questions is this done? It is extremely important that one spouse is not allowed to answer on behalf of another when the question pertains to potential objects of conflict between the spouses (such as violence in the household) or to personal time use (such as time spent caring for the children or tending to the house).
- Sampling frames often are limited to **private households**. This approach may be problematic from a gender perspective, as it excludes a number of gender-imbalanced groups, such as people living in retirement homes (mostly women), women in temporary shelters for

⁽⁷¹⁾ EU-wide rules to combat violence against women (europa.eu), Proposal for a directive of the European Parliament and of the Council on combating violence against women and domestic violence, COM(2022) 105 final, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52022PC0105EUR>.

⁽⁷²⁾ For more concrete guidance on surveys, please refer to: *Methodological manual for the EU survey on gender-based violence against women and other forms of inter-personal violence (EU-GBV)*, published by Eurostat (Luxembourg, 2021), <https://ec.europa.eu/eurostat/documents/3859598/13484289/KS-GQ-21-009-EN-N.pdf/1478786c-5fb3-fe31-d759-7bbe0e9066ad?t=1633004533458>; and the *Guidelines for Producing Statistics on Violence against Women – Statistical Surveys*, published by the United Nations (New York, 2014), available: https://unstats.un.org/unsd/gender/docs/Guidelines_Statistics_VAW.pdf.

victims of domestic violence, and the prison population (predominantly men).

The **sample size** must be large enough to have reliable estimates separately for women and men.

- Furthermore, due to **interactions** between sex and other characteristics, it is often necessary to report data disaggregated simultaneously by sex and another characteristic (such as age or educational achievement), in which case the sample size must be further increased to allow for reliable estimates for the resulting smaller subsamples.
- A further concern related to sample size arises when the survey aims at gathering information about a **subgroup** that comprises only a small proportion of the overall population (such as victims of physical or sexual violence or drug addicts). In such cases, it may be necessary to increase the sample size well beyond what is necessary for estimates about the general population. It may even be necessary to use less conventional sampling methods (such as respondent-driven sampling) to obtain add-on samples for such groups.

Choice of **interview mode** (online completion, one-on-one interview, one-on-one interview with self-completion blocks, etc.)

- Particular care must be taken when questions are 'sensitive' in the sense that respondents may be reluctant to answer truthfully because they might be afraid of being judged (as for drug use and sexual behaviours) or prosecuted (as for criminal behaviour or tax evasion), or confronted by their spouses (as for intra-household conflict or GBV). Self-completion blocks might need to be considered for such questions. However, it might not be advisable to use fully self-administered surveys, as in such surveys it may be more difficult to ensure that questions are fully and correctly understood.

- When sensitive questions are being asked in one-on-one interviews, it is important that the interview protocol (see also below) ensures that no third persons can overhear the interview and that the interviewer does not exhibit any prejudices in the way she or he reacts to the respondents' answers.

Questionnaire development and testing

Careful questionnaire **design** is extremely important in ensuring reliable and valid answers. In particular, from a gender statistics perspective, extreme care must be taken that questions are stated simply and unambiguously and in a way that is not likely to be understood differently by men and women, that gender-neutral language is used throughout, that questions are not leading (i.e. are not asked in a way that steers the respondent toward a particular answer), and, in the case of internationally comparable studies, that questions are understood in the same way in different countries and that answers are minimally influenced by international differences in societal perceptions, norms and expectations ⁽⁷³⁾.

Among the different types of questionnaire **testing**, two types of testing are particularly important. One is cognitive testing – qualitative testing to ensure the questions are well understood in the same way in different contexts – and the other one is pilot testing the questionnaire.

Clear and unambiguous questions are key to obtaining reliable and unbiased answers. From a gender perspective, it is particularly important that questions are not asked in ways that are likely to be interpreted differently by women and men and by people of different educational and cultural backgrounds. Subjective questions, especially ones involving self-assessment or assessment of one's well-being or health pose a particular challenge from a gender perspective, as women's and men's assessments may differ due to different attitudes to the same objective situation (for example, men tend to give a more positive self-assessment). Such questions should

⁽⁷³⁾ EIGE (2021c), *Quality Considerations for EIGE's Gender Statistics Database*, 16 February 2021, p. 28, <https://eige.europa.eu/publications/quality-considerations-eiges-gender-statistics-database>.

be supplemented by more specific questions that are less open to interpretation.

One of the most important concerns in gender-sensitive data collection is the **avoidance of leading questions**. All questions must be asked in a neutral way, so that the respondent is in no way steered toward a particular answer. In particular, wording that has a negative connotation and may suggest a value judgment against certain answers should be avoided. It is for instance, in the case of GBV, preferable to use 'concrete behaviours' instead of 'violence'. The use of gender-neutral language can also be seen as a way of avoiding leading questions (for example, labelling an occupational category 'housewife' clearly steers men respondents away from this category).

Another important potential source of a gender-related bias arises from international differences in **norms and expectations**. To enable international comparisons, sufficiently specific questions must be asked to minimise the extent to which answers are influenced by different interpretations due to differences in norms. Studies on GBV are particularly vulnerable to problems arising from differences in norms: countries with higher awareness of and lower tolerance for such forms of GBV as sexual harassment and psychological violence may exhibit higher measured prevalence of such violence, simply because women are more likely to recognise and report it.

Interview protocol development and interviewer training

Even if questions are worded in a non-leading manner in the questionnaire, interviewers may still ask them in a leading way, say, by straying from the language of the questionnaire when actually asking the questions, or showing their prejudices and biases when reacting to respondents' questions via facial expressions and body

language. To avoid this, interviewers must be carefully trained to remain neutral and true to the original wording of the questions and the interview protocol. Interviewers must be made aware of potential sources of gender biases that may arise during an interview and trained to avoid such biases. Ideally, questionnaires and interviewers should be jointly tested during pilot trial interviews, which already need to consist of trained interviewers.

It is also important that 'sensitive' questions, especially ones on topics that may be contentious within the household and questions about GBV are not asked to one household member in the presence of others. For sensitive questions particular to women (particularly on GBV and women's reproductive health), the interviewers should also be women.

Specific ethical concerns should be considered, namely, what refers to the confidentiality of the data.

Data processing (coding, validation and cleaning, weighting, imputation)

Gender issues must also be kept in mind during data processing. Coding schemes must be sufficiently fine-tuned to detect gender differences (see more about concepts and definitions in **Section 3**). When choosing imputation models for missing data, the modeller must be wary of potentially underestimating gender differences by unconditional imputation or overestimating them by imputation that is conditional only or almost only on sex. Post-stratification weights should be computed separately for women and men, as it is often the case that non-response levels are considerably higher for men than for women, resulting in a biased sex distribution in the final sample.

Annex 2. Steps for calculating the domain of violence of the EIGE Gender Equality Index

The purpose of this annex is to offer a concrete set of information to the EU candidate countries and potential candidates from the Western Balkans and Türkiye on how to develop the VAW domain of the Gender Equality Index. EIGE recognises their existing capacities to do this, especially since there are surveys done (showing data availability), which could allow the full or partial development of the VAW domain. The key group of stakeholders that this annex refers to, are national statistical offices from the Western Balkans and Türkiye.

The Gender Equality Index

The Gender Equality Index is designed to measure the progress of gender equality in the European Union. It shows gender equality trends in six domains: work, money, knowledge, time, power and health. The index uses a scale of 1 to 100, where 1 stands for absolute gender inequality and 100 for full gender equality.

The Gender Equality Index also integrates two additional domains: intersecting inequalities and violence. The analysis of intersecting inequalities is largely subject to data availability at the EU level. So far, it allows the situation of different groups of women and men to be understood based on family type, level of education, country of birth, age and disability.

Domain of violence against women of the Gender Equality Index

VAW is both a consequence and cause of persisting gender inequalities in the areas of work, health, money, power, knowledge and time. In contrast to other domains, the domain of violence does not measure differences between women's and men's situations but examines

women's experiences of violence. For this reason, the domain of violence is not captured in the calculations of the core Gender Equality Index.

The measurement framework of the domain of violence contains **three sets of indicators**:

1. indicators for the **composite measure** on the extent of VAW;
2. **additional indicators** covering a broader range of forms of VAW;
3. **contextual factors** to support the collection of information on both the root causes of violence and the level of effort shown in each Member State to eradicate violence and support its victims ⁽⁷⁴⁾.

The objectives of the composite measure are:

- to support EU Member States' in monitoring the eradication of violence as an integral part of the progress towards gender equality at large;
- to provide a user-friendly, statistical tool to monitor the extent of the most common forms of VAW in the EU in a comparable manner;
- to provide a more comprehensive measurement framework to serve as a foundation for a reliable and comparable statistical assessment of the extent of VAW in the EU;
- to ensure comparability between countries and to offer a monitoring tool over time.

The **composite measure** synthesises the complexity of the extent of VAW into an easy-to-understand measure. It provides a comprehensive picture of (1) prevalence of VAW; (2) the impact violence has on women's lives and (3) their

⁽⁷⁴⁾ EIGE (2017a), *Gender Equality Index 2017 - Measurement framework of violence against women*, Publications Office of the European Union, Luxembourg, <https://eige.europa.eu/publications/gender-equality-index-2017-measurement-framework-of-violence-against-women>.

readiness to disclose their experience ⁽⁷⁵⁾. Seven indicators are included in the composite measures, six of them derived from the EU-wide survey on VAW carried out by the European Union Agency for Fundamental Rights (FRA) in 2012,

(see Table 5). No EU-wide survey on GBV has been carried out since then. Until the completion of the next EU-wide survey, the scores cannot be updated.

Table 5. Indicators of the composite measures

Sub-domain	Indicator	Data source	Denominator
Prevalence	Percentage of women having experienced physical and/or sexual violence since age 15	FRA, 2012	All respondents (18–74)
	Percentage of women having experienced physical and/or sexual violence in the past 12 months	FRA, 2012	All respondents (18–74)
	Percentage of women victims of intentional homicide by a current or former partner or family member, per 100 000 inhabitants	Eurostat crim_hom_vrel	100 000 inhabitants
Severity	Percentage of women who have experienced multiple counts of physical and/or sexual violence since age 15	FRA, 2012	Respondents having experienced physical and/or sexual violence since age 15 (18–74)
	Percentage of women who experienced health consequences of physical and/or sexual violence since age 15	FRA, 2012	Respondents having experienced physical and/or sexual violence since age 15 (18–74)
	Percentage of women who experienced health consequences of physical and/or sexual violence in the past 12 months	FRA, 2012	Respondents having experienced physical and/or sexual violence in the past 12 months (18–74)
Disclosure	Percentage of women having experienced physical and/or sexual violence in the past 12 months and have not told anyone	FRA, 2012	Respondents having experienced physical and/or sexual violence in the past 12 months (18–74)

The calculation of the composite measure of VAW is relevant and recommended only to countries which have calculated the Gender Equality Index following EIGE's methodology ⁽⁷⁶⁾.

STEPS FOR CALCULATION

1) Getting familiar with EIGE's methodology on the measurement framework of violence against women

A deep knowledge of the measurement framework of VAW, as explained in the methodological report. Particular attention should be put on **Section 2** (Subsections 2.1 and 2.2), and on the indicators included in the measurement framework for the composite measure.

2) Assessment of availability of data for the indicators

To check indicators needed for the composite measure and analyse thoroughly the availability of the indicators needed for the calculation, on

⁽⁷⁵⁾ Unlike the general score of the Gender Equality Index, for which the higher the score indicates the closer the country is to achieving equality between women and men in all areas, the interpretation of the composite measure of violence against women uses the opposite approach. Using a scale of 1 to 100, the composite measure highlights the situation of Member States against two extremes, where '1' presents a situation where violence is non-existent and where '100' means that violence against women is extremely common, severe and not disclosed. The best-performing country is therefore the one showing the lowest score for the composite measure of violence against women.

⁽⁷⁶⁾ More information on the Gender Equality Index is available on EIGE's website: <https://eige.europa.eu/gender-equality-index/2020>.

the basis of the 2012 FRA survey ⁽⁷⁷⁾, the 2015–2019 Organization for Security and Co-operation in Europe (OSCE) survey ⁽⁷⁸⁾, and/or any other sources available at the national level.

3) Getting the collected data

Get the data collected by surveys (as mentioned in step 2). Collecting data should be under the responsibility of the national statistical office.

4) Calculations of the composite measure

Calculation of the composite measure should be under the responsibility of the national statistical office. To calculate the indicators following the methodology, each of these indicators should be calculated using several questions from the survey data at your disposal, after checking for consistency with the methodological requirements

(see step 2). Please compare the surveys available (OSCE survey or national ones) with the questions in the FRA survey used for the composite measure.

Once indicators are calculated, the methodology to derive scores for the composite indicator should be applied (**Section 2**, Subsection 2.1 and 2.2 of the methodological report).

5) Preparation of a national report

Drafting a final report is optional, and it will be handled by the national authorities.

Public presentation / publishing results

Publication and presentation of the results of the index will be handled by the national authorities.

⁽⁷⁷⁾ European Union Agency for Fundamental Rights, 'Violence against women: Survey information', <https://fra.europa.eu/en/content/violence-against-women-survey-information>. European Institute for Gender Equality, 'Gender Equality Index 2017: Measurement framework of violence against women', report, <https://eige.europa.eu/publications/gender-equality-index-2017-measurement-framework-of-violence-against-women>.

⁽⁷⁸⁾ OSCE-led Survey on the Well-being and Safety of Women, 2015–2019, <https://www.osce.org/projects/survey-on-the-well-being-and-safety-of-women>.

Annex 3. Summary of the findings on baseline evaluations from the GREVIO committee's reports on the Western Balkans and Türkiye – data collection and population-based survey

In summarising the findings derived from the evaluation procedure of the Western Balkans (Albania, Bosnia and Herzegovina, Montenegro, Serbia) ⁽⁷⁹⁾ and Türkiye regarding data collection, a recurring theme is the public authorities' **inadequate collection of data**. The judiciary, police, social welfare and healthcare services therefore need to set up data systems that go beyond the internal recording needs of their respective agencies/services and as a minimum collect data on victims and perpetrators disaggregated by sex, age, type of violence, the relationship of the victim to the perpetrator, and geographical location. Recorded data should also contain information on conviction rates of perpetrators of all forms of VAW. Furthermore, institutions responsible for processing and deciding on asylum claims should also collect data on the granting of refugee status on the basis of gender-related persecution. Moreover, the relevance of collecting data for the purposes of monitoring the implementation of the Istanbul Convention could be highlighted: as an example, judicial data on custody and visitation rights of child witnesses are necessary to assess how the requirements of Article 31 are taken into account when determining custody and visitation rights.

Countries are increasingly establishing systems to disaggregate data by type of violence, sex, age and relationship of the perpetrator to the victim. However, only very few collect data disaggregated on the basis of all of the categories mentioned in the preceding paragraph, allowing only a partial picture to emerge. Moreover, data collection systems often vary from one public body to another and are not harmonised, thus preventing the emergence of patterns or trends in the flow of registered cases – particularly in the criminal justice sector. Furthermore, neither of the above-mentioned countries has set up a data collection

system that allows the granting of refugee status on the basis of gender-related persecution to be recorded.

Data presented by states of the Western Balkans and Türkiye show **worrying rates of violence resulting in the death of a woman**. Where the authorities had prior knowledge of the woman's exposure to violence, such fatal outcomes raise the question of whether the victims might have been saved if proper, immediate and efficient measures of protection had been applied to ensure women's safety. Therefore, it is recommended **conducting systematic post-homicide reviews** with the aim of identifying possible systemic gaps in the institutional response to violence.

Albania ⁽⁸⁰⁾

Data on domestic violence allows us to draw a plausible portrait of the reality of domestic violence in Albania. Data on other forms of VAW, such as sexual violence, however, barely hint at the existence of a phenomenon which by many accounts remains largely uncharted territory, fenced off by taboos and severe under-reporting.

Data collection by law enforcement and criminal courts in Albania covers the annual numbers of offences reported to the police and those referred to prosecution, along with numbers of convictions. It also provides information – broken down by age group and sex – on the number of convicted persons, prisoners and victims. Data is further detailed based on the level of education of perpetrators and their geographical location. All data is collected on the basis of the offences set

⁽⁷⁹⁾ GREVIO Committee is currently undergoing the country evaluation procedure of North Macedonia.

⁽⁸⁰⁾ GREVIO (2017), *GREVIO's (baseline) evaluation report on legislative and other measures giving effect to the provisions of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention) Albania*, Council of Europe, <https://rm.coe.int/grevio-first-baseline-report-on-albania/16807688a7>.

out in the Criminal Code of Albania ⁽⁸¹⁾. This data is used by the Albanian Institute of Statistics (INSTAT) for the purposes of producing gendered statistics for different categories of offences. Such categories include robbery, homicide, injury, sexual crimes, drug crimes, criminal organisations, fraud, exploitation of prostitution and others. INSTAT's publication *Women and Men in Albania* ⁽⁸²⁾ contains data on rates of crime, by sex of victim, with a specific reference to the offence of domestic violence. It also elaborates data on the rate (per 10 000 inhabitants) of women who denounce domestic violence per major city and on the percentage of total murders caused by domestic violence. This online publication is published on a yearly basis.

There exists a gendered focus applied to data collection, but the information on the relationship between perpetrator and victim is not recorded. Even with respect to the dedicated offence of domestic violence, the family relationships to which this offence applies are insufficiently distinct and too varied to render the data category meaningful for the purposes of policymaking. For example, the data covers intergenerational relationships such as father and daughter as well as intimate relationships between intimate partners. It also covers offences committed among siblings. As a result, the data collected does not allow conclusions to be drawn on the number of cases of intimate-partner violence compared to those of, for example, child abuse. Thus, specific categories of relationships are needed to render more visible the number of cases of domestic violence as understood by the Istanbul Convention.

Data regarding protection orders issued by the civil law courts is collected, but it is not published by the Ministry of Justice in the *Statistical Yearbook*, nor is it otherwise systematically made available to the public. No information appears to be collected regarding the parties involved, thus making it impossible to assess whether they have been issued for a child, female or male victim of domestic violence. Limited information on the

practice of courts gathered by NGOs demonstrates the need for more comprehensive and extended data on the numbers of applications filed for protection orders, their acceptance rates and the reasons invoked by courts for rejecting them.

Another area where data from civil courts would help in the prevention of VAW, in particular forced marriage, is that related to judicial authorisations for minors to marry. Initiatives aimed at collecting this type of data have been carried out by NGOs and have proven useful in highlighting the issues at stake.

Following the entry into force of the law on domestic violence ⁽⁸³⁾, emergency wards in hospitals and healthcare centres in municipalities and communes have been required to set up the necessary structures to provide healthcare to victims of domestic violence. Under the relevant provision of this law, victims are entitled to receive medical and psychological support and should be referred to specialist support services. Domestic violence cases are to be recorded and communicated to the Ministry of Health using the appropriate templates approved by the ministry. Victims are entitled to receive documentation illustrating any injury sustained as a consequence of violence. Implementation of these provisions, however, is insufficient and hampered by healthcare professionals' reluctance to report cases of domestic violence, partly out of fear of exposing themselves or the victims to retaliation by the perpetrators. Thus, actors in the field acknowledge that data generated by healthcare are largely a substantial under-representation of real figures. There are no equivalent obligations to collect data regarding other forms of VAW, such as sexual violence. As a result, information on the number of victims identified by medical professionals and on the treatment they receive is rather scarce. Thus, it is impossible to evaluate the impact such support services have where they are provided, and whether they at all fulfil their intended role.

⁽⁸¹⁾ Criminal Code Of Albania, Law No 7895, 27 January 1995 (Amended by law No. 36/2017 and law No. 89/2017), <https://euralius.eu/index.php/en/library/albanian-legislation/send/10-criminal-code/11-criminal-code-en>.

⁽⁸²⁾ Institute of Statistics of Albania (2019), *Women and Men in Albania 2019*, http://www.instat.gov.al/media/6413/burra-dhe-gra_2019.pdf.

⁽⁸³⁾ Law on domestic violence of Albania, Law No 125/2020 (Law No 9669, 18.12.2006) for measures against violence in family relations, <https://www.parlament.al/Files/Akte/20201020140600ligj%20nr.%20125%20dt.%2015.10.2020.pdf>.

Bosnia and Herzegovina ⁽⁸⁴⁾

Several institutions in Bosnia and Herzegovina (BiH) at different levels of government collect data on VAW and domestic violence, in line with their competency. The Agency for Statistics of BiH, for example, publishes the publication *Women and Men in Bosnia and Herzegovina*, which contains data on crime rates for women and men. Similarly, the High Judicial and Prosecutorial Council of BiH is tasked, inter alia, with maintaining, coordinating and supervising the application of an automated system of monitoring and registering cases or similar systems, including data storage and support systems.

In March 2019, the Agency for Gender Equality of BiH carried out an analysis of all data on GBV and domestic violence available by the judiciary of BiH. This analysis shows the extent to which the available data corresponds to the obligation to collect data as required by the Istanbul Convention and other international standards. The analysis also showed that the automatic case-management system in the courts and the automatic case-management system in prosecutors' offices contain data on sex/gender, age and citizenship, but because it has not been entered into the systems a significant amount of data of relevance to GBV is not available.

The entity institutions have their own systems for maintaining records and collecting data on VAW and domestic violence.

The Gender Centre of BiH, established in 2000 by a government decision, within the scope of its competency, produces annual reports on the state of gender equality in the territory of BiH. These reports contain, inter alia, data from the cantonal ministries of interior, (pursuant to Article 222 of the Criminal Code of BiH related to domestic violence), data from the municipal courts related to the implementation of the law on protection from domestic violence, data on the number of victims of domestic violence accommodated in six safe houses active within

the territory of BiH, and since the introduction of the SOS helpline '1265' for assistance to victims of domestic violence, data on the number of calls to the aforementioned service number are also recorded.

When it comes to data related to the law on protection from domestic violence, it is envisaged, pursuant to Article 40 of the law, that the competent institutions will maintain records and adopt the necessary rulebooks. In this regard, all such data is submitted to the Gender Centre of BiH. Pursuant to the law, the Federal Ministry of Labour and Social Policy adopted the 'Rulebook on the content and method of keeping records and on pronounced protection measures', which concerns persons who have been granted protection and violent persons who were sanctioned with protection measures in BiH. The ministry then collects the prescribed data. The Federal Ministry of Interior adopted the 'Rulebook on the implementation of protection measures within the competence of the police' and collects data on the pronounced sentences and measures. It should be mentioned that this data is treated as confidential and thus protected pursuant to the regulation on the protection of personal data in line with the law on protection of personal data of BiH. The Gender Centre of BiH coordinates activities aimed at improving the electronic method of record keeping. In this regard, an information system that enables the entry of data from reports on domestic violence made by the police has been introduced, along with the monitoring of the implementation of protection measures by the centres for social welfare, accommodation in safe houses operated by non-governmental organisations and calls made to the SOS helpline for victims of domestic violence at telephone number 1265.

In the domain of judicial statistics, the Federal Office of Statistics of Bosnia and Herzegovina conducts surveys of all criminal offences prescribed by the Criminal Code of BiH and, in the section on criminal offences against marriage, family and youth, it includes domestic violence

⁽⁸⁴⁾ GREVIO (2020b), *Report submitted by Bosnia and Herzegovina pursuant to Article 68, paragraph 1 of the Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence (baseline report)*, Council of Europe, <https://www.ecoi.net/en/file/local/2032953/State+report+BiH.pdf> (based on country's report – not yet evaluated by GREVIO).

(Article 222). These statistical surveys are conducted on reports submitted to cantonal prosecutor's offices and to municipal and cantonal courts. Data from the *Judicial Statistics* bulletin is collected on the reported, accused and sentenced perpetrators, disaggregated according to adult and juvenile perpetrators and by sex. The Federal Office of Statistics of Bosnia and Herzegovina also collects data on victims of all criminal offences, including domestic violence, disaggregated by sex, age, citizenship and the relationship between victim and perpetrator. The institute keeps data on domestic violence in its databases and they are available upon user request.

The Federal Ministry of Labour and Social Policy uses a unified questionnaire that is filled in and submitted by cantonal ministries to collect data annually in the area of social protection, i.e. data on the beneficiaries of social protection, which includes victims of domestic violence. Data on the beneficiaries of social protection is disaggregated by sex, age and type of violence (children, youth, adult). The SOTAC software tool that would enable communication between the centres for social work across BiH and the Federal Ministry of Labour and Social Policy is still in the development and finalisation phase.

Montenegro ⁽⁸⁵⁾

Law enforcement agencies in Montenegro record the number of registered offences by type of offence. Data on the number and type of protective measures issued by law enforcement is also recorded. In cases of domestic violence, they also record the sex of the victim and that of the perpetrator, but not the nature of the relationship between the two. Both the Criminal Code of Montenegro and the law on domestic violence protection contain a specific offence of domestic violence, but the fact that the data collected in relation to these does not specify the relationship of the perpetrator to the victim masks the extent of victimisation of women by male partners/spouses. Moreover, no adequate electronic

system for the collection of misdemeanour domestic violence cases currently exists. While work is underway to establish one, all data is currently recorded manually without any supervision to ensure systematic and consistent data collection. Although data on action taken by law enforcement agencies is regularly recorded in response to incidents of domestic violence classified as a criminal offence, it is unclear whether the same is done in relation to domestic violence offences that are classified as a misdemeanour offence.

The State Prosecutor's Office also collects data on the number of investigations opened per type of offence. This data is not, however, broken down by sex of the perpetrator or that of the victim, nor is there an indication of the relationship between the two. Moreover, the data does not give any information regarding the outcome of investigations, rendering it difficult to draw conclusions as to the number of cases sent to court.

As regards data collected by the judiciary, all courts (high courts, basic courts and misdemeanour courts) collect data on the number of cases classified by type of offence. In addition, the misdemeanour courts also record the type and number of protective measures imposed with the sanctions. The data collection system PRIS allows a case to be tracked at all stages of the judicial procedure and thus provides information on the outcome of cases per offence. For example, the number of convictions for domestic violence under the criminal offence (Article 220 of the Criminal Code of Montenegro), including the type of conviction (fine, prison sentence, etc.) are available online.

Another important source of administrative data, at least on domestic violence, are the centres for social work. They collect data on the number of cases of domestic violence reported to the centres and the type of action taken in response. These data are disaggregated by sex and age group of victims and whether the violence is physical, emotional, sexual or economic.

⁽⁸⁵⁾ GREVIO (2018a), *GREVIO's (baseline) evaluation report on legislative and other measures giving effect to the provisions of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention) Montenegro*, Council of Europe, <https://rm.coe.int/grevio-report-montenegro/16808e5614>.

The health sector manually collects data on the basis of the 10th revision of the International Statistical Classification of Diseases and Related Health Problems (ICD-10 codes) developed by the World Health Organization. Medical staff are trained to identify victims of domestic violence, including victims of psychological violence, and have the duty to report any suspicion of a crime to the law enforcement agencies.

The above examples of data collection represent important initial steps in the collection of administrative data on the different forms of VAW. An important milestone is the data collection obligations on domestic violence in relation to the law on prevention of domestic violence. The action plan on gender equality (2017–2021) places this responsibility on the Ministry for Human and Minority Rights. These have led to the publication of two consecutive reports by the Department for Gender Equality for the years 2015 and 2016.

The coordinating body established pursuant to Article 10 of the Istanbul Convention is mandated to collect data. However, it is unclear whether this will lead to an expansion of data categories and type of administrative data collected in the future. There is a stated aim of the government of Montenegro to further develop the collection of data by introducing 'a single database'. This database would store information on the number of cases that are processed by the different actors in the system (law enforcement, centres for social work, health sector, etc.).

MONSTAT, the statistical office of Montenegro, collects data from prosecution services and criminal courts on the number of perpetrators indicted on domestic violence charges and those convicted. From this information, the number of female victims can be derived, but not the perpetrator's relationship to them. No data is collected with regard to any other form of VAW for lack of human resources. All information collected is made publicly available.

Serbia ⁽⁸⁶⁾

A wealth of statistical data is being collected in Serbia, and the authorities are well aware of their importance for policymaking and legislation to prevent and combat VAW. The desire to move towards a uniform system for the standardised collection and exchange of data on all forms of VAW is set out in the strategy for gender equality.

Serbia's Ministry of Family, Youth and Sports is tasked with collecting and processing data on domestic violence. This data is provided by the bodies tasked with protection (police, centres for social welfare / social care services, courts, health-care and educational institutions) for minor offences of domestic violence pursuant to the law on protection from domestic violence. Data is collected on the basis of forms with tables specifically adapted to the individual bodies tasked with protection from domestic violence. The Serbian General protocol for action and cooperation of institutions, bodies and organisations in the situations of violence against women within the family and in intimate partner relationship has improved the mechanism for collecting and recording data and reporting on domestic violence. Serbia's Ministry of Family, Youth and Sports collects data from the bodies tasked with protection and reports on domestic violence twice a year, for the January–July and July–December periods. The reports provided by the bodies tasked with protection are submitted in both print and electronic form and made accessible on the internet page of the Ministry of Family, Youth and Sports. After processing, aggregating and comparing the data, the ministry then extracts the data it deems useful for the bodies tasked with protection in order to help them to develop future measures and activities and channel them in the right direction. The ministry aggregates the data and compiles the information that is then adopted by the government and the National Assembly of Serbia. In addition to publishing this data, the ministry prepares and submits annual information on the implementation of the General protocol for action and cooperation of institutions, bodies and organisations in the

⁽⁸⁶⁾ GREVIO (2019), *GREVIO's (baseline) evaluation report on legislative and other measures giving effect to the provisions of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention) Serbia*, Council of Europe, <https://rm.coe.int/grevio-report-on-serbia/16809987e3>.

situations of violence against women within the family and in intimate partner relationship and provides annual reports on the implementation of the strategy for combating domestic violence to the government and the National Assembly of Serbia. The information and reports contain analyses, inter alia, of the collected data within the context of the application of current regulations and strategic measures for combating violence. The Ministry of Family, Youth and Sports also collects data on violence against children, pursuant to the Protocol on the Procedure in Cases of Violence, Abuse or Neglect of Children.

Pursuant to the law on statistics, the multiannual statistical programme and annual work plans, Serbia's Institute of Statistics publishes data on reported, indicted and sentenced adult and juvenile perpetrators. The district prosecutor's offices and district courts fill in and submit statistical reports after the completion of criminal proceedings, i.e. the first-instance final judgment. These crime statistics involve the regular collection, processing and dissemination of data on reported, accused and sentenced juvenile and adult perpetrators. The criminal offences are classified in accordance with Serbia's Criminal Code. This data is collected on a monthly basis and published annually, i.e. it is published in the current year for the previous reporting year. The data in the statistical surveys is disaggregated, inter alia, according to the age and sex of the perpetrators and victims.

Law-enforcement agencies, prosecution services and courts collect data on reported offences, outcomes of prosecution and convictions in relation to a number of offences, in particular domestic violence and sex offences. All data are classified by type of offence. Since the entry into force of the law on prevention of domestic violence, systematic electronic recordkeeping and monitoring has been introduced in relation to domestic violence. All police directorates, basic courts, basic public prosecutor's offices and centres for social welfare collect data electronically and together form the Central Registry on Domestic Violence run by the Republic Public Prosecutor's Office. In addition, all actions taken by police in domestic violence cases are recorded by the Ministry of Interior using extensive data categories such as age and sex of the victim and the perpetrator, the nature of their

relationship, the type of violence perpetrated and its location, along with the number of protection orders issued and whether risk assessment has been carried out. Additional records collect data on the number of women killed by intimate partners and plans are underway to ensure this will be done electronically in the future.

There is a Central Registry on Domestic Violence that allows uniform data collection on domestic violence across the different stages of the criminal justice system. Most of this data is not available publicly. Moreover, data collection on sexual violence, forced marriage or other forms of violence covered by the Istanbul Convention and outside the domestic violence context seems much less developed. It would be important to ensure the collection of robust data on all forms of violence and on the basis of all essential data categories, which are in particular the age and sex of the victim and perpetrator, their relationship, the type of violence and where it took place.

The need for data disaggregation would also apply to data collected in relation to emergency barring and protection orders issued within criminal proceedings. Although their overall number is recorded annually, data on their use does not seem to be disaggregated by sex and age of the victim and perpetrator, nor their relationship and geographical location. This masks the extent to which women victims of intimate partner violence benefit from an emergency barring or protection order against their abusive partner.

Tools have been developed for healthcare professionals to identify and support victims of domestic violence, and records are kept by the Institute of Public Health on the number of identified victims and case referrals (reports) to police and social welfare centres. It is disaggregated by geographical location, which shows stark differences in approaches. While in 10 of the 26 administrative districts of Serbia all identified cases of domestic violence are reported to another authority (police, prosecution or social welfare centre), in other districts a large number go unreported (10–40 %). The records kept also identify the percentage of women with disabilities, pregnant women and elderly women – but not their relationship to the perpetrator.

It is unclear whether instances of patient contact with the health sector are recorded in a similar manner in relation to other forms of VAW, in particular sexual assault and rape, forced abortion or forced sterilisation, and female genital mutilation.

The Republic Institute for Social Welfare collects data on the use of social services and interventions made in relation to domestic violence, intimate partner violence and child marriage. For example, it collects data annually on the number of domestic violence cases reported to centres for social welfare, and the number of protection measures taken in response and the number of victims placed in shelters, including their length of stay. Most information is broken down by type of violence, sex and age of the victim and perpetrator, their relationship, geographical location and who reported the incident. Concerns have been raised regarding the level of support that is provided by social services to Roma women and girls at risk of early or forced marriage. Robust data collection on the number of reported cases and interventions proposed by social welfare centres will help in understanding the extent to which interventions are proposed by social services and whether they are in compliance with their obligation as set out in the law on social welfare to provide support and assistance to all women and children who experience or who are at risk of violence, abuse, neglect and exploitation.

Türkiye ⁽⁸⁷⁾

The General Directorate on the Status of Women within the Ministry of Family and Social Policies of the Republic of Türkiye has taken a leading role since the enactment of Law No 6284 on the Protection of Family and Prevention of Violence against Women in centralising data on measures adopted in pursuance of this law. As the central piece of legislation adopted to implement the Istanbul Convention, data collection based on this law has progressed considerably, whereas adjustments to data-collection methods in other

sectors, namely law enforcement and the judicial system, are still necessary to produce data complying with the standards of the Istanbul Convention. The institutions concerned have all shown commitment towards undergoing the necessary reform and are working in parallel to achieve greater data interconnectivity and comparability.

Pending these reforms, the authorities did not seize the opportunity during the evaluation procedure to communicate available administrative data beyond that pertaining to the application of Law No 6284. It understands and respects the authorities' view that releasing official data that might be contradictory is problematic, as much as it is a reflection of the tendency of each institution to collect data according to its own goals and area of responsibility. That being said, this might implicate that the lack of data has significantly impacted GREVIO's ability to evaluate Türkiye's implementation of the convention. In particular, there is a notable absence of accessible administrative judicial data on investigation, prosecution and sentencing of perpetrators of criminal offences punishable in line with the internal criminal legislation that fall within the scope of the Istanbul Convention. Such data are crucial for producing conviction rates and monitoring the implementation of legislation and developing efficient policies to eliminate forms of violence.

It could be said that the authorities would foster more constructive relations with civil society by answering its legitimate expectation to have access to available administrative data. The authorities should acknowledge that the vacuum created by the lack of official data is a primary cause of the predominance of alternative sources of data which the authorities reject as inaccurate, if not biased. In any event, the interpretation of data is a delicate process and until the authorities have reached the full capacity to produce standard and high-quality data over a number of years, caution is to be used in drawing out general trends. In this respect, in many countries, sharp rises in the numbers of cases of VAW have been recorded, without it being possible to determine

⁽⁸⁷⁾ GREVIO (2018b), *GREVIO's (baseline) evaluation report on legislative and other measures giving effect to the provisions of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention) Turkey*, Council of Europe, <https://rm.coe.int/eng-grevio-report-turquie/16808e5283>.

to what extent they reflect greater awareness and women's increased willingness to report, rather than an actual increase in prevalence.

In Türkiye, law-enforcement agencies are often the first institutions to which victims and their children turn in search for protection. Law-enforcement bodies collect data using a standard form which has been in use since 2009 and doubles as a tool for risk assessment. The form, which allows the uploading of data into the 'POLNET' system of the police and the 'Incidents Information' system of the gendarmerie, categorises data in relation to the number of incidents of domestic violence and VAW, the number of victims, the sex and age of both the victim and the perpetrator, and the victim's relationship to the perpetrator, along with the number and types of emergency barring and protection orders issued. Regarding gender-based murders of women, data are furthermore classified by sex, age, residence of the victim and the type of relationship with the offender. A protocol has recently been concluded between the Ministry of Interior and the Ministry of Family and Social Policies, enabling the various agencies operating under the latter to have quicker access to information gathered by law-enforcement bodies, and hence to intervene more swiftly in support of victims.

Contrary to the statistics held by law-enforcement agencies that are not available to the public, those generated by the information system of criminal courts (UYAP) are published on the websites of the Ministry of Justice and the Turkish Statistical Institute. One of the greatest limitations of UYAP was that, until recently, it contained only data related to the offence as per the relevant legal provision and the perpetrator, with no information on the victim and their relationship to the perpetrator. This made it impossible to isolate data related to VAW. Moreover, a major drawback in the current set-up is the difficulty in assessing attrition rates, a key indicator for assessing the performance of the institutional response to VAW. This situation also results from the lack of integration between POLNET and UYAP, an issue the authorities indicated they were in the process of addressing. The ultimate goal of such an endeavour should be that the data from law-enforcement bodies and the judiciary can be

combined to reconstruct the entire chain of criminal proceedings from the moment the complaint is filed to the delivery of the judgment. The challenge in bridging the two systems will consist in harmonising two different categorisation methods: one which allows incidents of violence to be tagged as 'domestic violence' or 'violence against a woman' irrespective of the provision of the Criminal Code under which they are recorded (POLNET), and another where forms of VAW are strictly recorded on the basis of the offence they are considered to represent (UYAP). Differences in categorisation are also cited by the authorities to explain their difficulty in producing data on gender-based killings of women. A standardisation exercise is underway involving the Ministry of Interior and the Ministry of Justice with the aim of developing a shared definition of this form of murder. These differences in categorisation raise the question as to whether a first necessary step to be taken by law-enforcement agencies and the judiciary would be to harmonise legal definitions of crimes with legal definitions of criminal offences established by the Istanbul Convention.

The absence of data from criminal courts also extends to the outcome of judicial processes, meaning that, regretfully, GREVIO was not in a position to verify to what extent the rather severe punishments provided for in the law were applied by courts. In developing their ability to collect data regarding criminal sanctions, it will be of the utmost importance that the authorities closely monitor any reduction of sentences granted on account of motives, such as 'unjust provocation' or 'good conduct of perpetrators'.

In areas where they are operational, Şönims (violence prevention and monitoring centres), shelters and first-step stations collect data on the number of women and children to whom support was given. Of particular relevance are the data regarding the number and types of measures taken in pursuance of Law No 6284, which are collected in a data system shared by the Ministry of Justice and the Ministry of Family and Social Policies.

Robust data exist on emergency, restraining and protection orders, which is crucial to monitoring their implementation and ensuring their

enforcement. Data are also available on the number of court decisions imposing preventive imprisonment in cases of violation of these orders. Such data are instrumental to ground any thorough analysis of the system's failure to protect women in cases where women suffer repeated violence or are killed despite being under an emergency, restraining or protection order. GREVIO regrets not being informed about the number of such cases, a figure which the system in place – as it has been described to GREVIO – should have been able to produce with relative ease.

With the notable exception of data regarding emergency barring, restraining and protection orders, Türkiye's report to GREVIO did not contain any of the data requested in its questionnaire. No data were provided regarding compensation from perpetrators and state compensation when the offence committed involved sustained serious bodily injury or impairment of health. Data are equally missing on the number of legal remedies applied, and their outcome, in cases where public officials have failed to comply with their duties.

Healthcare professionals in Türkiye receive training allowing them to recognise and detect signs of violence and requiring that they record cases of VAW by using the 10th revision of the International Statistical Classification of Diseases and Related Health Problems (ICD-10 codes), developed by the World Health Organization. They are under an obligation to report any recognised or suspected case of violence, and face criminal liability if they fail to report it. The Turkish authorities have undertaken ongoing initiatives to develop an infrastructure for systematic data collection in the health sector, and to improve the capacities of healthcare professionals, including

general practitioners and emergency services, to identify and record cases of violence. It is now of great importance to currently train all personnel in primary healthcare, while recognising that such an endeavour is both necessary and costly considering the size of the country.

According to the statistics held by the Ministry of Health, there were 20 895 such cases in 2015 and 1 094 in 2016. The sharp decrease in the number of cases recorded by healthcare professionals would require the reasons for this phenomenon to be identified. Moreover, these data do not comprise statistics on violence affecting girls, such as data kept by child protection centres in cases of sexual assault against minors or the numbers of sexual assaults involving minors recorded in obstetrics wards in cases of child delivery.

Ongoing efforts to harmonise state agencies' practices in data collection are driven by the overarching objective of establishing a single inter-institutional database, based on the use of each individual's personal identification number. While recognising the potential of such an initiative in terms of providing an overall picture and allowing cross-analysis, there is the risk of widely available personal data being mishandled unless appropriate safeguards are put in place. In adopting such safeguards, the authorities might wish to draw inspiration from best practices developed internationally based on the principles that unauthorised access to such data should not be possible, that all participating agencies should follow clearly defined protocols regulating procedures for data sharing, that full anonymity should be granted to persons whose personal data are registered, and that individuals should not be identifiable in data available to the public.

GETTING IN TOUCH WITH THE EU

IN PERSON

All over the European Union there are hundreds of Europe Direct information centres. You can find the address of the centre nearest you at: <https://europa.eu/european-union/contact>

ON THE PHONE OR BY EMAIL

Europe Direct is a service that answers your questions about the European Union.

You can contact this service:

- by freephone: 00 800 6 7 8 9 10 11 (certain operators may charge for these calls),
- at the following standard number: +32 22999696, or
- by email via: <https://europa.eu/contact>

FINDING INFORMATION ABOUT THE EU

ONLINE

Information about the European Union in all the official languages of the EU is available on the Europa website at: <https://europa.eu>

EU PUBLICATIONS

You can download or order free and priced EU publications from: <https://publications.europa.eu/eubookshop>. Multiple copies of free publications may be obtained by contacting Europe Direct or your local information centre (see <https://europa.eu/contact>).

EU LAW AND RELATED DOCUMENTS

For access to legal information from the EU, including all EU law since 1951 in all the official language versions, go to EUR-Lex at: <http://eur-lex.europa.eu>

OPEN DATA FROM THE EU

The EU Open Data Portal (<http://data.europa.eu/euodp>) provides access to datasets from the EU. Data can be downloaded and reused for free, for both commercial and non-commercial purposes.



www.eige.europa.eu



Publications Office
of the European Union

