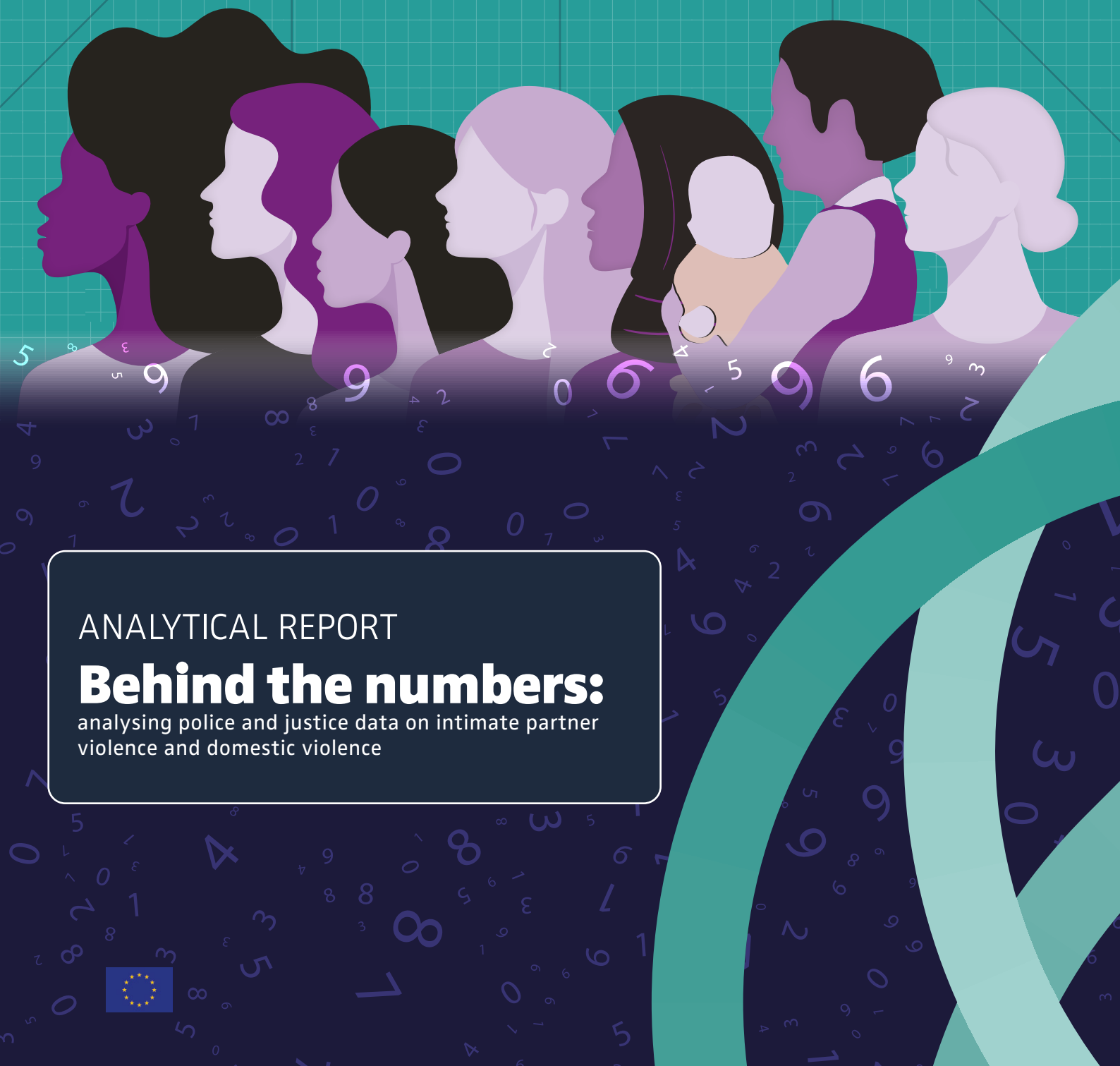




European Institute for
Gender Equality



ANALYTICAL REPORT

Behind the numbers:

analysing police and justice data on intimate partner
violence and domestic violence





European Institute for
Gender Equality

European Institute for Gender Equality

The European Institute for Gender Equality (EIGE) produces independent research and shares best practice to promote gender equality and eliminate discrimination based on gender. As the EU agency for gender equality, we help people achieve equal opportunities so everyone can thrive, independent of their gender and background.

We combine research, data and tools to help policymakers design measures that are inclusive and transformative and promote gender equality in all areas of life. We communicate our expertise and research effectively. We work closely with partners to raise awareness. We do this at the EU and national levels and with EU candidate and potential candidate countries.

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This report benefited from a study produced by ICF, S.A., the main contributors to which were Saredo Mohamed Eneidia Bardho, Magali Gay-Berthomieu and Elbereth Puts. The study also received input from Professors Sandra Walklate and Kate Fitz-Gibbon as external quality reviewers.

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Disclaimer

The analysis presented in this report is constrained by the incomplete and non-comparable nature of the available administrative data. Differences in definitions, counting rules and levels of disaggregation across Member States hinder meaningful cross-national comparisons. While the European Institute for Gender Equality recognises that these limitations are well understood among Member States, it is important for readers to approach the data with caution and prioritise individual national assessments over EU-wide comparisons. To address these challenges and ensure greater reliability in the future, the institute is currently developing a feasible and comparable measurement framework in line with Directive (EU) 2024/1385 on combating violence against women and domestic violence. Further details on the methodology applied in this analysis can be found in Chapter 2.

Note: due to differences in data availability and recording practices across Member States, countries were permitted to submit data either disaggregated by the victim–perpetrator relationship or in aggregated form. Where disaggregated data were not available, this report uses the term “any violence” (or “any rape”, “any homicide”) to indicate that the figures refer to incidents committed across all types of victim–perpetrator relationships.

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Country codes

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

Abbreviations

BJA	Federal Criminal Police Office (Germany)
CEDAW	United Nations Convention on the Elimination of All Forms of Discrimination against Women
ECtHR	European Court of Human Rights
EIGE	European Institute for Gender Equality
ENyÜBS	Unified System of Criminal Statistics of Investigative Authorities and of Public Prosecution (Hungary)
EU-GBV Survey	European Union Gender-based Violence Survey
Eurostat	statistical office of the European Union
FRA	European Union Agency for Fundamental Rights
ICCS	International Classification of Crime for Statistical Purposes
PATJA	National Police Information System (Finland)
UNODC	United Nations Office on Drugs and Crime

Glossary

Administrative data. Administrative data is the set of units and data produced as a result of the administrative processes of organisations. This information is primarily collected for administrative purposes, such as registration and record-keeping, usually during the delivery of a service. It is considered primary or raw data (EIGE, 2014; Eurostat, n.d.-b).

Administrative data collection. This refers to the set of activities involved in the collection, processing, storage and dissemination of statistical data from one or more administrative sources/records (Eurostat, n.d.-a).

Counting rule. Counting rules are the rules used by competent authorities to record and classify data on crimes.

Domestic relationship. This refers to relationships between members of the family or domestic unit, irrespective of biological or legal family ties. For the purpose of administrative data collection on violence against women and domestic violence, these can include relationships between former or current spouses or partners, whether or not the perpetrator shares or has shared the same residence as the victim (EIGE, 2014).

International Classification of Crime for Statistical Purposes (ICCS). The ICCS defines and classifies criminal offences, thus setting a framework for criminal offences that all countries can adopt when collecting data on crime. The aim is to standardise national data collection methods in order to improve the quality and comparability of crime data across countries and over time (UNODC, 2015).

Intimate partner relationship. This refers to relationships between former or current spouses or intimate partners. For the purpose of administrative data collection on violence against women and domestic violence, these include relationships between former or current spouses or intimate partners, whether or not the perpetrator shares or has shared the same residence with the victim (EIGE, 2017c).

Misdemeanour. Misdemeanours are minor crimes, which can be distinguished from more serious offences.

Perpetrator. Perpetrators are persons brought into formal contact with the police and suspected/arrested or cautioned for a criminal offence.

Person held in prison or with a sanction involving deprivation of liberty. This refers to persons held in prisons, penal institutions or correctional institutions after a final decision on their case has been made by a competent authority.

Prosecuted person. Prosecuted persons are alleged perpetrators against whom prosecution commenced in the reporting year. Persons may be prosecuted by the public prosecutor or the law enforcement agency responsible for prosecution, at the national level, irrespective of the case-ending decision (UNODC et al., 2025).

Sentenced person. This refers to persons found guilty by any legal body authorised to pronounce a conviction under national criminal law, whether or not the conviction was later upheld (UNODC et al., 2025).

Unit of measurement. A unit of measurement is the actual unit in which the associated values are measured (OECD, 2008).

Victim. A victim is a person who has suffered harm, including physical, mental or emotional harm or economic loss, that was directly caused by a criminal offence (EIGE, n.d.-e).

Violence in any relationship. This refers to all types of relationships between a victim and perpetrator that are known and unknown by authorities. For the purpose of administrative data collection on violence against women and domestic violence, these may include intimate partner relationships, domestic relationships and circumstances where no relationship exists between the victim and the perpetrator.

Executive summary

Gender-based violence is deeply rooted in structural, political, economic and social inequalities. As a result, women are disproportionately affected by gender-based violence, which continues to be one of the most pervasive human rights violations.

Violence against women encompasses all acts of gender-based violence that result in, or are likely to result in, physical, psychological, financial, sexual or reproductive harm, including the threats of such acts, occurring in public, private and digital spaces.

This report presents the findings of the latest administrative data collection on gender-based violence from the European Institute for Gender Equality (EIGE), conducted between 2023 and 2024. Building on previous data collections focused on intimate partner violence, rape and femicide, the latest exercise expanded its scope to also include domestic violence and violence in any relationship, thereby refining the methodology and improving data coverage.

The data used in this analysis was collected from national administrative sources across the EU Member States, primarily from police and justice sector records, covering the period 2014-2022. The exercise aimed to assess data availability, quality and comparability across the Member States. However, the analysis remains constrained by the incomplete and non-comparable nature of available data. Differences in definitions, counting rules and levels of disaggregation hinder meaningful cross-national comparisons.

While these limitations are well recognised, the findings still provide important evidence regarding how gender-based violence is recorded and reported, shedding light on incidence and reporting patterns across the Member States.

Key findings

Women are disproportionately affected by all forms of intimate partner violence, domestic violence and sexual violence.

Data from the Member States with reliable sex-disaggregated information confirms that women account for the vast majority of victims across all forms of violence.

- Police data show that **85 % of intimate partner violence victims, 76 % of domestic violence victims and 98 % of rape victims** are women.

Limited legal recognition and incomplete data on intimate partner violence

The absence of a specific offence of intimate partner violence against women in most Member States and the limited scope of police data hinder comprehensive understanding of and responses to the full spectrum of intimate partner violence.

- Only **two Member States** have established a **specific legal offence** of intimate partner violence.

- Only **12 Member States** provide data on female victims of intimate partner violence, reporting nearly 450 000 cases in 2022, or the equivalent of over **1 200 women reporting intimate partner violence every day across these Member States**.
- Police data predominantly capture physical violence, a pattern consistent across Member States, with the exceptions of Spain and Portugal, where the number of psychological violence cases exceeds that of physical violence cases.
- Economic violence is almost entirely **absent from police records**, indicating limited recognition or reporting of this form of abuse.

Gendered patterns and rising reports of domestic violence

The consistently high share of female victims underscores the need for gender-sensitive policies and services addressing domestic violence. The upward trend in most Member States highlights both increased awareness and persistent prevalence, while declines in a few Member States call for further analysis to determine whether they reflect genuine reductions or under-reporting.

- **20 Member States** provide **sex-disaggregated data** on domestic violence.
- Across these Member States, **76 % of domestic violence victims are women**, confirming the gendered nature of domestic violence.
- Most Member States report an **increase in domestic violence cases**, suggesting greater reporting and/or rising incidence. Estonia, Latvia, Lithuania, Poland and Slovenia show a decline in reported cases over the same period.

Limited and inconsistent data collection on protection orders across Member States

Only a limited number of Member States systematically collect data on protection orders, resulting in significant gaps in comparability across countries.

- Three Member States report data on protection orders granted to victims of intimate partner violence and 11 report data on protection orders granted for domestic violence victims.
- Where the data is available, most Member States show an overall increase in protection orders issued in domestic relationships, with slight decreases observed in Czechia, Croatia and Finland.
- A few Member States record both applications for and grants of protection orders, with approval rates varying widely, from 31 % in Luxembourg to 63 % in Spain. **Perpetrator accountability remains difficult to assess due to scarce and fragmented justice sector data.**

Limited availability and comparability of justice sector data continue to hinder the assessment of perpetrator accountability and the effectiveness of institutional responses to gender-based violence. The data on prosecutions, sentencing and imprisonment remains scarce and is rarely disaggregated by type of offence or by victim–perpetrator relationship.

The availability of data also **declines as cases progress through the criminal justice process**.

- For **intimate partner violence**, data on **prosecuted, sentenced and imprisoned perpetrators** is available in **seven, five and three Member States**, respectively.
- For **domestic violence**, the corresponding data is available in **13, 11 and 8 Member States**.

These gaps highlight the urgent need for **systematic, disaggregated and comparable justice sector data** to enable meaningful assessment of institutional effectiveness and accountability across the EU.

Overall, the main challenges to the collection of robust administrative data are the lack of availability of data disaggregated by sex, victim–perpetrator relationship and the different types of offences included; the lack of standardised definitions; and the different data collection and recording practices across Member States. These differences limit comparability and necessitate country-specific interpretations. To improve the quality of future data collection exercises in the EU, EIGE recommends that the Member States:

- comply with EU legal and policy commitments against gender-based violence;
- standardise data collection and recording practices and establish a common data collection infrastructure for the police and justice sectors;
- enhance cooperation and data sharing between the police and justice sectors;
- expand and standardise data collection efforts in line with EIGE’s minimum data requirements;
- introduce or implement existing national legislative reporting obligations, and monitor and evaluate progress;
- collaborate with EIGE and diverse stakeholders and administrative sources;
- raise awareness and facilitate victim reporting;
- leverage funding, invest in data infrastructure and train professionals.

1. Introduction

Violence against women remains one of the most widespread human rights violations in the world, with one woman killed every 10 minutes by a partner or close relative in 2023 (UNODC et al., 2024). According to the latest findings of the European Union Gender-based Violence Survey (EU-GBV Survey), in the EU-27, 30.7 % of women have experienced physical violence (including threats) and/or sexual violence by any perpetrator over their lifetime. Of these, only 13.9 % of women reported the incident to the police and 6.4 % contacted a helpline or victim support service (FRA, EIGE, Eurostat, 2024). This shows that most incidents of violence do not come to the attention of the police and other service providers and that victims may not be fully informed of their rights and the support services available to them. These low reporting rates are thus reflected in the information presented and analysed in this report. The administrative data available, which is provided by the police and justice sectors in the EU Member States, thus reflects only that small portion of violence against women that is reported to the police or recorded by service providers.

Since 2012, the European Institute for Gender Equality (EIGE) has supported the Member States in strengthening their data collection processes and developing statistics on various forms of violence against women. Based on an analysis of the data collection process in the police and justice sectors in each Member State, a uniform set of definitions and indicators was developed by EIGE in 2017 to aid the collection of rape, femicide and intimate partner violence administrative data at the national level (EIGE, 2017c).

Although some progress has been made in the collection of intimate partner violence data and data on other forms of violence against women, significant gaps and challenges remain across the EU, not only because of differences in the definitions and classifications of incidents, but also because of significant differences in data-recording practices ⁽¹⁾.

This study is one of EIGE's several initiatives to improve the current situation of administrative data collection on violence against women in the EU. This report provides the results of EIGE's second data collection exercise, which ran between 2023 and 2024, covers the period 2014-2022 and analyses the current state of data collection in the police and justice sectors on intimate partner violence, domestic violence, rape and femicide across 26 Member States ⁽²⁾. This analytical report is accompanied by a methodological report on EIGE's 2023–2024 data collection on intimate partner and domestic violence (EIGE, 2025). This report focuses on the latest data available; however, full data from previous years for each Member State can be found in the individual country profiles ⁽³⁾.

Several legislative and policy frameworks at the regional, EU and global levels recognise the need for good-quality and disaggregated data and statistics with the purpose of improving policymaking and judicial practices, leading to improved victim protection and more targeted and effective victim support. These include the following measures.

- **Directive (EU) 2024/1385 of the European Parliament and of the Council of 14 May 2024 on combating violence against women and domestic violence** establishes a comprehensive framework for the collection, production and dissemination of statistics on violence against women and domestic violence across the Member States. It obliges each Member State to maintain a centralised system capable of gathering existing administrative data disaggregated by sex, age and, where relevant, the

⁽¹⁾ Information related to the recording practices can be found on the EIGE website: <https://eige.europa.eu/gender-based-violence/data-collection/improving-police-and-justice-data-intimate-partner-violence-against-women-european-union>.

⁽²⁾ Slovakia did not participate in the data collection exercise.

⁽³⁾ The country profiles can be accessed at <https://eige.europa.eu/gender-based-violence/countries>.

relationship between victim and perpetrator, and the type of offence, and it ensures alignment with common standards developed in cooperation with EIGE to guarantee comparability and consistency of data across the EU. At a minimum, this includes the annual numbers of reported offences and convictions, the number of victims killed as a result of such violence, the number and capacity of shelters, and the number of calls to national helplines. Member States are further encouraged to carry out population-based surveys to assess prevalence and trends in all forms of violence covered by the directive.

- **Directive 2012/29/EU of the European Parliament and the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, or the Victims' Rights Directive**, is the first legally binding text that establishes a data collection mechanism partly related to offences of violence against women at the EU level. It recognises that reliable and timely statistical data collection is an essential component of effective policymaking, referring to the importance of information such as the number of reported crimes and the age and sex of victims ⁽⁴⁾.
- **The Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence, or the Istanbul Convention**, ratified by the European Union in June 2023, requires the production, analysis and dissemination of relevant statistical data by states parties (Council of Europe, 2011a).
- The **United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)** calls for the production of statistics and research on the extent, causes and effects of violence (United Nations Committee on the Elimination of Discrimination against Women, 2017, General Recommendation No 35, point 49).
- **Directive 2011/99/EU of the European Parliament and Council of 13 December 2011 on the European protection order, or the European Protection Order Directive**, establishes judicial mechanisms for the mutual recognition of protection measures across Member States in criminal cases, including violence against women and domestic violence. Article 22 of the European Protection Order Directive, in relation to criminal matters, requires Member States to provide the European Commission with data on national procedures relevant to the application of the European protection order.

This analytical report presents the results of EIGE's second administrative data collection of police and judicial data. The aim is to demonstrate the Member State's progress in collecting administrative data on intimate partner and domestic violence and disaggregated data on the victims, offences and perpetrators. The report also aims to identify key gaps, highlight good practices and provide recommendations for Member States and for the EU institutions. The latest available administrative data is contextualised with findings from the 2024 EU-GBV Survey (FRA, EIGE, Eurostat, 2024) and Flash Eurobarometer survey 544 ('gender stereotypes – violence against women') together with case studies from across the Member States showcasing legal or policy developments. This report is structured as follows:

- **Chapter 2** provides an overview of the methodology used for this data collection exercise;
- **Chapter 3** looks at victims and offences relating to intimate partner violence;
- **Chapter 4** delves into rape and sexual violence in intimate partner relationships, domestic relationships and any relationship;
- **Chapter 5** is centred on femicide and homicide committed by intimate partners, domestic perpetrators and any perpetrators;
- **Chapter 6** focuses on victims and offences relating to domestic violence;

⁽⁴⁾ On 10 December 2025, the European Parliament and the Council reached a political agreement on the Commission proposal for a revision of the Victims' Rights Directive (details can be found at https://ec.europa.eu/commission/presscorner/detail/en/ip_25_3017). This provisional agreement must be formally adopted by both the European Parliament and the Council before it becomes EU law. This formal adoption step had not yet been completed as of late 2025.

- **Chapter 7** analyses data on protection orders and on perpetrators of intimate partner and domestic violence;
- **Chapter 8** provides an overview of the role of support services in helping victims of intimate partner violence and domestic violence;
- **Chapter 9** concludes the report and provides recommendations for improving the collection of administrative data across the EU and its Member States.

2. Methodology

EIGE has developed 13 indicators on violence against women and domestic violence for the collection of data from the police and justice sectors. The indicators developed by EIGE help to assess the progress made at the national level to reduce intimate partner violence and domestic violence and enhance the comparability of data in alignment with the minimum requirements of the EU's Victims' Rights Directive, Directive (EU) 2024/1385 on combating violence against women and domestic violence, and the Council of Europe's Istanbul Convention.

This analytical report builds upon the 2023–2024 data collection exercise, which was guided by EIGE's *Methodological Guidance: Administrative data collection on violence against women and domestic violence* (EIGE, 2023a). This guidance is accompanied by a standardised data collection tool, designed by EIGE to support Member States in the systematic sharing of administrative data on intimate partner violence and domestic violence. The tool takes the form of a Microsoft Excel questionnaire and is structured in seven tabs: an introduction tab; a data input tab; four metadata tabs covering statistical, data collection, conceptual and legal information; and a policy tab. Together, the methodological guidance and the data collection tool aim to enhance comparability, transparency and consistency in the reporting and analysis of administrative data on violence against women across Member States.

2.1. Type of data requested by EIGE for the data collection exercise

To measure these 13 indicators, EIGE requested that national data providers supply data collected from the police and justice sectors (Table 2.1). Most of EIGE's indicators (9 out of 13) request data that is recorded by the police. These indicators measure the numbers of victims, offences and perpetrators of various forms of violence, including physical, psychological, sexual and economic violence. The remaining four collect data from the justice sector. This data can be collected from various sources, including national prosecution services, national court organisations, ministries of justice or other organisations responsible for collecting information on the justice system. Data sources can also include organisations making secondary use of this data, such as national statistical institutes.

Findings from EIGE's previous 2018–2020 data collection exercise indicate that intimate partner violence is rarely conceptualised as a distinct type of violence in legal frameworks across the EU. Rather, most Member States conceptualise it as a form or subset of domestic violence. To accommodate the varying approaches to defining intimate partner violence in the EU and the lack of disaggregated data, EIGE has requested data on intimate partner violence, domestic violence and violence in 'any relationship' (known or unknown, including no relationship).

2.1.1. Data disaggregated by type of violence

Box 1. Intimate partner categories

The International Classification of Crime for Statistical Purposes (ICCS), developed by the United Nations Office on Drugs and Crime (UNODC), proposes a standardised statistical framework that distinguishes 17 types of victim–perpetrator relationships. Within this framework, six relationship types are grouped under the broader category of intimate partners, reflecting the relevance of close personal relationships in the analysis of crime patterns and dynamics:

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

Source: UNODC, 2015.

Intimate partner violence occurs between current or former spouses or partners, whether or not the perpetrator shares or has shared the same residence as the victim.

Domestic violence occurs in the family or domestic unit, irrespective of biological or legal family ties, or between former or current spouses or partners, whether or not the perpetrator shares or has shared the same residence as the victim.

Violence in any relationship refers to violence in all types of relationships that may exist between the victim and the perpetrator. This includes intimate partner and domestic relationships, relationships that are known and unknown by authorities and circumstances where no relationship exists between the victim and the perpetrator. Collecting data on violence that occurs irrespective of the relationship between the victim and the perpetrator was important because it allowed Member States that cannot provide data disaggregated by the victim–perpetrator relationship to still contribute to this data collection exercise. Furthermore, it allowed EIGE to analyse the proportion of overall violence against women that occurs in intimate and domestic relationships.

Table 2.1. List of EIGE's 13 indicators on intimate partner violence, domestic violence and violence in any relationship

EIGE's police sector indicators (1–9)	
Indicator 1	Annual number of (female and total) victims of (intimate partner / domestic / any) violence, as recorded by the police
Indicator 2	Annual number of reported offences of (intimate partner / domestic / any) violence against (female and total) victims, as recorded by the police
Indicator 3	Annual number of male perpetrators of (intimate partner / domestic / any) violence against (female and total) victims, as recorded by the police
Indicator 4	Annual number of (female and total) victims of (intimate partner / domestic / any) physical violence, as recorded by the police
Indicator 5	Annual number of (female and total) victims of (intimate partner / domestic / any) psychological violence, as recorded by the police
Indicator 6	Annual number of (female and total) victims of (intimate partner / domestic / any) sexual violence, as recorded by the police
Indicator 7	Annual number of (female and total) victims of (intimate partner / domestic / any) economic violence, as recorded by the police
Indicator 8	Annual number of (female and total) victims reporting (intimate partner / domestic / any) rape , as recorded by the police
Indicator 9	Annual number of (female and total) victims of (intimate partner / domestic / any) (femicide/homicide), as recorded by the police
EIGE's justice sector indicators (10–13)	
Indicator 10	Annual number of protection orders (applied for and granted) in cases of (intimate partner / domestic / any) violence against (female and total) victims
Indicator 11	Annual number of male perpetrators prosecuted for (intimate partner / domestic / any) violence against (female and total) victims
Indicator 12	Annual number of male perpetrators sentenced for (intimate partner / domestic / any) violence against (female and total) victims
Indicator 13	Number of male perpetrators held in prison or with a sanction involving a form of deprivation of liberty for (intimate partner / domestic / any) violence against (female and total) victims

2.1.2. Data disaggregated by the sex of the victim

All 13 of EIGE's indicators depend upon data that is disaggregated by the sex of the victim.

'**Female victims**' refers to victims whose sex is recorded as female in data collection systems.

'**Total victims**' can be understood as any and all victims, regardless of their sex or gender identity. This includes female victims, male victims and victims who identify as any other sex or gender. EIGE's indicators requested data on 'total victims' to allow EIGE to analyse the proportion of total victims of violence that are female and so that Member States that could not disaggregate by sex could still contribute to the data collection exercise.

2.1.3. Data disaggregated by the sex of the perpetrator

Findings from EIGE's previous data collection activities reveal that several Member States cannot provide sufficient data disaggregated by both the sex of the victim and the sex of the perpetrator. For this reason, only four of EIGE's indicators depend upon data disaggregated by the sex of the perpetrator. This includes indicator 3 (measuring the number of perpetrators recorded by police) and indicators 11–13 (measuring the numbers of perpetrators prosecuted, sentenced and held in prison for violence). These indicators specifically requested data on male perpetrators of violence against victims.

Box 2. Missing age-disaggregated data

For the 2023–2024 administrative data collection exercise, the indicators on intimate partner violence and domestic violence did not include age breakdowns. However, in the previous data collection in 2018, EIGE's indicators included the category 'aged 18 years and over'. Although only a few Member States could fully provide age breakdowns at that time, age is repeatedly confirmed to be a relevant characteristic of violence against women and domestic violence, with research referring to the high prevalence of domestic violence during childhood and the high prevalence of women and girls witnessing intimate partner violence as a child.

2.1.4. Units of measurement

EIGE's indicators use different units of measurement to collect data on intimate partner violence and domestic violence.

Box 3. Complementarity of units of measurement

The simultaneous use of three units of measurement (events, victims and perpetrators) at each data collection point helps to resolve potential complexities arising from situations involving multiple perpetrators, multiple crimes or multiple victims (Walby et al., 2017).

Most indicators (indicators 1 and 4–9) collect data on the numbers of **victims** of various forms of violence. Collecting data on victims allows EIGE to analyse the number of people who have suffered harm as a direct consequence of intimate partner and domestic violence in the EU. Six of the victim-centred indicators (indicators 4–9) collect data on the numbers of victims of physical, psychological, sexual and economic violence in addition to the numbers of victims of rape and femicide. For these specific indicators, if the data on the number of **victims** is not available, Member States can provide data on the number of **offences**, used as a proxy.

Only one indicator (indicator 2) measures the number of reported **offences** of violence. This indicator allows EIGE to compare the number of victims reporting intimate partner and domestic violence (indicator 1) and the number of offences of violence that occur.

Comprehensive data collection on both the number of victims and number of offences is essential when it comes to assessing the scale of violence against women. Missing either type of data can lead to an underestimation of the true extent of the issue, obscuring the fact that many women experience

violence as a repeated, cumulative phenomenon, not as an isolated occurrence. This pattern exposes cycles of abuse that might go unnoticed if data collection focuses solely on either victims or offences.

Four indicators collect data on the number of **perpetrators** of intimate partner and domestic violence (indicators 3 and 11–13). Indicator 3 collects data on the number of male perpetrators of intimate partner and domestic violence recorded by the police. Indicators 11–13 collect data on the numbers of male perpetrators prosecuted, sentenced and held in prison for intimate partner and domestic violence. Overall, these indicators provide insight into the extent to which men are recorded in crime statistics and penalised by the criminal justice system.

Finally, indicator 10 collects data on the number of **protection orders** related to cases of intimate partner and domestic violence. A protection order is 'a legal injunction that requires an offender to refrain from doing certain acts and to stay away from the victim. Protection orders can be adopted under criminal or civil laws' (EIGE, 2018). EIGE requested data only on court-issued protection orders.

2.1.5. Counting rules

Box 4. Counting rules

Counting rules provide detailed guidance on how to numerically capture various situations when counting crimes (e.g. how to count the number of offences when several offences have occurred at the same time or a series of offences have occurred but are reported to the police at the same time). The principal offence rule gives priority to the most serious offence and disregards the others, statistically speaking.

Member States can use various approaches to count the number of offences related to intimate partner and domestic violence in the EU. The approach recommended by EIGE is to use the '**multiple offence rule**', meaning in cases where multiple offences are committed at the same time by the same perpetrator(s), all offences are recorded in the data collection system. However, several Member States use the principal offence rule when recording victims, offences and perpetrators of crime, only recording the gravest (most serious) offence.

2.1.6. Forms of violence and offences measured

EIGE's indicators collect data on various forms of violence, including physical, psychological, sexual and economic violence.

2.1.6.1. Physical violence

Physical violence is one form of gender-based violence. It includes any act that causes physical harm because of unlawful physical force. It can take different forms, such as minor and serious assault, deprivation of liberty and attempted homicide (EIGE, n.d.-c).

2.1.6.2. Psychological violence

Psychological violence is a form of gender-based violence that includes any intentional acts or behaviours that impair another person's psychological integrity. Examples of psychological violence include coercive control behaviours, emotional abuse, stalking and harassment. Psychological violence often occurs together with other forms of gender-based violence or precedes them within the context of intimate partner violence. Most Member States criminalise psychological violence in some way, either as a separate criminal offence or under offences related to domestic violence or intimate partner violence or other criminal offences. Psychological violence is often under-reported by victims due to lack of awareness or fear of retaliation from the perpetrators, and under-recorded by institutions. Challenges related to effective data collection include varying definitions of psychological violence at the Member State level and a lack of awareness of what kind of acts and behaviours constitute psychological violence, especially its covert forms, among both authorities and victims (EIGE, 2023d).

2.1.6.3. Sexual violence

Sexual violence is a form of gender-based violence that includes any sexual act performed without the consent of the victim. It can take the form of rape, date rape, marital rape or sexual assault. Sexual violence interferes with sexual rights, such as the right to pleasure, the right to a healthy and satisfying sex life, and rights to integrity, autonomy, control and security. These rights are closely related to reproductive rights and the right to choose whether to have children, when to have children and how many children to have, or choices related to contraception (EIGE, 2017b).

2.1.6.4. Economic violence

Economic violence is a form of gender-based violence that often occurs within the context of intimate relationships. It consists of acts or behaviours that economically harm another individual. Examples of economic violence include controlling the victim's access to and ability to use economic resources; acts of economic exploitation, such as taking the victim's wages, property or savings; acquiring debt in the victim's name; or acts of economic sabotage, when the perpetrator prevents the victim from engaging in employment or academic activities or does not fulfil their childcare responsibilities. Economic violence threatens or results in the victim's lack of self-sufficiency and encourages economic dependency on the perpetrator and is thus often used alongside other forms of coercive control and controlling behaviours. Economic violence often co-occurs with other forms of gender-based violence in intimate relationships; women from disadvantaged and marginalised groups with intersecting inequalities are especially vulnerable to economic violence. Criminalisation of economic violence in Member States varies, with some Member States including economic violence together with other offences under domestic violence offences. Similarly to psychological violence, economic violence is often under-reported due to lack of knowledge and awareness of its forms among both victims and institutions, resulting in the inability to recognise, report and record it (EIGE, 2023b).

To improve the comparability of the data collected, EIGE has aligned this data collection exercise with the **ICCS framework developed by UNODC**. The ICCS provides a structure for producing statistics on crime and criminal justice. The framework provides definitions and codes for offences, which countries can adopt when collecting data on crime (UNODC, 2015).

To ensure the comparability of the data collection exercise, EIGE listed specific ICCS offences that should be measured for each of the 13 indicators, along with their corresponding ICCS codes. These offences

relate to forms of physical, psychological, sexual and economic violence. The complete list of ICCS offences identified for each form of violence can be found in Annex 1.

2.2. Comparability of EIGE's indicator requirements

Even where Member States have shared data for an indicator, this **data should not be compared with data shared by other Member States**. This is mainly due to differences regarding the counting rules used across the EU, described in further detail below. In addition, in some cases, Member States have not clarified their counting rules.

Principal offence rule. Member States may apply the principal offence rule when counting victims, recording only the most serious crime in cases with multiple offences.

Counting victims and perpetrators of multiple (serial) offences. Member States employ different approaches to counting victims and perpetrators of multiple (serial) offences; for instance, some count them as two or more persons, some as one person.

Counting multiple (serial) offences that occur between a victim and a perpetrator. Member States employ different approaches to counting multiple (serial) offences that occur between a victim and a perpetrator in the same year, with some counting them as two or more offences and others as one offence.

Counting offences committed by more than one person. Member States also adopt different approaches to counting offences committed by more than one person, with some recording them as one offence, others as two or more offences.

The comparability of data between Member States is also limited due to differences in data collection procedures, the age ranges of victims considered (whether child victims are included or not) and the criminal offences included in the data. Therefore, EIGE recommends interpreting data with caution and looking at Member States individually, avoiding comparisons across countries. Additional information on these differences and further details on the factors that impact the overall accuracy of the data and the comparability of data over time can be found in EIGE's methodological report.

3. Intimate partner violence in the European Union

Intimate partner violence is the most common form of violence against women and the most severe form of gender discrimination. Intimate partner violence can have several forms – acts of physical, sexual, psychological or economic violence or their combinations. The concept of intimate partner violence recognises that most violence that women experience is perpetrated by their current or past intimate partners. The conceptualisation and use of this term in legislation and data collection on violence against women is not unified across the Member States, and many Member States conceptualise and criminalise offences of intimate partner violence under domestic violence legislation.

EIGE's definition of domestic violence aligns with the Council of Europe's definition of domestic violence as 'all acts of physical, sexual, psychological or economic violence that occur within the family or domestic unit, irrespective of biological or legal family ties, or between former or current spouses or partners, whether or not the perpetrator shares or has shared the same residence as the victim' (Council of Europe, 2011b; EIGE, 2017c).

It should be noted that definitions of intimate partner violence and domestic violence can overlap. Therefore, some data on domestic violence shared by Member States can include violence that occurs in intimate partner relationships. However, distinguishing intimate partner violence from broader domestic violence is crucial for accurately measuring its prevalence, understanding its unique dynamics and developing targeted interventions. Intimate partner violence is also associated with a range of adverse physical, mental, sexual and reproductive health outcomes (Abramsky et al., 2011) and thus requires specialised legal, social and psychological support that may not necessarily apply to other forms of domestic violence.

For these reasons, while some countries consider intimate partner violence a subset of domestic violence ⁽⁵⁾ for data collection purposes, disambiguation helps prevent intimate partner violence cases from being obscured within broader domestic violence statistics. This distinction ultimately enables more precise policies, prevention strategies and resource allocation to protect victims effectively.

3.1. Conceptualising intimate partner violence

The conceptualisation and use of the term 'intimate partner violence' in research, data collection, practice and policymaking allows us to study and understand the gendered nature of violence against women and assess the efficiency of legislation, law enforcement and judicial responses and support targeted provision of services.

EIGE defines intimate partner violence as 'any act of physical, sexual, psychological or economic violence that occurs between former or current spouses or partners, whether or not the perpetrator shares or has shared the same residence with the victim' (EIGE, 2017b). Intimate partner violence constitutes a form of violence that affects women disproportionately and is therefore distinctly gendered (EIGE, 2017a). Beyond the severe health repercussions for victims, intimate partner violence also has a substantial economic impact, both directly and indirectly. According to EIGE's research, the cost of intimate partner violence against women in the EU is estimated to be nearly EUR 152 billion annually (EIGE, 2021d).

⁽⁵⁾ Monitoring the implementation of legal provisions to address domestic violence under the Istanbul Convention revealed that some countries took a gender-neutral approach. Even though the convention itself provides a gender-neutral definition of domestic violence that encompasses victims and perpetrators of both sexes, it also clearly states that domestic violence affects women disproportionately, making it a distinctly gendered form of violence (Grevio, 2025).

3.1.1. Legal definitions

In the EU, Member States have adopted different legal approaches to respond to intimate partner violence. Only Spain and Sweden have a specific legal offence and definition of intimate partner violence. In the remaining Member States, intimate partner violence is either included under domestic violence legislation ⁽⁶⁾ or addressed through general provisions of the national criminal code ⁽⁷⁾ that criminalise various offences regardless of the relationship between the perpetrator and the victim. However, in some Member States, the relationship between the victim and perpetrator is considered an aggravating factor of the general offence ⁽⁸⁾. See Annex 2 for a full list of legal provisions that address intimate partner violence and domestic violence in each Member State.

Box 5. Prevalence of intimate partner violence

The findings of the EU-GBV Survey conducted between September 2020 and March 2024 show that:

- almost **one in three women** in the EU-27 (32 %) have experienced psychological violence, physical violence (including threats) and/or sexual violence by an intimate partner in their lifetime (Eurostat, gbv_ipv_type);
- across the EU-27, **15 %** of women have experienced violence by their intimate partner more than once (Eurostat, gbv_ipv_frq).

Legal definitions can vary significantly, especially regarding the forms of violence they include. Physical and sexual violence in intimate relationships is criminalised in all Member States. Psychological violence is recognised in most of the Member States under general criminal offences ⁽⁹⁾, but only in 14 Member States ⁽¹⁰⁾ under domestic violence legislation (EIGE, 2022a). Economic violence is the least-recognised form of intimate partner and domestic violence, with only nine Member States ⁽¹¹⁾ criminalising economic violence under domestic violence legislation, although in other Member States offences against property can often be applied to cases of intimate partner and domestic violence (EIGE, 2023b).

Survey data on violence against women captures a broader range of experiences, including those experiences that go unreported to authorities, offering a more comprehensive understanding of the prevalence of intimate partner violence across the EU. In contrast, administrative data from the police and justice systems only reflect reported cases, numbers of which are often significantly lower than survey data suggests they should be. Many victims do not report violence due to fear, stigma or lack of trust in authorities, leading to a gap between actual experiences and recorded incidents. This discrepancy highlights the limitations of relying solely on administrative data for policymaking. Combining survey data with police and justice records allows for a more accurate assessment of intimate partner violence, helping policymakers design effective legal and support mechanisms that encourage reporting, protect victims and address systemic gaps in justice responses.

⁽⁶⁾ BG, CZ, EE, IE, EL, HR, IT, CY, LT, HU, MT, PL, PT, RO, SI, SK. When the Member States referred to total five or more, these Member States are listed in footnotes.

⁽⁷⁾ BE, DK, DE, FR, LV, LU, NL, AT, FI.

⁽⁸⁾ BE, DK, FR, LV, LU.

⁽⁹⁾ BE, BG, CZ, DK, DE, EE, IE, HR, IT, LV, LT, HU, NL, AT, PT, RO, SI, SK, FI, SE.

⁽¹⁰⁾ BE, BG, EL, ES, HR, CY, LT, LU, MT, AT, PL, PT, RO, SK.

⁽¹¹⁾ BE, BG, HR, LT, HU, MT, RO, SI, SK.

Box 6. Reporting patterns of intimate partner violence

Out of all women experiencing violence by their **current partner**, **8.4 %** reported the perpetrator to the police, whereas **18.9 %** of those experiencing violence by their **former partner** reported the perpetrator.

According to the EU-GBV Survey, women are more likely to report intimate partner violence when:

- women experience **physical injury** → 24.6 %;
- women feel their **life is in danger** → 33 %.

Only **8 %** of women who experienced intimate partner violence without injury or perceived risk to life reported it to the police.

⚠ These findings underscore the importance of taking women's accounts seriously and believing them when they come forward, as fear is often an early warning sign of escalating risk.

Source: Authors' calculations based on the EU-GBV Survey (2021 wave).

3.2. Victims and offences of intimate partner violence

The widespread nature of intimate partner violence highlights the urgent need for comprehensive and reliable data to shape effective policies and interventions. However, variations in reporting practices and in data availability and comparability across Member States continue to pose challenges for a cohesive EU-wide understanding of the issue.

3.2.1. Availability and comparability of data

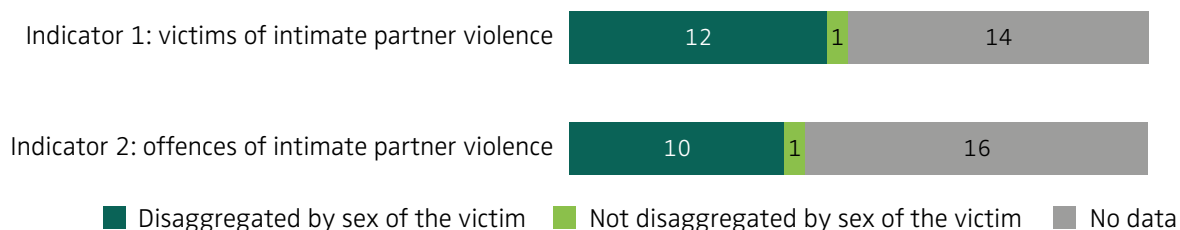
During the 2023–2024 data collection, only 13 out of 27 Member States shared data recorded by the police related to intimate partner violence ⁽¹²⁾. Even fewer Member States shared data relating to **offences** of intimate partner violence (11 out of 27) ⁽¹³⁾. Figure 3.1 provides an overview of the availability of data on victims and offences of intimate partner violence in the EU.

⁽¹²⁾ Data relating to female and/or total victims of intimate partner violence was shared by 13 Member States: CZ, DE, IE, ES, FR, LV, LT, HU, MT, PT, RO, SI, FI. No data was shared by the following 14 Member States on female and/or total victims of intimate partner violence: BE, BG, DK, EE, EL, HR, IT, CY, LU, NL, AT, PL, SK, SE.

⁽¹³⁾ Data relating to offences of intimate partner violence against female and/or total victims was shared by 11 Member States: BE, CZ, IE, ES, FR, LV, MT, PT, SI, FI, SE. No data was shared by the following 16 Member States on offences of intimate partner violence against female and/or total victims: BG, DK, DE, EE, EL, HR, IT, CY, LT, LU, HU, NL, AT, PL, RO, SK.

3. Intimate partner violence in the European Union

Figure 3.1. Numbers of Member States that shared data relating to victims and/or offences of intimate partner violence, by sex of the victim



NB: Not all Member States shared data that is comparable with EIGE's indicator requirements. For further details on data comparability, see the methodological report accompanying this report.

Source: EIGE 2023-2024 data collection.

3.2.2. Numbers of victims and offences of intimate partner violence

3.2.2.1. Key findings and analysis

Women are the main victims of intimate partner violence, and they experience it more frequently than broader forms of violence committed by any perpetrator. The varying definitions of intimate partner violence across the Member States make it difficult to compare the findings and data on intimate partner violence, especially since not all Member States include offences perpetrated by former partners or 'non-official' intimate partners under intimate partner violence. Research shows that former partners and 'non-official' partners can be a significant risk factor for intimate partner violence. Findings also show that Member States struggle to detect violence between 'non-official' intimate partners and former partners.

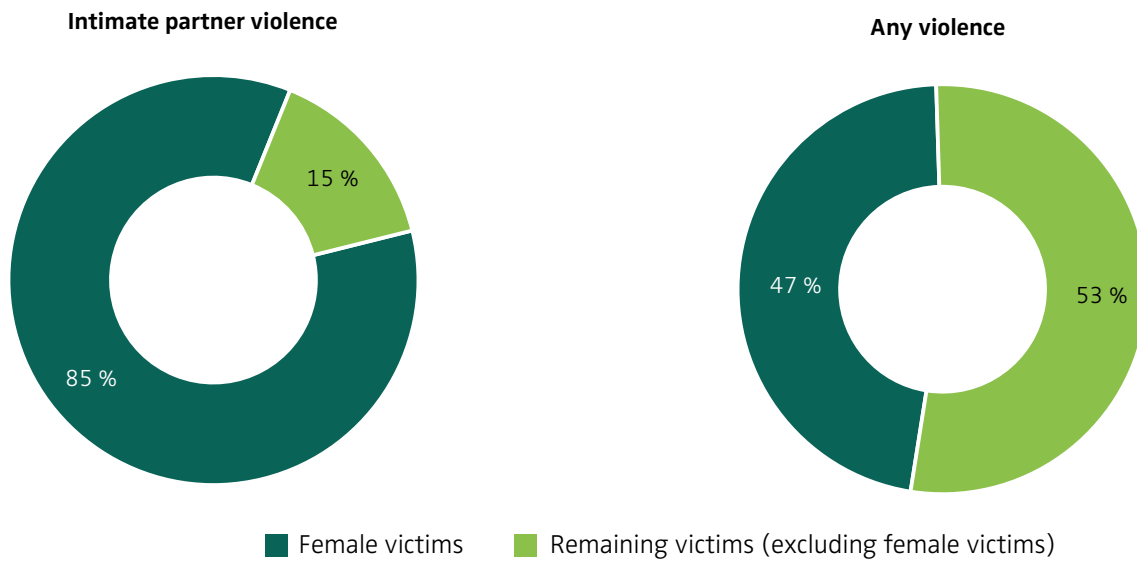
Women are disproportionately affected by intimate partner violence

Women constitute most victims of intimate partner violence recorded by the police across the Member States. In 2022, women represented an average of 85 % of victims of intimate partner violence recorded by the police, based on data from 12 Member States ⁽¹⁴⁾ (Figure 3.2 – left panel). In the same year, women represented an average of 47 % of recorded victims of violence by any perpetrator in 12 Member States (Figure 3.2 – right panel) ⁽¹⁵⁾.

⁽¹⁴⁾ These 12 Member States are CZ, DE, IE, ES, FR, LV, LT, HU, MT, PT, SI, FI. For France, data refers to 2021.

⁽¹⁵⁾ These 12 Member States are CZ, DK, DE, IE, ES, FR, HR, LV, LT, HU, SI, FI. For France, data refers to 2021.

Figure 3.2. Average share of female and total victims of intimate partner violence and violence by any perpetrator, as recorded by police in 12 Member States, 2022



Source: EIGE 2023-2024 data collection.

Intimate partner violence is a gendered issue that disproportionately affects women. This form of violence severely undermines women’s fundamental rights, including their dignity, liberty, security and health – and can ultimately threaten their lives.

The consequences of intimate partner violence can be devastating and, in some cases, fatal. Women may suffer from severe physical injuries, and the violence can result in tragic outcomes such as homicide or suicide (WHO, 2024). Research on femicide shows that previous experience of intimate partner violence can be a risk factor for severe forms of violence against women, such as femicide (Campbell et al., 2009; Dobash et al., 2015). Therefore, it is crucial to collect robust data on intimate partner violence.

Violence between ‘non-official’ partners remains hidden

EIGE defines intimate partner violence as violence occurring between current and former spouses and partners, regardless of whether or not the perpetrator shares or has shared the same residence as the victim. However, many Member States can only compile statistics on recorded violence between partners if they are in a registered partnership, have lived together at some point or share a child. This limitation means that violence in relationships that are not officially registered is often not recognised as intimate partner violence, even if reported.

Without comprehensive data, significant aspects of intimate partner violence remain hidden, leading to an incomplete understanding of the issue. Furthermore, this limited definition may not only exclude certain victims from official statistics but also make it more difficult for them to access support and aid from national services. To address these gaps, it is crucial to expand data collection efforts to include all types of intimate partner relationships. This approach will ensure that the full scope of intimate partner violence in the EU is recognised and addressed.

Country case study

In **Germany**, the Federal Criminal Police Office (BKA) publishes annual reports detailing crime statistics related to intimate partner violence (from 2015 to 2021) (BKA, n.d.-b) and domestic violence (from 2022 onwards) (BKA, n.d.-a). These reports offer comprehensive information on the number of victims of intimate partner violence and domestic violence recorded by police each year. The data on intimate partner violence includes victims of violence perpetrated by spouses, registered civil partners, non-married partners and former partners.

In 2022, women represented 80 % of victims of intimate partner violence recorded by police (126 349 out of 157 818). Of these, 40.5 % (51 135) suffered from violence by a former partner, 31.3 % (39 493) by a spouse, 28 % (35 427) by a non-marital partner and 0.2 % (294) by a registered civil partner (BKA, 2021).

The reports also provide a breakdown of the data by the sex of the victim, allowing for a clear understanding of the gender dynamics involved in intimate partner violence. Additionally, the data is categorised by the specific offences committed against the victims, offering insights into the various forms of violence experienced.

Box 7. Factors influencing reporting patterns of intimate partner violence

Permanency of employment

Out of all women victims of intimate partner violence who experienced violence by their **last former partner**, self-employed women or family workers reported violence to the police the most (**25.6 % of those who reported were self-employed women**), followed by **women with fixed-term contracts (21.1 %)** and **women with permanent contracts (18.7 %)**.

Economic dependency

Out of all women victims of intimate partner violence by their current partner, **10.2 %** of those who reported were **not economically dependent** on their partner, whereas only **5.7 %** of those who reported were **economically dependent** on their partner, showing that economic dependency can keep women from reporting violence and accessing help.

Children living in the same household

Out of all women who experienced violence by their current partner, **10.1 %** of those who reported were **women with children living in the same household**, whereas **only 5.7 %** of those who reported were **women without children in the household**.

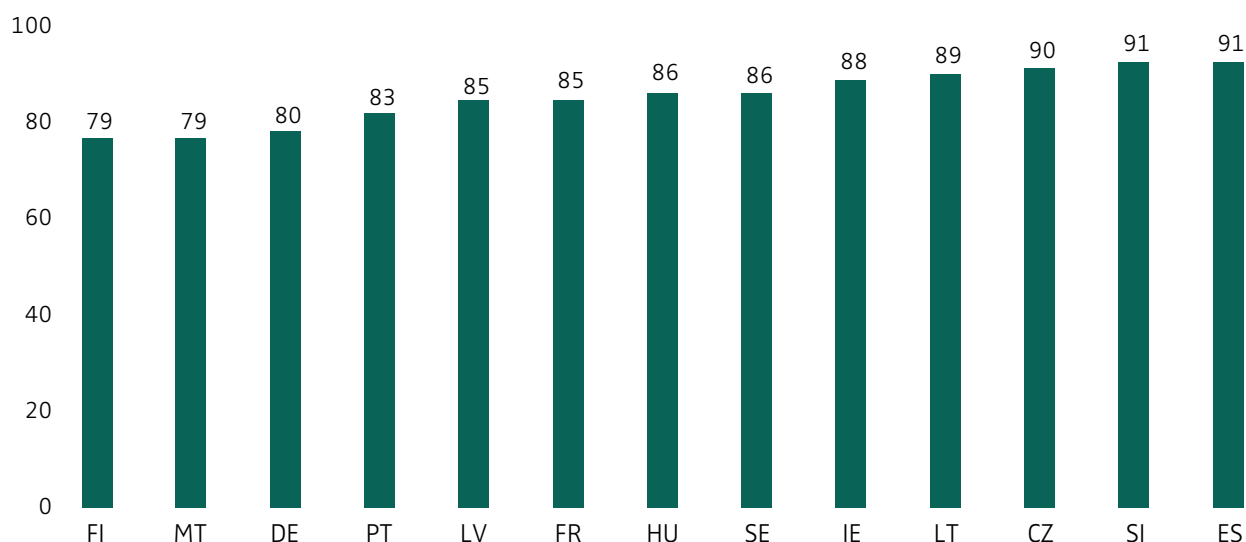
Source: Authors' calculations based on the EU-GBV Survey (2021 wave).

3.2.2.2. Overview of the data

Data recorded in 13 Member States with sex-disaggregated data on intimate partner violence shows a consistently high prevalence of intimate partner violence against women, with female victimisation

rates ranging from 79 % in Malta and Finland to 91 % in Spain and Slovenia, highlighting the gendered nature of this form of violence (Figure 3.3). Notably, Member States such as Portugal, Latvia, France, Hungary and Sweden also exhibit high percentages (83–86 %), reinforcing the widespread and persistent risk of intimate partner violence for women across different cultural and social contexts.

Figure 3.3. Female victims of intimate partner violence (%)



Source: EIGE 2023–2024 data collection.

Table 3.1 presents the latest data on victims and offences of intimate partner violence in select Member States. Complete data on victims and offences of intimate partner violence from previous years can be found in the individual country profiles (EIGE, n.d.-a).

Table 3.1. Latest available data on victims and offences of intimate partner violence in select Member States (indicators 1 and 2)

 Belgium Population in 2022: 11 617 623	39 397 offences of intimate partner violence against total victims (male and female) were recorded by police in 2022. NB: Data excludes current and former non-cohabitating partners. The principal offence rule was not used to count the number of offences. Police count multiple (serial) offences that occur between a victim and a perpetrator in the same year as one offence. Source: National General Database (police database).
 Czechia Population in 2023: 10 827 529	596 women victims of intimate partner violence were recorded by police in 2023. During the year, 90 % of victims of intimate partner violence recorded by police were women (596 out of 665). 604 offences of intimate partner violence against women victims were recorded by police in 2023. Similarly, 90 % of the intimate partner violence offences recorded in 2023 were against women victims (604 out of 674). NB: Data excludes partners if they are not officially registered and do not cohabit and there is no ongoing violence. The principal offence rule was used to count the numbers of victims and offences. Police count victims of multiple (serial) offences in the same year as one victim. Police count multiple (serial) offences that occur between a victim and a perpetrator in the same year as one offence. Source: Crime statistics from the Police of the Czech Republic.

3. Intimate partner violence in the European Union

 Finland Population in 2022: 5 548 241	6 072 women victims of intimate partner violence were recorded by police in 2022. During the same year, 79 % of victims of intimate partner violence recorded were women (6 072 out of 7 657). The data for victims and offences of intimate partner violence is identical in Finland. NB: Data includes only 'official' relationships (e.g. it does not include relationships in which partners do not officially share a residence). The principal offence rule was used to count the number of victims, but not offences. Victims of multiple (serial) offences are counted as two or more persons. Police count multiple (serial) offences that occur between a victim and a perpetrator in the same year as two or more offences. Police count offences committed by more than one person as one offence. Source: National Police Information System (PATJA) and Statistics Finland registers.
 France Population in 2021: 67 728 568	163 902 women victims of intimate partner violence were recorded by police in 2021. During this year, 85 % of recorded intimate partner violence victims were women (163 902 out of 192 409). 198 117 offences of intimate partner violence against women were recorded in 2021. In 2021, 86 % of offences of intimate partner violence recorded by police were against women (198 117 out of 229 680). NB: The principal offence rule was not used to count the number of victims or offences. Victims of multiple offences are counted as one person. Police count multiple (serial) offences between a victim and a perpetrator in the same year as two or more offences. Offences committed by more than one person are counted as two or more offences. Source: Police and Gendarmerie administrative data.
 Germany Population in 2022: 83 237 124	126 349 women victims of intimate partner violence were recorded by police in 2022. 80 % of victims of intimate partner violence recorded by police in 2022 were women (126 349 out of 157 818). NB: People victimised more than once within a year can appear several times in the data. Source: BKA, 2022.
 Hungary Population in 2022: 9 610 403	2 953 women victims of intimate partner violence were recorded by police in 2022. 86 % of victims of intimate partner violence recorded by police in 2022 were women (2 953 out of 3 422). NB: The principal offence rule was not used to count the number of victims. Victims of multiple offences are counted as two or more persons. Source: The data was shared by the Hungarian Central Statistical Office and retrieved from the Unified System of Criminal Statistics of Investigative Authorities and of Public Prosecution (ENYÜBS) database.
 Ireland Population in 2022: 5 154 277	5 300 women victims of intimate partner violence were recorded by police in 2022. The same number of intimate partner violence offences against female victims were recorded in the same year. 88 % of victims of intimate partner violence recorded by police in 2022 were women (5 300 out of 6 001). NB: The principal offence rule is used to count crime in Ireland. For statistical crime-counting purposes, only a single crime is counted where there are multiple incidents of a crime committed against a victim by the same perpetrator. Source: PULSE, the administrative crime database of An Garda Síochána (the national police service).
 Latvia Population in 2022: 1 875 757	142 women victims of intimate partner violence were recorded by police in 2022. During the year, 85 % of victims of intimate partner violence recorded by police were women (142 out of 167). 161 offences of intimate partner violence against women victims were recorded by police in 2022. Similarly, 88 % of offences of intimate partner violence recorded by police during the year were against women. NB: Data excludes current and former non-cohabitating partners. The principal offence rule was not used to count the number of victims or offences. Victims of multiple (serial) offences are counted as one person. Police count multiple (serial) offences that occur between a victim and a perpetrator in the same year as two or more offences. Police count offences committed by more than one person as one offence. Source: Data shared by the Central Bureau of Statistics and retrieved from the Ministry of the Interior.

 Lithuania Population in 2022: 2 805 998	3 485 women victims of intimate partner violence were recorded by police in 2022. 89 % of victims of intimate partner violence recorded by police in 2022 were women (3 485 out of 3 905). NB: The data does not include former non-cohabitating partners. The principal offence rule was not used to count the number of victims. The police count victims of multiple (serial) offences as one person. Source: Register of criminal offences managed by the Information Technology and Communications Department under the Ministry of the Interior.
 Malta Population in 2022: 520 174	831 women victims of intimate partner violence were recorded by police in 2022. During the year, 79 % of victims of intimate partner violence recorded by police were women (831 out of 1 046). 1 099 offences of intimate partner violence against women were recorded by police in 2022. Women were the victims in 81 % of the offences of intimate partner violence recorded in 2022. NB: The principal offence rule was used to count the numbers of victims and offences. Victims of multiple offences are counted as two or more persons. Police count multiple offences that occur between a victim and a perpetrator in the same year as two or more offences. Offences committed by more than one person are counted as one offence. Source: The data was shared by the National Statistics Office and retrieved from the Malta Police Force.
 Portugal Population in 2022: 10 421 117	16 397 women victims of intimate partner violence were recorded by police in 2022. The same number of intimate partner violence offences against female victims were recorded in the same year. 83 % of victims of intimate partner violence recorded by police in 2022 were women (16 397 out of 19 675). NB: Data refers to domestic violence by an intimate partner. The principal offence rule was used to count the numbers of victims and offences. Victims of multiple (serial) offences are counted as one person. Police count multiple offences that occur between a victim and a perpetrator in the same year as one offence. Offences committed by more than one person are counted as one offence. Source: The database for domestic violence managed by the secretary general of the Ministry of Internal Administration.
 Romania Population in 2022: 19 042 455	34 776 total victims of intimate partner violence (including women and men) were recorded by police in 2022. NB: The principal offence rule was used to count the number of victims. If there are two or more offences included in the same file, statistically, the victim is counted only once, with the gravest/harshest offence the one counted. If two or more offences are included in two or more separate files, statistically, the victim is counted once for each file, with the gravest/harshest offence the one counted. Source: General Inspectorate of the Romanian Police.
 Slovenia Population in 2022: 2 107 180	797 women victims of intimate partner violence were recorded by police in 2022. The same number of intimate partner violence offences against female victims were recorded in the same year. 91 % of victims of intimate partner violence recorded by police in 2022 were women (797 out of 872). NB: Data excludes former partners who did not live together, do not have a child together and were not officially registered. The principal offence rule was not used to count the number of victims or offences. Victims of multiple (serial) offences are counted as two or more persons. Police count multiple offences between a victim and a perpetrator in the same year as two or more offences. Offences committed by more than one person are counted as two or more offences. Source: Police database of criminal offences.
 Spain Population in 2022: 47 486 843	115 980 women victims of intimate partner violence were recorded by police in 2022. In the same year, 91 % of victims of intimate partner violence recorded by police were women (115 980 out of 128 092). 182 078 reports of gender-based violence committed by men against women were recorded in 2022. NB: Data refers to the number of reported crimes related to gender-based violence against women committed by men (18 years and older). The principal offence rule was not used to count the number of victims or offences. Police count victims of multiple (serial) offences in the same year as two or more victims. Source: Data was shared by the Ministry of the Interior and retrieved from the Sistema Estadístico de Criminalidad.



34 870 offences of intimate partner violence against women were recorded by police in 2022.

86 % of offences of intimate partner violence recorded by police in 2022 were against women (34 870 out of 40 408).

NB: The principal offence rule was not used to count the number of offences. Police count multiple (serial) offences that occur between victims and perpetrators in the same year as two or more offences. Police count offences committed by more than one person as one offence.

Source: Swedish National Council for Crime Prevention.

NB: Table includes only those Member States for which data on victims and/or offences is available. Of the 15 Member States included, 2 (Belgium and Sweden) provided data on offences only.

3.3. Victims and offences of specific forms of intimate partner violence

Box 8. What do women report to the police?

Among women who reported to the police:

- **51.2 %** experienced physical (non-sexual) intimate partner violence;
- **44.6 %** experienced sexual intimate partner violence;
- **4.3 %** experienced threats.

Source: Eurostat calculations of the EU-GBV Survey (2021 wave) on EIGE's request.

Different forms of intimate partner violence, such as physical, psychological, sexual and economic violence, reflect the complex and multifaceted nature of abuse within intimate relationships. Understanding these specific forms of abuse is crucial for addressing the diverse experiences of victims and ensuring that targeted support and interventions can be effectively developed.

3.3.1. Types of intimate partner violence and data availability

EIGE's indicators require data on physical, psychological, sexual and economic violence committed specifically against intimate partners (Figure 3.4 and Table 3.2).

Figure 3.4. Numbers of Member States that shared data relating to victims and/or offences of specific forms of intimate partner violence, by sex of the victim

NB: Not all Member States shared data that is comparable with EIGE's indicator requirements. For further details on data comparability, see the methodological report accompanying this report.

Source: EIGE 2023-2024 data collection.

Table 3.2. Type of intimate partner violence and the availability of data

Type of intimate partner violence	Definition	Member States with available data relating to victims or offences of these forms of violence	
Physical	Any act that causes physical harm because of unlawful physical force	15	BE, CZ, DE, IE, ES, FR, LV, LT, HU, MT, PT, RO, SI, FI, SE
Psychological	Any act or behaviour that causes psychological harm to the victim		
Sexual	Any sexual act performed on the victim without consent	14	BE, CZ, DE, IE, ES, FR, LV, LT, HU, PT, RO, SI, FI, SE
Economic	Any act or behaviour that causes economic harm to the victim	14	BE, CZ, DE, IE, EL, ES, FR, LV, LT, HU, PT, RO, SI, FI

Source: EIGE, 2025.

Even where Member States have shared data that aligns with EIGE's indicator requirements, this data should not be compared with data shared by other Member States due to differences regarding the counting rules used across the EU, the data collection procedures, the age ranges of victims considered and the criminal offences included in the data. Additional information on these differences and further details on the factors that impact the overall accuracy of the data and the comparability of data over time can be found in the methodological report.

3.3.2. Specific offences of intimate partner violence

Table 3.3 displays the ICCS codes of offences included under each type of violence that can be reported to the police – physical, psychological, sexual and/or economic violence – next to a list of behaviours, which amount to physical, psychological, sexual and economic acts of intimate partner violence selected from the EU-GBV Survey questionnaire. From the table it is apparent that only a proportion of all possible violent behaviours can be reported to the police under one of the ICCS codes, demonstrating further discrepancy between the prevalence of acts of intimate partner violence and administrative data on physical, psychological, sexual and economic violence.

Table 3.3. ICCS codes of offences

Physical violence	
ICCS codes	Behaviours
Assault (02011) Deprivation of liberty (02022) Attempted intentional homicide (0102)	Pushing, shoving or pulling hair on purpose Throwing objects or slapping Beating with fists or an object or kicking Burning Suffocation or strangulation Threats using knife, gun, acid or similar weapon Shooting, stabbing or hitting with a dangerous object Use of force in another way that hurts or frightens you
Psychological violence	
ICCS codes	Behaviours
Coercion (0205) Defamation or insult (0209) Harassment (02081) Threat (02012) Stalking (02082) Other acts intended to induce fear or emotional distress (02089) Breach of justice order (08062)	Belittling, humiliation, name calling Anger and accusations of infidelity Doing things that scare or intimidate you Threats of hurting children or another close person Threats to take away children or deny custody Threats to harm himself/herself if you leave Isolation, or forbidding you from seeing family/friends or doing hobbies Forbidding you from making decisions about vacations Controlling and tracking location, phone, social networks, etc. Forcing you to ask for permission to leave the house, limiting freedom to move, taking away your ID or passport
Sexual violence	
ICCS codes	Behaviours
Rape (03011) Sexual assault (03012)	Forcing you to have sexual intercourse (vaginal, anal or oral penetration) by threatening, holding you down or hurting you Forcing you to have sexual intercourse when you are unable to refuse under the influence of alcohol or drugs Forcing sexual intercourse when you are afraid or unable to refuse Forcing you to have sexual intercourse with someone else by threats, blackmail or force Attempted forced sexual intercourse Degrading or humiliating sexual acts
Economic violence	
ICCS codes	Behaviours
Other negligence in situations of persons under care (e.g. refusal to pay alimony) (020619) Damage of personal property (05042) Theft of personal property (05022) Forced labour for domestic services (020321)	Discouraging or interfering with employment or education Hiding or withholding money, lying about property and assets or withholding financial information Preventing you from having access to a bank account Taking wages, pension, financial aid, disability payments or other financial support Stealing money or forcing you to give money or access to a bank account, or convincing you to lend them money Forbidding you from working Controlling family finances

EIGE notes that the list of ICCS offences as noted in Table 3.3 is non-exhaustive and, as a result, has prompted Member States to specify if they have provided data on relevant crimes that are not included in EIGE's list of offences. For example, for indicator 6 on sexual violence, two ICCS offences were prescribed: rape (03011) and sexual assault (0012). While most of the Member States submitted data following these two types of offences, the Netherlands also included sexual abuse (incest), sexual abuse of children (not incest), non-consensual sending of pornography, sexting between minors and grooming. Table 3.4 presents examples for indicator 6 on sexual violence and indicator 7 on economic violence. For the latter, while eight Member States provided data using the prescribed ICCS codes, Ireland, the Netherlands and Finland added additional ICCS codes to count additional offences of economic violence.

Table 3.4. Examples of prescribed and additional ICCS codes

Indicator	ICCS codes	Included or partly included (number of Member States)
Indicator 6 (sexual violence)	Rape (03011)	21
	Sexual assault (0012)	22
	Other offences or misdemeanours	Sexual abuse (incest), sexual abuse of children (not incest), non-consensual sending of pornography, sexting between minors and grooming (NL)
Indicator 7 (economic violence)	Other negligence in situations of persons under care (020619)	8
	Damage of personal property (05042)	8
	Theft of personal property (05022)	8
	Forced labour for domestic services (020321)	10
	Other ICCS offences	Labour exploitation of adults and children (02031/02032) (IE), interfering with a vehicle with the intent to steal an item or vehicle (0504) (IE), theft of a motorised vehicle and related offences (050211–050219, 050222) (IE), theft of a pedal cycle (050229) (IE), malicious damage to mailbox (05042) (IE), robbery (0401) (FI), extortion or blackmail (02051) (FI)
	Other offences or misdemeanours	Offences of pimping and forced prostitution (DE)

3.3.3. Numbers of victims and offences of physical, psychological, sexual and economic intimate partner violence

3.3.3.1. Key findings and analysis

Findings from EIGE's data collection show that sexual intimate partner violence predominantly affects women and that economic violence is a form of abuse that remains hidden.

Economic violence between intimate partners often goes unrecognised

In 2021, only nine Member States explicitly criminalised forms of economic violence in their laws on intimate partner violence or domestic violence (Belgium, Bulgaria, Croatia, Lithuania, Hungary, Malta, Romania, Slovenia and Slovakia) (European Commission: Directorate-General for Justice and Consumers, 2021).

Data on economic intimate partner violence is the most limited. Fourteen Member States record data on this form of violence, and 11 of them disaggregate by sex. In these 11 Member States, women represent 82 % of the 20 894 recorded victims of economic intimate partner violence in 2021, highlighting the disproportionate impact of economic abuse on women. Strengthening data collection and making data comparable, particularly for economic and non-physical forms of intimate partner violence, is essential to fully understand its scope and to support the design of effective, gender-sensitive prevention and protection measures.

The lack of legislative frameworks that criminalise economic violence contributes to the limited availability of data on this phenomenon in the EU. This is particularly true regarding covert forms of economic violence, which are less likely to be considered a criminal offence. EIGE's findings demonstrate that there is a general lack of awareness and understanding among victims and institutions of what constitutes economic violence and its gendered nature within the EU. Furthermore, recent technological developments enable new and aggravate existing forms of economic abuse within intimate relationships, such as forced payments, credit fraud or control of financial accounts, possibly leading to debt on the part of the intimate partner violence victim (Adams et al., 2019; Bellini, 2023; Bellini et al., 2023).

Box 9. Long-lasting neurological damage caused by intimate partner violence

Out of the women who disclosed being victims of intimate partner violence, **13 % reported suffocation or strangulation**, 33 % reported being beaten with fists or hit by thrown objects and **5 % reported having sustained brain injuries**.

Scientific evidence shows that brains exposed to violence can become damaged. Traumatic brain injuries lead to neuropsychological alterations, affecting functions such as memory, attention, executive functioning, mental fatigue and even personality. The same applies to attempted strangulation, which can be repeated and has significant consequences for the brain and its functioning (Hidalgo-Ruzzante et al., 2023). Out of all women who had physical injuries due to intimate partner violence, 9.2 % experienced brain injury and **only 57 % of those who suffered brain injury sought medical help**. Repeated brain damage can have long-term effects that impair the ability to recognise or perceive such alterations, which may influence a victim's decision to seek help or leave a violent relationship.

NB: The EU estimation does not include data from Denmark, Italy and Slovakia.

Source: EU-GBV Survey, wave 2021; Eurostat calculations on EIGE's request

Physical and sexual violence perpetrated against women victims

Physical intimate partner violence remains the form of intimate partner violence most reported and recorded by the police across the Member States. In 2021, more than 333 000 victims of physical intimate partner violence were recorded in 12 Member States, almost **1 000 persons every day**, of whom

83 % were women, highlighting the disproportionate impact on women. In addition, nearly 16 000 cases of intimate partner rape were recorded, with almost all victims being women. Administrative data from 2022 further confirms this pattern, with women making up an average of 85 % of victims recorded by the police (based on data from 12 Member States in 2022) ⁽¹⁶⁾.

These figures reflect both the prevalence of physical and sexual violence in intimate relationships and the urgent need for targeted prevention, protection and support measures for women at risk.

Cumulative and multifaceted nature of intimate partner violence – not isolated incidents

Ten Member States record data specifically on offences of intimate partner violence against women, but only eight provide information on both victims and these offences. In total, in 2022, **212 533 offences of intimate partner violence against women** were recorded by the police in eight Member States, involving **146 141 victims**, an **average of 1.5 offences per victim**, indicating that many women experience and report repeated violence. It is likely that this figure **underestimates the true extent of intimate partner violence**, as some Member States apply the **principal offence rule**, recording only the most serious act in a series of violent acts, leaving other offences unrecorded (Table 3.5).

Table 3.5. Numbers of Member States using the multiple offence rule and the principal offence rule, by indicator

Indicator	Multiple offence rule	Principal offence rule	Notes
1. Victims of intimate partner violence / domestic violence / any violence (police)	11 Member States (DK, EE, EL, ES, FR, HR, LV, LT, LU, HU, SI)	8 Member States (BG, CZ, IE, CY, MT, PT, RO, FI)	2 Member States unclear (DE, PL)
2. Reported offences of intimate partner violence / domestic violence / any violence (police)	13 Member States (BE, DK, EE, EL, FR, HR, LV, LT, LU, HU, SI, FI, SE)	6 Member States (BG, CZ, IE, MT, PT, RO)	1 Member State unclear (ES) (serial offences rules vary)
3. Male perpetrators of intimate partner violence / domestic violence / any violence (police)	10 Member States (BE, EE, EL, FR, LT, LU, HU, SI, FI, SE)	9 Member States (BG, CZ, DK, IE, ES, HR, MT, PT, RO)	2 Member States unclear (DE, PL) (serial offences rules vary)
4–9. Victims of intimate partner violence by type (police)	11 Member States (DK, EE, EL, ES, FR, HR, LV, LT, LU, HU, SI)	8 Member States (BG, CZ, IE, CY, MT, PT, RO, FI)	Principal offence rule undercounts psychological/economic violence
10. Protection orders (justice)	Mixed practices across Member States	Varies (e.g. BG, PT, RO)	Comparability limited; metadata uneven
11. Men prosecuted for intimate partner violence / domestic violence (justice)	10 Member States (BE, CZ, EE, ES, FR, HR, LU, HU, AT, FI)	5 Member States (DK, EL, PT, RO, SE)	1 Member State unclear (MT) (serial offences often counted once)

⁽¹⁶⁾ These 12 Member States are CZ, DE, IE, ES, FR, LV, LT, HU, MT, PT, SI and FI. For France, data refers to 2021.

3. Intimate partner violence in the European Union

Indicator	Multiple offence rule	Principal offence rule	Notes
12. Men sentenced for intimate partner violence / domestic violence (justice)	9 Member States (CZ, EE, ES, FR, HR, LU, HU, AT, FI)	7 Member States (BG, DK, EL, PL, PT, RO, SE)	1 Member State unclear (EE)

Source: EIGE, 2025.

The findings reveal that there is no unified approach across the Member States regarding the use of the principal offence rule versus multiple offence counting, which hampers comparability. Many Member States, such as Denmark, France and Sweden, do not employ the principal offence rule and instead count multiple offences, while others, such as Bulgaria, Czechia, Ireland, Portugal and Romania, apply the principal offence rule systematically. Regarding justice indicators, roughly five to seven Member States apply principal offence rules for prosecutions and sentencing, whereas nine to ten do not, with protection order data being particularly inconsistent.

Administrative data from Member States, such as Spain, that record both victims and offences, corroborate this pattern: while 115 980 victims were recorded, 182 078 offences were registered, 57 % more offences than victims. Nevertheless, the administrative data still shows fewer offences per victim than surveys indicate, reflecting both under-reporting and recording practices that fail to capture the full scope of repeated and overlapping violence.

The EU-GBV Survey confirms the cumulative nature of intimate partner violence. Among those who disclosed intimate partner violence, 28.5 % reported experiencing only one violent behaviour, while the majority (71.5 %) experienced two or more forms (Table 3.6). Notably, **13.7 % of survivors experienced six or more different behaviours**, highlighting the cumulative and multifaceted nature of intimate partner violence.

Table 3.6. Percentage of women who have experienced different types of violent acts (behaviours), as per the EU-GBV Survey questionnaire

Number of types of behaviours	Out of women who have experienced intimate partner violence (%)
1	28.5
2	19.2
3	14.9
4	14.3
5	9.4
6 or more	13.7
Total	100.0

NB: The EU-27 estimate does not include data from Italy.

Source: EU-GBV Survey, wave 2021; Eurostat calculations on EIGE's request.

The complementary roles of administrative data and survey data in understanding intimate partner violence

Survey data plays an important role in understanding the full extent and complexity of intimate partner violence, as much of this violence remains hidden from official statistics. Findings from the EU-GBV Survey demonstrate the widespread nature of intimate partner violence, showing a high frequency of self-reported experiences of different acts of physical and sexual violence by women who have been in a partnership or who experienced intimate partner violence by a current or a former partner. It shows a very high prevalence of threats; a high prevalence of physical violence in the form of pushing, shoving, slapping or throwing objects (with a prevalence as high as one in two women among those having experienced intimate partner violence); and a high prevalence of rape (almost 40 %) among women who have experienced intimate partner violence (Table 3.7). These prevalence rates also indicate that violent acts happen not in isolation but rather in a series, with women experiencing different and multiple acts of violence.

Table 3.7. Women in the EU who responded ‘yes’ to different types of behaviours by an intimate partner (%)

Acts of physical and sexual violence experienced by women	Out of ever-partnered women	Out of women who have experienced intimate partner violence
Threatening to harm you in a way that frightened you	10.7	58.6
Pushing you, shoving you or pulling your hair	12.0	65.6
Throwing objects or slapping you	10.1	55.0
Beating you with fists or with an object or kicking you on purpose	6.1	33.5
Burning you on purpose	0.5	2.7
Suffocation or strangulation	2.4	13.0
Threatening to use or using a knife, a gun, acid or a similar weapon	2.0	10.6
Other physical force in a way that hurt or frightened you	1.9	10.3
Forcing you to have sexual intercourse (rape)	6.9	37.5
Attempting to force you to have sexual intercourse (attempted rape)	2.2	11.8
Other sexual violence	2.4	13.3

NB: The EU-27 estimate does not include data from Italy.

Source: EU-GBV Survey, wave 2021; Eurostat calculations on EIGE's request.

When comparing survey data with administrative data, important differences emerge. In most Member States, police record more victims and/or offences of physical intimate partner violence each year than instances of psychological intimate partner violence. However, findings from the EU-GBV Survey indicate that more ever-partnered women in the EU have experienced psychological violence during their lifetimes (30 %) than have experienced physical intimate partner violence, including threats (11 %) (FRA, EIGE, Eurostat, 2024).

This contrast suggests that **victims of psychological violence are less likely to report their experiences to the police**. Many victims may not recognise psychological abuse as a form of reportable violence, while others face practical barriers: proving such abuse often requires substantial evidence, which can deter victims from seeking legal redress.

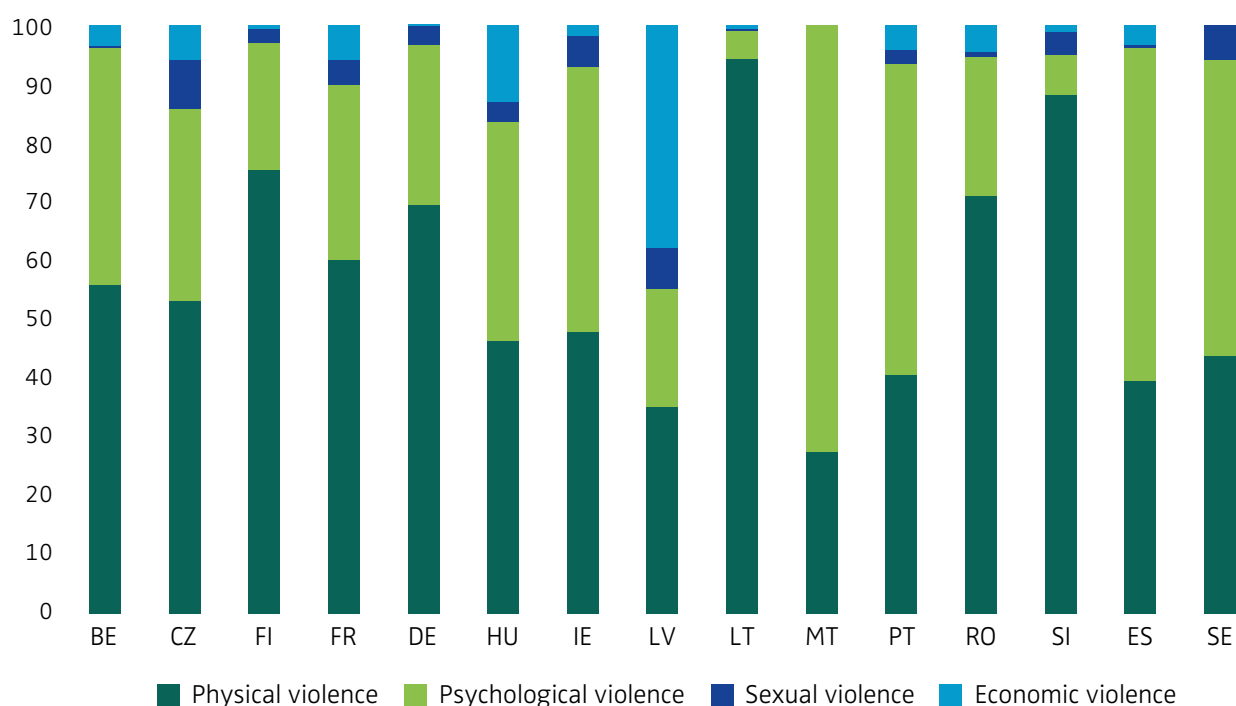
A high degree of agreement with stereotypes related to different forms of intimate partner violence may also imply a higher level of social tolerance for certain forms of violence. The 2024 Eurobarometer on gender stereotypes shows that across the EU-27 an average of 36 % of respondents find it acceptable or acceptable under certain conditions for a man to control his partner's finances, with the highest levels of agreement in Cyprus (63 %), Hungary (62 %) and the Netherlands (58 %). Compared with the high level of social tolerance for controlling behaviours, tolerance for physical violence is much lower. Across the EU-27, 7 % of respondents find it acceptable or acceptable under certain conditions if a man occasionally slaps his wife or girlfriend, with the highest levels of agreement in Lithuania (40 %), Finland (11 %) and Slovakia (11 %) (European Commission, 2024).

3.3.3.2. Overview of the data

The administrative data on recorded offences by the police shows some patterns, as depicted in Figure 3.5.

- **Physical violence dominates** the recorded offences in most Member States (as seen in Belgium, Czechia, Germany, France, Lithuania, Romania, Slovenia and Finland). In some cases (as in Germany, Lithuania, Romania, Slovenia and Finland), it accounts for more than **70 %** of recorded cases.
- **Psychological violence** is more prominent in a few Member States (Ireland, Spain, Malta, Portugal and Sweden), where recorded incidents even surpasses recorded incidents of physical violence.
- **Sexual violence** tends to represent a small proportion of reported types of violence (generally around 5 %) across all Member States, though Czechia, Latvia and Sweden show slightly higher levels (~ 6–8 %).
- **Economic violence** is rarely recorded, except in Latvia and Hungary, suggesting stronger recognition or different coding practices by authorities in those Member States.

These patterns are not just about incidence, but about **how national systems define, recognise and record violence**. Where **physical violence dominates**, it may reflect both reporting practices (victims more likely to report visible harm) and system bias towards tangible injuries. Where **psychological violence is prominent** (Ireland, Spain, Malta, Portugal and Sweden), it suggests broader legal frameworks or greater institutional awareness of coercive control. The **low share of sexual violence** everywhere (0–8 %) contrasts sharply with survey data, showing **systematic under-recording** in official statistics.

Figure 3.5. Latest available data on offences of physical, psychological, sexual and economic intimate partner violence (indicators 4–7) (%)

Source: EIGE 2023–2024 data collection.

Table 3.8 presents the latest data on victims and offences of physical, psychological, sexual and economic intimate partner violence in each Member State with available data. Full data on victims and offences of specific forms of intimate partner violence from previous years can be found in the individual country profiles. It is important to distinguish between prevalence, reporting and recording of offences of intimate partner violence. Table 3.8 refers to the numbers of offences recorded by the police, which might be lower than the number of offences reported to the police – depending on different administrative practices.

Table 3.8. Latest available data on victims and offences of physical, psychological, sexual and economic intimate partner violence (indicators 4–7)

Belgium Population in 2022: 11 617 623			
Physical violence	Psychological violence	Sexual violence	Economic violence
22 563 offences of physical intimate partner violence against total victims were recorded by police in 2022.	16 169 offences of psychological intimate partner violence against total victims were recorded in 2022.	179 offences of sexual intimate partner violence against total victims were recorded by police in 2022.	1 394 offences of economic intimate partner violence against total victims were recorded by police in 2022.
NB: Data refers to offences, not victims; data excludes current and former non-cohabitating partners. The principal offence rule was not used to count the number of offences. Police count multiple (serial) offences that occur between a victim and a perpetrator in the same year as one offence. Police count offences committed by more than one person as one offence. Source: National General Database (police database).			

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Czechia Population in 2023: 10 827 529			
Physical violence	Psychological violence	Sexual violence	Economic violence
343 women victims of physical intimate partner violence were recorded by police in 2023. 86 % of victims of physical intimate partner violence in 2023 were women.	211 women victims of psychological intimate partner violence were recorded by police in 2023. 94 % of victims of psychological intimate partner violence in 2023 were women.	52 women victims of sexual intimate partner violence were recorded by police in 2023. 100 % of victims of sexual intimate partner violence in 2023 were women.	39 women victims of economic intimate partner violence were recorded by police in 2023. 100 % of victims of economic intimate partner violence in 2023 were women.
NB: Data excludes partners if they are not officially registered and do not cohabit and there is no ongoing violence. The principal offence rule was used to count the number of victims. Victims of multiple offences are counted as one person. Source: Crime statistics from the Police of the Czech Republic.			
Finland Population in 2022: 5 548 241			
Physical violence	Psychological violence	Sexual violence	Economic violence
4 576 women victims of physical intimate partner violence were recorded by police in 2022. 76 % of victims of physical intimate partner violence in 2022 were women.	1 310 women victims of psychological intimate partner violence were recorded by police in 2022. 91 % of victims of psychological intimate partner violence in 2022 were women.	157 women victims of sexual intimate partner violence were recorded by police in 2022. 99 % of victims of sexual intimate partner violence in 2022 were women.	31 women plaintiffs reporting economic intimate partner violence against female victims were recorded by police in 2022. 79 % of plaintiffs who reported economic intimate partner violence in 2022 were women.
NB: The data excludes victims and perpetrators who do not officially live together, are not married or do not have a common child. The principal offence rule was not used to count the number of victims. Victims of multiple (serial) offences are counted as two or more persons. Source: PATJA and Statistics Finland registers.			
France Population in 2021: 67 728 568			
Physical violence	Psychological violence	Sexual violence	Economic violence
119 039 women victims of physical intimate partner violence were recorded by police in 2021. 86 % of victims of physical intimate partner violence in 2021 were women.	59 302 women victims of psychological intimate partner violence were recorded by police in 2021. 87 % of victims of psychological intimate partner in 2021 violence were women.	7 912 women victims of sexual intimate partner violence were recorded by police in 2021. 98 % of victims of sexual intimate partner violence in 2021 were women.	11 864 women victims of economic intimate partner violence were recorded by police in 2021. 80 % of victims of economic intimate partner violence in 2021 were women.
NB: The principal offence rule was not used to count the number of victims. Victims of multiple offences are considered one person (same ID) but are counted as many times as the offences. Source: Police and Gendarmerie administrative data.			

Germany Population in 2022: 83 237 124 			
Physical violence	Psychological violence	Sexual violence	Economic violence
87 918 women victims of physical intimate partner violence were recorded by police in 2022. 77 % of victims of physical intimate partner violence in 2022 were women.	34 429 women victims of psychological intimate partner violence were recorded by police in 2022. 87 % of victims of psychological intimate partner violence in 2022 were women.	3 904 women victims of sexual intimate partner violence were recorded by police in 2022. 98 % of victims of sexual intimate partner violence in 2022 were women.	98 women victims of economic intimate partner violence were recorded by police in 2022. 99 % of victims of economic intimate partner violence in 2022 were women.
NB: Details on the counting rules used are not available. However, it should be noted that victims of multiple (serial) offences throughout the year are counted as two or more persons. Source: Data shared by BKA.			
Greece Population in 2022: 10 459 782 			
Physical violence	Psychological violence	Sexual violence	Economic violence
n/a	n/a	n/a	1 760 instances of intimate partner violence that involved economic violence were recorded by police in 2022.
NB: Data refers to the number of intimate partner relationships that involved economic violence. The data includes relationships that involve both male and female victims and perpetrators. The relationships include partners, spouses, people with civil partnership agreements, people whose partnership agreements have been dissolved, former partners and former spouses. n/a, not available. Source: Data was extracted from 'signal reports' retrieved from the Hellenic Police's domestic violence register.			
Hungary Population in 2022: 9 610 403 			
Physical violence	Psychological violence	Sexual violence	Economic violence
1 372 women victims of physical intimate partner violence were recorded by police in 2022. 92 % of victims of physical intimate partner violence in 2022 were women.	1 104 women victims of psychological intimate partner violence were recorded by police in 2022. 92 % of victims of psychological intimate partner in 2022 violence were women.	89 women victims of sexual intimate partner violence were recorded by police in 2022. 100 % of victims of sexual intimate partner violence in 2022 were women.	388 women victims of economic intimate partner violence were recorded by police in 2022. 62 % of victims of economic intimate partner violence in 2022 were women.
NB: The principal offence rule was not used to count the number of victims. Victims of multiple offences are counted as two or more persons. Source: The data was shared by the Hungarian Central Statistical Office and retrieved from the ENyÜBS database.			

3. Intimate partner violence in the European Union

Ireland Population in 2022: 5 154 277			
Physical violence	Psychological violence	Sexual violence	Economic violence
2 537 women victims of intimate partner violence in which the primary incident was classed as a form of physical violence were recorded by police in 2022. 85 % of victims of this form of violence in 2022 were women.	2 376 women victims of intimate partner violence in which the primary incident was classed as a form of psychological violence were recorded by police in 2022. 91 % of victims of this form of violence in 2022 were women.	296 women victims of intimate partner violence in which the primary incident was classed as a form of sexual violence were recorded by police in 2022. 99 % of victims of this form of violence in 2022 were women.	88 women victims of intimate partner violence in which the primary incident was classed as a form of economic violence were recorded by police in 2022. 88 % of victims of this form of violence in 2022 were women.
NB: Data refers to victims of a primary incident classed as a form of physical violence, psychological violence, sexual violence or economic violence, respectively. The primary offence rule is used to count crime in Ireland. For statistical crime-counting purposes, only a single crime is counted when there are multiple incidents of a crime committed against a victim by the same perpetrator. Source: PULSE, the administrative crime database of An Garda Síochána (the national police service).			
Latvia Population in 2022: 1 875 757			
Physical violence	Psychological violence	Sexual violence	Economic violence
51 women victims of physical intimate partner violence were recorded by police in 2022. 78 % of victims of physical intimate partner violence in 2022 were women.	29 women victims of psychological intimate partner violence were recorded by police in 2022. 94 % of victims of psychological intimate partner violence in 2022 were women.	10 women victims of sexual intimate partner violence were recorded by police in 2022. 100 % of victims of sexual intimate partner violence in 2022 were women.	55 women victims of economic intimate partner violence were recorded by police in 2022. 86 % of victims of economic intimate partner violence in 2022 were women.
NB: Data excludes current and former non-cohabitating partners. The principal offence rule was not used to count the number of victims. Victims of multiple (serial) offences are counted as one person. Source: Data shared by the Central Bureau of Statistics and retrieved from the Ministry of the Interior.			
Lithuania Population in 2022: 2 805 998			
Physical violence	Psychological violence	Sexual violence	Economic violence
3 284 women victims of physical intimate partner violence were recorded by police in 2022. 89 % of victims of physical intimate partner violence in 2022 were women.	169 women victims of psychological intimate partner violence were recorded by police in 2022. 97 % of victims of psychological intimate partner violence in 2022 were women.	10 women victims of sexual intimate partner violence were recorded by police in 2022. 100 % of victims of sexual intimate partner violence in 2022 were women.	22 women victims of economic intimate partner violence were recorded by police in 2022. 92 % of victims of economic intimate partner violence in 2022 were women.
NB: The principal offence rule was not used to count the number of victims. The police count victims of multiple (serial) offences as one person. Source: Ministry of the Interior.			

Malta Population in 2022: 520 174			
Physical violence	Psychological violence	Sexual violence	Economic violence
300 offences of physical intimate partner violence against women were recorded by police in 2022. 83 % of offences of physical intimate partner violence in 2022 were against women.	787 offences of psychological intimate partner violence against women were recorded by police in 2022. 80 % of offences of psychological intimate partner violence in 2022 were against women.	n/a	n/a
NB: Data refers to offences, not victims. The principal offence rule was used to count the number of offences. Victims of multiple offences are counted as two or more persons. n/a, not available. Source: The data was provided by the National Statistics Office and retrieved from the Malta Police Force.			
Portugal Population in 2022: 10 421 117			
Physical violence	Psychological violence	Sexual violence	Economic violence
10 208 women victims of physical domestic violence by intimate partners were recorded by police in 2022. 82 % of victims of this form of violence in 2022 were women.	13 426 women victims of psychological domestic violence by intimate partners were recorded by police in 2022. 85 % of victims of this form of violence in 2022 were women.	567 women victims of sexual domestic violence by intimate partners were recorded by police in 2022. 96 % of victims of this form of violence in 2022 were women.	1 067 women victims of economic domestic violence by intimate partners were recorded by police in 2022. 89 % of victims of this form of violence in 2022 were women.
NB: Data refers to domestic violence by an intimate partner. The principal offence rule was used to count the number of victims. Victims of multiple (serial) offences are counted as one person. Source: The database for domestic violence managed by the secretary general of the Ministry of Internal Administration.			
Romania Population in 2022: 19 042 455			
Physical violence	Psychological violence	Sexual violence	Economic violence
23 274 total victims of physical intimate partner violence were recorded by police in 2022.	7 792 total victims of psychological intimate partner violence were recorded by police in 2022.	293 total victims of sexual intimate partner violence were recorded by police in 2022.	1 457 total victims of economic intimate partner violence were recorded by police in 2022.
NB: The principal offence rule was used to count the number of victims. If there are two or more offences included in the same file, statistically, the victim is counted only once, with the gravest/harshesst offence the one counted. If two or more offences are included in two or more separate files, statistically, the victim is counted once for each file, with the gravest/harshesst offence the one counted. Source: General Inspectorate of the Romanian Police.			

3. Intimate partner violence in the European Union

Slovenia Population in 2022: 2 107 180				
Physical violence	Psychological violence	Sexual violence	Economic violence	
703 women victims of physical intimate partner violence were recorded by police in 2022. 93 % of victims of physical intimate partner violence in 2022 were women.	53 women victims of psychological intimate partner violence were recorded by police in 2022. 80 % of victims of psychological intimate partner violence in 2022 were women.	31 women victims of sexual intimate partner violence were recorded by police in 2022. 94 % of victims of sexual intimate partner violence in 2022 were women.	10 women victims of economic intimate partner violence were recorded by police in 2022. 63 % of victims of economic intimate partner violence in 2022 were women.	
NB: Data appears to exclude former partners who did not live together, do not have a child together and were not officially registered. The principal offence rule was not used to count the number of victims. Victims of multiple (serial) offences are counted as two or more persons. Source: Slovenian National Police Force database of criminal offences.				
Spain Population in 2022: 47 486 843				
Physical violence	Psychological violence	Sexual violence	Economic violence	
46 106 women victims of physical intimate partner violence were recorded by police in 2022. 86 % of victims of physical intimate partner violence in 2022 were women.	65 350 women victims of psychological intimate partner violence were recorded by police in 2022. 94 % of victims of psychological intimate partner violence in 2022 were women.	863 women victims of sexual intimate partner violence were recorded by police in 2022. 99 % of victims of sexual intimate partner violence in 2022 were women.	3 661 women victims of economic intimate partner violence were recorded by police in 2022. 92 % of victims of economic intimate partner violence in 2022 were women.	
NB: The principal offence rule was not used to count the number of victims. Police count victims of multiple (serial) offences as two or more persons. Source: Data was shared by the Ministry of the Interior and retrieved from the Sistema Estadístico de Criminalidad.				
Sweden Population in 2022: 10 452 326				
Physical violence	Psychological violence	Sexual violence	Economic violence	
15 297 offences of physical intimate partner violence against women were recorded by police in 2022. 84 % of offences of physical intimate partner violence in 2022 were against women.	17 500 offences of psychological intimate partner violence against women were recorded by police in 2022. 88 % of offences of psychological intimate partner violence in 2022 were against women.	2 073 offences of sexual intimate partner violence against women were recorded by police in 2022. 96 % of offences of sexual intimate partner violence in 2022 were against women.	n/a	
NB: Data refers to offences, not victims. The principal offence rule was not used to count the number of offences. Police count multiple (serial) offences that occur between victims and perpetrators in the same year as two or more offences. Police count offences committed by more than one person as one offence. n/a, not available. Source: Swedish National Council for Crime Prevention.				

3.3.3.3. Intimate partner violence victimisation rates per female population

Table 3.9 presents the ratio of recorded female victims per **100 000 women** in each Member State with available data for different types of intimate partner violence in 2022.

Table 3.9. Number of female victims of intimate partner violence per 100 000 women

Member State	Female population in 2022 ^(a)	Number of female victims of physical intimate partner violence	Number of female victims of psychological intimate partner violence	Number of female victims of sexual intimate partner violence	Number of female victims of economic intimate partner violence
Czechia	5 332 932	6.1	4.7	1.1	1.0
Germany	42 170 339	208.5	81.6	9.3	0.2
Ireland	2 604 045	97.4	91.2	11.4	3.4
Spain	24 198 046	190.5	270.1	3.6	15.1
France	34 946 473 ^(b)	340.6	169.7	22.6	33.9
Latvia	1 006 700	5.1	2.9	1.0	5.5
Lithuania	1 499 399	219.0	11.3	0.7	1.5
Hungary	4 981 528	27.5	22.2	1.8	7.8
Portugal	5 453 855	187.2	246.2	10.4	19.6
Slovenia	1 049 485	67.0	5.1	3.0	1.0
Finland	2 805 140	163.1	46.7	5.6	1.1

^(a) The population rate is based on Eurostat data (demo_pjan).

^(b) The reference year for France is 2021.

NB: This table only contains the Member States that recorded all four types of violence disaggregated by sex of the victim.

The data provides a general overview and should be interpreted with caution. Comparisons across countries should be approached carefully, as **the data is not directly comparable**, particularly in terms of the types of offences included, the scope of relationships covered and counting rules used.

In 2022, the rates of intimate partner violence varied significantly across several Member States, with marked differences in the number of recorded female victims of physical, psychological, sexual and economic violence per 100 000 women. These disparities are shaped by a combination of factors, including variations in legal frameworks, reporting systems and cultural attitudes towards intimate partner violence.

France consistently shows the highest incidence rate across all types, suggesting both a stronger reporting culture and more comprehensive recording systems.

Reported rates of **physical violence** vary sharply across Member States, and these disparities suggest significant differences in reporting patterns and data collection systems/practices rather than actual incidence alone.

Physical violence was most frequently reported in **France**, followed by **Germany** and **Lithuania**. In stark contrast, Member States such as **Czechia** and **Latvia** reported significantly lower rates, pointing to possible under-reporting or the lack of systematic tracking of intimate partner violence cases, which may be categorised under broader domestic violence figures.

Psychological and economic violence are more frequently reported in Spain, Portugal and France, where specific legislation explicitly criminalises these forms of abuse ⁽¹⁷⁾ and public awareness is comparatively high. In contrast, Member States where such offences are only covered under general criminal provisions tend to record much lower rates, indicating persistent challenges in identification and prosecution. Notably, there are a few Member States, such as Lithuania and Slovenia, that explicitly criminalise economic violence under their domestic violence laws ⁽¹⁸⁾. However, this legal recognition has not yet resulted in higher recorded victimisation rates, suggesting potential challenges in enforcement, awareness or the collection of sufficient evidence.

Higher rates of reporting **sexual violence** in Member States with consent-based legal definitions, such as Ireland and Portugal, highlight the influence of legal framing on victims' willingness to report. Conversely, the continued reliance on force-based definitions in some Member States contributes to significant under-recognition of sexual intimate partner violence.

Within the context of intimate partner violence, sexual abuse is often not recognised by victims due to deeply rooted cultural myths and societal norms, including the belief that 'real' rape involves physical violence and a stranger as the perpetrator, in addition to the notion that sexual intimacy within a relationship is a 'wifely duty' (Logan et al., 2015). As a result, many victims may not perceive their experiences as sexual violence, leading to under-reporting and significant gaps in recorded data.

Overall, these variations point to the decisive role of legal definitions, institutional practices and societal awareness in shaping statistical outcomes, underscoring the need for greater comparability of administrative data collection as required under Article 44 of Directive (EU) 2024/1385 on combating violence against women and domestic violence.

⁽¹⁷⁾ This includes, for France, Law 2010-769 on violence specifically against women, violence within couples and the impact of the latter on children (French Parliament, 2010); for Portugal, Article 152 of the penal code, the Domestic Violence Act (Assembly of the Republic of Portugal, 2007); and for Spain, Organic Act 1/2004 on integrated protection measures against gender violence (Spanish Parliament, 2004) and Article 172 and Article 173.2 of the Spanish criminal code (Ministerio de Justicia, 2016).

⁽¹⁸⁾ These include, for Lithuania, Law XI-1425 on protection against domestic violence (Republic of Lithuania, 2011) and, for Slovenia, the Family Violence Prevention Act.

4. Rape and sexual violence

Rape and sexual violence, comprising acts including date rape, marital rape and sexual assault, are severe manifestations of gender-based violence, affecting women's and girls' autonomy and integrity as well as their right to sexual and reproductive health and sexual freedom. Rape is an illegal sexual act involving sexual penetration committed without consent, meaning without the voluntary agreement of all parties involved in the sexual activity. It is recognised as one of the most serious forms of sexual violence and a profound violation of physical autonomy that disproportionately affects women and girls (EIGE, 2023e).

Box 10. Experiences and reporting patterns of rape

Overall prevalence

- Across the EU-27, **17.2 % of women experience sexual violence (including rape)** by any perpetrator in their lifetime and **9.1 % experience rape**.

Type of perpetrator

- **6.9 %** of ever-partnered women across the EU have been victims of **rape perpetrated by their intimate partner** and **3.8 %** of women have been victims of **rape perpetrated by a non-partner, including by a family member** or a stranger.

Reporting to police

- Out of women who experienced **rape by their current partner** in the last episode of violence, **only 3.5 %** reported it to the police and **12.2 % reported the last episode of rape perpetrated by a non-partner**.

NB: The EU-27 estimate does not include data from Italy.

Sources: EU-GBV Survey, wave 2021; Eurostat calculations on EIGE's request; Eurostat (gbv_npv_type).

The EIGE framework is in line with the Council of Europe's Istanbul Convention definition of rape, which states that rape is a non-consensual sexual act committed intentionally and without the victim's freely given consent. Despite efforts towards legal harmonisation, the collection of administrative data on rape remains fragmented across the EU. Cases are often recorded under broader categories of sexual violence or sexual offences, obscuring the distinctive characteristics of rape and limiting comparability between Member States.

In addition to institutional barriers, social factors also contribute to the underestimation and under-reporting of rape. Victim blaming, stigma and the prevalence of rape culture influence survivors' willingness to report their experiences, while gaps in law enforcement understanding of sexual violence and inconsistent application of legal definitions further discourage reporting. Box 10 presents data on rape reporting patterns from the EU-GBV Survey.

This chapter presents the latest administrative data on rape in the context of changing legal frameworks, persisting stereotypes and high-profile publicised cases of rape, which affect and shift societal attitudes and push for a change.

4.1. Conceptualising rape: changes in legal frameworks

Rape is ‘sexual penetration, whether vaginal, anal or oral, through the use of object or body parts, without consent, using force, coercion or by taking advantage of the vulnerability of the victim’ (EIGE, 2017b).

Box 11. Prevalence of rape

EU-GBV Survey results show that more women experience rape when **under coercion or when they are unable to refuse (8.3 %)** than rape involving **force or threats (4.8 %)**.

NB: The EU-27 estimate does not include data from Italy.

Source: EU-GBV Survey, wave 2021, Eurostat calculation on EIGE’s request.

The recent shift in many Member States from coercion-based definitions of rape to consent-based rape laws reflects the institutional and societal move towards reframing sexual violence through the lens of mutual agreement and autonomy. By focusing on violence or threats, coercion-based rape legislation perpetuates and sustains harmful rape myths and false narratives about what constitutes rape, dismissing cases where violence or overt threats are absent and ignoring the crucial element of consent, the lack of which constitutes rape and violence in the first place. The Istanbul Convention calls for states parties to ensure the criminalisation of rape and other acts of sexual violence on the basis of lack of consent. According to the convention, consent must be given voluntarily as the result of the person’s free will assessed in the context of the surrounding circumstances (Council of Europe, 2011a).

Despite rape being criminalised in all Member States, not all Member States have adopted a consent-based legal definition. Currently, 17 Member States have adopted consent-based laws: Luxembourg (2011), Germany (2016), Ireland (2017), Greece (2019), Portugal (2019), Denmark (2020), Croatia (2020), Cyprus (2020), Malta (2021), Slovenia (2021), Belgium (2022), Spain (2022), Sweden (2022), Finland (2023), the Netherlands (2024), Czechia (2025), Poland (2025) and France (2025) (Uhnou et al., 2024; Zamfir, 2025).

While some Member States are revising their laws to align with the Istanbul Convention’s consent-focused framework, others still define rape based on violence, threats or the victim’s inability to resist. See Annex 3 for the full legal definitions of rape in each Member State.

The Council of Europe identified different approaches to the criminalisation of sexual violence, including rape (as seen in Table 4.1).

Table 4.1. Approaches to the criminalisation of sexual violence, including rape

Force-based approach	These laws require the use of force, threats, coercion or intimidation as elements of the offence for it to be legally recognised as sexual violence. This requires higher thresholds of evidentiary standards for physical resistance and a shifting of the focus onto the victims’ behaviour rather than on the accused’s actions.
Two-tiered approach	This includes a provision requiring the use of force and a provision requiring the element of a lack of consent. Those provisions coexist in parallel, with different severities of sanctions across the different sexual violence offences.

'No means no' approach	This criminalises sexual acts committed against the will of a person. It is based on the premise that sexual intercourse is considered consensual as long as neither party said 'no'. The risk of this approach is that the burden is placed on the victims to verbally or non-verbally reject sexual advances.
'Only yes is yes' approach	This equates consent to sexual acts with 'affirmative and freely given consent'. Consent is seen as an agreement communicated between the parties based on free will.

Source: Grevio, 2025.

Most Member States have gender-neutral rape laws, recognising that both men and women can be victims. However, Bulgaria, Cyprus and Slovakia define rape specifically as an act committed against a woman. The legal definition of rape also differs. While some Member States, including Ireland, Spain, Cyprus, Portugal and Sweden, define rape broadly to include oral and anal acts or penetration by objects, others such as Bulgaria, Denmark, Greece, Latvia, Lithuania, Hungary, Poland, Slovakia and Finland exclusively focus on sexual intercourse. Nearly all Member States criminalise rape when the victim is unconscious, intoxicated or mentally impaired. Additionally, several Member States, including Italy, Latvia, Finland and Sweden, acknowledge that coercion through authority or dependence invalidates consent.

The Istanbul Convention also sets out that states parties shall take the necessary measures to ensure that these provisions also apply to acts committed against former or current spouses or partners. Victims may not recognise their experiences as abuse and, when they do, it is not uncommon for them to be dismissed.

The latest Eurobarometer on gender stereotypes revealed that rape-related stereotypes regarding women's behaviour and responsibility in the EU prevail (European Commission, 2024). Notably, in the EU-27, on average 17 % of respondents agreed (either agreed totally or tended to agree) that women often make up or exaggerate claims of abuse or rape. In 17 Member States, more than one fifth of respondents totally agreed or tended to agree with this statement, with the highest levels of agreement in Bulgaria (34 %) and Malta (32 %). **Notably, most of these Member States have adopted consent-based definitions;** however, as consent-based laws have only recently been introduced in several Member States, it may take time for legal changes to influence cultural attitudes – or, alternatively, these changes could provoke a form of backlash, as groups of people resist shifts in societal norms.

Another aspect that can shift societal and cultural attitudes to and tolerance of gender-based violence – and contribute to legislative change – is public debates surrounding high-profile cases of rape (Uhnnoo et al., 2024). In France, 14 % of respondents totally agreed or tended to agree, and in Spain 10 % of respondents totally agreed or tended to agree, with the stereotype that women often make up or exaggerate claims of abuse or rape, making them the two Member States with the lowest levels of agreement. In both Member States, recent high-profile cases sparked outrage, public debate and a demand for legislative reform. The 'La Manada' case of gang rape in Spain in 2016 led to public protests and debates and, finally, a consent-based definition of rape was implemented in 2022 (Faraldo-Cabana, 2021). In France, in October 2025, a landmark law was adopted in response to the high-profile case of Gisèle Pelicot, victim of multiple instances of rape by 72 perpetrators between the years 2011 and 2020. This case, which became public in 2024, drew a lot of public and media attention and sparked a debate about the need for a rape legislation amendment, especially in connection to consent and addressing drug-facilitated sexual assault and rape (Hourglass, n.d.). The new bill redefines both sexual assault and rape to include any non-consensual sexual act, explicitly making consent the central criterion and

moving away from the previous law that required proof of violence, coercion, threat or surprise (Le Monde, 2025).

Box 12. Rape in the EU – reporting, legislation and social norms

Survey and administrative data highlights major gaps in the recognition and reporting of rape across the EU. Member States with **consent-based ('yes means yes') legislation** generally record higher numbers of female victims per 10 000 women than those with force-based laws, suggesting that broader legal definitions improve case recognition and encourage reporting rather than reflect higher prevalence.

Lifetime survey estimates of rape are far higher than recorded cases, illustrating **under-reporting and early attrition** in the justice system. For example, in Sweden, 22 % of women report having been raped in adulthood (EU-GBV Survey, wave 2021), yet official administrative records capture fewer than 10 per 10 000 women annually.

Rape myths persist across the Member States, with up to **26 % of respondents agreeing** that 'if a woman says no, she often means yes', and up to **10 % agreeing** that a husband or boyfriend can have sex without consent (European Commission, 2024). These beliefs can influence victims' willingness to report and authorities' responses.

Together, these findings underscore the importance of **consent-based legislation, public awareness and proactive criminal justice responses** to ensure that women's experiences of rape are recognised and addressed.

Italy retains a force-based definition of rape but reports relatively low levels of agreement with rape myths. This indicates a misalignment between legislation and public attitudes and underscores that, while legal reform is necessary, it is not sufficient on its own to effectively challenge and dismantle rape culture. Additionally, marital rape has historically lacked explicit legal recognition in some countries, often being addressed under broader sexual violence laws or overlooked entirely. This legal ambiguity can discourage reporting and reinforce harmful societal norms, as victims may not perceive their experiences as criminal or may fear social stigma.

Table 4.2 combines legislative approaches, the rate of rape per population reported and disclosed, and indicators of societal tolerance of rape and sexual violence. From the intersection of these factors, we can come to the following conclusions.

- **Legislation matters.** Countries with consent-based definitions record more cases per capita, suggesting better recognition rather than higher prevalence.
- **Under-reporting remains stark.** Survey prevalence (10–20 % of women reporting sexual violence over their lifetimes) dwarfs recorded rates (often < 1 per 1 000 women annually).
- **Stereotypes matter.** Where rape myths persist, under-reporting is likely reinforced.
- **Attrition starts early.** Many cases never enter the justice system because they are not reported in the first place, or they are filtered out by narrow legal definitions.

Therefore, legislation, policy, awareness-raising and education efforts should recognise that rape more often occurs through the absence of consent rather than through the explicit use of physical force or threats.

Table 4.2. Overview of rape legislation and data in the EU-27

Member State	Rape legislation (2022)	Recorded female victims of rape (number)	Female victims of rape /10k female population (in %)	Women raped in their lifetime/ adulthood from EU-GBV survey 2022 (in %)	Women raped with use of force or threats (in %)	Women raped when unable to refuse or under coercion (in %)	Agreement with statement: A husband or boyfriend can have sex with his wife or girlfriend without consent (in %)*	Agreement with statement: If a woman says no, she often means yes (in %)*
LU	Yes means yes	22	0.69	15.3	6.9	14.1	2	4
NL	Force-based**	N/A	N/A	N/A	N/A	N/A	6	4
AT	Two-tiered, No means no	1 951	4.28	8.7	5.2	7.2	3	5
DE	No means no	11 888	2.82	9.9	6	9.4	4	6
FR	Force-based**	19 028	5.42	11.1	5.4	9.9	6	6
SE	Yes means yes (2022)	4 988	9.61	21.9	9.8	21.1	5	6
IT	Force-based	N/A	N/A	N/A	N/A	N/A	6	6
SI	Yes means yes	200	1.91	4.7	1.4	4.4	3	8
HR	Yes means yes	467	2.33	5	2.2	4.5	3	8
FI	Force-based**	1 737	6.19	15.5	6	13.6	4	8
BE	Yes means yes	4 302	7.31	9.4	5	8.6	6	8
DK	Yes means yes (2021)	2 499	8.47	15.4	7	13.9	10	8
CY	Yes means yes	57	1.2	9.6	6.6	8.4	3	9
IE	Yes means yes	880	3.38	12.4	7.6	11.4	4	9
ES	Yes means yes (2022)	2 384	0.99	7.3	4.2	6.3	7	10
EE	Force-based	37	0.53	11.9	6.9	9.7	3	11
EL	Two tiered, Yes means yes	303	0.57	5.9	3.3	4.9	5	11
PL	Force-based**	585	0.31	3.3	2.2	2.9	7	12
PT	Yes means yes	250	0.46	3.6	2.4	2.8	2	12
RO	Force-based	1 014	1.03	11.6	4.2	10.6	6	12
LT	Force-based	59	0.39	6.9	4	5.1	9	13
MT	Yes means yes	35	1.4	7	5	5.3	2	13
HU	Force-based	435	0.87	13.6	5.9	12.6	3	14
CZ	Force-based**	481	0.9	7.1	3	5.9	8	14
SK	Force-based	N/A	N/A	13.5	6.4	12.3	6	16
LV	Force-based	157	1.56	5.9	4.1	4.4	5	21
BG	Force-based	96	0.29	2.3	1.3	1.9	9	26

(*) The percentage displayed is a sum of those who totally agree or tend to agree with the statement, from the Flash Eurobarometer.

(**) Legislation in these Member States changed after 2022, when the data was collected.

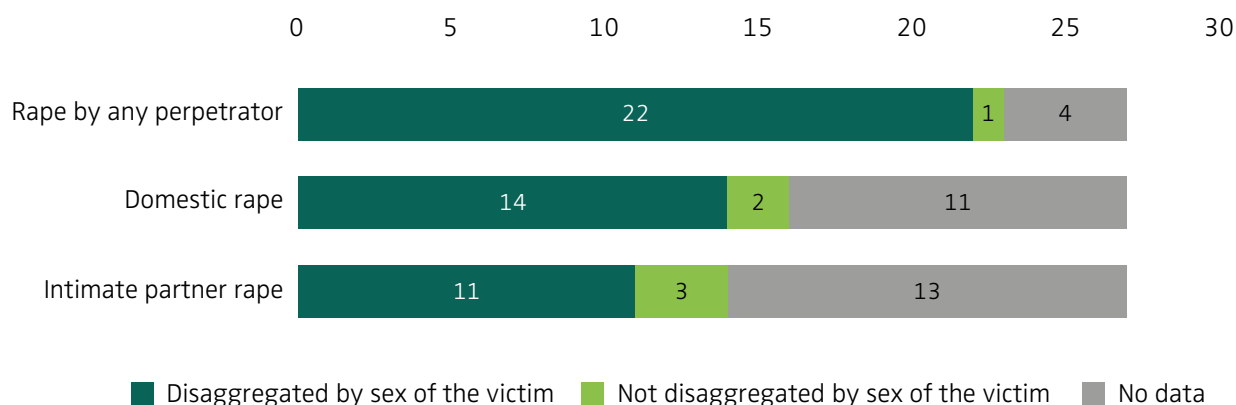
NB: n/a, not available.

4.2. Availability and comparability of data

During EIGE's data collection exercise, most Member States shared data on victims of rape committed by intimate partners, domestic perpetrators and/or any perpetrator (Figure 4.1):

- **14** Member States shared data on victims of **rape by an intimate partner** ⁽¹⁹⁾;
- **16** Member States shared data relating to victims of **domestic rape** ⁽²⁰⁾;
- **23** Member States shared data relating to victims of rape recorded by police ⁽²¹⁾.

Figure 4.1. Numbers of Member States that shared data relating to victims and/or offences of rape, by type of rape and sex of the victim



Source: EIGE 2023-2024 data collection.

4.3. Number of victims of rape

4.3.1. Key findings and analysis

Women are the primary victims of all forms of rape, including rape by intimate partners, domestic abusers and other perpetrators. In 2022, women made up an average of 98 % of victims of intimate partner rape recorded by police, based on data from the 10 Member States that recorded data for 2022 disaggregated by sex and victim–perpetrator relationship type (Figure 4.2, left panel) ⁽²²⁾. In the same year, women constituted an average of 96 % of victims of domestic rape recorded by police in 12 Member States (Figure 4.2, middle panel) ⁽²³⁾. Additionally, women accounted for an average of 93 % of victims of rape by any perpetrator recorded in 20 Member States (Figure 4.2, right panel) ⁽²⁴⁾.

⁽¹⁹⁾ BE, CZ, DE, IE, EL, ES, FR, LV, LT, HU, RO, SI, FI, SE.

⁽²⁰⁾ BE, CZ, DE, EE, IE, EL, ES, FR, LV, LT, LU, HU, RO, SI, FI, SE.

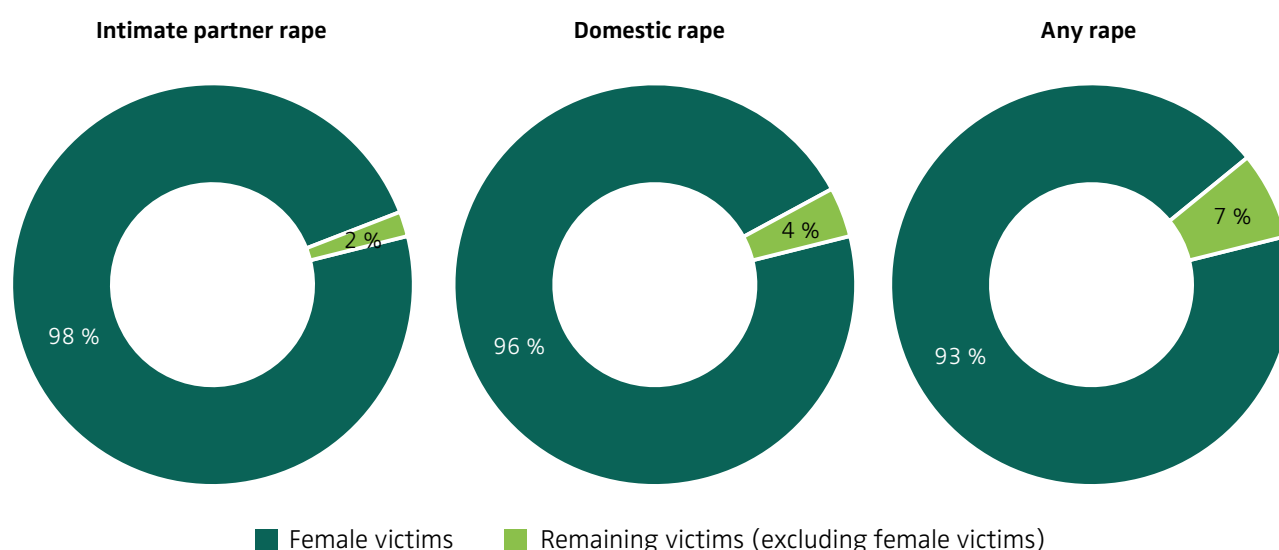
⁽²¹⁾ BE, BG, CZ, DK, DE, IE, EL, ES, FR, HR, CY, LV, LT, LU, HU, MT, AT, PL, PT, RO, SI, FI, SE.

⁽²²⁾ CZ, DE, IE, ES, LV, LT, HU, SI, FI, SE.

⁽²³⁾ CZ, DE, IE, EL, ES, LV, LT, HU, RO, SI, FI, SE.

⁽²⁴⁾ BG, CZ, DK, DE, IE, EL, ES, HR, CY, LV, LT, HU, MT, AT, PL, PT, RO, SI, FI, SE.

Figure 4.2. Average proportion of recorded female and total victims of intimate partner rape (in 10 Member States), domestic rape (in 12 Member States) and any rape (in 20 Member States), 2022



Source: EIGE 2023-2024 data collection.

These statistics highlight the gendered nature of rape, emphasising that women are disproportionately affected. The high percentages across different categories of perpetrators underscore the pervasive threat women face from various sources, including perpetrators within their own homes and relationships. This data highlights the urgent need for targeted interventions and support systems to protect women and address the root causes of rape and sexual violence.

4.3.1.1. Changes in legislation impact the reporting of rape

In several Member States, increases in the number of women victims of rape recorded by police over the years can be attributed to legislative changes.

Country case study

In Denmark, rape is criminalised under the criminal code (Chapter 24, Section 216). It defines rape as sexual intercourse with another person without consent.

Police data shows that the annual number of recorded women victims of rape gradually increased from 2014 to 2022 (from 687 to 2 499). In 2016, the Minister of Justice introduced a new 'rape package' (Ministry of Justice, 2016). It includes measures to simplify the process for victims to report rape to authorities and to enhance the investigation and data collection efforts by authorities.

Furthermore, in 2021, Act No 2208 of 29 December 2020, which amended the criminal code to include a consent-based definition of rape, came into effect. These legal and policy changes have led to an increase in the reporting of rape by victims.

Where possible, EIGE examined changes in administrative data on rape over the years to determine whether increases in reported instances of rape are impacted by the introduction of consent-based rape

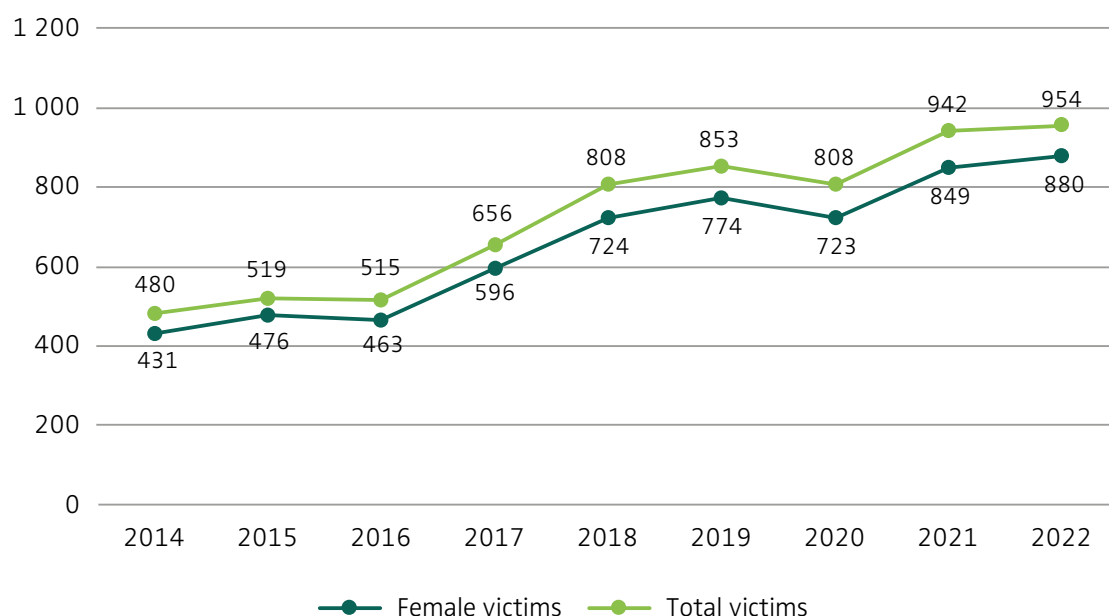
definitions in Member States. This analysis considers that many of these legal changes occurred just before or during the COVID-19 pandemic, a period when factors such as awareness-raising efforts may have influenced reporting behaviour. Furthermore, EIGE notes that data fluctuations could also be a result of changes in data-recording practices. The data on reported rape cases across Member States from 2014 to 2022 reveals significant variation in both absolute numbers and percentage changes over time. Several Member States show sharp increases, suggesting either a rise in incidents or improved reporting mechanisms. Notably, Denmark experienced a dramatic surge, rising from 687 cases in 2014 to 2 499 in 2022, while France showed a 128 % increase and Germany a 69 % increase, with the latter reaching almost 12 000 reported cases by 2022. Similar upward trends are seen in Spain, France, Cyprus and Hungary. In contrast, some Member States reported declines, mainly from 2019, as seen in Bulgaria (– 27 %) and Lithuania (– 42 %), while Poland also saw a moderate decrease (– 16 %).

The comparison between overall reported rape cases and those specifically committed by intimate partners shows that intimate partner rape represents a substantial and, in some Member States, rapidly growing share of total reported rape cases. In France, for example, intimate partner rape cases rose from 2 122 in 2016 to 6 558 in 2021 – a 209 % increase – mirroring and partly driving the sharp overall national increase in reported rape cases. Germany also shows a marked rise in instances of intimate partner rape, with cases growing by 41 % between 2018 and 2022 (from 1 997 to 2 808), which aligns with its broader 69 % increase in total reported instances of rape. In Spain, intimate partner rape cases surged by 169 % from 2014 to 2022, which is even steeper than the general increase in reported rape cases (98 %). Similar patterns appear in Latvia (+ 233 %), Slovenia (+ 87 %) and Finland (+ 38 %), indicating that instances of intimate partner rape are becoming an increasingly reported proportion of total cases.

By contrast, Member States such as Czechia show a decline in intimate partner rape (– 23 %), even while total rape case reports have risen slightly, and Lithuania remains stable with consistently low numbers. Sweden shows only a small rise in intimate partner cases (6 %) despite a much larger overall increase in reported rape cases (47 %), suggesting that the growth there is driven more by non-intimate perpetrators.

Overall, the data indicates that, while rising numbers of rape reports in many Member States are partly driven by increased reporting of intimate partner sexual violence, this pattern is uneven. In some Member States, intimate partner rape appears to account for a growing share of reported cases, while in others it remains a smaller or stagnant subset, hinting at differences in social attitudes, legal definitions and the willingness of victims in intimate relationships to report assaults. These disparities may also reflect the level of action and responsiveness on the part of law enforcement authorities, as stronger institutional support and prosecution efforts can encourage more victims to come forward and ensure their cases are officially recorded.

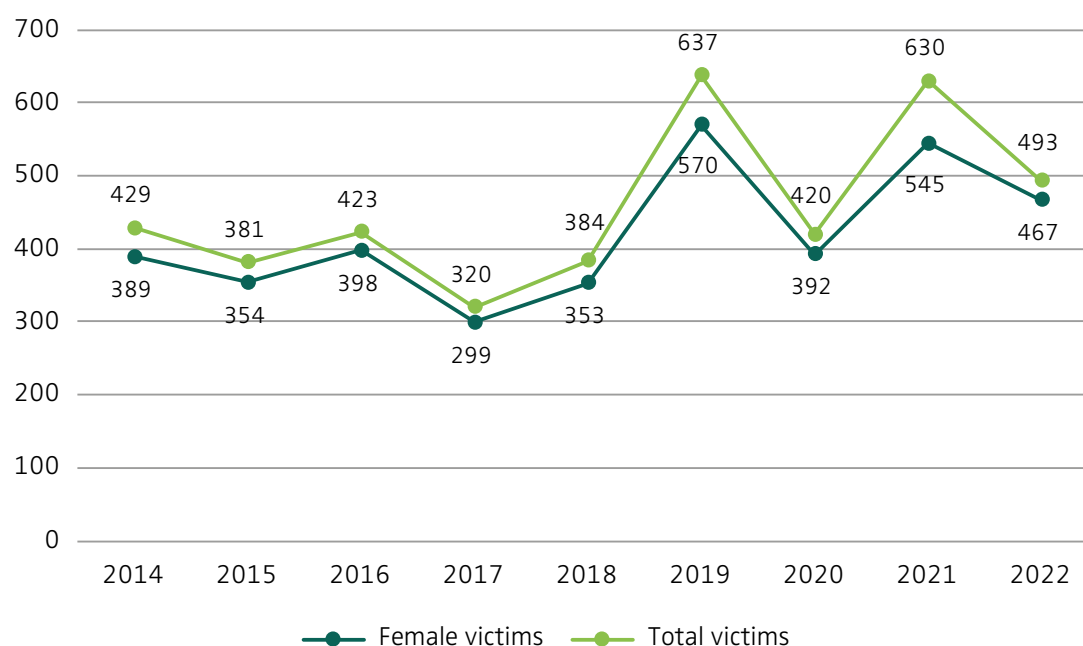
Ireland has had a consent-based definition of rape since 2017. The number of reported victims of rape has increased steadily since this reform, with a notable rise from 2017 to 2018 (21 % for female victims and 23 % for total victims) (Figure 4.3).

Figure 4.3. Annual numbers of female and total victims of rape in any relationship in Ireland, 2014–2022

NB: The principal offence rule is used to count crime in Ireland. For statistical crime-counting purposes, only a single crime is counted where there are multiple incidents of a crime committed against a victim by the same perpetrator.

Source: PULSE, the administrative crime database of An Garda Síochána (the national police service).

In Croatia, a consent-based definition of rape was introduced in 2020. In 2020, there was a drop in the numbers of female victims and total victims by 31 % and 34 %, respectively, as compared with 2019 (Figure 4.4). Between 2020 and 2021, the numbers of female and total victims increased again by 39 % and 50 %. While this may suggest that the new definition empowered more victims to come forward, it is also important to note that the COVID-19 pandemic and other factors may have contributed to the increase.

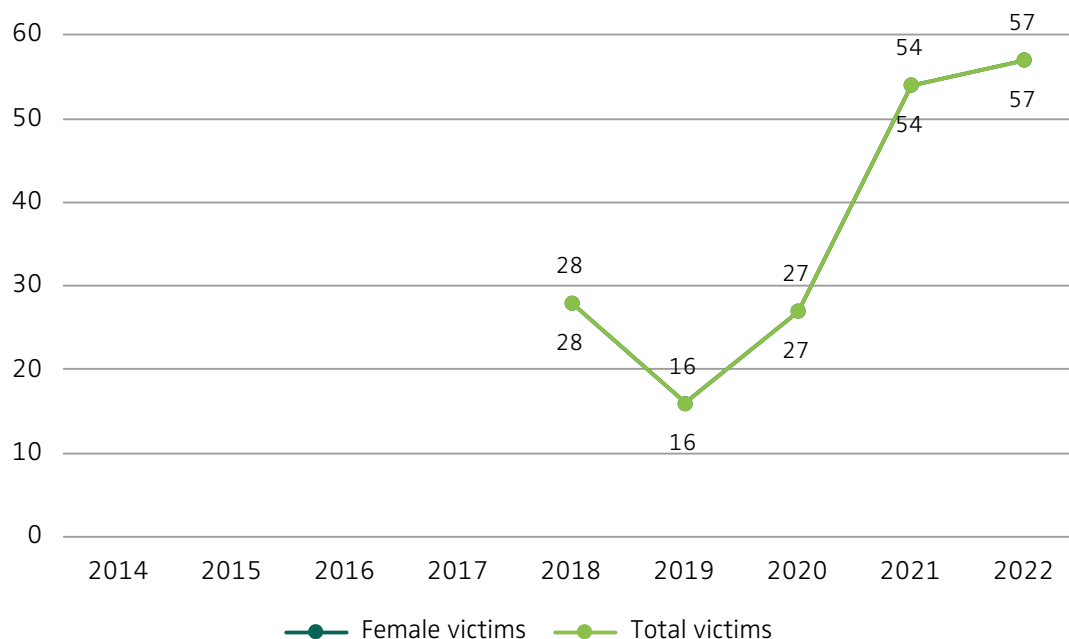
Figure 4.4. Annual numbers of female and total victims of rape in any relationship in Croatia, 2014–2022

NB: The principal offence rule was not used to count the number of victims. Victims of multiple offences are counted as two or more persons.

Source: Data is based on the annual statistical reports of the Ministry of the Interior.

Cyprus also introduced a consent-based definition of rape in 2020. The annual number of victims of rape more than doubled from 2020 to 2022, suggesting that **the introduction of a consent-based definition might have encouraged more victims to report their experiences.** However, the outbreak of the COVID-19 pandemic probably significantly affected the data in those years. Nonetheless, the numbers remained stable from 2021 to 2022, only showing a slight increase, possibly indicating that the legal change may have indeed encouraged victims to report (Figure 4.5).

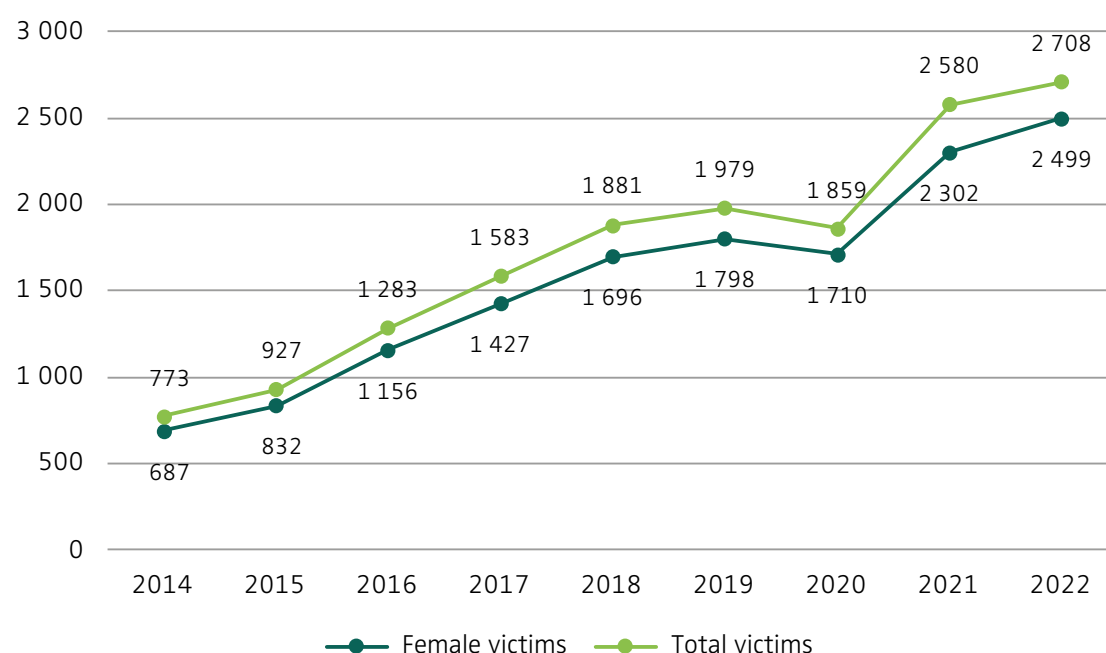
Figure 4.5. Annual numbers of female and total victims of rape in any relationship in Cyprus, 2018–2022



NB: The principal offence rule was used to count the number of victims. Details are not available as to whether the police count victims of multiple (serial) offences as one person or as two or more persons.

Source: Publicly available data published by Cyprus Police.

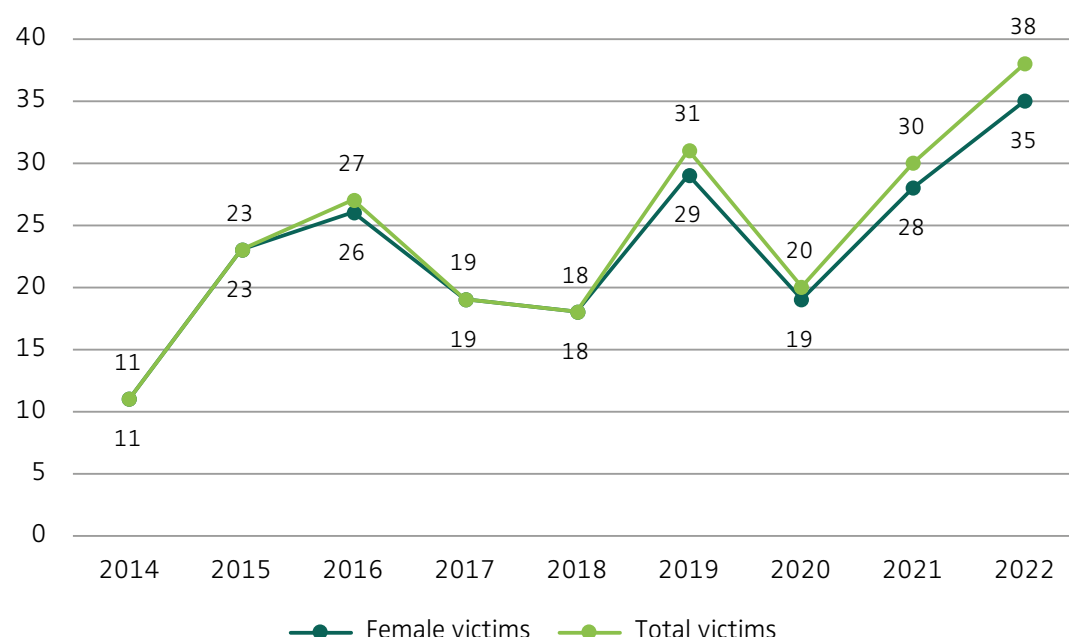
Similarly, in Denmark, a consent-based definition of rape was introduced in 2020. A significant increase in reported cases followed the legal reform. From 2020 to 2022, the numbers of female and total victims rose by 46 % (Figure 4.6). This increase in 2021 and 2022 indicates that, while the COVID-19 pandemic may have influenced reporting behaviour, the change in law probably played a significant role in boosting victim confidence and enhancing legal recognition.

Figure 4.6. Annual numbers of female and total victims of rape in any relationship in Denmark, 2014–2022

NB: The principal offence rule was not used to count the number of victims. Victims of multiple (serial) offences are counted as two or more persons. The data covers Denmark except Greenland and the Faroe Islands.

Source: Statistics Denmark.

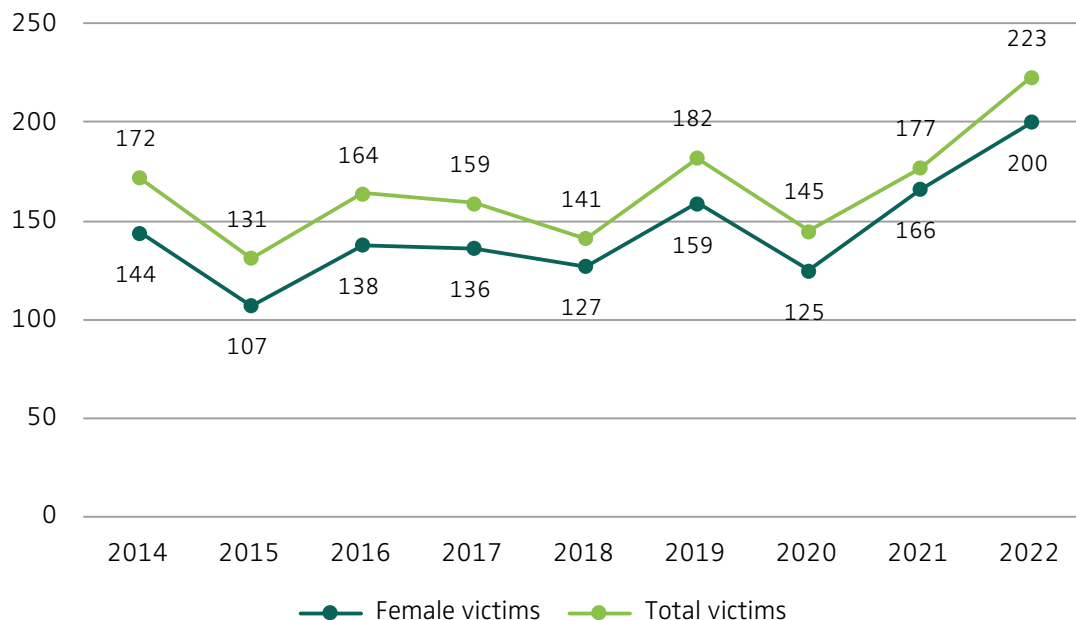
Since the adoption of a consent-based definition in Malta in 2021, there has been a slight increase in the annual numbers of reported female victims of rape and total victims of rape in any relationship, with increases of 25 % and 27 %, respectively. While the numbers are relatively small, they may indicate a potential shift in reporting behaviour (Figure 4.7).

Figure 4.7. Annual numbers of female and total victims of rape in any relationship in Malta, 2014–2022

Source: Eurostat (crim_hom_soff).

In Slovenia, following the legal reform introducing a consent-based definition of rape in 2021, the annual numbers of female and total victims of rape in any relationship saw an increase of 20 % and 26 %, respectively, between 2021 and 2022 (Figure 4.8). This suggests an encouraging trend that victims may feel more empowered to report rape.

Figure 4.8. Annual numbers of female and total victims of rape in any relationship in Slovenia, 2014–2022



NB: The principal offence rule was not used to count the number of victims. Victims of multiple (serial) offences are counted as two or more persons.

Source: Slovenian National Police Force database of criminal offences.

The findings suggest a common trend across multiple Member States, where the introduction of a consent-based definition of rape correlates with an increase in reported cases. In Ireland, reporting rose significantly after the reform, indicating a strong link between legal changes and victim confidence. Similar patterns emerged in Croatia, where initial declines – potentially due to adjustment periods or the COVID-19 pandemic – were followed by sharp increases. Denmark, Cyprus, Malta and Slovenia also saw rising numbers, suggesting that legal reforms may have encouraged more victims to come forward. While external factors such as the COVID-19 pandemic are likely to have influenced reporting behaviour, the data overall indicates that consent-based definitions of rape may play a crucial role in improving legal recognition and empowering victims to report. A study by the Swedish National Council for Crime Prevention records an increase in both rape reporting, especially of cases of rape defined by a lack of consent, and number of convictions since the 2018 legislative amendment, which introduced a consent-based definition of rape and the new offence of negligent rape, but the study maintains that these increases should also be understood in the context of long-term trends in reporting increases (Holmberg, 2025). Further research, data and analysis are needed to determine the validity of this correlation and to assess whether a genuine causal link can be established.

4.3.2. Overview of the data

Table 4.3 presents the data on victims and/or offences of rape in each Member State. Full data on victims or offences of rape from previous years can be found in the individual country profiles.

Table 4.3. Latest available data on victims and offences of rape (indicator 8)

 Austria Population in 2022: 8 978 929	1 951 female victims of rape were recorded by police in 2022. During the year, 91 % of victims of rape recorded by police were women (1 951 out of 2 142). Source: Eurostat.
 Belgium Population in 2022: 11 617 623	4 302 victims of rape were recorded by police in 2022. In the same year, police recorded 128 victims of rape by domestic perpetrators and 80 victims of rape by intimate partners. NB: The principal offence rule was not used to count the number of offences. Police count multiple (serial) offences that occur between a victim and perpetrator in the same year as one offence. Police count offences committed by more than one person as one offence. Source: National General Database (police database).
 Bulgaria Population in 2022: 6 482 484	96 female victims of rape were recorded by police in 2022. In Bulgaria, only female victims of rape are recorded by police. NB: The principal offence rule was used to count the number of victims. Victims of multiple (serial) offences are counted as two or more persons. Source: Ministry of Interior.
 Croatia Population in 2022: 3 862 305	467 female victims of rape were recorded by police in 2022. During the year, 95 % of victims of rape recorded by police were women (467 out of 493). NB: The principal offence rule was not used to count the number of victims. Victims of multiple (serial) offences are counted as two or more persons. Source: Annual reports by the Ombudsperson for Gender Equality.
 Cyprus Population in 2022: 904 705	57 female victims of rape were recorded by police in 2022. In Cyprus, only female victims of rape are recorded by police. NB: The principal offence rule was used to count the number of victims. Details are not available as to whether the police count victims of multiple (serial) offences as one person or as two or more persons. Source: Cyprus Police.
 Czechia Population in 2023: 10 827 529	481 female victims of rape were recorded by police in 2023. During the year, 89 % of rape victims recorded were women (481 out of 539). 132 female victims of domestic rape were recorded by police in 2023. During the year, 94 % of domestic rape victims recorded were women (132 out of 141). 52 female victims of intimate partner rape were recorded by police in 2023. During the year, 100 % of intimate partner rape victims recorded were women (52 out of 52). NB: The principal offence rule was used to count the number of victims. Victims of multiple offences are counted as one person. Source: Crime statistics from the Police of the Czech Republic.
 Denmark Population in 2022: 5 873 420	2 499 female victims of rape were recorded by police in 2022. During the year, 92 % of rape victims recorded were women (2 499 out of 2 708). NB: The principal offence rule was not used to count the number of victims. Victims of multiple offences are counted as two or more persons. Source: Statistics Denmark.
 Estonia Population in 2022: 1 331 796	37 victims of rape were recorded by police in 2022. NB: The principal offence rule was not used to count the number of victims. Victims of multiple offences are counted as two or more persons. Source: The data was shared by the Ministry of the Interior and refers to domestic violence information sheets completed by the police.

4. Rape and sexual violence

 Finland Population in 2022: 5 548 241	1 737 female victims of rape were recorded by police in 2022. During the year, 96 % of rape victims recorded were women (1 737 out of 1 807). 176 female victims of domestic rape were recorded by police in 2022. During the year, 99 % of domestic rape victims recorded were women (176 out of 177). 131 female victims of intimate partner rape were recorded by police in 2022. During the year, 100 % of intimate partner rape victims recorded were women (131 out of 131). NB: The principal offence rule was not used to count the number of victims. Victims of multiple (serial) offences are counted as two or more persons. Source: PATJA and Statistics Finland registers.
 France Population in 2021: 67 728 568	19 028 female victims of rape were recorded by police in 2021. During the year, 93 % of rape victims recorded were women (19 028 out of 20 467). 7 173 female victims of domestic rape were recorded by police in 2021. During the year, 97 % of domestic rape victims recorded were women (7 173 out of 7 397). 6 558 female victims of intimate partner rape were recorded by police in 2021. During the year, 98 % of intimate partner rape victims recorded were women (6 558 out of 6 670). NB: The principal offence rule was not used to count the number of victims. Victims of multiple offences are counted as one person. Source: Police and Gendarmerie administrative data.
 Germany Population in 2022: 83 237 124	11 888 female victims of rape were recorded by police in 2022. During the year, 93 % of rape victims recorded were women (11 888 out of 12 744). 3 063 female victims of domestic rape were recorded by police in 2022. During the year, 97 % of domestic rape victims recorded were women (3 063 out of 3 146). 2 808 female victims of intimate partner rape were recorded by police in 2022. During the year, 98 % of intimate partner rape victims recorded were women (2 808 out of 2 852). NB: People victimised more than once within a year can appear several times in the data. The data includes victims of intimate partner violence (excluding ex-partners and non-married partners). Source: Police crime statistics.
 Greece Population in 2022: 10 459 782	303 female victims of rape were recorded by police in 2022. During the year, 91 % of rape victims recorded were women (303 out of 334). 84 female victims of domestic rape were recorded by police in 2022. During the year, 97 % of domestic rape victims recorded were women (84 out of 87). 74 female victims of intimate partner rape were recorded by police in 2022. NB: The principal offence rule was not used to count the number of victims. Victims of multiple (serial) offences are counted as one person. Source: Data was extracted from 'signal reports' retrieved from the Hellenic Police's domestic violence application.
 Hungary Population in 2022: 9 610 403	435 female victims of rape were recorded by police in 2022. During the year, 79 % of rape victims recorded were women (435 out of 553). 167 female victims of domestic rape were recorded by police in 2022. During the year, 87 % of domestic rape victims recorded were women (167 out of 193). 61 female victims of intimate partner rape were recorded by police in 2022. During the year, 100 % of intimate partner rape victims recorded were women (61 out of 61). NB: The principal offence rule was not used to count the number of victims. Victims of multiple offences are counted as two or more persons. Source: The data was shared by the Hungarian Central Statistical Office and retrieved from the ENyÜBS database.
 Ireland Population in 2022: 5 154 277	880 female victims of rape were recorded by police in 2022. During the year, 92 % of rape victims recorded were women (880 out of 954). 281 female victims of domestic rape were recorded by police in 2022. During the year, 91 % of domestic rape victims recorded were women (281 out of 310). 209 female victims of intimate partner rape were recorded by police in 2022. During the year, 99 % of intimate partner rape victims recorded were women (209 out of 211). NB: Data refers to crime 'incidents'. The principal offence rule is used to count crime in Ireland. For statistical crime-counting purposes, only a single crime is counted where there are multiple incidents of a crime committed against a victim by the same perpetrator. Source: PULSE, the administrative crime database of An Garda Síochána (the national police service).

 Latvia Population in 2022: 1 875 757	157 female victims of rape were recorded by police in 2022. During the year, 93 % of rape victims recorded were women (157 out of 168). 34 female victims of domestic rape were recorded by police in 2022. During the year, 83 % of domestic rape victims recorded were women (34 out of 41). 10 female victims of intimate partner rape were recorded by police in 2022. During the year, 100 % of intimate partner rape victims recorded were women (10 out of 10). NB: The principal offence rule was not used to count the number of victims. Victims of multiple (serial) offences are counted as one person. Source: Data shared by the Central Bureau of Statistics and retrieved from the Ministry of the Interior.
 Lithuania Population in 2022: 2 805 998	59 female victims of rape were recorded by police in 2022. In the same year, 12 victims of domestic rape were recorded by police, and 6 victims of intimate partner rape were recorded by police. NB: The principal offence rule was not used to count the number of victims. The police count victims of multiple (serial) offences as one person. Source: Ministry of the Interior.
 Luxembourg Population in 2022: 645 397	22 female victims in cases involving rape (*) were recorded by police in 2022. During the year, 67 % of victims in cases involving rape recorded by police were women (22 out of 33). 9 female victims in cases involving domestic rape (*) were recorded by police in 2022. During the year, 82 % of victims in cases involving domestic rape were women (9 out of 11). (*) Due to the nature of the statistical systems in Luxembourg, 'victims in cases involving domestic violence' means all victims recorded in a case that, among other offences, included domestic violence. Therefore, not all victims were necessarily victims of domestic violence; however, as the exact number cannot be established, all victims identified in a case involving domestic violence are counted. Similarly, 'victims who include females' means that, among all victims in a case, at least one female was identified and, while the case was recorded as being against a female victim, not all victims in the case were necessarily female. NB: The principal offence rule was not used to count the number of victims. Victims are counted based on number of cases, not offences. If multiple offences are treated in one case, the victim is counted only once. However, if a person is the victim of multiple offences and these offences are treated in multiple cases, the victim will be counted multiple times. Source: Data retrieved from a police application called <i>informations policières</i>.
 Malta Population in 2022: 520 174	35 female victims of rape were recorded by police in 2022. 92 % of victims of rape recorded by police in 2022 were women (35 out of 38). Source: Eurostat.
 Poland Population in 2022: 36 889 761	585 female victims of rape were recorded by police in 2022. 95 % of victims of rape recorded by police in 2022 were women (585 out of 615). NB: Details on counting rules used are not available. Source: Data from the police electronic reporting system.
 Portugal Population in 2022: 10 421 117	250 female victims of rape were recorded by police in 2022. 92 % of victims of rape recorded by police in 2022 were women (250 out of 272). NB: The principal offence rule was used to count the number of victims. Victims of multiple (serial) offences are counted as two or more persons. Source: Directorate-General for Justice Policy.

4. Rape and sexual violence

 Romania Population in 2022: 19 042 455	1 014 female victims of rape were recorded by police in 2022. During the year, 94 % of rape victims recorded were women (1 014 out of 1 080). 516 female victims of domestic rape were recorded by police in 2022. During the year, 95 % of domestic rape victims recorded were women (516 out of 546). 287 female victims of intimate partner rape were recorded by police in 2022. NB: The principal offence rule was used to count the number of victims. If there are two or more offences included in the same file, statistically, the victim is counted only once, with the gravest/harshesht offence the one counted. If two or more offences are included in two or more separate files, statistically, the victim for counted once, in each file, with the gravest/harshesht offence the one counted. Source: General Inspectorate of the Romanian Police (for data on domestic rape and any rape); Eurostat (for data on intimate partner rape).
 Slovenia Population in 2022: 2 107 180	200 female victims of rape were recorded by police in 2022. During the year, 90 % of rape victims recorded were women (200 out of 223). 79 female victims of domestic rape were recorded by police in 2022. During the year, 87 % of domestic rape victims recorded were women (79 out of 91). 28 female victims of intimate partner rape were recorded by police in 2022. During the year, 97 % of intimate partner rape victims recorded were women (28 out of 29). NB: The principal offence rule was not used to count the number of victims. Victims of multiple (serial) offences are counted as two or more persons. Source: Police database of criminal offences.
 Spain Population in 2022: 47 486 843	2 384 female victims of rape were recorded by police in 2022. During the year, 90 % of rape victims recorded were women (2 384 out of 2 641). 489 female victims of domestic rape were recorded by police in 2022. During the year, 96 % of domestic rape victims recorded were women (489 out of 507). 379 female victims of intimate partner rape were recorded by police in 2022. During the year, 99 % of intimate partner rape victims recorded were women (379 out of 384). NB: The principal offence rule was not used to count the number of offences. Police count victims of multiple (serial) offences in the same year as two or more persons. Source: Data was shared by the Ministry of the Interior and retrieved from the Sistema Estadístico de Criminalidad.
 Sweden Population in 2022: 10 452 326	4 988 offences of rape against women were recorded by police in 2022. During the year, 94 % of offences of rape recorded were against women (4 988 out of 5 288). 1 823 offences of domestic rape against women were recorded by police in 2022. During the year, 96 % of offences of domestic rape recorded were against women (1 823 out of 1 892). 1 719 offences of intimate partner rape against women were recorded by police in 2022. During the year, 97 % of offences of intimate partner rape recorded were against women (1 719 out of 1 772). NB: The data includes offences of intimate partner violence. The principal offence rule was not used to count the number of offences. Police count multiple (serial) offences that occur between a victim and a perpetrator in the same year as two or more offences. Police count offences committed by more than one person as one offence. Source: Swedish National Council for Crime Prevention.

5. Femicide: killings of women in the European Union

Femicide is ‘the killing of a woman or girl because of her gender’ (EIGE, 2023c), and the term and its use highlight the gendered nature of these killings and the dynamics of unequal power structures and control.

Femicide is the most severe manifestation of gender-based violence. EIGE has conducted extensive research on femicide, which has highlighted the lack of standardised definitions and classifications (EIGE, n.d.-d). EIGE (2021b) proposed a statistical classification system for measuring femicide, defining the contexts, indicators and variables required for the systematic identification of gender-related killings, and conducted a feasibility assessment (EIGE, 2022b). EIGE’s femicide classification framework distinguishes between killings committed by intimate partners and family members, on the one hand, and other forms of femicide, which are less common, on the other (EIGE, 2021a). Other forms of femicide include, for example, sexual femicide and killings of women in prostitution. At the international level, various organisations have also developed categories to try to capture the complex and multifaceted nature of femicide.

This chapter is limited to data collected for indicator 9 on the annual numbers of female and total victims of intimate partner, domestic and any form of femicide and intentional homicide, as recorded by the police.

5.1. Legal definitions of femicide in the European Union

The Istanbul Convention, ratified by the European Union in 2023, requires states to collect, analyse and disseminate disaggregated data on violence against women (Council of Europe, 2011a). Furthermore, Directive (EU) 2024/1385 on combating violence against women and domestic violence, adopted in May 2024, establishes under Article 44 that Member States are to collect data on violence against women, including the number of victims killed due to it, and adhere to common standards on counting units, counting rules and the classification of criminal offences.

In recent years, action has been taken in some Member States to define and/or measure femicide. Spain was the first Member State to establish a femicide classification system, in 2021 ⁽²⁵⁾. In Cyprus, amendments in 2022 to the 2021 law on violence against women led to the legal recognition of femicide as a crime distinct from homicide and as a form of violence against women (Pavlou et al., 2022). In Malta, a legal definition of femicide was introduced through amendments to the criminal code in 2022 (Parliament of Malta, 2022). In Belgium, the parliament adopted the #StopFemicide Law in 2023, requiring the production of official femicide statistics, annual reports and biannual recommendations for policymakers (Institute for the Equality of Women and Men, 2023). In Croatia, femicide is recognised as a specific criminal offence following an amendment to the criminal code in 2024 (Croatian Parliament, 2024, Art. 111a). In Italy, the draft law No 1433 introducing femicide as a specific offence in the Italian criminal code (in Art. 577-bis) was approved unanimously by the Senate on 23 July 2025 and is now pending before the Chamber of Deputies (Senato della Repubblica, 2025).

In other Member States, femicides are classified under the crime of homicide; however, some aggravating factors can capture the gendered nature of the killing, though not to the full extent (European Commission: Directorate-General for Justice and Consumers, 2021).

⁽²⁵⁾ For more information, please see the Spanish Government Delegation against Gender-based Violence web page on ‘Femicides’.

In summary, the current situation in the EU is still very fragmented and at the early stage of development, despite good progress made in some Member States.

5.2. Availability and comparability of data

During EIGE's data collection exercise, most Member States shared data on victims of homicide committed by an intimate partner and/or a domestic perpetrator (Figure 5.1):

- **19 out of 27** Member States shared data relating to victims of **intimate partner homicide** ⁽²⁶⁾;
- **23 out of 27** Member States shared data on victims of **homicide by a domestic perpetrator** ⁽²⁷⁾.

Figure 5.1. Numbers of Member States that shared data relating to victims and/or offences of homicide, by type of homicide and sex of the victim



Source: EIGE 2023-2024 data collection.

Even where Member States have shared data that aligns with EIGE's indicator requirements, this data should not be compared with data shared by other Member States due to differences regarding the counting rules used across the EU, data collection procedures, the age ranges of victims considered and the criminal offences included in the data. Additional information on these differences and further details on the factors that impact the overall accuracy of the data and the comparability of data over time can be found in the methodological report.

5.3. Number and proportion of women victims of homicide

In 2022, police in 22 Member States recorded a total of **1 231 women victims of homicide** ⁽²⁸⁾. During the same year, police in 18 Member States documented **678 women victims of domestic homicide** ⁽²⁹⁾. Additionally, police in 17 Member States recorded **484 women victims of intimate partner homicide** ⁽³⁰⁾. Depending on the Member State considered, the data includes victims of intentional and/or non-intentional homicide (Figure 5.2).

⁽²⁶⁾ BE, CZ, DE, IE, EL, ES, FR, HR, IT, LV, LT, HU, MT, NL, PT, RO, SI, FI, SE.

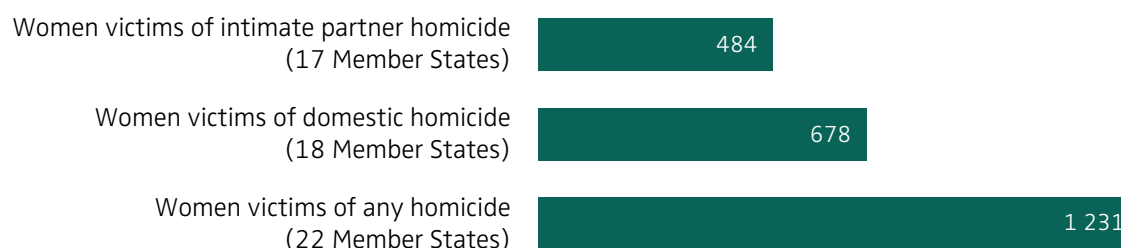
⁽²⁷⁾ BE, BG, CZ, DE, IE, EL, ES, FR, HR, IT, CY, LV, LT, LU, HU, MT, NL, AT, PT, RO, SI, FI, SE.

⁽²⁸⁾ BG, CZ, DK, DE, IE, EL, ES, HR, IT, CY, LV, LT, LU, HU, MT, NL, AT, PL, RO, SI, FI, SE.

⁽²⁹⁾ CZ, DE, IE, EL, ES, HR, IT, LV, LT, LU, HU, MT, NL, AT, PT, RO, SI, FI.

⁽³⁰⁾ CZ, DE, IE, EL, ES, FR, HR, IT, LV, LT, HU, MT, NL, PT, SI, FI, SE.

Figure 5.2. Numbers of recorded women victims of intimate partner homicide (in 17 Member States), domestic homicide (in 18 Member States) and any homicide (in 22 Member States), 2022

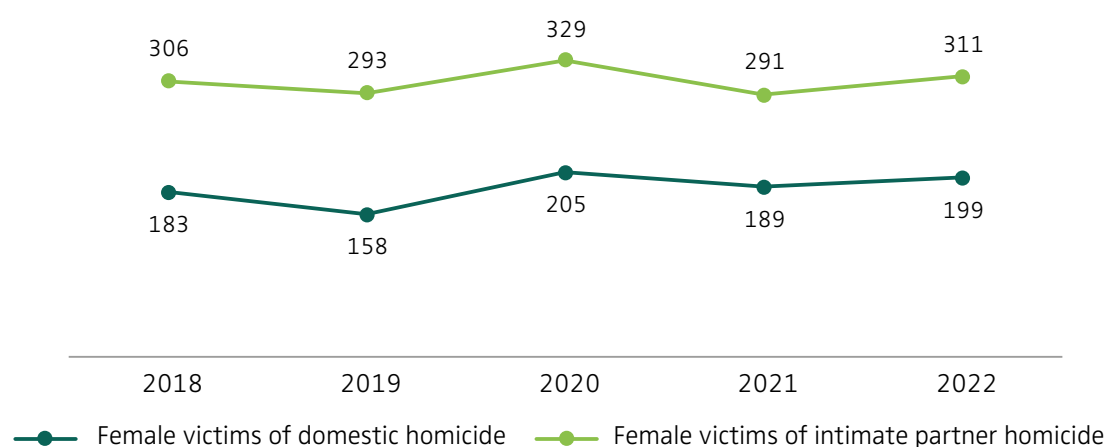


Source: EIGE 2023-2024 data collection.

Across the EU, multiple Member States have begun recording femicide data; however, there is considerable variation in how intimate partner femicide and domestic femicide are differentiated, the time periods covered and the consistency of data-recording practices across different Member States.

Therefore, only data from the **11 Member States** that provided relationship and sex-disaggregated data for each year was considered comparable, and it shows that, between 2018 and 2022, police recorded 1 530 women victims of intimate partner homicide ⁽³¹⁾. During this same period, 934 women were killed by domestic perpetrators in these 11 Member States. Figure 5.3 presents the numbers of women killed by intimate partners and domestic perpetrators, as recorded by police in the EU between 2018 and 2022.

Figure 5.3. Number of female victims of intimate partner homicide and domestic homicide recorded by police in 11 Member States, 2018–2022



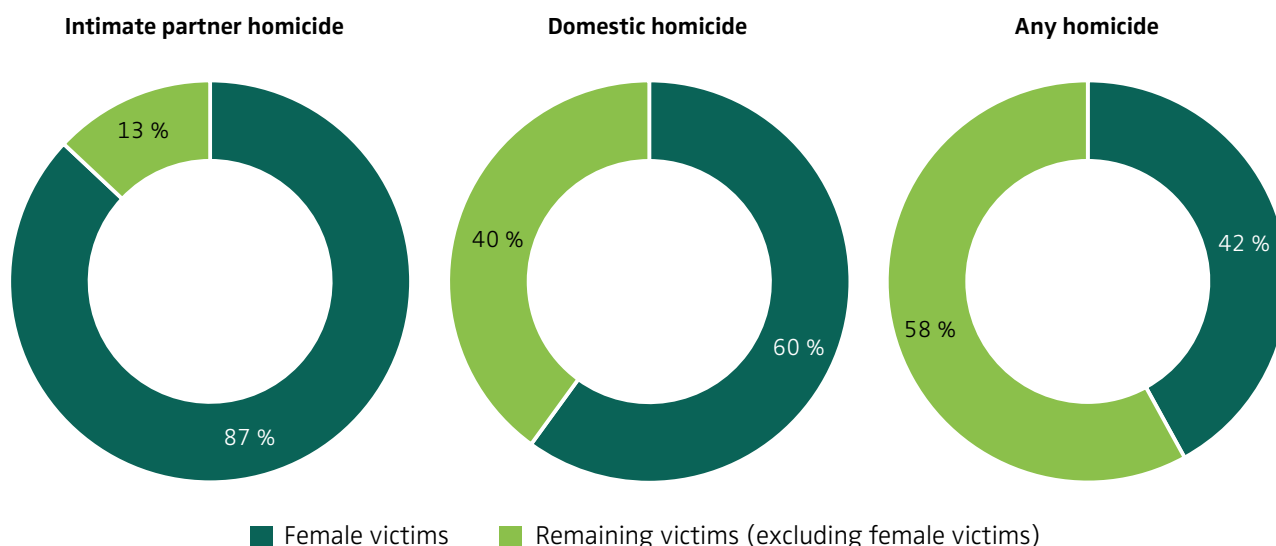
Source: EIGE 2023-2024 data collection.

EIGE's findings show that women are disproportionately represented among victims of homicide committed by intimate partners and domestic perpetrators. Conversely, women are less frequently represented among victims of homicide committed by any perpetrator outside the context of intimate partner and domestic homicides.

Figure 5.4 presents the average proportions of women and remaining victims of intimate partner homicide, domestic homicide and any homicide, based on the data from 12 Member States in 2022.

⁽³¹⁾ DE, ES, HR, IT, LV, LT, MT, NL, PT, SI, FI.

Figure 5.4. Average proportions of women victims of homicide in 12 Member States (2022)



Source: EIGE 2023-2024 data collection.

Women are disproportionately affected by the most extreme forms of violence, particularly those committed by individuals closest to them, such as intimate partners or family members. This is evident in the statistics from 12 Member States, where women represented 87 % of victims of intimate partner homicide and 60 % of victims of domestic homicide in 2022 ⁽³²⁾. However, women constituted less than half (42 %) of victims of any homicide recorded by police in these Member States during the same year. Despite numerous calls for action at the international and EU levels, femicide still remains under-reported and misclassified (EIGE, 2021a; OHCHR, n.d.; Weil et al., 2018). The collection of national-level administrative data on femicide is necessary to understand the scale of this phenomenon in the Member States (EIGE, 2021c). Without specific data on femicide, these crimes can be obscured within broader homicide statistics.

To address this issue effectively, it is essential to collect administrative data disaggregated by the sex of both the victim and the perpetrator and by their relationship. To further improve accurate recognition, identification and recording of femicides, further descriptive data on victims, perpetrators and the relationship between these individuals should be collected. This includes age, race and ethnicity, marital status, migration status, history of violence, substance use, employment status, presence of children and other relevant factors linked to risk (EIGE, 2021a). Such detailed data collection would help to uncover the true extent of gender-based violence and ensure that the targeted killing of women is not hidden under general crime statistics – as is demonstrated by the system used in Spain, a leading Member State in such data collection (see the country case study for Spain). Moreover, detailed data collection would allow researchers and policymakers to reconstruct the history leading to each femicide. This in turn would support policymakers in identifying victims most at risk of femicide and developing targeted laws and policies that support potential victims before they are killed, including through improving risk identification, assessment and management practices – and ensuring that perpetrators of femicide are held accountable.

⁽³²⁾ CZ, DE, IE, EL, ES, IT, LV, LT, HU, MT, SI, FI.

Country case study

In Spain, the Government Delegation against Gender-Based Violence established a femicide classification system in 2021 (Government Delegation against Gender-Based Violence, 2022). Spain became the first Member State to officially measure and disseminate data on the prevalence of different forms of femicide.

Spain's femicide classification system distinguishes between **five forms of femicide**: intimate partner femicide (the murder of a woman by a current or former partner (as defined by Organic Law 1/2004)); family femicide (the murder of a woman by a male family member, including so-called honour killings); sexual femicide (murder linked to sexual violence, such as trafficking or female genital mutilation); social femicide (murder after a non-sexual assault by a non-family, non-partnered man (e.g. stranger, colleague, neighbour)); and vicarious femicide (murder of a woman as a tool to harm another woman) (Government Delegation against Gender-Based Violence, 2022).

In cases of intimate partner femicide, the Spanish data collection process begins when the police notify the Violence against Women Unit, which informs the Government Delegation against Gender-based Violence, and all the necessary data is collected. This includes data on the location of the murder, the socio-demographic characteristics of the victim and the perpetrator (age, country of birth), whether they were a couple or former couple, whether they lived together and whether they had children together. It is also recorded whether there were previous reports of gender-based violence or other institutional evidence of violence (e.g. a medical report, complaints from neighbours) and whether protective measures (e.g. a restraining order) were in place.

The Government Delegation against Gender-Based Violence regularly publishes data on the number of femicide victims killed by male intimate partners or ex-partners ⁽³³⁾. Between 2003 and 2024, 1 295 women victims of intimate partner femicide were recorded by police. Looking at the other forms of femicide, between 2022 and 2024, Spain recorded 43 family femicides, 9 sexual femicides, 19 social femicides and 1 vicarious femicide ⁽³⁴⁾. Data is available also on the killing of minors in cases of gender-based violence against their mothers, **with a total of 62 minors killed** between 2013 and 2024 (all data is as of 30 December 2024) ⁽³⁵⁾.

In the absence of official data on femicide, grassroots initiatives have also been developed in Member States to measure and memorialise the killing of women due to gender-based violence.

Country case study

In Belgium, official statistics are not available on the number of women victims of intimate partner homicide or domestic homicide. However, since 2017, the Stop Femicide blog has calculated the number of women killed annually, based on data retrieved from news sources (Stop Femicide, n.d.).

⁽³³⁾ For more information, please see the 'Statistics, surveys, studies and research' web page on the Government Delegation against Gender-Based Violence website.

⁽³⁴⁾ For more information, please see the 'Records of other femicides' web page on the Government Delegation against Gender-Based Violence website.

⁽³⁵⁾ For more information, please see the 'Minors among fatal victims' web page on the Government Delegation against Gender-Based Violence website.

5. Femicide: killings of women in the European Union

According to the blog, between 2017 and 2023, 211 women were killed in Belgium, often by current or former intimate partners. To combat this issue, Belgium's #StopFemicide Law acknowledges that the phenomenon is a distinct form of homicide and aims to publish official statistics that identify the causes of femicide and the typical relationships between victims and the perpetrators (Leroy, 2023).

Similar initiatives have also been identified in other Member States to assess the scale of femicide in the absence of administrative data and to promote community awareness of the problem of femicide.

Country case study

In Bulgaria, official statistics on the relationships between women victims of homicide and their perpetrators are not available.

As part of the project 'Mapping the murders of women in Bulgaria', the Bulgarian Helsinki Committee compiled and analysed femicide data based on the records of 28 district courts in the Member State (Spasena.org, n.d.). Data published on the project's case-law database shows that, between 2012 and 2017, there were at least 102 convictions for the intentional killing of women by men in district courts (Spasena.org, n.d.).

Findings from the project also show that almost all perpetrators of femicide know their victims (95 %). In 70 % of cases, victims and perpetrators were in a close relationship, and in 44 % of cases, victims and perpetrators were former or current partners.

6. Domestic violence in the European Union

6.1. Conceptualising domestic violence

To compensate for the lack of disaggregated data on intimate partner violence in the EU, EIGE's data collection also included data on domestic violence, to account for variations in national legal approaches. Collecting data on domestic violence also aligns with EIGE's future data collection exercise in line with Article 44 of Directive (EU) 2024/1385 on combating violence against women and domestic violence.

Unlike in the case of intimate partner violence, specific legislation on domestic violence exists in most Member States ⁽³⁶⁾. In the Member States that have no specific legislation on intimate partner violence or domestic violence ⁽³⁷⁾, domestic violence is addressed through general provisions of the criminal code that criminalise various offences regardless of the relationship between the perpetrator and the victim; however, in some Member States ⁽³⁸⁾ the relationship between victim and perpetrator is considered an aggravating factor of the general offence. See Annex 2 for a full list of legal provisions that address intimate partner violence and domestic violence in each Member State.

As is the case for intimate partner violence, legal definitions of domestic violence can vary significantly regarding the forms of violence they include. Physical and sexual violence in domestic relationships are criminalised in all Member States. Psychological violence is recognised in the majority of Member States under general criminal offences ⁽³⁹⁾, but only in 13 Member States ⁽⁴⁰⁾ under domestic violence legislation (EIGE, 2022a). Economic violence is the least recognised form of domestic violence, with only nine Member States ⁽⁴¹⁾ that criminalise economic violence under domestic violence legislation, although in other Member States offences against property can often be applied to cases of intimate partner and domestic violence (EIGE, 2023b).

6.2. Victims and offences of domestic violence

Comprehensive and reliable data on domestic violence is essential for understanding its prevalence and impact across the EU and to shape effective policies and interventions. This section presents data on victims and offences of domestic violence. Despite progress in data sharing, challenges remain in availability and alignment with EIGE's indicator requirements.

Box 13. Child victims of intimate partner violence

The 2011 Istanbul Convention recognises children witnessing domestic violence as victims (see Art. 26). The EU Victims' Rights Directive also considers children witnessing violence as victims eligible for protection. EU-GBV Survey results demonstrate the high prevalence of children witnessing or being directly victimised by domestic violence:

- according to the EU-GBV Survey, **one in three women** in the EU witnessed physical or psychological violence between their parents during childhood (Eurostat (gbv_ch_vbp));

⁽³⁶⁾ BG, CZ, EE, IE, EL, HR, IT, CY, LT, HU, MT, PL, PT, RO, SI, SK.

⁽³⁷⁾ BE, DK, DE, FR, LV, LU, NL, AT, FI.

⁽³⁸⁾ BE, DK, FR, LV, LU.

⁽³⁹⁾ BE, BG, CZ, DK, DE, EE, IE, HR, IT, LV, LT, HU, NL, AT, PT, RO, SI, SK, FI, SE.

⁽⁴⁰⁾ BE, BG, EL, ES, HR, CY, LT, LU, MT, PL, PT, RO, SK.

⁽⁴¹⁾ BE, BG, HR, LT, HU, MT, RO, SI, SK.

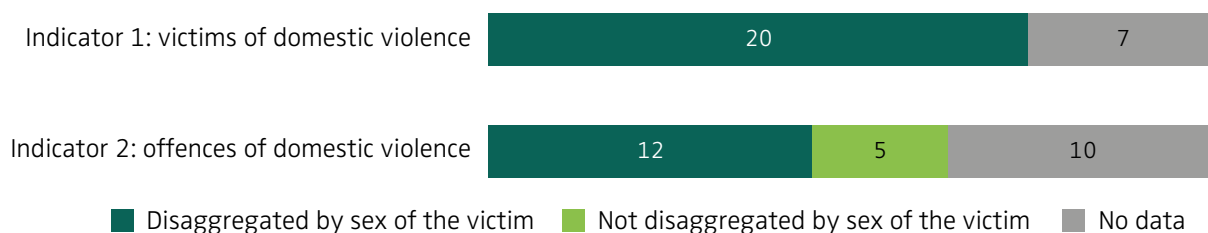
- **almost 80 %** of women who have experienced repeated intimate partner violence think that their children have witnessed violence by the perpetrator (FRA, EIGE, forthcoming);
- **almost 50 %** of women victims have had their children abused by their violent partners (FRA, EIGE, forthcoming).

This highlights the importance of not only recording the age category of the victim in administrative data but also including the children affected by the violence in the total count of domestic violence or intimate partner violence victims.

6.2.1. Availability and comparability of data

During EIGE's 2023–2024 data collection exercise, **20 out of 27** Member States shared data relating to **victims** of domestic violence ⁽⁴²⁾. Slightly fewer Member States shared data relating to **offences** of domestic violence (17 out of 27) ⁽⁴³⁾. Figure 6.1 provides an overview of the availability of data on victims and offences of domestic violence in the EU.

Figure 6.1. Numbers of Member States that shared data relating to victims and/or offences of domestic violence, by sex of the victim



NB: Not all Member States shared data that is comparable with EIGE's indicator requirements. For further details on data comparability, see the methodological report accompanying this report.

Source: EIGE 2023–2024 data collection.

6.2.2. Numbers of victims and offences of domestic violence

6.2.2.1. Key findings and analysis

Women constitute most victims of domestic violence

As illustrated in previous sections, women represent an average of 85 % of victims of intimate partner violence recorded by police, based on data from 12 Member States in 2022 (Figure 6.2, left panel) ⁽⁴⁴⁾. In the same year, women were also disproportionately represented among recorded victims of domestic violence, based on data from 20 Member States (Figure 6.2, middle panel) ⁽⁴⁵⁾. This disproportionate representation highlights systemic issues related to gender inequality and societal norms that perpetuate violence against women.

⁽⁴²⁾ BG, CZ, DE, EE, IE, EL, ES, FR, HR, CY, LV, LT, LU, HU, MT, PL, PT, RO, SI, FI.

⁽⁴³⁾ BE, BG, CZ, EE, IE, EL, FR, HR, LV, LT, LU, MT, PT, RO, SI, FI, SE.

⁽⁴⁴⁾ CZ, DE, IE, ES, FR, LV, LT, HU, MT, PT, SI, FI.

⁽⁴⁵⁾ BG, CZ, DE, EE, IE, EL, ES, FR, HR, CY, LV, LT, LU, HU, MT, PL, PT, RO, SI, FI.

Figure 6.2. Average proportion of women and total victims of intimate partner violence (in 12 Member States), domestic violence (in 20 Member States) and violence by any perpetrator (in 12 Member States), as recorded by police, 2022



Source: EIGE data collection 2023-2024.

Box 14. Childhood experiences of violence

Although the age data of domestic violence victims was not collected, the recent EU-GBV Survey data emphasises the importance of recording age categories in the future, considering the high prevalence of domestic violence victims who experienced violence during their childhoods.

- **One in three women** had experienced **physical or psychological violence by their parents** before they were 15.
- **6.6 % of women in the EU-27 experienced sexual violence (including rape) in childhood – before they were 15** (0.7 % of respondents were under 6 years of age; 2.6 % were between 6 and 10; and 2.8 % were between 11 and 15).
- **Only 13.5 % of victims reported** this incident to an official support service.

Source: Eurostat (gbv_ch_phps, gbv_ch_age, gbv_ch_rp).

These findings underscore the importance of data collection and analysis to fully understand the scope and dynamics of domestic violence. Recognising the gendered nature of this violence allows policymakers and institutions to develop more effective strategies to prevent and respond to domestic violence, ensuring that support and protection are tailored to the needs of women victims.

Differences in the scope of domestic violence across Member States

EIGE's definition of domestic violence includes violence between family members (regardless of biological or legal ties), people sharing a domestic unit and intimate partners (regardless of whether they share a residence). However, the scope of relationships included in police data on domestic violence varies across the Member States. Some Member States only report data on violence involving family members, excluding intimate partners, while others include a wider range of relationships, such as caregiving,

guardian and dependent relationships. Consequently, the types of recorded violence classified as domestic violence can vary significantly depending on the distinction of domestic relationships across the Member States.

The COVID-19 pandemic impacted reporting on domestic violence

Crises and periods of instability, such as the COVID-19 pandemic, have been linked to rises in interpersonal violence, including violence against women and children (Peterman et al., 2020). The 2022 Flash Eurobarometer survey 'Women in times of COVID-19' found that **77 % of women in the EU perceived an increase in physical and emotional violence** during the pandemic. Administrative data collected by EIGE similarly shows fluctuations in victims, offences and perpetrators recorded by police across several Member States in this period, reflecting the pandemic's complex impact on domestic violence.

Lockdown measures intensified pre-existing abusive situations, while restrictions and remote work limited victims' access to support and opportunities to seek help, increased perpetrators' control and reduced contact with social networks that could intervene (EIGE, n.d.-b; Pedersen et al., 2023; Sacco et al., 2020; UN Women et al., 2020). Despite these challenges, the crisis highlighted the **critical importance of remote support services**, such as confidential online helplines, digital reporting platforms and remote consultations, which proved flexible, accessible and essential for reaching victims during lockdowns (Rogers et al., 2024).

The COVID-19 pandemic also spurred awareness campaigns, advocacy and improvements in data collection, emphasising the need for **preparedness and uninterrupted support** for victims of intimate partner and domestic violence in future crises.

Country case study

In April 2020, the Garda Síochána (Ireland's national police force) launched 'Operation Faoiseamh' (Resistiré Project, 2021). This project aimed to provide an enhanced level of protection to victims of domestic violence during the COVID-19 pandemic. As part of phase I, the police utilised victim liaison officer to contact victims of domestic abuse and to encourage them to report their abuse. As part of phase II, the police carried out arrests and prosecutions for offences related to breaches of court orders. As a result of this initiative, reports of domestic violence increased in Ireland by 25 % in April and May 2020 (compared with the same period in 2019) (McQuigg, 2023). In 2020, the police also made 7 600 criminal charges for crimes involving domestic abuse (Resistiré Project, 2021).

During the initial weeks of Italy's lockdown in March 2020, domestic violence calls dropped sharply, with some centres receiving no help calls at all – largely because victims lacked privacy to call when perpetrators were always present. Social workers alerted the government, prompting a swift response that included releasing funds for anti-violence services, reopening centres by way of remote interviews and setting up 24-hour phone and WhatsApp support. An awareness campaign was launched on social media and television to promote the 1522 hotline and a new mobile application offering discreet communication and geolocation for immediate police intervention. For women without phone or internet access, self-certification forms were made available at pharmacies, with plans to expand to grocery stores in remote areas without pharmacies. These combined efforts led to a 73 % increase in calls for help from mid March to the end of May 2020 compared with the same period in 2019.

In Cyprus, the number of women victims of domestic violence recorded by police nearly tripled from 933 in 2019 to 2 614 in 2022. In 2020, the Cyprus Police established special divisional units for domestic violence in all districts, which investigate all incidents of domestic violence reported to police (Cyprus Police, n.d.). The establishment of these units has supported victims in reporting their experiences of violence to law enforcement.

6.2.2.2. Overview of the data

Table 6.1 presents data on victims and offences of domestic violence in each Member State. Full data on victims and offences of domestic violence from previous years can be found in the individual country profiles.

Table 6.1. Latest available data on victims and offences of domestic violence (indicators 1 and 2)

 Belgium Population in 2022: 11 617 623	49 093 offences of domestic violence against total victims were recorded by police in 2022. NB: Data refers to all offences between people with family relationships but does not refer to other domestic (non-family) relationships. The principal offence rule was not used to count the number of offences. Police count multiple (serial) offences that occur between a victim and perpetrator in the same year as one offence. Police count offences committed by more than one person as one offence. Source: National General Database (police database).
 Bulgaria Population in 2022: 6 482 484	451 women victims of domestic violence were recorded by police in 2022. The same number of domestic violence offences against female victims were recorded in the same year. 82 % of victims of domestic violence recorded by police in 2022 were women (451 out of 550). NB: The principal offence rule was used to count the number of victims. Victims of multiple (serial) offences are counted as two or more persons. Source: Ministry of Interior.
 Croatia Population in 2022: 3 862 305	5 706 female victims of domestic violence were recorded by police in 2022. During the year, 79 % of victims of domestic violence recorded by police were women (5 706 out of 7 257). 6 205 offences of domestic violence against female victims were recorded by police in 2022. In the same year, 79 % of offences of domestic violence recorded by police were against women (6 205 out of 7 891). NB: The principal offence rule was not used to count the number of victims or offences. Victims of multiple (serial) offences are counted as two or more persons. Police count multiple offences between a victim and a perpetrator in the same year as two or more offences. Source: Annual reports by the Ombudsperson for Gender Equality.
 Cyprus Population in 2022: 904 705	2 614 female victims of domestic violence were recorded by police in 2022. 76 % of victims of domestic violence recorded by police in 2022 were women (2 614 out of 3 435). NB: The principal offence rule was used to count the number of victims. Details are not available as to whether the police count victims of multiple (serial) offences as one person or as two or more persons. Source: Cyprus Police.

6. Domestic violence in the European Union

 Czechia Population in 2023: 10 827 529	806 women victims of domestic violence were recorded by police in 2023. During the same year, 68 % of victims of domestic violence recorded by police were women (806 out of 1 182). 787 offences of domestic violence against women victims were recorded by police in 2023. Throughout the year, 73 % of offences of domestic violence recorded by police in 2023 were against women (787 out of 1 075). NB: Data excludes intimate partners. The principal offence rule was used to count the numbers of victims and offences. Victims of multiple offences are counted as one person. Police count multiple offences that occur between a victim and perpetrator in the same year as one offence. Offences by more than one person are counted as one offence. Source: Crime statistics from the Police of the Czech Republic.
 Estonia Population in 2022: 1 331 796	7 417 women victims of domestic violence were recorded by police in 2022. Overall, 77 % of victims of domestic violence recorded by police were women (7 417 out of 9 616). 11 404 offences of domestic violence against total victims were recorded by police in 2022. NB: The principal offence rule was not used to count the number of victims or offences. Victims of multiple offences are counted as two or more persons. Police count multiple offences that occur between a victim and a perpetrator in the same year as two or more offences. Offences by more than one person are counted as one offence. Source: Data was shared by the Ministry of the Interior and refers to domestic violence information sheets completed by the police.
 Finland Population in 2022: 5 548 241	8 522 women victims of domestic violence were recorded by police in 2022. The same number of domestic violence offences against female victims were recorded in the same year. 69 % of victims of domestic violence recorded by police in 2022 were women (8 522 out of 12 343). NB: Data includes only 'official' relationships (e.g. it does not include relationships in which partners do not officially share a residence). The principal offence rule was used to count the number of victims, but not offences. Victims of multiple (serial) offences are counted as two or more persons. Police count multiple (serial) offences that occur between a victim and a perpetrator in the same year as two or more offences. Police count offences committed by more than one person as one offence. Source: PATJA and Statistics Finland registers.
 France Population in 2021: 67 728 568	204 427 women victims of domestic violence were recorded by police in 2021. Overall, 78 % of victims of domestic violence recorded by police in 2022 were women (204 427 out of 261 959). 243 386 offences of domestic violence against women victims were recorded by police in 2021. In the same year, 79 % of offences of domestic violence recorded by police were against women (243 386 out of 306 185). NB: The principal offence rule was not used to count the number of victims or offences. Victims of multiple offences are counted as one person. Police count multiple (serial) offences between a victim and a perpetrator in the same year as two or more offences. Offences committed by more than one person are counted as two or more offences. Source: Police and Gendarmerie administrative data.
 Germany Population in 2022: 83 237 124	171 076 women victims of domestic violence were recorded by police in 2022. 71 % of victims of domestic violence recorded by police in 2022 were women (171 076 out of 240 547). NB: Victims of multiple (serial) offences throughout the year are counted twice or more often because each instance of victimisation is counted. Further guidelines for recording police crime statistics can be found on the BKA web page 'Police crime statistics 2023'. Source: BKA, 2022.

 Greece Population in 2022: 10 459 782	10 356 women victims of domestic violence were recorded by police in 2022. Overall, 74 % of victims of domestic violence recorded by police were women (10 356 out of 13 910). 11 828 offences of domestic violence against total victims were recorded by police in 2022. NB: The principal offence rule was not used to count the number of victims or offences. Victims of multiple (serial) offences are counted as one person. Police count multiple offences between a victim and a perpetrator in the same year as two or more offences. Offences committed by more than one person are counted as one offence. Source: Data was extracted from 'signal reports' retrieved from the Hellenic Police's domestic violence application.
 Hungary Population in 2022: 9 610 403	4 350 women victims of domestic violence were recorded by police in 2022. 67 % of victims of domestic violence recorded by police in 2022 were women (4 350 out of 6 503). NB: The principal offence rule was not used to count the number of victims. Victims of multiple offences are counted as two or more persons. Source: The data was shared by the Hungarian Central Statistical Office and retrieved from the ENyÜBS database.
 Ireland Population in 2022: 5 154 277	7 496 women victims of domestic violence were recorded by police in 2022. In the same year, 78 % of victims of domestic violence recorded by police were women (7 496 out of 9 654). NB: Data refers to crime 'incidents'. The principal offence rule is used to count crime in Ireland. For statistical crime-counting purposes, only a single crime is counted where there are multiple incidents of a crime committed against a victim by the same perpetrator. Source: PULSE, the administrative crime database of An Garda Síochána (the national police service).
 Latvia Population in 2022: 1 875 757	356 women victims of domestic violence were recorded by police in 2022. Overall, 49 % of victims of domestic violence recorded by police in 2022 were women (356 out of 725). 359 offences of domestic violence against women victims were recorded by police in 2022. In the same year, 52 % of offences of domestic violence recorded by police were against women (359 out of 689). NB: Data excludes intimate partners. The principal offence rule was not used to count the number of victims or offences. Victims of multiple (serial) offences are counted as one person. Police count multiple offences that occur between a victim and a perpetrator in the same year as two or more offences. Offences committed by more than one person are counted as one offence. Source: Data shared by the Central Bureau of Statistics and retrieved from the Ministry of the Interior.
 Lithuania Population in 2022: 2 805 998	4 603 women victims of domestic violence were recorded by police in 2022. Overall, 77 % of victims of domestic violence recorded by police in 2022 were women (4 603 out of 5 993). 4 671 offences of domestic violence against women victims were recorded by police in 2022. In the same year, 80 % of offences of domestic violence recorded by police were against women (4 671 out of 5 842). NB: The principal offence rule was not used to count the number of victims or offences. The police count victims of multiple (serial) offences as one person. Police count multiple offences between a victim and a perpetrator in the same year as two or more offences. Offences committed by more than one person are counted as one offence. Source: Ministry of the Interior.
 Luxembourg Population in 2022: 645 397	1 095 women victims in cases involving domestic violence were recorded by police in 2022. During the year, 60% of victims in cases that involved domestic violence were women (1 095 out of 1 826). NB: Due to the nature of the statistical systems in Luxembourg, 'victims in cases involving domestic violence' means all victims recorded in a case that, among other offences, included domestic violence. Therefore, not all victims were necessarily victims of domestic violence; however, as the exact number cannot be established, all victims identified in the case involving domestic violence are counted. The principal offence rule was not used to count the number of victims. Victims of multiple offences are counted once, but only when multiple offences occur at the same time. If, later in the year, the same victim appears in another case, the victim is assigned a new ID in this new case and will therefore be counted more than once. Source: Data retrieved from a police application called <i>informations policières</i>.

6. Domestic violence in the European Union

 Malta Population in 2022: 520 174	1 136 women victims of domestic violence were recorded by police in 2022. During the year, 69 % of victims of domestic violence recorded by police were women (1 136 out of 1 635). 1 464 offences of domestic violence against women victims were recorded by police in 2022. In the same year, 72 % of offences of domestic violence recorded by police were against women (1 464 out of 2 046). NB: The principal offence rule was used to count the numbers of victims and offences. Victims of multiple offences are counted as two or more persons. Offences committed by more than one person are counted as one offence. Source: The data was shared by the National Statistics Office and retrieved from the Malta Police Force.
 Poland Population in 2022: 36 889 761	51 935 women victims of domestic violence were recorded by police in 2022. 73 % of victims of domestic violence recorded by police in 2022 were women (51 935 out of 71 631). NB: Details on the counting rules used are not available. Source: Data from the police electronic reporting system. The Prevention Bureau of the Police Headquarters collects statistical data on the actions taken by the police against domestic violence as regards the 'blue card' procedure.
 Portugal Population in 2022: 10 421 117	24 737 women victims of domestic violence were recorded by police in 2022. The same number of domestic violence offences against women victims were recorded in the same year. 80 % of victims of domestic violence recorded by police in 2022 were women (24 737 out of 30 744). NB: Data refers to domestic violence by an intimate partner. The principal offence rule was used to count the numbers of victims and offences. Victims of multiple (serial) offences are counted as one person. Police count multiple offences that occur between a victim and a perpetrator in the same year as one offence. Offences committed by more than one person are counted as one offence. Source: The database for domestic violence managed by the secretary general of the Ministry of Internal Administration.
 Romania Population in 2022: 19 042 455	43 923 women victims of domestic violence were recorded by police in 2022. During the year, 76 % of victims of domestic violence recorded in 2022 were women (43 923 out of 57 783). 55 206 offences of domestic violence against total victims were recorded by police in 2022. NB: The principal offence rule was used to count the number of victims. If there are two or more offences included in the same file, statistically, the victim is counted only once, with the gravest/harshesst offence the one counted. If two or more offences are included in two or more separate files, statistically, the victim is counted once for each file, with the gravest/harshesst offence the one counted. Source: General Inspectorate of the Romanian Police.
 Slovenia Population in 2022: 2 107 180	2 052 women victims of domestic violence were recorded by police in 2022. During the year, 73 % of victims of domestic violence recorded by police in 2022 were women (2 052 out of 2 822). 1 917 offences of domestic violence against women were recorded by police in 2022. Overall, 77 % of offences of domestic violence recorded in 2022 were against women (1 917 out of 2 494). NB: Data excludes former partners who did not live together, do not have a child together and were not officially registered. The principal offence rule was not used to count the number of victims or offences. Victims of multiple (serial) offences are counted as two or more persons. Police count multiple offences between a victim and a perpetrator in the same year as two or more offences. Offences committed by more than one person are counted as two or more offences. Source: Police database of criminal offences.
 Spain Population in 2022: 47 486 843	139 465 women victims of domestic violence were recorded by police in 2022. 83 % of victims of domestic violence recorded by police in 2022 were women (139 465 out of 168 304). NB: The principal offence rule was not used to count the number of victims. Police count victims of multiple (serial) offences in the same year as two or more victims. Source: Data was shared by the Ministry of the Interior and retrieved from the Sistema Estadístico de Criminalidad.



42 024 offences of domestic violence against women were recorded by police in 2022. **81 %** offences of domestic violence in 2022 were against women victims (42 024 out of 51 745).

NB: The data includes offences of intimate partner violence. The principal offence rule was not used to count the number of offences. Police count multiple (serial) offences that occur between victims and perpetrators in the same year as two or more offences. Police count offences committed by more than one person as one offence.

Source: Swedish National Council for Crime Prevention.

6.3. Victims and offences of specific forms of domestic violence

Different forms of domestic violence, such as physical, psychological, sexual and economic violence, reflect the complex and multifaceted nature of abuse within domestic relationships. Understanding these specific forms is crucial for addressing the diverse experiences of victims and ensuring that targeted support and interventions can be effectively developed. However, disparities in data availability and comparability across the Member States limit a comprehensive understanding of these forms of violence at the EU level.

6.3.1. Availability and comparability of data

EIGE's indicators requested data on physical, psychological, sexual and economic violence committed specifically by domestic perpetrators (as seen in Table 6.2).

Table 6.2. Definitions of physical, psychological, sexual and economic violence and the availability of data on these forms of violence

Type of domestic violence	Definition	Member States with available data relating to victims or offences of these forms of violence (out of 27)	
Physical	Any act that causes physical harm because of unlawful physical force	19	BE, CZ, DE, EE, IE, EL, ES, FR, CY, LV, LT, LU, HU, MT, PT, RO, SI, FI, SE
Psychological	Any act or behaviour that causes psychological harm to the victim		
Sexual	Any sexual act performed on the victim without consent	18	BE, CZ, DE, EE, IE, EL, ES, FR, CY, LV, LT, LU, HU, PT, RO, SI, FI, SE
Economic	Any act or behaviour that causes economic harm to the victim	14	BE, CZ, DE, IE, EL, ES, FR, LV, LT, HU, PT, RO, SI, FI

Source: EIGE, 2025.

Figure 6.3 highlights the extent to which Member States provided **sex-disaggregated** data relating to victims and/or offences of physical, psychological, sexual and economic domestic violence in the EU.

Figure 6.3. Numbers of Member States that shared data relating to victims and/or offences of physical, psychological, sexual or economic domestic violence, by sex of the victim



NB: Not all Member States shared data that is comparable with EIGE's indicator requirements. For further details on data comparability, see the methodological report accompanying this report.

Source: EIGE 2023-2024 data collection.

Even where Member States have shared data that aligns with EIGE's indicator requirements, this data should not be compared with data shared by other Member States. Additional information on factors that impact the overall accuracy of the data and the comparability of data over time can be found in the methodological report.

6.3.2. Numbers of victims and offences of physical, psychological, sexual and economic domestic violence

6.3.2.1. Key findings and analysis

Physical violence is the most common form of domestic violence recorded by police

Police in the EU have recorded a higher incidence of victims and offences related to physical domestic violence than other forms of domestic violence. This highlights the pervasive nature of physical abuse within domestic settings, which often includes acts such as minor and serious assault, deprivation of liberty and attempted intentional homicide.

Women constitute most victims of sexual domestic violence

Although both men and women can be victims of domestic abuse, women are more likely to endure severe forms of abuse, such as sexual violence. In 2022, women constituted an average of 88 % of victims of sexual domestic violence recorded by police in 14 Member States ⁽⁴⁶⁾. Depending on the Member State considered, this data includes sexual violence committed by family members and perpetrators living in the same home as the victim.

This issue is particularly concerning because the close relationship between the victim and the perpetrator can significantly hinder the victim's ability to escape the abusive situation. When the perpetrator is a family member or someone residing in the same household, the victim's life is often deeply intertwined with theirs. This creates numerous barriers to leaving, such as emotional attachment, financial dependence, fear of retaliation and concerns about the well-being of children or other family members.

⁽⁴⁶⁾ CZ, DE, EE, IE, ES, FR, LV, LT, HU, PT, RO, SI, FI, SE. Data for France refers to 2021.

The entanglement of the victim's and perpetrator's lives can also limit the victim's access to external support and resources. They may feel isolated and unable to seek help due to the constant presence and control of the abuser. This underscores the importance of providing accessible and confidential support services, in addition to creating safe pathways for victims to escape and rebuild their lives free from violence.

Spikes in data can be attributed to policy changes

Increases in the numbers of recorded victims of domestic violence throughout the years can be attributed to various social, legislative, policy and institutional factors. Although the majority of Member States show an upward trend in both total and female victims over the years, four Member States (Latvia, Lithuania, Poland and Slovenia) exhibit declining or stagnating trends, particularly among female victims after 2020, while other Member States (Greece and Cyprus) show sharp increases between 2020 and 2022. The overall upward trend in several Member States may suggest greater awareness of domestic violence, improved reporting mechanisms or both.

Country case study

In 2017, the police in Estonia introduced domestic violence sheets to improve the accuracy of reporting on domestic violence incidents. This initiative aimed to ensure that all cases were documented comprehensively, providing a clearer picture of the incidence of domestic violence. Additionally, in 2018, Estonia signed its first action plan for the prevention of domestic violence, covering 2019–2023 ⁽⁴⁷⁾. This action plan outlined a strategic approach to tackling domestic violence through various measures, including prevention, protection and support for victims.

As a result of these initiatives, the number of women victims of physical domestic violence recorded by police increased significantly between 2017 and 2018. Specifically, the recorded cases rose from 1 573 in 2017 to 2 226 in 2018. This increase can be attributed, in part, to the improved reporting mechanisms and heightened awareness brought about by the changes in legislation and data collection practices. The data probably reflects more accurate and comprehensive recording of cases rather than just an increase in incidents; thus it highlights the importance of robust data collection and legislative frameworks in addressing domestic violence.

6.3.2.2. Overview of the data

Table 6.3 presents the latest data on victims and offences of physical, psychological, sexual and economic domestic violence in each Member State with available data. Full data on victims and offences of specific forms of domestic violence from previous years can be found in the individual country profiles.

⁽⁴⁷⁾ In 2023, four ministries committed to a second (2024–2027) action plan to further combat domestic violence (Ministry of the Interior, 2023).

Table 6.3. Latest available data on victims and offences of physical, psychological, sexual and economic domestic violence (indicators 4–7)

Belgium Population in 2022: 11 617 623			
Physical violence	Psychological violence	Sexual violence	Economic violence
29 335 offences of physical domestic violence against total victims were recorded by police in 2022.	17 588 offences of psychological domestic violence against total victims were recorded by police in 2022.	499 offences of sexual domestic violence against total victims were recorded by police in 2022.	2 901 offences of economic domestic violence against total victims were recorded by police in 2022.
NB: Data refers to offences, not victims; data refers to all offences between people with family relationships but does not refer to other domestic (non-family) relationships (e.g. friends who share the same residence are not included). The principal offence rule was not used to count the number of offences. Police count multiple (serial) offences that occur between a victim and a perpetrator in the same year as one offence. Police count offences committed by more than one person as one offence. Source: National General Database (police database).			
Cyprus Population in 2022: 904 705			
Physical violence	Psychological violence	Sexual violence	Economic violence
1 989 total victims of physical domestic violence were recorded by police in 2022.	1 412 total victims of psychological domestic violence were recorded by police in 2022.	34 total victims of sexual domestic violence were recorded by police in 2022.	n/a
NB: The principal offence rule was used to count the number of victims. Details are not available as to whether the police count victims of multiple (serial) offences as one person or as two or more persons. n/a, not available. Source: Cyprus Police.			
Czechia Population in 2023: 10 827 529			
Physical violence	Psychological violence	Sexual violence	Economic violence
311 women victims of physical domestic violence were recorded by police in 2023. 64 % of victims of this form of violence in 2023 were women.	301 women victims of psychological domestic violence were recorded by police in 2023. 62 % of victims of this form of violence in 2023 were women.	200 women victims of sexual domestic violence were recorded by police in 2023. 92 % of victims of this form of violence in 2023 were women.	61 women victims of economic domestic violence were recorded by police in 2023. 67 % of victims of this form of violence in 2023 were women.
NB: Data excludes intimate partners. The principal offence rule was used to count the number of victims. Victims of multiple offences are counted as one person. Source: Crime statistics from the Police of the Czech Republic.			
Estonia Population in 2022: 1 331 796			
Physical violence	Psychological violence	Sexual violence	Economic violence
2 028 women victims of physical domestic violence were recorded by police in 2022. 78 % of victims of this form of violence in 2022 were women.	5 340 women victims of psychological domestic violence were recorded by police in 2022. 76 % of victims of this form of violence in 2022 were women.	29 women victims of sexual domestic violence were recorded by police in 2022. 100 % of victims of this form of violence in 2022 were women.	n/a
NB: The principal offence rule was not used to count the number of victims. Victims of multiple offences are counted as two or more persons. n/a, not available. Source: The data was shared by the Ministry of the Interior and refers to domestic violence information sheets completed by the police.			

Finland				
Population in 2022: 5 548 241				
Physical violence	Psychological violence	Sexual violence	Economic violence	
6 300 women victims of physical domestic violence were recorded by police in 2022. 65 % of victims of this form of violence in 2022 were women.	1 672 women victims of psychological domestic violence were recorded by police in 2022. 80 % of victims of this form of violence in 2022 were women.	458 women victims of sexual domestic violence were recorded by police in 2022. 92 % of victims of this form of violence in 2022 were women.	20 women plaintiffs who reported economic domestic violence were recorded by police in 2022.	
NB: Data excludes intimate partners. Data on economic violence refers to plaintiffs. The principal offence rule was not used to count the number of victims. Victims of multiple (serial) offences are counted as two or more persons. Source: PATJA and Statistics Finland registers.				

France				
Population in 2021: 67 728 568				
Physical violence	Psychological violence	Sexual violence	Economic violence	
144 217 women victims of physical domestic violence were recorded by police in 2021. 77 % of victims of this form of violence in 2021 were women.	65 677 women victims of psychological domestic violence were recorded by police in 2021. 84 % of victims of this form of violence in 2021 were women.	19 475 women victims of sexual domestic violence were recorded by police in 2021. 87 % of victims of this form of violence in 2021 were women.	14 017 women victims of economic domestic violence were recorded by police in 2021. 75 % of victims of this form of violence in 2021 were women.	
NB: The data does not include types of relationship that can exist in a domestic unit with no legal or family ties (e.g. housemates are not included). The principal offence rule was not used to count the number of victims. Victims of multiple offences are considered one person (same ID) but are counted as many times as the offences. Source: Police and Gendarmerie administrative data.				

Germany				
Population in 2022: 83 237 124				
Physical violence	Psychological violence	Sexual violence	Economic violence	
117 900 women victims of physical domestic violence were recorded by police in 2022. 69 % of victims of this form of violence in 2022 were women.	45 648 women victims of psychological domestic violence were recorded by police in 2022. 76 % of victims of this form of violence in 2022 were women.	7 421 women victims of sexual domestic violence were recorded by police in 2022. 88 % of victims of this form of violence in 2022 were women.	107 women victims of economic domestic violence were recorded by police in 2022. 97 % of victims of this form of violence in 2022 were women.	
NB: Data excludes non-married and former partners. Victims of multiple (serial) offences throughout the year are counted twice or more often, as victims are counted for each offence. Further guidelines for recording police crime statistics can be found on the BKA web page 'Police crime statistics 2023'. Source: Data shared by BKA.				

Greece				
Population in 2022: 10 459 782				
Physical violence	Psychological violence	Sexual violence	Economic violence	
7 430 incidents of physical domestic violence against total victims were recorded by police in 2022.	7 754 incidents of psychological domestic violence against total victims were recorded by police in 2022.	630 incidents of sexual domestic violence against total victims were recorded by police in 2022.	1 686 incidents of economic domestic violence against total victims were recorded by police in 2022.	
NB: Data refers to domestic violence incidents involving physical violence, psychological violence, sexual violence or economic violence, respectively. The principal offence rule was not used to count the number of victims. Victims of multiple (serial) offences are counted as one person. Source: Data was extracted from 'signal reports' retrieved from the Hellenic Police's domestic violence application.				

Hungary Population in 2022: 9 610 403			
Physical violence	Psychological violence	Sexual violence	Economic violence
2 114 women victims of physical domestic violence were recorded by police in 2022. 64 % of victims of this form of violence in 2022 were women.	1 154 women victims of psychological domestic violence were recorded by police in 2022. 84 % of victims of this form of violence in 2022 were women.	207 women victims of sexual domestic violence were recorded by police in 2022. 84 % of victims of this form of violence in 2022 were women.	875 women victims of economic domestic violence were recorded by police in 2022. 55 % of victims of this form of violence in 2022 were women.
NB: The principal offence rule was not used to count the number of victims. Victims of multiple offences are counted as two or more persons. Source: The data was shared by the Hungarian Central Statistical Office and retrieved from the ENYÜBS database.			
Ireland Population in 2022: 5 154 277			
Physical violence	Psychological violence	Sexual violence	Economic violence
3 803 women victims of domestic violence where the primary crime incident was classed as a form of physical violence were recorded by police in 2022. 71 % of victims of this form of violence in 2022 were women.	2 843 women victims of domestic violence where the primary crime incident was classed as a form of psychological violence were recorded by police in 2022. 87 % of victims of this form of violence in 2022 were women.	688 women victims of domestic violence where the primary crime incident was classed as a form of sexual violence were recorded by police in 2022. 87 % of victims of this form of violence in 2022 were women.	156 women victims of domestic violence where the primary crime incident was classed as a form of economic violence were recorded by police in 2022. 75 % of victims of this form of violence in 2022 were women.
NB: The data refers to victims where the primary incident was classed as a form of physical violence, psychological violence, sexual violence or economic violence, respectively. The principal offence rule is used to count crime in Ireland. For statistical crime-counting purposes, only a single crime is counted where there are multiple incidents of a crime committed against a victim by the same perpetrator. Source: PULSE, the administrative crime database of An Garda Síochána (the national police service).			
Latvia Population in 2022: 1 875 757			
Physical violence	Psychological violence	Sexual violence	Economic violence
71 women victims of physical domestic violence were recorded by police in 2022. 40 % of victims of this form of violence in 2022 were women.	11 women victims of psychological domestic violence were recorded by police in 2022. 42 % of victims of this form of violence in 2022 were women.	61 women victims of sexual domestic violence were recorded by police in 2022. 82 % of victims of this form of violence in 2022 were women.	183 women victims of economic domestic violence were recorded by police in 2022. 50 % of victims of this form of violence in 2022 were women.
NB: Data excludes intimate partners. The principal offence rule was not used to count the number of victims. Victims of multiple (serial) offences are counted as one person. Source: Data shared by the Central Bureau of Statistics and retrieved from the Ministry of the Interior.			

Lithuania Population in 2022: 2 805 998				
Physical violence	Psychological violence	Sexual violence	Economic violence	
4 293 women victims of physical domestic violence were recorded by police in 2022. 76 % of victims of this form of violence in 2022 were women.	231 women victims of psychological domestic violence were recorded by police in 2022. 87 % of victims of this form of violence in 2022 were women.	52 women victims of sexual domestic violence were recorded by police in 2022. 91 % of victims of this form of violence in 2022 were women.	27 women victims of economic domestic violence were recorded by police in 2022. 84 % of victims of this form of violence in 2022 were women.	
NB: The principal offence rule was not used to count the number of victims. The police count victims of multiple (serial) offences as one person. Source: Ministry of the Interior.				
Luxembourg Population in 2022: 645 397				
Physical violence	Psychological violence	Sexual violence	Economic violence	
871 women victims in cases involving physical domestic violence were recorded by police in 2022. 59 % of victims in cases related to this form of violence in 2022 were women.	1 095 women victims in cases related to psychological domestic violence were recorded by police in 2022. 60 % of victims in cases related to this form of violence in 2022 were women.	12 women victims in cases related to sexual domestic violence were recorded by police in 2022. 75 % of victims in cases related to this form of violence in 2022 were women.	n/a	
NB: Due to the nature of the statistical systems in Luxembourg, 'victims in cases of domestic violence' means all victims recorded in a case that, among other offences, included domestic violence. Therefore, not all victims were necessarily victims of domestic violence; however, as the exact number cannot be established, all victims identified in the case involving domestic violence are counted. The principal offence rule was not used to count the number of victims. Victims of multiple offences are counted once, but only when multiple offences occur at the same time. If, later in the year, the same victim appears in another case, the victim is assigned a new ID in this new case and will therefore be counted more than once. n/a, not available. Source: Data retrieved from a police application called <i>informations policières</i>.				
Malta Population in 2022: 520 174				
Physical violence	Psychological violence	Sexual violence	Economic violence	
405 offences of physical domestic violence against women were recorded by police in 2022. 69 % of offences of this form of violence were against women in 2022.	1 044 offences of psychological domestic violence against women were recorded by police in 2022. 73 % of offences of this form of violence were against women in 2022.	n/a	n/a	
NB: Data refers to offences, not victims. The principal offence rule was used to count the numbers of victims and offences. Victims of multiple offences are counted as two or more persons. The system used by the police to record offences of violence only records the gravest offence. n/a, not available. Source: The data was shared by the National Statistics Office and retrieved from the Malta Police Force.				

Portugal Population in 2022: 10 421 117				
Physical violence	Psychological violence	Sexual violence	Economic violence	
15 708 women victims of physical domestic violence were recorded by police in 2022. 79 % of victims of this form of violence in 2022 were women.	20 565 women victims of psychological domestic violence were recorded by police in 2022. 82 % of victims of this form of violence in 2022 were women.	827 women victims of sexual domestic violence were recorded by police in 2022. 95 % of victims of this form of violence in 2022 were women.	1 964 women victims of economic domestic violence were recorded by police in 2022. 84 % of victims of this form of violence in 2022 were women.	
NB: The principal offence rule was used to count the number of victims. Victims of multiple (serial) offences are counted as one person. Source: The database for domestic violence managed by the secretary general of the Ministry of Internal Administration.				
Romania Population in 2022: 19 042 455				
Physical violence	Psychological violence	Sexual violence	Economic violence	
28 336 women victims of physical domestic violence were recorded by police in 2022. 80 % of victims of this form of violence in 2022 were women.	9 806 women victims of psychological domestic violence were recorded by police in 2022. 84 % of victims of this form of violence in 2022 were women.	655 women victims of sexual domestic violence were recorded by police in 2021. 93 % of victims of this form of violence in 2022 were women.	3 553 women victims of economic domestic violence were recorded by police in 2021. 55 % of victims of this form of violence in 2022 were women.	
NB: The principal offence rule was used to count the number of victims. If there are two or more offences included in the same file, statistically, the victim is counted only once, with the gravest/harshes offence the one counted. If two or more offences are included in two or more eparate files, statistically, the victim is counted once for each file, with the gravest/harshes offence the one counted. Source: General Inspectorate of the Romanian Police.				
Slovenia Population in 2022: 2 107 180				
Physical violence	Psychological violence	Sexual violence	Economic violence	
1 403 women victims of physical domestic violence were recorded by police in 2022. 80 % of victims of this form of violence in 2022 were women.	391 women victims of psychological domestic violence were recorded by police in 2022. 69 % of victims of this form of violence in 2022 were women.	88 women victims of sexual domestic violence were recorded by police in 2022. 87 % of victims of this form of violence in 2022 were women.	170 women victims of economic domestic violence were recorded by police in 2022. 43 % of victims of this form of violence in 2022 were women.	
NB: The principal offence rule was not used to count the number of victims. Victims of multiple (serial) offences are counted as two or more persons. Source: Slovenian National Police Force database of criminal offences.				
Spain Population in 2022: 47 486 843				
Physical violence	Psychological violence	Sexual violence	Economic violence	
56 233 women victims of physical domestic violence were recorded by police in 2022. 79 % of victims of this form of violence in 2022 were women.	77 123 women victims of psychological domestic violence were recorded by police in 2022. 86 % of victims of this form of violence in 2022 were women.	2 119 women victims of sexual domestic violence were recorded by police in 2022. 91 % of victims of this form of violence in 2022 were women.	3 990 women victims of economic domestic violence were recorded by police in 2022. 86 % of victims of this form of violence in 2022 were women.	
NB: The principal offence rule was not used to count the number of victims. Police count victims of multiple (serial) offences as two or more persons. Source: Data was shared by the Ministry of the Interior and retrieved from the Sistema Estadístico de Criminalidad.				

Sweden Population in 2022: 10 452 326			
Physical violence	Psychological violence	Sexual violence	Economic violence
18 371 offences of physical domestic violence against women were recorded by police in 2022. 79 % of offences of this form of violence were against women in 2022.	21 381 offences of psychological domestic violence against women were recorded by police in 2022. 82 % of offences of this form of violence were against women in 2022.	2 272 offences of sexual domestic violence were recorded by police in 2022. 96 % of offences of this form of violence were against women in 2022.	n/a
NB: Data refers to offences, not victims. The principal offence rule was not used to count the number of offences. Police count multiple (serial) offences that occur between victims and perpetrators in the same year as two or more offences. Police count offences committed by more than one person as one offence. n/a, not available. Source: Swedish National Council for Crime Prevention.			

6.3.2.3. Domestic violence victimisation rates per female population

Table 6.4 presents the ratio of recorded female victims per **100 000 women** in each Member State with available data for different types of domestic violence in 2022.

Table 6.4. Number of female victims of domestic violence per 100 000 women

Member State	Female population in 2022	Physical violence	Psychological violence	Sexual violence	Economic violence
Czechia	5 332 932	5.1	6.4	3.2	1.2
Germany	42 170 339	279.6	108.2	17.6	0.3
Estonia	698 381	290.4	764.6	4.2	n/a
Ireland	2 604 045	146.0	109.2	26.4	6.0
Spain	24 198 046	232.4	318.7	8.8	16.5
France	34 946 473 (*)	412.7	187.9	55.7	40.1
Latvia	1 006 700	7.1	1.1	6.1	18.2
Lithuania	1 499 399	286.3	15.4	3.5	1.8
Hungary	4 981 528	42.4	23.2	4.2	17.6
Portugal	5 453 855	288.0	377.1	15.2	36.0
Romania	9 802 644	289.1	100.0	6.7	36.2
Slovenia	1 049 485	133.7	37.3	8.4	16.2
Finland	2 805 140	224.6	59.6	16.3	n/a

(*) Reference year for France is 2021.

NB: The data provides a general overview and should be interpreted with caution. Comparisons across countries should be approached carefully, as the data is not directly comparable, particularly in terms of the types of offences included, the scope of relationships covered and counting rules used. n/a, not available.

In 2022, recorded domestic violence victimisation rates varied significantly across Member States, with notable differences in the number of female victims per 100 000 women for physical, psychological, sexual and economic violence. These disparities highlight variations in legal definitions, reporting mechanisms and cultural attitudes towards domestic violence. France, Spain, Portugal and Ireland consistently record higher overall rates, probably reflecting more developed legal definitions, reporting mechanisms and societal awareness. In contrast, much lower reporting levels in Czechia, Latvia and Hungary, mirroring their relatively low intimate partner violence rates, could reflect under-reporting, legal gaps or social stigma surrounding domestic violence.

In terms of **physical domestic violence**, while some Member States reported consistently high or low levels of both intimate partner and domestic violence, Germany and Romania showed notably higher rates of domestic violence relative to intimate partner violence, suggesting a broader recognition and categorisation of domestic violence incidents.

The strong figures for psychological and economic violence in Estonia, Malta, Portugal, Romania and Spain further suggest that explicit criminalisation and public discourse around these forms of abuse contribute to visibility in official statistics ⁽⁴⁸⁾. Notably, **psychological violence** rates in domestic settings were generally higher than those for intimate partner violence, and this is in line with the fact that psychological violence is mainly addressed under domestic violence legislation, which means that many cases of psychological intimate partner violence may be within this data.

Economic violence was most frequently recorded in **France, Romania, Portugal and Spain**, indicating a comparatively strong social and institutional recognition of economic control as a form of domestic abuse. Romania explicitly criminalises forms of economic violence in its domestic violence legislation (Romanian Parliament, 2012). Conversely, lower reporting rates may suggest persistent challenges in the identification of, reporting of, recording of and law enforcement response to economic violence, even in contexts where it is explicitly criminalised. For **sexual violence**, **France** recorded the highest domestic violence rate, followed by **Ireland, Germany and Finland**. These figures surpass their respective intimate partner violence sexual violence rates, reinforcing the broader scope of domestic violence victimisation beyond intimate partnerships. Furthermore, these Member States have consent-based definitions of rape ⁽⁴⁹⁾, which are likely to contribute to greater awareness and recognition of sexual violence, leading to increased reporting.

⁽⁴⁸⁾ See Annex 2. Measures criminalising such abuse include, for Estonia, the Victim Support Act of 14 December 2022 (Riigi Teataja, 2022); for Malta, the Gender-Based Violence and Domestic Violence Act, Chapter 581, of 14 May 2018 (Parliament of Malta, 2018); for Portugal, Article 152 of the penal code, the Domestic Violence Act 110/2015 (Assembly of the Republic of Portugal, 2007); and for Spain, Organic Act 1/2004 on integrated protection measures against gender violence (Spanish Parliament, 2004) and Article 172 and 173.2 of the Spanish criminal code (Ministerio de Justicia, 2016).

⁽⁴⁹⁾ See Section 6.1 and Annex 3. These definitions include, for France, the criminal code, Articles 222 and 223; for Ireland, the 1981 Criminal Law Rape Act; for Germany, the criminal code, Section 177; and, for Finland, the criminal code (39/1889), Chapter 20 (723/2022).

7. The criminal justice response to violence against women

7.1. Protecting victims of intimate partner violence

A protection order, in the context of violence against women, is defined as ‘a legal injunction that requires an offender to refrain from doing certain acts and to stay away from the victim’ (EIGE, 2018). Protection orders can be adopted under criminal or civil laws, depending on national legislation.

Both national protection orders and European protection orders are fast-acting legal remedies designed to protect people at risk of any form of victimisation, not limited to intimate partner violence or domestic violence, by prohibiting or restraining certain behaviour by the perpetrators. However, legal frameworks and interpretations of European protection orders vary between the Member States (van der Aa et al., 2011). And although victims of gender-based violence are at greater risk of repeated violence, and perpetrators tend to have higher rates of recidivism (van der Aa, 2012), the collection and comparability of data on the use of protection measures, including European protection orders, remain insufficient.

Box 15. From childhood witnessing and/or abuse to adult victimisation

Out of all women victims of intimate partner violence, 63 % experienced or witnessed emotional abuse or physical violence by their parents or experienced sexual violence during childhood.

Out of all women victims of domestic violence, 65 % experienced or witnessed emotional abuse or physical violence by parents or experienced sexual violence during childhood.

Protecting children from witnessing and/or experiencing violence helps to prevent violence in adulthood.

NB: The EU-27 estimate does not include data from Italy.

Source: EU-GBV survey, wave 2021; Eurostat calculations based on EIGE's request.

Although the available data does not allow for the identification of specific measures adopted to protect children within protection orders, it is essential to underline that **the safety of women cannot be fully ensured without considering the protection needs of their children**. Protection orders should therefore explicitly cover children, recognising that exposure to violence against their mothers places them at serious risk of direct or indirect harm ⁽⁵⁰⁾.

⁽⁵⁰⁾ The European Court of Human Rights (ECtHR) in its case-law has repeatedly emphasised that children are not merely passive witnesses to domestic violence but also often direct or indirect victims; therefore, the ECtHR jurisprudence highlights the need for protection orders to explicitly extend to children. See, for example, the judgment of the ECtHR of 9 June 2009 in *OPUZ v Turkey*, paragraph 132; the judgment of the ECtHR of 2 March 2017 in *Talpis v Italy*; and the judgment of the ECtHR of 7 April 2022 in *Landi c. Italie*.

Country case study

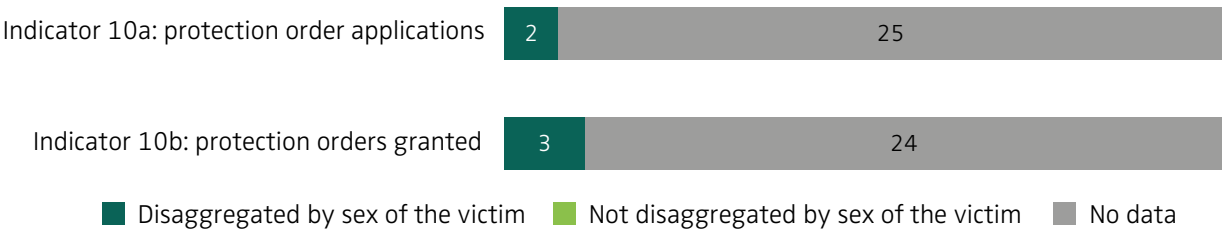
The **VioGén system in Spain** is a comprehensive follow-up mechanism for cases of gender-based violence that has been operating in Spain since 2007. Established under **Organic Law 1/2004 on integral protection measures against gender-based violence**, the system was created to coordinate and integrate the efforts of all public institutions with competencies in the field of gender-based violence, ensuring that relevant information is collected and shared efficiently. A core component of VioGén is its **risk assessment function**, which evaluates the level of danger faced by each victim and determines the necessary measures for monitoring and protection throughout the national territory. Depending on the assessed level of risk, the system enables continuous victim support and security measures, including preventive actions through its **automated notification subsystem**, which issues warnings, alerts and alarms whenever an incident is detected that could threaten the victim’s safety. Through this structure, VioGén has created a dense and coordinated network that allows for **rapid, comprehensive and effective protection and monitoring** of women affected by gender-based violence and their children across Spain. Essentially, VioGén is a dynamic system in constant evolution that has undergone a recent update. The improvements implemented in VioGén 2 include the optimisation of the action protocols and upgrades to the follow-up procedures for victims through a greater integration of data in real time, by facilitating interoperability with other police, judicial, penitentiary and social services systems.

7.1.1. Availability and comparability of data

Only three Member States (Spain, Luxembourg and Finland) shared data on protection orders for female and/or total victims of intimate partner violence. Only Spain and Luxembourg provided data on protection order applications, whereas all three Member States were able to share data on the protection orders ultimately issued to victims.

Figure 7.1 provides an overview of the availability of data on protection orders for victims of intimate partner violence in the EU.

Figure 7.1. Numbers of Member States that shared data relating to protection orders for victims of intimate partner violence, by sex of the victim



NB: Not all Member States shared data that is comparable with EIGE’s indicator requirements. For further details on data comparability, see the methodological report accompanying this report.
Source: EIGE 2023-2024 data collection.

7.1.2. Number of protection orders for victims of intimate partner violence

7.1.2.1. Key findings and analysis

Data on protection orders for victims of intimate partner violence is limited

Only a few Member States were able to share data on protection orders (applied for granted) for victims of intimate partner violence. Overall, data on protection orders is lacking and, where it is available, it is rarely sex-disaggregated. This makes it challenging to explore how many women seek formal help and file protection order applications, and/or the extent to which women are granted protection from perpetrators. Consequently, assessing the efficiency of institutional responses to violence against women remains difficult.

Women are the main recipients of protection orders for victims of intimate partner violence

In Luxembourg in 2022, almost all protection orders in cases related to intimate partner violence were granted to women, with a rate of 98 %. Similarly, in Finland, 94 % of protection orders granted to victims of intimate partner violence were issued to women.

When comparing the numbers of filed and granted protection orders, **in Spain the approval rate is 68 %, whereas in Luxembourg it is 32 %**. Luxembourg exhibits a significant gap between applications and approvals, indicating stricter judicial thresholds or filtering processes.

These findings confirm that women are the main victims of intimate partner violence and, therefore, the primary recipients of protection orders, highlighting the urgent need for legal measures and gender-sensitive approaches, including trained professionals and officers within national criminal justice systems who are skilled in handling such issues. The high percentage of protection orders issued to women emphasises this need. Additionally, a notable disparity in protection order approval rates between some Member States, possibly due to stricter judicial criteria, indicates varying judicial thresholds across Member States. To deepen the understanding and reinforce these findings, Member States must collect data on protection orders, ensuring it is disaggregated by sex and type of offence and distinguishes between requests made and those granted.

7.1.2.2. Overview of the data

Table 7.1 presents the latest data on protection orders for victims of intimate partner violence in each Member State for which data is available. Full data on protection orders for victims of intimate partner violence from previous years can be found in the individual country profiles on EIGE's Gender Statistics Database.

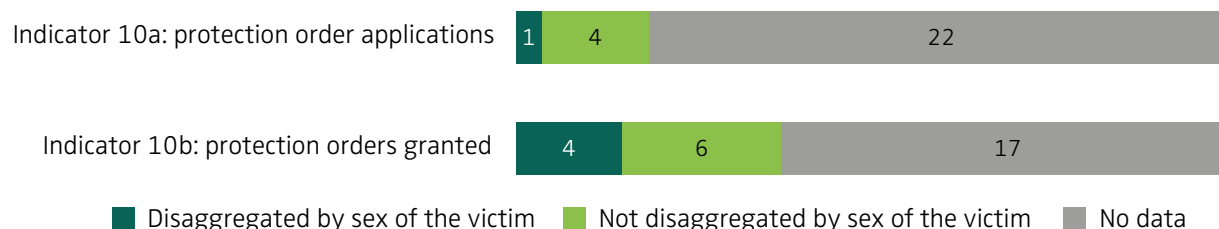
Table 7.1. Latest available data on the numbers of protection order applications and protection orders issued to victims of intimate partner violence (indicator 10)

 Finland Population in 2022: 5 548 241	405 protection orders were granted to female victims of intimate partner violence in 2022. During the same year, 94 % of protection orders granted for intimate partner violence were issued to women victims (405 out of 430). NB: Data refers to protection orders granted by criminal courts only. Data includes only 'official' relationships and excludes victims and perpetrators who do not officially live together, are not married or do not have a common child. Source: Statistics Finland.
 Luxembourg Population in 2023: 660 809	548 protection order applications were filed for women in cases related to intimate partner violence in 2022. Overall, 98 % of applications submitted for victims in cases involving intimate partner violence were for women (548 out of 558). 173 protection orders were granted to women victims in cases related to intimate partner violence in 2022. In the same year, 98 % of protection orders issued in victims in cases relating to intimate partner violence were for women (173 out of 177). NB: The data refers to protection orders granted by criminal courts. Due to the nature of the statistical systems in Luxembourg, 'victims in cases involving intimate partner violence' means all victims recorded in a case that, among other offences, included intimate partner violence. Therefore, not all victims were necessarily victims of intimate partner violence; however, as the exact number cannot be established, all victims identified in the case involving intimate partner violence are counted. Source: Statistical service of the judicial administration.
 Spain Population in 2022: 47 486 843	39 909 protection order applications were filed for women victims of gender violence committed by men in 2022. 27 228 protection orders were granted to women victims of gender violence committed by men in 2022. NB: No information is available on the type of court the data is from. Data on intimate partner violence relates to 'gender violence'. Data only includes protection orders for female victims against male perpetrators. Source: The data was collected by the General Council of the Judiciary and published on its statistics portal.

7.2. Protection orders for victims of domestic violence

7.2.1. Availability and comparability of data

Only 11 Member States shared data on protection orders for victims of domestic violence ⁽⁵¹⁾. Figure 7.2 provides an overview of the availability of data on protection orders for victims of domestic violence in the EU.

Figure 7.2. Numbers of Member States that shared data relating to protection orders for victims of domestic violence, by sex of the victim

NB: Not all Member States shared data that is comparable with EIGE's indicator requirements. For further details on data comparability, see the methodological report accompanying this report.

Source: EIGE 2023-2024 data collection.

⁽⁵¹⁾ BE, BG, CZ, IE, ES, FR, HR, LU, PL, RO, FI.

7.2.2. Number of protection orders for victims of domestic violence

7.2.2.1. Key findings and analysis

Data on protection orders for victims of domestic violence is limited

Only a few Member States were able to share data on protection orders (applied for granted) for victims of domestic violence. Overall, the data on protection orders is lacking and, where it is available, it is rarely sex-disaggregated. Consequently, assessing the efficiency of institutional responses to violence against women remains difficult.

Fluctuations in protection orders issued can be linked to legislative changes

For some Member States, increases in the number of protection orders for victims of domestic violence over the years can be attributed to legislative changes that increase protections for victims.

Country case study

In Poland, the annual number of protection orders granted to victims of domestic violence increased notably between 2020 and 2021 (from 4 120 to 5 860). This increase can be attributed to legislative changes adopted in November 2020, which authorised police officers to issue orders requiring perpetrators of domestic violence to immediately vacate a shared residence and its vicinity (Zarembka, 2023). These changes were part of a broader effort to enhance the legal framework for protecting victims of domestic violence.

The legislative amendments introduced in November 2020 were significant because they allowed for immediate action by law enforcement agencies, ensuring that victims could be quickly separated from their abusers. The increase in the number of protection orders granted may reflect the effectiveness of these measures in providing timely and necessary support to victims of domestic violence. Therefore, while high numbers of protection orders issued may raise concerns about an escalation in cases of violence, they can actually be seen as positive indicators. Specifically, they show that laws and policies are successfully being implemented through actions that have a tangible impact in safeguarding victims.

7.2.2.2. Overview of the data

The findings reveal a widespread issue whereby women continue to face significant risks of domestic violence, necessitating the enforcement of protective measures on a broad scale (Table 7.2).

Table 7.2. Latest available data on the numbers of protection order applications and protection orders issued to victims of domestic violence (indicator 10)

 Belgium Population in 2022: 11 617 623	508 restraining order applications were filed for total victims of domestic violence in 2022. 506 male perpetrators were recorded in temporary residence ban cases involving domestic violence. In the same year, far fewer female perpetrators were recorded in similar cases (45). NB: The data on restraining order applications only relates to civil/family courts. Additional data on perpetrators in temporary residence ban cases concerns not a court but the public prosecutor's office. Data refers to restraining orders; data also excludes persons who do not share a common residence. Source: College of the Courts of Belgium and the public prosecutor's office.
 Croatia Population in 2022: 3 862 305	1 813 protection orders were granted to total victims of the misdemeanour offence of domestic violence in 2022. NB: Data refers to courts of general jurisdiction (municipal courts) dealing with criminal, civil and misdemeanour cases. Source: Court records (through the case management system) shared by the Ministry of Justice, Public Administration and Digital Transformation.
 Czechia Population in 2022: 10 516 707	726 protection orders were granted to total victims of domestic violence in 2022. NB: Data refers to criminal and civil/family courts. Data excludes intimate partners. Source: Statistical sheets from courts and state prosecutions.
 Finland Population in 2022: 5 548 241	146 protection orders were granted to female victims of domestic violence in 2022. During the year, 57 % of protection orders granted for domestic violence were issued to female victims (146 out of 255). NB: Data refers to criminal courts only. Data excludes intimate partners; data also includes temporary protection orders issued by police. Source: Statistics Finland.
 France Population in 2022: 67 957 053	5 720 protection order applications were filed for total victims of domestic violence in 2022. 3 615 protection orders were granted to total victims of domestic violence in 2022. NB: Data refers to civil/family courts. Data does not include types of relationship that can exist in a domestic unit with no legal or family ties (e.g. housemates are not included). Source: Ministry of Justice and the Répertoire général civil.
 Luxembourg Population in 2022: 645 397	711 protection order applications were filed for women in cases involving domestic violence in 2022. During the year, 87 % of protection order applications submitted in cases involving domestic violence were for women (711 out of 815). 224 protection orders were granted to women victims in cases involving domestic violence in 2022. In this same year, 90 % of protection orders granted in cases involving domestic violence were issued to women (224 out of 250). NB: Data refers to criminal courts only. Data refers to protection orders for victims in cases that include domestic violence. Source: Statistical service of the Ministry of Justice.
 Poland Population in 2022: 36 889 761	6 294 protection orders were granted to total victims of domestic violence in 2022. NB: The data concerns the number of protection orders – punitive measures imposed on persons convicted in the first instance of criminal divisions of common courts for acts qualifying as domestic violence (criminal courts only). Source: Ministry of Justice.
 Romania Population in 2022: 19 042 455	19 442 protection order applications were filed for total victims of domestic violence in 2022. 11 695 protection orders were granted to total victims of domestic violence in 2022. NB: Data refers to criminal courts only. Source: Criminal court unit of the Public Ministry.



5 680 protection orders were granted to female victims of intimate partner violence in 2022. During the year, 60 % of protection orders granted were issued to female victims (5 680 out of 9 527).

NB: Data refers to criminal courts only (i.e. not civil/family courts or other types of courts).

Source: Data shared by the National Statistics Institute and retrieved from the Central Registry for the Protection of Victims of Domestic and Gender Violence.

7.3. Perpetrators of intimate partner violence: judicial data

Accurate and comparable data on perpetrators of intimate partner violence is essential for developing effective prevention strategies and support measures for victims, but significant gaps in recording and reporting practices, especially at the judicial level, persist across the EU. Data on perpetrators promotes transparency in the justice system; it allows for tracking trends over time, estimating how effectively cases are being handled and determining how perpetrators are held accountable, and helps assess the effectiveness of interventions and policy changes.

A comprehensive understanding of intimate partner violence requires stronger coordination between police data and judicial data. Police data typically captures the initial stages of intimate partner violence cases – through reports and records of protective measures – while judicial data provides insights into case progression, including prosecutions, convictions and sentencing. Without an integrated approach, gaps emerge in tracking cases through the justice system, making it difficult to identify and measure attrition rates – the proportions of cases that are dropped or fail to result in prosecution or conviction – and, therefore, to differentiate points from bureaucratic obstacles and fragmented data collection. Currently, most Member States record data on offences, victims, perpetrators or protection orders separately at a certain time, without recording the progression of each case through time, which would enable us to determine the attrition rates and therefore also the number of reported offences that result in the prosecution and sanctioning of perpetrators.

7.3.1. Calculating the attrition rates of intimate partner violence cases

Attrition means the proportion of cases lost as they progress through the criminal justice system, highlighting points where offences are removed within the police system, prosecution system or the courts (Lea et al., 2003). High attrition rates expose systemic weaknesses such as a lack of evidence, case dismissals, inadequate legal support or procedural inefficiencies that hinder justice in intimate partner violence cases. Attrition can also begin at the first point of contact if a victim withdraws a complaint for any of various reasons, revealing further barriers within the system.

In this context, the European Court of Human Rights (ECtHR) has emphasised the need to consider the positive obligation of the Member States to ensure that authorities conduct autonomous, proactive and comprehensive risk assessments when dealing with cases of domestic violence, given the specific nature of such cases. Specifically, the Grand Chamber judgment of the ECtHR of 15 June 2021, *Kurt v Austria*, emphasised that Member States have a positive obligation under Article 2 of the European Convention on Human Rights to ensure a comprehensive and effective criminal response to domestic violence. As emphasised by Grevio, ‘proactive’ and ‘comprehensive’ mean that authorities must conduct investigations without relying solely on the victim’s testimony (Grevio, 2023). This includes the duty to pursue investigations *ex officio*, meaning that investigations proceed even if the victim withdraws protection orders, statements or complaints, as required by Article 55 of the Istanbul Convention.

Currently, it is not possible to calculate the attrition rate of intimate partner violence cases because this would require tracking specific cases from the initial reporting stage through the entire criminal justice process. The data on male perpetrators of intimate partner violence provided by Member States does not follow the same groups of men over time. Instead, it reports on all men recorded during a particular year. This lack of continuity makes it difficult to assess how many cases progress through the system and where they may be dropping out.

Improved coordination between police data and judicial data would provide a clearer picture of repeat offending and re-victimisation, helping to identify serial perpetrators and systemic failures in protecting victims from further harm. It would also allow for better evaluation of legal interventions, such as the effectiveness of restraining orders, prosecution rates and sentencing outcomes.

To address these challenges, standardised data collection methods and interoperable data systems between law enforcement and judicial authorities would be greatly beneficial. Strengthening these connections would enhance the accuracy and depth of intimate partner violence data on perpetrators, support evidence-based policymaking and ultimately lead to a more effective justice system that reduces attrition, improves institutional responses and strengthens protections for victims.

Starting in 2027, the implementation of Directive (EU) 2024/1385 on combating violence against women and domestic violence will bring significant changes to how police and judicial data on perpetrators is collected. Member States will be required to systematically gather and report disaggregated data, addressing the current lack of detail in many national datasets. Specifically, the Member States will need to share data on the annual numbers of reported offences and convictions for various forms of violence against women, including female genital mutilation, forced marriage, non-consensual sharing of intimate or manipulated material, cyberstalking, cyber harassment and cyber incitement to violence or hatred, in addition to data on domestic violence.

This EU directive mandates a minimum level of disaggregation, ensuring the collection of core variables such as the type of violence, the sex of the victim, the sex of the perpetrator and the relationship between the victim and perpetrator. This represents a significant shift from the current fragmented datasets. To meet these requirements, substantial investments in data collection, data recording and infrastructure systems will be necessary to address existing challenges.

7.3.2. Availability and comparability of data

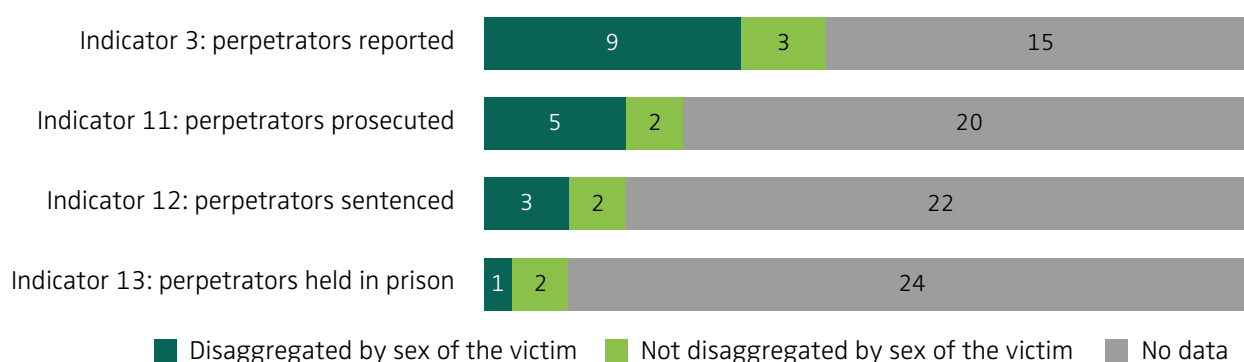
EIGE's indicators requested data on male perpetrators reported, prosecuted and sentenced for intimate partner violence on an annual basis, and data on men held in prison or with a sanction involving a form of deprivation of liberty for intimate partner violence, as of 31 December of each year (Table 7.3).

Table 7.3. Types of male perpetrators of intimate partner violence and the availability of data

Type of perpetrator	Definition	Member States with available data relating to male perpetrators of intimate partner violence	
Reported	A person brought into formal contact with the police and suspected of, or arrested or cautioned for, a criminal offence (EIGE, 2019).	12	BE, CZ, DE, IE, ES, FR, HU, MT, PT, SI, FI, SE
Prosecuted	An alleged perpetrator against whom prosecution commenced in the reporting year. A prosecuted person may be prosecuted by the public prosecutor or the law enforcement agency responsible for prosecution, at the national level, irrespective of the case-ending decision (UNODC et al., 2025).	7	BE, CZ, ES, FR, HU, MT, SE
Sentenced	A person found guilty by any legal body authorised to pronounce a conviction under national criminal law, whether or not the conviction was later upheld (UNODC et al., 2025).	5	CZ, ES, FR, HR, LU
Held in prison or with a sanction involving a form of deprivation of liberty	A person held in prison, a penal institution or a correctional institution after a final decision on their case has been made by a competent authority.	3	ES, FR, LU

Source: EIGE, 2025.

Figure 7.3 highlights the availability of data on male perpetrators of intimate partner violence in the Member States.

Figure 7.3. Numbers of Member States that shared data relating to male perpetrators of intimate partner violence, by sex of the victim

NB: Not all Member States shared data that is comparable with EIGE's indicator requirements. For further details on data comparability, see the methodological report accompanying this report.

Source: EIGE 2023-2024 data collection.

Even where Member States have shared data that aligns with EIGE's indicator requirements, this data should not be compared with data shared by other Member States due to differences regarding the counting rules used across the EU, data collection procedures, the age ranges of perpetrators considered and the criminal offences included in the data. Additional information on these differences and further details on the factors that impact the overall accuracy of the data and the comparability of data over time can be found in the methodological report.

7.3.3. Number of perpetrators of intimate partner violence

7.3.3.1. Key findings and analysis

Data on male perpetrators is limited in the justice sector

As highlighted in the previous section, only one third of Member States (9 out of 27) provided police data to EIGE on men reported for intimate partner violence against women. The availability of data becomes even more limited when considering those perpetrators who have been brought to justice for these crimes, since many systems do not disaggregate data by type of offence, relationship between victim and perpetrator, or other relevant characteristics necessary for a clear understanding of intimate partner violence cases.

Within the EU, only a few Member States have shared data on the numbers of men prosecuted for intimate partner violence against female victims (five Member States), men sentenced for these crimes (three Member States) and men held in prison or subjected to a sanction involving a form of deprivation of liberty (one Member State). The lack of data is even more evident when looking at victim-related statistics, which are available in 13 Member States, almost three times the highest number with perpetrator statistics.

The limited data on prosecutions, sentencing and imprisonment makes it difficult to assess how many perpetrators are held accountable for their actions. Additionally, the availability of data appears inconsistent, as it decreases as the information becomes more specific (as shown in Table 7.4). This lack of data hinders efforts to evaluate the efficiency of legal and institutional responses to intimate partner violence. It also underscores the need for improved data collection and reporting mechanisms to ensure that justice sector institutions across the EU can effectively address intimate partner violence.

Country case study

France is one of the Member States that have recorded comprehensive data on perpetrators of intimate partner violence throughout the criminal justice processes; however, this data has only been shared for intimate partner violence against total victims, without disaggregation by victim's sex. The data shared for 2022 includes the numbers of male perpetrators prosecuted (51 263), convicted (36 434) and held in prison or subject to sanctions involving deprivation of liberty (10 590).

This information on prosecuted and convicted perpetrators in France comes from the *Casier judiciaire* national statistical file, while data on imprisoned perpetrators comes from the *Genesis* statistical file. Furthermore, civil/family courts do not prosecute or convict perpetrators of intimate partner violence in France; therefore, all relevant data in this area comes from criminal courts. It should also be noted that, based on the French data collection system, if a person is convicted more than once on separate occasions in the same year, each conviction is counted as a separate individual.

French data also allows for disaggregation by specific types of offences according to the ICCS. With regard to physical violence, recorded offences include assault and attempted intentional homicide, excluding deprivation of liberty. Psychological violence is recorded through offences such as harassment, threats, stalking and breaches of court orders, but excludes coercion, defamation, insults and other acts intended to induce fear or emotional distress (e.g. mental abuse). No data is

available on economic violence offences. In addition, the French data system uniquely allows for the identification of the offence of invasion of privacy in cases of intimate partner violence.

Men constitute the overwhelming majority of individuals brought to justice for intimate partner violence

Women are the primary victims of men who are reported, prosecuted, sentenced and held in prison for intimate partner violence in the EU. Data from eight Member States in 2022 indicates that **an average of 97 % of men reported for intimate partner violence were reported for alleged crimes against women** ⁽⁵²⁾.

7.3.3.2. Overview of the data

The latest data shared by Member States on male perpetrators is presented in Table 7.4. Full data on male perpetrators reported, prosecuted, sentenced and held in prison for intimate partner violence from previous years can be found in the individual country profiles.

Table 7.4. Latest available data on perpetrators reported, prosecuted, sentenced and held in prison for intimate partner violence (indicators 3 and 11–13)

 Belgium Population in 2022: 11 617 623	9 867 men were reported to police for intimate partner violence against total victims in 2022. 52 637 men defendants were prosecuted in cases of intimate partner violence against total victims in 2022. NB: Police data excludes current and former non-cohabitating partners. The principal offence rule was not used to count the number of perpetrators. If an offence is committed by multiple persons, the police count the number of perpetrators as two or more persons (as each person has a unique technical identification key). Justice data refers to defendants in cases prosecuted for intra-family violence within the couple. A perpetrator convicted of multiple (serial) offences of the same type or more than once (on separate occasions) in one year is counted as two or more persons. The data does not include youth prosecution offices. Source: National General Database (police database) and the College of the Courts of Belgium and the public prosecutor's office.
 Croatia Population in 2022: 3 862 305	1 744 men were sentenced for the misdemeanour offence of domestic violence, specifically against a female intimate partner in 2022. During the year, 99 % of men sentenced for this type of violence had committed violence against women (1 744 out of 1 763). NB: Data on intimate partner violence is a subset of domestic violence data. The principal offence rule was not used to count the number of perpetrators sentenced. Perpetrators convicted of multiple (serial) offences of the same type are counted as two or more persons. A person convicted more than once (on separate occasions) in one year is counted as two or more persons. Source: Ministry of Justice, Public Administration and Digital Transformation and the Croatian Bureau of Statistics.

⁽⁵²⁾ CZ, IE, HU, MT, PT, SI, FI, SE.

7. The criminal justice response to violence against women

 Czechia Population in 2023: 10 827 529	628 men were reported to police for intimate partner violence against women in 2023. During this year, 99 % of perpetrators reported for intimate partner violence committed crimes against women (628 out of 632). 631 men were prosecuted for intimate partner violence against women in 2022. In this year, 100 % of men prosecuted for intimate partner violence committed crimes against women. 341 men were sentenced for intimate partner violence against women in 2022. During the year, 98 % of perpetrators sentenced for intimate partner violence committed crimes against women (341 out of 349). NB: Police data appears to exclude partners if they are not officially registered and do not cohabit and there is no ongoing violence. The principal offence rule was used to count the number of perpetrators. Perpetrators of multiple offences are counted as one person. If an offence is committed by multiple persons, the police count the number of perpetrators as two or more persons. Regarding justice data, before 2022 the data excluded former (non-married) partners. The principal offence rule was not used to count the number of perpetrators. Perpetrators convicted of multiple offences of the same type are counted as one person. Persons convicted more than once on separate occasions in the same year are counted as two or more persons. Source: Crime statistics from the Police of the Czech Republic and statistical sheets from courts and state prosecutions.
 Finland Population in 2022: 5 548 241	1 393 men were reported to the police for intimate partner violence against women in 2022. During this year, 99 % of perpetrators reported for intimate partner violence committed their crimes against women victims (1 393 out of 1 395). NB: The data excludes victims and perpetrators who do not officially live together, are not married and do not have a common child. The principal offence rule was not used to count the number of perpetrators. Police counted perpetrators of multiple (serial) offences as one person. If an offence is committed by multiple persons, police count the number of perpetrators as two or more persons. Source: PATJA and Statistics Finland registers.
 France Population in 2021: 67 728 568	192 784 men were reported to police for intimate partner violence against total victims in 2021. 51 263 men were prosecuted for intimate partner violence against total victims in 2022. 36 434 men were sentenced for intimate partner violence against total victims in 2022. 10 590 men were held in prison for intimate partner violence against total victims in 2022. NB: Regarding police data, the principal offence rule was not used to count the number of perpetrators. Police count perpetrators of multiple (serial) offences as one person. If an offence is committed by multiple persons, police count the number of perpetrators as two or more persons. Regarding justice data, the principal offence rule was not used to count the number of perpetrators. Perpetrators convicted of multiple (serial) offences of the same type are counted as one person. A person who is convicted more than once (on separate occasions) in one year is counted as two or more persons. Source: Police and Gendarmerie administrative data; and the Ministry of Justice (Cassiopée statistical files).
 Germany Population in 2022: 83 237 124	101 323 men were reported to police for intimate partner violence against total victims in 2022. NB: The 'real' counting of perpetrators (introduced at the federal level in 2009) means that if several cases of different offence codes are assigned to a perpetrator in the reporting period, the perpetrator is counted separately for each offence group, but only once for the corresponding superordinate offence groups or for the total number of offences. Further guidelines for recording police crime statistics can be found on the BKA web page 'Police crime statistics 2023'. Source: Data shared by BKA.
 Hungary Population in 2022: 9 610 403	2 936 men were reported for intimate partner violence against women in 2022. Almost all (99 %) men reported in 2022 were reported for intimate partner violence against women victims (2 936 out of 2 978). 2 218 men were prosecuted for intimate partner violence against women in 2022. Almost all (99 %) male perpetrators prosecuted for intimate partner violence committed their crimes against women victims (2 218 out of 2 248). NB: Regarding police data, the principal offence rule was not used to count the number of perpetrators. Perpetrators of multiple offences are counted as two or more persons. If an offence is committed by multiple persons, the police count two or more perpetrators. Regarding justice data, the principal offence rule was not used to count the number of perpetrators. Perpetrators convicted of multiple (serial) offences of the same type are counted as two or more persons. Perpetrators convicted more than once in a single year are counted as two or more persons. Source: The data was shared by the Hungarian Central Statistical Office and retrieved from the ENyÜBS database.

 Ireland Population in 2022: 5 154 277	2 788 men were reported for intimate partner violence against women in 2022. Overall, 90 % of men reported in 2022 were reported for intimate partner violence against women victims (2 788 out of 3 089). NB: Data refers to persons detected by the police for reported crimes. The principal offence rule is used to count crime in Ireland. For statistical crime-counting purposes, only a single crime is counted where there are multiple incidents of a crime committed against a victim by the same perpetrator. Source: PULSE, the administrative crime database of An Garda Síochána (the national police service).
 Luxembourg Population in 2022: 645 397	19 men were sentenced for intimate partner violence against total victims in 2022. 1 man received a final conviction including a prison sentence for intimate partner violence in 2022. NB: Data on perpetrators held in prison for intimate partner violence (indicator 13) refer to perpetrators who should be in prison based on their conviction; data also refers to the calendar year (from 1 January to 31 December). The principal offence rule was not used to count the number of perpetrators sentenced. Perpetrators sentenced for multiple (serial) offences are counted as one person. People convicted more than once in a year are counted as two or more persons. Source: Statistical service of the Ministry of Justice.
 Malta Population in 2022: 520 174	1 091 men were reported for intimate partner violence against women. During the same year, 99 % of men reported for intimate partner violence committed crimes against women (1 091 out of 1 107). 538 men were prosecuted for intimate partner violence against women in 2022. In this year, 98 % of male perpetrators prosecuted for intimate partner violence committed their crimes against women victims (538 out of 550). NB: Regarding police data, the principal offence rule was used to count the numbers of perpetrators and offences. Perpetrators of multiple offences are counted as two or more persons. If an offence is committed by multiple persons, the police count two or more persons. Regarding justice data, details on the counting rules used are not available. The comparability of data for perpetrators prosecuted for intimate partner violence (indicator 11) cannot be assessed. Source: Police data shared by the National Statistics Office and retrieved from the Malta Police Force; justice data shared by the Office of the Attorney General.
 Portugal Population in 2022: 10 421 117	15 773 men were reported to police for domestic violence against women intimate partners. During the year, 96 % of men reported for domestic violence against intimate partners had committed violence against women (15 733 out of 16 429). NB: Data refers to domestic violence by an intimate partner. The principal offence rule was used to count the number of perpetrators. Perpetrators of multiple (serial) offences are counted as one person. If an offence is committed by multiple persons, police count the number of perpetrators as two or more persons. Source: The database for domestic violence managed by the secretary general of the Ministry of Internal Administration.
 Slovenia Population in 2022: 2 107 180	793 men were reported for intimate partner violence against women in 2022. Almost all (99 %) men reported in 2022 were reported for intimate partner violence against women victims (793 out of 805). NB: Data appears to exclude former partners who did not live together, do not have a child together and were not officially registered. The principal offence rule was not used to count the number of perpetrators. Perpetrators of multiple (serial) offences are counted as two or more persons. If an offence is committed by multiple persons, the police count the number of perpetrators as two or more persons. Source: Slovenian National Police Force database of criminal offences.

7. The criminal justice response to violence against women

 Spain Population in 2022: 47 486 843	85 226 men were recorded by police for gender-based violence against women in 2022. 33 209 men were prosecuted for gender-based violence against women in 2022. 36 161 men were sentenced for gender-based violence against women in 2022. 24 124 men were sent to prison for gender-based violence against women in 2022. NB: Police data refers to perpetrators reported for gender-based violence, rather than intimate partner violence. The principal offence rule was used to count the number of perpetrators reported. Perpetrators of multiple (serial) offences are counted as one person. If an offence is committed by multiple persons, perpetrators are counted as two or more persons. Justice data refers to gender-based violence, rather than intimate partner violence. Data on perpetrators held in prison for intimate partner violence (indicator 13) refers to perpetrators sent to prison in a reference year (not held in prison on 31 December). The principal offence rule was not used to count the number of perpetrators prosecuted or sentenced. Perpetrators of multiple (serial) offences are counted as one person. If an offence is committed by multiple persons, perpetrators are counted as one person. People convicted more than once in a year are counted as one person. Source: Police data was shared by the Ministry of the Interior and retrieved from the Sistema Estadístico de Criminalidad; justice data was shared by the National Statistics Institute and retrieved from the Central Registry for the Protection of Victims of Domestic and Gender Violence.
 Sweden Population in 2022: 10 452 326	17 316 male suspects were recorded by police for intimate partner violence against women in 2022. Almost all (98 %) were reported for violence against women victims (17 316 out of 17 667). 3 412 male suspects were prosecuted for intimate partner violence against female victims in 2022. Almost all (98 %) men prosecuted for intimate partner violence committed suspected crimes against women (3 412 out of 3 470). NB: Regarding police data, the principal offence rule was not used to count the number of persons. Police count suspects of multiple (serial) offences as one person. If an offence is committed by multiple persons, police count the number of suspects as two or more persons. Regarding justice data, the principal offence rule was used to count the number of persons. Suspects convicted of multiple (serial) offences of the same type are counted as one person. A person convicted more than once in a year is counted as two or more persons. Source: Swedish National Council for Crime Prevention.

7.4. Perpetrators of domestic violence: judicial data

7.4.1. Availability and comparability of data

EIGE's indicators requested data on male perpetrators reported, prosecuted and sentenced for domestic violence on an annual basis and on men held in prison or with a sanction involving a form of deprivation of liberty for domestic violence, as of 31 December of each year. Compared with the data on intimate partner violence, a greater number of Member States shared data relating to perpetrators of domestic violence (Table 7.5).

Table 7.5. Types of male perpetrators of domestic violence and the availability of data

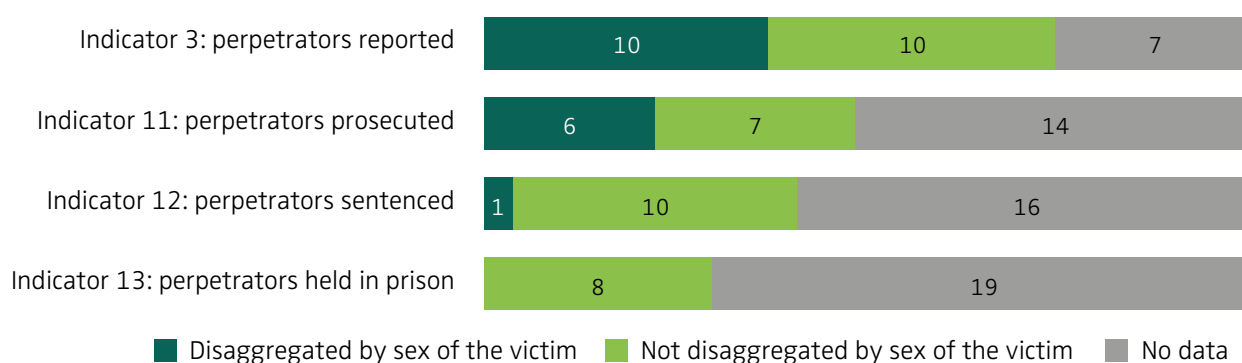
Type of perpetrator	Definition	Member States with available data relating to male perpetrators of domestic violence	
Reported	A person brought into formal contact with the police and suspected of, or arrested or cautioned for, a criminal offence (EIGE, 2019).	20	BE, BG, CZ, DE, EE, IE, EL, ES, FR, HR, LT, LU, HU, MT, PL, PT, RO, SI, FI, SE
Prosecuted	An alleged perpetrator against whom prosecution commenced in the reporting year. A prosecuted person may be prosecuted by the public prosecutor or the law enforcement agency responsible for prosecution, at the national level, irrespective of the case-ending decision (UNODC et al., 2025).	13	BE, CZ, EL, ES, FR, HR, LU, HU, MT, AT, PT, RO, SE

Type of perpetrator	Definition	Member States with available data relating to male perpetrators of domestic violence	
Sentenced	A person found guilty by any legal body authorised to pronounce a conviction under national criminal law, whether or not the conviction was later upheld (UNODC et al., 2025).	11	BG, CZ, EL, ES, FR, HR, LU, AT, PL, PT, RO
Held in prison or with a sanction involving a form of deprivation of liberty	A person held in prison, a penal institution or a correctional institution after a final decision on their case has been made by a competent authority.	8	CZ, EL, ES, FR, HR, LU, PT, RO

Source: EIGE, 2025.

Figure 7.4 provides an overview of the availability of data on male perpetrators of domestic violence in the EU.

Figure 7.4. Numbers of Member States that shared data relating to male perpetrators of domestic violence, by sex of the victim



NB: Not all Member States shared data that is comparable with EIGE's indicator requirements. For further details on data comparability, see the methodological report accompanying this report.

Source: EIGE 2023-2024 data collection.

Even where Member States have shared data that aligns with EIGE's indicator requirements, this data should not be compared with data shared by other Member States. Additional information on factors that impact the overall accuracy of the data and the comparability of data over time can be found in the methodological report.

7.4.2. Number of perpetrators of domestic violence

7.4.2.1. Key findings and analysis

Male perpetrators account for most cases of domestic violence against women

As illustrated in previous sections, in 2022, an average of 97 % of men reported for intimate partner violence were reported for alleged crimes against women. Similarly, 2022 data from 10 Member States shows that **men primarily commit domestic violence against women**. The **share of female victims of male perpetrators of domestic violence ranges from 73 % (Hungary) to over 90 % (Estonia, Portugal)**

and Sweden). Differences in the data are likely to reflect variations in reporting practices, social awareness and institutional responsiveness rather than fundamentally different patterns of offending.

Increases in the number of men prosecuted for domestic violence can be linked to legislative changes

For some Member States, increases in the number of men prosecuted for domestic violence during the 2014–2022 data collection period can be attributed to legislative changes made to tackle violence against women and domestic violence in addition to stronger institutional frameworks that contribute to data collection adjustments. Only Czechia and Croatia show significant or steady decreases; the remaining Member States show either a notable increase in prosecutions (as seen in Greece, France, Malta, Portugal and Romania) or a moderate increase (as seen in Belgium, Spain, Luxembourg, Hungary and Austria).

Country case study

Between 2020 and 2021, the number of men prosecuted for domestic violence against women in Malta increased significantly, rising from 320 to 1 148. This substantial increase can be attributed to the establishment of the Gender-based and Domestic Violence Unit within the Malta Police Force in 2020. The unit was instrumental in improving the collection and reporting of sex-disaggregated data. By focusing on accurate and detailed data collection, the unit was able to provide a clearer picture of the scale of domestic violence against women.

7.4.2.2. Overview of the data

The latest data shared by Member States on male perpetrators reported, prosecuted, sentenced and held in prison for domestic violence is presented in Table 7.6. Full data on male perpetrators reported, prosecuted, sentenced and held in prison for domestic violence from previous years can be found in the individual country profiles.

Table 7.6. Latest available data on perpetrators reported, prosecuted, sentenced and held in prison for domestic violence (indicators 3 and 11–13)

 Austria Population in 2022: 8 978 929	2 233 men were prosecuted for domestic violence against total victims in 2022. 979 men were sentenced for domestic violence against total victims in 2022. NB: For indicators 11 and 12 (perpetrators prosecuted and sentenced), the principal offence rule was not used to count the number of perpetrators. Perpetrators convicted of multiple (serial) offences are counted as one person. Perpetrators convicted more than once in a single year are counted as two or more persons. Source: Statistics Austria.
 Belgium Population in 2022: 11 617 623	13 090 men were reported to police for domestic violence against total victims in 2022. 12 681 men defendants were prosecuted in cases of domestic violence against total victims in 2022. NB: police data refers to family relationships but does not refer to other domestic (non-family) relationships. The principal offence rule was not used to count the number of perpetrators. If an offence is committed by multiple persons, the police count the number of perpetrators as two or more persons (as each person has a unique technical identification key). Justice data refers to defendants in cases prosecuted for intra-family violence within the couple. A perpetrator convicted of multiple (serial) offences of the same type, or more than once (on separate occasions) in one year, is counted as two or more persons. Source: Police data is from the National General Database (police database); justice data is from the College of Public Prosecutors.

 Bulgaria Population in 2022: 6 482 484	48 persons were convicted of crimes that were perpetrated in a situation of domestic violence according to the criminal code (amended and supplemented by State Gazette No 16 of 22 February 2019). NB: Data refers to persons convicted of crimes perpetrated in a situation of domestic violence where an effective or conditional sentence has come into force. The principal offence rule is used to count the number of perpetrators. Perpetrators convicted of multiple (serial) offences of the same type are counted as one person. Perpetrators convicted more than once on separate occasions in a year are counted as two or more persons. Source: Bulgarian National Statistical Institute.
 Croatia Population in 2022: 3 862 305	3 861 men were reported to police for domestic violence against total victims in 2022. 6 115 men were prosecuted for the misdemeanour offence of domestic violence against total victims in 2022. 4 567 men were sentenced for the misdemeanour offence of domestic violence against total victims in 2022. 353 men were held in prison for the misdemeanour offence of domestic violence against total victims in 2022. NB: Regarding police data, the principal offence rule was used to count the number of perpetrators reported. Perpetrators reported for multiple (serial) offences are counted as one person. Regarding justice data, the principal offence rule was not used to count perpetrators sentenced. Perpetrators convicted of multiple (serial) offences of the same type are counted as two or more persons. A person convicted more than once (on separate occasions) in one year is counted as two or more persons. Data on perpetrators held in prison for domestic violence (indicator 13) refers to the calendar year (from 1 January to 31 December). Source: Police data refers to annual statistical reports by the Ministry of the Interior. Justice data refers to the Ministry of Justice, Public Administration and Digital Transformation and the Croatian Bureau of Statistics.
 Czechia Population in 2023: 10 827 529	754 men were reported for domestic violence against female victims in 2023. In this year, 76 % of men reported were suspected of violence against women (754 out of 994). 773 men were prosecuted for domestic violence against women in 2022. In this year, 99 % of men prosecuted for domestic violence committed violence against women (773 out of 774). 411 men were sentenced for domestic violence against women in 2022. During the year, 84 % of men sentenced for domestic violence had committed violence against women (411 out of 490). 268 criminal offences involving domestic violence resulted in the imprisonment of male perpetrators in 2023. NB: Regarding police data, the principal offence rule was used to count the number of perpetrators. Perpetrators of multiple offences are counted as one person. If an offence is committed by multiple persons, the police count the number of perpetrators as two or more persons. Regarding justice data, the principal offence rule was not used to count the number of perpetrators. Perpetrators convicted of multiple offences of the same type are counted as one person. Persons convicted more than once on separate occasions in the same year are counted as two or more persons. Data on perpetrators held in prison for domestic violence (indicator 13) relates to the number of criminal offences resulting in the imprisonment of perpetrators, not the number of perpetrators; data also excludes persons who do not share a common residence. Before 2022, the data excluded former (non-married) partners. Source: Police data was shared by the Police of the Czech Republic. Justice data is from statistical sheets from courts and state prosecutions and statistical yearbooks from the Prison Service of the Czech Republic.
 Estonia Population in 2022: 1 331 796	6 801 men were reported to police for domestic violence against female victims in 2022. During the year, 90 % of men reported to police for domestic violence were reported for violence against women (6 801 out of 7 567). NB: The principal offence rule was not used to count the number of perpetrators. Perpetrators of multiple (serial) offences are counted as two or more persons. If an offence is committed by multiple persons, the police count the number of perpetrators as two or more persons. Source: The data was shared by the Ministry of the Interior and refers to domestic violence information sheets completed by the police.
 Finland Population in 2022: 5 548 241	1 651 men were reported to police for domestic violence against female victims in 2022. During the year, 85 % of men reported for domestic violence were reported for violence against women (1 651 out of 1 943). NB: Data excludes intimate partners. The principal offence rule was not used to count the number of perpetrators. Police officers often count perpetrators of multiple (serial) offences as one person. If an offence is committed by multiple persons, police count the number of perpetrators as two or more persons. Source: PATJA and Statistics Finland registers.

7. The criminal justice response to violence against women

 France Population in 2021 and 2022: 67 728 568 and 67 957 053	248 364 men were reported to police for domestic violence against total victims in 2021. 56 998 men were prosecuted for domestic violence against total victims in 2022. 39 128 men were sentenced for domestic violence against total victims in 2022. 13 375 men were held in prison for domestic violence against total victims in 2022. NB: Police data does not include types of relationship that can exist in a domestic unit with no legal or family ties (e.g. housemates are not included). The principal offence rule was not used to count the number of perpetrators. Police count perpetrators of multiple (serial) offences as one person. If an offence is committed by multiple persons, police count the number of perpetrators as two or more persons. Justice data does not include types of relationship that can exist in a domestic unit with no legal or family ties (e.g. housemates are not included). The principal offence rule was not used to count the number of perpetrators. Perpetrators convicted of multiple (serial) offences of the same type are counted as one person. A person who is convicted more than once (on separate occasions) in one year is counted as two or more persons. Source: Police data was shared by Police and Gendarmerie administrative data; justice data was shared by the Ministry of Justice (Cassiopée statistical files).
 Germany Population in 2022: 83 237 124	150 633 men were reported to police for domestic violence against total victims in 2022. NB: Data excludes non-married and former partners. The 'real' counting of perpetrators (introduced at the federal level in 2009) means that, if several cases of different offence codes are assigned to a perpetrator in the reporting period, the perpetrator is counted separately for each offence group, but only once for the corresponding superordinate offence groups or for the total number of offences. Further guidelines for recording police crime statistics can be found on the BKA web page 'Police crime statistics 2023'. Source: Data shared by BKA.
 Greece Population in 2022: 10 459 782	10 396 perpetrators were reported to police for domestic violence in 2022. 3 409 perpetrators were prosecuted for domestic violence in 2022. 1 823 perpetrators were sentenced for domestic violence in 2022. 111 perpetrators were held in prison for domestic violence in 2022. NB: Regarding police data, the principal offence rule was not used to count the number of perpetrators. Perpetrators of multiple (serial) offences are counted as two or more persons. If an offence is committed by multiple persons, perpetrators are counted as two or more persons. Regarding justice data, the principal offence rule was used to count the number of perpetrators prosecuted or sentenced. Perpetrators of multiple (serial) offences are counted as one person. Perpetrators convicted more than once in one year are counted as two or more persons. Data on perpetrators held in prison for domestic violence (indicator 13) refers to the calendar year (from 1 January to 31 December). Source: Police data was extracted from 'signal reports' retrieved from the Hellenic Police's domestic violence application. Justice data on perpetrators prosecuted and sentenced was retrieved from the digital platform for collecting statistics from the Ministry of Justice. Data on perpetrators held in prison was collected by the Department of Strategic Planning and Evaluation of Anti-criminal Policy of the Ministry for Climate Crisis and Civil Protection.
 Hungary Population in 2022: 9 610 403	3 792 men were reported to police for domestic violence against female victims in 2022. During the year, 73 % of male perpetrators reported for domestic violence were reported for violence against women victims (3 792 out of 5 214). 2 719 men were prosecuted for domestic violence against female victims in 2022. During the year, 75 % of male perpetrators prosecuted for domestic violence were prosecuted for violence against women victims (2 719 out of 3 634). NB: Regarding police data, for indicator 3 (perpetrators reported), the principal offence rule was not used to count the number of perpetrators. Perpetrators of multiple (serial) offences are counted as two or more persons. If an offence is committed by multiple persons, police count the number of perpetrators as two or more persons. Regarding justice data, for indicator 11 (perpetrators prosecuted), the principal offence rule was not used to count the number of perpetrators. Perpetrators convicted of multiple (serial) offences of the same type are counted as two or more persons. Perpetrators convicted more than once in a single year are counted as two or more persons. Source: The data was shared by the Hungarian Central Statistical Office and retrieved from the ENyÜBS database.
 Ireland Population in 2022: 5 154 277	3 628 men were reported to police for domestic violence against women in 2022. During the year, 81 % of men reported to police for domestic violence were reported for violence against women victims (3 628 out of 4 471). NB: Data refers to persons detected by police for reported crimes. The principal offence rule is used to count crime in Ireland. For statistical crime-counting purposes, only a single crime is counted where there are multiple incidents of a crime committed against a victim by the same perpetrator. Source: PULSE, the administrative crime database of An Garda Síochána (the national police service).

 Lithuania Population in 2022: 2 805 998	3 937 men were reported to police for domestic violence against total victims in 2022. NB: The principal offence rule was not used to count the number of perpetrators. The police count perpetrators of multiple (serial) offences as one person. If an offence is committed by multiple persons, the police count the number of perpetrators as two or more persons. Source: Ministry of the Interior.
 Luxembourg Population in 2022: 645 397	941 male perpetrators were recorded by police in 2022 for cases involving domestic violence. During the year, 68 % of the cases involving male perpetrators of domestic violence included female victims (941 out of 1 375). 100 men were prosecuted for domestic violence in 2022. 91 men were sentenced for domestic violence in 2022. 20 men had final convictions that included prison sentences for domestic violence in 2022. NB: Police data refers to male perpetrators in cases of domestic violence. The principal offence rule was not used to count the number of perpetrators. If an offence is committed by multiple persons, police count the number of perpetrators as two or more persons. Perpetrators of multiple offences are counted once, but only when multiple offences occur at the same time. If, later in the year, the same perpetrator appears in another case, this person is assigned a new ID in this new case and will therefore be counted more than once. Regarding justice data, the principal offence rule was not used to count the number of perpetrators. Perpetrators of multiple (serial) offences are counted as one person. People convicted more than once in a year are counted as two or more persons. Data on perpetrators held in prison for domestic violence (indicator 13) refers to perpetrators that should be in prison based on their conviction; data also refers to the calendar year (from 1 January to 31 December). Source: Police data was retrieved from a police application called <i>informations policières</i>. Justice data was shared by the statistical service of the judicial administration.
 Malta Population in 2022: 520 174	1 364 men were reported for domestic violence against women. During the same year, 83 % of men reported for domestic violence committed crimes against women (1 364 out of 1 650). 1 210 men were prosecuted for domestic violence against women. During the year, 85 % of men prosecuted for domestic violence had committed crimes against women (1 210 out of 1 420). NB: Regarding police data, the principal offence rule was used to count the numbers of perpetrators and offences. Perpetrators of multiple offences are counted as two or more persons. If an offence is committed by multiple persons, the police count two or more persons. Regarding justice data, the comparability of this data cannot be assessed. Although data has been shared on perpetrators prosecuted for domestic violence, the metadata has not been shared for this indicator. Source: Police data was shared by the National Statistics Office and retrieved from the Malta Police Force. Justice data was shared by the Office of the Attorney General.
 Poland Population in 2022: 36 889 761	55 426 men were reported to police for domestic violence against total victims in 2022. 11 786 male perpetrators were sentenced for domestic violence against total victims in 2022. NB: Regarding police data, details on the counting rules used are not available. Regarding justice data, the principal offence rule was used to count the number of perpetrators. Perpetrators convicted of multiple (serial) offences of the same type are counted as one person. A person who is convicted more than once (on separate occasions) in one year is counted as one person. Source: Police data was retrieved from the police electronic reporting system. Justice data was shared by the Ministry of Justice.
 Portugal Population in 2022: 10 421 117	23 141 men were reported for domestic violence against women in 2022. During the year, 92 % of men reported had committed violence against women (23 141 out of 25 176). 3 770 men were prosecuted for domestic violence against total victims in 2021. 2 132 men were sentenced for domestic violence against total victims in 2021. 935 men were held in prison for domestic violence against total victims in 2022. NB: Regarding police data, the principal offence rule was used to count the number of perpetrators. Perpetrators of multiple (serial) offences are counted as one person. If an offence is committed by multiple persons, police count the number of perpetrators as two or more persons. Regarding justice data, the principal offence rule was used to count the number of perpetrators. Perpetrators of multiple (serial) offences are counted as one person. A person who is convicted more than once (on separate occasions) in one year is counted as two or more persons. Source: Police data was retrieved from the database for domestic violence managed by the secretary general of the Ministry of Internal Administration. Justice data was shared by the Directorate-General for Justice Policy.

7. The criminal justice response to violence against women

 Romania Population in 2022: 19 042 455	49 254 men were reported to police for domestic violence against total victims in 2022. 1 372 male perpetrators were prosecuted for domestic violence against total victims in 2022. 235 men were sentenced for domestic violence against total victims in 2022. 337 men were held in prison for domestic violence against total victims on 31 December 2022. NB: Regarding police data, the principal offence rule was used to count the number of perpetrators. If there are two or more offences included in the same file, statistically, the perpetrator is counted only once, with the gravest/harshesst offence the one counted. If two or more offences are included in two or more separate files, statistically, the perpetrator is counted once for each file, with the gravest/harshesst offence the one counted. If an offence is committed by multiple persons, the police count the number of perpetrators as two or more persons. Regarding justice data, the principal offence rule was used to count the number of perpetrators. Perpetrators convicted of multiple (serial) offences of the same type are counted as one person. A person who is convicted more than once (on separate occasions) in one year is counted as two more persons. Source: Police data was shared by the General Inspectorate of the Romanian Police. Justice data for perpetrators prosecuted was retrieved from the penal/criminal court unit in the Public Ministry. Data for perpetrators sentenced was retrieved from the European criminal records information system (for activities of the court) and the public prosecutor's office attached to the High Court of Cassation and Justice (for activities of prosecutors). Data for perpetrators held in prison is from the database of the National Administration of Penitentiaries.
 Slovenia Population in 2022: 2 107 180	1 849 men were reported for domestic violence against female victims in 2022. During the year, 81 % of men reported for domestic violence were reported for violence against women victims (1 849 out of 2 280). NB: The principal offence rule was not used to count the number of perpetrators. Perpetrators of multiple (serial) offences are counted as two or more persons. If an offence is committed by multiple persons, the police count the number of perpetrators as two or more persons. Source: Police database of criminal offences.
 Spain Population in 2022: 47 486 843	102 931 men were reported to the police for domestic violence against total victims in 2022. 3 233 men were prosecuted for domestic violence against female victims in 2022. During the year, 65 % of men prosecuted for domestic violence were prosecuted for violence against women victims (3 233 out of 4 943). 4 059 men were sentenced for domestic violence against total victims in 2022. 2 443 men were held in prison for domestic violence against total victims in 2022. NB: Police data excludes male perpetrators prosecuted for intimate partner violence. The principal offence rule was used to count the number of perpetrators reported. Perpetrators of multiple (serial) offences are counted as one person. If an offence is committed by multiple persons, perpetrators are counted as two or more persons. Justice data excludes intimate partner violence. Data on perpetrators held in prison for domestic violence (Indicator 13) refers to perpetrators sent to prison in a reference year (not held in prison on 31 December). The principal offence rule was not used to count the number of perpetrators prosecuted or sentenced. Perpetrators of multiple (serial) offences are counted as one person. If an offence is committed by multiple persons, perpetrators are counted as one person. People convicted more than once in a year are counted as one person. Source: Police data was shared by the Ministry of the Interior and retrieved from the Sistema Estadístico de Criminalidad. Justice sector data was shared by the National Statistics Institute and retrieved from the Central Registry for the Protection of Victims of Domestic and Gender Violence.
 Sweden Population in 2022: 10 452 326	20 646 men were reported for domestic violence against women. Overall, 90 % of men reported for domestic violence were reported for crimes against women (20 646 out of 22 907). 4 103 male suspects were prosecuted for domestic violence against female victims in 2022. During the year, 90 % of prosecuted men were suspected of committing domestic violence against women victims (4 103 out of 4 541). NB: Regarding police data, the principal offence rule was not used to count the number of persons. Perpetrators of multiple (serial) offences are counted as one person. If an offence is committed by multiple persons, police count the number of perpetrators as two or more persons. Regarding justice data, the principal offence rule was used to count the number of persons. A perpetrator convicted of multiple (serial) offences of the same type is counted as one person. A perpetrator convicted more than once in a year is counted as two or more persons. Source: Swedish National Council for Crime Prevention.

8. Supporting victims

Box 16. Awareness of support services

Reporting by women who experienced threats, physical violence and/or sexual violence by an intimate partner, based on EU-GBV Survey, included the following statistics.

- Some 32.8 % of women reported such violence to either the police or contacted a health/social service or any type of support service.
- **Out of all women who reported** (either to the police, a health/social service or a support service):
 - 36.1 % contacted only a health/social service,
 - 18.8 % reported to the police in addition to contacting a health/social service,
 - 16 % only reported to the police,
 - 14.9 % sought help from all three resources – police, health/social services and other support services.

Data looking at the level of awareness among those women victims of intimate partner violence who **did not report to or contact any services** includes the following statistics.

- Some **66.8 %** of those women who did not report intimate partner violence to the police **did not know about the availability of free legal aid**.
- About half of those women who did not seek support services were unaware of them:
 - 43.6 % did not know about a specific, free shelter;
 - 40.4 % did not know about any shelter.

These findings indicate that the police are not always the primary point of contact for victims and highlight a significant need to improve awareness of available support and legal aid services.

NB: The EU-27 estimate does not include data from Italy.

Source: EU-GBV survey, wave 2021; Eurostat calculations based on EIGE's request.

Article 44 of Directive (EU) 2024/1385 on combating violence against women and domestic violence tasks EIGE with setting common standards for collecting data on shelter capacity in each Member State and data on calls to national helplines. To gain a preliminary overview of Member States' efforts in supporting victims ahead of future data collection, EIGE conducted desk research to map specialised training for professionals and the availability of free legal aid for victims between the years of 2021 and 2024. These elements are essential for improving victim support, strengthening institutional responses and ensuring that data collection leads to more effective policies and services. Further details on the methodology of the desk research are presented in Annex 4.

8.1. Free legal aid for victims of violence

The provision of free legal aid for victims of intimate partner violence and domestic violence varies significantly across Member States, reflecting diverse legal frameworks, processes and support systems. Despite these differences, several common themes and challenges emerge.

Most Member States have established legal aid services free of charge for victims of intimate partner violence and domestic violence, either under general provisions or through specific domestic violence

legislation. However, access is often hampered by being directly linked to income, where only low-income victims under a certain threshold are granted eligibility. This approach fails to consider the economic control exercised by perpetrators. Nevertheless, even where this aid is granted, not all costs are covered, meaning that victims often need to pay for other expenses such as costs related to civil proceeding like divorces and the associated costs related to child custody and protection (EIGE, 2021d). Other challenges relate to the inadequacy and uneven quality of legal aid services, due to the absence of specialised support for gender-based violence victims. Moreover, some Member States have fragmented or decentralised systems that lead to regional disparities even within the same Member State.

These variations and challenges in access to legal aid can significantly shape data collections and analyses, as these factors influence the reporting rates and the number of victims who come forward for assistance. Additionally, regions with more specialised services may report higher rates of victim engagement, which likely skews comparative analysis between regions and Member States. Therefore, the diversity in legal aid systems can affect the quality, consistency and comprehensiveness of data, making it challenging to draw direct comparisons across different contexts. Ensuring tailored, comprehensive and accessible legal aid remains a critical component of addressing gender-based violence and supporting victims in their pursuit of justice. Annex 5 presents a comprehensive overview of the different legal frameworks and processes in which free legal aid is provided in Member States.

8.2. Training for professionals in the police, justice and healthcare sectors

Specialised training on gender-based violence equips professionals with the knowledge, skills and attitudes necessary to create an environment where victims feel safe, supported and empowered. By understanding the systemic, cultural and institutional challenges behind the various forms of intimate partner violence and domestic violence (i.e. victim-blaming attitudes, societal stigma, patriarchal values that perpetuate violence within relationships, inadequate legal protection), professionals can provide better-informed care and build trust, paving the way to an environment that supports victims in taking the important step of reporting. Additionally, training ensures that victims are properly informed about their legal rights and available resources. Through specialised education on gender-based violence and coordinated referral systems, trained professionals can respond appropriately, building victims' trust in the system and increasing their willingness to report. The importance of training and information for professionals is also highlighted in Article 36 of Directive (EU) 2024/1385 on combating violence against women and domestic violence.

In various Member States, specific training on domestic violence for police, justice and healthcare professionals is compulsory, reflecting a commitment to addressing this critical issue through education and awareness; however, regular implementation remains a challenge. Annex 6 presents a comprehensive list of training initiatives implemented in each Member State.

8.3. Importance of data on support services

Support services play a role in protecting women from further violence, supporting their recovery and empowering women and their children to rebuild their lives. Their relevance is reflected in several policy and legal frameworks, including the CEDAW, the Istanbul Convention and the recently adopted Directive (EU) 2024/1385 on combating violence against women and domestic violence.

Articles 20 and 22 ⁽⁵³⁾ of the Istanbul Convention highlight the need for general and specialist support services to facilitate victims' recovery from violence. The specialist support services detailed in the convention include shelters, telephone helplines and support services for victims of sexual violence (Art. 23–25). The Istanbul Convention establishes the need for specialist services that provide responses to the various forms of violence against women.

The importance of support service data is further underscored by the entry into force of Directive (EU) 2024/1385 on combating violence against women and domestic violence. This directive mandates that EIGE shall collect data on the number and capacity of shelters in each Member State and data on the number of calls to national helplines. As a result, the collection and integration of data from support services will become standardised across Member States, enhancing the comparability and usability of this information.

The 2021 Grevio evaluation on support services provides an overview of the situation in support services for violence against women and domestic violence victims (Grevio, 2021) ⁽⁵⁴⁾. The report highlights several challenges, including that services tend to be more comprehensive in addressing domestic violence, while provisions for other forms of gender-based violence remain limited. Moreover, digital violence is almost entirely unaddressed in terms of specialised service provision, and long-term psychological counselling and trauma care are scarce even in countries with substantial resources. Grevio's report also notes that marginalised groups, including children, migrants, Roma women, women with disabilities or those with mental health or substance abuse issues, face particular barriers in accessing services.

The collection of administrative data from various sources is essential for developing a comprehensive understanding of complex societal issues like gender-based violence. Each source provides unique insights, reflecting the different ways individuals interact with services. Data from support services – including shelters, hotlines and counselling centres – captures critical information about victims who may not engage with the police or justice systems. This data sheds light on unreported cases, barriers to seeking formal justice and the vital role of support networks. When integrated with police and justice sector data, it enriches the overall picture of gender-based violence, supporting more effective resource allocation, policy development and service delivery.

In contexts where police data and justice sector data are unavailable, administrative data from support services becomes even more significant. These records offer a unique lens into the prevalence and dynamics of gender-based violence, ensuring that policymakers and stakeholders remain aware of the issue. Support services data can reveal victim needs, patterns of abuse and critical areas requiring intervention. Furthermore, they emphasise the role of these services in meeting both the immediate and long-term needs of victims.

⁽⁵³⁾ Article 20, 'General support services 1. Parties shall take the necessary legislative or other measures to ensure that victims have access to services facilitating their recovery from violence. These measures should include, when necessary, services such as legal and psychological counselling, financial assistance, housing, education, training and assistance in finding employment. 2. Parties shall take the necessary legislative or other measures to ensure that victims have access to healthcare and social services and that services are adequately resourced and professionals are trained to assist victims and refer them to the appropriate services' (Council of Europe, 2011a, p. 22).

Article 22, 'Specialist support services 1. Parties shall take the necessary legislative or other measures to provide or arrange for, in an adequate geographical distribution, immediate, short- and long-term specialist support services to any victim subjected to any of the acts of violence covered by the scope of this Convention. 2. Parties shall provide or arrange for specialist women's support services to all women victims of violence and their children' (Council of Europe, 2011a, p. 22).

⁽⁵⁴⁾ The evaluation related to Andorra, Belgium, Bosnia and Herzegovina, Estonia, Georgia, Germany, Malta, Norway, Poland, Romania, Slovenia and Spain, based on the first baseline evaluation procedure (Grevio, 2021).

The case of the Netherlands, as seen in the country case study, illustrates the unique contribution of data from support services in providing a glimpse into the status of intimate partner violence in a Member State where administrative data from the police and justice sectors is not available.

Country case study

During EIGE's 2023–2024 data collection exercise, the Netherlands shared data on reports of suspected intimate partner violence recorded by Veilig Thuis support services.

In 2023, support services received 49 755 reports of intimate partner violence, seeing an increase of 21 % compared with 2019 (from 41 275 to 49 755).

Data from support services adds unique value to our understanding of violence against women. Not all instances of intimate partner violence are reported to the police, as many victims do not report due to factors such as fear of retaliation, lack of trust in law enforcement and financial dependence on abusers. Therefore, support services often provide a safe and confidential space for victims to seek help. These services are crucial for capturing cases of intimate partner violence that might otherwise go unreported in police and justice statistics.

As seen in this case, where support services recorded a 21 % increase in intimate partner violence reports from 2019 to 2023, support services data can highlight shifts in the prevalence of intimate partner violence over time more accurately. For example, this data can provide an indication of whether awareness campaigns are working and making victims come forward or more victims are seeking help due to increased availability of services.

However, data from support services cannot be used as proxies for populating EIGE's indicators, as this data has different functions. This data may be more comprehensive because victims may reach out to these services even if they do not wish to report the violence to authorities. The added value of support services data is that it can help assess and address the hidden or under-reported nature of intimate partner violence. Instead, police and justice sector data is based on reported crimes, meaning that cases of intimate partner violence that go unreported are not captured. Data from support services and the data from the police and justice sectors differ in that the former centres primarily around victims and their needs, whereas the latter, while still capturing victims, focuses on the institutional response to legally recognised victims of crimes.

Source: CBS, n.d.

9. Conclusions and recommendations

The findings of EIGE's data collection exercise underscore the urgent need for improved administrative data collection systems and practices on intimate partner violence, domestic violence, rape and femicide in all Member States. As in the previous data collection exercise ⁽⁵⁵⁾, the findings reveal substantial disparities in data collection, with police indicators generally showing higher data availability than those in the justice sector. However, critical gaps persist across both sectors, especially in terms of the availability of data disaggregated by sex and victim–perpetrator relationship, and in terms of the different types of offences included. Other key challenges include the lack of standardised definitions and different data collection practices across the Member States, which limit comparability and necessitate country-specific interpretations. Additionally, justice sector data, particularly on prosecutions, sentencing and imprisonment of male perpetrators, remains notably sparse, hindering comprehensive assessments of institutional responses and perpetrator accountability. The findings also confirm that women are disproportionately affected by all forms of intimate partner and domestic violence, especially sexual violence.

Despite the landmark roles of the Victims' Rights Directive and the Istanbul Convention in combating gender-based violence, the data available is still far from complete, undermining efforts to analyse the criminal trends and assess the effectiveness of measures in place. The implementation of Article 44 of Directive (EU) 2024/1385 on combating violence against women and domestic violence is expected to improve this situation, as it demonstrates a renewed commitment by the EU to enhance data collection and strengthen monitoring mechanisms in this area. EIGE proposes several recommendations to improve the quality and availability of comparable data on gender-based violence. These steps are crucial for fostering more accurate and comparable data, which will enable evidence-based policymaking to effectively combat gender-based violence and ensure justice and protection for victims across the EU.

9.1. Recommendations for the European Union institutions

Strengthen criminalisation, accountability and support mechanisms to combat violence against women and domestic violence

- Support Member States in fully transposing and enforcing Directive (EU) 2024/1385 on combating violence against women and domestic violence, ensuring that all forms of gender-based violence and domestic violence in its online and offline dimensions are effectively criminalised.
- Provide technical assistance to strengthen law enforcement and judicial capacity, including through specialised training, clear prosecution guidelines and multi-agency coordination between police, prosecutors and victim support services. With EIGE's guidance, develop common EU indicators, including on reports, prosecutions, convictions and sentencing, to assess the effectiveness of justice response and perpetrator accountability.
- Consolidate and sustain the EU network on the prevention of gender-based and domestic violence as a long-term platform for cooperation, knowledge exchange and peer learning among Member States, civil society and practitioners. Provide institutional backing to strengthen the network's role as a hub for evidence-based practices, coordinating prevention strategies and monitoring EU and international commitments on gender-based violence.

⁽⁵⁵⁾ The data collection exercise covering 2014 to 2022 took place between 2023 and 2024.

Sustain legal and policy commitments and promote comparability of data on violence against women and domestic violence

- In cooperation with EIGE and Eurostat, support Member States in fulfilling their legal obligations under the Istanbul Convention and Directive (EU) 2024/1385 on combating violence against women and domestic violence, by ensuring the continuous collection of sex- and age-disaggregated data on all forms of gender-based violence.
- In cooperation with EIGE and Eurostat, promote EU-wide standards for administrative data on violence against women and domestic violence, including the use of the ICCS. This would harmonise counting rules applied by the police, justice and, when necessary, the support services and health sectors, clearly defining what is recorded, what is excluded and how incidents are counted. Using behavioural definitions rather than legal categories will reduce inconsistencies across Member States and institutions.
- Ensure necessary resources for EIGE to provide methodological guidance, technical assistance and training to help national authorities implement the ICCS consistently, ensuring data quality, reliability and comparability. This harmonised and sustained approach will improve the policy relevance, monitoring and analysis across countries of data on violence against women, supporting evidence-based decision-making and the assessment of progress under EU and international commitments.

Allocate resources and facilitate knowledge sharing

- Provide targeted funding and resources to Member States to enhance and standardise their data collection infrastructure, ensuring consistency and alignment with EU standards. Organise regular workshops and events for police, judicial and administrative professionals across the Member States to foster dialogue, share best practices and collaboratively address challenges. These initiatives aim to build a unified framework for data collection and reporting, paving the way for greater collaboration and alignment across the EU.

9.2. Recommendations for Member States

Implement and sustain legal and policy commitments against violence against women and domestic violence

- Establish and maintain national mechanisms to sustain the legal and policy commitments made under the Istanbul Convention and Directive (EU) 2024/1385 on combating violence against women and domestic violence. Ensure the systematic collection of sex- and age-disaggregated data on all forms of gender-based violence, in cooperation with EIGE and Eurostat.
- Align national data systems with EU standards and agree on common definitions, indicators and data collection rules. EIGE will provide methodological guidance, technical assistance and capacity building to support these efforts.
- Establish national monitoring bodies to assess progress in implementing legal and policy commitments, improving data collection and reporting practices, and ensuring transparency and accountability, in accordance with Article 38 of Directive (EU) 2024/1385 on combating violence against women and domestic violence.

Standardise data collection and recording practices

- Actively engage with EIGE to develop and adopt EU-wide standards that harmonise counting rules and definitions across police, justice and victim support sectors. Ensure that data collection is based on behavioural definitions rather than legal categories, include detailed metadata explaining methodologies and comply with EIGE's minimum data requirements. This engagement will contribute to the creation of comparable, high-quality and actionable data.
- Collect and share data with EIGE on all forms of violence set out in the Istanbul Convention and Directive (EU) 2024/1385 on combating violence against women and domestic violence, ensuring compliance with the disaggregation requirements set out in Article 44 of the directive.

Strengthen cooperation, data sharing and justice sector data recording

- Strengthen cooperation and data exchange between law enforcement and judicial bodies to ensure the completeness and consistency of administrative data. Improved coordination should capture essential information such as repeat offending rates, case attrition and sentencing outcomes, enabling a clearer understanding of how gender-based violence cases are processed through the justice system.
- Strengthen judicial data collection mechanisms to track every stage of the legal process, ensuring that collected data includes, at a minimum, the disaggregation required by EIGE, such as the sex of victims and perpetrators and the victim–perpetrator relationship. Such measures ensure that the entire trajectory of cases of violence covered by Directive (EU) 2024/1385 on combating violence against women and domestic violence is systematically documented.

Strengthen cooperation and multistakeholder engagement

- Collaborate with local authorities, non-governmental organisations, women's organisations and other stakeholders, such as health and social care services, to supplement administrative records. These partnerships help capture unreported cases, victim experiences and contextual factors, contributing to a more comprehensive understanding of gender-based violence and supporting evidence-based policy development, monitoring and accountability.

Raise awareness to increase victim reporting

- Run targeted public awareness campaigns that empower victims of gender-based violence to come forward and that stress how reliable data can strengthen effective policymaking. EIGE also advises improving the accessibility of reporting channels and ensuring that victims receive comprehensive support – emotional, legal and financial – throughout their contact with institutions.

Leverage funding, invest in data infrastructure and train professionals

- Invest in training for police, judicial, health, support services and administrative staff to improve data collection, recording practices and reporting. Furthermore, EIGE recommends investing in technology and infrastructure to facilitate centralised databases that integrate police, health and judicial data on gender-based violence. Member States are encouraged to use EU funding and resources to develop and enhance national data collection systems.

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Annexes

Annex 1. List of ICCS offences requested

Table A1.1. List of ICCS offences requested per indicator

Indicator	List of ICCS offences
Indicator 1 Annual number of [female and total] victims of [intimate partner/domestic/any] violence, as recorded by the police	Physical violence • Assault (02011) (i.e., physical assault) • Deprivation of liberty (02022) • Attempted intentional homicide (0102) Psychological violence • Coercion (0205) • Defamation or insult (0209) • Harassment (02081) • Threat (02012) • Stalking (02082) • Other acts intended to induce fear or emotional distress (02089) (e.g., mental abuse) • Breach of justice order (08062) (i.e., breach of restraining order relating to IPV or domestic violence) Sexual violence • Rape (03011) • Sexual assault (03012) Economic violence • Other negligence in situations of persons under care (e.g., refusal to pay alimony) (020619) • Damage of personal property (05042) • Theft of personal property (05022) • Forced labour for domestic services (020321)
Indicator 2 Annual number of reported offences of [intimate partner/domestic/any] violence against [female and total] victims, as recorded by the police	Physical violence • Assault (02011) (i.e., physical assault) • Deprivation of liberty (02022) • Attempted intentional homicide (0102) Psychological violence • Coercion (0205) • Defamation or insult (0209) • Harassment (02081) • Threat (02012) • Stalking (02082) • Other acts intended to induce fear or emotional distress (02089) (e.g., mental abuse) • Breach of justice order (08062) (i.e., breach of restraining order relating to IPV or domestic violence) Sexual violence • Rape (03011) • Sexual assault (03012) Economic violence • Other negligence in situations of persons under care (e.g., refusal to pay alimony) (020619) • Damage of personal property (05042) • Theft of personal property (05022) • Forced labour for domestic services (020321)

Indicator	List of ICCS offences
Indicator 3 Annual number of male perpetrators of [intimate partner/domestic/any] violence against [female and total] victims, as recorded by the police	Physical violence • Assault (02011) (i.e., physical assault) • Deprivation of liberty (02022) • Attempted intentional homicide (0102) Psychological violence • Coercion (0205) • Defamation or insult (0209) • Harassment (02081) • Threat (02012) • Stalking (02082) • Other acts intended to induce fear or emotional distress (02089) (e.g., mental abuse) • Breach of justice order (08062) (i.e., breach of restraining order relating to IPV or domestic violence) Sexual violence • Rape (03011) • Sexual assault (03012) Economic violence • Other negligence in situations of persons under care (e.g., refusal to pay alimony) (020619) • Damage of personal property (05042) • Theft of personal property (05022) • Forced labour for domestic services (020321)
Indicator 4 Annual number of [female and total] victims of [intimate partner/domestic/any] physical violence, as recorded by the police	Physical violence • Assault (02011) (i.e., physical assault) • Deprivation of liberty (02022) • Attempted intentional homicide (0102)
Indicator 5 Annual number of [female and total] victims of [intimate partner/domestic/any] psychological violence, as recorded by the police	Psychological violence Coercion (0205) • Defamation or insult (0209) • Harassment (02081) • Threat (02012) • Stalking (02082) • Other acts intended to induce fear or emotional distress (02089) (e.g., mental abuse) • Breach of justice order (08062) (i.e., breach of restraining order relating to IPV or domestic violence)
Indicator 6 Annual number of [female and total] victims of [intimate partner/domestic/any] sexual violence, as recorded by the police	Sexual violence • Rape (03011) • Sexual assault (03012)
Indicator 7 Annual number of [female and total] victims of [intimate partner/domestic/any] economic violence, as recorded by the police	Economic violence • Other negligence in situations of persons under care (e.g., refusal to pay alimony) (020619) • Damage of personal property (05042) • Theft of personal property (05022) • Forced labour for domestic services (020321)
Indicator 8 Annual number of [female and total] victims reporting [intimate partner/domestic/any] rape, as recorded by the police	• Rape (03011)

Indicator	List of ICCS offences
Indicator 9 Annual number of [female and total] victims of [intimate partner/domestic/any] [femicide/homicide], as recorded by the police	• Intentional homicide (0101) • Non-intentional homicide (0103)
Indicator 10 Annual number of protection orders [applied for and granted] in cases of [intimate partner/domestic/any] violence against [female and total] victims	Physical violence • Assault (02011) (i.e., physical assault) • Deprivation of liberty (02022) • Attempted intentional homicide (0102) Psychological violence • Coercion (0205) • Defamation or insult (0209) • Harassment (02081) • Threat (02012) • Stalking (02082) • Other acts intended to induce fear or emotional distress (02089) (e.g., mental abuse) • Breach of justice order (08062) (i.e., breach of restraining order relating to IPV or domestic violence) Sexual violence • Rape (03011) • Sexual assault (03012) Economic violence • Other negligence in situations of persons under care (e.g., refusal to pay alimony) (020619) • Damage of personal property (05042) • Theft of personal property (05022) • Forced labour for domestic services (020321)
Indicator 11 Annual number of male perpetrators prosecuted for [intimate partner/domestic/any] violence against [female and total] victims	Physical violence • Assault (02011) (i.e., physical assault) • Deprivation of liberty (02022) • Attempted intentional homicide (0102) Psychological violence • Coercion (0205) • Defamation or insult (0209) • Harassment (02081) • Threat (02012) • Stalking (02082) • Other acts intended to induce fear or emotional distress (02089) (e.g., mental abuse) • Breach of justice order (08062) (i.e., breach of restraining order relating to IPV or domestic violence) Sexual violence • Rape (03011) • Sexual assault (03012) Economic violence • Other negligence in situations of persons under care (e.g., refusal to pay alimony) (020619) • Damage of personal property (05042) • Theft of personal property (05022) • Forced labour for domestic services (020321)

Indicator	List of ICCS offences
Indicator 12 Annual number of male perpetrators sentenced for [intimate partner/domestic/any] violence against [female and total] victims	Physical violence • Assault (02011) (i.e., physical assault) • Deprivation of liberty (02022) • Attempted intentional homicide (0102) Psychological violence • Coercion (0205) • Defamation or insult (0209) • Harassment (02081) • Threat (02012) • Stalking (02082) • Other acts intended to induce fear or emotional distress (02089) (e.g., mental abuse) • Breach of justice order (08062) (i.e., breach of restraining order relating to IPV or domestic violence) Sexual violence • Rape (03011) • Sexual assault (03012) Economic violence • Other negligence in situations of persons under care (e.g., refusal to pay alimony) (020619) • Damage of personal property (05042) • Theft of personal property (05022) • Forced labour for domestic services (020321)
Indicator 13 Number of male perpetrators held in prison or with a sanction involving a form of deprivation of liberty for [intimate partner/domestic/any] violence against [female and total] victims	Physical violence • Assault (02011) (i.e., physical assault) • Deprivation of liberty (02022) • Attempted intentional homicide (0102) Psychological violence • Coercion (0205) • Defamation or insult (0209) • Harassment (02081) • Threat (02012) • Stalking (02082) • Other acts intended to induce fear or emotional distress (02089) (e.g., mental abuse) • Breach of justice order (08062) (i.e., breach of restraining order relating to IPV or domestic violence) Sexual violence • Rape (03011) • Sexual assault (03012) Economic violence • Other negligence in situations of persons under care (e.g., refusal to pay alimony) (020619) • Damage of personal property (05042) • Theft of personal property (05022) • Forced labour for domestic services (020321)

Annex 2. Legal definitions of intimate partner violence and domestic violence

Table A1.2. Member States' legal definitions of intimate partner violence and domestic violence

Member State	Legal definitions of intimate partner violence and domestic violence
Austria	No legal or statistical definition of intimate partner violence and domestic violence. Instead, the legal framework addresses various forms of violence that can occur within intimate and domestic relationships under general criminal offences and specific protective provisions related to domestic violence. • Criminal Code The Austrian Criminal Code criminalises certain acts regardless of the relationship between the perpetrator and the victim. These offences are applicable to situations of violence involving intimate and domestic partners. Various sections that may be applied include: Section 75 (Murder); Section 76 (Manslaughter); Section 79 (Infanticide); Section 82 (Abandonment); Section 83 (Bodily harm); Section 84 (Grievous bodily harm); Section 85 (Grievous bodily harm with lengthy recovery time); Section 86 (Assault with deadly consequences), among others. • Protection Against Violence Act on Protection Against Domestic Violence BGBl. No. 759/1996 • Security Police Act (SPG) BGBl. No. 146/1999 • Enforcement Code BGBl. No. 31/2003 They authorise the police to impose a barring order against an endangering person and to evict him from the domicile of the endangered person in case of refusal to leave. If the endangered person needs prolonged protection against the endangering person, she can apply for an interim injunction.

Member State	Legal definitions of intimate partner violence and domestic violence
Belgium	While there isn't a single, unified legal definition for intimate partner violence and domestic violence, the legal system addresses these issues through various laws and provisions. • Criminal Code Intimate partner violence and domestic violence are prosecuted under various offences that are criminalised regardless of the relationship between the perpetrator and the victim. These offences are applicable to situations of violence involving intimate and domestic partners. Various articles that may be applied include, among others: Article 398-405 (Physical violence); Article 375 (Sexual violence); Article 391bis (Economic violence). • Article 410 of the Criminal Code It sets out increased penalty and reclusion in cases where the perpetrator has committed a crime against a family member. • Law to combat violence against partners of 24 November 1997 It introduced a paragraph to Article 410 of the Criminal Code to set increased penalty and reclusion also in cases where the perpetrator has committed a crime against an intimate partner. • Act of 15 May 2012 on the temporary residence ban in the event of domestic violence It is a specific law introducing the possibility of imposing a short-term barring order in cases of domestic violence. There is a definition of domestic violence that includes intimate partner violence for statistical purposes as per below. • Circular of the College of Public Prosecutors COL 3/2006. Domestic violence refers to 'any form of physical (e.g. intentional assault and battery), sexual (e.g. molestation and rape), psychological (e.g. stalking and insults) or economic violence (e.g. abandonment of family) between spouses or persons who live together or have lived together and between a stable emotional and sexual relationship that exists or existed.'
Bulgaria	Intimate partner violence does not have a distinct legal definition, but is included in the one of domestic violence following amendments to the Law on Protection from Domestic Violence in 2023. • Law on Protection from Domestic Violence SG NO. 102/2009 (amended and supplemented, SG No.69 of 11 August 2023) Article 2. Domestic violence is any act of physical, sexual, mental or economic violence, as well as the attempt for such violence, the forced restriction of private life, personal freedom and personal rights, committed against persons who are in a family relationship, who are or have been in a family relationship or in a de facto marital cohabitation or in an intimate relationship.
Croatia	Intimate partner violence does not have a distinct legal definition, but is included in the one of domestic violence. • Law on Protection from Domestic Violence NN 70/17 Article 10 defines domestic violence as any act of physical, psychological, economic violence or neglect that violates a person's dignity and causes distress, physical or mental suffering. According to Article 8, the law applies to current and former spouses and partners, persons who have a common child (and their children), persons living in a joint household, and a child who has not reached the age of eighteen.

Member State	Legal definitions of intimate partner violence and domestic violence
Cyprus	No specific legal or statistical definition of intimate partner violence exists. However, intimate partner violence is recognised within the context of ‘violence in the family’ and included in the definition of domestic violence. • The Prevention and Combating of Violence against Women and Domestic Violence and Related Matters Law, 2021 Domestic violence is defined as any ‘act, omission or behaviour of a person which causes harm to a member of his/her family and includes violence used for the purpose of sexual intercourse without the consent of the victim as well as restricting the victim’s liberty.’ A member of the family has the meaning assigned to this term by the provisions of the Violence in the Family (Prevention and Protection of Victims) Law and is irrespective of whether the members share or shared the same house and includes a companion or ex-companion and a cohabitant irrespective of whether they were cohabiting at the time of commission of the offence. • THE VIOLENCE IN THE FAMILY (PREVENTION AND PROTECTION OF VICTIMS) LAWS 2000 AND 2004 Violence in the family is defined as ‘any act, omission or behaviour which causes physical, sexual or mental injury to any member of the family by another member of the family and includes violence used for the purpose of having sexual intercourse without the consent of the victim as well as of restricting its freedom.’ A member of the family includes family members, spouses and cohabitating partners and persons.
Czechia	Intimate partner violence does not have a distinct legal definition, but is included in the one of domestic violence. • 2024 Civil Code amendments to include domestic violence In 2024, the Czech government approved a bill that introduces a definition of domestic violence (§ 3021) through amendments to the Civil Code. It defines domestic violence as acts against a victim ‘by which their mental or physical integrity, freedom, dignity, honour or privacy have been or may be unjustifiably affected; by which their ability to meet her needs or the needs of the members of the joint household was seriously threatened or impaired or acts that consists in the abuse of power or unequal status’. Domestic violence refers to violence between cohabitating persons, spouses and partners, and former spouses and partners. • Criminal Code Intimate partner violence and domestic violence are prosecuted under various offences that are criminalised regardless of the relationship between the perpetrator and the victim. These offences are applicable to situations of violence involving intimate and domestic partners. Specifically, section 199, criminalises the “abuse of a person living in a shared residence,” targeting acts of violence within shared households.
Denmark	No specific legal or statistical definition of intimate partner violence and domestic violence exists. • Criminal Code Intimate partner violence and domestic violence are prosecuted under various offences that are criminalised regardless of the relationship between the perpetrator and the victim. These offences are applicable to situations of violence involving intimate and domestic partners. Various general provisions that may be applied include, among others: Chapter 23 (Crimes in family relationships); Chapter 24 (Sexual crimes); Chapter 25 (Crimes against life and body); Chapter 26 (Crimes against personal liberty); Chapter 27 (Violations of the peace and defamation).

Member State	Legal definitions of intimate partner violence and domestic violence
Estonia	Intimate partner violence does not have a distinct legal definition, but is included in the one of domestic violence. • Victim Support Act of 14 December 2022 Domestic violence is defined as ‘acts of physical, sexual, psychological or economic violence in a family or cohabitation or by a former or current spouse or partner, regardless of whether the perpetrator of the act of violence lives or has lived in the same place of residence as the victim’ (§ 4. (5)). • Criminal Code Article 121 on physical abuse – ‘Causing damage to the health of another person and physical abuse which causes pain’ – observes an increased punishment where the act is committed in a close relationship.
Finland	No specific legal or statistical definition of intimate partner violence and domestic violence exists. • Criminal Code Intimate partner violence and domestic violence are prosecuted under various offences that are criminalised regardless of the relationship between the perpetrator and the victim. These offences are applicable to situations of violence involving intimate and domestic partners. Various general provisions that may be applied include, among others: Chapter 21 (Homicide and bodily injury) Chapter 20 (Sexual offences)
France	There are no specific legal definitions of intimate partner violence and domestic violence. However, the legal system addresses these issues through various laws and provisions. • Criminal Code Intimate partner violence and domestic violence are prosecuted under various offences that are criminalised regardless of the relationship between the perpetrator and the victim. These offences are applicable to situations of violence involving intimate and domestic partners. The status of partner, spouse or (ex) partner, (ex)spouse constitutes an aggravating circumstance for numerous criminal offences figuring in the Criminal Code. • Law 2010-769, of July 9, 2010, on Violence Against Women, Violence Between Spouses, and the Effects of These Types of Violence on Children Article 515-9 refers to violence within the couple or by a former spouse, a former partner under a civil solidarity pact or a former partner. Among other things, this law criminalised psychological harassment by a spouse, partner, or co-habitant (Article 222-33-2-1 of the Criminal Code). • Law No. 2019-1480 of 28 December 2019 aimed at taking action against violence within the family This law introduced measures such as the immediate eviction of violent partners from the home. • Law No. 2020-936 of 30 July 2020 aimed at protecting victims of domestic violence This law introduced measures aimed to expedite the issuance of protection orders for victims, among others.
Germany	There are no specific legal or statistical definitions of intimate partner violence and domestic violence. However, the legal system addresses these issues through various laws and provisions. • Criminal Code Intimate partner violence and domestic violence are prosecuted under various offences that are criminalised regardless of the relationship between the perpetrator and the victim. These offences are applicable to situations of violence involving intimate and domestic partners. Neither family or other close relationship between victim and perpetrator nor cumulative harm are considered as aggravating circumstances under a general principle, but they enter into the definition of some specific offences. • Law on Civil Protection against Acts of Violence and Stalking of 11 December 2001 It sets out some provisions in cases where the victim and perpetrator share the same household.

Member State	Legal definitions of intimate partner violence and domestic violence
Greece	Intimate partner violence does not have a distinct legal definition, but is included in the one of domestic violence, which is addressed through specific laws as well as general provisions under the Criminal Code. • Law 4531/2018 It ratifies the Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention) and adopts the same definition of domestic violence, namely, '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' (Article 3). • Law 3500/2006 "On the treatment of domestic violence and other provisions", as amended by Law 4531/2018 and Law 5090/2024 Domestic violence is referred to as 'any criminal act that causes bodily injury or health damage, any act of coercion through violence or threat, as well as coerced intercourse through physical force or threat committed by a family member, spouse, partner, former partner, and care provider' (Articles 1, 6,7,8,9). The law also applies to several offences outlined in the Criminal Code, including: Article 299 (Intentional homicide) Article 311 (Fatal bodily harm) Article 336 (Rape) Article 338 (Abuse of an incapacitated person to resist a sexual act)
Hungary	Intimate partner violence does not have a distinct legal definition, but is included in the one of domestic violence. • Criminal Code Section 212/A criminalises domestic violence. It outlines penalties for any person who, on a regular basis, commits the following acts against a family member, cohabitant or former partner: seriously violates human dignity or is engaged in any degrading and violent conduct; misappropriates or conceals any assets from common property, thus causing serious deprivation; and commits battery under specific sections of the criminal code (Sections 164 (Battery), 194 (Violation of Personal Freedom), 227 (Slander)).
Ireland	There are no legal definitions of intimate partner violence or domestic violence, but they are addressed under the Domestic Violence Act 2018, which includes provisions that also apply to other Acts. • Domestic Violence Act 2018 While the Act does not provide an explicit definition for domestic violence, it outlines various offences and measures concerning such conduct. It considers the relationship between defendant and victim as aggravating factor in sentencing any offence which involves violence or a threat of violence, rape and sexual assault against a spouse, partner or family member. This also applies to certain offences in the Non-Fatal Offences Against the Person Act, 1997 (Sections 2-15) and other Acts. The Domestic Violence Act also criminalises coercive control (Section 39).
Italy	Intimate partner violence does not have a distinct legal definition, but is included in the one of domestic violence. These issues are addressed through specific laws as well as general provisions under the Criminal Code. • Law of 24 November 2023, n.168 'Provisions to combat violence against women and domestic violence' It defines domestic violence as 'one or more acts, serious or non-episodic or committed in the presence of minors, of physical, sexual, psychological or economic violence that occur within the family or household or between persons linked, currently or in the past, by a bond of marriage or an emotional relationship, regardless of whether the perpetrator of such acts shares or has shared the same residence with the victim'. • Criminal Code Article 572 criminalises the abuse of family members and cohabitants.

Member State	Legal definitions of intimate partner violence and domestic violence
Latvia	There are no legal or statistical definitions of intimate partner violence or domestic violence, but they are addressed under specific law amendments as well as general provisions under the Criminal Code. • Amendments to Criminal Law in 2023 Amendments to Criminal Law increased the penalty for the following offences in cases where the acts target family members, intimate partners or cohabitants: Section 132 (Threatening to Commit Murder and to Inflict Serious Bodily Injury) Section 132.1 (Persecution) Section 168.1 (Failure to Comply with a Ruling on the Protection against Violence) • Amendments to Civil Procedural Law in 2014 supplementing the provision of temporary protection against violence defines the basis for temporary protection where violence means: Any physical, sexual, psychological or economic violence against a family member, former or current spouse regardless of whether the abuser lives or has lived in the same household with the abused person (Section 250.45. (1)). • Criminal Code Intimate partner violence and domestic violence are prosecuted under various offences that are criminalised regardless of the relationship between the perpetrator and the victim. These offences are applicable to situations of violence involving intimate and domestic partners. Various general provisions that may be applied include, among others: Section 125 (Intentional Serious Bodily Injury) Section 126 (Intentional Moderate Bodily Injury) Section 130 (Intentional Slight Bodily Injury) Section 160 (Sexual Violence)
Lithuania	Intimate partner violence does not have a distinct legal definition, but is included in the one of domestic violence. • Law on Protection Against Domestic Violence (2011) Domestic violence is defined as physical, mental, sexual, and economic violence between persons currently or previously linked by marriage, partnership, affinity or other close relations, and persons with a common domicile or household (Article 2).
Luxembourg	There are no legal or statistical definitions of intimate partner violence or domestic violence, but they are addressed under specific laws as well as general provisions under the Criminal Code. • Criminal Code Intimate partner violence and domestic violence are prosecuted under various offences that are criminalised regardless of the relationship between the perpetrator and the victim. The status of (ex)spouse or (ex)cohabitant constitutes an aggravating circumstance under Article 330-1, 409, 438-1, 448 for certain criminal offences figuring in the Criminal Code. • Law of 8 September 2003 on domestic violence Article 1: 'In the context of its prevention and protection missions, the police, with the authorisation of the state prosecutor, expelled from their homes and premises the persons against whom there is evidence that they are planning to commit an offence to the life or physical integrity against a person with whom they cohabit, or that they are planning to commit an offence to the life or physical integrity against a person that has already been his/her victim.'
Malta	Intimate partner violence does not have a distinct legal definition, but is included in the one of domestic violence. • Gender-Based Violence and Domestic Violence Act, Chapter 581, 14th May 2018 Domestic violence is defined as 'all acts of verbal, physical, sexual, psychological or economic violence causing physical and, or moral harm or suffering, including threats of such acts or coercion, or arbitrary deprivation of liberty, that occur within a family and, or intimate relationship, whether or not the perpetrator resides or has resided in the same residence with the victim, and shall also include children who are witnesses of violence within a family and, or intimate relationship' (Article 2).

Member State	Legal definitions of intimate partner violence and domestic violence
Netherlands	Intimate partner violence does not have a distinct legal definition, but is included in the one of domestic violence. • Social Support Act 2015 Domestic violence is defined as physical, mental or sexual violence or threats thereof by someone from the domestic circle, which includes a family member, a housemate, the spouse or former spouse or a caregiver. • Criminal Code Intimate partner violence and domestic violence are prosecuted under various offences that are criminalised regardless of the relationship between the perpetrator and the victim. The status of family member constitutes an aggravating circumstance for certain criminal offences figuring in the Criminal Code.
Poland	Intimate partner violence does not have a distinct legal definition, but is included in the one of domestic violence. • Act of 29 July 2005 on counteracting domestic violence (amended on 22 June 2023) Article 2 defines domestic violence as referring to violence against family members, current and former spouses and partners, minors, cohabitants and any related ascendant and descendant. Domestic violence is defined as ‘a single or repeated intentional act or omission taking physical, mental or economic advantage and violating the rights of the person suffering domestic violence, in particular, by exposing that person to a risk of loss of life, health or property; violating their dignity, bodily integrity or freedom, including sexual freedom, causing damage to their physical or mental health; limiting or depriving that person of access to financial resources or the ability to take up work or achieve financial independence; significantly violating the privacy of that person or causing them to feel threatened, humiliated or tormented, including via electronic means of communication.’ • Criminal Code Article 207 (Mistreatment of close persons): ‘(1): 1. Whoever mentally or physically mistreats a person close to him, or another person being in a permanent or temporary state of dependence to the perpetrator, a minor or a person who is vulnerable because of his mental or physical condition shall be subject to the penalty of deprivation of liberty for a term of between 3 months and 5 years.’
Portugal	Intimate partner violence does not have a distinct legal definition, but is included in the one of domestic violence. • Criminal Code Article 152 (Domestic violence), Act 110/2015 outlines penalties for any person who inflicts physical or psychological abuse, deprivation of liberty and sexual offences on a current or former spouse or partner (with or without cohabitation), a parent, or a person who is vulnerable due to age, disability, illness, pregnancy or economic dependence that cohabitates with the perpetrator.
Romania	Intimate partner violence does not have a distinct legal definition, but is included in the one of domestic violence, referred to as family violence in Romania. • Law no. 25 of 9 March 2012 amending Law no. 217/2003 on Preventing and Combating Family Violence Family violence is referred to as ‘any physical or verbal act (except for self-defence) committed by a family member against another member of the family, which causes or may cause physical, mental, sexual, emotional or psychological harm or suffering, including the threat of such acts, coercion or arbitrary deprivation of liberty’.

Member State	Legal definitions of intimate partner violence and domestic violence
Slovakia	Intimate partner violence and domestic violence do not have a specific legal definition, but they are addressed in the Criminal Code under section 208 on battering. • Criminal Code Section 208 (Battering a close person and a person entrusted into one's care): 'Ill-treating a close person or a person in their custody or care, causing physical or psychological suffering by: (a) beating, kicking, punching, causing injuries and burns of any kind, humiliating, contemptuous treatment, stalking, threatening, evoking fear or stress, forcing into isolation, emotional blackmailing or any other behaviour endangering the person's physical or psychological health or limiting the person's safety, (b) groundless denying of food, rest or sleep, or denying of necessary personal care, basic clothing, hygiene, healthcare, housing, upbringing or education, (c) forcing the person to beg or to perform activities requiring excessive physical or psychological exhaustion regarding the age or health condition of the person, or to perform activities that may harm the person's health, (d) exposure to substances that may harmful the person's health, or (e) groundless preventing of access to property that the person has a right to use'.
Slovenia	Intimate partner violence does not have a distinct legal definition, but is included in the one of domestic violence. • Criminal Code Article 191 defines domestic violence as 'whoever within a family treats badly another person, beats them, or in any other way treats them painfully or degradingly, threatens with direct attack on their life or limb to throw them out of the joint residence or in any other way limits their freedom of movement, stalks them, forces them to work or give up their work, or in any other way puts them into a subordinate position by aggressively limiting their equal rights'. • Family Violence Prevention Act (ZPND) Family violence denotes any form of physical, sexual, psychological or economic violence exerted by one family member against the other, regardless of the age, sex or any other personal circumstance of the victim or perpetrator of violence.
Spain	• Organic Act 1/2004 of 28 December on Integrated Protection Measures against Gender Violence Intimate partner violence is defined as all acts of physical and psychological violence, including offences against sexual liberty, threats, coercion and the arbitrary deprivation of liberty exercised against women by their present or former spouses or by men with whom they maintain or have maintained analogous affective relations, with or without cohabitation, as an expression of discrimination, the situation of inequality and the power relations prevailing between the sexes. • Criminal Code Article 173.2 criminalises domestic violence and intimate partner violence: 'Whoever habitually uses physical or mental violence against the person who is or has been his spouse or the person who is or has been bound to him by a similar emotional relation, even without cohabitation, or against descendants, ascendants or biological, adopted or fostered siblings, against that person or the spouse or cohabitating partner, or against minors or the incapacitated who live with him or who are subject to the parental rights, guardianship, care, fostership or safekeeping of the spouse or cohabitating partner, or against a person protected by any other relation by which that person is a member of the core family unit, as well as against persons who, due to their special vulnerability are subject to custody or safekeeping in public or private centres'. Intimate partner violence and domestic violence are also prosecuted under Article 153 (Bodily harm) where holding any of the status outlined in 173.2 constitutes an aggravating circumstance.

Member State	Legal definitions of intimate partner violence and domestic violence
Sweden	Intimate partner violence and domestic violence are prosecuted under the general provisions in Chapters 3, 4 and 6 of the Criminal Code. Specifically, intimate partner violence is addressed as gross violation of a woman's integrity under section 4a of the Criminal Code. Criminal Code According to section 4a, 'A person who commits criminal acts as defined in Chapters 3, 4 or 6 against another person having, or have had, a close relationship to the perpetrator shall, if the acts form a part of an element in a repeated violation of that person's integrity and suited to severely damage that person's self-confidence, be sentenced for gross violation of integrity. If the criminal acts were committed by a man against a woman to whom he is, or has been, married or with whom he is, or has been cohabiting under circumstances comparable to marriage, he shall be sentenced for gross violation of a woman's integrity'.

Annex 3. Legal definitions of rape

Table A1.3. Member States' legal definitions of rape

Member State	Legal definition of rape
Austria	Criminal Code Section 201 '(1) Whoever coerces a person by force, by deprivation of personal liberty or by threat of present danger to life or limb (Section 89) to perform or tolerate sexual intercourse or a sexual act equivalent to sexual intercourse shall be punished with imprisonment of two to ten years.'
Belgium	Criminal Code Article 375 'Any act of sexual penetration, of whatever nature and by whatever means, committed on a person who does not consent, constitutes the crime of rape. There is no consent in particular when the act was imposed by violence, constraint [threat, surprise] or trickery, or was made possible due to an infirmity or physical or mental deficiency of the victim.'
Bulgaria	Criminal Code Article 152 '(1) A person who has sexual intercourse with a person of the female sex: 1. who is deprived of the possibility of self-defence, and without her consent; 2. by compelling her thereto by force or threat; 3. by reducing her to a state of helplessness shall be punished for rape'
Croatia	Criminal Code Article 153 – Rape following NN 126/2019 'Whoever performs sexual intercourse with another person or an equivalent sexual act with another person without his/her consent, or induces another person to perform sexual intercourse or an equivalent sexual act with a third person without his/her consent, or to perform a sexual act equivalent to sexual intercourse on his/her own consent'
Cyprus	Criminal Code Section 144 – Rape following 150(I)/2020 amendment '144. Anyone who has unlawful intercourse by vaginal, anal or oral penetration of the penis into the body of another person, without his consent or with consent given under the rule of violence, threat or fear, is guilty of a felony called rape'
Czechia	Criminal Code Section 185 – Rape '(1) Whoever forces another person to have sexual intercourse by violence or by a threat of violence, or a threat of other serious detriment, or whoever exploits the person's vulnerability for such an act'. A change in the definition of rape in Czech law from forced to non-consensual sexual intercourse has been passed and will be applied from January 2025 (see below link). https://www.expats.cz/czech-news/article/czech-parliament-agrees-to-change-legal-definition-of-rape-in-landmark-ruling
Denmark	Criminal Code Section 216 'Whoever seizes her intercourse by violence or threat of violence. With The placing in a state in which the person is unable to resist the act'. Rape is consent-based since 2020. https://www.independent.co.uk/news/world/europe/denmark-rape-law-sex-consent-b1775963.html
Estonia	Criminal Code Section 141 – Rape '(1) Sexual intercourse or commission of another act of sexual nature with a person against his or her will by using force or taking advantage of a situation in which the person is not capable of initiating resistance or comprehending the situation'.

Member State	Legal definition of rape
Finland	Criminal Code (39/1889) Chapter 20 (723/2022) – Sexual offences – Section 1 (723/2022) – Rape ‘A person who has sexual intercourse with a person who does not participate in it voluntarily. The participation of a person in sexual intercourse shall not be considered voluntary if: 1) the person has not verbally, through his or her behaviour or in any other way expressed that he or she is participating in it voluntarily, 2) the person has been coerced into sexual intercourse by using violence against a person or by making a threat, or 3) the person has not been able to formulate or express his or her will due to unconsciousness, illness, disability, state of fear, state of intense intoxication, reduced consciousness, sudden nature of the situation, serious abuse of a special position of power or another comparable reason.’.
France	Criminal Code Article 222-23 – Rape ‘Any act of sexual penetration, whatever its nature, committed against another person by violence, constraint, threat or surprise.’ Legislative amendment redefining rape as a ‘non-consensual sexual act,’ has been adopted by the National Assembly in October 2025 (Shelton, Oct. 29, 2025).
Germany	Criminal Code Section 177 – Sexual assault; sexual coercion; rape ‘(1) Whoever, against a person’s discernible will (<i>takes into account consent since 2016</i>), performs sexual acts on that person or has that person perform sexual acts on them, or causes that person to perform or acquiesce to sexual acts being performed on or by a third person incurs a penalty of imprisonment for a term of between six months and five years. (2) Whoever performs sexual acts on another person or has that person perform sexual acts, or causes that person to perform or acquiesce to sexual acts being performed on or by a third person incurs the same penalty if 1. The offender exploits the fact that the person is not able to form or express a contrary will, 2. the offender exploits the fact that the person is significantly impaired in respect of the ability to form or express a will due to said person’s physical or mental condition, unless the offender has obtained the consent of that person, 3. the offender exploits an element of surprise, 4. the offender exploits a situation in which the victim is threatened with serious harm in case of offering resistance or 5. the offender has coerced the person to perform or acquiesce to the sexual acts by threatening serious harm.’. Rape is consent-based since 2016. https://www.dw.com/en/no-means-no-germany-broadens-definition-of-rape-under-new-law/a-19385748
Greece	Criminal Code; law 4619/2019 Article 336 ‘ 1. Whoever by physical violence or by threat of serious and imminent danger to life or physical integrity, forces another person to take part or tolerate a sexual intercourse. [...] 4. Whoever, except for paragraph 1, attempts sexual intercourse without the consent of the victim.’ Sex without consent has been considered rape since 2019.
Hungary	Criminal Code Section 197 – Rape ‘(1) Any person who forces a woman by violence or imminent duress against her life or bodily integrity to have sexual intercourse, or uses the incapacity of the woman for defense or for the manifestation of her will for sexual intercourse’. This definition is gender specific and not based on consent.

Member State	Legal definition of rape
Ireland	Two definitions of rape exist in Irish law. Criminal Law Rape Act 1981 (1) A man commits rape if— (a) he has unlawful sexual intercourse with a woman who at the time of the intercourse does not consent to it, and (b) at that time he knows that she does not consent to the intercourse or he is reckless as to whether she does or does not consent to it. This definition is gender-specific and consent-based. Criminal Law (Rape) (Amendment) Act 1990 ‘(1) In this Act “rape under section 4 ” means a sexual assault that includes— (a) penetration (however slight) of the anus or mouth by the penis, or (b) penetration (however slight) of the vagina by any object held or manipulated by another person.’
Italy	Criminal Code Article 609-bis – Sexual violence ‘Whenever someone, by means of violence, threat or abuse of authority, forces someone else to participate in a sex act.’
Latvia	Criminal Code Section 159 – Rape ‘A person who commits an act of sexual intercourse taking advantage of the state of helplessness of a victim or an act of sexual intercourse against the will of the victim by means of violence, threats or using trust, authority or exerting other influence over the victim (rape).’
Lithuania	Criminal code Article 149 – Rape ‘A person who has sexual intercourse with a person against his will by using physical violence or threatening the immediate use thereof or by otherwise depriving of a possibility of resistance or by taking advantage of the helpless state of the victim’
Luxembourg	Criminal Code, L. 16 July 2011 Article 375 ‘Any act of sexual penetration, of any nature and by any means, committed on a person who does not consent to it, in particular by means of violence or serious threats, by trick or device, or by abusing it Of a person who is out of state to give free consent or to oppose the resistance, constitutes rape.’
Malta	Criminal Code Article 198 – Rape. Amended by LXIV.2021.5 ‘(1) Whosoever shall engage in non-consensual carnal connection, that is to say, vaginal, anal or oral penetration with any sexual organ of the body of another person’.
Netherlands	Criminal Code Article 242 ‘Anyone who performs sexual acts with a person, which acts consist of or partly consist of sexual penetration of the body, while having serious reason to suspect that the person lacks the will to do so, shall be punished [...] as guilty of rape.’
Poland	Criminal Code Article 197 – Rape ‘1. Whoever, by force, unlawful threat or deceit, causes another person to have sexual intercourse’. Following amendments to the Criminal Code passed in 2024, from 13 February 2025, the definition of rape will be consent-based and amended as below: § 1. Whoever leads another person to sexual intercourse by force, unlawful threat, deceit or in any other way despite the lack of their consent’. shall be punished with imprisonment from 2 to 15 years

Member State	Legal definition of rape
Portugal	Criminal Code, as amended by law 101/2019 Article 164 on Violation '1 – Whoever constrains another person to: a) Suffering or practicing copulation, anal intercourse or oral intercourse with oneself or with another; or b) Suffering or carrying out acts of vaginal, anal or oral introduction of parts of the body or objects; is punished with imprisonment from one to six years. 2 – Whoever, through violence, serious threats, or after, for this purpose, having rendered the person unconscious or made it impossible to resist, constrains another person to: a) Suffering or practicing, with oneself or with others, copulation, anal intercourse or oral coitus; or b) Suffering or carrying out acts of vaginal, anal or oral introduction of parts of the body or objects; is punished with a prison sentence of three to ten years. 3 – Constraint is understood to be any means, not provided for in the previous paragraph, used to carry out the acts referred to in the respective paragraphs a) and b) against the cognizable will of the victim.'
Romania	Criminal Code Article 218 – Rape '(1) Sexual intercourse, oral or anal sexual intercourse with a person, committed by coercion, making it impossible to defend oneself or to express one's will or taking advantage of this state', is punishable by imprisonment from 3 to 10 years and prohibiting the exercise of certain rights. (2) Any other acts of vaginal or anal penetration committed under the conditions of para. (1).'
Slovakia	Criminal Code Section 199 – Rape '(1) Whoever, through violence or the threat of imminent violence, forces a woman to have intercourse or whoever abuses her vulnerability for such an act'
Slovenia	Criminal Code Article 170 – Rape '(1) Whoever, without the consent of another person, causes that person to engage in sexual intercourse or engage in sexual conduct equivalent to that [...] (2) The consent referred to in the preceding paragraph of this Article shall be given if the person has consented to sexual intercourse or engage in sexual conduct equivalent to that of his or her own outwardly perceptible, unambiguous and free will and was capable of making such a decision.'
Spain	Criminal Code Article 179 '1. When sexual assault consists of carnal access through vaginal, anal or oral means, or introduction of body parts or objects through any of the first two means, the person responsible shall be punished as guilty of rape with a prison sentence of four to twelve years. 2. If the assault referred to in the previous section is committed using violence or intimidation or when the victim's will has been annulled for any reason, a prison sentence of six to twelve years shall be imposed.'

Member State	Legal definition of rape
Sweden	Criminal Code Chapter 6 About sexual crimes 'Section 1. Anyone who, with a person who does not participate voluntarily, carries out vaginal, anal or oral intercourse or another sexual act which, with regard to the seriousness of the violation, is comparable to intercourse, is sentenced for rape to imprisonment for a minimum of three and a maximum of six years. The same applies to anyone who induces a person who does not participate voluntarily to commit or endure such an act. When assessing whether a participation is voluntary or not, particular consideration must be given to whether voluntariness has been expressed through words or actions or in other ways. A person can never be considered to participate voluntarily if 1. the participation is the result of assault, other violence or threat of criminal act, threat to prosecute or report someone else for crime or threat to leave a malicious message about someone else, 2. the perpetrator improperly takes advantage of the fact that the person is in a particularly vulnerable situation due to unconsciousness, sleep, serious fear, intoxication or other drug effects, illness, bodily injury, mental disorder or otherwise considering the circumstances, or 3. the perpetrator induces the person to participate by seriously abuse that the person is dependent on the perpetrator.'

Annex 4. Methodology for desk research on support services by national researchers

Focus of desk research

To compile the data on support services for victims of intimate partner violence and domestic violence (presented in section 8), national researchers across the EU conducted desk research to investigate the following aspects:

- The availability of free legal aid for victims of intimate partner violence and/or domestic violence.
- Training programs for professionals in the police, justice, and healthcare sectors to support victims of intimate partner violence and/or domestic violence.

Instructions for national researchers

Researchers were not required to perform an exhaustive review of all existing laws/policies or initiatives in their country. Instead, they were instructed to focus on identifying examples of relevant measures implemented by governments or organisations to support victims of violence.

- **Scope of research:** The research concentrated on intimate partner violence and/or domestic violence. The type of violence related to the law, policy, or initiative included in the research was always specified. If possible, it was also indicated whether the measure was specifically intended to support women victims of violence.
- **Evidence needed:** For every claim made, researchers provided evidence. Each mentioned law, policy, or initiative was accompanied by a working link to the source.
- **Data collection method:** Data was gathered exclusively through web/desk research (i.e., not through interviews or stakeholder consultations). Sources included GREVIO reports and other publicly available materials. Data was not sourced from previous EIGE publications.
- **Reference period:** Researchers focused on laws, policies, or initiatives that were currently in place or had been implemented between 2021 and 2024.
- **Deadline:** Research was conducted by national researchers in December 2024.

Research questions

National researchers were asked the following questions to guide their research:

1. **Free legal aid:** Is free legal aid available for victims of intimate partner violence and/or domestic violence in your country? If so, please provide examples of recent laws, policies, or initiatives to provide free legal aid to victims of these forms of violence.
2. **Training for professionals:** Are professionals in the police, justice, and/or healthcare sectors trained to support victims of intimate partner violence and/or domestic violence? If so, please provide examples of recent laws, policies, or initiatives to train professionals that interact with victims of these forms of violence.

Annex 5. Free legal aid

Relating the provision of free legal aid to administrative data on violence against women is complex due to several key factors. First, it should be explored whether there is a consistent framework for collecting and tracking legal aid data within each EU Member States; from the information collected so far, it does not seem to be the case. It is likely that some countries collect detailed data on the number of victims served, while others may gather limited information on the impact or reach of legal aid services (it could be explored in the future).

Each Member State has its own unique legal framework for providing free legal aid to victims of intimate partner and domestic violence. As evident in the table below, these frameworks differ in terms of eligibility criteria, application processes, and the types of services offered. Some countries provide both criminal and civil legal aid, while others focus solely on one area, further hindering efforts to monitor progress and assess direct impact.

Moreover, there is likely no standardised set of indicators to evaluate the success of free legal aid provision across the EU. Furthermore, countries may track different outcomes, such as the number of people served, the quality of legal representation, or the results of legal proceedings, but there is no uniform way to report or assess these metrics unless they are established first and then brought forward for investigation in a new study.

Many Member States rely on NGOs and local institutions to assist with free legal aid provision. This decentralisation means that data is likely often fragmented and not readily available. As seen in the police and justice sectors, many countries lack robust administrative systems for collecting or sharing data, making it even harder to track the effectiveness and coverage of free legal aid at a national level. Resource limitations also exacerbate these challenges. Member States with limited funding for legal aid services likely struggle to collect, manage, and report on data effectively. While NGOs and women's rights organisations play a crucial role in providing legal aid, they may also lack the capacity to track or report on the scale of their efforts. This gap in data collection contributes to difficulties in assessing how legal aid is reaching victims of violence.

The challenge of linking free legal aid data with police and justice data is also complicated by the different ways these systems operate. Police and justice systems focus on criminal proceedings, recording data on crimes, arrests, prosecutions, and court outcomes. However, as mentioned above free legal aid may cover both criminal and civil matters and may be provided through different entities such as NGOs. As a result, the data collected by these systems does not always align with victims' experiences across both legal aid and the criminal justice process. Inconsistent definitions of violence also play a role in complicating the linkage of data, law enforcement captures legal definitions whereas NGOs have a broader and victim-centred approach to what violence entails.

Furthermore, legal aid, police, and justice systems typically operate independently, with limited interoperability between their data sets. As a result, while legal aid providers may have data on the number of victims they assist, police and justice systems may often lack detailed information on whether those victims received legal aid or how it impacted their cases.

Victims of violence may initiate the process of seeking legal aid independently, which may not align with officially documented cases of violence in police records. While many cases of domestic violence go unreported to the police, victims may still seek legal aid. Conversely, victims may report violence to the police but not seek or receive legal aid. This creates a disconnect, where cases involving free legal aid do not always match up with police or judicial records, further complicating the ability to track victims' journeys through both systems and establishing a direct link between them.

Table A1.4. Access to free legal aid for victims of domestic violence and intimate partner violence in the EU

Member State	Provision
Austria	• Legal Framework: Since 1 January 2006, all victims of violence are entitled to free legal aid under Article 66b Criminal Procedure Code (“psychosocial and legal court assistance”). • Process: When filing complaint victims are informed about court assistance by the police. Around 50 victim protection organisations commissioned by the Ministry of Justice offer psychosocial support and cooperate with lawyers providing legal support. This dual process support in the beginning was limited to victims under criminal law, but the Second Violence Protection Act (2009) extended the entitlement to civil proceedings connected to criminal proceedings.
Belgium	• Legal framework The Belgian Constitution recognises the right to legal aid as a fundamental aspect of the right to live with human dignity (Article 23, paragraph 3, 2°, of the Constitution). This right is also guaranteed, within clearly defined limits (e.g., income thresholds), by Article 6 of the Convention for the Protection of Human Rights and Fundamental Freedoms, both in criminal and civil matters (Service Public Federal Justice). • Process: Legal aid offices and non-governmental organisations provide free legal consultation, and long-term advice although not free (subject to income thresholds, payment may be reduced) ensuring that victims are informed of their options, understand their rights and can navigate the legal system (Services d’aide aux victimes). These services can assist in filing restraining orders, seeking legal separation, or obtaining other protective measures (Federation Wallonie-Bruxelles & Maisons de justice).
Bulgaria	• Legal Framework: Victims of domestic violence (including intimate partners since amendments made in July 2023 to the Protection Against Domestic Violence Act), sexual violence and human trafficking are entitled to free legal assistance under Article 22, paragraph 7 of the Legal Aid Act. This includes consultations and help with preparing documents for filing a lawsuit. • Process: Victims of domestic violence in need of legal representation must submit an application to the court. This application can only be submitted if there is already an ongoing case. Victims seeking legal aid for court representation must submit various documents to prove that they lack the financial means to hire a lawyer. Legal aid does not cover the payment of fees and expenses for expert witness and assessor in the proceedings, unless the court exempts the victim due to social indigence; therefore, they may still need to cover certain costs unless they qualify for an exemption based on their financial situation • Additional Support: The National Legal Aid Office in Bulgaria offers a national legal helpline (at tel. 070018250) where individuals can receive free legal advice from experienced lawyers. By calling this number, anyone can receive free legal advice. The consultation lasts up to 20 minutes, and only the cost of the telephone service is charged. This service ensures that everyone has access to legal advice, regardless of their financial situation. Working hours of the national telephone are every weekday from 9:00 a.m. until 5:00 p.m. It does not include weekends, holidays and nonworking days. Around 20 CSOs situated in different Bulgarian cities provide free legal assistance to victims of domestic violence in order to inform them about the possibilities to take legal action, the duration of a legal process, the deadlines, the evidence, the possible outcomes, as well as to prepare the necessary documents to protect their rights.
Cyprus	• Legal Framework: Amendments to the Law on Legal Aid (N. 165(I)/2002) in 2024 established free legal aid for victims of violence against women and domestic violence. It covers compensation claims and disputes related to parental care, communication, and maintenance of children. • Process: For the issuance of free legal, victims need to submit certificates from relevant services confirming that the victim is being assisted by the women’s shelter or other domestic violence shelter, or has filed a police report regarding violence against them.

Member State	Provision
Croatia	Legal Framework <i>Victims of domestic violence and intimate partner violence:</i> Free legal aid for victims of intimate partner violence and domestic violence is available under the general legal framework, without specific arrangements for these forms of violence. People on low incomes may obtain professional free legal aid in accordance with the procedure envisaged under the Act on Free Legal Aid, providing primary and secondary legal aid. Primary legal aid is offered by civil society organizations, university law clinics, and state administration offices. It includes general legal information, advice, written submissions, representation before public bodies (excluding courts, except the European Court of Human Rights), and assistance in out-of-court settlements. Secondary legal aid involves full representation by attorneys-at-law in specific civil and administrative proceedings. It covers legal advice, written submissions, court representation, and amicable dispute settlements. It may also include exemptions from court fees. Eligibility is determined by verifying income and assets, with exceptions for victims of violent crimes, children in maintenance cases, and certain welfare beneficiaries. The aid is limited to property rights, labour disputes, family disputes (excluding consensual divorces without minor children), forced execution and insurance proceedings, amicable dispute settlements, and other administrative and civil court proceedings arising from specific life circumstances. <i>Victims of sexual violence and trafficking:</i> Victims of sexual violence and trafficking can access specific aid during criminal and misdemeanour proceedings as outlined in Article 44 of the Criminal Procedure Act, in addition to other rights of victims in the criminal proceedings victims in the criminal proceedings, See Articles 43 and 43.a of the Criminal Procedure Act. If an individual assessment determines that a victim has special protection needs, they are entitled to consult with an “adviser” before being questioned, with the costs covered by the budget. However, the act does not specify the professional qualifications required for the adviser, meaning this provision does not explicitly guarantee legal aid for these victims. Additional support: Women’s CSOs regularly provide free primary legal aid for victims of domestic and intimate partner violence and refer victims to obtain free secondary legal aid when necessary. These organizations cooperate with attorneys-at-law to provide free primary legal aid. However, they highlight challenges such as a deficient legal framework and limited government funding (Joint Shadow Report on Croatia, 2022). Challenges: GREVIO’s First Baseline Evaluation Report for Croatia emphasises the need for legislative changes to ensure the provision of free legal aid to all victims of violence against women. It also calls for systematic information dissemination about rights and possibilities under the free legal aid scheme, removal of administrative barriers, and monitoring the impact of legal aid provisions to ensure continued access to justice through quality legal representation. The government has indicated plans to increase funding for free legal aid, but no new legislative amendments have been announced (Comments submitted by Croatia on GREVIO’s baseline evaluation report, 2023).
Czechia	Legal framework Victims of crime in Czechia, including domestic violence and intimate partner violence, are entitled to state-funded legal aid regardless of their financial means under the Victims of Crime Act (<i>Zákon o obětech trestných činů</i>). Free legal advice is also provided by NGOs and women’s organisations (e.g., Profem and Rosa centre).
Denmark	Legal Framework From 2021 to 2024, the National Unit against violence, Live Without Violence (Lev Uden Vold), received 39.6 million DKR (5,310,003.60 EUR) through the “Agreement on the use of the reserve for measures on social, health, and labour market area 2021-2024.” This funding supports their initiatives, including a national hotline, legal guidance, and an electronic overview of shelter spots for victims of domestic violence and intimate partner violence (IPV). Other organisations like Danner and Mother’s Aid also provide legal aid to IPV victims (Social-OG Boligministeriet). In 2023, the government introduced a national action plan against IPV and intimate partner homicide, which includes funding for Live Without Violence’s initiatives.

Member State	Provision
Estonia	• Legal Framework Article 21(2)(6) of the Victim Support Act mandates that women's support centres must include legal aid services. Free legal counselling is available for women through various support centres, particularly aimed at assisting victims of violence and those in need of legal guidance. The State-funded Legal Aid Act also provides a framework for legal aid services, though limited to two hours and subject to income limits. • Process Victims of sexual violence can access free legal counselling at women's support centres across Estonia, available 24/7 and anonymously. Legal intervention for intimate partner violence primarily involves the arrest and prosecution of perpetrators and court orders of protection for survivors. • Challenges National courts are accessible for victims of discrimination, including gender-based violence, but affordability remains a significant issue. Court proceedings are costly and time-consuming, with high legal service costs and no upper ceiling on lawyers' fees. There is also a fear of victimisation and a power imbalance between parties, particularly in gender-based violence cases. Judges often advise settlements without outlining the repercussions. Research by Taavi Tamm (2022) highlights that access to legal aid depends primarily on financial capacity. Free legal aid available to all is often provided only on a project basis or by institutions in a narrow field. The availability of high-quality legal aid providers is a concern for all members of society, not just the less privileged groups.
Finland	• Legal Framework Legal aid is provided for free to persons without means in accordance with the Government Decree on Legal Aid Fee Criteria. Legal aid is free for individuals with means less than 600 EUR, while those with means over 1300 EUR are not eligible for any subsidised legal aid. The legislation on legal aid does not specifically address victims of intimate partner violence, domestic violence, or any other crime. The voluntary organisation Victim Support Finland (RIKU), funded by the Ministry of Justice, offers free legal counselling and support for victims of crime. They also provide specialized services for victims of intimate partner violence and domestic violence (Victim Support Finland).
France	• Legal framework A natural person who usually resides in France, regardless of nationality or administrative status, may be eligible for free legal aid under certain conditions. Legal aid can be granted if the individual does not have legal protection insurance covering trial costs and if their reference tax income and the value of their movable and immovable assets do not exceed specified thresholds. Victims of domestic violence may receive provisional free legal aid for emergency proceedings, but they must later provide proof of meeting the required income and asset conditions (Ministry of Justice).
Germany	• Legal Framework Victims of severe violence and sexual offences are legally entitled to free psychosocial support, but this does not include legal advice (Senate Department for Higher Education and Research, Health, Long-Term Care and Gender Equality). It is unclear whether legal provisions exist that entitle victims of domestic violence or intimate partner violence to free legal advice. Nonetheless, women's support services and intervention agencies like Frauenberatungsstelle, FRAUENRAUM, Frauenberatung BORA, Frauentreffpunkt, Interkulturelle Beratungsstelle do provide legal support to victims of domestic violence free of charge. Weisser Ring (White Ring) is a prominent nationwide victim support organisation that offers various forms of assistance and offers a list of lawyers trained in social law, criminal law, psychotraumatology, and counselling, but it is unclear whether this is free. Hilfe Portal Missbrauch (Help Portal Abuse) allows victims of sexual violence to find legal aid and offers relevant legal information.

Member State	Provision
Greece	• Legal Framework In Greece, under Article 22 of Law 3500/2006 on Domestic Violence, victims of domestic violence have the right to legal aid if they are unable to pay associated costs of legal proceedings. In 2022, the Ministry of Social Cohesion and Family announced agreements with different bar associations to provide free legal aid for women victims of violence, regardless of their income (announcement available here). • Challenges In its 2023 report, GREVIO expressed concern that, in practice, the low-income threshold leads to the exclusion of many victims from accessing legal aid. Moreover, women victims of sexual or other forms of violence are only entitled to free legal aid after legal proceedings have been initiated, and it is not clear whether they have access to legal advice before filing a complaint. About the 2022 Ministry of Social Cohesion and Family announcement, GREVIO's 2023 report noted that there was not enough information to assess their scope and implementation.
Hungary	• Legal Framework The governmental crisis management network offers legal aid through crisis ambulances, crisis intervention centers, secret shelters, and Victim Support Centres. Additionally, PATENT (People Opposing Patriarchy) Association operates a toll-free legal aid helpline and provides various forms of legal consultation and court representation for women victims of domestic violence, intimate-partner violence (IPV), and sexual violence. This service is not state funded. • Process – PATENT Services: The helpline operates 4 hours a week, offering in-person, written, and chat-based legal consultation, and court representation in strategic proceedings. The Women's Legal Aid Trust helps fund victims' legal costs. – Crisis Ambulances: Since 2018, nine crisis ambulances provide social, psychological, and legal services, including legal consultations for child custody, visitation rights, and criminal proceedings. They operate on weekdays with pre-arranged consultations. – Crisis Intervention Centres and Secret Shelters: These centres offer 8 weeks of stay in 20 locations and 6 months of stay in 6 locations, respectively, providing free legal aid to victims of IPV and their children. – Victim Support Centres: Set up by the Ministry of Justice in 21 locations, these centres offer legal advice to crime victims, though not specialized for domestic violence. • Additional Support Women's CSOs: Regularly provide free primary legal aid and refer victims for secondary legal aid. They cooperate with attorneys to offer comprehensive support. • Challenges – Funding and Adequacy: PATENT's services are not state-funded, and there is a lack of publicly available information on the number of victims supported with legal aid by crisis ambulances. – Specialised Services: Governmental services are deemed inadequate by women's rights NGOs due to the lack of specialized services for women, insufficient training for professionals, and inadequate protocols for handling domestic violence cases, contributing to a situation where victims are not receiving the support they need.
Ireland	• Legal framework Legal aid in cases of domestic violence is not free in Ireland. In 2017, the Law Society of Ireland has supported calls to eliminate economic barriers for vulnerable individuals in domestic violence cases by abolishing the fee for legal representation. In 2024, family law barrister Cynthia Ní Mhurchú has highlighted that legal fees are preventing some women from reporting and prosecuting domestic violence, especially when they don't qualify for legal aid. Many victims, due to income or coercive control, are excluded from receiving free legal representation, leaving them unable to obtain protection orders and prolonging their suffering. Ní Mhurchú has called for the removal of financial barriers and suggested simplifying the application process for protection orders, emphasizing that victims should not face additional financial challenges when seeking justice.

Member State	Provision
Italy	Legal Framework Free legal aid is available for victims of intimate partner violence and domestic violence in Italy. Article 76(4-ter) of Presidential Decree No. 115 of 30 May 2002 ensures automatic admission to legal aid for victims of specific offences, including ill-treatment within the family, sexual violence, and stalking. Law No. 119/2013 further entitles victims of ill-treatment, stalking, sexual violence, and female genital mutilation to free legal aid, regardless of income. The Constitutional Court's judgment in 2021 confirmed the constitutional legitimacy of providing free legal aid irrespective of the victim's income, emphasizing the vulnerability of these victims. Article 90-bis in the Code of Criminal Procedure mandates that victims of crime must be informed about their entitlement to legal assistance and free legal aid at their first contact with the prosecuting authority (GREVIO, 2020, para. 132). For civil proceedings, general rules apply, and only low-income women earning less than 12,000 euros per year may apply for legal aid. Additional Support The Lombardia and Piemonte Regions have signed a memorandum of understanding with the specialised bar association and set up funds to cover the costs of legal aid in both criminal and civil cases to support women victims of violence or persecutory acts, provided that victims file a complaint for gender-based or related crimes (information here and here). Challenges While the legal framework provides for free legal aid, the application of these provisions in civil proceedings is limited to low-income women. Additionally, the effectiveness of these services depends on the availability of specialized lawyers and the proper dissemination of information to victims about their rights and the legal aid available to them.
Latvia	Legal Framework In Latvia, victims of domestic violence have access to free legal aid provided by the state. Persons who have been granted low-income or indigent status by their municipality can apply to the Judicial Administration for this assistance. The assistance includes the preparation and submission of the necessary legal documents, such as an application for temporary protection against violence, an action for divorce, child custody and maintenance, and the division of matrimonial property, where these issues are related to temporary protection against violence. In addition, the Ministry of Justice organises free remote legal advice sessions, where you can get advice on family law, protection from violence and victims' rights. To get advice, one can call the free helpline 116006 or use the online advice tool on www.cietusajiem.lv. Additional Support In addition to state support, NGOs such as the Marta Women's Resource Centre offer free legal aid to women suffering from domestic violence.

Member State	Provision
Lithuania	Legal Framework Victims of intimate partner violence and domestic violence have partial access to legal aid through the State Guaranteed Legal Aid System. Every legal resident of Lithuania, other EU Member States, and individuals covered by international treaties are entitled to one hour of free legal aid, provided by the municipality of their residence. However, victims of violence against women and domestic violence do not qualify for secondary state-guaranteed legal aid regardless of their assets and income. Furthermore, the assessment of assets and income does not consider the perpetrator's economic control over the victim. Under the Law on Protection against Domestic Violence, victims are entitled to specialised comprehensive support from Specialised Comprehensive Support Centres (SACs). These centres provide legal advice, draft legal and procedural documents, and assist in pre-trial investigations, court proceedings, and applications for court orders. However, this aid does not include representation and defence and is not sufficiently funded for consistent participation in legal proceedings. Victims of domestic violence can access specialised legal aid through SACs. For victims of IPV outside the definition of domestic violence, assistance is available under the Law on the Support of Victims of Crime, but this aid is not specialized and is underfunded. Additional Support The National Sexual Violence Information Centre (NISSC) provides support to victims of sexual violence, offering information on assistance possibilities and emotional support. However, NISSC does not provide legal aid due to insufficient funding. Challenges The current legal aid system does not adequately consider the specific needs of victims of IPV and domestic violence. The lack of specialized and sufficiently funded legal aid services means that victims often have to rely on a general system that does not account for the violence they have suffered. This system, according to the Analysis of the Compliance of Lithuanian legislation with the EU Directive on violence against women and domestic violence of 2024, lacks a victim-centred approach, and victims may need to purchase legal services for representation and defence.
Luxembourg	Legal Framework In Luxembourg, free legal aid was available for domestic violence disputes in 2022 and 2023. In 2022, 17 legal aids were granted, and by 14 September 2023, other 17 were granted. The Law of 7 August 2023 introduced partial legal aid for litigants with modest incomes, slightly higher than the REVIS social inclusion income. This law repealed Article 37-1 of the amended Law of 10 August 1991 on the legal profession. Family Law Legal Information Service: Under the authority of the Public Prosecutor's Office, this service provides free legal information on family law topics, including domestic violence. It is accessible without an appointment every Wednesday from 8:30 a.m. to 12:00 p.m. at the Judicial City of Luxembourg. Legal Information: Free legal information services are available in Luxembourg and Diekirch. In Luxembourg, this service is offered every Saturday from 8:30 a.m. to 12:30 p.m., and in Diekirch, every Friday afternoon from 2:15 p.m. to 5:00 p.m. Guidance is provided during individual and confidential interviews with a person from the Public Prosecutor's Office. The Luxembourg Bar organizes a free reception every Saturday morning, addressing issues of domestic violence. Additional Support Domestic Violence Victim Assistance Service (SAVVD): This service offers assistance to victims of domestic violence, including procedures for eviction and prohibition of return. The amended Act of 8 September 2003 on domestic violence allows for the expulsion of the perpetrator and the possibility for the victim to request a ban on returning home, with support from SAVVD or a lawyer.
Malta	Legal framework An individual seeking legal aid for domestic violence is entitled to free legal services under article 57 of the schedule attached to Chapter 581 of the Laws of Malta, namely, GENDER-BASED VIOLENCE AND DOMESTIC VIOLENCE ACT. The victim of domestic violence may request an appointment with our resident legal aid lawyer through email or phone or by filling the online form.

Member State	Provision
Netherlands	• Legal framework The subsidised legal aid system in the Netherlands, under the Legal Aid Act, ensures that legal assistance is accessible to all, regardless of financial situation. To qualify, individuals must meet specific financial criteria, with income and assets falling within established limits. The nature of the legal issue, the chances of success, and the involvement of a registered lawyer are also considered, and a contribution to the costs may be required based on the individual's income. Victim Support Netherlands provides free assistance to victims and their relatives affected by criminal acts, including domestic violence. They offer legal support, including guidance through criminal proceedings, help with any damage suffered, and information about the victim's rights.
Poland	• Legal Framework – Under Article 47, Section 3 of the Social Welfare Act, free legal aid is available for victims of intimate partner violence and domestic violence. – The Act of 5 August 2015, effective from January 1, 2016, established a structured system for free legal aid in Poland. This system provides legal aid to individuals who meet specific criteria, including financial limitations, and explicitly includes victims of domestic violence. Victims can receive consultations and legal representation from qualified lawyers. Immediate assistance is available for urgent legal issues related to domestic violence. The Act emphasises the importance of psychological assistance as part of the legal aid process. The system is organised through cooperation between local government units and legal professionals, with non-governmental organisations also playing a role in providing services. – Article 43 of the Penal Execution Code allocates funds for assisting victims of crime and their close relatives. This assistance includes medical, psychological, rehabilitative, legal, and material support, provided by non-profit entities such as associations, foundations, organizations, and institutions. As part of the Network for Assisting Victims of Crime, there are 305 locations throughout the country offering various forms of assistance.
Portugal	• Legal Framework Exemption of Legal/Judicial Costs & Lawyer's Fees: Decree-Law n.º 34/2008 exempts judicial costs for legally recognised victims of domestic violence, rape, sexual coercion, genital mutilation, slavery, and trafficking (article 4.º of DL n.º 34/2008, sections z) and aa)). If the public prosecution classifies the crime differently, the victim must file charges and bear legal costs. Social Security may provide financial assistance for a public defender if the victim cannot afford these costs. Public Prosecution and Legal Representation: Domestic violence is considered a public offense, obligating the Public Prosecution to investigate and prosecute. The victim's primary role is that of a witness but can take a more active role as an "assistant" in the legal process, requiring representation by a lawyer (art.º 68.º Code of Criminal Procedure). The State covers the lawyer's fees if the victim demonstrates financial inability (art.º 66.º Code of Criminal Procedure). • Additional Support Women's NGOs and Legal Advice: Women's NGOs and other organizations offer specialized legal advice to victims, explaining their rights and roles in the legal process. However, they are not authorized to represent victims in court. • Challenges Only a small number of domestic violence complaints reach the courts, with more than half subjected to temporary suspension. In 2023, there were 30461 registered crimes of domestic violence; of those, 3452 went to trial. Out of 3596 defendants, 2118 were convicted).

Member State	Provision
Romania	Legal Framework Article 6 (e) of Law 217/2003: This law affirms the right of victims to free counselling and legal aid. Governmental Decision No 51/2008: This regulation entitles victims to free legal aid if their monthly income per family member is equal to or less than the minimum net salary in Romania. There is a time limit of 60 days from the occurrence of the violent act, and a cap on the amount of free legal aid a victim can receive annually, equal to 10 times the minimum net salary. The National Strategy for promoting gender equality and for preventing and combating domestic violence 2022 – 2027 (Government Decision No 1547 from 2022) has the following objective, among others: ‘V1.d) Facilitating access to free legal assistance for victims of domestic violence, especially in procedures related to protection orders, including for vulnerable women.’ Additional Support The National Agency for Equal Opportunities between Women and Men (ANES) coordinates and monitors the application of legislation and policies related to domestic violence. ANES publishes information for victims and conducts information campaigns. Projects like VERA and VENUS, implemented by –ANES in partnership with NGOs, aim to develop common methodologies for judicial support and facilitate access to justice for victims. Recently, ANES published a leaflet regarding free legal aid. The Ministry of Justice also informs the public about the conditions under which application for free legal aid can be done by victims of rape, sexual assault, sexual violence, where and how, and under what conditions it can be granted. Time limits and income situation are defining primarily the conditions for receiving free legal aid. Challenges There is a lack of coherent data collection and reporting on services provided to victims of domestic violence. According to the 2023 Annual Monitoring Report (pp. 150-158), only 27 out of 42 counties provided data on the existence of free legal aid services, and only 12 counties reported the number of victims who received free legal aid in 2023. There are significant differences in the availability and reporting of services across different regions of Romania. Some counties do not collect data on free legal aid services at all. Most services for victims are provided by NGOs, with higher availability in counties with more NGOs. Public funding from local authorities supports these services, but many cases of domestic violence go unreported due to the lack of available services.

Member State	Provision
Slovakia	Legal Framework Victims of domestic violence and partner violence, including women and girls, can access free legal aid under Act No. 274/2017 Coll. on Victims of Crime (the “Victims Act”). According to Article 7 of the Victims Act, legal aid includes providing legal information and representation to victims in both criminal and civil proceedings. Process Civil Cases: Until 2021, legal aid in civil cases was limited to instances where the victim claimed damages in criminal proceedings and was referred to civil proceedings for their claim. Since July 2021, the scope of legal aid in civil matters has been expanded to include all matters related to the victim’s safety and the exercise of any victim’s rights. Divorce and Custody Disputes: Victims of violence in intimate partner relationships are entitled to free legal aid for divorce and custody disputes. They can also request court-issued preliminary injunctions, including exclusion orders, restraining orders, and provisional arrangements regarding parental rights and responsibilities for minor children. Legal Aid Providers: Free legal aid is provided by victim support organisations accredited by the Ministry of Justice of the Slovak Republic. Victims can also obtain free legal aid from the State Centres for Legal Aid, which provide services to individuals who cannot afford private legal assistance. Victims of domestic violence and intimate partnership violence are considered particularly vulnerable and have the right to receive support free of charge for 90 days. Upon request, this support can be extended for a longer period. Child Victims: Since January 2020, child victims can receive qualified legal representation if their legal representatives do not represent them adequately. The state covers the costs of legal representation in these cases. Additional Support Intervention Centres: Victims of domestic violence, primarily women experiencing violence in intimate partner relationships, receive assistance from Intervention Centres for Victims of Domestic Violence available in every region of Slovakia. These centres proactively contact victims after receiving information from the police on the expulsion of a violent person from a shared household. Within 72 hours, a regionally relevant intervention centre tries to contact the victim and provide free help and support, including legal help. Victims can reach out to any intervention centre at any time.
Slovenia	Legal Framework Free legal aid is available for victims of domestic violence under certain circumstances. Free legal aid is available to persons assessed as being in danger (Article 26(1), ZPND). An opinion on the danger to the person shall be issued by the competent social work centre. According to the Domestic Violence Prevention Act (Article 26(2), ZPND), the free legal aid is granted, according to Article 27, in proceedings that are conducted due to the measures referred to in Articles 19, 20, 21 and 22 of the act. Free legal aid can cover the preparation and filing of applications for temporary protection from violence, divorce, child custody and maintenance, and the division of matrimonial property if related to temporary protection from violence. It is also granted in family proceedings under the Family Code if assessed as required by a social work centre. Additionally, free legal aid may include assistance in criminal proceedings. The Free Legal Aid Service can assign a lawyer to provide legal advice, prepare legal documents, and represent the victim at court hearings.
Spain	Legal framework Spain has specific laws addressing gender violence, such as the Organic Law 1/2004 on Comprehensive Protection Measures Against Gender Violence (<i>Ley Orgánica 1/2004 de Medidas de Protección Integral contra la Violencia de Género</i>), which guarantees immediate, free of charge, and specialised legal aid to victims of gender violence.

Member State	Provision
Sweden	Legal framework In Sweden, victims of intimate partner violence or domestic violence are entitled to free legal aid under specific conditions (e.g., income threshold). The Swedish Legal Aid Act (Rättshjälpslagen, 1996:1619) provides that individuals who cannot afford legal representation may receive assistance. This includes victims of domestic violence, who can access free legal aid to navigate legal proceedings related to their cases. Additionally, the Act on the Protection of Victims of Crime (Brottsoffermyndighetens förordning, 2001:100) establishes the Swedish Crime Victim Authority (Brottsoffermyndigheten), which oversees the rights and support for crime victims, including those affected by domestic violence. This authority ensures that victims receive necessary support and information throughout the legal process. Several NGOs and women's organisations in Sweden provide free legal advice and support tailored specifically to the needs of domestic violence victims (e.g., Roks, Fempowerment).

Annex 6. Training for professionals

Table A1.5. Intimate partner violence and domestic violence training for professionals across the EU

Member State	Provision
Austria	Police Training Initiatives • Cybercrime Competence Center: – Started in-person courses several years ago to train district IT investigators. – 1,200 prevention officers trained in domestic violence matters, serving as contact persons at police stations. • Cybercrime Certificate Course: – Provides enhanced training for those in Cybercrime Competence and Coordination Centres at public prosecutors' offices. – Current course attended by 45 prosecutors and judges, covering legal, international, technical, forensic, and investigative tactical issues. – Cybercrime regularly addressed at events on specific criminal law topics. Judicial Training Initiatives • In-Service Training for Judges and Public Prosecutors: – Regularly organised on topics such as combating (sexual) violence against women and children, violence in the family environment, victim behaviour, offender psychology, risk analysis, international legal protection, and more. – Raising awareness among judges and prosecutors about violence against women is a top priority. – Trainee judges receive insights into the work of specialised institutions dealing with violence against women through specific seminars. Ministry of Social Affairs Initiatives • Training Academy of the Association of Autonomous Austrian Women's Shelters (AÖF): – Provides training for the prevention of all forms of violence against women and domestic violence. – Focuses on training and sensitising persons and experts dealing with domestic violence or violence against women or children in their everyday work. Regional Training Initiatives • Federal Province of Tyrol: – Trainee program for government agency expert staff in child and youth support services started in January 2024, with Module 5 focusing on violence and abuse. – Tirol-Kliniken hospitals require regular training in professional forensics and documentation for specialists in emergency areas. – All medical staff at Tirol-Kliniken hospitals receive training in protection against violence upon starting work. – Protection against violence is included in the curriculum of the medical university in Innsbruck and in the training of nursing staff. • Federal Province of Upper Austria: – Gewaltopfer-Betreuungsteam (GOBT) at Kepler University Hospital provides support for victims of violence. – Staff trained for quality optimization in victim support across various medical departments. • City of Vienna: – Interdisciplinary in-service training program for hospital staff since 2015. – Program includes a 4-hour basic module on "violence against adults" and another on "violence against children." – Yearly changing advanced modules of 4 hours each cover topics such as sexualized violence, violence during birth, violence in old age, and violence against persons with disabilities. All information taken from GREVIO First thematic evaluation 2023, Austria's comments https://rm.coe.int/austria-s-comments-on-grevio-s-first-thematic-evaluation-report/1680b18c9b [Note: The GREVIO comments are the only source for training initiatives, such information cannot be found on the websites of the responsible ministries/federal governments.]

Member State	Provision
Belgium	- Introduced in 2024, the MAYA project in Brussels is a collaborative initiative aimed at enhancing support for victims of domestic and marital violence. Led by the municipalities and CPAS of Brussels and Ixelles, along with the local police, the project focuses on training 600 frontline workers, including social workers, police officers, and non-profit sector employees. These sessions, organized by Droits Quotidiens Legal Info and the SAPV of the Ixelles police zone, cover both the psycho-social and legal aspects of domestic violence. By equipping professionals with the necessary knowledge and skills, the MAYA project strengthens the fight against domestic violence and ensures better care for victims. - The Centers for the Care of Sexual Violence (CPVS) in Belgium are designed to provide comprehensive support to victims of sexual violence. The CPVS model outlines national criteria and standard procedures that these centres must follow. Key components of the CPVS model include: Training for Magistrates: Magistrates responsible for CPVS are encouraged to participate in training on sexual violence organized by the IFJ (Institut de Formation Judiciaire). Healthcare Coordination: Providing information about medication and organizing appointments with healthcare providers, encouraging victims to attend these appointments. Commitment to Training: Staff must commit to basic and continuing training related to CPVS and achieve a positive final evaluation The CPVS model was discussed and refined through various technical working groups, including psychological, medical, forensic, and police-justice groups, and later validated by the national CPVS support committee.
Bulgaria	Police Training Initiatives Risk Assessment Algorithm: - Implemented by the General Directorate of the National Police in Bulgaria between January and March 2024. - Includes protocols to counteract domestic and gender-based violence. - Aims to ensure the protection of victims. 830 police officers have undergone professional training to handle such cases. Project on Improving Policing Effectiveness “Improving the effectiveness of policing in the field of domestic violence and gender-based violence”: - Funded by the Norwegian Financial Mechanism (NFM) 2014-2021. - Three three-day seminars held from May 10-19, 2023. 120 police officers from the Sofia Directorate of Police (SDVR) and 27 regional directorates trained. Judicial and Legal Training Initiatives Distance Learning Course on Violence Against Women and Domestic Violence: - Organised by the National Institute of Justice in Bulgaria in 2022. - Part of a project funded under the “Justice” program of the Norwegian Financial Mechanism 2014-2021. - Aimed to unify law enforcement practices. - Attended by judges, prosecutors, court officials, lawyers, and experts from the Ministry of Justice and the Ministry of the Interior. Specialised Domestic Violence Protection Course: “Criminal Aspects of Domestic Violence” course organized online by the Sofia Bar Association in November 2022 targeted at lawyers. Specialised Course on Protection from Domestic Violence: - Organized by the Lawyer Training Centre in Sofia from November 21-25, 2022. No information found for training of health professionals on the topic of domestic violence and intimate violence.

Member State	Provision
Cyprus	National Coordinating Agency Initiatives – Established in March 2022. – Developed the National Strategy and Action Plan on Preventing and Combating Violence against Women and Domestic Violence for 2023-2028. – Sub-objective 3 focuses on strengthening the knowledge, skills, and expertise of frontline professionals to effectively respond to all forms of violence against women. – Mediterranean Institute of Gender Studies (MIGS) was assigned in 2024 to train 75 health professionals, including personal doctors, nurses, midwives, obstetricians, mental health workers, and medical examiners, on all forms of violence included in the Istanbul Convention. – The Ministry of Health continued this collaboration, training an additional 50 health professionals from various disciplines. Advisory Committee Initiatives • Safe & Together Model™ CORE Training: – Organised a four-day training in 2024 with over 40 frontline professionals, including officers from Social Welfare Services, staff from the Women’s House, and staff from the Children’s House. – Aimed to equip participants with best-practice tools and interview techniques for managing domestic violence cases. – Follow-up to the “Safe & Together Model” Scientific Conference held in 2023, attended by over 100 participants from various agencies. Police Training Initiatives • Cyprus Police Academy: – Held a three-day training course on domestic violence in 2024. – Attended by members of the Domestic Violence Units across Cyprus and members of the British Bases Police. – Organised by the Vulnerable Persons Management Sub-Directorate of the Cyprus Police Crime Prevention Unit. – Focused on specialising officers in investigating domestic violence cases, understanding relevant legislation, working through case studies, learning about psychological assessment of victims, and receiving training on the Partner Violence Risk Assessment Protocol.

Member State	Provision
Croatia	• Despite the legal and policy framework that provide for general gender equality training, as well as more specific policy measures for training of professionals concerning gender violence issues, there is still no evidence of systematic and specific training for professionals to support victims of intimate partner violence and/or domestic violence. • There is a general obligation under Article 3(2) of the Gender Equality Act for all state bodies, regional and local self-government units, legal persons with public authorities, education and science institutions, and legal persons that are majority owned by the state or regional and local self-government units to implement gender equality training programmes for their employees. However, this is an imperfect obligation, without prescribing the content of these programmes nor sanctions in case of failure to abide by it. • Training of experts that come into contact with victims of sexual violence and sexual harassment is one of the priorities identified within the Specific Objective 2 “Improvement of care and ensuring availability of support services for victims of sexual offences” under the National Plan for combating sexual violence and sexual harassment for the period until 2027. • Measure 1 for implementation of this Specific objective envisaged under the first Action Plan for implementation of the National Plan for combating sexual violence and sexual harassment, until 2024 concerns “Strengthening the competencies of civil servants and professionals from various systems providing assistance and support to victims of sexual violence and sexual harassment”, which includes the training of police, social welfare, health, education, and justice sector workers about recognising sexual harassment and violence, and various possibilities of protection of victims, as well as about cybersecurity and sexual violence in cyberspace. However, it seems that according to the Report on implementation of the National Plan for combating sexual violence and sexual harassment for the period until 2027, for 2023 during 2023, training programmes were focused on issues of sexual violence and harassment against children and included 144 judicial officials in 9 educations. • Training activities are envisaged also under the Specific Objective 3 “Creating preconditions for elimination of gender-based violence” under the National Gender Equality Plan for the period until 2027, and the first Action Plan for its implementation. Training activities are supposed to include: experts in the field of protection against violence, emphasising particularly gender-based violence and domestic violence; members of the judiciary – prosecutors and judges, focusing on gender-based violence and elimination of harmful gender stereotypes and sexism; law enforcement officers, with focus on gender-based violence issues. There is no available implementation report for 2023 or 2024, so it is impossible to tell how many of these training activities were actually implemented and how many professionals were included. • Although this is not training as such, there is also a Protocol on procedure in cases of sexual violence, which aims to standardise the procedures of relevant bodies (police, healthcare professionals, judiciary, the Croatian Welfare Institute, educational institutions, CSOs, etc.), and ensure immediate, gender- and culturally sensitive support for victims of sexual violence in the process of reporting and prosecuting sexual violence offences. <u>Specific information for the training of professionals in the police:</u> • The curriculum of the Croatian Police College (university level study programme) includes a four-hour module on violence against women and rape and family violence. Additionally, a course introduced in 2020 focuses on the criminal research methodology of domestic violence, with a focus on identifying and prosecuting the primary aggressor and ensuring the safety of the victims. The Police Academy also conducts a number of voluntary in-service training modules for practising police officers each year on handling domestic violence cases. <u>Specific information for the training of professionals in the justice sector:</u> • According to GREVIO observations, there is no specific initial or in-service training containing a module on violence against women for judges and prosecutors, nor for other professionals in the justice system. GREVIO notes the Judicial Academy does provide a number of voluntary workshops on domestic violence for criminal judges and advisers at municipal, county and misdemeanour courts, advisers at the attorney general’s office at the municipal and county level, probation officers and victim and witness support officers, but participation rates are low. There are also some one-off training initiatives for judges, state attorneys and deputy state attorneys carried out by the Ombudsperson for Gender Equality, certain women’s rights CSOs and the Office for Human Rights and the Rights of National Minorities on gender-based violence.

Member State	Provision
Croatia	Specific information for the training of professionals in the healthcare sector: - There is no specific systematic and mandatory initial or in-service training for professionals in the healthcare sector concerning intimate partner violence and/or domestic violence against women. Specific information for the training of professionals in the social welfare sector: - The Government claims that the Ministry of Labour, Pension System, Family and Social Policy, as the body responsible for the conduct and work of employees in the social welfare system, conducts systematic training programmes for professionals in the social welfare system (social workers, lawyers, psychologists, social pedagogues), who come across the issue of violence against women and domestic violence in the course of their work. According to the Government, programmes are implemented continuously in accordance with the stated needs and the Annual Programme of Professional Training of Professional Workers in Social Welfare Institutions founded by the Republic of Croatia. The Annual Programme for 2023 foresees training of professionals in Family Centres to prevent and combat violence against women, domestic violence, gender-based, and peer violence among children, but there are no further specifics about the content of these programmes, who delivers them, or about the number of professionals who will attend them. Grevio, in its Baseline Evaluation Report for Croatia, observes that it was not made aware of any systematic efforts to equip social workers with the knowledge and skills on the specificities of violence against women cases in a gendered manner via mandatory initial and in-service training, although it is noted that project-based initiatives since 2021 have included training of approximately 800 experts (officials from social welfare centres, law enforcement, the judiciary, healthcare and educational institutions, and representatives of CSOs) on a voluntary basis for dealing with cases of domestic violence.
Czechia	No information found on training of professionals.
Denmark	- The police have started to train their officers on IPV and other forms of violence. It is a part of an agreement for the police and justice sector (anklagemyndighed). Healthcare professionals will receive knowledge and guidance in relation to pregnant women and new parents being exposed to IPV. This is specified in the national action plan against intimate partner violence and intimate partner homicide.

Member State	Provision
Estonia	• The Estonian Internal Security Development Plan 2020–2030 The Plan includes a measure aimed at protecting victims of violence. Under this measure, sub-activities are planned to train the Estonian police on violence issues, dealing with victims, and better recognition of domestic violence. • The AREV project (Advancing Rights of Estonian victims) It was brought to life as a result of cooperation between the Ministry of Justice, Victim Support Europe, and the European Union a two-year project was carried out in 2021–2023. Participants from Estonia were the Ministry of Justice, the Police and Border Guard Board, the Social Insurance Board, the healthcare sector, and other stakeholders. The project aims to offer better protection for victims of crime and to improve victim support services in Estonia. • E-courses The Social Insurance Board has developed various e-courses: 1) Resolving domestic violence cases, 2) Practices considering psychological trauma, 3) Providing psychological first aid to individuals in crisis. These courses aim to offer resources to specialists as well as the general public. • Training of judges. Supreme Court’s training programme Pursuant to section 74 of the Estonian Courts Act, a judge is required to develop knowledge and skills of his or her speciality on a regular basis and to participate in training. If judges are interested, they can participate in trainings of other areas as well. <i>Problem specified by national researcher:</i> Judges have a tight time budget, and they are not interested in trainings that cannot be addressed in law (psychological and economic violence, hate speech etc). • Event: Training on trauma informed care In November 2022, a local training course was organised, which included two lectures: ‘What is trauma?’ by psychologist Kaia Kastepõld-Tõrs, and ‘Practical examples of trauma informed care in the law enforcement organizations practice’ by Ask Elklit, professor at the University of Southern Denmark. Final event in December 2022 in Tallinn, was available online: Final event of the Project was held on 7- 8 December in Estonia. In total, 271 Nordic and Baltic domestic violence specialists participated in the various activities of the project on site and 1400 people watched the final conference online. • Partner from Estonia: Women’s Support and Information Centre (WSIC) – Care4Trauma – Improving GBV victims support services and the access to justice through Trauma-informed Care (TIC), 1 June 2022 - 30 November 2024 Care4Trauma project aims improving the access to justice of victims of GBV by (1) strengthening the services for traumatised women provided by victims support organisations (2) encourage the adoption of a trauma informed approach in a larger number of supporting organisations (3) enlarging the understanding of the benefit offered by TIC approach. Among outputs were curriculum and TIC practice handbook (The Psycho-traumatology and TIC Specialized curriculum; The Trauma Informed Care Practice Handbook) – OPEP-DV – Online Professional Education for Physiotherapists and other healthcare professionals on Domestic Violence (2023-2024, 2021-1-EE01-KA220-VET-000029791, Erasmus+) OPEP-DV focuses on professional education and training of physiotherapy professionals working with women so that they can identify and provide assistance to victims of domestic violence (DV). The project’s goal is to develop a standalone training course and an online education module on domestic violence for current and future physiotherapists and other healthcare workers (e.g., nurses, midwives and care workers) working closely and regularly with female patients. Reports to UN CEDAW Estonia’s seventh periodic report was submitted to the CEDAW Committee in 2022 and provided information on improvements in the criminal justice system, including both in-service and basic training on the sensitive treatment of victims and assistance to victims of domestic violence. Challenges: – There is no specific law on domestic violence (DV) or violence against women (VAW) that effectively addresses the shortcomings in legislation, making it almost impossible to address psychological and economic violence. Estonia does not have a dedicated family court, and civil court cases involving family matters and child custody are time-consuming.

Member State	Provision
Estonia	– Child custody disputes involving domestic abuse are challenging. Professionals from child protection (welfare) services, lawyers and judges need additional training on domestic violence and coercive control, in order to better understand the complex dynamics of power and control and the distinction between domestic violence and high-risk relationships. – There are problems with the specialisation of judges. Pursuant to section 74 of the Estonian Courts Act, a judge is required to develop knowledge and skills in his or her speciality on a regular basis and to participate in training. Judges have access to training and an obligation to undertake it, but gender issues are not taught. A positive development is the special attention being paid to training programmes for other court officials (such as assistant judges and law clerks). In the entire text of the training programme for judges for 2023-2024, words related to violence, controlling behaviour (not defined in the law, but still the judge should understand its content) and gender or gender-related issues (including the treatment of trans people) are missing. Source: Shadow reports to the 88th CEDAW session, https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/SessionDetails1.aspx?SessionID=2710&Lang=en
Finland	There is currently no legislation or national guidelines regarding the incorporation of IPV/domestic violence themes in any training programmes. These themes are thus not obligatory in any training programmes for Finnish professionals. A very recent report estimates that majority (91 % of respondents) of training programmes have some IPV/domestic violence related contents in their teaching, but there is great variability in the quality, scope and compulsory of these trainings. In Finland, while some professions like social workers, health professionals, and teachers receive training on violence against women, key groups such as law enforcement, prosecutors, and judges do not have mandatory training as remarked in a https://rm.coe.int/grevio-report-on-finland/168097129d report.
France	• The French government, through MIPROF, has developed an educational kit to train professionals on supporting women victims of violence. Each kit includes a short film and a booklet explaining domestic violence mechanisms, identification, professional intervention, and support networks. Available for free in initial and ongoing training, the initiative is supported by experts, institutional partners, and the European Commission. • France has made significant strides in training professionals who come into contact with women victims of violence, as mandated by Law No. 2014-873. Various training initiatives have been launched across sectors such as health, law enforcement, and judiciary, including educational kits and inter-ministerial plans for the period 2019-2023. However, despite these efforts, there are concerns about gaps in initial and in-service training, especially in the health sector and among law enforcement officers, as well as the lack of specific training for judges and professionals working with child victims. GREVIO emphasizes the need for continued improvement, particularly in ensuring that professionals have the necessary tools to provide effective support to victims and understand legal mechanisms for their protection.

Member State	Provision
Germany	Training Courses of the Deutsche Richterakademie (German Judges Academy): • „Strafzumessung, Opferschutz und Adhäsion“ (Sentencing, victim protection and adhesion): • „Hass im Internet – Möglichkeiten einer effektiven Bekämpfung“ (Hate on the internet – ways of effectively combating), According to the German Judges Academy these trainings contained knowledge about the rights of those affected, about secondary victimization, about the principle of non-discrimination, intersectionality, gender equality, the elimination of gender stereotypes, all forms of gender-based violence as defined by the Istanbul Convention, their identification and prevention as well as a gender-specific understanding of violence. Independent assessment whether the trainings indeed include all those elements does not exist. <u>Learning platform “Schutz und Hilfe bei häuslicher Gewalt – Ein interdisziplinärer OnlineKurs” (Protection and help in cases of domestic violence – an interdisciplinary online course):</u> • available nationwide free of charge since July 2022 • The aim is to comprehensive (action) knowledge for the specialised support and care of victims and their children after experiencing violence. • funded by the community of federal states in the Conference of Gender Equality and Women’s Affairs Ministers and Senators of the Federal States (GFMK) • A comprehensive evaluation revealed among other things, that between July 2022 and May 2024, 20 police officers (one percent of all participants) and 37 participants from the judiciary (including 17 judges, twelve lawyers, two public prosecutors and six others, which corresponds to a total of a total of two percent of all participants) completed the online course. <u>Trainings in the federal state of Bremen:</u> • “Justice ‘Istanbul Convention’ specialist conference” • “Destructive violent relationships in cooperation with the counselling and intervention centre ‘Neue Wege’” • “Psychodynamic concepts in partnerships, families and institutions in violence and sexual abuse” • “Psychodynamic trial support – impact on the criminal proceedings and the parties involved”
Greece	Greece ratified the Council of Europe’s Istanbul Convention through Law 4531/2018. In line with the provisions of the Convention, the National Action Plan (NAP) for Gender Equality 2021-2025, under the priority axis 1: Preventing and Combating Gender-based Violence foresees the action 1.1.5 – training of public sector professionals in the field of violence against women. • Within the framework of the NAP’s implementation, the General Secretariat for Gender Equality in cooperation with the Research Centre for Gender Equality (K.E.T.H.I.) and UNHCR, organised in 2023, training seminars on gender-based violence for professionals working in reception centres for asylum seekers. These seminars, that addressed both prevention and response to gender-based violence, were held in Athens, Mytilene, and Thessaloniki and were attended by approximately 400 professionals, according to the 4th Annual Report on Violence Against Women. Additionally, the report mentions that municipalities across the country have organised training seminars and information sessions for professionals in sectors such as health, law enforcement, reception centres, and shelters to improve services for survivors of violence against women. • Another notable example is the training of 181 officers of the Hellenic Police serving in specialised domestic violence units that was finalised on September 30, 2022. The five-day programme, which included both in-person and online sessions, was led by experts from the academic, legal, and public/private sectors. Topics covered included forensic victim examination, domestic violence, sexual offenses, communication techniques, and handling cases involving vulnerable groups such as minors, older people, migrants, LGBTQ+, and Roma communities. • Furthermore, Greek NGOs play a vital role in training frontline professionals. For example, the European Anti-Violence Network, within the framework of the project #GR_IS_UnitedForDVSurvivors, provided intersectional and interdisciplinary training for police, judiciary, and support services professionals during 2022-2023. The project aimed to improve support and protection for women and children survivors of domestic violence in Greece, in line with the provisions of the Istanbul Convention. To achieve this, the project facilitated partnerships and study visits to learn from best practices of relevant institutions in Iceland.

Member State	Provision
Hungary	There is no evidence of comprehensive, country-wide training in the police, justice, or healthcare sectors. • In the past 4 years, there have been local initiatives targeting training of the police on domestic violence and IPV. In partnership with women's rights organisations, municipalities organised specialised training followed by a 1-year case discussion group for the police in four of the districts of Budapest (districts III, VI, VIII, XI). • According to news outlet, Jelen's source, from 2021 to date, 89 training sessions have been held for judges and judicial staff on the topic of domestic violence, specifically focusing on the identification of IPV. At the same time, domestic violence and IPV are absent from the central educational plan for 2021-2024 of the Hungarian Judicial Academy of the National Judicial Office. There is only one available source referring to two different training session within the training plan of 2022, a webinar on the practical aspects of restraining orders, and an e-learning session on domestic violence in family law disputes, both of them are recommended but not required. No further information is available on the quality or content of the training, and there is no evaluation of how much these influence judges' case law in practice. Women's rights organization PATENT, whose colleagues are providing legal aid services for women victims of domestic violence, are repeatedly highlighting the lack of knowledge of judicial professionals on domestic violence and IPV, especially in civil litigations. • In 2024, as part of a local project funded by the Municipality of Budapest, district nurses (special health visitors in Hungary working in schools and in providing care for pregnant women before and after childbirth) in District IX of Budapest have been invited for a series of case-focused workshops targeting professionals working with children to better recognise signs of domestic violence against their parents.
Ireland	• IRIS is a domestic violence and abuse (DVA) training and support program for General Practices, shown to be effective through a controlled trial. It involves collaboration between primary care and specialist DVA organizations, offering ongoing training, care pathways for healthcare practitioners, and enhanced referral systems to specialist services for patients experiencing DVA. • In 2024, a Domestic, Sexual and Gender-Based Violence (DSGBV) Training manual was published by HSE National (Irish healthcare system). It focuses on enhancing the capacity of frontline staff to provide effective and responsive services for individuals affected by DSGBV. • In 2016, Safe Ireland published the toolkit: Resource for Criminal Justice Professionals to improve needs assessment and victims support in domestic violence related criminal justice proceedings in Ireland. • Domestic Abuse Programme at DkIT: Front-line professionals from across health, midwifery, policing, social care and the community and voluntary sectors have completed Ireland's first ever accredited programme aimed at tackling Domestic Abuse in 2017. • The Foundation Training Programme Trainee Gardaí cover Domestic Abuse in accordance with HQ 23/2017, the Domestic Abuse Intervention Policy 2017. According to a GREVIO report from 2022 this training sits within the Policing with Communities Module and Trainee Gardaí must pass an assessment to successfully complete the module. The training covers An Garda Síochána Policy on Domestic Abuse Intervention 2017, HQ 23/17 includes relevant legislation, developments arising from the National Strategies on the prevention of Domestic, Sexual and Gender based Violence and to comply with the Istanbul Convention and the EU Victims Directive (2012/29/EU). The training is delivered through online lectures, classroom workshops, and Problem-Based Learning, and requires Trainee Gardaí to pass an assessment. Upon completion, all Garda members must also complete a mandatory E-Learning module on Domestic Abuse.

Member State	Provision
Italy	Several laws include provisions on training, even though in some cases they have not been followed by implementing decrees. The Parliamentary Commission of inquiry into femicide and all forms of gender-based violence published a report on gender-based and domestic violence in the court system (2022), stating that ‘it is fundamental to increase the training of all operators dealing with domestic violence’ and that several shortcomings have been identified in the way the judiciary deals with these cases . • Article 5, paragraph 2 (c) of Decree-Law No. 93 of 2013 pursues among other purposes the promotion of ‘appropriate training of school personnel to the relationship and against violence and gender discrimination.’ • Training of magistrati (judges) is not compulsory. The <i>Consiglio superiore della magistratura</i> (Superior Council of the Judiciary) highlighted in a resolution of 2021 that there is a need for a specific training on violence against women and coordination between criminal and civil proceedings (<i>Risoluzione sulle linee guida in tema di organizzazione e buone prassi per la trattazione dei procedimenti relativi a reati di violenza di genere e domestica (delibera 9 maggio 2018) e monitoraggio del 3 novembre 2021</i> – Resolution on guidelines related to the organisation and good practice for handling gender-based and domestic violence offence proceedings (resolution 9 May 2018) and monitoring 3 November 2021). • With regard to the police force, Article 5 of Law No. 69/2019 (the so-called Red Code Law) provides for training (specific compulsory training for the personnel identified by the relevant administration). Training is conducted through several projects, also organised by universities, but no implementing decree has been adopted yet. • The <i>Piano nazionale degli interventi e dei servizi sociali</i> (The National Action Plan of Social Services) issued by the Ministry of Labour and Social Politics in 2021 mentions few times only gender-based violence against women. The new plan has just been approved and the text will be available only when the text is formally adopted. • The recent law No. 168/2023, adopted in November 2023 – provides the following (Article 6): ‘The provision envisages the preparation by the department for Equal Opportunities, with the support of the technical-scientific committee of the Observatory on the phenomenon of violence against women, having consulted the assembly of the Observatory itself, of appropriate national guidelines aimed at guiding the appropriate and homogeneous training of operators who, in different capacities, come into contact with women victims of violence. Furthermore, it is envisaged the inclusion in the guidelines, which the Minister of Justice annually proposes to the High School of the Judiciary, of specific training initiatives on violence against women and domestic violence.’

Member State	Provision
Latvia	Training is not regular and is not linked to or mandated by law. Several actors can be identified that shape training on the issues. However, a single managed and targeted training programme cannot be identified. Moreover, training activities are predominantly targeted at members of law enforcement bodies. The Gender Equality Plan 2021-2023 foresees: "Training of professionals involved in the prevention of gender-based violence and domestic violence on current trends and practices in supporting victims and perpetrators of violence." The performance indicator is: "Annual training seminars for professionals involved in supporting victims and perpetrators of violence". Specific initiatives and activities are not identified in the plan. Information on the specific activities implemented can be found in the document "Information Report on the Implementation of the Plan for the Promotion of Equal Rights and Opportunities for Women and Men 2021-2023" prepared by the Ministry of Welfare. The training activities carried out according to the report are: • In 2023, the Ministry of Welfare in cooperation with the State Police organised 4 regional seminars (Kuldīga, Valmiera, Daugavpils, Jelgava) on inter-institutional cooperation in cases of domestic violence and violence against women. The seminars were attended by representatives of the State Police, Municipal Police, Social Service and Orphan's Court, who discussed the existing practice of inter-institutional cooperation and necessary improvements in the regulatory framework. • 17.10.2022. Within the framework of the programme "International Police Cooperation and Fight against Crime" of the European Economic Area Financial Mechanism 2014-2021, the National Police College in cooperation with the State Police organised a conference "Response to Family Violence, Competence and Cooperation of the Institutions Involved", which was attended as speakers by representatives from Latvia – the State Police, the Inspectorate for Child Rights Protection, the Ministry of Welfare and foreign police educational institutions (Norway, Poland, Estonia, Iceland). The audience of the conference – employees of the State Police and municipal police. The Ministry of Welfare has organised various seminars and conferences. • The Ministry of Welfare organises annual conferences/seminars on aspects of domestic violence and violence against women with the aim of strengthening inter-institutional cooperation in dealing with cases of violence and to raise public awareness on the issue of domestic violence and at the same time reduce tolerance towards violence. In 2021, the focus was on emotional violence and an online seminar "Emotional Violence. Inter-institutional cooperation in case management and support options". • On 16 November 2023, the Ministry of Welfare organised an International Conference on "Inter-institutional cooperation: a comprehensive approach to safe living", • On 24 November 2022, the Annual International Conference "Violence-Free Tomorrow's Society. Ensuring the rights of the victim and holding the perpetrator accountable". State Police College (Valsts policijas koledža). The main task of the State Police College is to prepare police officers for professional service in the State Police. The State Police College is the only educational institution in Latvia that trains and educates future police officers. Topics dealing with violence and specifically gender-based violence and the prevention of domestic violence are included in the short-cycle professional education programme "Police Work", the professional development education programme "Fundamentals of Police Work", "Fundamentals of Police Work II", "Police Response Assignments" implemented by the State Police College (SPC). SPC has implemented adult non-formal education activities for State Police officers: 2021: <i>"Psychological and legal aspects of police officers' conduct in cases of sexual violence / Policijas darbinieku rīcības psiholoģiskie un tiesiskie aspekti seksuālās vardarbības gadījumos"</i> - 83 (eighty-three) State Police officials. 2022: - <i>"Action of police officers in cases of domestic violence / Policijas darbinieka rīcība gadījumos, kas saistīti ar vardarbību ģimenē"</i> - 123 (one hundred and twenty-three) officials of the State and municipal police; - <i>"Psychological and legal aspects of police officers' conduct in cases of sexual violence / Policijas darbinieku rīcības psiholoģiskie un tiesiskie aspekti seksuālās vardarbības gadījumos"</i> – 48 (forty-eight) State Police officials;

Member State	Provision
Latvia	The Latvian Judicial Training Centre (Latvijas Tiesnešu mācību centrs) From September to December 2022, 28 judges attended the Council of Europe HELP e-course “Combating Violence against Women and Domestic Violence”. Between October 2023 and March 2024, another Council of Europe HELP e-course “Combating violence against women and domestic violence” was organised and attended by 22 prosecutors. Marta MARTA Centre, the leading women’s rights advocacy organisation in Latvia, regularly organises trainings and seminars for professionals working with victims of violence. For example, in November 2023, the MARTA Centre organised an international conference “Coordinated Community Action in Family Violence Cases”, which brought together experts from Latvia and other countries to share their experience on inter-institutional cooperation to prevent family violence. Availability of training materials The Ministry of Welfare’s website, under “Conference materials”, contains materials from various conferences and seminars covering a range of social areas related to domestic violence and violence against women. These materials include presentations, studies and methodological materials providing insights into current issues and examples of good practice. These resources are useful for social workers, policy planners and other stakeholders wishing to deepen their knowledge on these issues and improve their professional practice. It should be noted that many of the materials in this section no longer have an active and valid link. As a result, a number of materials are no longer available. The website also has a section called “Recommendations for professionals”. These materials offer a wide range of guidance, covering all aspects of violence – from victim protection and emotional well-being to working with perpetrators. Inter-agency cooperation, early recognition of signs of violence and the development of an effective rehabilitation programme are emphasised. The materials are relevant for social workers, police, health professionals and educators. However, it should be stressed that these are separate activities and access to resources is voluntary and depends on the interest of each individual professional. Future aspirations The Plan to Prevent and Combat Violence against Women and Domestic Violence 2024-2029 includes a range of activities to train professionals in the police, justice and health sectors to support victims of domestic and intimate partner violence. Key points from the document: 1. Training for law enforcement officers: – Training provided to police officers, judges, prosecutors and investigators on recognising violence against women and domestic violence, identifying victims’ needs and appropriate responses. – Emphasis on raising awareness on perpetrators’ behaviour patterns and victim protection. 2. Training of health workers: – Training for health workers and multidisciplinary teams to recognise signs of violence and provide effective support to victims. – Specific training on recognising and dealing with child sexual abuse. 3. Awareness-raising activities: – Awareness-raising campaigns and seminars to raise public and professional awareness on violence prevention. – Training of professionals on violence prevention and appropriate response, especially for social rehabilitation professionals. It should be noted that the plan has not yet been approved by the Cabinet of Ministers as of December 2024.

Member State	Provision
Lithuania	Legal and Training Gaps • Acts of violence against women are not specifically criminalised in Lithuania. • Police and prosecutors lack specialised training in handling cases of violence against women and domestic violence. NGO and Project-Based Training Initiatives • NGO Efforts: NGOs provide training to professionals, often as part of project activities. However, these trainings are limited in resources, participant numbers, and duration. • Municipal Initiatives: Some municipalities include intersectoral training in their programs, urging healthcare, social support, and education service providers to attend. • Police Department Project (2020-2024): A project funded by the Norwegian Financial Mechanism aimed at improving the quality of work and strengthening competencies in the justice chain to protect victims of domestic and gender-based violence. This included training for police officers, community officers, prosecutors, and NGO representatives, as well as intersectoral training and experience exchange. Systemic Training Deficiencies • Lack of Continuous Training: There are no specific qualification or competency requirements for police officers, prosecutors, or judges handling cases of violence against women and domestic violence. • Modular Training Program: The existing training program for police officers includes topics on responding to domestic violence but does not cover gender-based violence or violence against women comprehensively. • Prosecutor Specialization: The specialization of prosecutors does not specifically address violence against women or domestic violence, grouping these cases under broader categories. Healthcare Sector Training • Investigation Methodology: A "Female Victim of Sexual Violence Investigation Methodology" has been developed for healthcare professionals, but it does not cover all forms of gender-based violence, such as FGM. • Training Gaps: It is unclear how healthcare professionals gain the competencies to implement this methodology, and there is a lack of continuous training. • National Sexual Violence Information Centre Findings (2024): Visits to hospitals revealed that healthcare professionals generally lack training in providing complex assistance to women who have experienced sexual violence.

Member State	Provision
Luxembourg	Sexuality Education and National Action Plan • Integration in School Curricula: Sexuality education is integrated into school curricula in a cross-cutting way, including elements on equality, mutual respect, and non-violent conflict resolution. • Teaching Materials: The Ministry of Education, Children and Youth has introduced specific teaching materials to support these subjects. • National Action Plan: Launched by the Ministry of Health, it includes various materials such as a guide on sexuality for professionals working with young people, addressing issues like consent, violence, and respect for personal integrity. National Reference Centre for the Promotion of Emotional and Sexual Health (CESAS) • Creation and Mission: Established in 2018, CESAS promotes sexual and emotional health through information, awareness-raising, and training, particularly among young people. • Focus Areas: Combating gender stereotypes and training professionals working with children and young people. Training on Domestic Violence • Justice Sector: Regular training on the Domestic Violence Act 2003 is provided to staff in the field of justice, including magistrates and lawyers. Trainee magistrates receive theoretical training in France and practical training in Luxembourg. • Police Training: Police officers receive initial and continuing training on domestic violence at the Police Academy, focusing on prevention, intervention, and better identification of domestic violence issues. • Firefighters: A training course on domestic violence for firefighters has recently been launched. Health Sector Training • Hospital Professionals: Some hospital professionals are trained on domestic and sexual violence issues. Specific in-service training is available, although initial training lacks modules on violence against women. • Nurses and Midwives: Specialized civil society organizations provide training on domestic violence to nurses and midwives involved in mandatory antenatal consultations. • General Practitioners: Their training includes an initial module on violence, and hospital staff usually refer victims to specialized services. • Specialized Services Staff: Staff managing specialized services under state agreement undergo initial and continuing training on caring for victims of violence, funded by the Ministry of Gender Equality and Diversity (MEGA). Migration and Asylum Sector Training • National Reception Office (ONA): NGOs provide training on violence against women to ONA staff and those working in accommodation centres. ONA has also set up mandatory continuing training courses on sexual mutilation for staff supervising applicants for international protection. GREVIO report of July 2023.

Member State	Provision
Malta	• In May 2021, three separate training sessions on the DASH risk assessment trained 80 professionals, including social workers, police, counsellors, and healthcare staff. In July, a two-day online training on the Spousal Assault Risk Assessment (SARA) was conducted for 46 professionals from various sectors, including the STOP! The Violence and Abuse Service and law enforcement. Additionally, two online sessions on Child-to-Parent/Carer violence engaged 84 professionals, while a seminar for the obstetrics and gynaecology department focused on the legal aspects of managing sexual assault cases, attended by healthcare professionals and top management from law enforcement and the judiciary. • Since 2022, Commission on Gender-Based Violence and Domestic Violence (CGBVDV) has coordinated multi-agency training on Gender-Based Violence (GBV) and Domestic Violence (DV) for frontline professionals, including police, social workers, healthcare providers, and educators. The two-day program aims to foster collaboration and covers topics such as gender stereotyping, national legislation, risk assessment, and working with victims and perpetrators. • In 2023, the training was extended to three days to include additional topics like GBV within the LGBTIQ+, migrant, and disabled communities. A total of 335 professionals have participated in 12 rounds of training, and plans are underway to accredit the program and develop further training for service providers and the judiciary. Additionally, CGBVDV has delivered sessions for educators and media professionals to raise awareness of GBV and DV, including training on ethical reporting and handling disclosures (see here). All information about training can be found in Report submitted to GREVIO by Malta. Available here.
Netherlands	• Police employees in the care and safety sector are being trained in Domestic Violence through the Safety First 'Veiligheid Voorop' program, which has been running since 2021. The training, which involves input from partners and experts, focuses on multidisciplinary cooperation and is tailored to the needs of participants. E-learning modules are also available for other operational colleagues, including those in emergency call centres and regional service centres, providing them with practical and up-to-date information on domestic violence. Police students are also taught essential knowledge on domestic violence during their training. • Public prosecutors, secretaries and judges attend a two-day course that covers various topics, including the judicial framework for domestic violence cases, dynamics in partner relationships, patterns of coercive control, the impact on those involved, and recovery options. It also addresses collaboration between partners, cultural factors influencing domestic violence, criminal law interventions, sentencing, and care and support services aimed at preventing reoffending. As of the first of July 2024, the new law of sexual offenses will be going into effect. The course will explain the changes in the legislation, such as breaking the pattern and criminalization of sexual intimidation. • In terms of healthcare professionals, a 1.5-hour e-learning course was created by professionals and representatives from organisations focused on combating harmful traditional practices, including female genital mutilation, honour-based violence, forced marriage, and abandonment. Its purpose is to strengthen the ability of professionals to effectively address and prevent these practices, ensuring they can offer the appropriate care and support to those affected

Member State	Provision
Poland	Legislative Framework - The primary legislative act regulating the prevention and combating of domestic violence in Poland is the Act of July 29, 2005, on Counteracting Domestic Violence. This law outlines the responsibilities of public institutions and social organisations and defines procedures for dealing with both victims and perpetrators of domestic violence. - Responsibilities of Provincial Government (Article 6): Organising training sessions for individuals involved in counteracting domestic violence. Police Training Programs December 14–15, 2023: A seminar organized by the Prevention Department of the National Police Headquarters at the Police Dog Training Facility in Sułkowice. Focused on the role of the Police in preventing domestic violence and deterring minor criminal activities. November 4–8, 2024: The second edition of a specialist course (PPD–2/24) at the Police Training Centre in Legionowo. Trained 19 officers to coordinate domestic violence prevention actions and conduct local training. October to November 2024: Workshops titled “Helping Families Entangled in Violence” in the Podkarpackie Voivodeship. Trained over 400 community police officers. Organized by the Feniks Foundation in collaboration with the Provincial Police Headquarters in Rzeszów. These training sessions aim to enhance the professional qualifications of officers, enabling them to act more effectively in domestic violence cases. The course programs include: - Understanding the specifics of domestic violence. - Procedures under the “Blue Cards” system. - Forms of support for victims. - Collaboration with non-police entities. - Legal measures against perpetrators. “Niebieska Linia” (“Blue Line”) Program Late 2024: Free online training sessions titled “Z pomocą rodzinie” (“Supporting Families”) organised in partnership with the Instytut Nowej Kultury. Funded by the National Center for Counteracting Addictions. Targeted at members of diagnostic and support groups, and professionals in various support roles. Annual Internship Program: Offered by the Niebieska Linia Association for students and graduates in psychology and social sciences. Provides comprehensive training and hands-on experience in assisting individuals affected by domestic violence.
Portugal	Law n.º 80/2019, of September 2nd (n.º 39.º and 74.º), mandates training for judges in human rights and domestic violence. This legislation amends Law n.º 2/2008, of January 14th, which governs the judiciary entrance, judicial training, and the structure and functioning of the Judicial Studies Center. Resolution n.º 139/2019 of the Council of Ministers, which approves measures for the prevention and combating of domestic violence, outlines the development of several training guides for the Public Administration (see lines d), and n.º 2 of the Resolution). - In 2021, the government announced the implementation of the Annual Joint Training Plan on Violence against Women and Domestic Violence for the Public Administration. This comprehensive plan, as detailed on the CIG’s webpage: “provides over 7,000 hours of certified and INA-assured training, structured in three training paths, encompassing 14 courses. This plan, which extends until the end of the 1st semester of 2023, has already facilitated 40 training sessions engaging approximately 500 professionals”. - The Action Plan for the Prevention and Combating of Violence Against Women and Domestic Violence 2023-2026 (PAVMVD) – a component of the National Strategy for Equality and non-discrimination 2018-2030, includes training initiatives aimed at enhancing the “Qualification of professionals in various sectors. These include the justice, health, social security and employment systems, education, security forces and services, and other Public Administration professionals involved in addressing domestic violence and gender-based violence”. The plan also extends training to other relevant public sectors (pp. 47-49).

Member State	Provision
Romania	Legislative Framework Law 217/2003 on Preventing and Combating Domestic Violence: • Article 9: The Ministry of Health must ensure that family and specialist doctors note suspicions of domestic violence in patient files. • Article 10: Judges, prosecutors, police, NGOs, and other public institutions can provide educational activities on domestic violence at the pre-university level as extracurricular activities. • Article 12: Public institutions (ministries and ANES) must ensure continuous training and education for personnel working in domestic violence prevention and combating. National Strategy 2022–2027 Activities • V2.c: Training police officers on victim-friendly intervention procedures and issuing/enforcing temporary protection orders. • V3.a: Interdisciplinary workshops for police, social workers, psychologists, teachers, and judges at national and county levels. • V5: Specific training for professionals in domestic violence and violence against women. – V5.a: Training central and local public administration representatives. – V5.b: Workshops for legal specialists on legislation and case law. – V5.c: Developing a guide for university curricula on domestic violence. Training Sessions and Projects (2023) • VioGen RoJust Project: 56 training sessions for judges, prosecutors, lawyers, and police officers. Trained 287 lawyers, 103 prosecutors, 13 judges, and 508 police officers (33% women). • VERA Project: Trained 98 experts, 200 legal councillors, and 3228 mobile team members. Developed and disseminated a common methodology for legal support and aid to victims. • National Institute for Magistrates: Trainings on sexual violence against children and communication procedures. Trained 62 prosecutors and police officers, and 48 judges and prosecutors on domestic violence. Additional Training Initiatives • Association of Independent Midwives: Conducted optional training on violence against women and gender-based violence in major medical centers. Supported by UNICEF Romania.

Member State	Provision
Slovakia	In the Slovak Republic, there is no systemic education on violence against women at the school or adult education levels. However, there are efforts to promote quality education in this area based on human rights and gender grounds. The National Action Plan for the Prevention and Elimination of Violence against Women 2021-2027 outlines several tasks to address this issue: 1. Training for Legal and Security Professionals: – Development of training courses for judges, prosecutors, and senior court officials on domestic violence and victim protection. – Training for members of the Police Force and other security services. 2. Educational Materials: – Development of professional materials to support systemic education for secondary and higher education students. Despite these plans, the implementation relies heavily on temporary initiatives supported by European funding, particularly the Norwegian Financial Mechanism 2014-2021 and its programme “Domestic and Gender-Based Violence.”. This programme facilitated training at both regional and state levels, involving NGOs and public institutions. NGO Initiatives: • NGOs developed seven educational and awareness-raising campaigns on various topics related to violence against women. State-Level Initiatives: • The Coordinating Methodological Centre for Prevention of Violence Against Women provided 50 lectures and consultations. • In 2022, six training modules for Centres for Children and Family were implemented, involving over 1,850 professionals from the Offices of Child Protection. • Other programmes targeted crisis intervention, profiles of perpetrators, and training for field workers assisting homeless women experiencing partner violence. Specialised Training: • In 2022, a specialized course for domestic violence police investigators was accredited and implemented by the Academy of Police Force in Bratislava, training 131 officers. • In 2023, education on working with children experiencing domestic violence and training for attorneys representing child victims were provided. • The Prison and Court Guard Service trained personnel on working with perpetrators of domestic and gender-based violence, with 2,110 professionals trained from 2020 to 2023. Since 2023, at least two specialised investigators trained in domestic and gender-based violence have been working in 27 district units of the Police Force investigating violent crimes.

Member State	Provision
Slovenia	Training Requirements under the Domestic Violence Prevention Act (ZPND) • Professional Staff: Obligatory training for staff in police, health organisations, social security, and educational institutions. Training covers prevention and detection of violence, enforcement, judging, execution of sanctions, gender equality, victim needs and rights, and prevention of secondary victimisation. The scope is determined by responsible ministers (Article 10, ZPND). • Judges and State Prosecutors: Obligatory training for those dealing with victims or perpetrators of violence, covering the same topics (Article 10, ZPND). • Non-governmental Sector: General provision for training all professional staff dealing with victims or perpetrators of violence (Article 10, ZPND). Criminal Law Legislation • Training: No explicit provision for training justice professionals in domestic or intimate partner violence. • Victim Support Service: Available in district courts in Ljubljana, Maribor, and Celje. Provides legal information and services to victims, helps with communication, and develops protective measures. Aims to prevent secondary victimization and offers support for victims with special protection needs, including domestic violence victims. The staff at Victim Support Service in Ljubljana has skills in both legal and psychological support. Referral to the service is at the judge's discretion. Police • Training: Regular training for police officers on domestic violence and violence against women. Includes a project to train multipliers and upgrade training through distance education. • Expert Meetings: Held in 2023 and 2024, focusing on a multidisciplinary approach and international aspects of domestic violence, with over 150 participants each year. Healthcare • The Ministry of Health implemented a project to increase knowledge and competencies of healthcare professionals in identifying and treating victims of domestic violence. Education • The Ministry of Education provides regular training on violence for educational professionals. The National Education Institute developed the "Safe and Stimulating Learning Environment" task, which includes a comprehensive approach to creating a safe learning environment and assisting staff in educational institutions.
Spain	• In 2022 and 2023, the Government Delegation against Gender-based Violence (DGVG) signed an agreement with the Spanish Federation of Municipalities and Provinces (FEMP) to provide specialized training for local police officers. In 2023, DGVG also contributed to developing Massive Open Online Courses (MOOC) on violence against women, as part of the 2021 urgent measures. Additionally, the Secretary of State for Security continues to organize periodic training for police officers, both online and in-person, to enhance their skills in handling gender-based violence cases, with a focus on cascade training for broader knowledge dissemination. • The training of prosecutors involves dedicated modules on violence against women and gender perspective in the 2020-2023 Training Plans, focusing on the complexities of these crimes. Prosecutors must complete compulsory training on domestic and gender-based violence as part of their selective theoretical and practical courses, followed by a tutored internship. In 2020, a specific module on gender perspective was introduced, addressing various aspects of violence, its impact on family law, and victim protection. The training, funded by the Ministry of the Presidency, lasts one year, with 20 hours of theoretical-practical training and a 3-week internship. • Within the Commission against Gender-Based Violence of the Spanish National Health System there is a working group on "training of health service professionals on gender-based violence", made up of the Autonomous Communities (CCAA), the Ministry of Health and other Ministries (DGVG). Information about trainings come from Report submitted by Spain to GREVIO, available here.

Member State	Provision
Sweden	In Sweden, there is continuous emphasis on training professionals across various sectors to address violence against women, though challenges remain regarding the availability and consistency of training. Key sectors like social work, healthcare, education, law enforcement, and the judiciary offer training on violence against women, but much of it is voluntary and varies by municipality. In its report, GREVIO has highlighted gaps in training, particularly for judges, social workers, and healthcare providers, noting that more mandatory, in-depth training is needed to address all forms of violence effectively. Efforts are underway, such as the introduction of mandatory training for police officers and initiatives by the GEA to train employers and staff on addressing intimate-partner and “honour”-related violence.

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