



City Research Online

City, University of London Institutional Repository

Citation: Walby, S. (2016). Ensuring data collection and research on violence against women and domestic violence: Article 11 of the Istanbul Convention. Strasbourg: Council of Europe.

This is the published version of the paper.

This version of the publication may differ from the final published version.

Permanent repository link: <https://openaccess.city.ac.uk/id/eprint/21688/>

Link to published version:

Copyright: City Research Online aims to make research outputs of City, University of London available to a wider audience. Copyright and Moral Rights remain with the author(s) and/or copyright holders. URLs from City Research Online may be freely distributed and linked to.

Reuse: Copies of full items can be used for personal research or study, educational, or not-for-profit purposes without prior permission or charge. Provided that the authors, title and full bibliographic details are credited, a hyperlink and/or URL is given for the original metadata page and the content is not changed in any way.

City Research Online:

<http://openaccess.city.ac.uk/>

publications@city.ac.uk



**ENSURING DATA
COLLECTION AND
RESEARCH ON VIOLENCE
AGAINST WOMEN AND
DOMESTIC VIOLENCE:
ARTICLE 11 OF THE
ISTANBUL CONVENTION**



**A collection of papers
on the Council of Europe Convention
on preventing and combating violence
against women and domestic violence**

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

ENSURING DATA COLLECTION AND RESEARCH ON VIOLENCE AGAINST WOMEN AND DOMESTIC VIOLENCE: ARTICLE 11 OF THE ISTANBUL CONVENTION

**A collection of papers
on the Council of Europe Convention
on preventing and combating violence
against women and domestic violence**

Prepared by:
Sylvia Walby
Distinguished Professor of Sociology
and UNESCO Chair of Gender Research,
Lancaster University, United Kingdom

French edition:

*Assurer la collecte des données
et la recherche sur la violence à l'égard
des femmes et la violence domestique –
Article 11 de la Convention d'Istanbul*

*The opinions expressed in this work
are the responsibility of the author and
do not necessarily reflect the official
policy of the Council of Europe*

All requests concerning the
reproduction or translation of all
or part of this document should
be addressed to the Directorate of
Communication (F-67075 Strasbourg
Cedex or publishing@coe.int). All
other correspondence concerning
this document should be addressed
to the Equality Division of the
Directorate General of Democracy.

Cover design and layout: Documents
and Publications Production
Department (SPDP), Council of Europe

Photos: Shutterstock

© Council of Europe, March 2016
Printed at the Council of Europe

Contents

INTRODUCTION	5
THE SCOPE OF ARTICLE 11	6
The definition of the forms of violence covered by the Istanbul Convention	7
Co-ordination of administrative data, survey data and research	9
Categories of information for collection	9
Regular data	10
Data available to the public	11
DATA COLLECTION AND RESEARCH ON VIOLENCE AGAINST WOMEN AND DOMESTIC VIOLENCE	12
Administrative data	12
Survey data	17
Research	21
CO-ORDINATION OF DATA COLLECTION AND RESEARCH ON VIOLENCE AGAINST WOMEN AND DOMESTIC VIOLENCE	26
Official co-ordinating bodies	26
Monitoring by the Council of Europe	28
International benchmarking	29
CONCLUSIONS	34
CHECKLIST	36
KEY COUNCIL OF EUROPE RESOURCES	38
BIBLIOGRAPHY	39

Introduction

Knowledge is essential to making effective policies to prevent and combat violence against women and domestic violence. Developing knowledge enables policy makers and civil society to evaluate developments and to improve policy.

Data collection and research assist in the design of the policies and measures needed to protect and support victims and to eliminate violence against women and domestic violence. Furthermore, data collection and research are necessary to ascertain whether policies are working towards preventing and combating such violence. To be effective, the provision of information needs to be part of an integrated approach, duly taking into account practical developments. To this end, the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (hereinafter “the Istanbul Convention”) requires states parties to collect disaggregated relevant statistical data and support research in the field of all forms of violence covered by the scope of the convention.

The purpose of this paper is to give background information on data collection and research and to offer practical advice to policy makers and practitioners as to what needs to be done to implement Article 11 of the Istanbul Convention. It offers information about the measurement framework and data collection tools needed for the development of relevant administrative and survey data. It provides examples of how administrative and survey data may be collected in member states as well as pertinent research programmes. It finishes with a checklist which summarises the requirements on data collection and research as contained in Article 11 of the Istanbul Convention.

The scope of Article 11

The Istanbul Convention (Council of Europe 2011a) in its Article 11 requires the collection of data to support the aim of preventing and combating violence against women and domestic violence in Europe. The scope of the article is clarified in the convention's Explanatory Report (Council of Europe 2011b) and its understanding informed by other Council of Europe sources (Council of Europe Seminar 2014; Council of Europe 2014; 2010; 2008b; 2008a; 2007; 2006). The data to be collected is to take both administrative and survey forms. Research is to be conducted to study the causes of the violence and the methods to prevent it. Data collection is to be co-ordinated by a national body, as defined in Article 10.

Istanbul Convention Article 11

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

The definition of the forms of violence covered by the Istanbul Convention

Data needs to be collected on all the forms of violence covered by the convention. These forms of violence are defined in two places in the convention: first, violence against women and domestic violence are defined in Article 3; second, nine forms of this violence are separately defined in Articles 33 to 40, which concern substantive law:

3.a: "Violence against women" is understood as a violation of human rights and a form of discrimination against women and shall mean all acts of gender-based violence that result in, or are likely to result in, physical, sexual, psychological or economic harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life;

3.b: "Domestic violence" shall mean all acts of physical, sexual, psychological or economic violence that occur within the family or domestic unit or between former or current spouses or partners, whether or not the perpetrator shares or has shared the same residence with the victim;

3.d: "Gender-based violence against women" shall mean violence that is directed against a woman because she is a woman or that affects women disproportionately.

Of the nine forms of violence defined in Articles 33 to 40, eight are identified as in need of criminalisation when it is "intentional conduct": "psychological violence"; "stalking"; "physical violence"; "sexual violence, including rape"; "forced marriage"; "female genital mutilation"; "forced abortion and forced sterilisation"; and one further form in need of either criminal or other legal sanction: "sexual harassment". The definitions of these forms of violence are set out below.

- ▶ **Psychological violence:** "seriously impairing a person's psychological integrity through coercion or threats" (Article 33).
- ▶ **Stalking:** "repeatedly engaging in threatening conduct directed at another person, causing her or him to fear for her or his safety" (Article 34).
- ▶ **Physical violence:** "committing acts of physical violence against another person" (Article 35).
- ▶ **Sexual violence, including rape:** "a. engaging in non-consensual vaginal, anal or oral penetration of a sexual nature of the body of another person with any bodily part or object; b. engaging in other non-consensual acts of a sexual nature with a person; c. causing another person to engage in non-consensual acts of a sexual nature with a third person. Consent

must be given voluntarily as the result of the person's free will assessed in the context of the surrounding circumstances" (Article 36).

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

The category "physical violence" includes both lethal and non-lethal physical violence against women, as clarified in the convention's Explanatory Report (paragraph 188).

While not specifically recognised as a criminal offence, the existence of **crimes committed in the name of so-called "honour"** is acknowledged by the Istanbul Convention in Article 42, as part of a wider ban on any attempts to justify criminal behaviour on the basis of culture, custom, religion, tradition or so-called "honour". This formulation is based on the understanding that crimes committed in the name of so-called "honour" are not "new crimes", but rather established ones, such as murder, manslaughter, bodily injury, etc. What makes them different is the intent behind them (Council of Europe Factsheet 2012). According to Article 42, crimes committed in the name of so-called "honour" would encompass acts of violence justified by "claims that the victim has transgressed cultural, religious, social or traditional norms or customs of appropriate behaviour" (Gender Equality Commission 2016).

Human trafficking is not specifically covered in this convention, as it is the subject of a separate treaty: the 2005 Council of Europe Convention on Action against Trafficking in Human Beings.

Co-ordination of administrative data, survey data and research

The collection of data needs to be co-ordinated in order to be most effective. Article 1 of the Istanbul Convention refers to the need to “design a comprehensive framework” and the need to “effectively co-operate in order to adopt an integrated approach”. Co-ordination of data collection is part of the duties of official bodies to be established as specified in Article 10. Co-operation between these official bodies can assist these developments. Further, the parties to the convention are to provide the independent expert body responsible for monitoring the implementation of the Istanbul Convention (the Group of Experts on Action against Violence against Women and Domestic Violence, GREVIO¹) with the data and other information collected, to assist their work.

The data collected needs to be relevant and co-ordinated. This is best achieved when the categories in which data is collected are the same as the categories used by the agencies which are working to protect victims and prevent the violence. The categories used in the measurement framework within which data is collected should correspond to the categories in the conceptual framework within which interventions by public agencies are developed. This means that administrative and survey data should use the same definitions and the same units of measurement. This is not always current practice, since data collection has developed for specific purposes, rather than as part of an integrated system designed to prevent violence against women and domestic violence. For example, agencies such as the police collect data relevant for the police, while academics conduct surveys using categories that are relevant for their theories. Co-operation within the framework of the Istanbul Convention offers the opportunity to collect data that is relevant to the wider purpose of ending violence against women in all its forms, not only the more specific purposes of individual agencies. The definitions are provided by the convention itself, as detailed above. Additional uniform categories are offered below.²

Categories of information for collection

In order to be relevant to the purposes of the convention, collected data needs to contain the following information:

- ▶ the type of the violence (as defined above);

1. Established by Article 66 of the Istanbul Convention.
2. These categories are suggested in the Explanatory Report of the Istanbul Convention, paragraph 76.

- ▶ the sex of the victim (in order to know if the violence is against women) and the sex of the perpetrator;
- ▶ the relationship between perpetrator and victim (in order to know if the violence is by a domestic relation);
- ▶ the age of the victim (in order to know if the victim is a “minor”) and the age of the perpetrator;
- ▶ geographical location.

In order to be able to build a comprehensive framework that facilitates co-operation between relevant agencies, data needs to be gathered at each point using all three of the following units of measurement:

- ▶ number of victims (and percentage of population that are victims);
- ▶ number of events (crimes or incidents) (and proportionate to the population size);
- ▶ number of perpetrators (and percentage of population that are perpetrators).

Ideally, further information would also be collected so as to assist analysis, such as:

- ▶ disability;
- ▶ other (e.g. migrant or refugee status);
- ▶ whether the violence took place the previous year (or during some other relevant time period, including over a lifetime).

Regular data

The data needs to be collected on a regular basis (Article 11, paragraphs 1 and 2), not just once, or on an ad hoc basis. This is because it is important to be able to measure changes over time. In order to measure change the data needs to be collected in exactly the same categories on a repeated basis, otherwise it will not be comparable.

The convention does not define how often “regular” means. Administrative data is often collected on a continuing basis and reported publicly at least annually. This is appropriate for administrative data on violence against women and domestic violence. Survey data also requires regular collection. Some government surveys are annual, which would be appropriate for the types of violence covered by the convention. This may be a target to work towards.

Data available to the public

The data needs to be made “available to the public” (Article 11.4). It is not enough for the data to be collected and to remain inside the government agencies or academic archives. It needs to be publicly available so that it can inform public debate. Today this means providing data on an open website. In order to be useful to the public, relevant summaries, such as indicators, should be provided. In order to be useful to experts, access to databases is necessary. It is also necessary to ensure that when data is made public, it includes the information that makes it relevant to violence against women and domestic violence. It is good practice to bring together this relevant data in a single location that is easily accessible to practitioners, policy makers and the public. A further step is to ensure that the data is comparable between institutions in a country, over time, and, ideally, between countries.

Care will need to be taken not to infringe the privacy of individuals when the data is made public. This is provided for in Article 65 on Data Protection of the Istanbul Convention, which refers to the Council of Europe Convention for the Protection of Individuals with regard to the Automatic Processing of Personal Data (ETS No. 108). This means, at the very least, ensuring that individuals are not identifiable in the data made available to the public.

Data collection and research on violence against women and domestic violence

Data needs to be collected in both administrative and survey forms. Administrative data is usually gathered during the routine functioning of public services when victims of violence ask for help. Surveys of the general population enable information to be gathered about the many victims who do not report to or use public services as well as those that do. Research is needed in order to make sense of this data, to discover the causes and consequences of violence against women and domestic violence, and to analyse the effectiveness of measures taken. Conviction rates are explicitly mentioned in the convention as one of the subjects which should be researched. In addition, data collection needs to be mindful of the need to protect privacy.

Administrative data

All agencies which assist victims of violence against women and domestic violence should collect relevant data. This is necessary for developing the knowledge base for the improvement of services as well as for ending the violence. Administrative data is routinely collected by the agencies with which the victims of violence come into contact as they seek justice, medical care, counselling, housing or other support. There is a range of agencies providing this, including public (and private) health-care services, social welfare services, law-enforcement agencies, non-governmental organisations (NGOs), judicial authorities and public prosecutors.

While agencies will usually already collect some data, further steps may be required in order to obtain the relevant data. It may involve setting up data systems that go beyond the previously identified internal recording of the needs of the agency. The information, identified above, needed for the purposes of preventing violence against women and domestic violence, may require the collection of information in addition to that already collected.

Several reviews offer guidance on good practice in administrative data collection. These include: the Council of Europe stocktaking study in 2006 (Council of Europe 2006); the Council of Europe study of administrative data relevant to violence against women (Council of Europe 2008a); the Council of Europe monitoring reports on the implementation of Recommendation Rec(2002)5 (Council of Europe 2014b); the European Institute for Gender Equality study of administrative data (EIGE 2014a); the EIGE study of the provision of specialised services to victims in EU member states (EIGE 2012); and the European Commission review of relevant EU legislation (European Commission 2010). These studies recommend sets of data to be collected by different agencies, such as the police, public prosecutors, courts, health-care services, social services and specialist support services. While the proposals are not fully harmonised, the model approaches included in these studies may serve as sources of inspiration for official bodies that are to co-ordinate data collection, as requested by the Istanbul Convention. For example, the Council of Europe study of administrative data collection on domestic violence recommended that, at a minimum, the police, the public prosecutor, the courts of first instance (both criminal and civil), the cause-of-death investigators, the health-care services and the social services collect the following data: distinguish cases of domestic violence from other cases; sex of victim and perpetrator; age of victim and perpetrator; relationship between victim and perpetrator; type of violence. In addition, the police, the public prosecutor and the courts should collect data on the outcome of cases.

The criminal justice system is one of the most important sources of administrative data on violence against women and domestic violence for many member states of the Council of Europe. The convention defines violence against women and domestic violence and also defines nine forms of violence using categories of substantive law. Crimes committed in the name of so-called “honour” are rejected, as part of a wider ban on using culture, custom, religion, tradition or so-called “honour” as justifications for any acts of violence. These definitions can provide a common set of categories for

data collection for both the criminal justice system and for the whole range of services (see above).

The World Health Organization (WHO) has produced a classification of diseases for use in administrative statistics in health services. The WHO International Classification of Diseases (ICD) (WHO 2014) includes codes for intentional injury. This would need to be combined with additional information about the sex of the victim and relationship between perpetrator and victim if it were to provide the information required by the convention. The sex of the victim (as patient) is routinely collected by health services but, while the location of the assault is sometimes recorded as “domestic”, the relationship between victim and perpetrator is not.

The following examples include good practice developments in Spain and in Denmark.

Spain³

Spain collects relevant administrative data and has also taken a significant step towards the development of coherence in this data by developing a new system for holding it. The Central Register for the Protection of Victims of Domestic and Gender-based Violence (Instituto Nacional de Estadística 2014) collects together the relevant administrative data. The development of the register is part of a broader movement to tackle gender-based violence, which has included the establishment of an “Observatory” responsible for co-ordination, analysis and policy making in this field (The Observatory against Domestic and Gender Violence).

The register is located in the Ministry of Justice. The register holds data about two forms of violent crime: gender-based violence and domestic violence. It includes information about the victim (including sex, age and relationship with the accused), the accused, the punishable offence, location and interim measures (e.g. protection order) and final judgments. The National Statistics Institute (INE) collects two types of data: protection orders and the final judgments it receives from the Ministry of Justice. The data is collected annually for the whole of Spain. The practical procedures involve the Ministry of Justice sending to the INE five files containing this information annually. The INE checks for errors and recodes the information about the offence to that of the title and chapter of the relevant Criminal Code provision.

3. Thanks to Jude Towers for assistance with the information about Spain.

Denmark⁴

Denmark has taken a step towards coherence in its administrative data by collecting together the relevant statistics in a series of “registers”, and in a further step has linked these registers with ID numbers (Statistics Denmark). This linkage makes it possible to follow the experiences of the same person through the various administrative systems by using the person’s unique ID number. Databases established by linking registers are stored at Statistics Denmark, and researchers get online access to encrypted, anonymous datasets that do not enable identification of individuals. Denmark has administrative statistics concerning the use of public services by victims of violence, which are collected together in a series of “registers”. These registers include statistics on: crime (police recorded crime and court verdicts); hospital patients; cause of death; and use of shelters/refuges.

Crime

Statistical information about criminal acts originates from the files of police records and is contained in the Crime Register and the Victim Statistics administered collaboratively by Statistics Denmark and the police. The police administrative system (POL-SAS), functioning since 2001, combines information about the crime (section of the penal code), the perpetrator (age and gender), and the victim (age and gender) by the personal ID number of victim and perpetrator. POL-SAS only concerns crimes of an interpersonal character, such as violence, rape and robbery, not including theft. The crime register also contains data about the verdicts of the courts, and is updated in accordance with changes in charges appearing during the investigation and court procedures.

In relation to violence against women, the relevant sections of the penal code are §237 homicide; §244 less severe violence; §245 more severe violence; §246 severe violence, generally with permanent injury to the victim; and §§216-217 regarding rape. Although no specific penal code provision exists for the category of domestic violence, it is possible to identify domestic violence by linking register data on residence, using the personal ID number, thus revealing whether there has been a relationship between victim and perpetrator or, for example, whether they have lived at the same address at some stage. However, while “living at the same address” may indicate a domestic relationship this is not necessarily the case; so it is an inexact indication of the existence of the “domestic relation” used in crime statistics.

4. Thanks to Karin Helwig-Larsen for assistance with the information about Denmark.

Hospital patients

The Danish National Patient register is a set of administrative statistics used to monitor health and plan services. The register records all discharges from hospital health care for patients identified by their personal ID number. The extent of the information has developed over time. Since 1977 the register has included information at point of discharge of all somatic inpatients, and by 1995 this was extended to include outpatient information, including from ambulatory care facilities, emergency departments and psychiatric wards. The register contains information about the length of stay, sex and age, and clinical information including the reason for admission (disease, accident, violence, self-harm, consequences of injury), diagnoses and procedures. All hospital admissions due to exposure to violence can be identified because the record of the reason for admission includes that of violence/intentional injury. The data includes information about the place of occurrence (including whether this was in a domestic location) and the manner in which the injury was caused as well as the activity of the patient when injured. However, information on the relationship of the patient to the perpetrator is not registered. The specific nature of the injuries are coded by WHO's ICD 10 (International Classification of Diseases, 10th revision). This means that there is data on violence against women, but not specifically on domestic violence.

Cause of death

The Danish mortality statistics include all deaths occurring in Denmark among people with permanent residence in Denmark. The register information is collected from death certificates and comprises information on the means of death (disease, accident, suicide or violence) and the cause of death, that is, the disease or injury causing the death. All data is registered by the deceased's personal ID number.

Shelters

Denmark has systematic data on the use of shelters (refuges) by those fleeing domestic violence. Based on public funding, 46 shelters gathered under the National Organisation of Shelters for Battered Women and their Children (LOKK) offer counselling and temporary accommodation to women exposed to primarily domestic violence. Information about each instance of contact is collected by a one-page questionnaire at the first encounter at the shelter, and an additional six-page questionnaire is filled out if the woman chooses to stay at the shelter. Data is registered by the woman's personal ID number, and

encrypted data may be linked to other data sources, such as the National Patient Register and various population registers in Statistics Denmark. The survey data is analysed by the Danish Ministry of Social Affairs Centre for Research on Social Services. The annual reports are available at the LOKK website (LOKK).

Survey data

Surveys are important sources of information about victims of violence, since most victims do not seek help from agencies and therefore are not included in administrative statistics. Surveys are the only way of obtaining representative information about the majority of victims of violence who do not seek assistance. Surveys are also the only reliable way of discovering if the rate of violence is going up or down. This is because changes in the rate of those seeking assistance from authorities may reflect changes in both the willingness of victims to approach the authorities and of authorities to record this help-seeking, rather than change in the underlying “real” rate of violence.

The convention requires parties to “endeavour to conduct population-based surveys at regular intervals to assess the prevalence of and trends in all forms of violence covered by the scope of this Convention” (Article 11.2). The requirement that surveys be conducted at regular intervals has been introduced in order to discover the nature of changes over time.

There are reviews of the best ways to carry out a survey on violence against women and domestic violence in order to generate relevant statistics and indicators (Walby 2005; Walby and Myhill 2001), and manuals offering practical guidance on the necessary technical details, including especially *Guidelines for Producing Statistics on Violence against Women: Statistical Surveys* by the UN Department for Economic and Social Affairs (2014). There has been much innovation in the design and conduct of such a survey, including: the World Health Organization’s Multi-country Study on Women’s Health and Domestic Violence against Women (WHO 2005), HEUNI’s International Violence against Women Surveys (HEUNI 2013) and the EU Fundamental Rights Agency Violence against Women Survey conducted across the EU (FRA 2014), as well as by several member states of the Council of Europe, including the UK and Denmark (see below).

Key challenges to be addressed include: obtaining a sufficiently large and representative sample of the population while operating under cost constraints; ensuring regularity of data collection so as to measure changes over time while operating under cost constraints; ensuring consistent willingness

to disclose experiences of violence that does not vary between social groups and countries; ensuring that the categories (definitions and units of measurement) used in the survey are consistent with those used in administrative data collection so as to form a coherent data system; ensuring that the interviewers are fully trained; and, ideally, ensuring that the categories (definitions and units of measurement) are comparable internationally.

These are challenging requirements, which few countries currently fully meet. They can be addressed by a step-by-step approach involving incremental improvements or by a major review and revision of practice. Many countries have conducted a one-off specialised survey to discover the extent of violence against women, which have successfully raised awareness.⁵ This needs to be built on to provide regularly collected data to improve policy making.

Italy is one among a small number of countries that have repeated their specialised violence against women survey. The first dedicated survey was conducted in 2006 and the follow-up survey in 2014. The survey is carried out by the Italian National Statistical Office (ISTAT). The ISTAT violence against women survey collects data on the prevalence and characteristics of several forms of partner and non-partner violence against women, including physical, sexual, psychological and economic violence. It collects data on the help-seeking behaviour of victims and reasons for non-reporting, as well as on the consequences, risks, protective factors, and costs of violence against women. The survey is applied to a sample of 25 000 women between the ages of 16 and 70. In 2014, the survey also included a sample of non-citizens representative of the six main nationalities residing in Italy (Romanian, Ukrainian, Albanian, Moroccan, Moldovan and Chinese). The survey was carried out by phone with the aid of computers (CATI) for Italian women and using face-to-face interviews for women who did not have Italian citizenship. ISTAT aims to repeat the dedicated survey at regular intervals, at least every four years.⁶

-
5. During the fourth round (2014) of monitoring Recommendation Rec(2002)5 of the Committee of Ministers to member states on the protection of women against violence, 21 of the 47 Council of Europe member states reported they had carried out a representative national survey focusing on the prevalence of multiple forms of violence against women. Out of these 21 countries, six have repeated their dedicated survey on violence against women. Some (Czech Republic and Finland) gave dates for as many as three such surveys.
 6. Information about the Italian survey was provided by Maria Giuseppina Muratore, Italian National Statistical Office during an international conference on “Data collection on violence against women and domestic violence: moving towards the requirements of the Istanbul Convention” (Kyiv, Ukraine, 3-4 September 2015).

While data may be collected through specialised surveys focused on violence against women and domestic violence, the countries that have successfully obtained survey data on a regular basis have done so by including the relevant questions in another survey, either embedded or in an attached module. This reduces the cost of obtaining survey evidence. The surveys that deliver annual data enabling analysis of changes over time have, in Europe at least, been part of other more broadly based surveys, especially those concerning either crime or health. Inserting the additional questions about violence against women and domestic violence is not nearly as expensive as setting up a separate survey. No country in Europe has managed to acquire and deploy the resources necessary to repeat the specialised violence against women surveys at regular intervals using the same methodology and questions. Even where there has been more than one specialised survey these have used different methodologies so making comparisons over time is not possible.

The conclusion drawn is that acquiring the resources for regularly repeated stand-alone surveys is such a daunting and formidable challenge that, at the present time, states are better advised to insert a set of relevant questions into one of their existing surveys that are conducted regularly. In Europe, this is probably either a survey about health or a survey about crime.

UK surveys

The Crime Survey for England and Wales (CSEW) collects data on violence against women and on domestic violence every year. This is collected in the context of a survey of the crimes experienced by individuals and households in the previous year.

The survey produces data about victims and violent crimes. Data about victims is disaggregated by the sex of the victim and by whether the crimes are committed by a domestic relation (intimate partner or other family member). It includes age and the other major statuses, including ethnicity, religion and disability. The survey's main questionnaire provides data about the number and nature of the violent crimes. The information collected using the main questionnaire is coded into UK crime categories using expert coders. Information about violence against the person (serious wounding, other wounding and common assault) is further categorised by the relationship between victim and offender (domestic relation, acquaintance or stranger).

The CSEW has produced substantial time series data since it began in the mid-1980s and has been annual since 2000. This means that it is one of the longest

running survey series on domestic violence and violence against women in the world. The survey was initially called the British Crime Survey (England and Wales includes 89% of the UK population) and has recently changed its name to reflect the devolution of government in the UK. The data has been used to support analyses of gender-based violence (Walby et al. 2014) including the cost of this violence (Walby 2004).

The survey has two parts: a main questionnaire and a self-completion module. The main questionnaire (the findings from which are described above) is carried out in traditional face-to-face mode. In the self-completion module, the respondent enters the answers to questions on a laptop computer in a way that is confidential, even to the interviewer (Walby and Allen 2004). The self-completion module on domestic violence, sexual assault and stalking has a much higher disclosure rate of domestic violence, around four times higher than the main questionnaire.

The CSEW is a high-quality survey. The survey has a high response rate. All respondents are approached in the same way. The survey is large, with around 40 000 respondents, varying slightly from year to year. The sample design is complex in order to ensure that it is representative of the population, while also enabling data collection for specific purposes, such as for each of the police force areas. The survey was originally devised by the Home Office; it is now conducted by the Office for National Statistics (ONS), with the fieldwork contracted out to a private survey firm, TNS BMRB.

Detailed information about the CSEW survey is freely available on its website, including summary information (ONSa), technical user guides (ONSb), the full questionnaire (ONSc) and annual findings (ONSD).

Danish surveys

Denmark conducts population surveys that include questions about violence against women and domestic violence. Relevant questions have been included since 2000 in the National Health Interview Surveys (NHIS) which are carried out on a regular basis.

The questions concern exposure to physical violence, threats of violence and sexual abuse, as well as the sex of the victim and whether there was a relationship between the victim and the perpetrator of the violence. They include questions as to whether, during the last year, the person had been: pushed, shaken or slapped; kicked, struck with fist or with an item; thrown into furniture, walls, down staircases or similar; exposed to suffocation or armed

attack; exposed to another form of violence; experienced non-consensual sexual activity.

The use of the regular health survey as the vehicle to carry the questions about experience of violence enables the collection of this data to be carried out on a stable, cost-effective and long-term basis, thereby making possible the sustained analysis of changes over time in violence against women and domestic violence. The purpose of the National Health Interview Surveys (NHIS) is to obtain information about the health and morbidity of the Danes, and the factors influencing their health and morbidity. Violence is included since it has a significant detrimental impact on health.

Denmark had previously conducted a number of other specialised surveys about violence against women, starting in the 1970s. However, as in many other countries, the methodology and scope of these specialised surveys has differed between sweeps, so that accurate analysis of trends over time using the data the surveys generate has not been possible. By including questions about violence in this general health survey, Denmark has been able to produce statistics about trends in violence for the national population.

Research

Article 11 of the Istanbul Convention requires parties to support research into violence against women in order to study its root causes and effects, incidences and conviction rates, as well as the efficacy of measures taken to implement the treaty. This research is essential if the development of policies is to be evidence-based. This research is required to go beyond data collection to study the causes of the violence, thus implying contributing to theory construction to explain the connection of causes to violent outcomes. The convention includes the necessity to study “the efficacy of the measures taken to implement this convention”. This means that there must be the monitoring and evaluation of legal and policy developments and an assessment of their efficacy in reducing violence against women and domestic violence. Thus the convention requires a well-funded comprehensive research scheme.

Research on violence against women is organised in different ways: comprehensive and well-funded research programmes; focused research on the implications of legislative developments; research on conviction rates; and ad hoc research in universities.

State-funded research programmes to address violence against women and domestic violence as part of a comprehensive strategy are relatively rare. Some states have strategies to support the development and exchange of knowledge that helps to reduce gender-based violence. In these circumstances research may take place as a component of this wider aim. One example is the EU funding stream originally called “Daphne”, which supports exchange of good practices by supporting projects which sometimes contain a practice-oriented research component, described below (European Commission *Daphne Toolkit*). Another example is the research programme concerning specific European countries funded by Norway (Norway Grants). There is a programme of research on violence against women in priority developing countries outside Europe funded by the UK Department for International Development, described below. Furthermore, in Denmark, research on gender-based violence has been facilitated by the development of databases containing information about the extent to which victims of gender-based violence use public services. The state has supported the development of “registers” and relevant laws about data use that make this research feasible. This is not a programme to fund research, but it is a funded activity that facilitates research. It is described below.

There are funded studies of the implications of specific legislative developments. For example, Austria and Germany have both funded extensive impact evaluation research of the laws on protection orders to assess their impact and their improvement if need be. Such impact evaluations of new pieces of legislation are one of the many types of research required under Article 11.

The convention requires the study of conviction rates, which are an important indicator of the efficacy of the criminal justice system in relation to violence against women and domestic violence. Conviction rates measure the extent to which crimes reported to the criminal justice system lead to the conviction of their perpetrator. The convention makes reference to the need to measure conviction rates in Article 11.1.b. Conviction rates can be constructed either for different parts of the criminal justice system (for example, only from the point of prosecution to conviction) or for the system as a whole (for example, comparing the number of crimes reported to surveys with the number of perpetrators convicted in the courts). While rates specific to particular sections of the criminal justice system are relevant for those specific sections, it is important to have conviction rates for the criminal justice system as a whole. In order to study conviction rates it is necessary to have data that uses the same definitions and the same units of measurement from start to finish. If there are different definitions or units of measurement then it is hard if not impossible

to find out how many “cases” that enter the criminal justice system lead to conviction. It is thus important that the police, the prosecutors, the judiciary, the courts and the prisons and probation services all use the same definitions and units of measurement. Currently, many countries use different units at different stages of the criminal justice system: crimes (events, incidents) by the police; and perpetrators (offenders, criminals) by the judiciary and prisons. (These often differ from those used by specialised services, which use “victims”.) Those countries which currently use different units of measurement (victims, crimes, offenders) in different parts of the criminal justice system will need to bring these into alignment if they are to measure conviction rates effectively as required by the convention. They can do this either by selecting a single preferred measure throughout the criminal justice and court system, or by requiring the collection of data using all three of the measurement units at each stage of the criminal justice system. Co-operation is more likely to be achieved by requiring the use of all three measurement units than trying to enforce collection in just one. For example, counting the number of victims, of crimes and of perpetrators at every stage is better than counting victims at one stage (e.g. surveys), crimes at another (e.g. police) and offenders at another (e.g. courts).

There is also ad hoc research on violence against women and domestic violence carried out by universities. While there is a thriving community of researchers on violence against women in universities, the field has more usually been undertaken as the result of ad hoc initiatives and the enthusiasm and determination of individual researchers and university-based centres⁷ than state-funded programmes. Nevertheless, this is a vibrant field of research which includes research addressing the measurement of gender-based violence and would be much enhanced by the development of comprehensive and systematic programmes of research.

UK research programme in developing countries

The UK Department for International Development (DFID) has invested £25 million in a five-year research programme to investigate what works to prevent violence against women and girls (VAWG) in priority developing countries (DFID 2015). The programme aims to build knowledge on what works to prevent VAWG, including primary prevention strategies, interventions to support women’s and girls’ resilience to violence and specific response mechanisms

7. For example, CWASU (Child and Women Abuse Unit) at London Metropolitan University.

to prevent VAWG. The programme has two parts: there is funding for 10 to 14 selected national or international organisations to investigate innovative approaches to preventing violence or meeting the needs of victims/survivors; and there is funding for operations involving research and impact evaluations of promising existing interventions to assess their effectiveness. The research is focused on the DFID's "priority countries", which are 28 of the poorest developing countries or most fragile states. The programme is administered by a consortium led by the Medical Research Council of South Africa, in partnership with the London School of Hygiene and Tropical Medicine and Social Development Direct.

This is a promising practice in that this is a major research programme, which is both tightly organised and well funded, though in this instance does not include European countries.

EU Daphne Programme

The Daphne Programme was funded by the EU to support the exchange of good practices to prevent gender-based violence. While the orientation was towards the development of practice-based knowledge through these exchanges between largely non-governmental organisations, this included the notion of increasing relevant expertise thereby leading to the funding of research as an embedded part of the support of practice-based development. The knowledge and research produced by the 412 funded projects has been well regarded by both researchers and policy makers. The Daphne Programme has had three major phases, starting in 1997 (European Commission *Daphne Toolkit*), while the final programme, Daphne III, ran from 2007 to 2013 (European Commission *Daphne III*). The principles of the Daphne Programme are now embedded in the new Programme on Rights, Equality and Citizenship, 2014-2020 (European Commission 2015a), which includes a strand devoted to "Analytical activities (studies, data collection, development of common methodologies, indicators, surveys, preparation of guides)".

This may be regarded as a promising practice in that the programme produced relevant research as a spin-off from an innovative practice-oriented transnational funding programme.

Danish registers to support research

Denmark has created the survey and administrative statistics needed for an advanced programme of research on violence against women and

domestic violence (as discussed above in the section on administrative statistics) (Thygesen and Kjaer Ersbøll 2011). Denmark is able to identify those people who have been victims of violence through a population survey and then link this to victims of violence in administrative statistics concerning the use of services related to crime, hospitals and shelters, as well as causes of death. The data is connected through the use of the same personal ID in all these systems. It is thus possible to link data obtained from the health survey (NHIS) about the experience of violence with data obtained from administrative sources, since both respondents to the survey and users of state services are identified by their personal ID number. By linking data about the same person from the surveys and administrative statistics, it is possible to conduct research concerning the health and criminal justice consequences of violence against women and domestic violence.

Since 2004, a comprehensive national database on violence against women has contained data from several sources, including administrative statistics made available in national registers and survey statistics made available from the National Health Interview Surveys in 2005 and 2010 (Helweg-Larsen 2010). It is thus possible to combine data in the national health, crime and social registers with information obtained by national health surveys on an individual level by the unique personal identification number assigned to all persons permanently resident in Denmark. The Danish Act on Processing of Personal Data regulates the access to data for statistical and scientific purposes and guarantees full anonymity for the data subjects.

Victim statistics (of POL-SAS) can be combined with other registers in order to assess the social profile of victim and perpetrator. It is possible to calculate the percentage of incidents of violence reported to the survey that led to having contact with a hospital and/or police reporting. Crime statistics combined with data in the National Patient Register make it possible to discover the extent to which victims of violence have been in contact with the police or hospital within a well-defined period, and thus to calculate the annual number of individual victims of violence in the population who contact the health-care and/or judicial systems. A series of research publications have been facilitated by this research infrastructure (Kruse et al. 2010).

Co-ordination of data collection and research on violence against women and domestic violence

The development of data collection and research requires co-ordination if it is to realise its full potential to support policy development. The convention identifies the need for a national co-ordinating body (Article 10) and states that information collected under Article 11 is to be provided to GREVIO (Article 66) to assist their work. There are further relevant mechanisms under development to facilitate co-ordination, including work by UN and EU agencies to develop definitions and internationally comparable classification systems and indicators.

Official co-ordinating bodies

National co-ordinating bodies for the data collected under Article 11 are required in Article 10 of the Istanbul Convention. This requires that parties “designate or establish one or more official bodies responsible for the co-ordination, implementation, monitoring and evaluation of policies and measures to prevent and combat all forms of violence against women” and that they “shall co-ordinate the collection of data as referred to in Article 11, analyse and disseminate its results”. Further, these official co-ordinating bodies “shall have the capacity to communicate directly and foster relations with their counterparts in other Parties”.

These co-ordinating bodies should be official government bodies, either freshly mandated existing bodies or newly established bodies. Examples of existing bodies include “observatories on violence against women”, inter-ministerial co-ordinating structures, or expert bodies (such as a research institute or the national statistical institute) that also have a policy mandate. This illustrates that a variety of approaches is possible. These bodies are expressly allowed by the convention to communicate directly with similar ones in other parties. They have the ability to “set up working relations” with counterparts in other parties in the expectation that this will lead not only to “important cross-fertilisation that is mutually productive” but also to “further harmonisation of practice” (Explanatory Report of the Istanbul Convention, paragraph 73).

There are three EU-level bodies which can develop co-operation on data collection, analysis and dissemination on violence against women; these are the European Institute for Gender Equality (EIGE), the European Union Fundamental Rights Agency (FRA) and Eurostat. There are proposals within the EU, for example by the Advisory Committee on Equal Opportunities for Women and Men (European Commission Advisory Committee 2014), to develop this capacity further in a way that is in alignment with the requirements of the Istanbul Convention, including by: adopting an EU strategy on violence against women; establishing an EU Co-ordinator on violence against women supported by a network representing national authorities; gathering together in one place information on the implementation by member states of existing legally binding instruments to monitor progress; collecting standardised and harmonised administrative and survey data; developing standards, indicators, methods and guidelines; providing funding for research on violence against women; and drafting a road map on the improvement of data collection on violence against women. However, this, of course, addresses only those parties to the convention which are member states of the EU.

Proposed mechanisms through which official co-ordinating bodies could assist include:

- ▶ guidance on the application of the definitions established by the Istanbul Convention to administrative and survey data collection and analysis;
- ▶ guidance on the methodology to be used to collect administrative and survey data and its analysis;
- ▶ supporting the development and funding of comprehensive research programmes on violence against women and domestic violence;

- ▶ supporting the mobilisation and co-ordination of stakeholders, including organisations in civil society and universities, ad hoc expert groups and networks, and established governmental bodies to develop the quality and harmonisation of data collection and analysis;
- ▶ stimulating debate among a range of general populations to develop awareness, to provide democratic input and to disseminate findings to both targeted and broad audiences.

Monitoring by the Council of Europe

Monitoring the implementation of the Istanbul Convention

Article 11.3 of the convention requires that “the information collected” should be provided to the independent monitoring “group of experts” established in Article 66 (GREVIO – Group of Experts on Action against Violence against Women and Domestic Violence). GREVIO will take due account of the existing data collection and research by the parties when adopting a questionnaire for each evaluation round. GREVIO is due to have established its own methods of working by the end of 2015.

Monitoring policy progress

The Council of Europe (2014: 6) in its regular monitoring of policy progress on violence against women in its member states has created the foundation for indicators to benchmark this progress.

Recommendation Rec(2002)5 of the Committee of Ministers on the protection of women against violence includes a catalogue of measures to combat the different forms of violence against women: rape and sexual violence, violence within the family or domestic unit, sexual harassment, female genital mutilation, violence in conflict and post-conflict situations, violence in institutional environments, failure to respect freedom of choice with regard to reproduction (forced abortion or forced sterilisation), killings in the name of honour, and forced and early marriages.

Since 2005, the Council of Europe has monitored to what extent member states have implemented this recommendation. On the basis of voluntary replies from Council of Europe member states to a standardised questionnaire, progress in the legislative, policy and service response to violence against women has been assessed. The results of the fourth round of monitoring, released in an analytical report published in March 2014, present a numerical overview of

progress in several areas, including data collection and research on violence against women. The analytical comparison of developments over time and its wide geographic coverage make it a unique source of information.

The latest monitoring shows an overall increase both in the collection of administrative statistics and in carrying out prevalence surveys among the general population, although comparability is still low. There are different methods of compiling police data on reported offences by sex and relationship, or reporting on domestic violence. While some member states are able to extract data and statistics on domestic violence from their general crime statistics, others have established different reporting systems for domestic violence (such as the Netherlands, Poland or Luxembourg). In addition, some research surveys have covered a wide range of forms of violence against women, while others have focused on domestic violence.

In addition, the Council of Europe published a study in 2008 on “Administrative data collection on domestic violence in Council of Europe member states”. The objectives of the study were to assess the type of administrative data that member states were collecting on domestic violence against women; design a model approach containing recommendations on the collection of administrative data beyond existing practices; issue guidelines on which levels of state authority and which public or private institutions to collect which type of data, as well as on how to establish an administrative data system in institutions that do not yet collect the data. The study includes recommendations on how to establish an administrative data system in institutions that do not yet collect the recommended data (pp. 21-22), as well as a model approach to the collection of administrative data (pp. 23-24).

International benchmarking

Benchmarking aids co-ordination by providing a point of common reference. There are several proposals by international and regional human rights bodies relevant to the definition of violence against women and benchmarking of progress in preventing and combating violence against women and domestic violence, including from the United Nations (including the UN Statistical Commission, the UN Division for the Advancement of Women – now integrated into UN Women – the UN Office for Drugs and Crime and the World Health Organization), the Council of Europe and the EU.

The UN has had an important role in defining violence against women, on which the work of its agencies and other international bodies has drawn.

The United Nations (1993) Declaration on the Elimination of Violence against Women defines violence against women as “any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life”.

The Istanbul Convention in 2011 built on the definition developed in 1993 by the UN. While the UN and its agencies focus on violence against women, the Council of Europe additionally makes specific reference to domestic violence. The Istanbul Convention requires parties to cover all forms of violence against women, while it is optional (and they are encouraged) to cover all victims of domestic violence other than women and girls. Indicators for benchmarking at national and international level should include all the forms of violence against women and domestic violence covered by the Istanbul Convention.

Within the UN, which contains all the members of the Council of Europe, the process of developing co-operation on data collection, analysis and dissemination has involved several activities and entities, including: the creation of expert groups comprised variously of academics, NGOs and governmental representatives; the production of guidelines and manuals to facilitate and encourage harmonised methods of data collection and analysis; the establishment and promotion of agreed standards by the UN Statistical Commission; and engagement from the Secretary-General of the UN, UN Women, as well as regional bodies such as the UN Economic Commission for Europe. While the content is not entirely consistent with the requirements of the Istanbul Convention, nevertheless the range of mechanisms deployed constitutes an important set of examples of the types of co-ordination that are possible.

The EU Presidencies have suggested indicators for violence against women, in the context of the EU’s commitment to the Beijing Platform for Action, addressing the provision of support services for victims of domestic violence, sexual harassment in the workplace and violence against women (European Commission 2015b). The European Institute for Gender Equality has made available a database of administrative data sources and statistical products on gender-based violence in the EU (EIGE 2014b). EIGE has included violence against women for the first time in its Gender Equality Index published in 2015.⁸ The Friends of the Chair of the UN Statistical Commission recommended nine core indicators to measure the extent of violence against women (UN

8. European Institute for Gender Equality (2015) *Gender Equality Index* <http://eige.europa.eu/sites/default/files/documents/mh0415169enn.pdf>.

Statistical Commission 2010: 19). A model framework for legislation and associated policies on violence against women was published by the UN Division for the Advancement of Women (UNDAW 2010). This offers a list of desirable legislation and associated policies (including implementation and protection of victims) that can be used for the construction of indicators of legal and related policy progress, though it is not a list of indicators.

In the context of the 2030 Agenda for Sustainable Development, which was agreed by the member states of the United Nations, a set of 17 sustainable development goals (SDGs) have been adopted, one of which is to “Achieve gender equality and empower all women and girls” (SDG 5). One of the agreed targets in the scope of this goal is: “Eliminating all forms of violence against all women and girls in the public and private spheres” (5.2). Following the adoption of the SDGs at the end of September 2015, a set of indicators to monitor progress towards achieving them are being developed by the UN Statistical Division, in 2016. These indicators will likely include agreed measurements of progress towards eliminating violence against women, which will be an important global benchmark.⁹

The International Classification of Crimes for Statistical Purposes (ICCS) is a new classification of crime produced under the leadership of the UN Office for Drugs and Crime and supported by the UN Statistical Commission (UNODC 2015). It is intended to allow for comparative analysis of crime between countries by constructing common benchmarks to classify crime. The framework is relevant to the collection of data on violence against women and domestic violence, which includes crimes that can be categorised either as “acts leading to harm or intending to cause harm to the person” or “injurious acts of a sexual nature”. The ICCS avoids the difficulties of variations in legal definition of crimes by adopting a framework based on behaviour rather than legal category. It states that the priorities in making distinctions between categories are those that are most relevant to policy priorities. The ICCS is intended to facilitate comparative analysis of crime between countries by constructing a single international classification. The ICCS is intended to be “applicable for all forms of data on crime that are collected at different stages of the criminal justice process (police, prosecution, conviction, imprisonment) as well as in crime victimization surveys” (p. 7). The classification has four levels, with 11 major divisions at the first level, three of which are relevant to violence against women and domestic violence:

9. Updated information about the sustainable development process at the United Nations can be obtained here: <https://sustainabledevelopment.un.org/post2015/transformingourworld>.

“1. Acts leading to death or intending to cause death; 2. Acts leading to harm or intending to cause harm to the person; 3. Injurious acts of a sexual nature and then three further levels of disaggregation” (p. 13). This might therefore be considered a promising step towards a unified measurement framework that includes categories relevant to violence against women and domestic violence. However, ICCS Version 1.0 does not adequately address violence against women, since it does not routinely include the sex of the victim, nor domestic violence, since it does not routinely include the relationship between the victim and offender – these are left merely as optional tags. Version 1.0 of the ICCS is limited because of its failure to include ways of classifying either violence against women or domestic violence within the four main levels of classification to which code numbers are applied. Neither the sex of the victim nor the relationship between victim and perpetrator are included in the main numbered classifications. They are not entirely absent from the ICCS, but they are optional “tags” to which data may be additionally added, rather than part of the main crime codes. Hence, while this classification is potentially useful for the collection of data on violence against women and domestic violence, it will only support parties to the Istanbul Convention in complying with their data collection requirements if this additional data is collected. This could be done by adding further codes to the classification that disaggregate existing categories by the sex of the victim and the relationship between victim and perpetrator. It might be possible, alternatively, to make the use of the tags on the sex of the victim and the relationship between victim and perpetrator mandatory, rather than optional. Thus, building a gender dimension into the classification could potentially make the ICCS an instrument that contributes to the co-ordination of data collection. While the ICCS Version 1.0 has been adopted, reforms could be introduced in future versions.

Violence against women is relevant to many policy fields, not only the specialised field of violence against women and domestic violence. Ending violence against women and domestic violence requires the mobilisation of actors in multiple policy fields, including but not only the criminal justice system and health services, as well as specialised services for victims. It includes, for example, those in the employment field, where sexual harassment is an issue, education, which is called upon to promote equality and eliminate gender stereotypes, and the media, which have a very important role in challenging or perpetuating attitudes towards violence against women. It is necessary to have the co-operation and co-ordination of multiple services if victims are to have their harms mitigated and if efforts at prevention are to be successful. Each of these policy fields currently has a different measurement framework

relevant for violence against women and domestic violence. It is time to move towards a measurement framework that is relevant to all of these policy fields simultaneously. The process can be conceptualised as “mainstreaming”. This draws on the concept of “gender mainstreaming”, in the development of which the Council of Europe has played a significant role. It develops the concept by applying it not to gender but rather to “violence against women and domestic violence” which is to be used in mainstream policy fields. As in the case of gender mainstreaming, this process involves mutual adjustments in both the “challenger” perspective (here “violence against women and domestic violence”) and in the “mainstream” perspective (including the criminal justice, health systems and employment systems).

Conclusions

The purpose of the collection of administrative and survey data and of research is to build the knowledge base necessary to combat violence against women and domestic violence and therefore support the implementation of the Istanbul Convention.

This knowledge base is more effective if benchmarks and summary indicators of changes in this violence are sufficiently consistent and coherent to support each other. The use of the same categories to measure the extent and severity of the violence in both surveys and the various administrative sources is beneficial for this aim of coherence and complementarity. This is of importance both within a given country and between countries.

The goal should be a single coherent measurement framework for violence against women and domestic violence that includes relevant disaggregation. This would provide coherence and enable greater accuracy in the measurement of change in the violence and in the effectiveness of public services.

It is recognised that this goal of achieving coherence and alignment of measurement practices is very challenging. The existing multiple measurement practices have developed relatively separately in relation to diverse relevant policy fields and are consequently embedded in disparate frameworks. Some of these policy fields are deeply grounded in a range of specialised institutions.

The challenge is thus not only that of mainstreaming gender into the existing measurement frameworks of established policy fields but also of the alignment of the measurement frameworks of diverse established policy fields. For example, it is not only an issue of making sure that the gendered nature of violence is incorporated in crime statistics, but also making sure that the crime statistics can in some way be made compatible with health statistics.

The process of moving towards a greater alignment of these measurement practices so that they can better support each other will require a considerable number of revisions, which can be expected to take some time.

Article 11 of the Istanbul Convention requires parties to the convention to collect administrative data, to conduct research and to collect survey data. This is necessary in order to be able to assess and evaluate policy developments which aim to combat violence against women and domestic violence. There are major challenges in meeting these requirements on data. However, there are also some promising practices that are already engaged in the step-by-step incremental processes necessary to meet these challenges. It is important that parties to the convention contribute to the collection of statistical data, survey data and research and work towards the overall measurement framework within which sense can best be made of all these contributions.

Checklist

Article 11 of the Istanbul Convention requires parties to collect administrative data, to conduct research and to collect survey data. The following checklist can be of help in meeting such requirements.

- Is data collected by all publicly funded agencies which assist victims and prevent violence?
 - o Law enforcement (including both criminal and relevant civil legal authorities: police, prosecutors, courts, judiciary and prisons)
 - o Health-care services (e.g. doctors, accident and emergency services, hospitals)
 - o Social services, social welfare and specialised victim services (state and NGO)
- Is data collected using surveys?
 - o Have possibilities been explored to integrate modules on violence against women in bigger surveys, such as surveys on crime or on health?
- Is data collected using the same categories?
 - o Definitions of forms of violence (the legal categories named in the convention)
 - o Units of measurement include victims and events and perpetrators (all of these categories, not just one)
 - o Compulsory disaggregation by sex, age, type of violence, relationship between victim and perpetrator and geographical location
- Is data collected regularly?
 - o Administrative data
 - o Survey data
- Are there any funded programmes of research on the root causes and effects of violence against women?
 - o Do they support the production of a “conviction rate”?

- ❑ Are data and analyses made available to the public?
 - In summary form (including indicators)
 - On databases
- ❑ Is there an official body (or official bodies) responsible for co-ordinating the collection, analysis and dissemination of data?

Key Council of Europe resources

Council of Europe (2011), Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention), available at: <http://conventions.coe.int/Treaty/EN/Treaties/html/210.htm>, and its Explanatory Report, available at: <http://conventions.coe.int/Treaty/EN/Reports/Html/210.htm>.

Council of Europe (2014), [“Analytical study of the results of the 4th round of monitoring the implementation of Recommendation Rec\(2002\)5 on the protection of women against violence in Council of Europe member states”](#). Report prepared by Carol Hagemann-White, Council of Europe Gender Equality Commission.

Council of Europe study “Administrative data collection on domestic violence in Council of Europe member states” (EG-VEW-DC(2008)Study).

Council of Europe Convention for the Protection of Individuals with regard to Automatic Processing of Personal Data ([ETS No. 108](#)).

Recommendation [Rec\(2002\)5](#) of the Committee of Ministers to member states on the protection of women against violence.

Bibliography

Council of Europe (2005), Convention on Action against Trafficking in Human Beings (CETS No. 197).

Council of Europe (2006), "Combating violence against women – Stocktaking study on the measures and actions taken in Council of Europe member states, Council of Europe, Strasbourg.

Council of Europe (2007), "Analytical study on the effective implementation of Recommendation Rec(2002)5 on the protection of women against violence in Council of Europe member states", Report prepared by Carol Hagemann-White.

Council of Europe (2008a), "Administrative data collection on domestic violence in Council of Europe member states", Report authored by Elina Ruuskanen and Kauko Aronmaa.

Council of Europe (2008b), "Analytical Study of the Results of the 2nd Round of Monitoring the Implementation of Recommendation Rec(2002)5 on the Protection of Women Against Violence in Council of Europe Member States", Report prepared by Carol Hagemann-White.

Council of Europe (2010), "Analytical study of the results of the 3rd round of monitoring the implementation of Recommendation Rec(2002)5 on the protection of women against violence in Council of Europe member states", Report prepared by Carol Hagemann-White.

Council of Europe (2011a), Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention), available at: <http://conventions.coe.int/Treaty/EN/Treaties/html/210.htm>.

Council of Europe (2011b), Istanbul Convention Explanatory Report, available at: <http://conventions.coe.int/Treaty/EN/Reports/Html/210.htm>.

Council of Europe (2014), "Analytical study of the results of the 4th round of monitoring the implementation of Recommendation Rec(2002)5 on the protection of women against violence in Council of Europe member states", Report prepared by Carol Hagemann-White, Council of Europe, Strasbourg.

Council of Europe Factsheet (2012), “Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention), Crimes committed in the name of so-called honour”, available at: <https://rm.coe.int/CoERMPublicCommonSearchServices/sso/SSODisplayDCTMContent?documentId=090000168046eabf&ticket=ST-94479-ErdZdRa3t0aFlp7eXp2z-cas>, accessed 25 January 2016.

Council of Europe Seminar (2014), “Tackling the gaps in research and the lack of data disaggregated by sex concerning women’s access to justice”, available at: www.coe.int/equality, accessed 4 December 2015.

DFID (Department for International Development) (2015), *What Works to Prevent Violence Against Women*, available at: www.gov.uk/funding-for-what-works-to-prevent-violence-against-women-and-girls, accessed 4 December 2015.

EIGE (European Institute for Gender Equality) (2012), *Review of the Implementation of the Beijing Platform for Action in the EU Member States: Violence against Women – Victim Support*, Publications Office of the European Union, Luxembourg.

EIGE (European Institute for Gender Equality) (2014a), *Administrative data sources on gender-based violence against women in the EU: Current status and potential for the collection of comparable data*, available at http://eige.europa.eu/sites/default/files/MH0113492ENN_PDF.Web_.pdf, accessed 9 December 2015.

EIGE (European Institute for Gender Equality) (2014b), *Mapping the current status and potential of administrative data sources on gender-based violence in the EU*, available at: <http://eige.europa.eu/gender-based-violence/administrative-data-sources/about>, accessed 9 December 2015.

EIGE (European Institute for Gender Equality) (2014c), *Gender Equality Index* <http://eige.europa.eu/gender-statistics/gender-equality-index>, accessed 9 December 2015.

European Commission (2010), *Feasibility Study to Assess the Possibilities, Opportunities and Needs to Standardise National Legislation on Violence against Women, Violence Against Children and Sexual Orientation Violence*, European Commission, Luxembourg.

European Commission (2015a), *Rights, Equality and Citizenship Programme 2014-2020* http://ec.europa.eu/justice/grants1/programmes-2014-2020/rec/index_en.htm, accessed 9 December 2015.

European Commission (2015b), Beijing Platform for Action, available at: http://ec.europa.eu/justice/gender-equality/tools/statistics-indicators/platform-action/index_en.htm, accessed 9 December 2015.

European Commission Advisory Committee on Equal Opportunities for Women and Men (2014), Opinion on data collection on violence against women, available at: http://ec.europa.eu/justice/gender-equality/files/opinions_advisory_committee/141126_opinion_data_vaw_en.pdf, accessed 9 December 2015.

European Commission *Daphne Toolkit*, available at: <http://ec.europa.eu/justice/grants/results/daphne-toolkit/en/daphne-toolkit-%E2%80%93-active-resource-daphne-programme>, accessed 9 December 2015.

European Commission *Daphne III*, available at: http://ec.europa.eu/justice/grants1/programmes-2007-2013/daphne/index_en.htm, last accessed 9 December 2015.

FRA (European Union Agency for Fundamental Rights) (2014), *Violence Against Women: An EU-wide Survey*, available at: <http://fra.europa.eu/en/publication/2014/vaw-survey-main-results>, accessed 9 December 2015.

Gender Equality Commission (2016), "Council of Europe Gender Equality Glossary", available at: www.coe.int/equality, accessed 25 January 2016.

Helweg-Larsen K. (2010), "Violence in close relationships. The prevalence, nature and development as well as the efforts to combat intimate partner violence among women and men – 2010", National Institute of Public Health and Ministry of Gender Equality, Copenhagen: www.si-folkesundhed.dk/upload/violence_in_close_relationships_summary.pdf and National Institute of Public Health and Ministry of Gender Equality, www.si-folkesundhed.dk/upload/english_summary.violence_003.pdf, accessed 9 December 2015.

HEUNI (2013), "International Violence Against Women Survey", available at: www.heuni.fi/en/index/researchareas/violenceagainstwomen/internationalviolenceagainstwomensurveyivaws.html, accessed 9 December 2015.

Instituto Nacional de Estadística (2014), Statistics on domestic violence and gender violence: Methodology May 2014, available at: www.ine.es/buscar/searchResults.do?searchString=violence+against+women&Menu_botonBuscador=Search&searchType=DEF_SEARCH&startat=0&L=1, accessed 9 December 2015.

Kruse M., Sørensen J., Brønnum-Hanse H. and Helweg-Larsen K. (2010), "Identifying victims of violence using register-based data", in *Scandinavian Journal of Public Health*, 2010, 0: 1-7.

LOKK, English page available at: www.lokk.dk/Info/In-English/.

Norway Grants (2015), "Domestic and gender-based violence", available at: <http://eeagrants.org/What-we-do/Programme-areas/Justice-and-home-affairs/Domestic-and-gender-based-violence>, accessed 9 December 2015.

The Observatory against Domestic and Gender Violence, available at: www.poderjudicial.es/cgpj/en/Subjects/Domestic-and-gender-violence/Spanish-Observatory-on-Domestic-Violence, accessed 9 December 2015.

ONSa (Office for National Statistics) "Crime Survey for England and Wales (CSEW)", available at: www.crimesurvey.co.uk/index.html, accessed 9 December 2015.

ONSb (Office for National Statistics), "CSEW User Guide 2014", available at: <http://www.ons.gov.uk/ons/guide-method/method-quality/specific/crime-statistics-methodology/index.html>, accessed 9 December 2015.

ONSd (Office for National Statistics), "CSEW Questionnaire", available at: <http://www.ons.gov.uk/ons/guide-method/method-quality/specific/crime-statistics-methodology/index.html>, accessed 9 December 2015.

ONSd (Office for National Statistics), "CSEW annual findings 2014", available at: www.ons.gov.uk/ons/rel/crime-stats/crime-statistics/year-ending-september-2014/stb-crime-in-england-and-wales--year-ending-september-2014.html, accessed 9 December 2015.

Statistics Denmark (2015), Data for Research, available at: www.dst.dk/en/TilSalg/Forskningsservice#, accessed 9 December 2015.

Thygesen L. C. and Kjaer Ersbøll A. (eds) (2011), "Danish population-based registers for public health and health-related welfare research – A description of Danish registers and results from their application in research", *Scandinavian Journal of Public Health*, 39 (7): 1-209.

UNDAW (United Nations Division for the Advancement of Women) (2010), *Handbook for Legislation on Violence Against Women*, available at: www.un.org/womenwatch/daw/vaw/handbook/Handbook%20for%20legislation%20on%20violence%20against%20women.pdf, accessed 9 December 2015.

United Nations Department for Economic and Social Affairs (2014), *Guidelines for Producing Statistics on Violence Against Women: Statistical Surveys*, UN

Department for Economic and Social Affairs, available at: http://unstats.un.org/unsd/gender/docs/Guidelines_Statistics_VAW.pdf, accessed 9 December 2015.

United Nations General Assembly (1993), Declaration on the Elimination of Violence against Women, available at: www.un.org/documents/ga/res/48/a48r104.htm, accessed 9 December 2015.

United Nations Statistical Commission (2010), "Report on the Meeting of the Friends of the Chair of the United Nations Statistical Commission on Statistical Indicators on Violence against Women", 9-11 December 2009, Aguascalientes, Mexico, available at: www.un.org/womenwatch/daw/vaw/IssuesFocus/Report-of-the-Meeting-of-the-Friends-of-the-Chair-February-2010.pdf, accessed 9 December 2015.

UNODC (United Nations Office for Drugs and Crime) (2015), *International Classification of Crimes for Statistical Purposes*. March 2015, Version 1.0, available at: www.unodc.org/documents/data-and-analysis/statistics/crime/ICCS/ICCS_final-2015-March12_FINAL.pdf

Walby S. (2004), "The Cost of Domestic Violence", DTI Women and Equality Unit, London, available at www.devon.gov.uk/cost_of_dv_report_sept04.pdf.

Walby S. (2005), "Improving the statistics on violence against women", in *Statistical Journal of the United Nations Economic Commission for Europe*, 22(4): 193-216.

Walby S. and Allen J. (2004), *Domestic Violence, Sexual Assault, Stalking: Findings from British Crime Survey*, Home Office Research Study 276, Home Office, London, available at www.avaproject.org.uk/media/28792/hors276.pdf.

Walby S and Myhill A. (2001), "New survey methodologies in researching violence against women", in *British Journal of Criminology*, 41(3): 502-522.

Walby S. and Olive P. (2014), *Estimating the Costs of Gender-Based Violence in the European Union*, EIIGE, Vilnius.

Walby S., Towers J. and Francis B. (2014), "Mainstreaming domestic and gender-based violence into sociology and the criminology of violence", in *Sociological Review*, 62(S2): 187-214.

WHO (2005), *WHO Multi-country Study on Women's Health and Domestic Violence against Women*, available at: www.who.int/reproductivehealth/publications/violence/24159358X/en/, accessed 9 December 2015.

WHO (2014), *International Classification of Diseases (ICD)*, available at: www.who.int/classifications/icd/en/, accessed 9 December 2015.

Article 11 – Data collection and research

1. For the purpose of the implementation of this Convention, Parties shall undertake to:

a. collect disaggregated relevant statistical data at regular intervals on cases of all forms of violence covered by the scope of this Convention;

b. support research in the field of all forms of violence covered by the scope of this Convention in order to study its root causes and effects, incidences and conviction rates, as well as the efficacy of measures taken to implement this Convention.

2. Parties shall endeavour to conduct population-based surveys at regular intervals to assess the prevalence of and trends in all forms of violence covered by the scope of this Convention.

3. Parties shall provide the group of experts, as referred to in Article 66 of this Convention, with the information collected pursuant to this article in order to stimulate international co-operation and enable international benchmarking.

4. Parties shall ensure that the information collected pursuant to this article is available to the public.

www.coe.int

The Council of Europe is the continent's leading human rights organisation. It comprises 47 member states, 28 of which are members of the European Union. All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law. The European Court of Human Rights oversees the implementation of the Convention in the member states.

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE