

Gender-based violence

Understanding intimate partner violence in the EU: the role of data

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The European Institute for Gender Equality

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Understanding intimate partner violence in the EU: the role of data

Foreword

Gender-based violence affects women disproportionately, as it is a manifestation of the power imbalance between women and men. It affects women's wellbeing, autonomy and access to opportunities and remains one of the most persistent forms of gender inequality. The eradication of all forms of violence against women, including intimate partner violence, is a declared objective of the EU, and the European Institute for Gender Equality (EIGE) recognises its essential role in supporting Member States in meeting this objective. To inform decision-makers of its scope and make progress in this area, EIGE has identified the role of high-quality and comparable data on gender-based violence as key for ensuring the dignity and protection of EU citizens, in particular, women and girls.

Since 2012, EIGE has analysed data collection on different forms of violence against women across the EU, within various sectors and institutions. A measurement framework on violence against women was provided in the 2015 and 2017 editions of the Gender Equality Index, which relies upon harmonised administrative and prevalence data from the Member States. The collection of administrative data enables Member States to assess the quality of agency responses to incidences of violence, create specific evidence-based measures to tackle the phenomenon and improve policies at the national level. Therefore eradicating gender-based violence, specifically intimate partner violence, within the EU is dependent on consistent and comparable data, acquired through a robust and coordinated framework of data collection. However, current available data collected by the police

and justice sectors do not allow a clear picture to be obtained of intimate partner violence within Member States and across the EU, as most Member States do not recognise intimate partner violence as a specific offence.

This report assesses the capability of Member States to collect relevant administrative data and thus support their efforts to meet the monitoring requirements set out by the Victims' Rights Directive and the Istanbul Convention. Taking the context and needs of each Member State into account, EIGE has developed country-specific recommendations to guide the improvement of administrative data collection on intimate partner violence at national level and promote the commitment of law enforcement agencies to this endeavour. Furthermore, to strengthen these efforts at the European level, policy and technical recommendations for Eurostat on the specifics of data collection on gender-based violence have been proposed. EIGE will continue supporting Member States in adopting approaches to combating violence against women that focus on gender inequality as its root cause. EIGE will seek to ensure partial monitoring through the domain of 'Violence' in the Gender Equality Index, which is based on robust data collection by the police and justice sectors. EIGE's work will be a solid contribution to the implementation of EU and international legislation on combating gender-based violence.

Virginija Langbakk,
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Abbreviations

Country abbreviations

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

Frequently used abbreviations

CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
EIGE	European Institute for Gender Equality
FRA	European Union Agency for Fundamental Rights
EU	European Union
ICCS	International Classification of Crimes for Statistical Purposes
Istanbul Convention	Council of Europe Convention on preventing and combating violence against women and domestic violence
UN-CTS	United Nations surveys on crime trends and the operations of criminal justice systems
UNODC	United Nations Office on Drugs and Crime

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1. Introduction

Intimate partner violence is entrenched in and supported by social and cultural beliefs about stereotypical gender roles, and by patriarchal structures and practices. It is one of the most prevalent forms of gender-based violence, with an estimated 22 % of women aged 15 and over having experienced physical and/or sexual violence, and 43 % having experienced psychological intimate partner violence (FRA, 2014). Violence by an intimate partner has lasting adverse effects on women and children's health, well-being and relationships.

Intimate partner violence is defined 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, 2017a).

Despite the prevalence of the phenomenon, intimate partner violence against women remains under-reported in the EU and there is a significant lack of comprehensive data. Only 33 % of women who are physically or sexually abused by their partners contact the authorities and only 20 % of women indicate that the most serious incident of violence by a partner was brought to the attention of the police (FRA, 2014:61). Additionally, data recorded by authorities underestimate the scale of the phenomenon, as some forms of violence are not considered crimes in all Member States (European Commission, 2018a:39) and complaints are not systematically recorded (European Commission, 2017c:37). Furthermore, data recording systems within Member States are rarely operated by specialists in intimate partner violence, and as a result incidents are not always categorised and recorded in a comparable way.

Intimate partner violence, as a form of gender-based violence, is recognised by the EU as a brutal form of discrimination and a violation of women's human rights (European Commission, 2017d). The Council of Europe, through the Convention on preventing and combating violence against women and domestic violence (Istanbul Convention) (Council of Europe, 2011), is committed to implementing important measures to combat vio-

lence against women within the EU, and ensuring that all Member States are committed to collecting disaggregated relevant statistical data, at regular intervals. The European Institute for Gender Equality (EIGE) supports EU efforts to eradicate violence against women by increasing knowledge on its nature and extent. Since 2012, EIGE has been actively contributing to increasing knowledge on intimate partner violence and improving the collection and availability of administrative data across all Member States.

Administrative data are a set of units and statistical information derived from an administrative source (Eurostat, 2009) and accumulated by government departments and agencies. Administrative data are collected through the reporting and recording procedures of institutions such as police, prosecutors' offices or the courts. Information is primarily collected for administrative purposes, such as registration, record keeping and monitoring, usually during the delivery of a service (EIGE, 2017a:16).

Quality administrative data that are available and comparable is key to understanding the scale of intimate partner violence in the EU and monitoring progress in tackling it. Administrative data measure the response of governmental agencies, such as the police and justice sectors, to intimate partner violence, and their capacity to protect victims, prevent further violence and prosecute the perpetrators. Data are critical in influencing evidence-based measures and targeted responses against violence against women, and thereby improving the implementation of policies at national level. Administrative data can be used to estimate the administrative cost of intimate partner violence and thus allow institutions to plan budgetary and staffing resources. They are also essential for awareness raising and lobbying for adequate responses. Comparable data at the EU level will allow for effective monitoring of the implementation of international legislation and policies, and thus an evaluation of the impact of the regulatory framework.

Previously EIGE has mapped administrative data sources and collection systems on gender-based violence in the

EU (EIGE, 2014b) and has developed uniform definitions on intimate partner violence for statistical purposes (EIGE, 2017a). Based on the uniform definitions, outcome indicators for statistical purposes to measure and monitor intimate partner violence and femicide were developed in 2017, and are presented in Chapter 2.2 of this report.

This study builds upon EIGE's previous work and analyses the availability of data within the police and justice sectors in all 28 Member States, assessing their comparability and potential to populate the indicators. This in-depth analysis has identified key challenges in collecting data on intimate partner violence, and proposed recommendations for the EU and its Member States.

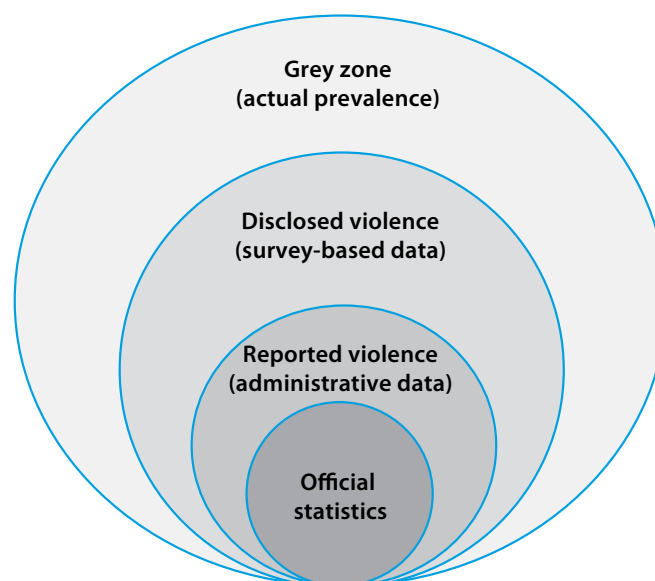
With the aim of establishing a holistic and more efficient measurement framework for tackling intimate partner violence, EIGE has identified layers of available data sources on violence against women. These include official statistics, reported violence and disclosed violence, whilst also indicating the presence of an unquantified 'grey zone' representing the real prevalence and incidence of intimate partner violence. Ideally, data sources will recognise all forms of violence defined by the Istanbul Convention, with a particular focus on intimate partner violence: physical, sexual, psychological and economic. For this study it is relevant to acknowledge that reported violence, or administrative data, are data on incidences of intimate partner violence collected by agencies and bodies that interact with victims and/or perpetrators such as the police and justice sectors. Due to the high

degree of under-reporting of intimate partner violence, this represents only a fraction of the real extent of the phenomenon.

The results of the study are presented in two reports. This main report analyses the current situation concerning data collection in each Member State and focuses on possible ways of using data to inform policy-making. **Chapter 2** discusses the regulatory framework for data collection at EU level, and the indicators on intimate partner violence developed by EIGE to aid the collection of comprehensive data. The role of the police and justice sectors in tackling intimate partner violence and the growing potential for the use of administrative data in evidence-based policies are detailed within **Chapter 3**, whilst **Chapter 4** focuses on the legal approaches to defining intimate partner violence and the characteristics of data collection in all Member States. Finally, in order to address the key challenges in collecting comparable data that have been identified throughout the study, **Chapter 5** provides recommendations for the EU and Member States on how to overcome them.

The accompanying technical report provides extensive analysis of the availability and comparability of data at Member State level. Both reports focus on Member States' capacities to fulfil monitoring requirements under the Istanbul Convention (Council of Europe, 2011) and the Victims' Rights Directive 2012/29/EU (European Parliament and Council of the European Union, 2012).

Figure 1: Data sources on intimate partner violence



2. The EU due diligence framework for collecting data on intimate partner violence

2.1. The regulatory framework for collecting data

Collecting robust, high-quality quality and comparable data on violence against women, including intimate partner violence, is a long-term necessity for both European and international institutions, such as the European Commission and the United Nations. The requirement to collect data is supported by repeated calls, recommendations and legally binding instruments encouraging Member States to fulfil their commitments, but improvements in this area are slow.

The European Commission states clearly in its reference framework, *Strategic engagement for gender equality 2016-2019*, that ending violence against women entails 'ongoing actions' to further improve the availability, quality and reliability of data on gender-based violence through cooperation with Eurostat, EIGE and the European Union Fundamental Rights Agency (European Commission, 2015:5).

Victims' Rights Directive

Directive 2012/29/EU of the European Parliament and of the Council (Victims' Rights Directive) aims to strengthen the rights of victims of crime, including acts of gender-based violence. According to Article 28, Member States are obliged to communicate available data showing how victims have accessed the rights set out in the Victims' Rights Directive, for example individual assessments of victims' needs, support that is delivered free of charge and protection from re-victimisation.

The scope of the data that is required to be collected under this directive is specified in recital 64. The basic units are the number of and type of reported crimes, and the number, age and gender of the victims. The gender of victims is an essential variable for gender-based violence,

including intimate partner violence. Further metrics are specified for data from the justice sector, including the number of cases that are investigated and how many people are prosecuted or sentenced (European Parliament, 2018a:81). The guidance document that accompanies the directive encourages the promotion of the regular annual registration and handling of complaints received, among others, by the police and justice sectors (European Commission, 2013:51).

An initial assessment of implementation revealed that, as of November 2017, almost all of the Member States had officially transposed the Victims' Rights Directive into their national laws (European Parliament, 2017a:29). However, national legislation very rarely refers to data collection. Most national authorities perceive it to be more appropriate to deal with data requirements within administrative agencies than to specify the requirements within legislation. The lack of a legal anchor could have negative implications for the monitoring systems in the Member States, as well as for the consistency of data provided across the EU (European Parliament, 2018a:81).

European Protection Order Directive

The EU also aims to provide victims with protection in cross-border cases and has set up instruments for the mutual recognition of protection measures across Member States. In criminal matters, it has adopted Directive 2011/99/EU of the European Parliament and of the Council of 13 December 2011 on the European protection order (EPOD), which is based on Article 82(1) of the Treaty on the Functioning of the European Union on judicial cooperation in criminal matters. This directive came into force on 11 January 2011, and Member States were required to transpose its provisions into national laws by 11 January 2015.

To facilitate the evaluation of the application of EPOD, Member States shall communicate to the Commission relevant data related to the application of national pro-

cedures, at least on the number of European protection orders requested, issued and/or recognised (Article 22, EPOD).

Up to September 2017, only seven European protection orders had been identified; all of these were requested by women, and four of them were related to intimate partner violence (European Parliament, 2017b:60). The insufficient use of this instrument contrasts with the number of victims who are benefiting from protection measures in criminal matters at Member State level — many of whom probably travel and commute across the EU on a regular and/or occasional basis.

It has been estimated that over 100 000 women residing in the EU were covered by protection measures related to gender-based violence in 2010 (European Parliament, 2018b:4). Therefore, the European Parliament calls on Member States to improve the implementation of the EPOD, to standardise procedures and to set up national registry systems with the aim of collecting data. A European registry systems should also be established to help to monitor the implementation of EPOD (European Parliament, 2018b:14).

Coordinated criminal procedures

As more than half of all criminal investigations today include a cross-border request to access electronic evidence such as texts, emails or other messages, as well as metadata and browser history (European Commission, 2018), the Commission aims to make the process easier and faster. It therefore proposed, in April 2018, a regulation of the European Parliament and of the Council on the European Production and Preservation Orders for electronic evidence in criminal matters ⁽¹⁾ and a directive of the European Parliament and of the Council laying down harmonised rules on the appointment of legal representatives for the purpose of gathering evidence in criminal proceedings ⁽²⁾. The legislation will allow a fast-track system for law enforcement authorities to demand user data directly from service providers located in another jurisdiction that operate messaging apps, social media platforms and other digital services.

Another platform for improving the coordination of criminal procedures in the EU is the European Criminal Records Information System (ECRIS), established in 2012 ⁽³⁾. ECRIS connects centralised and decentralised information from national criminal databases and ensures that information on convictions is exchanged between all Member States in a uniform, fast and compatible way. It provides judges and prosecutors with easy access to comprehensive information on the criminal history of the people concerned, thus removing the possibility for offenders to escape convictions by moving from one Member State to another. The information is extracted from national criminal records, in particular information concerning the legal classification of the offence leading to the conviction, the content of the conviction and the sex and nationality of the person concerned (European Commission, 2017a).

Istanbul Convention

The Istanbul Convention is the most important legal instrument aimed at making international efforts to tackle violence against women more consistent, by bridging gender inequality and human rights frameworks. It contains particular provisions for monitoring the implementation of data collection measures.

According to Article 11, Member States acceding to the convention should collect disaggregated relevant statistical data, at regular intervals, on all forms of violence falling within its scope, including psychological and sexual violence. Data on incidences and conviction rates should be provided, analysed and disseminated. Article 10 obliges the parties to designate a body responsible for the coordination of data collection (Council of Europe, 2011a:15).

The explanatory report of the Istanbul Convention specifies that relevant statistical data may include administrative data collected from statistics compiled from law enforcement agencies, or recorded by judicial authorities, including public prosecutors (Council of Europe, 2011b:14). Public authorities will need to establish data systems that go beyond their own internal recording needs to show if there has been an improvement or

⁽¹⁾ European Commission (2018b), COM/2018/225 final — 2018/0108 (COD).

⁽²⁾ European Commission (2018c), COM/2018/226 final — 2018/0107 (COD).

⁽³⁾ OJ L 93, 7.4.2009, p. 23 and OJ L 93, 7.4.2009, p. 33.

a decline in the effectiveness of prevention, protection and prosecution measures and policies. The minimum data categories required are number(s) of victims and perpetrators disaggregated by sex, age, type of violence, relationship between victim and perpetrator and geographical location, as well as other factors deemed relevant by state parties. Recorded data should also contain information on conviction rates for perpetrators of all forms of violence covered by the scope of the convention, including the number of protection orders issued (Council of Europe, 2011b:15).

The EU signed the Istanbul Convention in 2017. By the date of publication, 21 EU Member States have ratified the convention, and the European Parliament has called repeatedly for others to speed up the ratification process.

Eurostat and UNODC crime data

Eurostat is responsible for coordinating and collecting crime and criminal justice data from countries in the European Statistical System (ESS), i.e. members of the European Economic Area and the European Free Trade Association, as well as candidate countries.

Under the current European statistical programme ⁽⁴⁾ the work on crime statistics was one of the priorities for 2018, with a particular emphasis on gender-based violence. The work supports the Commission's political priority in 'the area of justice and fundamental rights based on mutual trust towards a security Union' (European Commission, 2017b). The programme focused on the collection of crime and justice data, including data on victims of violent crime broken down by sex. The extension of the data collection to the different stages of law enforcement proceedings with disaggregation by relevant demographic characteristics is also expected (European Commission, 2017b).

Eurostat has cooperated closely with the United Nations Office on Drugs and Crime (UNODC) in joint statistical data collection on crime and criminal justice to make the process more efficient. They have developed the International Classification of Crime for Statistical Purposes (ICCS) as a common framework to group all kinds of criminal offences (Eurostat, 2017b). The purpose of the ICSS is to strengthen comparability and consistency of crime

data and to improve analytical capabilities at national, regional and international levels. To support harmonisation and encourage users to implement the ICSS, translations of the primary crime classification have been provided in all EU languages (Eurostat, 2017b).

Regarding intimate partner violence against women, there is no specific category in the ICSS. The offence categories further broken down by sex of victim and sex of perpetrator as well as by victim–perpetrator relationship can be used to develop standardised indicators based on ICCS codes, which qualify the offence as violence in a close relationship if the victim–perpetrator relationship is specified. However, the specific mapping tool indicating which ICCS codes should be taken into account to calculate indicators on gender-based or intimate partner violence has yet to be developed (Eurostat, 2018a:25).

Based on the *United Nations surveys on crime trends and the operations of criminal justice systems* (UN-CTS), Eurostat collects additional data for specific areas of interest to the European Commission. The data collection systems of UN-CTS and Eurostat are continually updated and revised, ensuring consistency of data over time. For this purpose, Eurostat develops specific guidelines to assist Member States in data provision (Eurostat, 2018a:5).

Regulations related to data protection

Data on violence against women, and especially on intimate partner violence, are strongly connected to and influenced by data protection regulations and confidentiality. Regarding data protection for police and criminal justice authorities and cases of criminal offences, Directive (EU) 2016/680 of the European Parliament and of the Council of 27 April 2016 on the protection of natural persons with regard to the processing of personal data by competent authorities for the purposes of the prevention, investigation, detection or prosecution of criminal offences or the execution of criminal penalties, and on the free movement of such data, and repealing Council Framework Decision 2008/977/JHA ⁽⁵⁾ is relevant. Victims of a criminal offence or people with regard to whom specific facts give rise to reasons for believing that they could be the victim of a criminal offence are recognised as a particular category of data subjects (Article 6). The exchange of relevant information on criminal matters

⁽⁴⁾ OJ L 284, 31.10.2017, p. 1.

⁽⁵⁾ OJ L 119, 4.5.2016, p. 89.

should be based on bilateral or multilateral international agreements between countries and their competent authorities. However, in cases where there is an urgent need to transfer personal data to save the life of a person or to prevent a crime that is otherwise about to be committed, the personal data might be transferred directly to the recipient in the third country (paragraph 73).

2.2. Forms and statistical definitions of intimate partner violence against women

The comprehensiveness of administrative data on intimate partner violence against women depends on the extent to which the country reflects all of the forms of intimate partner violence against women in legal or statistical definitions. The capacity of police officers to identify the subtle manifestations of intimate partner violence and the extent to which the system encourages reporting and ensures recording and prosecution are also relevant.

Though intimate partner violence is characterised more by a continuum of violent attacks than a single offence, it is essential to recognise the main forms of intimate partner violence against women: physical, psychological, sexual, economic and the most extreme form — femicide. Moreover, the range of violent attacks falling under the respective forms should reflect the survivors' experience to the fullest extent possible. For example, the types of conduct that encompass economic abuse range from identity theft and stealing money or documents, to engaging in other conduct that prevents a victim from being self-sufficient, including hampering a victim's ability to secure or retain a job. Reproductive coercion, comprising birth control sabotage where male partners destroy or manipulate contraceptive devices to force pregnancy or pressurise their partner into having sex, and conceal-

ing incidences in which women consent to intercourse with an abusive partner to avoid negative consequences, all fall under the definition of sexual intimate partner violence.

The abovementioned forms of intimate partner violence are only a fraction of the range of attacks and tactics of the abusers. Kelly (2013:152) critically assesses how forms of violence are distinguished from one another, indicating that these distinctions are often assumed and implicit. However, for the legal classification of offences and for statistical purposes, the continuum of abusive conduct in violent intimate partner relationships needs to be broken down into measurable components and uniform operational definitions.

To achieve this and to establish a uniform measure of intimate partner violence, EIGE mapped and analysed international and national definitions in all Member States related to intimate partner violence and femicide ⁽⁶⁾ and developed uniform definitions. When adopted, these will further improve the comparability of administrative data on intimate partner violence.

Uniform definition of intimate partner violence for statistical purposes:

Any act of physical, sexual, psychological or economic violence that occurs between current or former spouses or partners, whether or not the perpetrator shares or has shared the same residence as the victim (EIGE, 2017a).

As the expression intimate partner violence is generally used in broad terms, specific definitions of the four forms of violence were elaborated upon to support the understanding of Member States with regards to which violent acts are covered, and to reflect the range of abusive attacks women are suffering.

⁽⁶⁾ For the list of definitions analysed see EIGE (2017b). *The glossary of definitions of rape, femicide and intimate partner violence*, 2017, pp. 29-31.

Uniform definitions for specific forms of intimate partner violence for statistical purposes:

Physical intimate partner violence — Any act which causes physical harm to the current or former partner as a result of unlawful physical force. Physical violence can take the form of, among other things, serious or minor assault, deprivation of liberty or manslaughter.

Sexual intimate partner violence — Any sexual act performed on the victim without consent. Sexual violence can take the form of rape or sexual assault.

Psychological intimate partner violence — Any act or behaviour which causes psychological harm to the partner or former partner. Psychological violence can take the form of, among others, coercion, defamation, verbal insult or harassment.

Economic intimate partner violence — Any act or behaviour which causes economic harm to the current or former partner. Economic violence can take the form of, among others, property damage, restricting access to financial resources, education or the labour market, or not complying with economic responsibilities, such as alimony (EIGE, 2017a).

To define femicide, the same method as when defining intimate partner violence was used ⁽⁷⁾. As most cases of femicide are committed by intimate partners or former partners (Eurostat, 2018b), intimate femicide is a central element of the definition.

Uniform definition of femicide for statistical purposes:

The killing of a woman by an intimate partner and the death of a woman as a result of a practice that

is harmful to women. Intimate partner is understood as a former or current spouse or partner, whether or not the perpetrator shares or has shared the same residence with the victim (EIGE, 2017a).

In addition to definitions of intimate partner violence, a uniform definition of rape, as a specific and serious form of violence against women, was developed ⁽⁸⁾. This definition gives guidance for the Member States in cases when legal definitions and criminal offences within Member States do not sufficiently cover sexual intimate partner violence.

Uniform definition of rape for statistical purposes:

Sexual penetration, whether vaginal, anal or oral, through the use of object or body parts, without consent, and/or using coercion, force or by taking advantage of the vulnerability of the victim (EIGE, 2017a).

For each uniform definition, a corresponding indicator was developed. Additionally, taking into account the emphasis of the Victims' Rights Directive and the Istanbul Convention on collecting comparable data for monitoring requirements, a set of 13 indicators on intimate partner violence, including intimate femicide, was produced ⁽⁹⁾.

All indicators take into consideration the existing mechanisms for reporting crime and justice statistics based on administrative records by Eurostat, the UNODC and the ICCS. Where possible, the established definitions have been applied so as not to overburden the providers of crime statistics with new concepts ⁽¹⁰⁾.

⁽⁷⁾ For a detailed description of the analysed definitions see EIGE (2017b) and the components in EIGE (2017a).

⁽⁸⁾ For a detailed information and analysis of the rape definition see EIGE's complementary technical report for this study.

⁽⁹⁾ The affiliation of the indicators with the monitoring requirements of the Victims' Rights Directive and the Istanbul Convention is provided in the technical report.

⁽¹⁰⁾ For a detailed description of the indicators see EIGE (2018); for the main statistical concepts see Annex 2.

Table 1. Indicators on intimate partner violence and rape for the police and justice sectors

Indicator		Competent authority
1	Annual number of women (aged 18 and over) victims of intimate partner violence committed by men (aged 18 and over), as recorded by police	Police
2	Annual number of reported offences related to intimate partner violence against women committed by men (aged 18 and over)	
3	Annual number of men (aged 18 and over) perpetrators of intimate partner violence against women (and percentage of male population that are perpetrators)	
4	Annual number of women (aged 18 and over) victims of physical intimate partner violence committed by men (aged 18 and over), as recorded by police	
5	Annual number of women (aged 18 and over) victims of psychological intimate partner violence committed by men (aged 18 and over), as recorded by police	
6	Annual number of women (aged 18 and over) victims of sexual intimate partner violence committed by men (aged 18 and over), as recorded by police	
7	Annual number of women (aged 18 and over) victims of economic intimate partner violence committed by men (aged 18 and over), as recorded by police	
8	Annual number of women (aged 18 and over) victims reporting rape committed by men (aged 18 and over), as recorded by police	
9	Women victims of intimate femicide (aged 18 and over) committed by a male intimate partner (aged 18 and over), as a share of the women victims of homicide (aged 18 and over)	
10	Annual number of protection orders applied for and granted in cases of intimate partner violence against women by type of courts	Justice
11	Annual number of men (aged 18 and over) prosecuted for intimate partner violence against women	
12	Annual number of men (aged 18 and over) sentenced for intimate partner violence against women	
13	Annual number of men (aged 18 and over) sentenced for intimate partner violence against women held in prison or with a sanction involving a form of deprivation of liberty	

3. Data use within the police and justice sectors

3.1. Role of police and justice sectors in combating intimate partner violence

The role of law enforcement agencies is irreplaceable in improving responses to violence against women, and intimate partner violence in particular. Most of the international and national binding or non-binding instruments rely on police authorities, prosecutors and courts to contribute to the eradication of the phenomenon. In addition, law enforcement agencies are a part of the multi-institutional coordinated response and integrated policies striving for a holistic approach to protect women and their children, and asserting their right to live without violence.

Intimate partner violence is entrenched in and supported by social and cultural beliefs about stereotypical gender roles, and by patriarchal structures and practices. The police and justice sectors, including prosecutors, are not exempt from such beliefs and thus have not always regarded violence against women, including intimate partner violence, with the same severity as other violence (UNODC, 2014:7). It is therefore vital for representatives of the police and justice sectors to have an understanding of the gendered nature of the phenomenon and how intimate partner violence against women is an expression of gender inequalities and power imbalances between women and men. Reducing the high level of impunity of the perpetrators is in the hands of the prosecutors and other law enforcement professionals, thus sending a message to society that intimate partner violence will not be tolerated (UNODC, 2014:7).

Despite the crucial role of the police and justice sectors, a comprehensive direct assessment of the impact of legal reforms on the overall prevalence of intimate partner violence is not available due to the lack of comprehensive data (Heise, 2010:74). The monitoring reports that were available stressed the difficulties of translating legal reforms into concrete changes in justice system practice. Nevertheless, qualitative reviews cite discriminatory atti-

tudes towards female victims, failure to sufficiently fund or apply the law, lack of training of key personnel and lack of capacity or corruption in the system (UN Women, 2011). On the other hand, qualitative data supports the view that legislation that criminalises intimate partner violence, even without full enforcement, sends an important message about non-tolerance of the violent conduct. Research from the United States suggests that protective orders do reduce the recurrence of violence for some victims (Del Valle, 2011).

The full exercise of the police and justice sectors' responsibilities also depends on the ability to identify violence and the readiness of victims to report the violence. The reasons behind not revealing the abuse differ, but often include the assumption that the police will not have the capacity to take care of the wrongdoing (FRA, 2014). Sometimes women are afraid that going to the police will involve ending the relationship with the perpetrator, or will cause them to make a formal complaint, even when they do not feel ready to do so (Fugate et al., 2005).

To increase reporting and the effectiveness of the police and justice sectors in protecting women from violence, the views and expectations of women survivors of intimate partner violence are pertinent. Studies on victims' views confirm that the general aims of law enforcement institutions often align with the wishes and needs of women: women want the institutional action focused on ending violence, protecting victims' safety, offering appropriate and empowering support fitted to their needs, and setting limits to perpetrators, holding them accountable and offering support for change (Gloor and Meier, 2014).

3.2. Purpose of police and justice data on intimate partner violence

Administrative data constitute a central part of modern societies and a fundamental resource for policymakers,

decision-makers and the general public. Uniform administrative data allow for comparison over time, between countries and regions, and contributes to increasing transparency and accountability. Administrative data, in the form of comparative indicators, can assist with forecasting and modelling, monitoring policy implementation, evaluating policy impact (Segone and Pron, 2008) and performance analysis and benchmarking. The evidence can fortify every stage of the policy cycle, including the viability of policies or changes, and legitimise choices (Eurostat, 2017b:14).

The general purpose of collecting administrative police and justice data on intimate partner violence is to inform policymakers about whether the measures to prevent violence against women, protect women and punish perpetrators are working. Additionally, collecting data helps Member States to meet their monitoring and reporting obligations as defined in the Victims' Rights Directive and the Istanbul Convention.

Administrative data on reported, recorded and prosecuted cases of intimate partner violence provide information on the police and justice sectors' responses to prevention, protection and lawsuits concerning the incidents. Administrative data could be used to estimate the administrative cost of intimate partner violence, and thus allow institutions to plan budgetary and staffing resources. They are also essential for awareness raising and lobbying for adequate responses. Administrative crime data also provide information that is not available through surveys, such as data on femicide (EIGE, 2014a).

Police statistics and criminal justice data can be used to discern trends over time. For example, although globally the homicide trend in some European countries is a downward one, the decrease is markedly faster for rates of male homicide than for rates of female homicide (UNODC, 2013:55).

Another vital use of administrative crime data is the calculation of the attrition rates, meaning describing 'the percentage rate at which the number of criminal cases is decreased, or the number of persons within the criminal justice system is reduced during the process' (Eurostat, 2017a:23). A review of criminal sanctions for intimate partner violence revealed that one third of all reported offences and about three fifths of all arrests resulted in a pro-

secution. Moreover, over one half of all prosecutions for intimate partner violence resulted in a conviction (Gardner and Maxwell, 2010). The law enforcement agencies in many countries have difficulties in bringing offenders to account and accurately serving the needs and rights of victims of intimate partner violence. The attrition rate shows the level of the drop-off of perpetrators.

Purposeful data collection provides an opportunity to assess the effect of a policing intervention by testing the impact of new interventions. For example, the tests of the effects of arrest for intimate partner violence revealed consistent but modest reductions in reoffending against the same victim (Maxwell and Fagan, 2006).

In a time of digital society and big data analytics, the use of administrative crime data implies a promising potential for crime prevention. Programmes — for example the Harm Assessment Risk Tool in the United Kingdom — to check a suspect's propensity for violence, including intimate partner violence, are already in place. These programmes analyse billions of data points including arrest reports, property records, commercial databases, deep-web searches and the man's social media posts, to calculate the level of threat. The use of artificial intelligence and algorithms provides new opportunities to enhance various aspects of criminal justice decision-making. However, these opportunities involve a number of complex ethical and legal considerations, which are at present hardly understood (Babuta, 2018).

The interpretation of administrative data should consider the specific context. For example, a higher rate of recorded intimate partner violence against women can be the effect of a change and improvement in the data collection, higher awareness and greater trust in the police facilitating reporting, or can reflect a higher prevalence (EIGE, 2014a:21). Additionally, data collection in the police and justice sectors is established primarily for their operational purposes. For example, in police agencies, the vast range of, and extensive, crime records furnish data about crime scenes, weapons, modus operandi and suspects to give patrol officers and investigators important information on activities on the beats in which they operate. Nevertheless, these data can also be used for statistical purposes, deploying crime analysis for criminal profiling, research, crime prevention and programme planning (Vellani and Nahoun, 2001).

4. Data collection in Member States

4.1. National legal frameworks

Legal definitions of intimate partner violence ensure that it is criminalised. Definitions are also important as they provide a strong basis for statistical concepts and administrative data collection.

Member States have adopted different approaches to defining intimate partner violence in their legislation. Only Spain and Sweden recognise intimate partner violence as a specific offence, differentiated from domestic violence. In the remaining Member States intimate partner violence is penalised under a specific domestic violence offence⁽¹¹⁾ ⁽¹²⁾, falls under a special provision referring to domestic violence that does not put forward any specific offence⁽¹³⁾ or is criminalised under several offences in the criminal code if domestic violence is not an offence in itself⁽¹⁴⁾. In the last case, specific offences include assaults, attempted homicide, rape, sexual assault, threatening behaviour, harassment and stalking. Intimate partner violence is also considered an aggravating circumstance for a number of criminal offences, such as physical and sexual assault, in more than half of the Member States⁽¹⁵⁾.

In Sweden, intimate partner violence is defined as '(repeated) violence within a present or former marriage/love relation or other close relationship'. 'Repeated' refers to those crimes labelled as 'gross violation of a person's integrity' — gender neutral — and to 'gross violation of a woman's integrity by a man' — gender specific. 'Gross violation of integrity' refers to any offence falling under the provisions of crimes against life and health, liberty and peace and sexual crimes against a partner with whom the offender has or used to have a close relationship.

Each of the acts must have been considered as part of a repeated violation of the vulnerable person's privacy and integrity and have been likely to cause serious harm to the person's self-esteem. 'Gross violation of a woman's integrity' applies if the acts described above 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.

In the Swedish Penal Code, *Brottsbalk 1962:700*, intimate partner violence can occur in formal and informal relationships and can involve both current and former partners and both cohabiting and non-cohabiting partners. The differences in the use of the term 'partner' across Member States' legislation has a direct impact on the comparability of data collected by the police and justice sectors (see Annex 3). A limited number of Member States define 'partner' comprehensively⁽¹⁶⁾. Legislation that restricts intimate partner violence only to spouses or persons living like spouses does not address the full scope of the phenomenon, as a number of offences committed against non-cohabiting partners or in informal relationships are not recorded as intimate partner violence.

Legal definitions also differ over the forms of violence considered. Physical and sexual violence in intimate relationship is recognised and penalised in all Member States. Psychological violence is recognised in the majority of Member States⁽¹⁷⁾. Economic violence is the least covered by Member States' definitions of intimate partner violence or domestic violence. Only half of the Member States include the dimension of economic violence in their legal definition related to intimate partner violence or domestic violence⁽¹⁸⁾. Across Member States there is limited understanding of the need to differentiate between specific forms of intimate partner violence.

⁽¹¹⁾ Member States may also refer to domestic violence as 'family violence', 'domestic abuse', 'relationship violence', etc.

⁽¹²⁾ To improve readability, Member States are listed in footnotes if the total number exceeds three: CZ, HR, IT, HU, PT, RO, SI, SK.

⁽¹³⁾ IE, EL, CY, LT, LU, MT, PL, UK (EW, NI). The UK has three different jurisdictions assessed separately.

⁽¹⁴⁾ BE, BG, DK, DE, EE, FR, LV, NL, AT, FI, UK-SC.

⁽¹⁵⁾ BE, BG, CZ, DK, EE, EL, ES, FR, HU, HR, IT, CY, LV, LU, HU, RO, UK-SC.

⁽¹⁶⁾ BE, BG, EE, IE, ES, CY, LU, MT, AT, SI, FI, SE, UK-SC.

⁽¹⁷⁾ BE, BG, CZ, DK, EE, IE, EL, ES, FR, HR, IT, CY, LV, LU, HU, MT, NL, PL, PT, RO, SI, SK, SE, UK (EW, NI, SC).

⁽¹⁸⁾ BE, BG, CZ, HR, IT, LT, HU, PL, PT, RO, SI, SK, FI, UK (EW, NI, SC).

A variety of concepts are used to criminalise and collect data on specific forms of intimate partner violence across Member States. Physical, sexual, psychological and economic intimate partner violence, and even femicide, fall within a wide range of offences (see Annex 4). The translation of existing offences is an additional limitation. Offences with similar names can relate to different criminal behaviour and, conversely, offences with different names can relate to similar criminal behaviour. In addition, legislation in some Member States does not differentiate between the different forms of violence.

For instance, in the French penal code, the criminalisation of an act of violence is based on its consequences for the victims. There is no specific article criminalising ‘physical’ or ‘psychological’ violence as such, but the code does recognise that the act of violence that has negative consequences for the victim can relate to physical and/or psychological violence.

Slovenia and Sweden have no separate data available on specific forms of violence. In Slovenia, Article 191 of the criminal code (‘Domestic violence’) covers all types of violence. In Sweden, the offence of ‘gross violation of a woman’s integrity’ includes physical, psychological, economic and sexual forms of violence, thus not differentiating between forms of violence when incidents are recorded under this offence.

In Lithuania, the Law on Protection of Domestic Violence introduces the concept of violence, but the definition is rather broad, covering ‘action and inaction which makes intentional physical, psychological, sexual, economic or other effects to person incurring physical, material or non-pecuniary damage’.

The variety of legal definitions found across Member States and the different offences used to criminalise specific forms of intimate partner violence highlight the need for harmonisation of crime classifications.

4.2. National data collection systems

Across Member States, law enforcement officers receive little training on intimate partner violence and on how

to recognise and record incidents. In the police sector, systems for recording data are often operated by police officers who deal with all types of incidents and are not specialised in intimate partner violence. This may have implications for the recognition and collection of administrative data, since incidents of intimate partner violence may be missed along with important details, such as the victim–perpetrator relationship. In particular, less obvious types of abuse, such as psychological abuse, require careful attention by police officers, who should be trained to recognise their signs.

A dedicated body that coordinates administrative data collection on violence against women, including intimate partner violence, exists in 10 Member States ⁽¹⁹⁾. In the remaining Member States, different authorities are in charge of the collection and publication of data with different classifications and disaggregation. The apparent lack of coordination between police, prosecutors, courts and prisons limits the traceability of cases throughout the stages of a proceeding.

In France, the Interdepartmental Unit for Protecting Women against Violence and for Combating Trafficking in Human Beings (MIPROF) was created in January 2013 to collect, analyse and disseminate information and data on violence against women. To improve data collection procedures and analysis, the MIPROF organised training on violence against women for police and justice data producers, with the aim of enhancing their understanding of this specific form of violence and subsequently, the way they process data relating to it.

In the majority of Member States, the police and justice sectors use similar coding systems to record the incidents ⁽²⁰⁾. Despite that, data collection practices and technology systems differ. For example, paper-based procedures/systems in the justice sector continue to be the norm in several Member States, limiting access to relevant data on potential cases of intimate partner violence by the justice and court systems. In Germany, the federal states (*Länder*) still use different IT systems to record data in relation to incidents of intimate partner violence. In Belgium, due to lack of uniform methods to register data in the 27 prosecutors’ offices, it is difficult to aggregate the collected data at the national level.

⁽¹⁹⁾ IE, ES, FR, HR, IT, LU, MT, AT, PT, UK-EW.

⁽²⁰⁾ Different coding systems other than crime classifications are used by the police and justice sectors in CZ, DK, EE, FR, HU, PL, SI, SK, FI, SE.

Some Member States have taken steps to improve coherence between the different databases used to record criminal data and to improve traceability of cases. Such improvements can enable the gathering of information on cases related to intimate partner violence and on victims and perpetrators accused or sentenced. It also provides further insights into how law enforcement authorities handle violence against women.

The Estonian online 'E-file system' gathers information from different data sources, including police, court and prison information systems and the criminal records database. This can also be broken down to enable identification of incidents related to intimate partner violence. The E-file system allows procedural parties to follow the progress of the proceedings. All people (victims, suspects, perpetrators and so forth) involved in the pre-trial process — as well as in court proceedings — are assigned a personal ID code enabling a case to be traced throughout the entire judicial proceedings.

In Slovakia, a new system of 'electronic investigation file' will be used by both the prosecutors and courts. Information on previous intimate partner violence incidents carried out by the same offender will thus be made available to the prosecutors and courts.

4.3. Available data in the police sector

The availability of data from the police sector on intimate partner violence varies considerably across Member States, with differences observed in the stage at which data are recorded, the rules used to count it and the level of detailed information recorded on the victim and the type of intimate partner relationship, including how multiple offences are recorded.

Methodological rules

The stage at which crime data are recorded varies across Member States. In some Member States, a report is prepared as soon as the police have been made aware of

the incident or at the time the offence is first reported to the police (input statistics) ⁽²¹⁾. This could mean a different point in time depending on the decision-making procedure the police use for each case. Recording of the incident as a case of intimate partner violence at a different point in time in different Member States can affect the number of cases that are statistically processed. In Ireland, data are collected at the input stage too. However, the police (*Garda*) determine if a criminal offence defined by law has taken place and if there is enough credible evidence. Flagging the incident as 'domestic violence' in the electronic system (PULSE) was only optional, not obligatory, until recently. In other Member States ⁽²²⁾, data are recorded after the offence has been reported, but before a full investigation has taken place (process statistics). In the remaining Member States, the offence only counts after it has been properly investigated (output statistics) ⁽²³⁾. In Austria, the number of filed criminal complaints does not include all cases that have been reported to the police. For example, it does not include those cases where the police intervened (e.g. through dispute settlement), but did not decide to file a complaint. In Member States where law enforcement authorities use input statistics, the number of incidents statistically processed is higher than in Member States where data are statistically processed after a preliminary or full investigation.

Another critical challenge affecting data comprehensiveness and comparability is related to the units of measurement used by the police across Member States. Units of measurements include 'victims', 'perpetrators' (or 'suspects'/'accused'; 'offenders') and 'offence/case'. These cannot be used interchangeably, as they count different aspects of a crime. For instance, a single victim can experience several incidents of violence that will be counted as different offences. Similarly, a perpetrator can have committed offences against more than one victim. Moreover, some units of measurements might only be available for specific offences. (Annex 5 shows the available units of measurement used by the police in relation to incidents of intimate partner violence).

Regarding recording procedures, the application of the 'principal offence rule' has been identified in 11 jurisdictions ⁽²⁴⁾ in relation to incidents of intimate partner

⁽²¹⁾ BE, BG, CZ, IE, EL, FR, IT, CY, LT, LU, MT, NL, PT, FI, UK (EW, NI, SC).

⁽²²⁾ EE, HR, LV, SK.

⁽²³⁾ DK, DE, ES, AT, PL, RO, SI.

⁽²⁴⁾ BG, DE, FR, HR, CY, MT, NL, PT, SK, UK (EW, NI).

violence. The rule means that where more than one offence is committed at the same time by the same perpetrator, only the most severe offence (often measured on the basis of the penalty foreseen) is recorded. The implications for intimate partner violence data collection might be that some forms of violence are not recorded if they occur at the same time as incidents that are considered more severe. For instance, when incidents of psychological or economic violence occur along with incidents of physical violence, only the latter will be recorded.

Similarly, it is important to understand how multiple (or serial) offences of the same type are recorded. To grasp the repetitive nature of intimate partner violence, multiple offences should be recorded as separate offences. If a perpetrator has committed an act of sexual violence against their partner twice, these two incidents will be recorded in Member States where multiple offences are recorded as two or more offences⁽²⁵⁾, but only one incident will be recorded in Member States where similar offences are only counted as one⁽²⁶⁾. The remaining countries apply other counting rules in serial offences of the same type, depending for example on the time between the offences, the number of proceedings initiated and other circumstances⁽²⁷⁾ (Eurostat, 2018b).

Data on victims and their relationship to the perpetrator

Data on victims are not recorded systematically in the police sector despite provision of the number of victims of a crime being a requirement of the Victims' Rights Directive and other international legal instruments. In the Netherlands, the people involved in a crime are sometimes recorded as 'witness' or as 'person involved', not making it clear who is the victim and who is the alleged perpetrator. In Finland, in homicide cases, it appears that data are collected on the plaintiff (normally the victim's next of kin) rather than the victim.

In 25 jurisdictions of Member States, data on victims' sex are collected when the incident of domestic violence or intimate partner violence is reported to the police⁽²⁸⁾.

However, it is often not possible to cross-reference data on the sex of the victim with data on the sex of the perpetrator, hindering the possibility of identifying male intimate partner violence against women. Additionally, only 11 jurisdictions⁽²⁹⁾ were able to provide data on the age and sex of the victim when measuring the number of reported intimate partner violence offences against women committed by men.

Data recorded does not enable the identification of the type of relationship between the victim and the perpetrator. In nine jurisdictions⁽³⁰⁾, recording of the relationship is limited to some general categories (e.g. family member; acquaintance; related; unknown) and it is not possible to identify cases in which the perpetrator and the victim have or have had an intimate partner relationship.

Data recorded are based on a restrictive understanding of intimate partner relationship. A focus on 'domestic' violence does not always include all forms of cohabitation and/or previous partners who no longer cohabit together.

In some Member States, the relationship between victim and perpetrator is only recorded for specific offences. This is the case, for example, in Czechia, France, and Austria, where the past or current relationship between victim and perpetrator can only be recorded when specific offences, for which the legislation has established the relevance of intimate partner violence, are reported.

The information on the relationship between the victim and the perpetrator is often not mandatory and is often recorded manually. That means that the relationship is supplied in free text boxes, without any specific 'tag' to record the existence or the type of relationship between the victim and the perpetrator in a uniform and methodical way. Additionally, the information is often not processed for statistical purposes and the absence of a mandatory field for the victim and perpetrator relationship in the collection of data results in inconsistencies in the information collected by the police, both within and between Member States, and inaccuracies in the number of intimate partner violence cases recorded.

⁽²⁵⁾ BE, BG, DK, EL, HR, IT, LV, LT, HU, MT, NL, AT, PL, RO, SI, FI, SE.

⁽²⁶⁾ CZ, ES, LU, PT, SK, UK (EW, NI).

⁽²⁷⁾ DE, EE, IE, FR, UK-SC. For specifics, see Eurostat (2018b).

⁽²⁸⁾ CZ, DK, DE, EE, IE, EL, ES, FR, HR, IT, LV, LT, LU, HU, MT, NL, AT, PL, PT, RO, SI, SK, FI, SE, UK-SC.

⁽²⁹⁾ CZ, DE, FR, HR, LV, LT, HU, SI, SK, FI, UK-SC.

⁽³⁰⁾ BE, BG, EL, CY, LU, MT, AT, PL, UK-NI.

For an overview of data available on victims and perpetrators and their relationship see Annex 6. The results need to be interpreted with a nuanced approach that takes into account contextual information, in order to avoid misinterpretation, simplification and false uniformity.

Data on forms of intimate partner violence

Although forms of intimate partner violence may be criminalised, this does not guarantee that all the relevant data, with appropriate disaggregation, are collected and processed by the police.

Data on women victims of physical intimate partner violence when the perpetrator is a man are available in only 10 Member States ⁽³¹⁾. In four additional Member States, data are available but with some limitations ⁽³²⁾, for example with no clear division between physical and psychosocial violence (France) or without cross-referencing with the sex of perpetrator (Portugal).

When looking at data availability on sexual violence in an intimate relationship, it is possible to identify the number

of women victims of sexual intimate male partner violence in 11 Member States ⁽³³⁾.

With regards to psychological violence, administrative data collection is limited and data to identify women victims of intimate partner psychological violence are only available in nine Member States ⁽³⁴⁾.

Data on economic violence is the least available. Relevant data that enable the identification of women victims of economic intimate partner violence have been identified in only three Member States (Germany, Hungary and Slovakia).

Data on femicide, as defined by EIGE (see Chapter 1.2) are relatively widely available. Data on the number of women killed by their former or current male intimate partner are available in 17 countries ⁽³⁵⁾.

Availability of data to populate EIGE's indicators

The indicators developed by EIGE were used as a basis for assessing the availability of data and of specific variables.

Table 2: Availability of data to populate indicators by police sector

Indicator	Corresponding data available	Proxy data ⁽³⁶⁾ available	No data available
1. Annual number of women (aged 18 and over) victims of intimate partner violence committed by men (aged 18 and over), as recorded by police	CZ, DE, FR, LV, LT, HU, RO, SK, FI, UK-SC	EL, HR, IT, CY, LU, MT, AT, PL, PT, SI, SE, UK-NI	BE, BG, DK, EE, IE, ES ⁽³⁷⁾ , NL, UK-EW
2. Number of reported offences related to intimate partner violence against women committed by men (aged 18 and over)	CZ, DE, ES, HR, LV, LT, HU, SK, FI, UK-SC	FR, LU, MT, AT, PT, RO, SI, SE, UK-NI	BE, BG, DK, EE, IE, EL, IT, CY, NL, PL, UK-EW
3. Number of men (aged 18 and over) perpetrators of intimate partner violence against women (and percentage of male population that are perpetrators)	CZ, DE, FR, LV, HU, SK, FI	HR, IT, LU, MT, AT, PT, RO, SI, SE, UK (NI, SC)	BE, BG, DK, EE, IE, EL, ES, CY, LT, NL, PL, UK-EW

⁽³¹⁾ CZ, DE, HR, LV, LT, HU, RO, SK, FI, SE.

⁽³²⁾ FR, MT, AT, PT.

⁽³³⁾ CZ, DE, FR, HR, LV, LT, HU, RO, SI, SK, FI.

⁽³⁴⁾ CZ, DE, HR, LV, LT, HU, RO, SK, FI.

⁽³⁵⁾ CZ, DE, EE, ES, FR, HR, IT, LV, LT, HU, MT, PT, RO, SI, SK, FI, UK EW, NI, SC.

⁽³⁶⁾ Proxy data are data used in place of data that are not directly available but are closely related (*Oxford dictionary of statistics*, 2008).

⁽³⁷⁾ Spain is a special case, as relevant data are available from the justice sector, given that incidents of intimate partner violence are prosecutable *ex officio*, meaning that all reported incidents reach the judiciary. Data on incidents (victimisation) are available from the police.

Indicator	Corresponding data available	Proxy data ⁽³⁶⁾ available	No data available
4. Annual number of women (aged 18 and over) victims of physical intimate partner violence committed by men (aged 18 and over), as recorded by police	CZ, DE, HR, LV, LT, HU, RO, SK, FI, SE	FR, LU, MT, AT, PT, UK-NI	BE, BG, DK, EE, IE, EL, ES, IT, CY, NL, PL, SI, UK (EW, SC)
5. Annual number of women (aged 18 and over) victims of psychological intimate partner violence committed by men (aged 18 and over), as recorded by police	CZ, DE, HR, LV, LT, HU, RO, SK, FI	FR, LU, MT, AT, PT	BE, BG, DK, EE, IE, EL, ES, IT, CY, NL, PL, SI, SE, UK (EW, NI, SC)
6. Annual number of women (aged 18 and over) victims of sexual intimate partner violence committed by men (aged 18 and over), as recorded by police	CZ, DE, FR, HR, LV, LT, HU, RO, SI, SK, FI	LU, AT, PT	BE, BG, DK, EE, IE, EL, ES, IT, CY, MT, NL, PL, SE, UK (EW, NI, SC)
7. Annual number of women (aged 18 and over) victims of economic intimate partner violence committed by men (aged 18 and over), as recorded by police	DE, HU, SK	LU, PT, UK-NI	BE, CZ, DK, EE, IE, EL, ES, FR, HR, IT, CY, LV, LT, MT, NL, AT, PL, RO, SI, SE, UK (EW, SC)
8. Annual number of women (aged 18 and over) victims reporting rape committed by men (aged 18 and over), as recorded by police	BG, CZ, DK, DE, EE, IE, EL, ES, FR, HR, CY, LV, LT, LU, MT, AT, PL, PT, RO, SI, SK, FI, SE, UK (EW, NI, SC)		BE, IT, HU, NL
9. Women victims of intimate femicide (aged 18 and over) committed by a male intimate partner (aged 18 and over), as a share of the women victims of homicide aged 18 and over	CZ, DE, EE, ES, FR, HR, IT, LV, LT, HU, MT, PT, RO, SI, SK, FI, UK (EW, NI, SC)	EL, LU, NL, AT	BE, BG, DK, IE, CY, PL, SE

The recording of incidences within the broad scope of domestic violence is the main limitation to populating the indicators developed by EI GE, and makes the specifics of partner violence invisible and not gendered. The lack of specific offences that criminalise the distinctive forms of intimate partner violence, especially psychological and economic violence, add additional challenges, as does not systematically recording information on the relationship and data on the sex of the perpetrator and/or victim. For detailed information on data available to populate the indicators see the technical report.

4.4. Available data in the justice sector

Despite its importance in creating a better understanding of how a Member State's criminal system deals with incidents of intimate partner violence, statistical informa-

tion from the justice sector is limited. The existing systems of data collection record limited information on victims and victim–perpetrator relationships. The same applies to prosecution orders.

Different institutions within the justice sector often use different systems and procedures to record data on cases of intimate partner violence. This hinders the collection of comparable and reliable data on the phenomenon, in and between Member States. For instance, in Lithuania, information on the relationship can be provided in the courts' integrated system, but the register on suspected/convicted persons cannot record the victim–perpetrator relationship.

Methodological rules

Units of measurement vary between Member States and between the different institutions of the justice sector

within each country. For example, in Germany, the prosecution uses the following units of measurement: 'terminated investigation procedures', 'investigation procedures terminated by accusation', 'closing of procedure' and 'other' ⁽³⁸⁾, while the courts use different units, including 'ruled cases' (separately for local, district and higher federal courts), 'persons whose trial has been disposed of' and 'convicted persons' ⁽³⁹⁾.

The stage at which data are collected within the justice sector is another variable across Member States. In 16 Member States, the data are processed after the appeal ⁽⁴⁰⁾, while this takes place before the appeal in 10 others ⁽⁴¹⁾. In Greece and Luxembourg, this information is not available (Eurostat, 2018b).

Data on victims, perpetrators and their relationship

Data on the sex of the victim for some stages of the criminal justice process ⁽⁴²⁾ are available from the justice sector in nine Member States. In the remaining Member States, information on the victims is insufficient. Little or no information is individually recorded about the victim in the justice sector, and the majority of the available data are focused on the perpetrator, and do not include information on the victim of the crime.

Only 15 Member States record some information on the relationship between the victim and the perpetrator for specific stages of the criminal proceedings ⁽⁴³⁾.

Cross-referencing information on the victim with the perpetrator is complicated. When collecting data on the number of men prosecuted for incidents related to intimate partner violence against women, data are available in four Member States ⁽⁴⁴⁾.

Data on men sentenced for crimes related to intimate partner violence against women are available in only

three Member States (Czechia, Spain, Slovakia). Only in Slovakia and Spain are data available on the relationship between the victim and the perpetrator when the perpetrator receives a prison sentence or other form of sentence resulting in deprivation of liberty. For an overview of data on the sex of victims, sex of perpetrators and their relationship collected by the justice sectors in Member States see Annex 7.

The majority of Member States do not apply specific definitions that could enable the categorisation of cases of intimate partner violence. In addition, there is no mandatory requirement to record the relationship between the victim and the perpetrator. In general, courts focus on the number of cases and procedures in order to assess their performance. This means that the courts' services lack information on victims and their relation to the perpetrator, and it is also missing from general statistics.

Protection orders

A wide range of protection orders can be issued across Member States in cases of intimate partner violence. Moreover, these can be issued by different administrative institutions, including the criminal justice system, the civil justice system and, in some cases, the police. Consequently, comparability of information on protection orders across the EU is very limited.

Only a limited number of Member States are able to provide data on the number of protection orders with the necessary breakdowns ⁽⁴⁵⁾ that have been applied for or granted to women victims of intimate partner violence. Germany, Croatia and Finland are able to provide partial data. No statistical data on protection orders have been identified in six Member States ⁽⁴⁶⁾.

In some countries, the number of protection orders is available without further detail ⁽⁴⁷⁾. Data often refer to incidents taking place within the broader context of do-

⁽³⁸⁾ Federal Office for Justice (*Bundesamt für Justiz*), section 'Statistics of Jurisdiction. Public Prosecutors' (Statistiken der Rechtspflege. Staatsanwaltschaften).

⁽³⁹⁾ Federal Statistical Office, 'Special Issue 10 — Jurisdiction Statistics. Criminal Courts 2015' and Federal Statistical Office, 'Special Issue 10 — Jurisdiction Statistics. Prosecution' (*Fachserie 10, Reihe 3 Rechtspflege. Strafverfolgung*) (2014).

⁽⁴⁰⁾ BE, BG, CZ, DK, DE, EE, IE, FR, HR, IT, LV, HU, MT, AT, PL, SI.

⁽⁴¹⁾ ES, CY, LT, NL, PT, RO, SK, FI, SE, UK.

⁽⁴²⁾ CZ, ES, HR, HU, RO, SK, UK-EW.

⁽⁴³⁾ BE (no sex of the victim), CZ, EL (under domestic violence), ES, HR, LU (no information on the victim), HU, PL (under the 'family indicator'), AT (limited to 'inside and outside the family'), PT (only 'domestic violence'), RO, SI, SK, UK (EW, SC) (no information on the victim).

⁽⁴⁴⁾ CZ, ES, HR, HU.

⁽⁴⁵⁾ CZ, EE (only manual search), LU, HU, PT, RO (limited to incidents taking place in the family), ES (the data vary by sources).

⁽⁴⁶⁾ DK, EL, CY, MT, NL, SK.

⁽⁴⁷⁾ BE, BG, IE, FR, IT, LV, LT, AT, PL, SI, SE, UK (EW, NI, SC).

mestic violence. The information available in these countries does not provide any breakdowns and lacks precise data. In Latvia, some data might be available, but this information is not extracted from the system as statistical output. In Slovenia, the total number of protection orders is available, but the data are not considered reliable.

Availability of data to populate EIGE's indicators

The indicators developed to support Member States in reporting on intimate partner violence under the Victims' Rights Directive and the Istanbul Convention were used as a basis to assess the availability of data and availability of specific variables.

The lack of a unified system to record data on intimate partner violence collected by the different institutions of the judiciary is the main limitation to populating the indicators developed by EIGE. Moreover, the scarcity of statistical data from the justice sector — especially on victims and their relationship with the perpetrator — and the poor recording procedures and systems used in the justice sector across the EU are additional obstacles

to populating the indicators (for detailed information on the data available to populate the indicators see the technical report).

Currently the available data collected by the police and justice sectors do not give a clear picture of the scale of intimate partner violence within and across Member States. The comparability and quality of available data is limited for a number of reasons: considerable legislative challenges with regard to how the concept of 'intimate partner violence' and the term 'intimate partner' are defined in Member States' legislation; limited cooperation and coordination between the police and justice sectors within Member States; lack of detailed information recorded on the victim; insufficiently recording of the relationship between the victim and the perpetrator that does not enable identification of a past or current intimate relationship; and, in a number of cases, manually operated data recording systems, rather than electronic ones, especially, in the judiciary. Additionally, methodological rules, such as the stage of data recording, units of measurement and counting rules, vary considerably. Consequently, the indicators of intimate partner violence against women developed by EIGE can be populated only partially.

Table 3: Availability of data to populate indicators by justice sector

Indicators	Corresponding data available	Proxy data available	No data available
10. Number of protection orders applied for and granted in cases of intimate partner violence against women by type of courts	CZ, EE, ES, LU, HU, PT	DE, HR, RO, FI	BE, BG, DK, IE, EL, FR, IT, CY, LV, LT, MT, NL, AT, PL, SI, SK, SE, UK (EW, NI, SC)
11. Number of men (aged 18 and over) prosecuted for intimate partner violence against women	CZ, ES, HR, HU	EL, IT, AT, PT, SI, SE, UK (EW, SC)	BE, BG, DK, DE, EE, IE, FR, CY, LV, LT, LU, MT, NL, PL, RO, SK, FI, UK-NI
12. Number of men (aged 18 and over) sentenced for intimate partner violence against women	CZ, ES, SK	EL, HR, IT, AT, SI, UK-SC	BE, BG, DK, DE, EE, IE, FR, CY, LV, LT, LU, HU, MT, NL, PL, PT, RO, FI, SE, UK (EW, NI)
13. Number of men (aged 18 and over) held with a final sentencing decision for intimate partner violence against women	ES, SK	EL, HR, IT, UK-SC	BE, BG, CZ, DK, DE, EE, IE, FR, CY, LV, LT, LU, HU, MT, NL, AT, PL, PT, RO, SI, FI, SE, UK (EW, NI)

5. Key recommendations to improve data collection

5.1. Ending violence against women must be a key objective of any future framework of EU actions on equality between women and men

The expressed political will to improve the protection of victims at EU level ⁽⁴⁸⁾ led to the adoption of legislative acts such as the Victims' Rights Directive and other measures that strengthened the rights and support of victims of various crimes. Political commitment towards protecting victims of intimate partner violence must be consolidated further to define measures targeted at ending intimate partner violence. Approaches to gathering administrative data should also be made uniform across the EU.

Intimate partner violence against women is a significant problem affecting not only women victims and children who witness violence, but EU society as a whole. The economic costs of intimate partner violence have a negative ripple effect on many sectors of the economy and public life and drain resources from services for which costs are borne publicly or collectively (EIGE, 2014c).

5.2. Adoption of an EU directive on all forms of violence against women that complements the implementation of the Istanbul Convention

An EU directive on all forms of violence against women could complement the aim and provisions of the Istanbul Convention, including definitions of different

forms of violence, encompassing intimate partner violence, and contain a due diligence obligation to collect data. As most national authorities perceive it to be more appropriate to deal with data requirements within administrative agencies rather than through specific legislation ⁽⁴⁹⁾, this proposed new legal anchor would act as an important step towards improved data collection that would enable the monitoring of policy implementation.

The current legal framework for the protection of victims of gender-based violence in the EU provides a solid starting point for further and more specific legislative and policy actions related to intimate partner violence and the associated collection of administrative data. The Istanbul Convention is the most comprehensive instrument aimed at eliminating violence against women. By the date of publication, the EU and all 28 Member States had signed the convention and 21 Member States had ratified it ⁽⁵⁰⁾. Once the EU has ratified the Istanbul Convention, it is crucial that the body that is responsible for the coordination of the implementation, monitoring and evaluation of associated policies and measures within the EU also has a deep knowledge of gender equality, so that it is able to assess the root causes of gender-based violence and propose effective measures. Within the coordinating body, which should be sufficiently well resourced, a specific 'Femicide watch' should be established as suggested by the UN Special Rapporteur on Violence against Women (OHCHR, 2016). With its well-established broad expertise in violence against women and its work on administrative data, EIGE, with additional resources assigned for this task, could support the EU and its Member States in gathering and processing data on intimate partner violence. The political commitment expressed in international obligations that already exist ⁽⁵¹⁾ would reflect the obligations in action plans adopted at national level, including data collection.

⁽⁴⁸⁾ OJ C 187, 28.7.2011, p. 1.

⁽⁴⁹⁾ As stated by national experts during 23 meetings held between EIGE and national stakeholders over the course of the present study.

⁽⁵⁰⁾ BE, DK, DE, EE, IE, EL, ES, FR, HR, IT, CY, LU, MT, NL, AT, PL, PT, RO, SI, FI, SE.

⁽⁵¹⁾ CEDAW/C/LUX/CO/5, para. 20, CEDAW/C/FIN/CO/6, para. 16.

5.3. Applying comparable legal definitions of different forms of violence against women throughout the EU

Many Member States lack legal differentiation between the distinct forms of violence against women, and a specific offence for intimate partner violence. Legal definitions have a direct impact on administrative data collection in the police and justice sectors, as crime data collected in Member States are often based on legal rather than statistical principles. If a legal definition of distinct forms of violence is not available, then neither is relevant data. Amendments to existing legislation and legal definitions within Member States relating to intimate partner violence would help accommodate the gathering of data on the different forms of violence.

5.4. Establishing common standards of data collection practices at EU and Member State levels

Establishing common standards for data collection from several administrative sources, in particular the police and justice sectors, would increase understanding of the scale of gender-based violence across the entire EU and would facilitate the design of improved protection measures for all EU citizens. Crime statistics compiled at present by Eurostat cover a number of criminal offences, some of which are directly relevant to intimate partner violence, including intentional homicide, attempted intentional homicide, assault, kidnapping, sexual violence, rape, sexual assault, robbery and theft. Nevertheless, data are rarely available on the sex and age of the victim and the perpetrator due to the lack of common recording practices at national level and national data not meeting Eurostat quality criteria, although the present study shows that a significant number of Member States already collect this data when recording incidents of intimate partner violence (see Chapter 4). Building on existing data collection practices in Member States, Eurostat should display the available data on the sex of the victim and the perpetrator across available indicators in its crime statistics. In addition, the statistical definitions offered by the ICCS are recommended for use as a reference point to gather data on the different forms of intimate partner violence.

While the ICCS does not include an offence category for intimate partner violence as such, it does include a victim–perpetrator relationship disaggregation under which the type of intimate partner is listed (current or former intimate partner or spouse). Using the ICCS codes for categorising intimate partner violence as a basis might facilitate the gathering of data on relevant offences and make them comparable between Member States (see Annex 8). The grouping of offences can create a common ground for each type of violence — physical, psychological, sexual, economic and femicide (EIGE, 2018a).

Both police and court statistics within Member States are categorised according to the typology of crimes in the criminal code. However, as data collection is carried out through different database systems, the potential for carrying out a comparable analysis is limited. Some Member States are taking steps towards the full integration of data collection across the police and justice sectors to establish a complete picture of how incidents are treated within the full criminal justice system. The adoption of a single identification system for each case, or filing cases by victim and/or perpetrator, can trace the case from the making of the complaint to the decision of the courts. The introduction of a uniform recording system would help with the collation of data between the police and justice sectors, as well as taking steps to improve flow of information between them.

The development and adoption of comprehensive guidelines on data collection would help improve the understanding of the phenomenon for law enforcement officers in particular, as well as their recording practices. The guidelines could draw on the specific knowledge gathered by EIGE in support of Member States' efforts to improve the existing policy framework for data collection. These guidelines should establish the scope and timeline of data collection, the specific variables that need to be recorded and the method for compiling data. Gender-sensitive training for staff responsible for the data collection process should support the implementation of such guidelines.

Finally, it is important that once Member States have collected high-quality and comparable data on gender-based violence they should make it publicly available. This is essential to ensure that society, researchers and decision-makers are informed about the subject and to give opportunities for analyses. Making data publicly available is essential for raising awareness of the scale of violence against women, including intimate partner violence, within Member States.

6. Conclusions

Intimate partner violence is one of the most prevalent forms of violence against women, and more than 500 women are murdered by their partners every year in Europe. To stop further violence, the EU needs effective laws and policies based on comprehensive, reliable and comparable administrative data. Administrative data measure the scope of the phenomenon as well as the response of governmental agencies, such as the police and justice sectors, to intimate partner violence, and their capacity to protect victims, prevent further violence and prosecute the perpetrators. Analysing data on specific types of intimate partner violence provides tools to help measure the phenomenon and facilitates targeted responses. Noticeable improvements in the responses of the police and justice sectors to intimate partner violence in turn increases victims' trust in law enforcement institutions, which is essential for encouraging reporting and preventing secondary victimisation.

This study is one of EIGE's initiatives to assist Member States in collecting high-quality and comparable data on violence against women, working in close cooperation with Eurostat and other relevant agencies in the EU. The administrative collection within the police and justice sectors of data on intimate partner violence is crucial, as these sectors are the most relevant for ensuring justice for women and safeguarding their right to live without violence. Collecting robust data on recorded incidences of gender-based violence is paramount in revealing the reality of the prevalence of violence, mapping trends over time, calculating attrition rates and testing the impact of interventions.

In pursuit of comprehensive data collection and with the aim of assisting Member States in collecting high-quality and comparable data, EIGE has developed indicators of intimate partner violence that help to measure the number of incidents that have been reported or have been identified or processed by the police and justice sectors. EIGE's analysis of each Member State's ability to collect data on the required variables for each indicator, and of the methods and practices of data collection within the police and justice sectors, highlights the

challenges that exist in the collection of high-quality data on this area.

Across Member States, great discrepancies exist between the police and justice sectors in relation to the methods employed to collect data, the quality of the data collected and how it is stored, shared and made publicly available. The data collected by the police and justice sectors that are currently available do not allow a clear picture to be obtained of the scale of intimate partner violence within Member States and across them. The processes of data collection and registration vary greatly across EU Member States from the existence of a dedicated body that coordinates administrative data collection on violence against women, including intimate partner violence, to different authorities in charge of the collection and publication of data, which use different classifications and disaggregation. Differences in practice and a lack of mandatory recording principles hinder methodical data recording on victims and perpetrators, specifically regarding their sex and the relationship between them. EIGE's proposed statistical indicators on intimate partner violence can therefore only be populated partially, making it difficult to undertake effective monitoring of Member States' approaches to understanding and tackling intimate partner violence.

EIGE's recommendations propose a number of solutions to improve the quality and availability of data on violence against women, and reflect the fact that there is still a severe lack in coordinated and comprehensive recording of offences across the police and justice sectors.

EIGE's study reveals that, despite the challenges, Member States are making efforts to improve and modernise their data collection practices and systems for cases of gender-based violence. These initiatives on gathering uniform data on violence against women will support Member States in meeting the reporting requirements set out in both the Victims' Rights Directive and the Istanbul Convention. EIGE is prepared to provide continuous assistance to Member States and EU agencies in adjusting their practices and procedures in order to effectively counter gender-based violence.

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Annexes

Annex 1: Methodology

This report was prepared using information collected through the study on administrative data collection on intimate partner violence by the police and justice sectors. Data collection was conducted in three distinct phases using a combination of desk research and stakeholder consultations to triangulate evidence.

In the first phase of the study, national experts carried out desk research to review existing information on administrative data collection processes by the police and justice sectors in all EU Member States.

The study team systematically analysed data and information collected through the previous studies carried out by EIGE on the topic as well as other publications, working documents and the Gender Statistics Database. The team also analysed other sources of information including:

- reports, policy documents and publications from international institutions (e.g. UNODC, Eurostat and the Council of Europe);
- academic papers;
- documentation related to legal instruments such as the Victims' Rights Directive, the Beijing Platform of Action, CEDAW, etc.;
- national policy documents, guidelines and action plans regarding data collection;

- legal texts such as the criminal code of the country and other national legislation concerning intimate partner violence and data collection.

National experts used the information gathered through desk research to prepare country factsheets that had a standardised structure, agreed with EIGE.

In the second phase, national experts conducted tailored consultations with key stakeholders in their respective Member States. These were designed to yield information that was not publicly available and thus to complement the findings of the desk research.

Building on the desk research and stakeholder consultation findings, national experts further refined the factsheets and drafted recommendations to improve administrative data collection practices by the police and justice sectors in each Member State.

The third phase of the study consisted of single or joint Member State meetings with the most relevant stakeholders from the police and justice sectors. Participants received the draft factsheets and recommendations in advance of the meeting and these served as the basis for discussions. During the meeting, participants validated the findings, clarified any outstanding issues and agreed on actions to improve administrative data collection on intimate partner violence. National experts subsequently revised the factsheets and recommendations for each Member State to integrate participants' feedback and agreements reached at the meeting.

Annex 2: Overview of statistical concepts of intimate partner violence

Statistical concept	Definition
Victim of a criminal offence	Person as recorded by the police or courts. For all the relevant indicators adult women (aged 18 and over) victims (victims disaggregated by sex) are considered.
Perpetrator	A person brought into formal contact with the police. Depending on the stage of data collection in each Member State, data collected either at the time when the offence is first reported to the police ('INPUT' statistics); after the offence is first reported, but before a full investigation ('PROCESS' statistics); after the offence has been investigated ('OUTPUT' statistics) (Eurostat, 2016:3).
Victim–perpetrator relationship	Former or current spouses or partners, whether or not the perpetrator shares or has shared the same residence as the victim.
Offence	Distinct criminal act presenting contravention of an article in the criminal law and that can be recorded separately. The reported offence refers to incidents that are recorded by the police forces (Eurostat, 2016:5).
Prosecuted person	Alleged offender 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.
Sentenced person	Person found guilty by any legal body authorised to pronounce a conviction under national criminal law, whether or not the conviction was later upheld.
Person held	Person held in prison or with a sanction involving a form of deprivation of liberty. 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 (Eurostat/UNODC).
Protection order	<p>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. In the context of incidents of intimate partner violence, a protection order represents a fast legal remedy to protect the persons at risk of any form of violence by prohibiting, restraining or prescribing specific behaviour by the perpetrator. The wide range of measures covered by such orders means that they exist under various names, such as restraining orders, barring orders, eviction orders, protection orders or injunctions. Types of protection orders encompass:</p> <ul style="list-style-type: none"> • national protection orders and European protection orders; • requested protection orders and granted protection orders; • protection orders related to criminal justice and civil justice.

Annex 3: Overview of the legal definitions of the term ‘partner’

Key elements of partnership recognised in legislation	Member States
Current partners/spouses	BE, BG, CZ, EE, IE, EL ⁽⁵²⁾ , ES, FR, HR, IT, CY, LV, LT, LU, HU, MT, NL, AT, PL ⁽⁵³⁾ , PT, RO, SI, SK, FI, SE, UK (EW, NI, SC)
Former partners/spouses	BE, BG, CZ ⁽⁵⁴⁾ , DE ⁽⁵⁵⁾ , EE, IE, EL ⁽⁵⁶⁾ , ES, FR, HR, IT, CY, LV, LT, LU, HU, MT, NL, AT, PT, RO, SI, SK, FI, SE, UK (EW, NI, SC)
Cohabiting partners	BE, BG, CZ, EE, IE, EL, ES, FR, CY, LU, HU, MT, AT, PL ⁽⁵⁷⁾ , PT, RO, SI, SK, FI, SE, UK-SC
Non-cohabiting partners	BE, IE, FR, LU, HU, MT, NL, AT, PT, RO, SI, SK ⁽⁵⁸⁾ , FI, SE, UK-SC
Registered relationships/partner (spouse)	BE, BG, CZ, DE, EE, IE, EL ⁽⁵⁹⁾ , ES, FR, HR, IT, CY, LV, LT, LU, MT, NL, AT, PT, SI, SK, FI, SE, UK-SC
Informal relationship	BE, BG, DE ⁽⁶⁰⁾ , EE, IE, EL ⁽⁶¹⁾ , ES, HR ⁽⁶²⁾ , CY, LU, MT, AT, PT ⁽⁶³⁾ , SI, SK, FI, SE, UK-SC

⁽⁵²⁾ If living in same household.

⁽⁵³⁾ If living in same household.

⁽⁵⁴⁾ If living in same household.

⁽⁵⁵⁾ Ex-spouse only.

⁽⁵⁶⁾ Ex-spouse only.

⁽⁵⁷⁾ Must have a certain emotional bond.

⁽⁵⁸⁾ If have lived in same household.

⁽⁵⁹⁾ If living in the same household.

⁽⁶⁰⁾ Non-marital life community.

⁽⁶¹⁾ If permanent relationship living in same household.

⁽⁶²⁾ If living in same household.

⁽⁶³⁾ Current and ex-boyfriends.

Annex 4: Overview of offences related to forms of intimate partner violence

Offences related to intimate partner physical violence	Member States
Assault (includes 'simple assault', 'aggravated assault', 'serious assault')	BE, DE ⁽⁶⁴⁾ , IE, ES, FR, HR, LV, LU, MT, NL, AT, RO, SK, SE, UK-SC
Physical abuse	EE, UK (EW, NI)
Deprivation of freedom	CZ, DE, LU, RO, SK
Bodily harm/bodily injury	BG, CZ, DK, DE, CY, LT ⁽⁶⁵⁾ , LU, HU, AT, SK
Offences related to intimate partner psychological violence	
Threat (includes 'threatening behaviour', 'dangerous threat', 'menace')	BE, CZ, DK, DE, EE, IE, ES, FR, HR, IT, LV, LT, LU, MT, NL, AT, RO, SK, FI, UK-SC
Coercion	BG, CZ, IE, ES, HU, AT, SK, FI
Stalking	CZ, DK, DE, EE, IE, ES, IT, MT, NL, AT, SK, FI, UK-SC
Harassment	DK, IE, FR, IT, RO
Offences related to intimate partner sexual violence	
Rape (includes marital rape)	BE, CZ, DK, DE, EE, IE, FR, LV, LT, LU, AT, RO, SI, SK
Sexual abuse	CZ, DE, AT, SI, SK
Sexual coercion	DE, EE, HU, AT
Sexual assault	BE, IE, EL, ES, FR, HR, CY, LV, LT, LU, NL, PL, RO, UK (EW, NI, SC)
Sexual harassment	BE, EE, FR, AT, RO
Offences related to intimate partner economic violence	
Theft/robbery	BE, CZ, IE, FR, IT, LV, LU, AT, UK (NI, SC)
Damage/destruction of property	CZ, FR, IT, LV, LU, AT, UK (EW, NI, SC)
Non-payment of alimony	ES, AT ⁽⁶⁶⁾ , SK
Offences related to femicide	Member States
Homicide	BG, CZ, DK, EL, ES, HR, IT, HU, MT, PL, PT, RO, FI, UK (EW, NI, SC)
Murder	BE ⁽⁶⁷⁾ , DK, DE, IE, ES, FR ⁽⁶⁸⁾ , CY, LV, LT, LU ⁽⁶⁹⁾ , NL ⁽⁷⁰⁾ , AT, SI, SK, FI, SE, UK-SC
Involuntary homicide, assault leading to death, manslaughter	BE, DE, EE, IE, ES, FR, HR, LV, LU, AT, PL, RO, SI, SK, FI, SE
Attempted homicide	BG, ES, FR, HR

NB: The overview of offences is not exhaustive, but is a sample that may be used to provide administrative data on forms of intimate partner violence.

⁽⁶⁴⁾ The Austrian/German term *Koerperverletzung* (meaning to hurt someone) can be translated by either 'bodily harm' or 'assault' or even by 'physical abuse'.

⁽⁶⁵⁾ 'Severe health impairment/not severe health impairment'.

⁽⁶⁶⁾ Although there is a specific offence, no related data have been identified.

⁽⁶⁷⁾ In Belgium, there is a legal difference between 'homicide' (the act of killing), 'murder' (an intentional homicide) and 'assassination' (a premeditated murder).

⁽⁶⁸⁾ The act of killing someone voluntarily constitutes a 'murder'. Also 'premeditated murder'.

⁽⁶⁹⁾ Also 'attempted murder'.

⁽⁷⁰⁾ In Dutch law, a murder is an intentional and premeditated killing of another person.

Annex 5: Units of measurement used by the police in relation to incidents of intimate partner violence

Available units of measurement in relation to incidents of intimate partner violence	Member States
Cases/offences/incidents	BE, BG, CZ, DE ⁽⁷¹⁾ , EE, IE, EL, ES, FR, HR, IT ⁽⁷²⁾ , LV, LT, LU, HU, MT, AT, PL, RO, SI, SE, UK (EW, NI, SC)
Victims	CZ, DK, IE, EL, FR, IT, MT, NL, AT, PL, PT, RO, SI, SK, FI
Perpetrators/suspects	CZ, IE, FR, MT, NL, AT, PL ⁽⁷³⁾ , PT, RO, SI, SK, FI
Initial police reports/reported crimes	BE, DK, NL ⁽⁷⁴⁾ , SK
Complaints	FR ⁽⁷⁵⁾ , CY, FI
Procedure	FR
Initiated proceedings, proceedings transferred to court	PL
Blue card forms ⁽⁷⁶⁾	PL
Occurrences	PT
Solved cases	SK

Annex 6: Overview of data available on intimate partner violence in the police sector

Member State	Victim		Perpetrator		Intimate relationship between victim and perpetrator	Additional information
	Sex	Age 18 and above	Sex	Age 18 and above		
BE	x	x	✓	✓	✓	Information on the perpetrator and relationship between victim and perpetrator is collected, but not on the victim .
BG	✓	✓	✓	✓	x	Information on the sex and age of the victim is recorded but not systematically . Information on the relationship between victim and perpetrator is not collected for all offences . When information is collected it does not allow the identification of intimate relationships.
CZ	✓	✓	✓	✓	✓	Information on the relationship between victim and perpetrator — and existence of intimate partner relationship between victim and perpetrator — is only available if partners live together or were previously married .
DK	✓	✓	✓	✓	x	As the relationship between victim and perpetrator is not recorded , it is not possible to identify cases of intimate partner violence.
DE	✓	✓	✓	✓	✓	

⁽⁷¹⁾ Number of solved cases.

⁽⁷²⁾ Reported offences and offences to be prosecuted.

⁽⁷³⁾ 'Accused person'.

⁽⁷⁴⁾ Incidents.

⁽⁷⁵⁾ Plaintiffs.

⁽⁷⁶⁾ Forms which initiate a 'Blue card procedure', a multi-agency intervention system aimed at providing immediate assistance to the victims of domestic violence.

Member State	Victim		Perpetrator		Intimate relationship between victim and perpetrator	Additional information
	Sex	Age 18 and above	Sex	Age 18 and above		
EE	✓	✓	✓	✓	x	Relationship information is missing and/or is not systematically recorded in text box. As the relationship between victim and perpetrator is not recorded , it is not possible to identify cases of intimate partner violence.
IE	✓	✓	✓	✓	x	Recording of the victim and perpetrator relationship is not currently mandatory .
EL	✓	n/a	✓	n/a	x	It is only possible to identify domestic violence related incidents : no information on the specific relationship between victim and perpetrator is provided.
ES	✓	✓	✓	✓	✓	Although information is recorded on the victim and perpetrator relationship, these data are not published on official platforms. However, incidents of intimate partner violence are prosecuted ex officio , and so detailed (and relevant) data are available from the justice sector.
FR	✓	✓	✓	✓	✓	Information on the victim and perpetrator relationship is recorded only for some offences where an aggravating circumstance exists in the case of past or current relationships (partners must have been or be cohabiting).
HR	✓	✓	✓	✓	✓	Information is available for domestic violence incidents, but specific relationship information is collected for specific offences (enabling the identification of women victims and men perpetrators by relationship between the victim and the perpetrator (ex-partner, current partners))
IT	✓	✓	✓	✓	x	Information on the victim and perpetrator relationship is available only for homicide and stalking offences .
CY	✓	✓	✓	✓	x	Data collected under the scope of domestic violence. Information on the sex and age of the victim is recorded but not systematically recorded, except for in physical violence cases . Although data are available on the age and sex of both the victim and perpetrator and the relationship between them, no such data are available for non-physical intimate partner violence (i.e. economic violence).
LV	✓	✓	✓	✓	✓	The number of victims of intimate partner violence can be filtered by relatedness of the victim but the relationship between victim and perpetrator is not systematically recorded .
LT	✓	✓	✓	✓	✓	Domestic violence related incidents can be recorded. However, victim and perpetrator information is not systematically recorded .
LU	✓	✓	✓	✓	x	Incidents are recorded as 'police interventions' and under the limited scope of domestic violence. No more specific information is available.

Member State	Victim		Perpetrator		Intimate relationship between victim and perpetrator	Additional information
	Sex	Age 18 and above	Sex	Age 18 and above		
HU	✓	✓	✓	✓	✓	
MT	✓	✓	✓	✓	x	Information on the victim and perpetrator relationship is not mandatory and so is not systematically collected .
NL	✓	✓	✓	✓	x	Information on the victim and perpetrator relationship is recorded in free text and not done systematically.
AT	✓	✓	✓	✓	x	Information on the relationship between victim and perpetrator is not collected for all offences . When information is collected, it does not allow the identification of intimate relationships.
PL	✓	✓	✓	✓	x	With regard to victim and perpetrator relationship information, the only means of recording this is a note on family relationship, which includes a value called 'crime related to domestic violence' . This does not specify intimate partners though.
PT	✓	✓	✓	✓	x	Only victims of domestic violence , without any cross reference between victim and perpetrator relationship or sex.
RO	✓	✓	✓	✓	✓	The scope of the definition of family violence refers to intimate partners who either are/were married or share the same household. No information is recorded on incidents of violence between partners who are not married or who do not share a household.
SI	✓	✓	✓	✓	✓	For some offences, information on the victim and perpetrator relationship is available, but it is not possible to cross-reference information on their sex .
SK	✓	✓	✓	✓	✓	
FI	✓	✓	✓	✓	✓	Data are available on former cohabiting couples if they have lived together in the year preceding the statistical reference year but not in the statistical reference year (current and ex-partners).
SE	✓	✓	x	x	✓	No information is recorded on the perpetrator . Some types of violence are not covered by the specific offence.
UK-EW	x	x	x	x	x	Police data refer to 'offences'. There is no data on the sex or age of the victim or the victim-perpetrator relationship.
UK-NI	x	x	x	x	x	Police data refers to 'offences'. There is no data on the sex or age of the victim or the victim-perpetrator relationship.
UK-SC	✓	✓	✓	✓	✓	Data on the age of the victim also include 16-year-olds . Data here are on domestic abuse incidents. There are no data on the victim and perpetrator relationship, but the definition of domestic abuse is restricted to partner/ex-partner relationships, and therefore these data represent intimate partner violence cases.

Annex 7: Overview of data available on intimate partner violence in the justice sector

Member State	Victim		Perpetrator		Intimate relationship between victim and perpetrator	Additional information
	Sex	Age 18 and above	Sex	Age 18 and above		
BE	x	x	✓	✓	✓	The relationship between the victim and perpetrator is recorded within the context of intra-family violence within a couple. The prosecution services apply Circulars COL 3/2006 and COL4/2006. The code 'VIF/IFG' is used to record domestic violence and the code 'VIG/IFG' within a couple, for intimate partner violence more specifically.
BG	✓	✓	✓	✓	x	No data are available on the specific relationship between the victim and the perpetrator. Moreover, incidents of domestic violence fall under civil law.
CZ	✓	x	✓	✓	✓	However, information on the specific victim and perpetrator relationship — and the existence of intimate partners — is only available if partners live together or were previously married and then only for particular offences.
DK	x	x	✓	✓	x	There is no information on the relationship between victim and perpetrator or motive for sentencing.
DE	x	x	✓	✓	x	
EE	x	x	✓	✓	x	The legal coding system does not distinguish between different types of violence (family violence, domestic violence, intergenerational violence, intimate partner violence).
IE	x	x	x	x	x	
EL	x	x	✓	✓	x	Information is only available under the framework of domestic violence.
ES	✓	✓	✓	✓	✓	
FR	x	x	✓	✓	x	
HR	✓	✓	✓	✓	✓	Data are available under the scope of domestic violence but specific intimate partner violence breakdowns are available for some stages of the judicial proceedings.
IT	x	x	✓	✓	x	
CY	x	x	x	x	x	
LV	x	x	✓	✓	x	
LT	x	x	✓	✓	x	

Member State	Victim		Perpetrator		Intimate relationship between victim and perpetrator	Additional information
	Sex	Age 18 and above	Sex	Age 18 and above		
LU	✓	x	✓	✓	✓	Data available under the scope of the Act on domestic violence but some specific intimate partner violence breakdowns are used to collect data. Information on the victim and the victim–perpetrator relationship might be recorded in case files, but this information can only be extracted manually. Information on the sex of victims is only available for protection orders.
HU	✓	✓	✓	✓	✓	Data on the sex of victim and perpetrator sex as well as on the relationship between victim and perpetrator are only available at prosecutor level. The unit of measurement is case and not a perpetrator as a person.
MT	x	x	x	x	x	
NL	✓	✓	✓	✓	x	
AT	✓	✓	✓	✓	x	Information on the victim–perpetrator relationship is limited to the family context (with the FAM tag).
PL	x	x	✓	✓	x	
PT	x	x	✓	✓	x	Information is only available under the framework of domestic violence , and not intimate partner violence.
RO	✓	✓	✓	✓	✓	Information on the sex of the victim and the perpetrator cannot be cross-referenced. Limited information is available from the General Prosecutor’s Office and the courts.
SI	x	x	✓	✓	x	Information is only available for domestic violence, and there is no specific information on intimate partner violence.
SK	✓	✓	✓	✓	✓	Relevant information on the victim and perpetrator relationship and the sex of victim and perpetrator is only available on the outcome of court proceedings.
FI	x	x	✓	✓	x	Recording of information on the victim and victim and perpetrator relationship is not mandatory.
SE	x	x	x	x	x	
UK-EW	✓	x	✓	x	x	Separate databases are used. There is only the general code ‘prosecution under domestic abuse’ and the sex of perpetrators is only for prosecuted persons.
UK-NI	x	x	x	x	x	
UK-SC	x	x	✓	x	x	Information is only available for domestic violence, not intimate partner violence. Data allow identification of domestic abuse incidents only as an aggravator.

Annex 8: Offences within the scope of intimate partner violence under the International Classification of Crime for Statistical Purposes

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

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

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