



Strategies and measures for combating violence against women

**Mapping of good practices and experiences of EU Member
States on national strategies, including data collection
systems**

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Mapping of good practices and experiences of EU Member States on national strategies, including data collection systems

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List of abbreviations

AMB	The Association of Brazilian Magistrates
CEDAW	Committee on the Elimination of Discrimination against Women
EIGE	European Institute for Gender Equality
GREVIO	Group of Experts on Action against Violence against Women and Domestic Violence
IPV	Intimate Partner Violence
Istanbul Convention	Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence
UNODC	United Nations Office on Drugs and Crime
VAW	Violence Against Women (including girls)

1. Introduction to this report

Violence against women (VAW) is one of the most widespread human rights violations and a manifestation of the power imbalance between women and men. It comprises physical, sexual, psychological, and economic abuse and cuts across boundaries of age, race, culture, wealth, and geography. These forms of violence disproportionately affect women's well-being, autonomy, and access to opportunities, and remain one of the most persistent forms of gender inequality. Gender-related killings, also known as femicide/feminicide, are the extreme manifestation of VAW. According to a 2018 report by the United Nations Office on Drugs and Crime (UNODC), 87,000 women were intentionally killed worldwide in 2017. More than a third were killed by a current or former partner.

The aim of this report is to provide the AMB with concrete examples and good practices of how countries in the EU are working towards a more systematic and holistic approach to the collection and exchange of data between the key actors involved in the prevention of violence against women and the protection of victims. In Brazil, judges play a key role in protecting women from violence by issuing preventive measures (protection orders) to women who need to be protected from violent perpetrators. Therefore, when issuing a preventive measure, judges are responsible for ensuring that victims are protected and supported by other actors to ensure that victims receive the social, psychological, medical and economic support available.

To effectively understand and respond to the scale and specific nature of violence against women in its different forms, time and effort should be invested in collecting accurate data that can shed light on the nature of this human rights abuse as well as the individual situation of the women concerned so that policies and legal practice can be more effectively targeted.

It is important to mention the recent Protocol on Judging from a Gender Perspective. The purpose of these guidelines is to guide the judiciary in the evaluation of concrete cases so that judges and prosecutors can judge from a gender perspective in order to promote the implementation of policies of equality and justice. The protocol respects the multi-level dialogue with the international protection systems by adopting the "Latin American Model Protocol for the Investigation of Violent Deaths of Women for Reasons of Gender (Femicide)" (Brazil's accession in 2016) and follows the recommendation of the Inter-American Court of Human Rights to adopt official protocols for trials with a gender perspective, so that cases of violence against women are treated differently.

However, the AMB has identified challenges in exchanging and sharing data between key Brazilian actors, such as the security, health and justice sectors. These challenges are common to EU countries, especially when looking at the EU as a whole. For this reason, the European Institute for Gender Equality (EIGE) has been working on a proposal on how EU countries can systematize and harmonize data across the 27 EU Member States.

This **report will present some conceptual issues** related to national strategies and collection of data on VAW. It will also **provide concrete examples of how EU countries are working towards improvements.**

A further concern for the AMB is how to address the lack of knowledge among women about the legal remedies and protection available to them. Women may also lack confidence in the courts and as a result may not seek a protection order. Both challenges are observed globally and within EU countries. For example, an EU-wide survey in 2012¹ showed that, on average, 36% of women in the EU are not aware of any specific laws or policy initiatives in their country to protect women in cases of domestic violence. This percentage varies widely between EU countries, with 51% of women in Italy and 6% in Luxembourg unaware of laws. The same study also found that in the EU.

'One third of victims of partner violence (33 %) and one quarter of victims of non-partner violence (26 %) contacted either the police or some other organisation, such as a victim support organization following the most serious incident of violence.'

¹ [Violence against women: an EU-wide survey. Main results report, European Agency for Fundamental Rights](#)

In total, victims reported the most serious incident of partner violence to the police in 14 % of cases and the most serious incident of non-partner violence in 13 % of cases.

For about a quarter of victims, feeling ashamed or embarrassed about what had happened was the reason for not reporting the most serious incident of sexual violence by a partner or a non-partner to the police or any other organisation.²

For this reason, this report will provide examples of awareness-raising campaigns with the aim of making women more aware of their rights and of the possibilities of obtaining support.

² [As above, page 55](#)

2. Collecting data of violence against women

Systematic data collection is central to effective policymaking to prevent and combat violence against women. However, collecting relevant and meaningful data is a global challenge, as the phenomenon of VAW cuts across multiple sectors and involves a wide range of actors. In addition, there are a variety of definitions used in relevant international conventions (CEDAW, Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women, Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence), which are then interpreted at the national level.

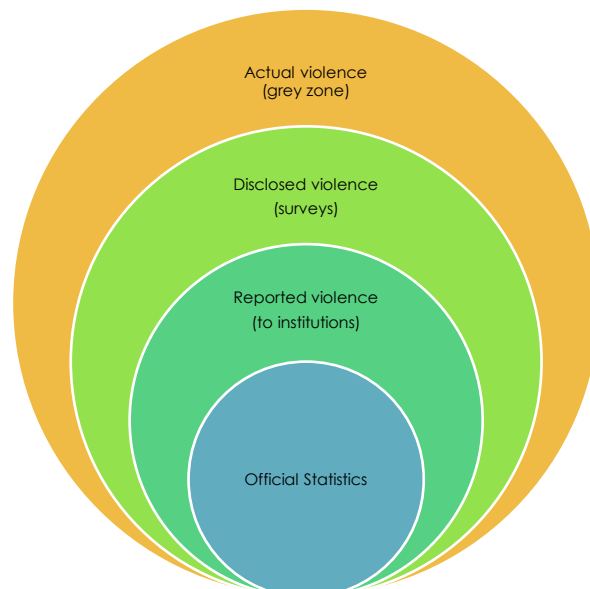
The 'prevalence onion'

Data on violence against women and girls are usually gathered from different sources. These sources are:

- **Reported violence = administrative data from institutions** that handle reported cases of violence against women (police/security sector, health sector, social services, judiciary (prosecution, protective measures/orders).
- **Disclosed violence = surveys** with a sample of women and/or men representative of the population)

As violence is often not revealed (in surveys) or reported to institutions, these sources do not reveal the true prevalence and incidence of gender-based violence. **As a result, the data available always gives us only a small part of the true extent of the problem.**

The difference between the actual prevalence and incidence of violence, on the one hand, and the disclosed violence recorded in surveys, on the other, is known as the 'grey zone', as illustrated below³.



Systematic data collection is for example an integral part of the Council of Europe Convention on preventing and combating violence against **women** and domestic violence (the Istanbul Convention)⁴.

³ Taken from EIGEs website on data collection: <https://eige.europa.eu/gender-based-violence/data-collection>

⁴ as highlighted by Article 11 of the Council of Europe Convention on preventing and combating violence against women and domestic violence (the Istanbul Convention). Link to the Convention in Portuguese: <https://rm.coe.int/168046253d>

The importance of data in the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention)

The Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention; Council of Europe, 2011a) was established as the first European legal instrument to address VAW in 2011. Article 11 of the Convention calls for the production, analysis and dissemination of relevant statistical data, and stipulates measures for implementing the convention. In particular, States are to collect disaggregated data at regular intervals on all forms of VAW covered by the convention **in order to study its root causes, effects, incidence and conviction rates**, as well as conduct population-based surveys at regular intervals to assess the prevalence of and trends in all forms of violence covered by the scope of the convention. The data collected helps to facilitate cooperation, set benchmarks and support the development of evidence-based policies to prevent VAW and domestic violence.

The Istanbul Convention is an example of an international convention, which includes a lot of detail by providing ratifying states with a concrete plan of action (it is open to all countries of the world beyond the Council of Europe Member States).

Administrative data

Administrative data collection plays an important role in monitoring the implementation of policies to reduce and prevent such violence and in assessing the effectiveness of national/governmental responses. Countries are increasingly interested in using VAW administrative data to understand, prevent and respond to VAW and are seeking guidance and support on how to collect and use such data effectively and ethically.⁵

Administrative data on VAW are gathered as part of the provision of services and support to a survivor or the response to an alleged or convicted perpetrator by authorities and different types of service providers, such as the police, prosecutors, courts, social welfare agencies, social services providers, women’s shelters, violence hotlines and the health sector.

Data and research in EU member states

There are different types of violence against women/gender-based violence and different approaches to what indicators to measure and how to define what data to collect. In many EU countries data is collected mainly on intimate partner violence and not on other forms of violence against women.

Definitions based on the Istanbul Convention

Forms of violence defined:

- psychological violence
- stalking
- physical violence
- sexual violence (including rape)
- forced marriage
- female genital mutilation
- forced abortion
- forced sterilisation
- sexual harassment

⁵ See also in: United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and World Health Organization (WHO). 2022. Global technical guidance: Improving the collection and use of administrative data on violence against women. New York: UN Women. Accessed in November 2022: https://cdn.who.int/media/docs/default-source/reproductive-health/vaw/global-technical-guidance-for-collection-and-use-of-administrative-data-on-violence-against-women.pdf?sfvrsn=d2c88914_3&download=true

Domestic violence/Intimate Partner Violence: includes all acts of physical, sexual, psychological or economic violence that occur within the family or domestic unit or between former or current spouses or partners, whether or not the perpetrator shares or has shared the same residence with the victim.

Under Article 11 of the Istanbul convention, governments are requested to

- Collect disaggregated statistical data at regular intervals on cases relating to all forms of violence covered by the scope of the convention. The judiciary, police, social welfare and health-care services therefore need to set up data systems that go beyond the internal recording of needs of their respective agencies/services and, as a minimum, collect data on victims and perpetrators disaggregated by sex, age, type of violence, the relationship of the victim to the perpetrator and geographical location. Recorded data should also contain information on conviction rates of perpetrators of all forms of violence against women.
- To support research to deepen knowledge of the root causes and effects of violence against women, incidence, and conviction rates, as well as of the efficiency of measures taken in implementation of the convention.
- Conduct population-based surveys based on data that are statistically representative of the target population so that they can be easily generalised to the larger population.

The body, which monitors the implementation of the Istanbul Convention, GREVIO⁶, has identified in its Mid-term Horizontal review⁷ a **number of challenges it found across Europe**:

- **In most cases, the gender of the victim and/or offender is missing** in both the police and the judicial sector (e.g. the police record both, but the judicial sector only records the gender of the offender).
- **The relationship between victim and offender is missing** and unclear definitions are used (family relationship/victim knows offender).
- Other shortcomings concern the **lack of collection of disaggregated data on the number of restraining orders/protection orders** - both in the context of criminal and civil proceedings - including the number of violations and sanctions imposed as a result of such violations.
- **The health sector collects data on violence against women only partially or not at all.** In **Malta and Serbia**, GREVIO noted commendable efforts by health services to collect robust data, particularly in relation to domestic violence.
- **Lack of harmonization of data from one public authority to another and across the criminal justice system.** This was the case in most of the countries analyzed by GREVIO. The lack of coordination and comparability of data therefore makes it impossible to follow cases through all stages of the criminal justice process. In particular, it makes it difficult to assess conviction, attrition and recidivism rates and to identify gaps in institutional responses.

The GREVIO also notes that data collection efforts focus on intimate partner violence. This is reflected in the examples presented in this report, but where there are efforts to cover more or all forms of violence, this is highlighted.

There are three types of data collection defined in the Istanbul Convention:

- Administrative data collection by all relevant sectors

⁶ Group of Experts on Action against Violence against Women and Domestic Violence
<https://www.coe.int/en/web/istanbul-convention/grevio>

⁷ Mid-term Horizontal Review of GREVIO baseline evaluation reports, re-dated in February 2022,
<https://rm.coe.int/prems-010522-gbr-grevio-mid-term-horizontal-review-rev-february-2022/1680a58499>

- Specific research on causes, effects, incidence and conviction rates
- Representative population-based surveys

GREVIO identified several promising practices on research and population-based surveys.

Research to deepen knowledge of the root causes and effects, incidence, and conviction rates

Belgium and France:

In Belgium a large number of academic studies and research projects had been carried - this research was either initiated by the Institute for Equality between Women and Men (IEFH) or systematically involved the IEFH. Such synergies should lead to greater coordination between these different studies and research projects and bring them more into line with one the conceptual framework (Istanbul Convention). The support given by the French authorities to research on all forms of violence against women covered by the Convention and including the **research carried out or funded by specialised units of the Ministry of Justice** and the Ministry of the Interior.

Sweden: Study center on violence against women and funding for research on women from a national minority

Significant amounts of funding were allocated to various actors for research projects on a wide range of issues in the field of violence against women, including "honour-related violence" and violence in same-sex relationships. There is a **National Centre for Knowledge on Men's Violence against Women (NCK)**, a government-funded research centre dedicated exclusively to the study of men's violence against women. The NCK conducts research - which informs training - aimed at improving the response of professionals who come into contact with victims of violence against women, particularly health professionals. Sweden also **funded of research into how Sami women, as a national minority, are served by and benefit from the current national response to violence against women.**

Population based surveys: Italy

Italian authorities carry out, since 2006, a dedicated survey on violence against women, covering various forms of violence (physical, sexual, psychological and economic violence and stalking) and taking into account the presence in the family of children who either directly suffered or witnessed domestic violence. The survey sheds light on important factors such as the sociodemographic characteristics of the victims, risk factors, the severity and consequences of violence, victims' awareness as to their rights and available protection mechanisms, as well as the pathway undertaken by victims to escape from violence. The survey was repeated in 2014 and involved a representative sample of foreign women residing in Italy. In the period 2015-2016, Italy also conducted a targeted survey on sexual harassment and sexual blackmail against women and men at work, which revealed the prevalence of these forms of violence against women.

A major initiative in the European Union to harmonize indicators and data collection is driven by the European Institute for Gender Equality (EIGE)⁸. EIGE has analyzed the current situation of data collection on intimate partner violence (IPV), rape and femicide in 30 different jurisdictions across all 27 EU Member

⁸ The European Institute for Gender Equality (EIGE) is an autonomous body of the European Union, established to contribute to and strengthen the promotion of gender equality, including gender mainstreaming in all EU policies and the resulting national policies, and the fight against discrimination based on sex, as well as to raise EU citizens' awareness of gender equality.

States and the United Kingdom and has made concrete recommendations to improve data quality, availability and comparability⁹.

EIGE’s indicators on intimate partner violence, rape and femicide: EU state of play¹⁰

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

EIGE defined 9 indicators to be collected by police and 4 indicators to be collected by the Justice sector/courts) see the full list in annex 1). Although the current work is focused on intimate partner violence only, **its systematic and strategic approach and analysis can be easily transferred to other forms of violence against women.**

Justice	10	Annual number of protection orders applied for and granted in cases of intimate partner violence against women, by type of court	IPV protection orders
	11	Annual number of men (aged 18 and over) prosecuted for intimate partner violence against women	IPV prosecuted (m)
	12	Annual number of men (aged 18 and over) sentenced for intimate partner violence against women	IPV sentenced (m)
	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	IPV held in prison (m)

Behind each of the 13 indicators are several components, which ensure its comparability across police and the justice sector:

Counting unit	sex of victim	victim-perpetrator relationship	Offence(s) included/	sex of perpetrator	age of perpetrator
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****** Only when these components use the same definitions and units the indicators can be comparable between sectors and different jurisdictions. ******

Based on its analysis of the state of play in the EU, EIGE has made recommendations to EU member states to make indicators and data better available and comparable¹¹. Here is a short summary:

1. When mapping relevant offences to the proposed indicators from national criminal codes and/or the ICCS only offences driven by intent should be included. **These offences must be tagged according to the type of violence.** For example, economic IPV may include all types of intentional economic transactions that are harmful to the partner, such as buying and selling expensive goods, excessively squandering of assets, losing common assets through gambling, theft and offences against property. This means that all of these crime types need an IPV tag.

⁹ EIGE’s indicators on intimate partner violence, rape and femicide Recommendations to improve data quality, availability and comparability, 2021, <https://eige.europa.eu/publications/eiges-indicators-intimate-partner-violence-rape-and-femicide-recommendations-improve-data-quality-availability-and-comparability>

¹⁰ this summary is based on the report: EIGE’s indicators on intimate partner violence, rape and femicide: EU state of play, 2021 <https://eige.europa.eu/publications/eiges-indicators-intimate-partner-violence-rape-and-femicide-eu-state-of-play>

¹¹ EIGE’s indicators on intimate partner violence, rape and femicide Recommendations to improve data quality, availability and comparability, 2021, <https://eige.europa.eu/publications/eiges-indicators-intimate-partner-violence-rape-and-femicide-recommendations-improve-data-quality-availability-and-comparability>

2. The **relationship between the victim and the perpetrator and on the sex of the victim and the perpetrator should be integrated into the recording of all crimes**. It is recommended that specific standardized categories on the relationship between the victim and the perpetrator be established across police and justice sector.
3. In order to **promote comparable data collection standardized counting rules and counting units are crucial**. One important aspect is the treatment of multiple offences (whether to count all or only the most serious offences).
4. Improve cooperation and data sharing between the police and justice sectors.

The EIGE experience and study provide a useful example of how indicators can be designed across different public agencies to ensure comparability. The findings and recommendations are also applicable to non-IPV forms of violence.

A recent practical guideline on 'Improving the collection and use of administrative data on violence against women: global technical guidance' from UN Women and the WHO is another possible resource¹² on how to collect and use administrative data.

¹² <https://www.unwomen.org/sites/default/files/2022-10/Improving-the-collection-and-use-of-administrative-data-on-violence-against-women-en.pdf>

3. National VAW strategies with specific measures on improving data

The examples below summarize and describe national strategies to combat violence against women in order to inspire AMBs to support the proposal for the creation of a national strategy to combat violence against women by the Ministry of Justice.

The examples from Belgium, Portugal and Spain illustrate the importance of one single public body to coordinate national strategies and their implementation, and the specific measures taken to improve data collection:

Belgium	Spain	Portugal
<ul style="list-style-type: none"> • federal system • many actors in different federal bodies and regional entities 	<ul style="list-style-type: none"> • a unitary system with a high degree of decentralization • many different actors in autonomous governmental units 	<ul style="list-style-type: none"> • a centralised system • limited number of actors,

Belgium: The new National Action Plan: examples of better coordination in a complex federal system with highly autonomous regions

Belgium: The new National Action Plan: examples of better coordination in a complex federal system with highly autonomous regions.

The current **national action plan against gender-based violence 2021-2025**¹³ (NAP) is an example of how a complex federally organized country with three highly autonomous regions is addressing gender-based violence across 17 ministries and 23 administrative bodies. The action plan covers all forms of gender-based violence as defined in the Istanbul Convention from intimate partner violence, domestic violence to sexual harassment, sexism and cyberviolence.

Before drafting the NAP, Belgium introduced an inter-ministerial Conference on women's rights in 2019 and improve communication and coordination.

Focus areas of actions:

- Better coordination across federal regions
- Closer consultations with Civil Society organizations
- Femicide
- Improvement and better harmonization of data collected by the police and the judiciary

Main actors and measures for better coordination:

- The **main coordination body is the Institute for Gender Equality of Women and Men** at national level. Its responsible for implementing government decisions in relation to gender equality.

¹³ PLAN D'ACTION NATIONAL DE LUTTE CONTRE LES VIOLENCES BASÉES SUR LE GENRE 2021-2025: https://igym-iefh.belgium.be/fr/publications/plan_daction_national_de_lutte_contre_les_violences_basees_sur_le_genre_2021_2025

The NAP has established the following coordination mechanisms:

- An **Interdepartmental Group (GID) bringing together the federal, community and regional ministerial cabinets** involved in the NAP and representatives of the federal, community and regional departments concerned.
- A **National Platform** representative of French-speaking and Dutch-speaking civil society
- A **multidisciplinary centre of expertise** whose missions will be the monitoring and evaluation of policies to combat gender-based violence. It will also be **responsible for collecting data, conducting research** and proposing tools to implement the Istanbul Convention in public policies.

New measures to harmonize data collection:

- Establish a **working group on administrative data** and produce an **annual national publication on gender-based violence statistics**. (Responsible: Secretary of State for Gender Equality, Equal Opportunities and Diversity. In collaboration with the relevant federal, community and regional ministers in the GID).
- Adapt the various police data tools to correctly reflect information on victims and perpetrators (IT and functional adaptations to provide reliable figures as part of the development of the new i-Police technical platform/ continue work to improve and make the existing data entry field relating to gender-based and intra-family violence technically transferable) – Ministry of Interior
- **Invite the College of Public Prosecutors to continue a working group on the availability of judicial statistics disaggregated by gender – Ministry of Justice**
- Conduct a national survey on the prevalence of gender-based violence. - Secretary of State for Gender
- Explore the possibility of establishing a mechanism for analysing cases of gender-based homicide, with a particular focus on femicide. - Secretary of State for Gender, Ministry of Interior and Justice

Belgium, the first European country to adopt a global law against femicide. Integration of data into new law on Femicide¹⁴:

The “Law” on the prevention and fight against femicides, gender-based homicides and the violence that precedes them” includes three measures in this area:

- Each year, a report containing the main statistics related to femicides, the characteristics of the victims, the perpetrators and the relationship between the victim and the perpetrator will be published.
- Every two years, a study on femicides covering in particular the prevalence of the different categories and types, their development over time and the measures taken to stem the phenomenon, relevant data on victims, perpetrators, the relationship between the victim and the perpetrator, the circumstances surrounding the death, the characteristics of the incident and the reasons related to the gender of the victim.
- Finally, a qualitative analysis of femicide cases will be carried out by an interdisciplinary committee in order to identify shortcomings and make recommendations to the Government.

¹⁴ <https://sarahschlitz.be/adoption-de-la-loi-stopfemicide-la-belgique-premier-pays-europeen-a-se-doter-dune-loi-globale-contre-les-femicides/>

Overall, Belgium is still at the beginning of improving and expanding its data collection and could provide ideas and inspiration to the AMB on the formation of a working group on data collection across sectors, ministries and federal states.

The example of Portugal is interesting to study as it has a very broad strategy on equality and non-discrimination with several specific action plans. However, Portugal has only recently started to decentralise and regionalise and therefore has a limited number of actors to coordinate.

Portugal: Example of a long-term strategy and expanding data collection to all forms of violence against women

Portugal: Example of a long-term strategy, including the goal to expand the existing data collection systems to all forms of violence against women and across more sectors

Portugal's current National Strategy for Equality and Non-Discrimination 2018-2030 (ENIND)¹⁵ is a long-term vision, which is translated into three four-year action plans, one of them on violence against women and domestic violence:

Action Plan for Preventing and Combating Violence against Women and Domestic Violence 2018-2021 (PAVMVD) (currently under review).

The National Action Plan (PAVMVD)¹⁶ is focused on 6 strategic objectives on one of them is **to improve statistics on violence against women and domestic violence and sets out the following specific measures:**

5.1 Improving statistics in the area of violence against women and domestic violence. This has included the building of a nationwide database on violence against women and domestic violence. This data base includes data from the National Republican Guard and the Public Security Police on domestic violence only. The Ministry of Internal Administration is publishing an annual report on data related to domestic violence and responsible for it¹⁷. The NEW database will include data on **violence against women AND domestic violence**, data from more entities than of the Criminal Justice system will make it possible to aggregate data from various governmental areas, facilitating the permanent updating of official data on violence. This database will enable data interoperability and centralization across different sectors. Efforts to finalize the database is still ongoing including efforts to harmonize the data. The new Database will be under the responsibility of SIGMAI.

5.1.1 Creation of sectorial statistical indicators for periodic monitoring of the problem at national level, including in an intersectional perspective. This has resulted in the regular publication of data on the domestic violence Portal (see more below).

Noteworthy - aiming to develop on-the-ground instruments to promote an effective implementation of the law, the Portuguese Government appointed in 2019 a **Multidisciplinary Technical Committee** to produce very concrete recommendations on the prevention of violence against women and domestic violence (by Resolution of the Council of Ministers 52/2019, 6 March) which led to the approval of a Resolution of the Council of Ministers in August 2019 (Resolution 139/2019, of 19 August). This Resolution represents an ambitious commitment of the Portuguese Government to eradicate domestic violence, focusing on the (a) creation of operational instruments to: improve domestic violence data, (b)

¹⁵ <https://www.cig.gov.pt/estrategia-nacional-para-a-igualdade-e-a-nao-discriminacao-2018-2030-portugal-igual/>

¹⁶ <https://www.cig.gov.pt/wp-content/uploads/2021/12/Relatorio-Intercalar-de-Monitorizacao-2020-PAVMVD.pdf>

¹⁷ To be found at: <https://www.sg.mai.gov.pt/Paginas/ViolenciaDomesticaRelatorios.aspx>

improvement of victim protection mechanisms within the 72 hours ensuing a complaint, (c) diversifying training models, (d) and improving primary and secondary prevention.

Risk assessment:

Upon receiving a complaint of domestic violence, the police authority mandatorily conducts a risk assessment in order to determine the relevant protection measures.

The example of Portugal could be of interest to the AMB, particularly in terms of information on how to set up a central database across sectors, but it appears that this process is still underway, see below for more details.

Although Spain is not technically a federation, it is a unitary government country with a high degree of decentralization. The first level of sub-national political and administrative division in Spain is the Autonomous Community. There are 17 autonomous communities and 2 autonomous cities. Police and judicial institutions exist at national and autonomous community level.

Responsibility for preventing and combating violence against women in Spain is shared between central and regional/local government. As a result of the large degree of regional autonomy, this central framework is complemented by a number of regional laws, programmes and policies, which vary greatly in their approach, scope and level of funding allocated to their implementation.

Spain: New strategy to address all types of violence against women

Spain: New strategy to address all types of violence against women – the most comprehensive example in this study

The national strategy to combat male violence 2022 – 2025 (in Spanish, Estrategia estatal para combatir las violencias machistas 2022 – 2025) was approved by the Council of Ministers in November of 2022¹⁸.

The main objectives of the strategy are:

- Increase the knowledge of male violence in Spain, including the capacity to respond.
- Increase the efficiency and coordination of prevention, detection, and assistance mechanisms to be able to reduce the incidence and prevalence of gender-based violence cases.
- Improve and innovate regarding the institutional capacity to offer protection, security, assistance, and integral reparation.
- Encourage the fulfilment of institutional obligations, in terms of the rights of the victims and survivors of gender-based violence.
- Recognize and support the fundamental role of women’s organizations, feminist, and human rights organizations in the eradication of this type of violence, in the design and the monitoring of this strategy.

The **main coordinating actor is the Government Delegation for Gender Violence**¹⁹.

The objectives of the State strategy to combat male violence objectives are planned to be implemented within a structure of main lines of action, strategic lines and measures which **become operational through actions programmed within the framework of their Annual Operational Programmes**.

There are 4 main lines of action and 23 strategic lines. The main lines of action are:

¹⁸https://violenciagenero.igualdad.gob.es/planActuacion/estrategiasEstatales/combaterViolenciaMachista/estrategia_2022_2025.htm

¹⁹https://violenciagenero.igualdad.gob.es/planActuacion/estrategiasEstatales/combaterViolenciaMachista/estrategia_2022_2025.htm

1. Updating and consolidating the framework of responsibilities and obligations of the public authorities in addressing the different forms of gender-based violence.
2. Awareness-raising, prevention, and detection of the different forms of male violence.
3. Protection, security, care, and integral reparation.
4. Coordinated, multi-agency response for the protection and guarantee of human rights.

This strategy takes into **consideration alltypes of violence defined by the Istanbul Convention**. It also takes into account the principles of intersectional discrimination **and aims to include ALL women in Spain (leaving no one behind principle)**.

It also expands on some definitions. Within Intimate Partner Violence, this strategy **includes vicarious violence (threatening) which is the one that seeks to cause harm or damage to women indirectly by harming a family member or someone close to them, mainly their children**. Also included in this strategy are trafficking of adult and underage women with the purpose of sexual exploitation, substance-related violence, institutional violence, digital violence and symbolic violence.

Since the beginning of 2022 the Government Delegation for Gender Violence in Spain has developed a **sub-classification of feminicides**. There are 5 categories:

- Intimate Partner Violence feminicide,
- Family feminicide, which includes honour killings,
- Sexual feminicide, which excludes IPV and family types of this crime,
- Social feminicide,
- Vicarious feminicide, defined as the murder of an adult woman by a male person to cause harm to another woman.

State Pact against Gender Violence²⁰

In Spain, the term of State Pact is used for agreements between different political parties in the parliamentary spectrum that guide long-term public policy on issues of great significance without interference from whichever party is in government at any time. The State Pact against Gender Violence of 2017 mandates interventions in all areas of society and it aims to produce improvements and enhancements on the previously established public system designed to eradicate all forms of gender violence.

The Government Delegation for Gender-based Violence consolidated the measures of the State Pact that were approved by both the Spanish Congress and Senate into a single document with a total of 292 measures structured around 10 main action lines. The Government Delegation for Gender-based Violence was responsible for coordinating and promoting the application of these measures and worked in coordination with the other Ministries and their dependent autonomous bodies, as well as the Autonomous Communities and Local Entities represented in the Spanish Federation of Municipal and Provincial authorities.

The example of Spain could be interesting for the AMB to study a comprehensive strategy with a large verity of actors in a highly decentralized state. The State Pact could be an example to inspire AMB on how to organize a comprehensive action against violence against women across a large number of highly autonomous governmental bodies.

²⁰

<https://violenciagenero.igualdad.gob.es/pactoEstado/#:~:text=Este%20Pacto%20de%20Estado%20supone,en%2011%20Ojes%20de%20trabajo>

Example of how a Ministry of Justice has contributed to the creation of a national strategy against violence against women

Denmark:

In Denmark, the national action plans and strategies on stalking and rape were informed by studies commissioned by the Ministry of Justice on the criminal justice response given by the police and judiciary to such cases²¹.

²¹ See GREVIO's baseline evaluation report on Denmark, paragraph 16. <https://rm.coe.int/grevio-first-baseline-report-on-denmark/16807688ae>

4. Harmonization efforts of data collected across sectors

Portugal is in the process of harmonizing data across different sectors and is developing a new database that will cover forms of violence against women beyond domestic violence/IPV.

Portugal: On the way to harmonize data and a common centralized database.

Portugal: on the way to harmonize data and a common centralized database. The current joint domestic violence portal will be expanded into a NEW CENTRAL database on *violence against women and domestic violence across police, justice, and other sectors.*

Domestic Violence Portal

The various sectors with interventions in DV/GBV have different databases and indicators, which makes it difficult to understand the real problem and create effective public measures.

1 The process behind the creation of the portal

In 2019, following [the final report of the Multidisciplinary Technical Commission for the Improvement of the Prevention and Combat Against Domestic Violence](#), the following measures implemented:

1. Standardization of data and indicators on homicides and other forms of violence against women and domestic violence;
2. Improvement of the victim's protection mechanisms in the 72 hours following the submission of a criminal complaint;
3. Reinforcement and diversification of training models on violence against women and domestic violence.

According to the resolutions of the Final Report of the Multidisciplinary Technical Commission, the standardization of data and indicators in terms of homicides and other forms of violence against women and domestic violence is considered a key goal for combating domestic violence and violence against women. The various sectors with interventions in domestic violence and violence against women have different databases and indicators, which makes it difficult to understand the real problem and create effective public measures. 11 indicators were harmonised so far and are accessible in the portal.

How does this Portal contribute to combat domestic and gender-based violence?

The project is firmly rooted in several sectors involved in combating domestic violence, allowing for better planning and services adequacy.

Who have been the collaborators in the project, and in what way is this collaboration across sectors and countries important?

The main collaborators in this project have been the various national stakeholders in domestic violence intervention, namely: **justice**, national support network for victims of domestic violence, social security, commissions for the protection of children of youth and health. This specific methodology has given results and guarantees adequate services to the victims. It also prevents revictimization.

Lessons learned: What have been the pitfalls and success criteria in this project (specific results)?

Being a project that involves several partners and a homogeneity of data and information, these two aspects will always give added value to the project in addition to the project's primary challenge.

Reported by: The Commission for Citizenship and Gender Equality (Public Gender Equality Commission www.cig.gov.pt)

Justice statistics

The Justice statistics is produced by the Directorate General for Justice Policy (DGPJ), and delegated to the National Statistical Institute. The system is currently modernized and the Hermes project is seen as a milestone. Justice Statistics on domestic violence are available. However, no information could be found, if and how the justice statistic will become part of the NEW database described above.

Spain has or had a specific strategic plan for the exchange of information between existing databases of different actors. The practice of an observatory within the judicial system is similar to that in Brazil. Spain has also created a comprehensive statistical portal.

Spain: Data is shared and comparable across sectors

Spain: Data is shared and comparable across sectors

Main steps taken towards comparable data shared across sectors:

- Creation of a Strategic Plan to for information sharing between the computer databases of the different government agencies (prisons, judicial agencies, State Police and Security Forces, health centres, social services, databases of firearms permits). Including the VioGen and SIRAJ systems.
- Creation of a specific unit in the General Council of the Judiciary to evaluate the data from the Courts for Violence against Women, as well as those cases related to this matter in non-specific Courts.
- Standardisation of statistics on victims (from the Ministries of Justice, Interior, Health, Social Services and Equality) to establish a common database with the same criteria.
- Promotion of research on sexual violence: diagnostic studies, statistical development, data development, harmonisation of data and publicity of data. Have prevalence studies and design indicators for all types of sexual violence.

Main databases and data collection tools:

- **Integral Monitoring System in cases of Gender based Violence (VioGen System) by the Ministry of Interior.** These cases are then classified by the level of risk assessed by Spanish standardised risk-assessment tools and disaggregated by geographical location.
- **System of Administrative Records to support the Administration of Justice (SIRAJ)**
- **Macro survey of Violence against Women, conducted every 4 years (last two were in 2015 and 2019)**

The main data portal²² provides a large number of data based on the above main databases and data collection tools and provides a huge amount of data which can be analysed along various categories.

Data in the justice sector

²² <http://estadisticasviolenciagenero.igualdad.mpr.gob.es/>

For the justice sector the **main institution is the Observatory against Domestic and Gender-based Violence** which was established in 2002. It is comprised of representatives from the General Council of the Judiciary, the Ministry of Justice, and other institutions. The Observatory is tasked with compiling and analysing data from judicial statistics, such as the number of cases reported to the police, protection orders, judgments, victims, etc.; Promoting the analysis, study and research of the response of the justice system on this issue; improving coordination between relevant institutions aiding in the implementation of initiatives aimed at the eradication of domestic and gender-based violence through the justice system.

The General Council of the Judiciary also collects data on cases of intimate partner violence and violence against women at all stages of the procedure before general criminal courts and the specialist violence against women courts. It also regularly publishes bulletins containing the number of charges brought and dropped, the number of protection orders requested, granted, and denied, the types of procedures initiated and their outcome. Moreover, most data are disaggregated by age, sex, relationship of the perpetrator to the victim, and type of intimate partner violence (including physical, psychological, sexual, and “honour-related violence”) and geographical location.

Data portal of the Observatory against Domestic and Gender-based Violence:

<https://www.poderjudicial.es/cqj/es/Temas/Violencia-domestica-y-de-genero/Actividad-del-Observatorio/Datos-estadisticos/>

Developments in data collection and sharing in Spain appear to have moved beyond domestic violence and could provide the AMB with a comprehensive picture of what a well-developed system of data collection and sharing across sectors might look like.

5. Awareness raising campaigns – examples of good practices from EU countries

Awareness-raising campaigns can serve three different purposes:

- i. **Disseminating information** to enable victims and witnesses to recognise and respond to violence. These campaigns tend to focus on referring victims to support services. Most campaigns fall into this category.
- ii. Campaigns aimed at **changing the values and attitudes** underlying gender-based violence.
- iii. Campaigns **targeting specific types of professionals** to sensitize them to an issue that was not part of the training.

GREVIO and NGOs have pointed out that campaigns aimed at changing the values and attitudes underlying gender-based violence are usually implemented to a lesser extent, as they require more effort and budget. A highly praised campaign in this category was carried out in Belgium.

Another challenge is that awareness-raising campaigns are often short-term, focus on domestic violence and do not sufficiently involve women's NGOs, thus failing to benefit from their long-term experience. There is also a gap in awareness-raising campaigns targeting women from marginalized/vulnerable groups.

- i. **Campaigns that provide information to enable victims and witnesses to recognize and respond to violence:**

France: an example for systematic awareness-raising campaigns as an integral part of long-term actions plans on violence against women

The efforts made by the authorities to increase the visibility of violence against women and the existence of political will to increase societal awareness of the phenomenon, which has led to tangible results. It highlighted, in particular that awareness-raising activities have become more systematic in the last two decades, and that they continue every year as part of the measures implemented by the various inter-ministerial plans. Some have addressed gender-based harassment and sexual violence in public transport, including unacceptable behaviour, key advice on how to behave and how to react in these situations. Others have focused on sexual violence, or for example, on witnessing domestic violence. The latter was unprecedented in scale and budget (around 4 million euros).

Belgium has a high quality of awareness-raising campaigns run at different levels of government (federal, regional or community).

These focused on diverse forms of violence, notably, sexual harassment and gender-based acts, intimate partner violence, sexual violence, "honour-related violence", forced marriage and FGM as well as on diverse target groups, using various communication media.

Innovative practices for prevention: Promoting feminist self-defence for adult women

Province of Antwerp, which funds training courses for female self-defence trainers. The effectiveness of such practice is increasingly recognised in violence prevention²³. By integrating this practice into a comprehensive awareness and prevention strategy, Belgium could become a pioneer in Europe where supporting feminist self-defence is concerned.

23 [https://www.europarl.europa.eu/RegData/etudes/STUD/2016/571385/IPOL_STU\(2016\)571385_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/STUD/2016/571385/IPOL_STU(2016)571385_EN.pdf)

ii. Campaign aimed at changing attitudes:

<p>Belgium: Campaign on intimate partner violence “Fred et Marie/Marie et Fred”: http://www.fredetmarie.be/</p>
<p>Two short films (each about 15 min) about psychological and physical violence and how Marie starts a life without the violent partner. 2011 and 2012.</p> <p>These short films about a couple which addresses the issue of domestic abuse and was made as an awareness raising campaign (the other film being Marie et Fred and). Rather than seek to make a big impact by including violence, the film focuses on the smaller day to day reality of an abusive or oppressive relationship.</p> <p>The film is by a director duo in Brussels called <u>The Deck & Lenitch</u>.</p> <p>TARGET AUDIENCES Teenagers Students Education professionals</p> <p>AUTHORS The French Community Commission - COCOF The Wallonia-Brussels Federation Brussels region Wallonia region</p>

iii. Campaign aimed at specific professionals:

<p>Denmark: awareness raising campaign on stalking and rape that also targeted police and social workers</p>
<p>This approach has led to improvements in the professionals’ response to such violence and demonstrates the importance of such measures, where their initial training does not yet include information on these forms of violence against women.</p>

6. Risk assessment and protocols after a risk was identified

To complement the study, the author collected information on risk assessment protocols or interesting practices in risk assessment that might be of interest to AMB in order to inspire the improvement of the current FRIDA risk level protocols.

Belgium: anti-approach alarm

Belgium: anti-approach alarm - tool to protect victims from highly violent and repeat offenders to prevent femicide, which was piloted and will be rolled out in 2023²⁴.

How does it work?

If there are particularly alarming risk factors, the police officer immediately informs the public prosecutor's office in order to take the most appropriate measures which will reduce the risk as much as possible. As part of the pilot project, the risk assessment instrument of COL 15/2020 was used as a guideline to decide on the assignment of the anti-approach warning and was found to be useful.

According to the evaluation carried out by the Institute for Equality between Women and Men (IEFH), the pilot project deployed in Ghent resulted in an anti-approach alarm that works on the technical and operational levels of the police. During the six-month test phase of the mobile harassment alarm with victims, ten alarms were granted via the multidisciplinary consultation. This is a high figure, given the "life-threatening" condition attached to granting victims the anti-approach alarm. For one of these victims, there were twice, thanks to the alarm, a successful police intervention during the recording period.

In 2021, 9 alarms have already been attributed and a successful police intervention has already taken place for two victims. Thanks to the rapid intervention of the police, an offense has always been avoided and the perpetrator has been caught red-handed in several situations. Thanks to the anti-approach alarm, the victims all felt a great sense of security and once again dared to go out on the street alone. The effective use of the panic button has also demonstrated the need for the anti-approach alarm and the speed of any police intervention.

The Belgian example may be of interest if the AMB wants to better understand how the anti-approach warning and protocol works.

Portugal: Enhancement of the risk assessment

Portugal has further developed its risk assessment by revising the forms and the risk assessment method used:

Portugal: Enhancement of the risk assessment.

Upon receiving a complaint of domestic violence, **the police authority mandatorily conducts a risk assessment in order to determine the relevant protection measures.**

These may include:

- elaborating a safety plan for the victim with specific advice to ensure personal safety;

²⁴ <https://sarahschlitz.be/nederlands-lalarme-antirapportement-un-dispositif-de-protection-des-victimes-de-violences-entre-ex-partenaires/>

- flagging the victim for the tele-assistance protection programme;
- referring the victim to support mechanisms and, eventually, shelters;
- when there are children involved, flagging the case to the Commission for the Promotion of the Rights and Protection of Children and Youngsters (CNPDCJ);
- establishing periodic contacts with the victim; and reinforcing patrols in the area of residence of the victim.
- The police may also suggest that the Public Prosecution Service asks the court to impose coercive measures to the offender.

Any complaint of domestic violence is immediately forwarded to the Public Prosecution Service to pen a criminal inquiry, together with the above-mentioned risk assessment. Prosecutors shall also ensure the completion of the risk assessment forms and its careful analysis, as well as inquire on the existence of prior offences, in order to fully assess the protection demands of the victim and determine the application of the necessary measures.

Improvements of the risk assessment:

- Elaboration of a manual by the GNR, PSP, and the Criminal Police (PJ), in co-operation with the Centre for Judicial Studies and the Prosecutor-General Office; https://www.ciq.gov.pt/wp-content/uploads/2020/06/172-20_MANUAL_ATUACAO_FUNCIONAL_Final.pdf
- Revision of the forms to report the crime of DV and the templates granting the victim's statute;
- Creation of emergency intervention networks through pilot projects;
- Evaluation of the organisation model of the recently implemented Victims' Support Offices in view of their expansion;
- Revision of the current model to assess and manage risk impending on the victim to include also indicators regarding children and youngsters and other vulnerable victims.

Changes to criminal proceedings:

- Once the suspect is constituted defendant in the criminal proceedings, the court considers, within 48h, the application of coercive measures, including the prohibition of remaining in the residence where the crime was committed or where the victim lives or contact with the victim.
- These measures are applicable at various procedural moments besides as a coercive measure: as an injunction in the context of the provisional suspension of the procedure; as an obligation inherent in the suspension of the execution of the imprisonment sentence; or as an accessory penalty.
- Prior to the trial hearing, the court should request an updated risk assessment in order to determine measures appropriate to ensure victim's safety.

Spain: Risk assessment is based on a mathematic algorithm.

The Spanish risk assessment system is the largest risk assessment system in the world, with more than 3 million registered cases. In Spain, the risk assessment tool provides an algorithmic risk score that is used to make decisions or recommendations on what police and legal measures should be taken to protect women. It would be interesting to compare the actual protocol linked to the different levels of the Spanish system with FRIDA.

Spain: Risk assessment is based on a mathematic algorithm

The Spanish police use a risk assessment system for intimate partner violence (IPV) on a daily basis: the so-called VioGén system, which records all reported cases of gender-based violence in Spain. It is the largest risk assessment system in the world, with more than 3 million registered cases. In Spain, the risk assessment tool provides an algorithmic risk score that is used to make decisions or recommendations on what police and legal measures should be taken to protect women.

How does it work?

When a woman goes to report an assault by an intimate partner, she triggers a process that takes at least a couple of hours. First, the police officer goes through an online form with her. **The officer marks each item on the VPR form** (from the Spanish acronym for 'Police Risk Assessment') as 'present' or 'not present'. There are 39 items in the latest published version of the form (the VPR4.0). Agents can also rely on police databases, witnesses, and material evidence.

Questions explore the severity of previous assaults (e.g., whether weapons were ever used), the characteristics of the aggressor (jealous, bully, sexual abuser, unemployed, drug addict, etc.), the vulnerability of the victim (pregnant, foreign, economically dependent, etc.) and aggravating factors (e.g. assaults by other men).

The answers are automatically fed into a mathematical formula which produces a **score that measures the risk of the perpetrator repeating violent acts**. This quantitative approach differs from that used in DAS-H, the British equivalent of VioGén. The latter is essentially a paper checklist to help officers get an idea of the situation.

Once a case's score has been determined, the agent decides on a package of protective measures to match the level of risk. For the lowest scores, agents will discreetly check on the woman from time to time. For the highest scores, the police will give the victim an alarm button, track the attacker's movements or guard her home. The agent also sends the form and the risk score to the prosecutors and judges who will see the woman's case.

After the first report, the police meet the woman again to fill in a second form to assess whether the situation has worsened or improved. This is done periodically, more or less often depending on the level of risk. The police only stop following up if no legal action is taken and the risk level falls below medium.

A new protocol was introduced in March 2019, the fifth major change VioGén has undergone since it was first introduced in 2007. The programme now identifies cases "of particular relevance", where the risk is high, and cases "involving minors at risk".

The programme is by far the most complex of its kind in the world. It has reasonable performance indicators.

A recent external audit by NGOs raised concerns that, although the risk assessment system is designed to make recommendations, police officers rarely do so, and thus do not use their expertise and experience to verify a result of the automatic algorithm.²⁵

25 <https://eticasfoundation.org/gender/the-external-audit-of-the-viogen-system/>

7. Summary of examples to further explore for AMB and other Brazilian actors

If the AMB and other stakeholders want to focus on a **comprehensive national strategy** and a **comprehensive and ongoing system of data-sharing between different sectors**, they should look more closely at Spain:

- **Responsibilities for preventing and combating violence against women in Spain** are shared between central and regional/local government. As a result of the large degree of regional autonomy, this central framework is complemented by a number of regional laws, programmes and policies, which vary greatly in their approach, scope and level of funding allocated to their implementation. **This could be useful for the AMB to identify possible future needs in coordination with a national strategy.**
- **Spain has a new and comprehensive national strategy** with a large number of actors in a highly decentralised state. The **State Pact could be an example to inspire AMB on how to organise comprehensive action** against violence against women across highly autonomous government bodies.
- **Spain has/had a specific strategic plan for the exchange of information between existing databases of a wide range of actors.** The practice of having an observatory within the justice system is the same as in Brazil and could provide **AMB with additional ideas on how to institutionalise the pilot role that AMB would like to follow.** **Spain has also set up a comprehensive statistical portal and several comprehensive databases that allow data to be shared across sectors** and autonomous regions. Overall, developments in **Spain appear to have progressed to include data beyond domestic violence and could provide the AMB with a comprehensive picture** of what a well-developed system of data collection and sharing across sectors might look like.
- The Spanish risk assessment system is the largest risk assessment system in the world, with more than 3 million registered cases. In Spain, the risk assessment tool provides an algorithmic risk score that is used to make decisions or recommendations on what police and legal measures should be taken to protect women. It would be interesting to compare the actual protocols associated with the different levels of risk in the Spanish system with FRIDA.

The **examples from Portugal** can provide information on a **broad national strategy that goes far beyond violence against women and several specific action plans**, but Portugal has only recently started to decentralise and regionalise and therefore has a limited number of actors to coordinate. The following features are worthy of closer examination:

- The Portuguese example could be of interest to the AMB, especially in terms of **how a central, cross-sectoral database can be set up in practice**, but it seems that this process is still underway.
- Portugal is in the **process of harmonising data across sectors** and developing a new database that will cover forms of violence against women beyond domestic violence/IPV. This could be a concrete case to study how data is harmonised and what processes are needed to share data across sectors.

- Portugal has **further developed its risk assessment** by revising the forms and the risk assessment methodology, as well as the protocols linked to the risk levels assigned. As FRIDA was inspired by the Portuguese risk assessment, this could be an opportunity to further investigate the changes made, why they were made and if and how this has improved the system.

Overall, **Belgium is still at the beginning** of improving and expanding its data collection and could provide the AMB with ideas and inspiration for the formation of a working group on data collection across a wide range of sectors, ministries and federal states. Belgium also has interesting work to share **on awareness-raising campaigns**. The Belgian **approach alarm** could be of interest if the AMB wants to better understand how the approach warning and protocol works.

The experience and **study of the EIGE** is a useful example of **how to design indicators across different public bodies** to ensure their comparability and is a good basis for informing the process of harmonising data on IPV. The findings and recommendations are also applicable to non-IPV forms of violence.

8.ANNEX

Annex 1: EIGE indicators on intimate partner violence, femicide and rape

EIGE indicators on intimate partner violence, femicide and rape for the police and justice sectors (including indicator abbreviations).

Competent authority	Nr	Indicator	Abbreviation in this report
Police	1	Annual number of women (aged 18 and over) victims of intimate partner violence committed by men (aged 18 and over), as recorded by police	IPV victims (f)
	2	Annual number of reported offences related to intimate partner violence against women committed by men (aged 18 and over)	IPV reported offences (f)
	3	Annual number of men (aged 18 and over) perpetrators of intimate partner violence against women (and percentage of male population that are perpetrators)	IPV perpetrators (m)
	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	IPV victims (f) – physical
	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	IPV victims (f) – psychological
	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	IPV victims (f) – sexual
	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	IPV victims (f) – economic
	8	Annual number of women (aged 18 and over) victims reporting rape committed by men (aged 18 and over), as recorded by police	Rape victims (f)
	9	Women victims of intimate partner femicide (aged 18 and over) committed by a male intimate partner (aged 18 and over), as a share of women victims of homicide (aged 18 and over)	Femicide victims (f)
Justice	10	Annual number of protection orders applied for and granted in cases of intimate partner violence against women, by type of court	IPV protection orders
	11	Annual number of men (aged 18 and over) prosecuted for intimate partner violence against women	IPV prosecuted (m)
	12	Annual number of men (aged 18 and over) sentenced for intimate partner violence against women	IPV sentenced (m)
	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	IPV held in prison (m)

Annex 1.1: EIGE- statistical definitions of physical, sexual, psychological and economic IPV

Statistical definition of Intimate Partner Violence: 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’.

Term	Definition
Physical IPV	Any act that 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 IPV	Any sexual act performed on the victim without consent. Sexual violence can take the form of rape and sexual assault.
Economic IPV	Any act or behaviour that causes economic harm to the current or former partner. Economic violence can take the form of, among other things, property damage, restricting access to financial resources, education, or the labour market, or not complying with economic responsibilities, such as alimony.
Psychological IPV	Any act or behaviour that causes psychological harm to the partner or former partner. Psychological violence can take the form of, among other things, coercion, defamation, verbal insult, or harassment.

Rape, another form of violence that disproportionately affects women, is defined by EIGE for statistical purposes as ‘Sexual penetration, whether vaginal, anal or oral, through the use of object or body parts, without consent, using force, coercion or by taking advantage of the vulnerability of the victim’. Rape is illegal in all EU Member States, but its definition varies between jurisdictions.

Intimate partner femicide is defined by EIGE as ‘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’.

Annex 2: Examples harmonized indicators in Portugal and the systematic review of homicide situations in the domestic violence context

Portugal: Harmonized indicators and data: work towards a NEW database

Regarding this matter a unique database for VDVCM (for all sectors – health, law enforcement, justice, social security) is under construction. However, meanwhile, 11 key indicators and 28 DV/VAW sub-indicators were established and are periodically presents through the Domestic Violence Portal on the Commission for Citizenship and Gender Equality Website and there is also a quarterly presentation of these indicators on the government/Presidency of the Council of Ministers website.

The following indicators are currently available under the Domestic Violence Portal:

- Reported occurrences/complaints to the Police for Domestic Violence
- “Provisional suspensions of the legal process” with legal follow-up;

Detainees due to DV

- Pre-trial detainees
- Prisoners serving time in prison for DV

Coercive measures applied in the context of DV crime

- Coercive measures – distance from the victim
- Coercive measures – distance from the victim – with electronic surveillance
- Coercive measures – distance from the victim – without electronic surveillance

Programme for domestic violence perpetrators

- Total number of persons in the Programme
- Number of persons in the Prison Programme
- Number of persons in the Community Programme
- Number of victims in the Tele-assistance Programme for Domestic Violence Victims
- Number of victims assisted by the RNAVVD
- Total number of sheltered victims
- Total number of sheltered women victims
- Total number of sheltered children victims
- Total number of sheltered men victims

Transportation for Domestic Violence Victims

- Total number of transportations of Domestic Violence Victims
- Total number of transported women victims
- Total number of transported children victims
- Total number of transported men victims

Voluntary homicide in the context of the Domestic Violence Crime (Penal Code)

Total number of victims

Total number of women victims

Total number of children victims

Total number of men victims

Total 1st instance Convictions for Domestic Violence

Official referrals to Child Protection Services for Domestic Violence

Portugal: Systematic review of homicide situations in the domestic violence context

Retrospective Analysis of Homicides in Domestic Violence

The mission of the Retrospective Analysis of Homicide in Domestic Violence Team is to analyse, retrospectively, situations of homicide in the context of domestic violence that have already been subject to a final court decision or have been filed or not charged. The aim is to draw conclusions that will allow the implementation of new preventive methodologies in the respective procedures and also to produce recommendations to public or private entities that intervene in this area. Consult the Reports and Recommendations produced here.

<https://earhvd.sg.mai.gov.pt/RelatoriosRecomendacoes/Pages/default.aspx>

A roadmap – Domestic Homicide Review Tam.

<https://earhvd.sg.mai.gov.pt/DomesticHomicideReviews/Pages/ARTTFFYOA.aspx>

Annex 3: Initial table of good practices/case studies

Topic	Country/what	Country/what	Country/what
National strategies/action plans		<p>Portugal: The new national strategy ENIND is built around three pillars: 1) equality between women and men; 2) violence against women, including in particular domestic violence; and 3) LGBTI rights.</p> <p>Portugal's (2018-21) Action Plan for Preventing and Combating Violence against Women and Domestic Violence aimed at strengthening co-ordination among and between ministerial agencies and the CIG, namely by foreseeing a more rigorous and regular monitoring of measures taken by each agency in implementing the action plan.</p>	<p>Belgium: new National Strategy: Developed in consultation with civil society actors, it provides for more than 200 measures distributed among 17 ministries and 23 administrations. It aims to enable Belgium to honour the Istanbul Convention and "achieve real equality between men and women".</p> <p>Focus on:</p> <ul style="list-style-type: none"> - Femicide - quantitative and qualitative studies and improvement of data collection (harmonization) of police and judiciary. - Better coordination across Federal States
Coordination and cooperation	<p>Belgium: New NAP with focus on</p> <ul style="list-style-type: none"> - Better coordination across Federal States 	<p>Portugal: interministerial involvement in the promotion of policies on violence against women is secured in two ways: through the coordinated efforts of the CIG and the Portuguese National Human Rights Committee (the PNHRC).</p>	
Awareness raising campaigns	<p>Denmark: campaigns on stalking and rape, which included components that specifically targeted professionals such as law enforcement agents and social workers.</p>	<p>Belgium: quality of the awareness-raising campaign run at different levels of government (federal, regional or community). These focused on diverse forms of violence, notably, sexual harassment and gender-based acts, intimate partner violence, sexual violence, "honour-related violence", as well as on diverse target groups, using various communication media. In particular the campaign on psychological intimate partner violence "Fred et Marie/Marie et Fred", which uses series of short films that portray, in a non-sensationalist way, psychologically violent behaviour in a relationship and the responses of the victim and bystanders.</p>	
Law enforcement and criminal justice system data collection	<p>Good practices</p> <p>Portugal: the entire criminal proceedings chain, from the filing of the complaint to the delivery of the judgment. However, there are some gaps in the data collected</p>	<p>Developing Practices in Federal Systems</p> <p>Belgium: New NAP with focus on</p> <ul style="list-style-type: none"> - Harmonization of data collection from police and the Justice system across Federal States 	<p>OR Spain: Data Collection of the National Police on reported crime on the basis of statements and reports made to various authorities/ services which serve as the first point of contact (service providers, police and health system). That also includes the data collected by the General</p>

(relationship of perpetrator and victim, sex of perpetrator, not all types of VAW)
standard form is used to record domestic violence. This form compiles information regarding the age and sex of the victim and of the offender, their relationship – including any form of economic dependency – the presence (if any) of children at the scene of the crime, the use of firearms to commit the crime, any addictive behaviour of the perpetrator, medical treatment of the victim and a risk assessment. The data is compiled into a report and additional data are collected to fine-tune the knowledge regarding the time frame and geographical location in which the crime is committed, general features of the victim and the perpetrator (such as employment status, marital status, educational level) and types of violence (whether psychological or physical). A separate section of the report on domestic violence illustrates data on the outcome of criminal proceedings.
Domestic Violence Risk [Risco de Violência Doméstica - RVD] instrument was developed and is used (but seen critically by researchers)

Council of Judiciary (data on cases of intimate partner violence at all stages of the procedure before general criminal courts and the specialist violence against women courts). Spain also has a risk assessment monitoring system.

<p>Risk assessment</p>	<p>Austria: MARACs - Multi-Agency Risk Assessment Conference. Pilot in Vienna since the early 2000. New Risk Assessment conferences since 2021 between Police, Justice and NGOs. Total roll-out since 2022.</p>	<p>Spain: The Ministry of the Interior compiles and publishes monthly data on the number of cases of intimate partner violence against women entered by law-enforcement agencies and other public institutions into the Integrated Monitoring System for cases of Gender Violence (VioGen). These cases are then classified by the level of risk assessed by Spanish standardized risk-assessment tools and disaggregated by geographical location.</p>	
<p>Other</p>		<p>EIGE: Harmonization of administrative data collection on Intimate partner violence and gender related killings (femicide). A set of 13 indicators on</p>	



intimate partner violence were developed that can be used specifically by the police and the justice sectors.

EIGE presents a proposal of variables for a classification system that will help to standardize data gathering and contribute to a European Union-wide definition of femicide for statistical purposes: