United Nations Nations Unies

Indicators to measure violence against women

Expert Group Meeting

Organized by:
United Nations Division for the Advancement of Women
United Nations Economic Commission for Europe
United Nations Statistical Division

In collaboration with:
UN ECA
UN ECLAC
UN ESCAP
UN ESCWA

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Report of the Expert Group Meeting

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I. INTRODUCTION: SCOPE OF THE MEETING

a. Background

On 19 December 2006, the General Assembly of the United Nations adopted without a vote a resolution entitled 'Intensification of efforts to eliminate all forms of violence against women' (A/RES/61/143). The resolution requested:

> *the Statistical Commission to develop and propose, in consultation with the Commission on the Status of Women, and building on the work of the Special Rapporteur on violence against women, its causes and consequences, a set of possible indicators on violence against women in order to assist States in assessing the scope, prevalence and incidence of violence against women.*

This mandate provided by the General Assembly reinforces the increasing demand for indicators on violence against women. Widespread and consistent use of an agreed indicator, or set of indicators, would be an incentive for States to collect data on violence against women and monitor the extent of such violence in a more systematic way. Such efforts would contribute to strengthening the knowledge base on violence against women. Availability of knowledge about violence against women would result in better informed legislative and policy reforms and strategy development to address and eliminate violence against women. The Statistical Commission, in consultation with the Commission on the Status of Women, has the opportunity to support the collection of data and indicators that can be measured through official statistics on the scope, prevalence and incidence of violence against women. Such efforts would also enhance the role and contribution of national statistical offices in one crucial area of gender equality.

In order to support the work of the Statistical Commission and the Commission on the Status of Women, the United Nations Economic Commission for Europe (UN ECE), the United Nations Division for the Advancement of Women (UN DAW) and United Nations Statistics Division (UNSD), in collaboration with the Economic Commission for Africa (UN ECA), the Economic and Social Commission for Latin America and the Caribbean (UN ECLAC), the Economic and Social Commission for Asia and the Pacific (UN ESCAP), and the Economic and Social Commission for Western Asia (UN ESCWA), convened a meeting of experts in Geneva, from 8 to 10 October 2007. The meeting was hosted by the Conference of European Statisticians' Task Force on Violence against Women.

The main objectives of the meeting were to:

- Take stock of existing major national, regional and international initiatives aimed at developing indicators on violence against women;
- Assess advantages and disadvantages of various indicator proposals;
- Develop criteria for the identification of a possible set of indicators on violence against women;
- Summarize options, and put forward recommendations for a possible set of indicators to support countries to measure the scope, prevalence and incidence of violence against women;

- Outline related data collection requirements and constraints, as well as opportunities for overcoming these, taking into consideration users' needs;
- Consider the types of violence that should be covered in a possible set of indicators and propose an approach for defining a technical description of each possible indicator.

The meeting brought together a broad range of experts, including representatives from national statistical offices, United Nations regional commissions, inter-governmental organizations, academia and non-governmental organizations (see Annex I for the list of participants).

The meeting was chaired by Ms Angela Me, Chief, Social and Demographic Statistics Section, Statistical Division, UN ECE. The rapporteur of the meeting was Professor Sylvia Walby, Lancaster University, UK.

The papers presented at the meeting can be found on the websites of UN ECE and UN DAW, at:
http://www.unece.org/stats/documents/2007.10.gender.htm
http://www.un.org/womenwatch/daw/egm/vaw_indicators_2007/egm_vaw_indicators_2007.htm. The list of documents and the programme of work for the meeting are contained in Annexes II and III, respectively.

b. Introduction to indicators

Indicators summarize complex data into a form that is meaningful for policy makers and the public. Indicators provide a simple summary of a complex picture, abstracting and presenting in a clear manner the most important features needed to support informed decision-making. They are selected to specifically address one issue or question, and can be expressed as rates, percentages, ratios or numbers.

Indicators are part of the knowledge base needed to assist policy and decision-making. They help to raise awareness of an issue. Indicators, with their associated benchmarks, contribute to the monitoring of progress in achieving goals, and in policy evaluation. They enable an evidence-based comparison of trends over time, and within and between countries. Indicators on violence against women may also support the assessment of States' exercise of their due diligence obligation to prevent and address violence against women, and the effectiveness of related policies and other measures.

Two main types of indicators on violence against women are being developed: indicators that measure the extent of the phenomenon; and indicators that measure States' responses to the problem. The remit of this meeting is on indicators to measure the scope, prevalence and incidence of violence against women. An overview of initiatives to develop indicators on violence against women presented and discussed at the meeting is set out below (see section III(c)).

Indicators to measure States' responses, including changes in policy, are being developed elsewhere. In particular, the United Nations Special Rapporteur on violence against women, its causes and consequences is working on a set of indicators, including measuring State responses to combat violence against women. The

National Violence Against Women Monitor Programme for Central and Eastern Europe, South Eastern Europe, the Caucasus, Central Asia and Mongolia, launched by the Open Society Institute's Network Women's Programme and Minnesota Advocates for Human Rights, is an example of an NGO initiative to measure State responses. This programme examines the following areas: States' mechanisms, including coordinating bodies, budget and action plans; legislation; special protocols to deal with cases of violence against women; special units in law enforcement bodies; services; education and training; role of the media; awareness raising activities; research and surveys; statistics and data collection; and case law.

II. INDICATORS TO MEASURE VIOLENCE AGAINST WOMEN

a. Definition and forms of violence against women

Violence against women is one of the most systematic and prevalent human rights abuses in the world. It is directed against a woman because she is a woman or affects women disproportionately. Such gender-based violence against women is a form of discrimination and deeply rooted in power imbalances and structural relationships of inequality between women and men. Violence against women is a global phenomenon, occurring in every continent, country and culture. It harms families, impoverishes communities and reinforces other forms of inequality and violence throughout societies.

A focus on the collection of data on violence against women remains essential: intergovernmental bodies, including the General Assembly, have on many occasions reiterated this need and have mandated work on this issue. Violence against women is a concern which is still hidden and not well recognized in many countries, and policy makers consistently request more and better quality information, including data, on this phenomenon: to guide legislative and policy reforms; to ensure adequate provision of targeted and effective services; to monitor trends and progress in addressing and eliminating violence against women; to assess the impact of measures taken. Accurate and comprehensive data are crucial for increasing societal awareness of violence against women and its unacceptability, and for enhancing the accountability of States to act against such violence.

As noted in the Secretary-General's in-depth study on all forms of violence against women (A/61/122/Add.1 and Corr.1), violence against women is understood to mean "any act of gender-based violence that is directed against a woman because she is a woman or that affects women disproportionately". As discussed in the study, women are subjected to violence in a wide range of settings, including the family, the community, State custody and armed conflict. The Secretary-General's study addresses, inter alia, the following forms of violence against women: intimate partner violence; harmful traditional practices, including female genital mutilation/cutting, female infanticide and prenatal sex selection, early marriage, forced marriage, dowry-related violence, crimes against women committed in the name of "honour", maltreatment of widows; femicide; sexual violence by non-partners; sexual harassment and violence in the workplace and elsewhere, and trafficking in women. These aspects are relevant in data collection efforts.

While violence against men is also an important issue requiring attention, this violence takes different forms and is not rooted in power imbalances and structural relationships of inequality between women and men. Thus, the broader issue of inter-personal violence, which has male and female victims, who may also be vulnerable by way of age, disability or social exclusion, requires a separate approach and different methodology to measure it.

b. International, regional and national legal frameworks

International, regional and national legal frameworks are critical to addressing violence against women.

It is well established under international law that violence against women is a form of discrimination against women and a violation of human rights. States' obligations to respect, protect, fulfill and promote human rights include the responsibility to act with due diligence to prevent, investigate and punish all forms of violence against women and provide effective remedies to victims. Accurate and comprehensive data and other documentation are crucial in monitoring and enhancing State accountability for acting against violence against women and for devising effective responses. Therefore, ensuring adequate data collection is part of every State's obligation to address violence against women. This must include efforts to collect data systematically on the most common forms of violence, as well as to strengthen data collection and knowledge on forms of violence that may affect relatively few women and on new and emerging forms of violence. In addition, the requirement to enact, implement and monitor legislation covering all forms of violence against women is set out in international and regional instruments and jurisprudence.

At the international level, human rights treaties[1] set out a series of rights that are critical in the protection of women from violence. The treaty bodies established to monitor implementation of the human rights treaties, and in particular the Committee on the Elimination of Discrimination against Women, have addressed States' obligations to prevent, investigate and punish all forms of violence against women and address the structural causes of violence against women in general recommendations, concluding observations/comments and work under individual complaints and inquiry procedures. In addition, the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, and provisions of the Rome Statute of the International Criminal Court address specific forms of violence against women.

The international treaties outlined above are complemented by policy instruments that provide detailed guidance for action to address violence against women, including declarations and resolutions adopted by United Nations bodies and documents emanating from United Nations conferences and summit meetings. Moreover, the ad

[1] These include the Convention on the Elimination of All Forms of Discrimination against Women, the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, the International Convention on the Elimination of All Forms of Racial Discrimination, the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, the Convention on the Rights of the Child, the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.

hoc international criminal tribunals have set important precedents on the applicability of international law to State and individual responsibility for violence against women.

At the regional level, the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women is directed solely at eliminating violence against women and the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa addresses violence against women within many of its provisions. In South Asia, States have agreed to the South Asian Association for Regional Cooperation Convention on Preventing and Combating the Trafficking in Women and Children for Prostitution and the Dhaka Declaration for Eliminating Violence against Women in South Asia. The Council of Europe Committee of Ministers has adopted Recommendation Rec (2002)5 on the protection of women against violence. Cases heard by the European Court of Human Rights and the Inter-American Commission on Human Rights have directed States to create appropriate criminal legislation; to review and revise existing laws and policies; and to monitor the manner in which legislation is enforced.

At the national level, a growing number of States have enacted laws addressing specific forms of violence against women, including domestic violence (which may, or may not cover marital rape), sexual offences, sexual harassment, trafficking and female genital mutilation. States have also enacted comprehensive laws specific to violence against women that provide multiple remedies. Specialized courts and mechanisms to ensure application of such laws, as well as to monitor and evaluate their effective application have also been put in place.

c. Building indicators

Data collection on violence against women and availability of data varies between and within States. Some States rely on administrative statistics, while others implement population-based surveys to collect information on violence against women, which provide a much wider spectrum of available data. Some forms of violence against women are currently difficult to measure accurately and robustly in quantitative form.

Given this range of national conditions, a step-by-step approach to the development and use of common indicators at the international level is considered to be the best way to proceed. At the present time, priority in proposing and selecting indicators should be guided by considerations of availability of data sources, as well as feasibility and sustainability in terms of data collection. Indicator use should not overburden States while at the same time also be an incentive towards more systematic and accelerated data collection.

The development of indicators on the scope, prevalence and incidence of violence against women, supported by robust quantitative data, is part of a wider agenda to strengthen policy development and action to address all forms and manifestations of violence against women, including prevention of violence. Such indicators should be accompanied by capacity building and institutional development, focused in particular on the national statistical offices and other data collection systems (e.g. in the area of health) and their role in the collection of data on violence against women.

Data collection work must be accompanied by an ongoing, comprehensive and multi-dimensional research agenda on the different forms and manifestations of violence against women, including on the consequences of such violence, and methodology development.

d. The role of national statistical systems and official statistics

National statistical systems play a crucial role in providing and improving data to measure the scope, prevalence and incidence of violence against women. They can develop and maintain a sustainable statistical system able to produce and disseminate regularly proper data on violence against women. In addition to compiling and disseminating data from administrative sources, national statistical systems can also be involved with population-based surveys aimed at collecting more in-depth information on violence against women.

Survey statistics are important for assessing the magnitude of the problem since many women do not report violence to any agency. Whilst survey-based statistics also suffer from a certain degree of under-reporting, in general, they are considered to offer a reasonably reliable outcome measure on violence against women. Population-based surveys on violence against women have a relatively recent history and they are very important in advancing knowledge and research in this field. While in many instances resources for their implementation may have been provided by a public entity, many of them have been carried out by academic, or NGO, research teams with limited involvement of national statistics offices (NSOs).

The involvement of national statistical systems with violence against women surveys can be seen as important, including as an indication of a State's political will to measure the magnitude, and different forms of violence against women. The involvement of the national statistics office adds to the credibility and quality of the studies as NSOs are perceived to be independent and competent in all aspects of the conduct of sample surveys. It also assures that data are collected according to the UN Principles of Official Statistics which include equal dissemination to all users, and confidentiality.

Since the mid-1990s, national surveys on violence against women have been carried out by a number of national statistical institutes. In the region covered by the Conference of European Statisticians, for example, out of the 25 national surveys carried out to measure violence against women in the last five years, more than half were conducted by national statistical institutes or other government institutions included in the national statistical system. Some of these were dedicated violence against women surveys, while others were existing surveys (mainly victimization or health surveys) which included a module on violence against women or gender-based violence[2].

[2] *Analysis of national surveys carried out by the countries of the Conference of European Statisticians to measure violence against women*, UNECE Task Force on Measurement of Violence Against Women (See: http://www.unece.org/stats/documents/2006.09.gender.htm).

III. MEASUREMENT OF DIFFERENT FORMS OF VIOLENCE AGAINST WOMEN

a. Review of available data sources

There are two main forms of data sources on violence against women: administrative and criminal statistics; and surveys.

Administrative and criminal statistics
Administrative data on violence against women is sometimes collected by the agencies that provide relevant services, including in the areas of health, criminal and civil justice, public housing, social services, refuges, advocacy and other support.

The extent of violent crime reported to the police or where criminal convictions are obtained are sometimes used as indicators of violent crime. However, there are disadvantages associated with this approach to measuring violence against women. First, in many countries data on violent crime does not include the sex of the perpetrator and the victim. An exception to this, in some countries, may include rape and certain laws on violence against women. Second, there is the significant problem of under-reporting by women who are victims of violence, particularly from intimate partners or other family members. Such data are therefore unsuitable for the measurement of the scope, prevalence and incidence of violence against women.

Homicide is different from most crimes in that in most instances it comes to the attention of the police and is recorded. However, many countries still do not report regularly on deaths, and especially not on cause of death. Yet, police and crime statistics are often the only possible source of information on the number of deaths of women from violence. Even where the sex of the victim is reported, the relationship to the victim is rarely reported, making it difficult to analyse whether the death of the woman is the result of, for example, intimate partner violence or rape-murder, as opposed to, for example, robbery-homicide.

Surveys
When conducted properly, population-based surveys that collect information from representative samples are the most reliable method for collecting information on the extent of violence against women in a general population. Survey results may be generalized to the overall population from which the sample was selected. They provide more reliable information on the actual occurrence of violence against women, rather than on the extent of reporting of this violence to the authorities (although some level of under-reporting is still likely and this is affected significantly by the way the survey is carried out). This makes them particularly useful for measuring the extent of the violence and for monitoring trends over time.

In the last decade, two major approaches in survey methodology have been used. One approach is the dedicated survey that is surveys that are primarily designed to gather detailed information on the extent of different forms of violence against women. Another approach is to add a special module on violence against women, to an on-going survey on a wider topic, such as victimization or health.

There are many national surveys that report a range of statistics on violence against women (see A/61/122/Add.1, and Corr 1 for an overview of dedicated surveys). There are also on-going efforts of international organizations and institutes to support the implementation of internationally comparative surveys dedicated to violence against women using standard survey methodology. Important examples of multi-country efforts of dedicated surveys are: (1) the International Violence against Women Surveys (IVAWS), coordinated by the European Institute for Crime Prevention and Control, affiliated with the United Nations (HEUNI), with inputs from the United Nations Office on Drugs and Crime (UNODC), Statistics Canada, and the United Nations Interregional Crime and Justice Research Institute (UNICRI)[3]; and (2) the WHO Multi-Country Study on Women's Health and Domestic Violence against Women and Women's Health[4] (see A/61/122/Add.1 and Corr. 1).

Increasingly, questions on violence against women are added into large-scale population-based surveys primarily designed for broader, but related purposes, including by using special modules. For example, the Demographic and Health Surveys (DHS), supported by MACRO International, conducted in many countries, have in some countries included modules on domestic violence and on female genital mutilation/cutting[5].

The dedicated violence against women surveys tend to gather more information about different types of violence and perpetrators, as well as information on circumstances, risk and protective factors and consequences of violence. They are the best source for comprehensive data on violence against women. A disadvantage to these studies is that they tend to be costly, and difficult for countries to repeat on a regular basis.

Surveys designed primarily for other purposes can play an important role in documenting the extent of violence against women, particularly when resources are scarce for conducting dedicated surveys. A major disadvantage of embedding violence against women modules in a general survey designed for other purposes is that the breadth of information generated on violence against women is more limited than the information generated by dedicated studies. There is also a greater risk of under-reporting violence. If ad hoc modules are to be appended to ongoing surveys, careful consideration needs to be given to the following issues:

- The possibility of adding a full instrument to the existing survey and not only a limited number of questions;
- The appropriateness of the topic of the ongoing survey (for example health, victimization, quality of life);
- Ensuring that the safety of women is not compromised.

Surveys also provide the opportunity to include questions on the sex of the perpetrator, and the relationship of the victim and perpetrator.

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[3] (*Violence Against Women. An International Perspective*. Johnson, Holly, Ollus, Natalia, Nevala, Sami, 2008, XIV, 290 p., Hardcover ISBN: 978-0-387-73203-9)

[4] Authors: Claudia Garcia-Moreno, Henrica A.F.M Jansen, Mary Ellsberg, Lori Heise, Charlotte Watts

[5] Reproductive Health Surveys (sponsored by the Centers for Disease Control and Prevention - CDC) have also included few questions on violence against women, however, these questions are too few to provide a comprehensive picture of the total prevalence of women who experienced the major forms of violence against women.

On publication, some surveys highlight a limited number of statistics. Although these 'survey highlights' are rarely called indicators, they are intended to be indicative of the more complex and detailed data in the survey. A report of the United Nations Economic Commission for Europe Task Force on Measurement of Violence Against Women (2006) provides information on survey methods and the use of indicators in 25 questionnaires used in 17 countries[6].

b. Challenges associated with data collection for different forms of violence against women

Different forms of violence against women pose different challenges for data collection. While intimate partner violence is one of the more widely documented forms of violence against women, the focus also in this form has been on documenting physical and more recently sexual violence, while more work is still needed to document emotional abuse. Not all forms of violence against women have robust data sources. Less well documented are forms of violence that are less common or occur primarily in specific populations or age groups, such as certain harmful practices or violence against women in armed conflict. Large scale national surveys that are conducted only in the dominant national language tend to omit certain population groups, such as immigrant/refugee women, or women in detention. The methodology for measuring such forms of violence, or reaching certain population groups, still needs further development.

c. Overview of current initiatives to develop indicators

A number of policy-oriented governmental and non-governmental bodies, as well as international and regional organizations have put forward proposals for indicators on violence against women. Efforts are also under way to build capacity for measuring gender equality. What follows is a summary of initiatives presented at the expert group meeting to define and disseminate indicators at regional, international and national level. This is followed by a summary of other initiatives to develop indicators to which attention was drawn at the meeting.

Initiatives presented at the expert group meeting

Economic Commission for Africa
ECA has not proposed any specific indicators on violence against women.

The ECA assists African Governments to improve gender-sensitive policy formulation and to monitor progress towards gender equality and empowerment of women through sex disaggregated data. Towards this end, ECA implements a project with several components, including: ensure that the principles and recommendations of population and housing censuses are gender-sensitive; elaboration of an African Gender Development Index; organization of workshops, including on ways of generating sex disaggregated statistics and integrating a gender perspective in national censuses; and creating a gender statistics network and website.

Economic Commission for Europe

[6] See fn 2, above.

ECE's work on the measurement of violence against women focuses on the improvement of survey methodology and the development of common indicators and survey instruments for measuring violence against women. The work is undertaken by a Task Force that operates under the framework of the Conference of European Statisticians. In 2006, this Task Force finalized an inventory of surveys undertaken in the region to measure violence against women and prepared a comparative analysis of 25 National Surveys carried out by 17 Member countries[7]. The analysis highlighted the differences and commonalities of the methodology used to measure violence against women. An analysis of the content of the surveys resulted in the following findings:

- about 90 per cent of the surveys collected data on the following forms of physical violence: pushed/grabbed/shoved, kicked/bit/hit, hit with something, choked, used or threatened with a gun or knife;
- about 90 per cent of the surveys collected detailed data on sexual violence;
- about 80 per cent of the surveys collected data on psychological abuse;
- about 80 per cent of the surveys were dedicated to violence against women, and 40 per cent of the modules included in victimization or health surveys included stalking.

As a result of the inventory and analysis, the Task Force identified a common basis from which it would be possible to develop standard methodology.

Economic Commission for Latin America and the Caribbean

ECLAC has proposed measuring the following five aspects of violence against women:

- rate of violence;
- rate of physical violence;
- rate of psychological violence;
- rate of sexual violence;
- rate of unreported violence.

ECLAC also recommends disaggregating the data to obtain more differentiated indicators by selected characteristics: geographical area; poverty status of households; age of the woman; her activity status; her level of education; her pregnancy status; her racial and ethnic group; and her relationship with the aggressor.

Together with the above proposed indicators for measuring violence against women, ECLAC has implemented capacity building efforts in the field of gender equality statistics. Since 2001, ECLAC has dedicated much attention to the measurement of violence against women, starting with the publication of the study "Violence against women in couples: Latin America and the Caribbean. A proposal for measuring its incidence and trends", which contains the above indicators[8]. The study draws on a number of national surveys of violence against women carried out in Latin American and Caribbean countries. It serves as a tool for measuring violence against women in intimate relationships, as well as the main characteristics of the phenomenon.

[7] http://www.unece.org/stats/documents/2006.09.gender.htm. See also fn 2 and 6 above.
[8] Available online at http://www.eclac.cl/publicaciones/xml/5/22695/lcl1744i.pdf

ECLAC also covers violence against women in its "Technical assistance guide for the production and use of gender indicators", and in its technical cooperation activities on gender indicators.

Economic and Social Commission for Asia and the Pacific
ESCAP has proposed/used indicators on violence against women, including indicators for monitoring progress in policies to address violence against women, as follows:

- prevalence of domestic violence;
- violent crimes against women;
- trafficking of women and girls;
- measures to prevent and eliminate violence against women, the causes and consequences of violence against women;
- elimination of trafficking in women and assistance for victims of violence due to prostitution and trafficking;
- ratification of the Convention on the Elimination of All Forms of Discrimination against Women;
- specific legislation on violence against women.

In 2003, ESCAP undertook a study, "Gender Indicators for Monitoring the Implementation of the Beijing Platform for Action in the Asia-Pacific Region", which included the first two of the above-listed indicators on violence against women. On the occasion of the 10-year review of the implementation of the Beijing Platform for Action, ESCAP's Statistical Division completed a study, "Gender Equality and Empowerment: A Statistical Profile of the ESCAP region". The study noted the lack of reliable statistical information on violence against women because few countries had undertaken even limited surveys to measure physical violence against women. It noted that the main forms of data, from health and police department reports on domestic violence, varied and were limited to reported cases only, which under-reported the extent of violence. The study also assessed State responses to violence against women, using the third and fourth indicators listed above, and found most countries in the ESCAP region scored very low on these normative and legislative indicators. Other ESCAP initiatives include a study entitled "Promoting Gender Equality and Women's Empowerment in the Asia-Pacific: Linking the Millennium Development Goals with the CEDAW and Beijing Indicators", which uses the last three indicators on violence against women listed above.

Economic and Social Commission for Western Asia
ESCWA has proposed indicators on violence against women, including:

- the proportion of women who experienced sexual violence (rape and indecent abuse) that have lodged complaints during the calendar year, divided by the total number of females of all ages, times 100,000, by perpetrators;
- prevalence of domestic violence (proportion of women who have ever been victims of physical violence by a domestic partner);
- percentage of women subjected to female genital mutilation by age;
- number of honour crimes;
- percentage of female domestic workers who have experienced physical (or other) abuse or sexual harassment.

In cooperation with United Nations agencies in the region, ESCWA is implementing a project entitled: "Towards more gender-responsive MDG monitoring and reporting in

the Arab region". Within this project a three-dimensional *"G IS IN" Framework* was developed which includes 'Goal-specific gender priority ISsues and corresponding gender-sensitive INdicators for the Arab region'. The *Framework* includes the above-listed gender-sensitive indicators on violence against women. The project also includes efforts to strengthen the capacity of national statistical offices to compile and measure gender-specific indicators.

As an output of the project, ESCWA intends to publish a booklet on "Gender in the MDGs: An Information Guide for Arab MDG Reports", which will include lessons learned from previous monitoring and reporting processes. ESCWA strives to compile timely and relevant data within the proposed *"G IS IN" Framework*. Some countries in the region have developed indicators and collected data on domestic violence and female genital mutilation/cutting.

Council of Europe

The Council of Europe has used indicators for monitoring progress in policy on violence against women, including:

- whether police statistics systematically record the sex of the victim in regard to all criminal offences, the sex of the perpetrator and the relationship of perpetrator to victim;
- whether there is systematic medical data collection on contacts made with health care services due to violence inflicted to women;
- whether questions on violence against women are integrated in a regular national representative survey;
- whether a national representative survey focusing on the prevalence and effects of all forms of violence against women has been conducted.

The Council of Europe has in place a monitoring framework on the implementation of state policies on violence against women. This framework was established under Council of Europe Recommendation Rec(2002)5 on the protection of women against violence adopted by the Committee of Ministers in April 2002, which sets out a strategy to prevent violence against women and protect its victims, covering all forms of gender-based violence against women. As part of the follow-up, member states are asked to provide information on a range of topics, and the indicators listed above are used to monitor progress in relation to the implementation of the Recommendation. The first replies in 2005 and 2006 were reported in the publication, "Combating violence against women - Stocktaking study on the measures and actions taken in Council of Europe member states". A more detailed analysis based on additional replies received by member states is contained in the publication "Protecting Women against Violence - Analytical study on the effective implementation of Recommendation Rec(2002)5 on the protection of women against violence."

United Nations High Commissioner for Refugees

UNHCR has proposed the following indicator on sexual and gender-based violence against refugees, returnees and internally displaced persons:

- sexual and gender-based violence report rate, based on the number of incidents of sexual and gender-based violence in a population during a designated time period (month, year etc), expressed as a number of incidents per 10,000 persons during that time period.

In 2003, the United Nations High Commissioner for Refugees developed guidelines for prevention and response to sexual and gender-based violence (SGBV) against refugees, returnees and internally displaced persons. The guidelines contain a requirement for effective documentation of the extent and nature of such abuse. They present a set of definitions of different forms of SGBV, including sexual violence, physical violence, emotional and psychological violence, harmful traditional practices, and socio-economic violence, together with a set of reporting tools. The above-mentioned is a key indicator in this work.

Ghana

The Government of Ghana currently relies mainly on administrative records to assess the scope and prevalence of violence against women, using the following indicators:

- assault;
- rape;
- threats of violence;
- offensive conduct;
- defilement;
- abduction;
- indecent assault.

The Government of Ghana has carried out a number of initiatives on violence against women, including establishing a domestic violence victim support unit within the police service to prevent, protect, investigate and prosecute crimes against women and children; adopting legislation on domestic violence; setting up loan schemes to support women in small scale businesses in an effort to empower women and minimize their economic dependence on their male partners; conducting research on violence against women and including questions on attitudes towards domestic violence by women and men in Ghana's Demographic and Health Survey in 2003 and Multiple Indicators Cluster Survey in 2006. However, the main indicators currently available in Ghana related to the scope and prevalence of violence against women are based on administrative records, and related indicators are listed above.

Italy

The Italian National Institute of Statistics (ISTAT) has developed indicators on violence against women, including:

- prevalence rate, expressed as women aged 16 to 70 who have suffered physical or sexual violence by men, by time period, type of authors and type of violence *(per100 women with the same characteristics);*
- partner violence covering women between 16 and 70 years of age victims of physical or sexual violence by a partner, by perpetrator, by time/occurrence period, and typology of violence *(per 100 women with the same characteristics);*
- non-partner violence covering women between 16 and 70 years of age victims of physical or sexual violence by a non-partner, by type of violence, time period, and perpetrator *(per 100 women and per 100 victims with the same characteristics);*
- non-partner violence covering women between 16 and 70 years of age victims of physical or sexual violence by a non-partner, by time period, perpetrator, and type of violence *(per 100 victims of physical or sexual violence by the same perpetrator).*

In 2006, the Italian violence against women survey was carried out by the Italian National Institute of Statistics (ISTAT). Issues were defined according to specific characteristics of violence, as summarized above. The survey covered the nature of violence, the authors of violence, the occurrence period, the reference period, the intensity of violence, the severity, the consequences, the costs of violence, reporting of violence, and strategies to end violence.

Mexico
The Mexican National Institute of Statistics, Geography and Informatics has developed the following indicators on violence against women:

- prevalence by type of violence (physical, sexual, emotional, economic) throughout the lifetime;
- prevalence by type of relationship or environment, considering all types of violence, including violence during childhood, by members of families of origin;
- violence at school, throughout the lifetime;
- violence by current or previous spouse or partner, throughout the relationship
- violence against women by their current spouse or partner, during the prior year ;
- violence against women by their former spouse or partner, after they have been separated or divorced;
- violence against women by members of their current families, during the prior year;
- violence against women at work, during the prior year;
- violence by other persons throughout the lifetime, or community violence.

The Institute has carried out national surveys on violence against women, including its 2006 National Survey on the Dynamics of Relationships in Homes, using the above-listed indicators.

Republic of Korea
Republic of Korea has developed the following indicators on violence against women:

- type of violence according to subject; population sub-group; time period of victimization; frequency/duration; severity; perpetrator; and setting.

In 2004, the first national survey on domestic violence in the Republic of Korea was carried out, using the indicators listed above.

Other selected initiatives

In addition to these initiatives which were presented at the meeting, note was taken of a number of other efforts to develop and propose indicators on the scope, prevalence and incidence of violence against women. These include:

UN Millennium Project Task Force on Education and Gender Equality
The Task Force has proposed one indicator on violence against women:

- prevalence of domestic violence.

Goal 3 of the Millennium Development Goals is the promotion of gender equality and the empowerment of women. In order to ensure that Goal 3 is met by 2015, the UN Millennium Project Task Force on Education and Gender Equality identified seven strategic priorities, one of which is combating violence against girls and women. The Task Force proposed an indicator on the prevalence of domestic violence to track progress toward ending violence against women. The prevalence rate is expressed as a percentage of women ages 15-49 who report experiencing physical violence in the past year at the hands of an intimate partner.

European Union

The European Union has proposed several indicators on violence against women, including the following quantitative indicators:

- the number of female victims;
- the percentage of employees who report incidents of sexual harassment.

The Council of the European Union agreed in 1998 to develop a set of indicators and benchmarks in order to monitor the implementation of the 1995 Beijing Platform for Action, including violence against women. Since then several EU Presidencies, in association with the European Commission, Council and a High Level Group on gender mainstreaming, have made proposals for the development of indicators on violence against women. There have been several further declarations from the EU about the need to develop indicators on violence against women, including by the European Economic and Social Committee and the European Commission. There are three proposed indicators on domestic violence, one of which is the number of female victims. There are three proposed indicators on sexual harassment in the workplace, one of which is the percentage of employees who report incidents of sexual harassment.

US Centers for Disease Control and Prevention, National Center for Injury Prevention and Control

The Centers have proposed the following indicators:

- number of people (and their characteristics) affected by intimate partner violence;
- number and type of intimate partner violence episodes (and associated injuries and other consequences).

In a 2002 report on Sexual Violence Surveillance, published by the US Centers for Disease Control and Prevention, National Center for Injury Prevention and Control, detailed uniform definitions of intimate partner violence are provided in order to promote consistency in the use of terminology and data collection. The report, which covers only intimate partner violence, recommends data collection on both prevalence and incidents, in accordance with the above-listed indicators.

United Kingdom, Home Office

The UK Home Office has developed two indicators on domestic violence:

- number of domestic homicides (data available annually from *Criminal Statistics);*
- 'headline prevalence' of domestic violence (supported with data from the annual British Crime Survey Inter-Personal Violence module).

In addition, the UK Home Office has also developed several policy indicators.

Occupied Palestinian Territory
The Palestinian Central Bureau of Statistics (PCBS) has developed the following indicators:

- percentage of ever married women and percent of all women 18+ who experienced violence at least once in life by type of violence (psychological, physical and sexual);
- percentage of ever married women who experienced violence in the last year by type of violence (psychological, physical and sexual) .

The Palestinian Central Bureau of Statistics (PCBS) carried out a national survey on domestic violence against women in 2005. The target population included: ever-married women (15-64); unmarried women (18 years and above); children (ages 5 to 17); and older women (65 and above). The total sample size was 4,212 households.

Analysis of indicator initiatives

The indicator initiatives reviewed by the experts show that a broad range of indicators are currently used, or proposed at national level, and by regional and international organizations.

Indicators related to intimate partner violence are among the most commonly used in countries where survey data are available (either from specialized surveys or modules in on-going surveys). One widely used/proposed indicator is that of prevalence of physical and sexual violence, and in some cases also of emotional and economic violence. In some cases, particularly in national initiatives, efforts to develop more differentiated indicators are based on/refer to a significant number of disaggregations that aim at describing different perpetrators, types of violence, frequency, and time period when the violence occurred.

In countries where surveys are not yet commonly conducted, indicators on the scope and prevalence of violence against women are more limited and may cover only the violence that is reported to national authorities, especially law enforcement. However, indicators drawn from such administrative data do not give a full account of the violence women may experience, as such violence most of the time goes un-reported and remains under-recorded. At the same time, trends over time of reported and prosecuted cases can provide useful information about the processes that handle cases of violence against women, especially law enforcement and the judicial system. For example, rates of investigation, prosecution and conviction can show the extent to which the law enforcement and justice systems have engaged with violence against women. Increased reporting of acts of violence against women can suggest increased confidence in the justice system and decreased tolerance of violence against women.

The indicators used in the United Kingdom, for example, highlight domestic homicides as one important measure for violence against women. This indicator is used in other European countries, such as Spain, to monitor the most severe form of violence against women. An indicator based on the number of domestic homicides provides a measure of this particularly severe form, but it does not summarize the overall data, and it is not known how far it correlates reliably with the prevalence of

domestic violence. Such an indicator may be robust and potentially easy to compare across countries. However, the perpetrator, or type of homicides are currently not identified in the crime statistics of most countries, making it difficult to separate intimate partner homicides from other types of homicides. It would therefore be essential for all countries to ensure that such data are collected, and/or the necessary disaggregation undertaken systematically.

d. Comparability of data and indicators between countries and over time

Existing indicators which have been developed by countries reflect national needs, and thus not all of them may be suitable for cross-country comparison. Moreover, the quality of indicators varies considerably between states, as countries are at different levels of development in terms of methodology and standards of data collection on violence against women. At the same time, comparisons over time within a country are likely to be more reliable, and therefore useful for policy making, than comparisons between countries. Comparisons over time within a country are an important and worthwhile goal of data collection as they show trends and support countries in evaluating the effectiveness and impact of domestic policies.

Progress is being made in developing standards against which indicators and data collection can be judged, both within countries and at the regional and international levels. These efforts should continue, including technical work on methodology, especially on types of violence that are more difficult to measure and on the measurement of incidence/incidents of violence. A focus on indicators can help in accelerating this process, and is therefore a positive contribution to strengthening the knowledge base on violence against women. States should therefore intensify their work on improving data collection and the availability of data on all forms of violence. They should also enhance the use of such data to better assess the effectiveness and impact of measures taken to address violence against women.

IV. AN INTERNATIONAL FRAMEWORK FOR INDICATORS ON VIOLENCE AGAINST WOMEN: A PROPOSAL

a. Issues arising in the development of indicators

A number of issues must be considered in the development of international indicators on violence against women, i.e indicators that are used globally, by all countries. These are summarized below.

General aspects
First, several general criteria apply in the selection of indicators, including that indicators should:

- ✓ Summarize complex data;
- ✓ Be unambiguous and easy to interpret;
- ✓ Enable an assessment as to whether an improvement or deterioration has occurred;
- ✓ Be meaningful and relevant to policy makers, service providers and the wider public;

- ✓ Be capable of being supported by reliable and robust quantitative data;
- ✓ Be neither so many as to confuse, nor so few as to mislead;
- ✓ Be available at regular intervals and be comparable over time; and
- ✓ Be comparable between countries and population groups.

Specific aspects

There are also a number of issues that are specific to the field of violence against women that need to be addressed in the collection of data, and its interpretation and use for indicators. In particular, it is necessary to ensure that the data used:

- ✓ Result in meaningful measurement of the prevalence and incidence of violence against women;
- ✓ Result in meaningful measurement of severity of the violence, especially in relation to its impact;
- ✓ Facilitate the mainstreaming of attention to violence against women into ongoing/routine data collection and policy development, while remaining responsive to the specific requirements of data collection and policy development in regard to violence against women; and
- ✓ Result in an accurate reflection of the *pattern* of violence against women as different from that against men.

Furthermore, since data collection efforts are costly and complex, indicators should as much as possible:

- ✓ Use available data;
- ✓ Provide consistency in the use of the time period covered, and include both a longer period and a more recent period; and
- ✓ Ensure consistent identification of the same population sub-set.

General versus specific indicators on violence against women

Indicators on violence against women could be:

- ✓ General indicators;
- ✓ Specific indicators.

International indicators could be based on only one or two general measures covering prevalence and incidence of all forms of violence. It would also be possible to opt for specific indicators related to different forms of violence. The meeting gave preference to the second option since indicators based on general measures, while avoiding the risk of focusing only on the most commonly measured forms of violence against women (such as domestic violence), would not be a sufficiently useful basis for policy or programme development. Furthermore, since the quality of measurement varies among different forms of violence against women, it would not be possible to combine these forms in a globally uniform way in one general indicator. In addition, there is great diversity among countries of the forms of violence considered and measured, and as a result, general indicators would not be comparable across countries.

Forms and manifestations of violence against women

Violence against women takes different forms and manifestations. When considering indicators for measuring the scope of violence, several options are available:

- ✓ A single indicator can be used that covers violence against women generally, without separately identifying forms of violence;

- ✓ A single indicator can be used that covers violence against women generally, but includes some disaggregation in respect of different forms;
- ✓ A separate indicator can be used for each form of violence against women;
- ✓ A few indicators can be used, one each for the more common forms of violence against women; and
- ✓ A single indicator can be used, limited to domestic violence or intimate partner violence.

There is a tension between an approach that seeks to reflect in a separate indicator each specific type of violence against women and an approach that favours the use of a general category of 'violence against women'. Experience shows that, the greater the number of indicators used, the larger the range of forms of violence against women that can be measured separately. A detailed assessment of specific forms of violence in separate indicators has the advantage of reflecting closely the experiences of the women affected. There is, however, the potential disadvantage that, depending on the form of violence measured or the level of disaggregation used, the information gathered is misused to stigmatize particular communities where certain forms of violence may be more prevalent. Methodological challenges may also arise in efforts to capture many different forms of violence against women in a general population-based survey, including those that affect particular population sub-groups, or are infrequently found within the overall population, as the potentially small numbers that would be reported to a survey might not be statistically reliable for reporting and analysis. When data is collected through surveys, larger sample sizes make it possible to capture a greater range of forms of violence against women.

As a long-term objective, all forms of violence against women should be measured. It is clear, however, that some forms of violence against women are more universally prevalent, while other forms may be more prevalent in some geographic regions than in others. In addition, methodological development, including survey methodology, is not yet far enough advanced to capture certain forms of violence, thus further impeding data collection and the development of indicators.

Prevalence and incidents

Prevalence and incidents are different ways of measuring extent. Prevalence refers to the proportion of the population that has experienced violence in a given period, usually either over a (adult) life-time or in the previous year. Incidents refers to the number of incidents of violence in a given population unit (for example x incidents per 100 or 1000 people) within a given time period. Attention needs to be paid to the difference between 'incidence' and 'incidents'. 'Incidence' is a concept often used in the health field to refer to the number of new cases in a given time. 'Incidents' is a concept often used in the criminal justice field to refer to the number of crime incidents in a given population, in a given time period. The expert group meeting referred to the concept of 'incidents'.

There are different understandings associated with prevalence and incidents of violence against women. There is no difference between them if each victim suffers just one incident in the given time period. However, if a victim is subject to repeated victimization, the rate of incidents in a given population unit will be significantly higher than the prevalence rate per a given population unit.

In measuring the extent of violence against women over a life-time (or adult life-time), the concept of prevalence is usually preferred to that of incidents, as it is unlikely that there would be accurate recall of each and every incident over such a long period. The number of incidents may, however, be measured with somewhat greater accuracy over a more recent time period (such as the previous year) and where this is possible, offer a profile of the extent of repeat or multiple victimization of women.

The meeting noted that the use of prevalence rates risks misrepresenting the different experience women and men have with violence. When the same questions about violence (particularly intimate partner violence) are asked in surveys, similar prevalence rates may be found for women and men. These results are often misinterpreted by suggesting that women and men have a similar experience with violence. In reality, women's experience with intimate partner violence is largely more devastating than men's, in terms of repeated and multiple victimization and impact. Prevalence rates can only say that the **number** of women and men who experience violence may not be very different. It has been suggested that the gender-specific differences of repeated and multiple victimization and impact can be better measured by looking at the number of incidents, or the consequences of the violence[9].

The meeting concluded that the prevalence rates of different forms of violence should be at the core of measuring the extent of violence against women, especially since prevalence surveys commonly offer more than two (yes/no) alternatives (such as only once, occasionally, all the time; or once, 2-10 times, 11 – 50 times, more than 50 times). Since women do not recall the exact number of incidents, particularly when they are very frequent, the production of an exact count of incidents is subject to a high level of error, making the development of indicators based on the number of incidents per female population tenuous. Furthermore, countries use different procedures for reporting the number of incidents. Therefore, more general and intuitively understandable measures of frequency should be (see next section). At the same time, it is important to continue counting incidents where appropriate, e.g. in police reports, service utilization, etc. and to improve the accuracy of these records.

Severity and impact

In addition to prevalence/incidents, violence against women can be measured by its severity and impact, most commonly in categories such as: the nature of the action; the frequency of the action; and whether or not there is an injury, and if so its seriousness. Research on the concept of severity has focused on domestic violence, and in particular on physical domestic violence. A number of surveys have assessed the severity of actions, for example using the Conflict Tactics Scale (CTS), which lists in order a series of actions, each considered to be more severe than the previous one. Another approach to severity is by constructing an empirical instrument to measure such aspects as impact and frequency, as in the National Crime Council study in Ireland.

One category of severity is the frequency of the attack, in broad categories such as: one incident, more than one incident, repeatedly/ all the time. Here, the number of times that the same person is subject to violence is a measure of severity. Frequency

[9] See *Indicators to Measure Violence Against Women*, Walby, Sylvia, at: http://www.unece.org/stats/documents/2007.10.gender.htm, and http://www.un.org/womenwatch/daw/egm/vaw_indicators_2007/egm_vaw_indicators_2007.htm.

is different from the number of incidents per population unit, and reflects the average number of incidents per person subject to the violence. The main advantage of the concept of frequency is that it is readily meaningful. The main disadvantage of using frequency is that this concept overlaps with that of the extent of violence against women if the number of incidents is used to measure extent.

Another category of severity is injury. Injury is a victim-focused measure of the severity of the impact of the violence. A further distinction may be made as to the severity/seriousness of the injury/injuries: many countries recognize in their law some distinction between more or less serious violent crimes. Advantages of using injury as an impact measure include: it is immediately meaningful; it avoids the problem of the differential gender-specific impact of the same action; and, unlike the use of the CTS, it facilitates linkages with a number of policy fields, especially those of criminal justice and health. The main disadvantage of using injury is that such data is less frequently collected than data on the nature of the action.

Other categories of severity and impact that can be measured include the consequences of violence, such as fear for one's life, violence during pregnancy, impact on children witnessing violence.

Time period

Two main time periods have been used for measuring the extent of violence against women: over a life-time, and over a recent period. Life-time period may cover the entire life-time, or since adulthood. In the latter case, the age of adulthood needs to be specified, e.g. 15, 16, 18 years. Recent period may be cover: one year, within the last 12 months (last year), or a little longer, e.g. 3 or 5 years.

Life-time measures are important for establishing the extent of the problem, and for awareness-raising and advocacy purposes This measure is particularly pertinent to those forms of violence against women that occur only once in a life-time, or are unlikely to occur more than once in a life-time. This measure has certain advantages for use in a survey, and in the early stages of development of data collection methodologies.

Most data collection in other policy fields is based on a one-year time period, and trends can more easily be monitored using prevalence in the last year. Where one-year prevalence is low, surveys may need to use larger sample sizes. Many countries have now conducted one-off prevalence surveys on violence against women using both the life-time and last year time periods (e.g. WHO, IVAWS, DHS, CDC surveys).

While crime victimization surveys collect data on an annual basis, they risk underestimating levels of violence against women without specialist questions or training of surveyors. The challenge is to develop methods to generate adequate data that has a one-year reference period, using realistically available resources. Most surveys, while not conducted annually, collect data covering the last year. This shorter period of recall can aid its accuracy, although there are other techniques available to reduce the 'telescoping' effect.

Given these considerations, indicators on violence against women should include a long period, i.e., life-time, as well as a short reference period, i.e., one year.

Population sub-groups
The consistent identification of the same population sub-group is important for purposes of comparability. To this end, a number of aspects need to be considered, and in particular age, and women's status.

With respect to age, many surveys limit the survey population to adult women. Although the actual cut-off age may vary, it commonly ranges between 15 and 18 years. Many surveys also use an upper cut-off age. This may be women's reproductive age of 49 (as is the case in most health surveys). This age bracket, however, does not capture the experience of violence among older women, nor can it assess generational shifts in prevalence. Thus, other surveys use 70 or 75 as the upper cut-off age. Other age-related criteria may also be used, depending on expectations of the survey.

With respect to women's status, several considerations arise, especially in regard to women's marital status. Possible variations include: adult women regardless of marital status; currently married or partnered women; ever married or partnered women. Most surveys interview women of a predetermined age group, but base their analysis of domestic violence/intimate partner violence on the sub-sample of women who are currently, or ever have been married or cohabiting. A further variation would include women in non-cohabiting intimate relationships. When measuring violence against women outside as well as inside marriage and cohabitation however, the total population of women needs to be included in the denominator.

International indicators
Indicators on violence against women need to reflect, and resolve all of the above-listed issues. In order for an indicator to be 'international', or 'global', it must (or potentially) be used globally, by all countries. This requires that the indicator(s) is (are) comparable between all countries. In order to achieve comparability, the indicator(s) should not be so specialized or numerous as to prevent comparison between countries. Furthermore, it is necessary to agree on the form(s) of violence against women to be included in global indicator(s), and to have clarity and agreement on the definition of the form(s) and the components to be used in an indicator. For example, it would be necessary to clearly define the components of 'domestic violence' so as to ensure comparability across countries. If some aspects of this form are included in an indicator by some countries but not others, comparability would be affected. If an indicator on 'sexual violence' is selected without agreed definition and countries are free to choose those aspects they are most concerned with, comparability of results would likewise no longer be assured.

Given the complexities, international indicators should focus in the short term on more common forms of violence against women, for which data is more readily available at present. Such forms of violence against women would a priori seem to include physical violence, sexual violence, and intimate partner violence. These forms of violence are not mutually exclusive and for each of them further specializations could be measured. They are sufficiently common in all parts of the world to enable the development of robust and comparable 'rates'. There is extensive experience in many countries in the collection of data on these types of violence and in the

development of indicators for them. At the same time, other forms of violence against women also need to be measured as much as possible.

b. Proposed international indicators

In proposing a set of international indicators, experts took into account the different levels of data collection, methodological development and availability of data on violence against women among States and the need to ensure international comparability. The focus is on the globally most common and widespread forms of violence against women for which data is readily available in many countries. These are: physical violence, sexual violence, intimate partner violence, and certain harmful practices, including female genital mutilation/cutting and early marriage. While some of these harmful practices may occur mainly in specific populations, they are spreading across regions due to migration.

These forms of violence against women do not adequately cover the full scope and extent of violence against women. Other forms of violence are equally widespread. At present, however, further research on such other forms of violence and methodological development in relation to data collection are required to achieve meaningful measurement. The core set of indicators identified below should therefore be seen as the nucleus for a broader set of internationally-used indicators on violence against women. Further work is required to progress towards this goal.

In accordance with the issues identified in the previous section, for each indicator a time period is proposed, as appropriate. In the case of physical violence, sexual violence and intimate partner violence, last year as well as life-time are proposed as time periods.

In the case of physical violence and sexual violence, a range of perpetrators are proposed. For intimate partner violence, perpetrators are restricted to current and former partners.

A measure of severity is also included in all prevalence indicators.

It is suggested that data to support the prevalence indicators be collected through dedicated population-based surveys. If such a large-scale survey is not feasible, the following are options: a special module added onto a general survey (health or victimization); or small local surveys as a first step.

The proposed indicators are set out below.

Physical violence

- ✓ The percentage of women (over the total number of women) who have experienced physical violence during the last year.

This indicator should be disaggregated further by severity (moderate/severe); perpetrator (intimate/other relative/other known person/stranger/state authority); and frequency (one/few/many time(s)).

- ✓ The percentage of women (over the total number of women) who have experienced physical violence during life-time.

This indicator should be disaggregated further by severity (moderate/severe); perpetrator (intimate/other relative/other known person/stranger/state authority); and frequency (one/few/many time(s)).

Sexual violence

- ✓ The percentage of women (over the total number of women) who have experienced rape/sexual assault during the last year.

This indicator should be disaggregated further by perpetrator (intimate/other relative/other known person/stranger/state authority); and frequency (one/few/many time(s)).

- ✓ The percentage of women (over the total number of women) who have experienced rape/sexual assault during life-time.

This indicator should be disaggregated further by perpetrator (intimate/other relative/other known person/stranger/state authority); and frequency (one/few/many time(s)

Intimate partner violence

- ✓ The percentage of women (over the total number of women who have ever had an intimate partner) who have experienced physical or sexual violence by current or former partner during the last year.

This indicator should be disaggregated further by frequency (one/few/many time(s)).

- ✓ The percentage of women (over the total number of women who have ever had an intimate partner) who have experienced physical or sexual violence by current or former partner during lifetime.

This indicator should be disaggregated further by frequency (one/few/many time(s)).

Harmful practices [10]

Female genital mutilation/cutting

- ✓ The percentage of women (over the total number of women) subjected to female genital mutilation/cutting.

[10] The proportion of women who are subjected to FGM can be measured through population-based surveys only in countries where the number of women subjected to FGM is not too small. If the numbers are too small, sample surveys are not the proper tools and other methods should be used. Data from national censuses could also be used for the indicators on early marriage.

This indicator should be disaggregated further by age.

Early marriage

- ✓ The percentage of women (over the total number of women) whose age at marriage is below 18 years

c. Required future work to expand the set of indicators

As a long-term objective, all forms of violence against women should be measured. In order to achieve this, there is an urgent need for further work on methodologies of data collection and indicator development in relation to different forms of violence against women. Priority should be given to the following forms of violence against women:

- Killing of women by intimate partners;
- Female infanticide;
- Threats of violence;
- Economic and emotional/psychological violence as part of intimate partner violence;
- Crimes committed against women in the name of "honour";
- Conflict/crisis-related violence against women;
- Dowry-related violence;
- Sexual exploitation;
- Trafficking;
- Femicide;
- Forced marriage;
- Sexual harassment.

Some of these forms are difficult to measure in official statistics, such as trafficking and forced marriage. Other forms, such as psychological violence, may be difficult to measure in a cross-country comparable way as differing understandings may be associated with such violence across countries/cultures. Still other forms, such as dowry-related violence and crimes committed against women in the name of "honour", may occur in specific populations, and may be difficult to capture in representative sample surveys. The killing of a woman by an intimate partner and femicide cannot be captured in a crime victimization survey, and other methods need to be considered, for example the development of administrative, criminal and health statistics. Violence against women in mobile populations, including violence against women in conflict/crisis areas and trafficking, cannot be captured through household surveys, and other forms of data collection need to be developed.

There is a also a need for further methodological development in regard to violence against women surveys so as to agree on common operational definitions and ensure reliable wording of questions. These efforts will also further enhance comparability of survey results between countries.

V. CONCLUSIONS AND RECOMMENDATIONS - A COURSE OF ACTION FOR DIFFERENT STAKEHOLDERS

The development of international indicators on the scope, prevalence and incidence of violence against women contributes to addressing the urgent need to strengthen the knowledge base on violence against women. Such indicators provide an incentive for States to collect data on violence against women and monitor the extent of such violence, and trends over time. Availability of such data contributes to increased awareness of violence against women, and enhances the capacity of States to evaluate legislative and policy reforms and take action to address and eliminate violence against women.

As a long-term objective, all forms of violence against women should be measured. Taking into account the different levels of capacity for data collection on violence against women, data availability and development of indicators, the recommended way forward is a step-by-step approach to the development of international indicators. International indicators should thus focus at present on the most common forms of violence against women for which sources of data are more readily available. Further research and methodological development in relation to data collection and indicators is needed in order to extend the set of indicators. Such efforts need to be undertaken systematically, and without delay.

The expert group meeting makes the following recommendations, addressed to different stakeholders, in relation to international indicators and data collection on violence against women.

a. Global level: Intergovernmental bodies/ international organizations /United Nations system

- The Statistical Commission, in consultation with the Commission on the Status of Women, should agree on the following set of indicators as the first step in the development of a comprehensive set of international indicators on all forms and manifestations of violence against women.

Physical violence

- ✓ The percentage of women (over the total number of women) who have experienced physical violence during the last year.

This indicator should be disaggregated further by severity (moderate/severe); perpetrator (intimate/other relative/other known person/stranger/state authority); and frequency (one/few/many time(s)).

- ✓ The percentage of women (over the total number of women) who have experienced physical violence during life-time.

This indicator should be disaggregated further by severity (moderate/severe); perpetrator (intimate/other relative/other known person/stranger/state authority); and frequency (one/few/many time(s)).

Sexual violence

- ✓ The percentage of women (over the total number of women) who have experienced rape/sexual assault during the last year.

This indicator should be disaggregated further by perpetrator (intimate/other relative/other known person/stranger/state authority); and frequency (one/few/many time(s)).

- ✓ The percentage of women (over the total number of women) who have experienced rape/sexual assault during life-time.

This indicator should be disaggregated further by perpetrator (intimate/other relative/other known person/stranger/state authority); and frequency (one/few/many time(s).

Intimate partner violence

- ✓ The percentage of women (over the total number of women who have ever had an intimate partner) who have experienced physical or sexual violence by current or former partner during the last year.

This indicator should be disaggregated further by frequency (one/few/many time(s)).

- ✓ The percentage of women (over the total number of women who have ever had an intimate partner) who have experienced physical or sexual violence by current or former partner during lifetime.

This indicator should be disaggregated further by frequency (one/few/many time(s)).

Harmful practices

Female genital mutilation/cutting

- ✓ The percentage of women (over the total number of women) subjected to female genital mutilation/cutting.

This indicator should be disaggregated further by age.

Early marriage

- ✓ The percentage of women (over the total number of women) whose age at marriage is below 18 years.

- The Statistical Commission should request Member States to collect data to support these indicators through dedicated, nationally representative population-based sample surveys. If a dedicated survey cannot be undertaken in the short term, States should consider adding a special module to an

ongoing survey on a related topic (such as a demographic and health, or crime victimization survey) or other general survey. States should also consider conducting small local surveys as a first step. Efforts should also be made to strengthen and improve the collection of administrative data, such as health, police, judicial and social services data. Data from national censuses could also be used for the indicator on early marriage.

- The Statistical Commission should request that by 2015, all Member States regularly collect, disseminate and analyze data for all of the above-proposed indicators.

- The United Nations system should provide technical support to countries, focusing in particular on strengthening the capacity of national statistical offices and systems, to assist them in the collection of data on violence against women, including the data necessary to support the proposed indicators.

- United Nations entities and intergovernmental bodies, within their respective areas of competence, should take note of these international indicators, encourage Member States to collect data to support the indicators, and request Member States to report the results of such data collection and the action taken in response thereto.

- United Nations entities, together with the donor community, should continue to support the inclusion of sound modules on violence against women in international surveys, such as the DHS, and explore the use of other international surveys, such as the Multiple Indicator Cluster Surveys (MICS), to measure the scope and prevalence of violence against women.

- The United Nations system should provide technical support to countries and promote existing methodologies and good practices to ensure that existing standards of excellence on data collection are met.

- The United Nations system should support the development of unified methods and standards for data collection on all forms of violence against women that are under-documented. It should also support further collaborative work in refining the proposed list of indicators and advancing research toward the development of international indicators in the areas listed in section IV(c) of this report.

b. Regional organizations

- Regional organizations should take note of the international indicators and encourage their Member States to use them in their data collection efforts on violence against women.

- Regional organizations should develop a regionally-relevant set of additional indicators and assist in strengthening national statistical offices and systems.

c. Member States

- Member States should be guided by the above set of international indicators in their data collection efforts on violence against women.

- Member States should collect data to support these indicators through dedicated population-based surveys. Population-based surveys should have an adequate sample size in order to provide representative data on all the proposed disaggregations of the indicators listed above. If a large-scale survey is not presently feasible, States should add a special module to an ongoing survey (such as a demographic and health, or crime victimization survey), or consider conducting small local surveys as a first step. Efforts should be made also to strengthen and improve the collection of administrative data, such as health, police, judicial and social services data. Efforts should also be made to further disaggregate law enforcement and criminal justice data so as to increase their usefulness for tracking trends in violence against women. States should also enhance the use of data from national censuses, as applicable.

- By 2015, all Member States should regularly collect, disseminate and analyze data for all of the above-proposed indicators.

- Member States should strengthen the capacity of national statistical offices and systems to collect data on violence against women, including the necessary data to support the above-proposed indicators.

- Member States should enhance national statistical and research capacity for collection of data through both specialized surveys and routine data collection.

- Member States should ensure that national machineries for the advancement of women and relevant ministries, such as justice and health, are closely associated with the collection of data on violence against women. These ministries have an important role to play in ensuring consistency of concepts, responsiveness to users' needs and relevance for policy and programme development, contributing to ensuring regular frequency of data collection and ensuring that data are widely disseminated in a timely fashion.

- Member States should ensure multi-sectoral coordination of the development, implementation, monitoring and evaluation of data collection initiatives.

- Member States should link efforts to collect data on violence against women to support the international indicators to existing and ongoing data collection efforts in the area of gender equality.

- Member States should link efforts to collect data on violence against women to existing and ongoing data collection efforts in other areas, including economic and social development, planning processes for poverty reduction strategies, and human rights monitoring.

- Member States should ensure that data is produced and disseminated disaggregated by sex, and by other factors, such as race, age and disability, as appropriate. Data should also be publicly accessible.

- Member States should ensure that data on violence against women is collected in a way that respects confidentiality and women's human rights and does not jeopardize women's safety. All data collection on violence against women should be undertaken in accordance with the UN Fundamental Principles of Official Statistics and the WHO Ethical and Safety Guidelines for Researching Violence against Women.

d. Donor community

- The donor community should provide resources to assist States in strengthening the capacity of national statistical offices and systems to collect data on violence against women. It should also continue and expand its support for other institutions, including academic, research and non-governmental institutions that collect data on violence against women and undertake methodology development, and encourage strengthened interactions with national statistical offices and systems.

Annex I

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Annex II

List of documents

Papers by experts

ECA initiatives
Oumar Sarr

Data on violence against women in Latin America and Caribbean (ECLAC)
Sonia Montaño

Specific Indicator Initiatives and Issues in the ESCAP region related to the measurement of violence against women
Vanessa Griffen

Violence Against Women: Initiatives in the ESCWA Region
Neda Jafar

Indicators to measure violence against women. Can we decide on the building blocks?
Henrica A.F.M. Jansen

Indicators, Crime and Violence against Women (UNODC)
Steven Malby

Are we there yet? The SRVAW Indicators project
Liz Kelly

Violence against Women: Do the Governments Care? Mapping the state response in CEE and CIS countries
Enikö Pap

Measuring violence: Indicators from the Italian violence against women survey
Maria Giuseppina Muratore

ENDIREH-2006's achievements and limitations in determining indicators for measuring violence against women in Mexico
Eva Gisela Ramírez.

Violence against women in Korea and its indicators
Whasoon Byun

Violence against women – Ghana, Government initiatives
Emma Sepah

Indicators to Measure Violence Against Women
Sylvia Walby

Supporting papers

Perspectives and standards for good practice in data collection on violence against women at European level
Coordination Action on Human Rights Violations (CAHRV)

Criteria for identifying indicators on violence against women (OHCHR)
Nicolas Fasel

Annex III

Programme of work

MONDAY, 8 OCTOBER 2007	
Time	**Activity**
8:30-10:00	Registration of participants
10:00-10:20	**Opening of the meeting and organization of work** Angela Me (UNECE) and Christine Brautigam (UNDAW)
10:20-12:00	**Background paper and work for the Special Rapporteur**
10:20-10:50 10:50-11:20 **11:20-11:35** 11:35-11:50 11:50-12:00	• Presentation of the background paper, Sylvia Walby Q&A **Coffee break** • Presentation of the work on indicators for the Special Rapporteur on violence against women, its causes and consequences, Liz Kelly/OHCHR Q&A
12:00-13:00	**Regional Initiatives**
12:00-12:15 12:15-12:30 12:30-12:45 12:45-13:00	• Oumar Sarr (ECA) • Vanessa Griffin (ESCAP) • Sonia Montano (ECLAC) • Neda Jafar (ESCWA)
13:00-14:30	**Lunch break**
14:30-16:00	**Regional Initiatives (cont.)**
14:30-15:45 **16:00-16:15**	• Discussion: regional initiatives and the formulation of a proposed set of indicators **Tea break**
16:15-18:00	**Governmental Initiatives**
16:15-16:30 16:30-16:45 16:45-17:00 17:00-18:00	• Eva Gisela Ramírez (Mexico) • Maria Giuseppina Muratore (Italy) • Emma Sepah (Ghana) • Discussion: governmental initiatives and the formulation of a proposed set of indicators
TUESDAY, 9 OCTOBER 2007	
9:30-12:30	**Other initiatives followed by Working Groups**
9:30-9:40 9:40-9:50 9:50-10:00 10:00-11:00 **11:00-11:15**	• Whasoon Byun (Korean Women's Development Institute) • Enikö Pap (Violence against Women Monitoring Program) • Henrica A.F.M. Jansen (WHO) • Discussion: other initiatives and the formulation of a proposed set of indicators. **Coffee break**

11:15-12:30	• Working Groups in parallel
12:30-14:00	**Lunch break**
14:00-18:00	**Working Groups (cont.)**
14:00-16:30 **16:30-17:00** 17:00-18:00	• Working Group discussions (cont.) **Coffee break** • Presentations by Working Groups to Plenary
WEDNESDAY, 10 OCTOBER 2007	
9:30-12:30	**Drafting the report of the meeting and recommendations of the meeting**
9:30-10:30 **10:30-11:00** 11:00-12:30	• Discussion of presentations by Working Groups **Coffee break** • Plenary discussion of a proposed set of indicators, building on the outputs of the Working Groups and skeleton of final report
12:30-14:00	**Lunch break**
14:00-15:45	**Drafting the report of the meeting (cont.)**
14:00-15:30 **15:30-15:45**	• Drafting the report of the meeting **Coffee break**
15:45-17:00	**Adoption of report and concluding remarks**
15:45-16:50 16:50-17:00	• Adoption of the report • Concluding remarks