The European Women’s Lobby (EWL) is the largest umbrella organisation of women's associations in the European Union (EU), working to promote women’s rights and equality between women and men. EWL membership extends to organisations in all 27 EU Member States and the three candidate countries, as well as to 21 European-wide organisations, representing a total of more than 2500 associations.

**Violence against women is structural, not accidental**

- CEDAW General Recommendation 19: ‘Gender-based violence against women is violence that is directed against a woman because she is a woman or that affects women disproportionately, and includes acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty’.
- Beijing Platform for Action (1995): ‘Violence against women is a manifestation of the historically unequal power relations between men and women, which have led to domination over and discrimination against women by men and to the prevention of women’s full advancement’.

**Violence against women is the main structural expression of inequality between women and men**

In addition to the direct impacts on individuals and the aggregate costs to society, violence against women shapes women’s place in society: their health, access to employment and education, integration into social and cultural activities, economic independence, participation in public and political life and decision-making, and relations with men. At the same time, inequality between women and men creates the conditions for violence against women and legitimises it.

**Violence against women is a cause and consequence of inequality between women and men**

- Violence against women is a human rights violation.
- Violence against women has an impact on all women.
- Violence against women is an obstacle to women’s full participation in economic, social, political and cultural life.
- Violence against women is in direct contradiction with the EU Treaty goal of promoting equality between women and men.

**Challenges in the 21st century regarding violence against women**

- Violence against women is invisible and underestimated: The lack of official data, both at European level and in some European countries, perpetuates the invisibility of some forms of violence against women and the underestimation of its prevalence as a structural phenomenon.
- Violence against women is depolitised or culturalised: There is a tendency to differentiate between structural (public) violence and individual (private) violence. Violence against women cannot be considered as a private matter, it is a human rights issue. There is also a tendency to classify some forms of violence against women as cultural forms, therefore implying that violence against women is not structural in all societies and communities.
- Violence against women is trivialized: Degrading images of women referring to the pornographic imaginary are used in advertising and media, therefore trivialising men’s access to women’s bodies and sexuality. This makes raising awareness on the different forms of male violence against women harder.
Women not equally protected in the EU: Male violence against women is prevalent in all EU Member States, yet tackled in widely differing ways, ranging from an absence of its recognition as a fundamental violation of women’s human rights, to a broad policy framework based on a feminist analysis of gender power relations in our societies. This has important consequences on the ability of women to resist and survive male violence.

Impunity of perpetrators: Sexual violence in particular still has one of the lowest conviction rates of any crime, and high levels of ‘attrition’ (the process by which reported rape cases are lost from the legal process, and thus do not result in a criminal conviction) in the course of investigations and prosecutions.

Denial of women’s diversity of needs: Women are not a homogenous group. Policies should ensure that they don’t leave any woman or girl behind.

Violence against women and recession: A recent EWL/Oxfam study shows that economic recession aggravates the unequal power relations between women and men and leads to an increase of domestic/intimate relationship violence, trafficking in women for sexual exploitation, and a rise in prostitution and attacks on prostituted women.

Backlash on women’s sexual and reproductive health and rights: Women’s control over their bodies and their sexuality is a key human right, the violation of which is a clear form of male violence against women and patriarchy. New strategies are being used to prevent women’s access to reproductive health care such as the abusive and unregulated use of conscientious objection in many EU Member States.

The EWL has repeatedly stated that there should be an EU action against violence against women, and that such action should materialise into a comprehensive policy framework building on the international human rights definitions of violence against women, and encompassing legally-binding instruments to criminally address all forms of violence against women and strengthen the protection of all women; a European Year on ending violence against women to raise awareness and foster prevention; and substantial and sustainable EU funding to support service providers and build partnership with NGOs working towards a Europe free from male violence against women.

The question of the legal base for an EU action against violence against women

Today, the question is not so much about the existence of a legal base for an EU action against violence against women; past EU actions (such as the 1999 European campaign) demonstrate that a legal base has been found already. It’s about genuine political will to tackle the problem and develop concrete measures.

Nevertheless, the EU law provides for several possible bases for an EU comprehensive action to end violence against women. Article 2 of the Treaty on the EU (TEU) states that equality between women and men is a core value of the EU. Article 23 of the Charter of Fundamental Rights calls for the mainstreaming of equality between women and men in all areas. Article 10 of the Treaty on the Functioning of the EU (TFEU) states that one of EU core objectives is to combat discrimination on the basis of sex. The Declaration 19 annexed to the Treaty of Lisbon identifies the struggle against all kinds of domestic violence as a key goal to eliminate inequalities between women and men. Articles 82 and 83 of the TFEU (on judicial cooperation on criminal matters) can be used as the basis for an EU legal instrument criminalizing acts of violence against women on a common basis for all Member States. Finally, other provisions of the Lisbon Treaty can be referred to, such as Article 151 (TFEU) on social policy, or Article 153 on minimum requirements in the field of equality between women and men with regards to labour market. Ultimately, all Member States have the possibility to adopt measures in a policy area where the Treaty has not provided the necessary powers, providing that they act unanimously, according to Article 352 (TFUE).

EWL recommendations for an EU strategy on violence against women

- A comprehensive policy framework
- Based on the definition of violence against women from international human rights instruments
- Link with EU commitment to equality between women and men
- Mainstream violence against women in all policies (coordination)
Address all forms of violence against women
Address the five Ps: prevention, protection, prosecution, provision, partnership
Include a wide range of actions, from legally-binding instruments to awareness-raising activities
Allocated with sufficient and sustainable human and financial resources

Concrete measures should include:
- A European Action Plan on violence against women
- A European Year on violence against women
- Awareness-raising and educational activities
- More funding for women’s NGOs
- Legally-binding instruments (like a Directive with a common definition of violence against women)
- Data Collection, research and policy developments
- Gender Budgeting
- Coherence between internal and external policies
- Member States to develop national actions plans

EU recent developments on violence against women

To date, the EU has no binding legislation in place to deal with what activists highlight is the most pervasive human rights abuse within its borders. But in the last two years, the issue of violence against women has gained increased attention on the political scene.

The EU Trio Presidency gathering Spain, Belgium and Hungary (2010-11) set up the question of violence against women as a priority, and on 26 March 2010, they issued a Trio Declaration on equality between women and men which clearly identifies violence against women as an issue of gender equality. In November 2009, the European Parliament passed a Resolution calling for a Directive and an Action Plan on violence against women. The Council of the EU backed this position in March 2010, issuing Conclusions calling on the Commission to devise a Strategy on violence against women and consider additional legal instruments. On the same date, the European Commission launched a Women’s Charter which included a promise to ‘put in place a comprehensive and effective policy framework to combat gender-based violence’, and in an April Communication on cooperation in the field of justice and home affairs, duly committed to the elaboration of a Strategy followed by an Action Plan, with a time-frame of 2011-2012. In September, the new EU Strategy for Equality between Women and Men included the adoption of an EU-wide Strategy on combating violence against women in its provisions for 2010-2015.

In parallel, the European Fundamental Rights Agency and the European Institute for Gender Equality have launched initiatives to gather much needed comparable European data on the issue, the Daphne Programme has built up a solid foundation of expertise and good practices throughout the Union in the prevention of violence against women, and several Eurobarometers highlight the population’s concerns for the tolerance for violence against women in the EU.5

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2 Council conclusions on the Eradication of Violence Against Women in the European Union, 3000th Employment and Social Policy Council meeting, Brussels, 8 March 2010

Moreover, in 7 April 2011, the Council of Ministers of the Council of Europe adopted its Convention on preventing and combating violence against women and domestic violence, which leaves the possibility for EU ratification. This new landmark Council of Europe treaty is the first legally binding instrument in Europe creating a comprehensive legal framework to protect women against all forms of violence, and prevent, prosecute and eliminate violence against women and domestic violence. The Convention also establishes an international mechanism to monitor its implementation at national level. Would the EU join the Convention, then all provisions of the Convention for which the EU has a competence would become EU law. The Convention is opened for signature since 11 May 2011; 13 countries have signed it yet (as of 14 June 2011). The EWL believes that the EU should ratify the convention, but above all that it should also take the lead and come up with its own legislative instruments.

On 18 May 2011, the European Commission presented its victims’ package, which consists of a series of measures to ensure a minimum level of rights, support and protection for victims across the EU. Women’s organisations had great expectations regarding this legislative package, as in the past months the European Commission has repeatedly presented it as a concrete EU action to combat violence against women. Unfortunately, but as expected, the victims’ package is anything but an adequate response to the EU commitment to deliver a Strategy on combating violence against women; the legislative proposals fail even to develop a gender perspective which is the prerequisite for an adequate policy answer to the highly gendered phenomenon of violence in Europe. As long as there is no EU political decision to concretely act to end violence against women and recognise its criminal nature in all of its manifestations, female victims of male violence will not benefit from all the provisions of the victims’ package. The most recent EC proposals therefore strongly demonstrates that an EU Strategy on preventing and combating violence against women is now urgent to guarantee the usefulness of the victims’ package for women in Europe.

There is political momentum for an EU action to end violence against women; the urgency to end violence against women has never been as high on the political agenda. However, we don’t see any concrete policy measures coming up. The EU needs to go beyond declarations and take action!

The EWL wants to see a comprehensive policy framework on eliminating violence against women in Europe, including the establishment of an EU Year to end violence against women. In 1999, the European Commission had already run an awareness-raising campaign on eliminating violence against women following the 1997 EP call for a European Year against violence against women. This precedent gives no space for arguments against the establishment of a new European Year to End Violence against Women, which should be the awareness-raising part of a comprehensive EU action. By coupling the EU Year and an EU comprehensive policy framework to end violence against women, the EU would demonstrate its genuine commitment to take the lead towards a Europe free from all forms of violence against women.

The European Parliament has been calling for years for an EU Year against violence against women. Already in 2006, in a resolution on the current situation in combating violence against women and any future action, the European Parliament had called for the EC to establish a European Year against men’s violence against women. Such call for a European Year has been repeatedly demanded in many EP resolutions and reports dealing with women’s rights and equality between women and men over the last two years. In 2009, the European Parliament asked the European Commission to declare, within the next five years, a ‘European Year on Zero Tolerance of Violence against Women’, in a

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77 European Parliament resolution of 5 April 2011 on priorities and outline of a new EU policy framework to fight violence against women (2010/2209(INI))
78 http://conventions.coe.int/Treaty/Commun/ChercheSig.asp?NT=210&CM=1&DF=&CL=ENG
9 European Parliament resolution on the current situation in combating violence against women and any future action (2004/2220(INI))
written declaration adopted in April. In October 2010, more than half of the MEPs adopted a new written declaration on establishing a European Year of Combating Violence against Women. It’s now time to act and use the opportunity of the EC’s commitment to deliver a strategy, and have a concrete comprehensive and effective EU action aiming at ending violence against women through legislative and awareness activities.

The European Women’s Lobby has therefore initiated a broad European advocacy movement, gathering NGOs and decision-makers, lobbying for an EU comprehensive action on violence against women and for a European Year on combating and preventing violence against women. This European Coalition will be active in lobbying the relevant decision-makers to ensure that the voice of its members will be heard. Find out more on the Coalition at: http://www.womenlobby.org/spip.php?rubrique172&lang=en.

**EWL publications and projects on violence against women**

- *Unveiling the Hidden Data on Domestic Violence in the EU (1999)* → first European-wide data!
- *Towards a Common Framework to Monitor Progress in Combating Violence against Women (2001)* → Indicators on violence against women
- *Reality Check: When women’s NGOs map policies and legislation on violence against women in Europe (2007)* → shadow report to Council of Europe publication
- *Three-year project ‘Nordic-Baltic Network’,* with NGOs and government agencies → concrete activities to support and assist victims of trafficking for sexual exploitation (2005-2008)
- *The links between prostitution and sex trafficking: a briefing handbook (2006, EWL-CATW)*
- *Not for sale* (2006, EWL-CATW) → awareness film on women survivors of prostitution
- EWL position paper *Towards a Europe free from all forms of male violence against women* (2010)
- EWL contribution to the EC consultation on an EU strategy on violence against women (2010)
- EWL lobbying kit for a strong Council of Europe convention on violence against women (2010)
- EWL study on sexual violence (commissioned by EIGE – 2011)
- EWL campaign ‘Together for a Europe free from prostitution’ (2010-12)

**Facts and figures on violence against women in the EU**

- 45% of women in Europe have suffered from men’s violence.  
- One in five women has been a victim of DOMESTIC violence.  
- 95% of all acts of violence taking place WITHIN THE HOME are against women.  
- In Europe, 7 WOMEN DIE every day from male domestic violence.  
- In France and Italy, one woman is killed every three days by her partner or ex-partner. In the UK, the figure is two per week.  
- The COST of domestic violence in the EU is estimated at 16 billion Euros per year, amounting to 1 million Euros every half hour. The annual EU member states’ budgets for prevention programmes of male violence are 1000 times less.  
- 80,000 women experience RAPE or attempted rape every year in the UK.

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10 Written Declaration of the European Parliament of 22 April 2009 on the ‘Say NO to Violence against Women’ campaign  
11 Declaration of the European Parliament of 9 September 2010 on establishing a European Year of Combating Violence against Women  
13 European Women’s Lobby, *Unveiling the hidden data on domestic violence in the EU, 1999*  
14 http://www.violences.fr/  
15 Psytel, Estimation de la mortalité liée aux violences conjugales en Europe, Programme Daphne III  
• One in four female students on UK campuses says she had been subjected to an **UNWANTED SEXUAL EXPERIENCE** at university or college.  

• In Lithuania, 26.5% of women aged 16 or over said they had been sexually abused by a stranger.  

• The states with higher circulation rates of **PORNOGRAPHIC MAGAZINES** have higher rape rates.  

• 40-50% of women in the EU have experienced **SEXUAL HARASSMENT** in the workplace. 33% of women employed by the Finnish Parliament state that they have experienced sexual harassment in their workplace.  

• More than half of women in **PROSTITUTION** in the UK have been raped and/or seriously sexually assaulted.  

• 68% of women in prostitution meet the criteria for post traumatic stress disorder in the same range as victims of torture.  

• For 27% of men surveyed, it is ‘ridiculous’ to talk about rape for a prostituted woman. Prostitutes are ‘unrapable’ since men pay to have intercourses with them.  

• Nine out of ten women in prostitution would like to exit the system of prostitution but feel unable to do so.  

• 79% of victims of **TRAFFICKING** are trafficked for sexual exploitation; more than 80% of these are female.  

• In the Netherlands, where procuring has been decriminalised for about 10 years, police says that 90% of women in prostitution coming from East and Central Europe have been trafficked.  

• The right to **ABORT** is still denied or severely restricted in Malta, Cyprus, Ireland and Poland.  

• Estonia and Romania still have high **MATERNAL MORTALITY RATIOS** (respectively 25 per 100 000 births and 24 per 100 000 births).  

• Every year, up to 180,000 women and girls living in the EU are at risk of female genital **MUTILATION**, and 500,000 women and girls live with a female genital mutilation.  

• Over half of all women with **DISABILITIES** have experienced physical abuse, compared to one third of women without disabilities.  

• In the UK, one in five **HOMELESS** women has resorted to prostitution to escape a night on the streets.  

• Women with disabilities, **ROMA** women and **TRANSGENDER** persons continue to often face forced sterilisation.  

• 3rd-country national women are denied access to shelters; **UNDOCUMENTED** women can face deportation when reporting facts of male violence.  

• **LESBIAN** and bisexual women face targeted sexual harassment and abuse.  

• In Europe, acts of domestic violence against women are not classified by law as **CRIMINAL OFFENCES** in Estonia, Hungary and Italy. Only five EU Member States comply with the requirement of one place in a safe **SHELTER** per 7500 inhabitants.

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19 National Union of Students, 2010  
20 Purvanekiene, 1999  
26 UK Home Office, *Paying the price*, 2004  
30 European Parliament resolution of 24 march 2009 on combating FGM in the EU (2008/2071(INI))  
34 ILGA Europe: [http://www.ilga-europe.org/home/issues/hate_crime/resources](http://www.ilga-europe.org/home/issues/hate_crime/resources)
Key dates on violence against women

- 1949: UN Convention for the Suppression of the Traffic in Persons and the Exploitation of the Prostitution of Others
- 1979: UN Convention on the Elimination of all Forms of Discrimination against Women (CEDAW)
- 1986: EP Resolution on Violence against Women
- 1992: CEDAW General Declaration 19 on Violence against Women
- 1993: Vienna World Conference on Human Rights – Vienna Declaration and Programme of Action
- 1993: UN General Assembly Declaration on the Elimination of Violence against Women (DEVAW)
- 1994: UN Commission on Human Rights appoints Radhika Coomaraswamy first UN Special Rapporteur on violence against women, its causes and consequences
- 1995: UN World Conference on Women and Beijing Platform for Action
- 1997: EWL founds a European Observatory on violence against women
- 1997: EP call for a campaign of no tolerance for violence against women (Resolution "Tolerance Zero")
- 1999: Optional Protocol to the 1979 UN Convention on the Elimination of all Forms of Discrimination against Women
- 1999: Sweden criminalises the purchase of sexual services and is since regarded as the model towards the abolition of the system of prostitution
- 1999: UN General Assembly designates 25 November as the International Day for the Elimination of Violence against Women
- 1999: Eurobarometer on the attitude of the European population towards domestic violence
- 2000: UN Security Council Resolution 1325 on Women, Peace and Security
- 2000: EP Resolution on the Fight against Trafficking in Women
- 2001: EP Resolution on Female Genital Mutilation
- 2002: EP Resolution on Sexual and Reproductive Health and Rights
- 2002: EU Directive on the implementation of the principle of equal treatment for men and women as regards access to employment, vocational training and promotion, and working conditions: sexual harassment is defined as a discrimination on the ground of sex, and shall therefore be prohibited
- 2003: UN Resolution on the Elimination of Domestic Violence against Women
- 2004: Spain passes a comprehensive law addressing Violence against Women and is since regarded as a ‘leader’ in combating domestic violence
- 2006: EP Resolution on the Current Situation in Combating Violence against Women and any Future Action – MEPs call for the EC to establish a European Year against men’s violence against women
- 2006: Council of Europe Campaign to Combat Violence against Women, including Domestic Violence (2006-08)
- 2008: EU adopts Guidelines on violence against women and girls and combating all forms of discrimination against them (external action)
2008: UN Security Council Resolution 1820 on sexual violence in conflict
2008: UN Secretary-General Ban Ki-moon launches his campaign *UNiTE to End Violence against Women*
2009: UN Secretary General launches UN Network of Men Leaders against violence against women
2009: EP adopts a Written Declaration on violence against women in support of the UNIFEM campaign ‘Say NO to violence against women’ asking to create a European Year on Zero Tolerance of violence against women.
2010: UN Secretary General appoints Margot Wallström, former EU Commissioner, first Special Representative for sexual violence in conflict
2010: EC Action Plan implementing the Stockholm Programme, committing to deliver an EU Strategy and Action Plan on combating violence against women
2010: Eurobarometer on Domestic Violence against Women
2010: EP adopts a Written Declaration on establishing a European Year of Combating violence against women
2010: Council conclusions on the Eradication of Violence Against Women in the European Union
2010: EU appoints Myria Vassiliadou, former EWL Secretary General, first EU Anti-Trafficking Coordinator
2010: Council of Europe Convention on preventing and combating violence against women and domestic violence
2010: EU Directive on preventing and combating trafficking in human beings and protecting its victims
2010: EP Resolution on priorities and outline of a new EU policy framework to fight violence against women

**EWL quotes on male violence against women**

- ‘Male violence against women is the fundamental and extensive violation of women’s human rights in the EU. It is unacceptable that, as yet, no EU legislation exists to tackle it. We expect to see this change soon with the Commission proposal for an EU Strategy to combat Violence against Women.’ *(EWL Executive member, Rada Boric)*
- ‘Male violence against women is a structural phenomenon intrinsically linked to gender inequalities.’ *(Director of the EWL Observatory on Violence Against Women, Colette De Troy)*
- ‘Prostitution is male violence against women. Refusing to tolerate a system of prostitution is about setting a standard of human dignity for all women and girls around the world.’ *(EWL Policy Officer and Project Coordinator, Pierrette Pape)*