Gender-based Violence Administrative Data Toolkit for the Pacific Region

Collecting better information to enhance safety, decision-making and service delivery

Acknowledgements

This toolkit was developed in 2021 following a series of virtual data literacy and capacity building workshops including participants from Tonga, Samoa and Vanuatu. The workshops were funded under the Spotlight Initiative Pillar 5, conducted by the University of Melbourne and Nossal Institute with support from SPC, UNFPA, UN Women, al of which are members of the Pacific Regional Technical Working Group on GBV Administrative Data.

The toolkit draws on many previous examples, resources, and templates, as well as knowledge and experience gained over many years by multi-sectoral experts working to address gender-based violence in the Pacific. The toolkit has been developed from this background work to meet the needs of Pacific-based organisations identified during the 2021 workshops. We acknowledge the work which has gone before us, and ongoing work by the Pacific Regional Technical Working Group on GBV Administrative Data.

We thank all contributors for their expertise and acknowledge the previous work and experience that this toolkit is built on.

The examples in this toolkit draw heavily from our program of work in Samoa, Vanuatu and Tonga, funded under the Spotlight Initiative. This work is informative for the wider Pacific Region and is planned to be extended in 2023 particularly under the guidance of the Pacific Regional Technical Working Group on GBV Administrative Data.

Pacific Regional Technical Working Group on GBV Administrative Data

This working group includes representation from UN Women, UNFPA, The Pacific Community (SPC) and University of Melbourne, and the Pacific Partnership to End Violence Against Women and Girls. This Technical Group supports a regional community of practice on GBV administrative data systems in the Pacific. Members provide technical support such as peer review of documents and linkages of GBV multi-sector service delivery with a GBV administrative data system.

Spotlight Initiative

Spotlight is a United Nations global initiative supported by the European Union and other partners, focused on eliminating violence against women and girls.

kNOWVAWdata Initiative

kNOwVAWdata is an initiative funded by UNFPA and the Australian Department of Foreign Affairs and Trade to support and strengthen regional and national capacity to measure violence against women in Asia and the Pacific. This tool kit will supplement other kNOwVAWdata knowledge products for management and use of data to measure violence against women and going forward will be maintained and updated by kNOwVAWdata and the Pacific Regional Technical Working Group on GBV Administrative Data.

Attributions

This toolkit has been drawn from documents used in the Pacific workshops and prepared by Jasmin Isobe with oversight from Kristin Diemer, at the University of Melbourne. All supporting resources have been attributed to their developers and or publishers.

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Suggested citation

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Contents

About this toolkit

Gender-based violence[1] affects people in all sections of society and has a heavy personal and economic cost. Many community and government organisations come into contact with survivors and perpetrators of gender-based violence: police, social workers, courts, women's services and hospitals – and many others. By coordinating information gathering methods and collecting consistent information, these agencies can better understand the patterns of violence, trends and outcomes. It helps us to know the true extent of gender-based violence, how many people are seeking help or not receiving assistance, and gaps in the support. It is essential that this information is managed in a way that is sensitive, confidential and does no harm to vulnerable people.

Under the kNOwVAWdata Initiative and Pillar 5 of the Spotlight Initiative, a series of data literacy and capacity building workshops were conducted in 2021 by the University of Melbourne and Nossal Institute, supported by SPC and UNFPA. The *Gender-Based Violence (GBV) Administrative Data Toolkit for the Pacific Region* is an output based on these workshops.

Objectives

The toolkit aims to:
- Support ethical research that contributes to long-term efforts in ending violence against women and girls
- Enable the use of quality, disaggregated, comparable data on gender-based violence
- Support safe, rigorous, ethical data collection, sharing, and reporting on GBV indicators
- Support organisations to set up GBV administrative data systems using best practice
- Increase data literacy and capacity building across the Pacific region

This toolkit is a high-level guide, reference point, and resource to support the collection, sharing and safe use of GBV administrative data with particular attention to issues in the Pacific Region. It draws on many established concepts, methodologies, tools, and previous foundational work relating to gender-based violence and administrative data.
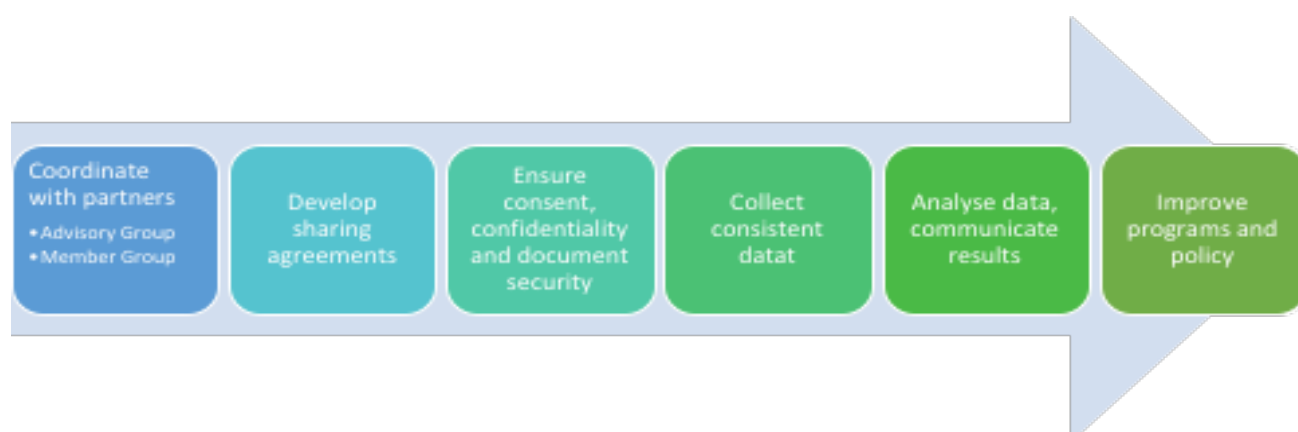
Toolkit audience

This toolkit was produced as part of Pacific Region activities, with an intended audience of Pacific agencies, organisations, and services across sectors that might receive and use information related to gender-based violence. This includes producers and users of statistics: service providers, civil society organisations and government departments. When used well, this information can be helpful for decision-makers, advocates, women's organisations and researchers/academics supporting GBV administrative data collection and sharing in the Pacific Region.

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[1] This toolkit uses the term 'Gender-Based Violence' (GBV) to cover all forms of Violence Against Women and sexual and gender-based violence against men, women, girls and boys. This can include physical, sexual, and emotional abuse.

How to use this toolkit

Each module takes users through key concepts, questions and action points related to GBV administrative data, providing specific examples relevant to the Pacific region. All four modules of this toolkit are complemented by supporting resources – these include key documents such as foundational reports and technical guidance, reference materials, templates, and examples to assist users in making the most of this toolkit in their planning or practice. The toolkit also directs users to additional resources and information to contextualise GBV administrative data and how to use it.

> **Supporting resources** are signposted throughout the modules in boxes like this one. These include references to tools, templates and examples.

> **General good practice points** are signposted in boxes like this one. These include direct practice tips and considerations for contextualising practice.

> **Tips and resources** of particularly relevant to the **Pacific region** are signposted in boxes like this one. These include contextual considerations specific to the Pacific.

> **Suggested further reading** resources and links are provided in boxes like this one, at the end of each module. These include relevant articles, resources, toolkits, best practice guides, and technical reports that may be useful for users.

Background to the toolkit

Gender-based violence (GBV) is one of the **most widespread, persistent, and devastating human rights violations in the world today.**

In the Pacific, up to 68 percent of women (in Kiribati and Papua New Guinea) have experienced physical or sexual violence at the hands of their intimate partner. Pacific girls also experience high rates of sexual abuse, with up to 37 percent of women (in Solomon Islands) reporting experiencing sexual violence before the age of 15. In addition, between 5 percent and 28 percent of women (Fiji and Vanuatu) who first had sex before the age of 18 reported that they had been coerced or forced.

GBV is a major obstacle to the fulfilment of women's and girls' human rights and development and a threat to the achievement of the Sustainable Development Goals. To address these challenges, in 2017 the European Union (EU) and the United Nations (UN) embarked on a new multi-year programme- the EU-UN Spotlight Initiative. The Spotlight Initiative in the Pacific region is implemented through UN agencies and a range of development partners including SPC, the University of Melbourne, Civil Society Organisations (CSOs) and governments, with a focus on eliminating violence against women and girls, including intimate partner violence and domestic violence.

A key outcome for the Spotlight Initiative in terms of GBV data is that quality, disaggregated, and globally comparable data on different forms of violence is collected, analysed, and used in line with international standards to inform legal frameworks, policies and programmes.

The Spotlight Initiative aims to support transformative change on the ground to end violence against women and girls and harmful practices, in numerous countries globally.

List of accompanying documents

The Gender-Based Violence (GBV) Administrative Data Toolkit for the Pacific Region consists of the following modules. Each module provides information, examples, and links to further resources to support the use of GBV administrative data, with supporting resources such as reference documents, templates, examples, and guides.

		Supporting resources	Type
Module 1 Why collect and report on GBV administrative data?	1a	Guidelines for Producing Statistics on Violence Against Women – Statistical Surveys	Reference
Module 2 GBV administrative data collection and sharing	2a	Consent form for release of information to an administrative database	Template
	2b	Memorandum of Understanding	Template
	2c	Memorandum of Understanding – Police and Ministry of Women	Example
	2d	Information Sharing Protocols	Guide & template
	2e	Definitions of types of violence against women	Reference
	2f	Recommended minimum data set for administrative GBV data collection	Reference
	2g	Administrative data organisational mapping tool	Tool
	2h	Pacific GBV data	Template
	2i	Initial intake and case management form (SHORT)	Template
	2j	Intake and case management form (LONG)	Template
Module 3 Models for building a GBV administrative data system	3a	General steps to setting up GBV administrative data systems	Reference
	3b	Global technical guidance for collection and use of administrative data on violence against women	Reference
	3c	Planning steps for setting up regional coordination of a GBV administrative data system	Template
Module 4 From data to action: GBV data utilisation	4a	National Gender Equality Policy and Data Indicators	Template and example

MODULE 1

Why collect and report on gender-based violence administrative data?

This module introduces you to administrative and gender-based violence (GBV) data, the questions it can answer, and why it is collected and reported. This module will be particularly useful to users who are new to GBV data, its collection and use.

What is GBV administrative data?

Agencies can collect information that helps us better understand the nature and consequences of gender-based violence. This data comes in different forms. Prevalence data, administrative data and costing data are all important in understanding gender-based violence. Each type of data contributes to understanding the realities of violence at national and community level, answers different questions, and is collected from different sources.

Supporting Resource 1a: *Guidelines for Producing Statistics on Violence Against Women – Statistical Surveys*
This resource will help you produce accurate and meaningful statistics on violence against women using survey methodology. Published by the United Nations (2014).

Example of minimum data to collect following a GBV event[1]	
GBV information	Type of violence: • *Physical* • *Sexual* • *Emotional/ psychological* About the event: • Date reported violence occurred • Geographical reference: where violence occurred *(e.g., city/village, sub-national if relevant, e.g., state, province)* • Location of event: *e.g., home, school, work, public space* • Identify if violence was perpetrated using a computer *(cybercrime)*
Victim/survivor information	• Gender • Age *(life stage if age is unknown)* • Survivor-perpetrator relationship
Perpetrator information	• Gender* as reported by the survivor • Age* as reported by the survivor *(life stage if age is unknown)* • Does the service provider/administrative system have contact with the perpetrator? • Actual age of the perpetrator *(if known)* • Actual gender of the perpetrator *(if known)*
Service information	• Date of registry of violence with the organisation • Registering entity/person and their sector *(if service provider)* • Response or services provided *(yes/no/not applicable/ survivor declined/survivor decided to come back later)* • Referral *(yes/no/not applicable/survivor declined/ referral to which services)*

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[1] See resource 2f for more information.

Administrative data is information regularly collected by services, agencies and government departments as part of a routine operations such as record keeping, registrations or transactions, usually as part of service provision. GBV administrative data reported by service providers is the 'tip of the island': actual prevalence and incidence of violence is vastly unseen and unmeasured, and prevalence studies that collect self-report data on violence give a surface level picture. GBV administrative data is not representative of a country or population and cannot be used to estimate prevalence of violence, but it can tell us important things about service use and systems.
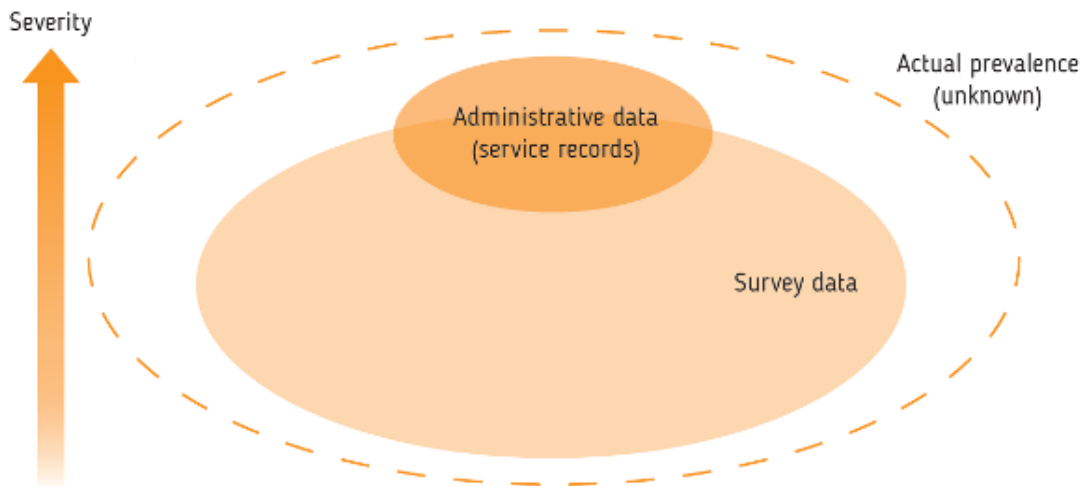
Figure 1: Administrative data vs. population-based survey data on experience of violence against women: How well do they represent violence in a population? (Source: Dr Henriette Jansen)

Who collects GBV administrative data?

- Police
- Health services and hospitals
- Social welfare agencies
- Social service providers
- Child protection
- Women's shelters and refuges
- Violence hotlines and helplines
- Prosecutors
- Courts and legal services

Administrative data that is helpful to understanding GBV is collected by government and non-government general services, as well as specialist services. This can be as part of service provision and support to a survivor of violence or as part of the response to an alleged or convicted perpetrator. GBV administrative data can be collected on intake forms, client information sheets, admission forms, police reports, and other sources, by any of these services and more.

Why collect GBV administrative data and what can it tell us?

Administrative data can provide valuable information that is often not obtainable through surveys. GBV administrative data helps to identify and understand patterns and trends of violence, and responses and outcomes such as charges against and convictions of perpetrators. GBV administrative data is collected continuously and analysed depending on need and capacity, and can be used to:

- Monitor service use and demand, estimate capacity, resource allocation and costs
- Monitor service quality and access
- Generate national and local policy and program priorities

GBV administrative data is generated when people come into contact with agencies, services and organisations. Some populations are less likely to be represented in administrative data due to a lower likelihood of using these systems or disclosing GBV. Marginalised groups can include:

- Women from minority or marginalized ethnic or religious groups
- Women in rural settings
- Women whose mobility is restricted in highly conservative cultural contexts
- Women living with HIV
- Women living with disabilities
- Migrants, refuges, and undocumented migrants
- Women of non-conforming sexual orientation and gender identity
- Women in the sex industry
- Women who use drugs in contexts where these behaviours are legally criminalized

Guiding principles for collection and use of GBV administrative data

These principles are internationally recommended to guide collection and use of GBV administrative data[1]. They should inform all levels of GBV data-related work from the outset, and where possible be embedded in documentation and formal agreements.

Human rights-based approach:
- Violence against women is a fundamental breach of women's rights.
- States have responsibility to respect, protect and fulfil the rights of women and girls.
- Prioritise the safety and wellbeing of women and girls in any collection and use of administrative data.
- Uphold the highest possible standards for health, social, justice and policing services, that are accessible and acceptable to survivors.

Survivor-centred approaches:
- Place the rights, needs and desires of women at the centre of service delivery and collection and use of data.
- Consider multiple needs, various risks and vulnerabilities of survivors to ethical data collection, analysis, sharing and reporting, including the impact of decisions and actions.
- Work with survivors wherever possible to analyse, share and report the data, respect their wishes, and place their safety and wellbeing first.

Advancing gender equality and women's empowerment:
- Ensure gender-sensitive and gender-responsive policies and practices are in place
- Collect and use service-based administrative data in a way that promotes women's agency, including the right of refuse collection of their information, without affecting their ability to receive services and care

Safety:
- Collect and use data in a way that prioritises the safety and security of survivors, and that does not cause further harm.
- Do not request data from survivors on their experience of violence they have access to services to support them.
- Women who disclose experience of violence should receive immediate WHO-recommended first-line support.
- Service providers should be trained to deliver first-line support

Cultural sensitivity and age appropriateness:
- Consider survivors' unique life circumstances, experiences, identities and needs in the context of service use (or lack thereof) in collection and analysis of GBV administrative data
- Use information appropriately and sensitively to inform understanding of service experience and needs of women who face multiple forms of discrimination

Perpetrator accountability:
- Analyse whether perpetrators are being held accountable, and whether justice responses are proportional to acts committed
- Respected rights and protocols aligned to national and international standards related to alleged and convicted perpetrators.
- Support survivors to participate in justice responses and inform them before any disclosures are made whether this will result in involvement with the justice system.

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[1] Adapted from Annex I, UN Women and WHO (2022).

MODULE 2

GBV administrative data collection and sharing

> This module introduces you to good practices to safely and ethically collect and share GBV administrative data. This module will be very relevant to users who are thinking about how they can establish good practice in their organisations or partnerships around GBV data use.

Safe and ethical practices for collecting, managing, and sharing GBV administrative data

Safe, ethical practices should always underpin any collection or sharing of GBV data. Practices for collecting and sharing data in the humanitarian context encounter persistent problems. Good practices can push back against these, if considered and implemented well.

Common problems with GBV data collection and sharing
- Women being put at risk   - Poor quality of data   - Sharing client data without their informed consent or knowledge   - Sharing too much data (i.e., intake forms)   - Sharing identifying data   - Casual approach to storing data   - Manual analysis of data – prone to errors

Recommendations to guide good practice and counteract persistent problems[1].

Risks and benefits: The benefits to service users, practitioners, and agencies of collecting and sharing GBV administrative data must be greater than the risks to service users, practitioners, and agencies.

Methodology: Collection and share data in a way that presents the least risk to service users, practitioners, and agencies, and should be underpinned by sound methodologies and evidence-based good practice.

Referral services: Ensure that services are available to GBV survivors if you will gather data from them.

Safety: The safety and security of all involved in GBV administrative data collection and sharing is the highest priority and should be continuously attended to.

Confidentiality: Protect the confidentiality of individuals who provide information about GBV at all times. Survivor and incident data must be non-identifiable, and only shared with authorised people and or agencies with an Information Sharing Protocol.

Informed consent: Ensure that anyone providing information about GBV has given informed consent before participating in the data gathering activity. Consent must be specific and explicit about how information will be used (e.g., for case management and referral purposes and/or data analyses and reporting).

Data collection and information sharing agreements: Before any data or information is shared, an agreement establish an agreement between all agencies that sets out how data will be collected, shared, protected, used and for what purpose.

Information gathering and sharing teams: All practitioners collecting and sharing GBV administrative data must be carefully selected and receive relevant and sufficient specialised training and ongoing support.

Additional guidelines and safeguards: Additional guidelines and safeguards should be implemented when children (or other vulnerable populations) are to be the subject of information gathering and or sharing.

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[1] Adapted from WHO (2007)

Privacy and confidentiality

Privacy and confidentiality are crucial to safe, ethical, and effective data collection and sharing. This is true of any type of data, but particularly for sensitive data related to gender-based violence.

Privacy refers to a person's preference to control who obtains information about them.	**Confidentiality** refers to the protocols in place to manage the ways that information is handled.
Example: Many refuges for violence survivors have discreet entrances where it is not easy to see who enters. This allows the users to maintain privacy and helps maintain safety.	**Example:** Data collected at a service is entered into password protected software. The service has guidelines over who can access the data and how it can be used.

Managing privacy and confidentiality in the Pacific can be particularly challenging

Small populations raise the likelihood that 'everyone knows everyone', and the cultural and social context that promotes strong community can make private disclosures and conversations difficult. Buildings are not always soundproof.

If you are or will be collecting GBV administrative data, it is important to establish a foundational privacy and confidentiality policy. This is often part of an Information Sharing Protocol (ISP), which specifies:

- Who will be responsible for collecting and recording the information
- Where and how the information will be recorded
- How the information will be stored
- Who will have access to the information?
- What information will be shared and who it will be shared with

Consent to share information

When it comes to GBV, sharing data can be risky and can jeopardise the safety of a woman and her children. Clients, patients, and survivors all have a right to know what information is being collected, how it will be used, who it will be shared with and what your plans are to manage privacy or security breaches. Additional safety precautions should always be considered relating to risk to reputation and risk that abusive partners know a woman has reported. Consent to share information for **case management and referrals** and consent for **data analyses reporting** should always be explicit and specific.

Example script requesting consent to share information for data analysis reporting

I'd like to ask your permission to include the data and information about you and your situation for our research and reporting purposes. This data will not include your name, address, or anything else that could identify you, and it would be added into a database with information about many other people like you who have used a range of services.

The purpose for our reporting is to show the need for this service and help us to improve what we do. Would you agree to have the data about you included in this analysis and reporting?

Supporting Resource 2a: *Example Consent form for release of information to an administrative database.*
This is an example of a consent form to be used with a client/victim survivor, asking for permission to use her information in research and reporting of GBV administrative data.

Memorandum of Understanding

A Memorandum of Understanding (MOU) is a contract between agencies or organisations that specifies the processes for obtaining and receiving data, and where it will be stored. An MOU can be created to support collaboration between any type of agency. It should include:

- Details of the services or organisations sharing data
- Key contacts and who has signed the MOU (name and position)
- The format of the data to be shared
- How often the data will be shared
- Responsibilities of each participating organisation
- Reference to key GBV, privacy and information policy or legislation
- How long the agreement will be in place (usually annual)
- An agreed date or timeframe for review
- Signatures from representatives of all participating organisations
- Appendices that set out the agreed data items and format to be shared

MOUs are critical to support the safe and effective collection and sharing of information between agencies or organisations. Their development should be collaborative, and while templates provide a good starting point, each MOU should be tailored to the specific context and agreement between participating parties.

Where existing MOUs come under review, any additions or revisions to data items, protocols or policy and legislative environment changes should be specified.

Supporting Resource 2b: *TEMPLATE Memorandum of Understanding to support sharing of gender-based violence administrative data*
This is a TEMPLATE Memorandum of Understanding that can be adapted to your organisation and partnership. It is accompanied by Supporting Resource 2c.

Supporting Resource 2c: *EXAMPLE Memorandum of Understanding to support sharing of gender-based violence administrative data*
This is an EXAMPLE of a completed Memorandum of Understanding using Supporting Resource 2b.

Information Sharing Protocol

An Information Sharing Protocol (ISP) is a multi-agency guide that documents the overall processes, systems, and standards of practice to ensure a transparent process for safe, effective, and ethical information usage and sharing of GBV data. ISPs and MOUs work together to ensure safe and rigorous processes for collecting and sharing information.

It is recommended that before sharing any data, an ISP is understood and agreed to by all agencies and organisations involved. An ISP:

- Sets out the guiding principles and procedures for ethical data sharing
- Explains what 'non-identifiable' information is
- Enable implementing partners to have a clearer understanding of the *what*, *why*, *when*, by *whom*, and *how* of sharing GBV data
- Clearly defines the roles, rules and responsibilities of all parties involved
- Prioritises confidentiality and protection of survivors and service providers
- Sets a time limit for review
- Sets out procedures for addressing breaches of the protocol

The process of developing an ISP is as important as the final document. A participatory, collaborative, inclusive and respectful process supports the development of trust among partners, facilitates information sharing and contributes to a more robust response to GBV.

> **Supporting Resource 2d:** *GUIDE and TEMPLATE for Information Sharing Protocols*
> This is a TEMPLATE Information Sharing Protocol, adapted from the GBVIMS (2014) template and guidance. This can be adapted to your organisation and partnership. NOTE: Ensure your legal department or advisor has reviewed any final documents produced using this template.

Common language and definitions for GBV data

GBV can be classified in different ways. It is important to establish common categories for GBV if you are collecting and sharing GBV data. Below are two examples of how types of violence against women are often classified. You may choose to use either of these classifications, or another. Regardless of which classifications you use, it is important to agree on a common understanding and definitions you and any collaborating organisations will use as you collect and share GBV administrative data. **Supporting Resource 2e** provides common definitions and examples used by the United Nations as well as examples of different definitions used by other organisations.

Example 1: Six core classifications of GBV[2]		Example 2: Four core classifications of GBV[3]
- Rape - Sexual assault - Physical assault - Forced marriage	- Coercive control/Denial of resources, opportunities of services - Psychological/Emotional abuse	- Physical violence/abuse - Sexual violence/abuse - Psychological/emotional violence - Emotional abuse - Controlling behaviour - Economic violence/abuse

> **Supporting Resource 2e:** *Definitions of types of violence against women.*
> A quick reference list adapted from the United Nations Guidelines for Producing Statistics on Violence against Women, with examples of different definitions across organisations.

Regardless of which core classifications you adopt, determining whether something is GBV always involves **consent**. Consent is when a person makes an informed choice and freely and voluntarily agrees to do something.

There is no consent when agreement is obtained through:

- The use of threats, force or other forms of coercion, abduction, fraud, manipulation, deception, or misrepresentation
- The use of a threat to withhold a benefit to which the person is already entitled, or
- A promise is made to the person to provide a benefit

With increasing access to different technologies, the way violence and abuse is perpetrated is changing. While the broad categories listed above remain relevant and important, attention to emerging mechanisms used to enact these types of violence is warranted. **Technology-facilitated abuse** is a particularly concerning, increasing form of violence against women.

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[2] Drawn from GBVIMS tools: www.gbvims.com/gbvims-tools/
[3] Drawn from kNOwVAWdata Key terminology (Jansen, 2016), based on WHO definitions: https://asiapacific.unfpa.org/sites/default/files/pub-pdf/kNOwVAWdata%20Key%20Terminology.pdf

Collecting useful GBV administrative data: Minimum data fields and information

Collecting useful administrative data involves considering the essential information (or indicators) needed to provide a meaningful minimum data set about service use and potential needs of survivors across sectors. Most organisations providing a service or program collect demographic and background data including client information such as name, age, and gender, location and type of services sought, details about who is involved, and information about dependents and family. However, this may look quite different depending on the organisation and its focus.

Good practice for collecting GBV administrative data involves collecting consistent, contextual and background data, as well as data specific to GBV incidents and services. This is often broken down into four types of information that are recommended as a minimum GBV administrative data set[1]:

- Information about the violence
- Victim/survivor information
- Information about the service provided
- Perpetrator information

Other minimum data items that shed light on power dynamics, risk, and vulnerability often include:

- Geographic region
- Housing situation
- Marital status
- Religious or traditional practices (including harmful)
- Education

Additional information that provides context or that speaks to specific programmes or policies may be equally important to collect, and organisations with a specific function may prioritise collecting information relevant to their specialisation: health systems may collect data on types of injuries sustained; justice systems may prioritise information relating protection orders, charges laid or court outcomes.

Example information collected	Women's service	Health service
Standardised GBV information	Age | Violence experienced | Referrals	
Sector-specific information	- Service ID - Information about children - Risks of violence - Safety plan - Perpetrator information	- Service ID - Information about illness - Health risks - Health history - Treatment

Supporting Resource 2f: *Recommended minimum data set for GBV administrative data collection.*
A quick reference list adapted from Kendall, T. (2020). A Synthesis of Evidence on the Collection and Use of Administrative Data on Violence against Women: Background Paper for the Development of Global Guidance. New York: UN Women.

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[1]Kendall (2020).

Standardising data for sharing

If you are planning to share GBV administrative data, it is important to have a shared system and way of collecting information. By having a common system and format for data collection, agencies sharing data will be able to compare and combine information effectively, and ensure consistent, robust reporting on GBV indicators. Standardisation does not imply that all sectors need to collect all of the same information, but rather that when the same variables are used, the information generated is standardised.

A key aspect of this work is examining what data you already collect, and how you collect it – including the types and range of questions about GBV that are asked, and what the response options are for people to answer – and, whether this is comparable to agencies you will be working with to collect and share GBV administrative data. Standardising data collection and response options is often the hardest part of setting up a data system and effectively sharing information. It is also the ideal time and an opportunity for collaborating agencies to reflect on and review their internal data collection systems. Once you know what data you are collecting and how it is formatted, you can work with your partner agencies to standardise your systems and categories.

Standardising data with partner agencies

The following steps can help you compare and standardize your data. Use **Supporting Resource 2g**: *Administrative data organizational mapping* to help you through this process.

- Prepare an MOU and ISP.
- Prepare a report of one month of data, including the following information with response categories. Ask your partner agencies you will be sharing data with to do the same.
  - **Survivor data:** age, gender, type of violence, relationship to the perpetrator, disability, service provided, if this is an adult are there any children
  - **Perpetrator data:** age, gender, relationship to the survivor, disability, response /service provided, if this is an adult are there any children
- Compare your reports, using the following questions as guides to check if your questions and response categories are comparable:
  - Is age collected the same way?
  - Are the same perpetrator relationships included?
  - What does disability mean in each report and is it recorded the same way?
  - How does each agency define type of violence?
- For any data item, wherever possible, use the same response options, or provide more categories that can be combined (see example education response options and incident classifications).

Supporting Resource 2g: *Administrative data organisational mapping tool.*
A tool to help you and partner agencies map your data items and response options, and work to standardise them for better data sharing and reporting. This resource includes guidance on minimum administrative data fields.

Example: Reviewing incident classifications to align with new legislation

Agency A has been collecting information about cyber and technology-facilitated violence, for example **weaponization of pornography, blackmail,** and **online stalking**. They have been classifying these incidents as **emotional** or **psychological abuse**.

New laws applying to the work Agency A conducts has just been passed, concerning cyber bullying. Agency A needs to begin collecting information in a way that allows them to report on cyber bullying complaints or behaviours in a more detailed way. They create a set of **'detailed codes'** that specify **cyber bullying behaviours and experiences, as sub-categories of emotional or psychological abuse**. This allows Agency A to maintain consistency in their reporting through their 'old' classifications of 'emotional or psychological abuse', while also having the ability to drill down and report on these specific concerns in line with the new legislation.

Example: Standardising education response options

Organisations A and B want to share information. Organisation A collects data on education level using three response options: Primary, Secondary and Post-secondary. Organisation B also uses three response options – however, they are structured differently and will not be easily comparable with Organisation A's response options. As part of standardising response options to this education data item, Organisation B splits their response option of 'Upper secondary +' into 'Upper secondary' and 'Post-secondary', but they retain the two options detailing lower and upper secondary, as this is useful to their internal data use and reporting requirements. By adding an option, when it comes to sharing data, Organisation B can combine 'Lower secondary' and 'Upper secondary', to match Organisation A's 'Secondary' response option, and both organisations now report on 'Post-secondary' level of education consistently.

Organisation A: Education response options	Organisation B: *Revised* education response options	Organisation B: Education response options
Primary	Up to primary	Up to primary
Secondary	Lower secondary	Lower secondary
Secondary	Upper secondary	Upper secondary +
Post-secondary	Post-secondary	Upper secondary +
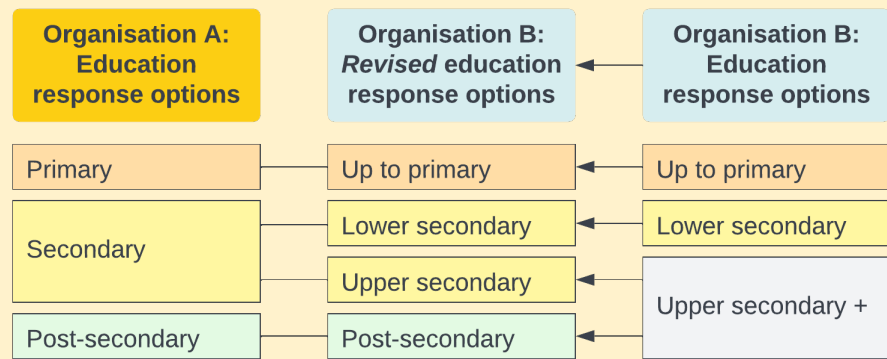
Ensuring you have relevant and useful classification codes

If you are unsure about where to start your review of classifications/incident response options, you can always start with mapping. Mapping allows you to get a full picture of your data collection. After that you can:

- Identify gaps in how information is classified
- Identify the kinds of information that are coded as 'other' – you may need to create detailed codes to begin capturing this information in a more useful way
- Check your local GBV legislation as well as criminal codes and other relevant laws to make sure you are capturing information in line with the laws and policies of your country
- Consult with stakeholders from service providers to learn more about the types of complaints or cases they deal with, and whether they are able to be accurately recorded
- Consult safely with service users when they visit a service – do they feel their information/experience can be accurately recorded?

Data collection forms and tools

As you and your agency develop your MOUs, ISPs and begin standardising your data collection categories and responses, you will need to update or create data collection tools. Agencies collecting GBV administrative data might use a range of tools, and each one should be reviewed and amended as necessary to match agreed data items, response options and formats to support effective data collection and sharing.

Intake and admission forms, referral requests, information sheets, police and service reports are some of the common ways GBV data is collected. Intake forms used by services who provide assistance to victim survivors are a great example of powerful data collection tools. These intake forms might be the initial point of collection, and the information entered into a spreadsheet or other data management tool for compilation and analysis.

Good practice for intake forms and other information gathering tools

The structure, clarity and accessibly of any document used to collect information can impact the quality of data significantly. Intake forms and other information gathering tools should be carefully created or updated, and include the following:

- Clear instructions about who should fill out the form, including any important reminders e.g., requirement for consent, explanations of how the information will be used
- Clear labelling regarding confidentiality of the information being collected
- Accessible formatting and structured sections
- Essential information that is easy and quick to find e.g., dates and identifiers
- Clear signposting to indicate essential items of information that should always be collected if possible
- Questions and response categories that collect essential data for reporting on GBV, but that are appropriate to the context of use (considering cultural norms, simple language and sensitivities of GBV)

Intake forms and other information gathering tools should be regularly reviewed to ensure they are kept up to date and relevant, particularly when agencies are collecting and sharing sensitive data.

Supporting Resource 2h: *TEMPLATE for Pacific GBV data collection.*
This template can be used to support collection of consistent data and can be adapted to your specific context and organisation. It can also be used as a starting point when agreeing on data items shared between organisations.

Supporting Resource 2i: *TEMPLATE Initial intake and case management form (SHORT)*
A TEMPLATE initial intake form (SHORT version), based on the GBVIMS and SafeNet tools. This form collects essential information and would be most appropriate to use at first point of engagement with victim survivors, particularly in time pressured contexts.

Supporting Resource 2j: *TEMPLATE Intake and case management form (LONG)*
A TEMPLATE intake form (LONG version), based on the GBVIMS and SafeNet tools. This form collects essential information included in the SHORT version and expands on this to collect additional background and contextual information. This form would be appropriate to use with victim survivors in less pressured contexts when additional information is safe to collect.

MODULE 3
Models for building a GBV data system

This module introduces you to different ways of thinking about data systems, good practice approaches to setting them up, and considerations for sustainability and systematic impact.

What does an administrative data system look like?

Data systems enable management of large sets of information: in this case, administrative information relating to GBV, from multiple sources. Data systems that are well thought out involve coordinated governance and defined structures for information collection and storage, mechanisms for safe data usage and sharing, and iterative monitoring and review processes that ensure quality and impact.

Data systems will look different depending on what type of data is being collected and shared, who is involved, and what the purpose is[1]. Three common options for a GBV administrative data system can be considered depending on the capacity of agencies involved, and how the data will be used. Agreements made through MOUs and ISPs will inform the final structure and process of your data system.

Option 1: Output tabulations system	Option 2: Database system	Option 3: Hybrid system
• Each agency provides reports (tabulations) using the same 'template' • The data system is not 'shared'	• Each agency uploads/adds common data fields (not person identifiers) to a combined database • Users generate reports (standard and custom)	• Combines elements of 1 and 2 • Useful when some agencies might only be able to provide data as tabulations (e.g., health services)

Example: Cloud-based data sharing and planning

Cloud-based storage is one way to share data. Cloud-based storage systems are often maintained by third parties and may be free or fee-based. Most cloud storage systems are now very secure and can be password protected and encrypted. These systems require internet connection and enable multiple users to access information easily. To support a smooth set up for a GBV administrative data system on the cloud, explore a platform that your government might already be using.

Cloud storage is an important part of the Information Sharing Protocol (ISP) in terms of identifying:

- Data administrator: the agency responsible for the cloud and the data
- Data sovereignty: who owns the data
- The 'data flow': do all users have equal access (rights) to the compiled data and analysis, or are there levels of access involving uploading data, working on the data, and accessing final reports
- Logistic considerations: how often data will be uploaded, password protection and authentication

Agencies should retain their original data, and data should always be 'copied' to a cloud-based system, not 'moved'. This helps ensure that if for any reason the cloud-based system gets corrupted or compromised, data can be replaced.

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[1] For an example of a gender-based violence information management system in action, see this example from Jordan: https://jordan.un.org/en/143459-unfpa-gender-based-violence-information-management-system-gbvims-annual-report

GBV administrative data system challenges

All data systems will have challenges. These are some of the things you will need to consider as you look at setting up or improving your GBV administrative data system.

- The amount of GBV information collected by different agencies is unknown and not regularly reported on
- The GBV administrative data produced by one service provider can be slightly different than that from other agencies e.g., the definition of types of violence may be different; or the age to define boys and girls
- Changing data systems can be a slow process involving careful checks to be able to reliably compare sources
- Resources to support your system may not be adequate e.g., having the people and resources to collect, analyse and report on data safely and effectively
- Services and agencies collecting useful GBV data are not always part of a data advisory group

You can reduce the potential impact of these challenges by anticipating and mapping potential challenges to your specific context. It is important to create collaborative contexts where challenges can be worked through. Work in a participatory way to develop MOUs and ISPs early with a GBV administrative data advisory structure and membership group.

Where to start?

Data systems can be created at many different levels: intra-agency, inter-agency, nationally, regionally, and internationally, depending on the purpose and context. The process for setting up a data system at any level is complex, and takes time. It is important to recognise this from the outset, and work with the aim of building sustainable collaboration, systems and reporting mechanisms.

A data system can start small and can be built on, developed, and expanded according to the needs and plans of participating organisations. Two organisations can partner with each other with the aim of sharing data and information towards a common goal, establish their processes, test their system, and implement an information sharing protocol successfully, continuing to share data and information, but moving no further. This partnership can be built on, acting as a demonstration to other organisations looking to share data and information.

**Practice tip: Keeping people involved in the data system conversation**

If organisations are not prepared to join a data system straight away, a working or interest group can be established to meet regularly to provide updates on implementation. This mechanism can keep important conversations moving and provide a forum for continual review and learning.

Setting up GBV administrative data systems

Setting up a data system will involve some version of the following steps. These steps are self-perpetuating and should be considered a 'virtuous cycle' to support a robust, effective, and responsive data system that remains useful to its users.

1. Governance and leadership set up
2. Engagement with data stakeholders
3. Data mapping
4. Data integration review
5. Integration planning
6. Integration testing
7. System testing
8. System review

**Setting up GBV administrative data systems:
Virtuous cycle**
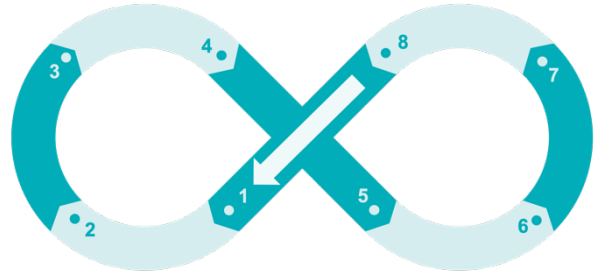
Supporting Resource 3a: *REFERENCE General steps to setting up GBV administrative data systems*
This resource provides general steps you can take to set up a GBV administrative data system. These are general steps that can be applied to any data system set up, starting small between two agencies or with multiple collaborators. They should be tailored according to your local context and needs. Resources 3b and 3c provide further guidance on setting up data systems at different levels.

Data systems at national or subnational levels

Recent guidance from UN Women and the WHO sets out eight steps to improving the collection and use of GBV administrative data for statistical purposes, and the development of a national or subnational mechanism to support intersectoral or sectoral coordination of data and information sharing.

1. Know the appropriate uses of GBV administrative data and identify priorities
2. Create a national or subnational GBV administrative data coordination mechanism
3. Analyse and align with the GBV legislative, policy and data environment
4. Convene a dialogue with GBV administrative data users and producers
5. Agree what GBV administrative data will be collected, analysed and reported
6. Create an implementation plan to collect and use GBV administrative data
7. Implement and monitor regular reporting of GBV administrative data
8. Engage in data communication

These steps are complementary to the general steps above and will be more or less relevant to you depending on the context and scale of the GBV administrative data system you are intending to set up. It is important to tailor your process to your context – not every step listed in national level planning templates will be applicable or helpful if you are 'starting small'.

**Supporting Resource 3b:** *REFERENCE Global technical guidance for collection and use of administrative data on violence against women (UN Women and WHO, 2022)*
This resource provides internationally recommended practice, steps, and guidance for collecting and using administrative data at a national or subnational level. This information is high level and provides a strong foundation to adapt practice to your local context.

Advisory structures

Many countries set up an advisory group and a membership group. A responsive and informed **advisory group** is a key component to effective, safe and ethical sharing GBV information. Your advisory group should involve a leadership network, and be supported by key agencies, services, and community stakeholders. This group may change in response to the makeup of participating organisations, your priorities or capacities, but it should always be underpinned by collaborative, respectful dialogue and exchange.

Example advisory structure
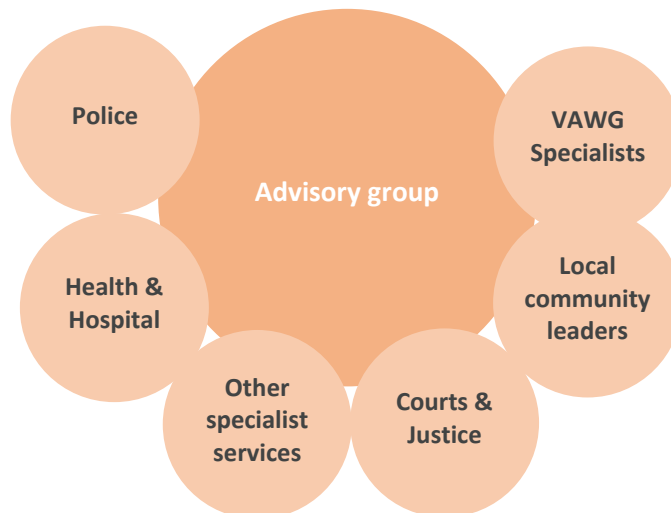
A **membership group** consists of the organisations that collect and share GBV administrative data:

- Government ministries and departments
- GBV specialist services
- Health and medical providers
- Counselling services
- Police and GBV units

- Court services
- Legal aid providers
- Correctional services
- Technical assistance partners

These agencies should be represented in your data system's advisory group. Any member organisation sharing data and information should be a signatory on MOUs, ISPs and other agreements that support safe, ethical, and genuine collaboration.

Example GBV administrative data member group: Samoa Inter-Agency Essential Services collaboration[1]

The Samoa Inter-agency Essential Services collaboration involved the following membership group:

- Ministry of Women, Community and Social Development (leading)
- Social Sector – NGOs: Samoan Victim Support Group, Fa'ataua le Ola, NOLA, Fa'afafine and Fa'atama Association, SUNGO, Wellbeing Community, Goshen Trust, Salvation Army, Tofa Sinasina
- Church and Faith based organisations and district/village groups
- Health Sector: Ministry of Health, Samoa Family Health Assoication, Samoa AIDS Foundation
- Law and Justice Sector: Ministry of Justice and Courts Administration, Police, Samoa Prison and Correction Services
- Education Sector

Cross-sector representation ensured an effective network of services and agencies, with key stakeholders and local leadership ensuring relevant use, development and implementation.

Regional level mechanisms

Coordinating a GBV administrative data system at a regional level means working across countries, governments, sectors, and services. Regional coordination is ideally developed in tandem with national systems, which requires clear and collaborative governance at a higher level than national systems alone do. Forming **working groups** can help drive momentum, create regional consistency in practice and foster collaborative processes. Working groups usually include regional level members, such as United Nations offices, as well as representation from each participating country. They may be part of programmes of work, such as the Spotlight Initiative, and involve country support, data users, service systems and technical advisors.

Example: Supporting a regional community of practice on GBV Administrative Data – Pacific Regional Technical Working Group on GBV Administrative Data

Purpose of the regional working group:
- Share lessons across the region and support regional dialogues
- Build a community of practice on building GBV admin data systems in the Pacific
- Provide technical support such as peer review of documents and ensuring linkages of GBV multi-sector service delivery with GBV administrative data system

Meetings: Quarterly

Working group members: UN Women, University of Melbourne, United Nations Population Fund, Pacific Community (SPC)

Programmes of work: Spotlight Initiative, Pacific Partnership to End Violence Against Women and Girls (Pacific Partnership)

GBV Administrative data: Samoa, Vanuatu, RMI, FSM, Solomon Islands, Kiribati, Fiji and Tonga

GBV Multi-sector service delivery systems: Solomon Islands, Kiribati, Fiji, Tonga, Samoa Vanuatu

Supporting Resource 3c: *TEMPLATE Planning steps for setting up regional coordination of a multi-sectoral GBV administrative data system*

This template sets our steps to take when setting up regional coordination of GBV administrative data systems. This resource has been co-developed with the Pacific Regional Technical Working Group on GBV Administrative Data, including example content. Working through these steps, and taking guidance from **Supporting Resource 3b,** should help you create a sustainable and effective GBV administrative data system.

Suggested further reading to support building an administrative data system

Background paper: A synthesis of evidence on the collection and use of administrative data on violence against women: https://www.unwomen.org/en/digital-library/publications/2020/02/background-paper-synthesis-of-evidence-on-collection-and-use-of-administrative-data-on-vaw

kNOwVAWdata Key terminology tool, based on WHO definitions: https://asiapacific.unfpa.org/en/publications/violence-against-women-key-terminology-knowvawdata

Gender-based violence information management system (GBVIMS) tools: www.gbvims.com/gbvims-tools/

Jordan GBV IMS Task Force Annual Report 2020, available at: https://jordan.un.org/en/143459-unfpa-gender-based-violence-information-management-system-gbvims-annual-report

MODULE 4

From data to action: GBV administrative data utilisation

This module helps you move from data to action and use your GBV administrative data for specific purposes. You will be introduced to principle for reporting, utilising and getting the most out of your data and data systems to advance prevention and response work.

As agencies, services and organisations collect and share GBV data and set up their systems, it is important to consider how to report GBV administrative data, and who will take action once it has been released. GBV administrative data helps to:

- Monitor service use and demand, estimate capacity, resource allocation and costs
- Understand service quality and access
- Generate national and local policy and program priorities

It is important to consider what information is useful to know in the context of service delivery and coordination, and what you can actually report on in practice to impact policy and program priorities when working with GBV administrative data. These two things might look a little different, and should be explored and reviewed regularly.

What information is useful to know for service delivery and coordination?

- What type of client uses each service?
- How often does a service see a GBV client?
- How long does a client need a service?
- What are the outcomes of the services received?
- Mapping referrals – how did the client come to use our service? Did we refer to another service?

What can you report on to impact policy and program priorities?

- Service use and demand: Identify service gaps
- Quality of services
- Estimating capacity of GBV response, cost and resource allocation
- Case management within services and across sector
- Identifying the common services used together

Principles of GBV administrative data reporting

Work with GBV administrative data, or any GBV information, should be guided by principles that ensure safe, ethical and effective use of information. The following principles are examples of those that you might adopt in your work with GBV administrative data.

- The ethical imperative to support survivors by using reporting to incentivize system improvements.
- The importance of engaging data producers to use data to improve their efforts to prevent and respond to GBV can create a virtuous cycle.
- Allocate dedicated resources – particularly human resources – to analyse data and report out.
- Define which institution is responsible for reporting and align subsequent resource allocation and accountability. This is critical to establishing governance and leadership for GBV administrative data.
- Introduce or utilise existing policies to ensure regular institutional reporting. For example, mobilize the entity responsible for responding to GBV at the national level.

Three ways of reporting GBV administrative data

In order to effectively report your data, you need to understand it. Understanding your data for reporting involves exploring and answering the following questions. Once you know the answers to these questions, you can consider how you will report your GBV administrative data.

- Are you reporting on individuals or services provided?
- Could the same individuals attend multiple services?
- Have the data providers reviewed the analysis before reporting?
- Will the report be publicly available?

Individual service delivery

- How many services were delivered?
- Who received those services?
- What were the outcomes from the service?
- Was the client referred to any other services?

Multi-sector merged data system

- How many services were delivered?
- Who received those services?
- What were the outcomes from those services?
- Was the client referred to any other services?
- If there is a common client ID we can confidently map a client's path through the system.

Case management

- Information shared between selected services involved in case management
- Outcome of the client and how risk and safety is managed
- Must guarantee that client information will remain confidential

Considerations for making reporting decisions

The purpose for reporting on a multi-sector GBV administrative data system is to aggregate information collected about physical, sexual, psychological/emotional GBV, the context in which GBV takes place, and how people experiencing GBV engage with systems and services. Using a framework, you can identify which pieces of information are collected across multiple services and explore the items to compare similarities and differences.

The research and policy questions inform the collection of data, and help to set the priorities for service system delivery, improvement and development. Considering GBV administrative data as part of frameworks like this will help inform how you prepare for data collection through to reporting and using data to improve systems and services.

Example: Australian National Data Collection and Reporting Framework

Below is a diagram of the foundation for a National Data Collection and Reporting Framework[1] used in Australia to collect and report on GBV administrative data information. This framework was developed to support the National Plan to Reduce Violence against Women and Children, and identifies the key data items and recording formats required to improve reporting of family, domestic and sexual violence in Australia.

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[1] Further information available at: https://www.abs.gov.au/statistics/people/crime-and-justice/foundation-national-data-collection-and-reporting-framework-family-domestic-and-sexual-violence/latest-release

Experience
- I AM A PERSON
- WHO EXPERIENCED VIOLENCE
- AND SOUGHT HELP
- WHICH HAD AN OUTCOME

Data Collection

Information units | Data items

Person
- Sex
- Date of Birth
- Address
- Indigenous Status
- CALD Characteristics (Country of Birth, Main Language Other than English Spoken at Home, Proficiency in English)
- Relationship Status
- Pregnancy Status
- Children
- Housing
- Disability Status
- Mental Health Indicator
- Labour Force Status
- Source of Income
- Educational Attainment
- Linkage Key

Event
- Date of Event
- Location of Event
- Relationship between Parties
- Type/s of Violence

Transaction
Transaction
- Date of Transaction
- Organisation Address
- Organisation Type
- Output/s from Service Provision

Data collection point for all information units:
When contact is made with an organisation.

Reporting

Research/Policy Questions

Who experiences family, domestic and sexual violence?
- Number of clients
- Demographic profile of client base
- Geographic proximity to client base
- Barriers to access and special needs
- Economic indicators

How do people experience family, domestic and sexual violence?
- Types of violence experienced
- Persons involved in family, domestic and sexual violence events
- Characteristics of family, domestic and sexual violence events

What services or initiatives are used by (or needed to respond to) those that have experienced violence?
- Demand for services
- Peak periods
- Proximity of service to client base
- Number of services delivered/not delivered

Outputs from engaging with organisations that respond to those affected by violence.
- Number of perpetrators charged
- Number of restraining orders issued
- Counselling service attended
- Medical treatment received
- Housing assistance
- Financial assistance
- Legal advice/representation

Supporting Resource 4a: *TEMPLATE and EXAMPLE National Gender Equality Policy and Data Indicators*

This resource provides an example and template to begin mapping strategic areas, policy objectives, key indicators defined by policy, and GBV administrative data indicators. This resource will support you to think about what kind of reporting you might be able to contribute towards improving systems and services.

Comparing GBV administrative data and national prevalence data: Telling a story

Different data on violence against women provide different parts of the picture. When combined, prevalence and administrative data can be used to tell powerful stories and drive significant change. This is both a top-down and bottom-up process, as examples of data use driving policy change and policy change driving data collection and sharing work together.

The examples below show how data can drive policy and programming. Refer to the accompanying resource *Example National gender Equality Policy & data indicators* to explore how policy can drive data collection and use. This resource is customizable and can help you develop your own national gender equality policy.

Example: Country where legal age of marriage is 15

National prevalence survey data tells us that there is a significant number of girls aged 15-17 who are experiencing physical and sexual violence from their husbands. Analysis of **police administrative data** shows that there are no girls aged 15-17 seeking help from the police for this violence from their husbands. Women's domestic violence service reports few girls aged 15-17 seeking help.

While the prevalence data shows there is a significant problem with violence among girls who are married young, they are not finding a way to ask for help. We don't know why they are not asking for help: are they scared or embarrassed, do they know where to ask for help, is their husband preventing them from seeking help. The police administrative data may provide some information about why women do or do not seek help from the police.

Ways this information helps in policy and programming

Investigation of the pros and cons of raising the legal age of marriage to 18 can be identified as a research priority. Qualitative interviews with a group of girls married at a young age might help to understand their capacity to seek help, where they seek help and what would be useful help to them. Women's domestic violence service can use the qualitative research to tailor a special response for girls aged 15-17.

Example: Sexual assault data in Viet Nam and Thailand[2]
Why are women reporting sexual assault dropping out of the justice system and not proceeding to trial?

Q: What are the national prevalence rates of sexual assault (prevalence survey)?

Step 1. Analysis of sexual assault data across justice and women's support agencies
Police and justice system did not adequately record information about:
- Procedures followed and reasons why the proceedings stopped
- Limited Demographic information about both survivors and perpetrators
- Poor record keeping of investigation processes and case outcomes

Step 2. Qualitative interviews with sexual assault survivors and service providers
- To better understand the support required to keep them engaged in the process

Outcomes

Thailand: Data was presented back to police and the justice sector, and they used this to create new inter-disciplinary teams to respond to sexual violence and train their front-line staff to better record information.

Viet Nam: Reviewed the analysis and revised their legislation to improve the definition of sexual assault and introduced gender-sensitive criminal proceedings and evidentiary rules.

Suggested further reading for reporting GBV administrative data

Data collection on violence against women: https://eige.europa.eu/gender-based-violence/data-collection

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[2] (Skinnider et al., 2017)

List of acronyms

EU	European Union
GBV	gender-based violence
GBVIMS	Gender-based Violence Information Management System
ISP	Information Sharing Protocol
MOU	Memorandum of Understanding
SPC	Pacific Community
UN	United Nations
UNFPA	United Nations Population Fund
VAWG	violence against women and girls
WHO	World Health Organisation

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