

UNDP DRAFT WORKING PAPER

Ensuring Quality Service Provision for Women and Girls in the Justice and Policing Sectors.

DRAFT as of 24 June 2014

Summary

Measurement and oversight are essential components of quality service delivery. They can also ensure accountability. In order to guarantee that quality justice and police services meet the needs of women and girls that are vulnerable and subject to violence, States should not only build the capacity and ensure funding to the justice and police sectors, but also ensure an oversight system is in place and that comprehensive data on VAWG can be collected and utilized.

This working paper highlights measurement and oversight in relation to the police and justice sectors' delivery of essential services combating violence against women and girls (VAWG). It sets out options for strengthening comprehensive oversight and data collection for these services. It does not propose specific indicators and accountability mechanisms that should be used in all contexts for violence against women services. This will be the subject of a separate consultation in the broader joint programme on essential services for VAWG.

The paper sees oversight as the system of checks and balances that ensures governance takes place in a manner that is efficient, geared to public need and accountable. Adequate oversight of the justice system and policing requires at least some elements of an overarching system to be in place, primarily a separation of powers between the three branches of the government. Separation of executive, judicial and legislative powers also requires well established interactions between government branches on issues concerning policy, law and finances. The degree to which an ideal-typical system of oversight must be in place to allow for the delivery of essential, quality services to women and girls remains debatable – this paper attempts to tease out the key elements that relate to the oversight of the police and justice sectors.

Furthermore, for oversight to be effective in providing accountability data is required on the specific needs of women and girls as well as what approaches and services are working to prevent violence and what are not. Data should reflect the views and opinions of the recipients of services, but also that of experts and members of the justice and police sectors. This paper underscores that with data collection in place it is more likely that states will be able to measure the extent to which essential services are being delivered to all women and girls, the quality of those services and how quality changes over time.

Introduction

UN Women with UNFPA, UNODC and UNDP will convene a technical consultation as part of the Joint Global Programme on Essential Services for Women and Girls Subject to Violence. As well as identifying the policy and legal frameworks necessary for implementation of justice and police service delivery, and potential gaps in service delivery, the consultation will:

- Agree the core elements from the range of essential police and justice services to support women and girls at risk of and subject to violence.
- Agree the quality standards and guidelines for the delivery of the core set of essential police and justice services

Violence against women and girls is one of the most universal and pervasive human rights violations in the world. It constitutes a global pandemic of alarming proportions, with the most recent analysis by the World Health Organisation and the London School of Hygiene and Tropical Medicine (2013) showing that the global prevalence of physical and/or sexual intimate partner violence among all ever-partnered women is 1 in 3. Studies from different countries show that between 15 and 70 percent of women in the world report experiencing physical and/or sexual violence at some point in their lifetime, by their partners.

The magnitude of violence against women and girls has significant consequences on the well-being, health and safety of women's and girl's lives, as well as on school achievement, productivity, public policies and budgets. It impacts on children, other family members, and whole communities. If unaddressed, these human rights violations have serious cost implications and consequences, including on poverty reduction and efforts to achieve the MDGs and any post-2015 development goals. Access to high quality services can diminish these losses and mitigate the consequences for women and girls as well as families and communities; helping to break recurrent cycles of violence. Quality justice and police service provision is one part of a comprehensive response to violence against women and girls that can ensure that women and girls can live free from violence and that the rule of law protects them against violence and provides redress when violence is experienced.

This paper accompanies the process of work leading to draft guidelines of the core set of essential services for addressing VAWG, as well as quality standards for these services. It raises the question of how States can measure whether essential services are being successfully delivered by justice and security providers, as well as if standards for quality are being met. Furthermore, the paper outlines the ways in which measurement of delivery and quality can be used to encourage appropriate changes in policy, laws and practices to further improve quality services for women and girls. However, without an adequate system of oversight in place it is difficult to encourage that data is utilised. Oversight mechanisms ensure accountability and are essential to effective service delivery taking place. The system of oversight also provides a means to act on the outcomes of measurement, including through revision of policy, financing and law.

Foundations – state obligations concerning VAWG

A system of oversight ensures that governments can be held accountable for its actions and obligations. Therefore, oversight can lead to improved service delivery because it is one of the few ways in which service users can feed back into the system the faults and gaps in service delivery experienced over time. This effectively creates the mechanism for women and girls to participate in ensuring their rights are fulfilled.

In terms of violence against women states are obligated in a number of ways. Under international human rights law, states are compelled to prevent and respond to acts of VAW, including through:

- Preventing acts of VAW
- Investigating and punishing all acts of VAW
- Protecting women from VAW
- Providing remedies, including reparations to victims of VAW¹

These international obligations should translate into the enactment of legislative measures, including the ratification of Human Rights instruments and the adoption of specific legislation on VAW. Institutional and policy measures to ensure that adequate investigation and prosecution of acts of VAW take place should also be put in place. Capacity building activities are necessary with the aim of eliminating discriminatory and stereotypical attitudes that lead to VAW. States also have an obligation to address holistically the structural causes of VAW in a given context.

In addition to this range of measures it has also been made clear that governments should promote research, collect data and compile statistics concerning VAW and encourage research on its causes and consequences². However, there is a need to reflect on what structures and capacities need to be in place at national level in order to ensure that these obligations are fulfilled for the benefit of women and girls.

Essential services – outlined in the papers accompanying this one – are key to fulfilling states' obligations, but the quality of those services tend to be open to question if there are no mechanisms to ensure accountability to the users of services, namely women and girls. Even the introduction of quality standards for essential services is only useful if backed up with means to measure whether standards are being met, consistently and across all users.

Investment in governance oversight – in parallel to the adoption of guidelines and standards on VAWG - can ensure that policy priorities and funding is directed towards the prevention, investigation and prosecution of VAWG. It is also necessary to ensure that the legislative framework reflects international standards and norms concerning VAWG. But, further to this the system of oversight provides actual or potential users of services addressing VAWG with the

¹ http://www.un.org/womenwatch/daw/documents/ga66/RAPPORT_on_VAW.PDF

² GA resolution 48/104

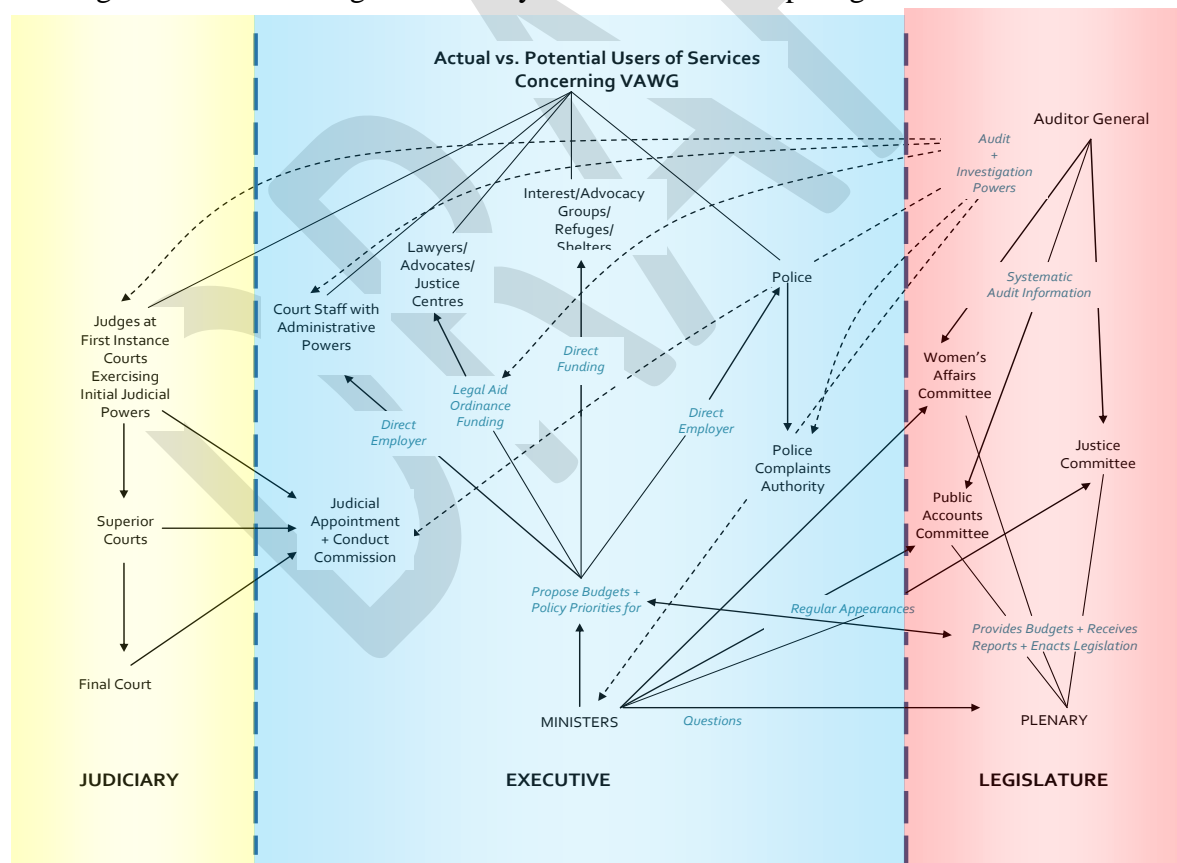
ability to participate in shaping service delivery. It also can allow them access to data on VAWG as well as to participate in discussion of the interpretation and utilization of data.

The criminal justice system is a core element in meeting obligations concerning VAW, but it is not the only channel. Many women and girls chose to forgo criminal investigation because of a preference to pursue a civil claim or otherwise keep their complaint out of court. If a women or a minor choses this route then the state still has an obligation to prevent violence, protect against violence and provide suitable remedies to victims of violence. In order to ensure that service provision addressing VAWG goes beyond the criminal system, oversight and data collection on justice and policing provision must also be able to encourage comprehensive application of guidelines and quality standards - including through looking at the civil justice system.

Overall, structures, capacity and mechanisms that allow for efficient oversight of justice and policing, the collection of data and the utilization of that data are essential if standards for quality service delivery are to be met and tailored to be response to the needs of women and girls in a particular context. Neglect of oversight and measurement decrease the possibilities that women and girls will be afforded their rights and protections under international law.

Oversight

Oversight in a democratic governance system resembles the pictogram below:



This diagram makes clear the relationship and separation of powers between the executive, judiciary and legislature, as well as the responsibilities for allocating funding, proposing policy and adopting law. It also illustrates the interactions between users of services concerning VAWG, the groups of advocates, lawyers and justice providers funded by the state to uphold the rights of women and girls and the direct employees of government – including the police. There is an open question about how much oversight is necessary in guaranteeing quality service delivery in general and specifically to women and girls having suffered or being threatened by violence.

Decisions to arrest, to arraign, to convict and to sentence possible perpetrators of violence should be carried out with independence from the executive, in order to protect from the possibility of the political executive influencing the outcome of a justice process. However, there are justice and policing decisions over which the Executive should retain flexibility in exercising, and so is accountable for. These can vary depending on the legal framework and political and operational realities in a specific context, but could include the location and gender balance of deployed police officers, and the construction and physical security of courthouses. Accountability for Executive decision making - based on justice and policing policy and priorities – can be through parliamentary committee hearings conducted in public. While this describes general oversight, more specific forms of oversight can be developed to tackle issues of particular concern. In the case of VAWG a State could, for instance, set up an Independent Commissioner to have oversight of the overall systemic response to the issue.

In addition, legal professional standards in the service of addressing VAWG can be open to self-regulation, regulation via the courts and scrutiny through a formal but independent legal complaints mechanism. However, the extent and quality of self-regulation and the degree to which it is accessible to the public is often questionable. The UN Basic Principles on the Independence of the Judiciary and The Bangalore Principles of Judicial Conduct³ form the normative underpinnings for good judicial practice. The latter can act as the basis for the development of domestic standards and rules governing the professional conduct of judges. There also exists The Measures for the Effective Implementation of The Bangalore Principles.

Independent oversight should also be encouraged. This tends to include the following organisations:

- Non-governmental organizations and civil society organizations: academics, media, individual members of the public
- National human rights institutions.

³ <http://www.judicialintegritygroup.org/index.php/jig-principles>

In many contexts few of these accountability mechanisms exist. This can be felt particularly profoundly when the police are para-military in style. In these situations command and control of the police often by-passes government oversight and is dealt with through a military-style chain of command to senior police officers. In certain contexts this situation can be further complicated through donor funding travelling directly to senior police without going through the normal budget and oversight procedures (often called ‘off-budget’ funding). Obviously, the dangers of para-military policing to women and girls has been well-documented (the police often perpetrators of VAW or complicit) and requires concentrated attention to encourage transition to democratic oversight of the security sector in general.

With the right structures in place the police and the justice sector can be held accountable for the quality of services delivered in response to VAWG, and the extent to which these services do indeed uphold women and girls’ rights according to obligations concerning this form of violence. However, beyond the oversight structures accountability also requires knowledge, information and data, based on which rights can be demanded, services delivered according to standards for quality and actors in oversight roles fully appraised in order to take decisions.

Measurement

What is ‘measurement’?

For the purposes of this paper, measurement refers to a 3-step process. Data is collected during an *assessment* phase. This data is used to formulate a baseline. A *mid-term evaluation* is carried out once the initiative is underway, to check progress is being made and milestones are being met. In order to do this more data is collected. Once an initiative has concluded a *final evaluation* should take place to assess whether objectives were achieved. Final evaluations and mid-term evaluations are complementary, often using the same measures and data collection methods. These steps provide important information that can maximize the impact of a given initiative, generate lessons learned and help correct problems.

Measuring VAWG at country level

1. *Baskets of indicators tailored for the national context can present a snapshot of the scope of VAWG in that context. This kind of data can be used to form a baseline off which to measure broad changes that could be attributable to improved justice and policing services. It can also reveal problems that need addressing in order to combat VAWG. However, the use of national indicators can hide inequalities between individuals and groups of women – a mixture of types of indicators are required to appreciate the full nature of VAWG. Furthermore, women and girls often have interpretations of justice that differ from the traditional punitive legal response. For this reason taking the prevalence*

of reporting or convicting cases of VAWG alone as a measure of successful state response to the issue may be misleading.

It could be said that trying to address VAWG without measurements of effectiveness is akin to feeling one's way in the dark. Consistent data collection against agreed indicators can reveal the extent and nature of VAWG in a particular context, painting a picture of the issue and providing a baseline off which to assess whether violence is being effectively addressed. This picture is extremely important to have when adopting national quality standards and guidelines for the delivery of the core set of essential police and justice services to women who are vulnerable or subject to violence.

There are two overarching categories of measurement data: quantitative and qualitative. The former refers to numerical descriptions such as percentages and averages, and the latter to information presented in narrative form (e.g., summaries of observations, first-hand accounts and descriptions of a process). Neither is harder or easier, or more or less valid than the other. As a general rule it's good to use qualitative measures at every step of the measurement process, but they are especially well suited to the initial assessment phase when the scope of the problem is being decided. Quantitative measurement methods are more suited to the collection of baseline data. Many measurement initiatives apply a mix of quantitative and qualitative methods, capitalizing on the relative strengths of each approach. Using a mixture of indicators allows for monitoring not only of the extent of VAWG, but also of the quality of redress as perceived by the public, disaggregated into groups including age, ethnic group, geographical location and religion.

One of the greatest challenges to measurement relates to the quality and availability of data. Data, as well as the resources and capacity to collect data, may be entirely unavailable or the information may be collected but incomplete. Political and security factors can also compromise the quality of the data that is made available, or information may be of poor quality due to improper data collection and management skills within government offices or international agencies. Data may also be limited because of missing or incomplete information. None of these challenges are insurmountable, with the right techniques and support data collection is possible even in the most resource-scarce environments.

Measuring the nature and extent of violence – the prevalence and incidence

Ensuring standards and guidelines are adapted to the specific challenges and available capacity in a given context becomes easier as the scope and nature of VAWG becomes clearer. It is also important in assessing whether service delivery is having impact on the issue, not necessarily in relation to the lifetime prevalence of violence as this requires more complex interventions addressing societal attitudes and behaviours more broadly, but with respect to stopping violence from happening again for individual women and girls (i.e. the individual incidence of violence).

If not then this may be an indication that services are not adequate or of the quality required to redress the problem at hand, or than there are deeper issues at stake that require uncovering, analyzing and addressing.

Sets or ‘baskets’ of indicator have been developed by a number of international organisations in collaboration with States, and can be applied and utilised if data collection is in place and supported. However it is worth bearing in mind that because violence against women and girls is particularly sensitive, and in some contexts taboo in terms of public discourse, this lends further complexities to accessing rigorous data.

In a thorough review of the current methodologies used to measure VAW the UN Statistics Division highlighted some key issues with available indicators and data sets on this subject. Findings include:

- The most readily available indicator is physical violence during lifetime by relationship to the perpetrator, as it proved to be generated by over 80% of the total number of surveys subjected to the analysis.
- The classifications used for relationship to perpetrator in most cases stopped at the intimate partner (current or former).
- There was lack of the availability of the total rate for both physical and sexual violence – available in no more than 50% of surveys – as well as age-specific rates for both physical and sexual violence - available in about one-third of the surveys. This fact points to the need to further investigate the type of methodological obstacles that prevented such computations and for additional technical analysis on the computation of rates.

This gives a taste of the potential problems attached to using indicators – particularly to produce national data on VAWG. Indicators can obfuscate inequalities and differences between groups of women or individuals. By virtue of the fact that they rely on a single interpretation of a definition – ‘partner’ or ‘intimate’ – they can also obscure details important in understanding the scope and nature of VAWG. Nevertheless, even though all data is open to interpretation and manipulation, there is a great need to increase the quality of data on VAWG, including through using carefully selected indicators and methodologies for collecting data.

To aid this process, nine core VAW indicators and the accompanying UN Statistical Division Guidelines for the collection of data against the indicators were recently agreed by the Statistical Commission. More than ever before, the opportunity now exists for all countries to collect data on the extent, level and nature of violence against women in a consistent and comparable way. This set of indicators focus on the prevalence of forms of violence against women and can be used to establish the amount of the female population that has experienced violence. They are generally collected according to two measures: lifetime prevalence and that for the past 12 months. In order to detect falling rates of violence as a result of improved services and policies, consistent 12 month sampling would have to take place. And of course the rates are most reliable

when research samples are as representative of the entire population of women and girls as possible.⁴

The 9 core indicators of VAW developed by the UN statistical commission include:

- i. Total and age specific rate of women subjected to physical violence in the last 12 months by severity of violence, relationship to the perpetrator and frequency.
- ii. Total and age specific rate of women subjected to physical violence during lifetime by severity of violence, relationship to the perpetrator and frequency
- iii. Total and age specific rate of women subjected to sexual violence in the last 12 months by severity of violence, relationship to the perpetrator and frequency
- iv. Total and age specific rate of women subjected to sexual violence during lifetime by severity of violence, relationship to the perpetrator and frequency
- v. Total and age specific rate of ever-partnered women subjected to sexual and/or physical violence by current or former intimate partner in the last 12 months by frequency
- vi. Total and age specific rate of ever-partnered women subjected to sexual and/or physical violence by current or former intimate partner during lifetime by frequency
- vii. Total and age specific rate of women subjected to psychological violence in the past 12 months by the intimate partner
- viii. Total and age specific rate of women subjected to economic violence in the past 12 months by the intimate partner
- ix. Total and age specific rate of women subjected to female genital mutilation

Critics have pointed to issues with relying on indicators measuring the prevalence of VAWG for assessing the quality of service provision in the police and justice sector, outlining that many women chose not to seek punitive redress for violence committed. For example, a recent EU-wide survey on violence against women (42,000 women across 28 countries) found that only 14% of women reported the most serious incident of physical or sexual violence to police.⁵ A measure of justice for these women may be that their children are housed in a safe environment or that their own economic opportunities are improved. Though these forms of justice serve the needs of some women and girls they do little to decrease the rates of VAWG. This is an even greater issue in the case of more generic indicator sets that assess VAWG in terms of incidents reported to the police or perpetrators prosecuted through the courts. Though indicators can be used as proxies to measure structural changes affecting the underlying attitudes that contribute to VAWG, there is still disagreement about the methodology behind this kind of measurement. There is also an obvious risk that ‘measurability’ if defined in terms of quantitative data on criminal process and convictions alone, will influence programme funding, making it increasingly difficult to fund programmes addressing underlying attitudes or behaviours.

⁴ See Report of the Special Rapporteur on violence against women, its causes and consequences, Yakin Erturk: Indicators on violence against women and State response. A/HRC/7/6.

⁵ http://fra.europa.eu/sites/default/files/fra-2014-vaw-survey-main-results_en.pdf

Overall, consensus positions on good practice in measuring VAWG at country level include consideration like⁶:

- Multiple opportunities to disclose through behaviourally specific questions. In other words, the wording of questions as well as their format and number will affect what will be disclosed. Most effective describe specific behavior and avoid using terms like ‘rape’, ‘assault’ or ‘violence’ all of which are open to interpretation.
- Confidentiality protocols, including anonymizing of all stored and published data.
- Access to post-survey support/advice to those who may need it

These considerations also have a bearing on the creation of possible indicators and the collection of data for more specific measurements of the quality of essential services aimed to address VAWG. However, ultimately lifetime prevalence data is unlikely to be useful in measuring the performance of the service system. This requires a more nuanced set of indicators, as discussed in the section to follow.

Measuring core services and quality standards in the justice and police sectors

2. *Introducing specific measures to assess whether benchmarks for core services are being met will provide detailed information on the justice and policing activities and the views of the recipients. Data collected against quality standards can build dialogue between the duty bearers and rights holders to further improve these services. This has the potential to significantly improve the state-society relationship surrounding the legitimacy of the state in addressing VAWG. It is also a key enabler of in achieving accountability.*

Even if data tailored to provide a country-level assessment of VAWG is missing, measurement of whether or not quality standards for the provision of essential justice and police services can serve a number of purposes. As well as providing crucial information on the standards of service delivery this kind of specific measurement can also build the availability of data on VAWG as well as confidence in the utility of measurement.

Tailored measures of this kind are similar to programme measures that should be applied to any given initiative designed to deliver an output that creates change. For instance:

Core service to be provided:

- Access to immediate protection measures to ensure the safety of victims and their family.

Measures of quality of service provision could include:

⁶ For more details see *ibid.*

- Protection provided free of charge
- Procedures for rapid response followed
- Protection includes all victims
- Protection is not dependent on the initiation of a criminal case

In order to assess whether, for instance, protection was provided free of charge a basic structure for measurement would have to be in place. The most important element of this would be to set up baseline data in order to understand whether the justice sector (in this case) provides protection services to W/G victims of violence and their families and if so whether those services are cost-free, rapid, inclusive and extend to people not pressing criminal charges. Without this information it would be very difficult to ascertain how the implementation of guidelines should improve service delivery and also if changes result in the expected improvements. Furthermore, collecting data is also an opportunity to begin discussion about why service delivery does not include certain elements at present. These reasons could be technical – no money, no capacity, no skills, no policy – but they also could be more complex and bring in cultural, religious and political reasons why protection is not upheld. These reasons might include reluctance for the state to intervene in ‘private’ matter, lack of political will to address VAWG in certain areas / families for fear of repercussions, prevailing cultural attitudes that don’t recognize certain forms of violence as illegal and religious or cultural sensitivities preventing police intervention in the home. Whilst acknowledging that this is a multi-faceted topic that requires careful analysis, it is also fair to say that basic surveying can provide the information based on which States could chose to adjust funding levels, policies, expertise and so on. There are also types of surveying more likely to illuminate possible underlying reasons why services are not delivered. There are a number of different modes of data collection, described briefly in the table below:

Table taken from: ‘Why, What and How to Measure: a User’s Guide to Measuring Rule of Law, Justice and Security Programmes’ UNDP, 2014.

Name	Description	Suited to	Sample Questions
Administrative data (See section 3.2.A)	Quantitative information that describes the operation of government and other agencies and a wide range of social phenomena (e.g., arrest rates, government spending and population demographics).	-Settings where administrative records are reliably compiled. -Assessing change over time using official records. -Measuring changes in budgets, staffing levels, provision of services, or other readily quantifiable indicators.	- What is the rate of increase of courts deciding on environmental protection cases? - What percentage of the displaced population lacks a form of legal identity? -What is the average period of pre-trial detention for children? - What percentage of the vulnerable or marginalized received legal aid or paralegal assistance?
Public survey	Dialogue between a researcher and	-Generating information on the views, beliefs or	-Do respondents perceive the court system as free from

(See section 3.2.B)	respondents to generate information about a range of social phenomena.	<p>experiences of large numbers of people.</p> <ul style="list-style-type: none"> -Gathering information on views, experiences or beliefs. -Addressing sensitive topics or complex issues in depth. -Comparing the views, beliefs or experiences of different groups or subpopulations. 	<p>bribery?</p> <ul style="list-style-type: none"> -What percentage of male and female respondents seeks resolution of claims or disputes through informal justice providers? -What percentage of users of a land registry are satisfied with the office? -What proportion of residents in rural and urban areas consider their land and/or property tenure secure? -What proportion of informal workers experienced police harassment or corruption in the course of doing business?
Expert survey (See section 3.2.C)	Dialogue between a researcher and individuals who possess specialized knowledge about the issue of interest.	<ul style="list-style-type: none"> -Gathering knowledge about issues which require specialized knowledge. -When public surveys are too costly or dangerous to implement. -When there is limited time for data collection. -Tracking change over time. 	<ul style="list-style-type: none"> -Have there been delays in receiving police salaries? -To what extent is alternative dispute resolution/mediation helpful in addressing court backlogs with just and timely outcomes? -Are referrals between legal and justice and other health, social, educational and administrative services effective? -Was the training of prosecutors effective and did it have a positive impact on criminal case processing? -Do early access schemes to legal aid work effectively to ensure legal assistance at the police/investigation stage?
Focus groups (See section 3.2.D)	Group discussions between researchers and stakeholders (usually experts on specific RoL issues or members of the public).	<ul style="list-style-type: none"> -Including a range of viewpoints relating to the same issue. -Assessing areas of consensus and divergence of opinion. -Generating suggestions for addressing challenges. 	<ul style="list-style-type: none"> -How could the public image of the police be improved? -What is the best way to address the needs of internally displaced people in the aftermath of an earthquake? -What are the main capacity challenges faced by a local prosecutor's office?

			-Are decisions and judgments on family matters, including divorce, custody and inheritance, fair for both women and men?
Document review (See section 3.2.E)	Systematic examination of reports, official records and other documents (court records, crime registries, budgets, statutes and regulations, media reports, photographs, etc.).	-Assessing official policies or legislative protections. -Collecting information in settings where fieldwork is too costly or dangerous. -Assessing the adequacy of record-keeping systems. -Conducting historical research.	-Is there a policy covering conditions of detention for children? -Do crime registries include dates of arrest and charge? -Do court documents include a clear description of the legal matter and disaggregated data relating to the parties? -Do budget documents identify expenditure by agency and month? -How are government or justice agents portrayed in the media?
Observation (See section 3.2.F)	Attentive watching and note taking (obtrusively or unobtrusively) on services provided, the nature of interactions, and features of the environment.	-Gathering information on non-sensitive activities that can be observed in public. -Assessing compliance with standards. -Measuring the impact of capital projects.	-Has a project led to improvements in the availability of police vehicles? - Are civil registry offices/administrative licensing offices fully staffed and providing non-discriminatory services? -Are female detainees fully separated from men? -Are women treated differently from men during informal justice hearings? -Do police officers wear badges or other forms of visible identification?

Many governmental agencies and NGOs collect administrative data, even in resource-low settings. There also tend to be many ways to access information from public surveys, which can include the so-called ‘household surveys’ often regularly undertaken by development agencies with governments. Beyond collecting pre-existing data (and it is surprising how many actors may have collected data based on their need to measure programme results) there are methods that can be adopted to collect more specific information and views. The decision to do this will really come down to the cost, capacity and time needed to collect data and form a baseline. However, it is worth bearing in mind that many donors will fund measurement/ data collection alongside other measures addressing VAWG.

Another factors to bear in mind is that surveying to understand services addressing VAWG is likely to be sensitive – the best practice for surveying detailed in the last section would come into play again for this more detailed analysis of the quality standards for service delivery. Questions regarding quality measures directed to service users would have to be carefully broken down so as not to lead the respondent into certain set responses. For instance, determining whether age appropriate questions were used in a police interview, or if an investigator adequately determined the risk of further violence, takes specialist knowledge. Designing a mixture of expert surveying, observation and interviewing of recipients would be necessary.

Collecting data for the measurement of guidelines on services provision is likely to be more straightforward than measuring quality. Take this example:

Core service:

- Provision of a police report

Quality measures:

- Police report documents the crime, the investigation, any future risks for the victim.
- Police report taken in a location suitable to the victim's needs
- Age appropriate questions used

Whereas the question of whether a police report was submitted should be straightforward to measure, based on a baseline estimation of how many police reports were previously submitted in investigation of VAWG, the measures of quality are more subjective. The second and third quality measure in particular would call for expert surveying in order to accurately establish, assuming that neither the victim nor the investigating officer is guaranteed to understand 'age appropriate' or 'victim's needs'. This might include academics, legal-specialists/experts, development agency staff and regular citizens with direct experience of an issue of interest (including survivors of violence on the subject of 'victim's needs' in contributing to a police report).

Who Measures?

There is also an active debate on who should hold responsibility for measurement in this regard, which links right back to questions of oversight. In many situations, where accountability for police and judicial decision making is low, the most obvious way to kick-start data collection related to VAWG is through the service providers. This generally means the Ministry of Interior, Justice, Attorney General's Office, Chief Judge and the chief of Police. There are examples of polling and surveying working well through collaborations between these providers and independent pollsters. However, there are limitations to this approach. It is difficult to encourage consistent and systematic data collection this way and it can become challenging to ensure that data is not skewed to show the police / judiciary / prosecution in a better light than has perhaps

been revealed. Also a narrow focus on specific aspects of what should be a systematic approach to VAWG can entrench siloed approaches.

Often the most successful examples of consistent and comprehensive measurement come about through the growth of civil society bodies focused on this issue – for instance in many Latin American countries ‘violence observatories’ have been set up to catalogue and record the changing nature and patterns of violence. However, these organisations can find themselves isolated from political decision makers. National bureaus of statistics also have an important part to play – in collecting data on VAWG specifically but also in encouraging a culture of measurement through data collection.

Addressing the specificities of measuring the quality of the core set of essential services for VAWG would certainly require the full participation of the justice and police sectors.

DRAFT