

GUIDELINES ON REPORTING FOR BASELINE EVALUATIONS OF THE COUNCIL OF EUROPE GROUP OF INDEPENDENT EXPERTS ON ACTION AGAINST VIOLENCE AGAINST WOMEN AND DOMESTIC VIOLENCE (GREVIO)



**Council of Europe Project
"Combating Violence against Women
in Ukraine - Phase II" (COVAW II)**

COUNCIL OF EUROPE



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AGAINST WOMEN
AND DOMESTIC VIOLENCE
(GREVIO)**

Prepared by:
Lori Mann, International expert
Tamara Buhaiets, National expert

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Acronyms and Abbreviations

CEDAW	Committee on the Elimination of All Forms of Discrimination against Women
CoE	Council of Europe
CRSV	Conflict-related sexual violence
CRVAW	Conflict-related violence against women
CSO	Civil society organisation
EDVAW	Platform of Independent Expert Mechanisms on Discrimination and Violence against Women
EIGE	European Institute for Gender Equality
EUAM	European Union Advisory Mission in Ukraine
FRA	European Union Agency for Fundamental Rights
GREVIO	Group of experts on action against violence against women and domestic violence
IDP	Internally displaced persons
NGO	Non-governmental organisation
NHRI	National human rights institution
OSCE	Organization of Security and Cooperation in Europe
UN	United Nations
UNFPA	United Nations Population Fund
UPCHR	Ukrainian Parliament Commissioner for Human Rights
WAVE	Women Against Violence Europe

1. Introduction

This Guide aims to assist States Parties to the Council of Europe (CoE) Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention) during the baseline and thematic evaluation processes conducted by the Group of experts on action against violence against women and domestic violence (GREVIO).

GREVIO was established to monitor the implementation of the Istanbul Convention. It is one of the two pillars of the monitoring mechanism under the Istanbul Convention, which also includes the Committee of the Parties to the Istanbul Convention. As an expert body, GREVIO is comprised of 15 independent and highly qualified experts in the fields of human rights, gender equality, violence against women and domestic violence, criminal law and in assistance to and protection of victims of violence against women and domestic violence.¹

With the aim of locating all of the available information and guidance for the GREVIO baseline and thematic reporting in one place, this Guide targets the State's appointed contact person(s) and representatives of national coordinating bodies, which are established under Article 10 of the Istanbul Convention—those charged with liaising between the relevant national authorities and GREVIO and with coordinating the evaluation procedure, among other duties. With a spotlight on Ukraine, it highlights specific concerns and challenges as the country enters the evaluation procedure while at war.

The first chapter describes the specific situation of Ukraine as it relates to the GREVIO evaluation process, with evident import for other regional and international human rights monitoring processes during conflict. Subsequent chapters detail the procedure from its initiation to the issuance of the final GREVIO report and Committee of the Parties' recommendations, the scope and type of information to be provided, as well as other sources of information consulted by GREVIO.

2. Conducting an evaluation in the context in Ukraine

As the Istanbul Convention makes clear, it applies “in times of peace and in situations of armed conflict”.² At the same time, the monitoring process can also be characterised by the principle of treating all contracting states in the same way. Balancing these two principles comes to the fore in conducting the evaluation process for Ukraine.

2.1 Brief description of the situation in Ukraine

Ukraine ratified the Istanbul Convention on 17 July 2022, after passing the Law of Ukraine “On Ratification of the Council of Europe Convention on preventing and combating violence against women and domestic violence” (law on ratification) in June 2022. At the time of its adoption, the Russian Federation’s full-scale invasion of Ukraine had been underway for four months. Ukraine thus became the first country to ratify the Istanbul Convention under martial law.

The war in Ukraine poses unique challenges to the process of monitoring the implementation of the Istanbul Convention both for internal monitoring and for the process of undergoing an external baseline evaluation procedure. At the same time, the war has not only created new challenges in combating violence against women and domestic violence, but has contributed to an increase in violence perpetration, the incidence of conflict-related sexual violence (CRSV) in particular.

As made clear in the law on ratification, Ukraine lacks control over occupied territories, and cannot be held to account for systemic failures in the response to violence against women and domestic violence occurring in these territories.³ This aspect of the situation should be taken into account in the process of monitoring the implementation of the Istanbul Convention in Ukraine. Implementation may also be compromised in the territories within Ukraine’s control due to a redirection of human and material resources towards responding to the urgency

of the conflict. As demonstrated in numerous contemporary and historical parallels, this diversion of resources results in a lack of protection for women and girls, increasing their vulnerability to violence.

Key features of the war in Ukraine and their impact on monitoring and reporting include:

- The occupation of a large part of Ukraine's territory, which paralyses the work of government agencies:
 - Implementation of the Istanbul Convention in de-occupied territories and their inclusion in future monitoring by GREVIO.
- Violent armed conflict involving:
 - Daily shelling across the territory of Ukraine and the destructive consequences of such shelling.
 - Constant air raids, lasting up to several hours, day and night.
- Human resource constraints resulting in:
 - Lack of staff: Many specialists have evacuated the country or the regions where they lived and worked.
 - Psychological exhaustion of specialists in the field due to the loss of family members and/or friends.
- Diversion of resources to the humanitarian response, resulting in an:
 - Increased burden on public authorities and service providers due to their involvement in the provision of humanitarian assistance in the face of hostilities and mass internal displacement.
- Large numbers of internally displaced persons (IDPs):
 - Challenges in responding to violence and providing services to IDPs
 - Discrimination against ethnic minority populations in the provision of services.⁴

Although no special procedures are foreseen by the Istanbul Convention and the rules of procedure for monitoring its implementation in a country at war, the barriers faced by Ukraine must be taken into consideration in various ways throughout the monitoring process.

3. Initiation of the evaluation process

3.1 Submission of report based on GREVIO questionnaire

Article 68(1) of the Istanbul Convention commits States Parties to engaging in the prescribed monitoring process by submitting to GREVIO “a report on legislative and other measures’ giving effect to its provisions”. With respect to a state’s first evaluation: “The idea is to have a baseline of legislative and other measures the Parties have in place, when acceding to the Convention, with regard to the concrete and general implementation of the Convention.”⁵ While centred on the production of an evaluation report, the overall monitoring process is dialogue oriented, and aims to collect as much information as possible.

GREVIO initiates the evaluation process by requesting the submission of a state report in accordance with its timetable, and establishing a time limit: approximately six months.⁶ In order to guide the drafting of the state report, GREVIO has a [baseline questionnaire](#), which contains a comprehensive set of questions of a both qualitative and quantitative nature, to which States Parties are required to respond.⁷ Substantive guidance on answering the questions can be found in the Istanbul [Convention](#) and [Explanatory Report](#).

Ukraine delivered its first State report on 3 July 2023, within the established deadline. Given the challenging conditions, it is possible that Ukraine may face significant challenges in meeting the various deadlines established by GREVIO and by GREVIO’s rules of procedure during the evaluation process.⁸ Specific consideration will need to be given to existing and future logistical and human resource challenges faced by the state’s designated contact person(s) in meeting deadlines. Increased dialogue and flexibility may be required.

The evaluation procedure outlined below applies to the baseline evaluation, as well as to future thematic evaluation procedures.⁹ Additional rounds of evaluations, with separate questionnaires, are contemplated by the legal framework.¹⁰ As of

September 2023, a [questionnaire](#) has been developed for a first round of thematic evaluations: “Building trust by delivering support, protection and justice”.¹¹ This first thematic questionnaire is shorter and more focused on specific provisions of the convention.

At the time of writing, Ukraine and the U.K. are the latest States Parties to the Istanbul Convention¹² to undertake the baseline evaluation. Future baseline assessments may also be undertaken by states who are not members of the Council of Europe upon their accession to the Istanbul Convention. Furthermore, the EU acceded to the convention on 28 June 2023, which will enter into force regarding this new State Party on 1 October 2023.¹³ A tailored baseline evaluation will be developed for the purpose of assessing the EU.

3.2 Requests for additional information

States Parties must respond to the questionnaire, “as well as to any other request of information from GREVIO”.¹⁴ GREVIO will establish a time limit by which such additional information should be provided.¹⁵ Requests for additional information are to be made public “unless otherwise decided by GREVIO”. State responses to the additional requests for information will similarly be made public, “unless otherwise decided by GREVIO on reasoned request of the State Party concerned”.¹⁶

States can also, upon their own initiative, supplement the report with additional information throughout the evaluation procedure.

3.3 Non-submission of report and failure to co-operate

In the event that the state does not present the report by the established deadline, GREVIO can obtain information by other means. The full list of sources of information is set forth in section II, below.

The evaluation process rests on effective co-operation between GREVIO and national authorities. Should a State Party fail to co-operate, GREVIO will forward a communication to the Committee of the Parties and, if necessary, to the Committee of Ministers of the Council of Europe.¹⁷ The communication can be made public by a decision of two-thirds majority of its members.¹⁸

4. Coordination of the state response to the questionnaire

This section aims to assist states, specifically contact persons,¹⁹ in their internal coordination in preparing for the submission of their state reports and follow up engagement with GREVIO.

4.1 Role of contact persons

Upon initiating the baseline or subsequent evaluation procedures, contracting states should appoint a contact person to liaise with GREVIO throughout the process, communicating the person's name, title and contact information to the Executive Secretary, and informing of any changes of the contact person. Often, the contact person works within the national coordinating body, foreseen by Article 10 of the convention.

Clarity with respect to the contact person and his/her role is essential for the smooth functioning of the evaluation process. The selected person must have the requisite authority, political support and resources to call on high-level state actors, such as ministers. The contact person should also be fluent in one of the official languages of the Council of Europe: English or French. This will facilitate communication with GREVIO secretariat and the preparation of the evaluation report.

A thorough knowledge of the national system for preventing and combating violence against women and domestic violence is also important. The ability to write about complex issues in plain language, to synthesise a large amount of information into a short text is also a significant advantage when considering the appointment of a contact person.

4.2 Dissemination of the questionnaire

The contact person, in co-operation with the national coordination body, should be charged with distributing the questionnaire to relevant national and sub-national authorities for their inputs, and collating the responses into a unified report. The process involves communication with the state agencies and institutions mandated to implement the substance of the Istanbul Convention and to collect relevant data. Advanced institutional mechanisms in the field of violence against women and domestic violence facilitate the process.

Significant attention should be paid to the dissemination of the questionnaire, in order to collect the necessary information as fully as possible. While containing general questions on legislation and policies, other questions relate to the activities of specific authorities and support services. It is important when distributing the questionnaire to highlight those questions to be answered by a particular body or institution.

Gaps in the collection of administrative data on violence against women among stakeholders impedes the collection and reporting of the information sought by GREVIO. Indeed, the questionnaire clearly signals to the coordinating body the nature and scope of information that should be collected systematically. The evaluation procedure can thus serve to raise awareness among relevant national institutions of the data collection practices to be implemented for monitoring and reporting purposes, with a view to regularly assessing the situation and to developing evidence-based policies to prevent and combat violence against women.

Annex II provides recommendations on how to distribute questions to national, regional and local authorities in Ukraine.

4.2.1 National-level institutions

The specific national-level institutions to be involved in responding to the questionnaire will depend on the organisational structure of the state. Typically, ministries working on issues of gender equality, social protection, health, interior and justice are central to the implementation of the Istanbul Convention. Ministries pertaining to education, children²⁰ and youth, immigration and asylum and media/technology should also be involved. In the context of Ukraine, the Ministry of Defense should also be included. Dissemination to a parliamentary committee might be appropriate to obtain information on any legislative initiatives designed to give effect to the provisions of the convention.²¹

National authorities and CSOs involved in providing specialist support services for victims of violence include the following: shelters, counselling centres, psychologists and psychotherapists, legal aid, forensic specialists, rape crisis centres/sexual violence referral centres and specialised helplines.

Key national-level institutions in Ukraine include:

- [Ministry of Social Policy of Ukraine](#)
- [National Social Service of Ukraine](#)
- [Ministry of Internal Affairs of Ukraine](#)
- [National Police of Ukraine](#)
- [Ministry of Health of Ukraine](#)
- [Ministry of Education and Science of Ukraine](#)
- [Ministry of Defense of Ukraine](#)
- [Ministry of Veterans Affairs of Ukraine](#)
- [Ministry of Culture and Information Policy of Ukraine](#)
- [Coordination Centre for Legal Aid Provision](#)
- [State Judicial Administration](#)
- [Office of the Prosecutor General](#)
- [Probation Office](#)
- [State Penitentiary Service of Ukraine](#)
- [State Migration Service of Ukraine](#)
- [Government Commissioner for Gender Policy](#)
- [Hotline for the prevention of human trafficking, prevention and counteraction to domestic violence, gender-based violence and violence against children “1547”](#)
- [Survivor Relief Centres](#)

It is important to keep in mind that in light of the war, many national offices have become either non-operational or have pivoted to addressing immediate humanitarian concerns. Mass emigration and internal displacement have resulted in a lack of human resources, leaving many positions occupied by persons without

any prior experience on issues related to violence against women and domestic violence. The challenges faced by many countries in relation to national expertise are amplified in Ukraine.

4.2.2 Sub-national bodies

Implementation of the Istanbul Convention also occurs at the sub-national and/or local level. The questionnaire should be disseminated to those government authorities engaged in combating violence against women and domestic violence and offering support and services for providers that may not routinely submit data and other information to the national coordination body.

The Laws of Ukraine “On Preventing and Combating Domestic Violence” and “On Ensuring Equal Rights and Opportunities for Women and Men” foresee important roles for regional and local authorities to implement state policies on preventing and combating violence against women and domestic violence, including coordination, the development and implementation of regional programmes, monitoring the implementation of measures, providing training for specialists, educational and awareness-raising activities and conducting research. In light of the war, many sub-national offices may be either non-operational or have pivoted to addressing immediate humanitarian concerns.

Local authorities respond to incidents, provide multi-sectoral services and referrals to victims and conduct perpetrator programmes. Questions will likely relate to the ability of local actors, such as law enforcement, to respond to incidents involving violence against women and domestic violence. Many authorities and services have ceased to function since the start of the war. It has become impossible to carry out work in the occupied territories. In certain regions, police units specialised in domestic violence have apparently ceased to perform their duties to prevent and combat domestic violence in light of other tasks: evacuating people, providing humanitarian aid, patrolling the streets during curfew, visiting the sites of rocket attacks, and addressing only crimes erroneously considered as “more serious”, such as homicide. Service providers have also ceased to function in regions on the front line.

4.2.3 Scope of legislation and data

The questionnaire requires information related to legislation, including regulations, bylaws, protocols, codes of conduct, risk assessment tools and policies. The most

up-to-date, relevant legislation should be provided, including parliamentary initiatives to develop laws aimed towards implementing the convention. The most recent applicable legislation should be covered, even if it does not conform to the standards set forth in the convention. In Ukraine, for example, legislation on domestic violence underwent significant reform in December 2017. It is also useful for GREVIO to receive information about promising practices.

As the aim of the evaluation procedure is to assist contracting states to strengthen implementation of the Istanbul Convention, the information provided should reflect any challenges as well as notable innovations/promising practices. In this way, tailored recommendations can be provided and learning shared with other States Parties to the convention.²²

4.2.3.1 Article 11 data collection

Data and research are essential both for the development of policies and measures to respond to violence against women and domestic violence and provide assistance to victims, and to measure their efficacy. Article 11 of the Istanbul Convention requires states to collect relevant, disaggregated administrative data and to support research on all forms of violence against women. Such data should be collected on a regular basis in a coordinated manner, and co-ordination, analysis and dissemination of the data collected should fall within the mandate of the coordinating body established under Article 10 of the convention.

Data should be collected on all forms of violence covered by the convention, including:

- Psychological violence (Article 33)
- Stalking (Article 34)
- Physical violence (Article 35)
- Sexual violence (Article 36)
- Forced marriage (Article 37)
- Female genital mutilation (Article 38)
- Forced abortion and forced sterilisation (Article 39)
- Sexual harassment (Article 40).

Article 11(3) requires states to report such data (in addition to research and population-based surveys) to GREVIO for the purpose of benchmarking. Data

should be harmonised across points of collection using all three of the following units of measurement:

- number of victims (and percentage of population that are victims);
- number of events (crimes or incidents) (and proportionate to the population size);
- number of perpetrators (and percentage of population that are perpetrators).²³

Data should be disaggregated by a minimum of five categories:

- Sex
- Age
- Type of violence
- Relationship between the perpetrator and the victim
- Geographical location.²⁴

Disaggregation can also be based on “any other factors deemed relevant, for example disability,” migrant, refugee, IDP status and whether the violence took place the previous year, or other relevant period, including over a lifetime.²⁵

The data should be gathered from all agencies and organisations that assist victims, namely: police, justice, medical care, counselling, housing, social and other support, and migration and asylum authorities. A range of agencies provides such services “including public (and private) health-care services, social welfare services, law-enforcement agencies, non-governmental organisations (NGOs), judicial authorities and public prosecutors”.²⁶

Regarding the temporal scope of administrative data to be included in the report, the questionnaire requests that the data cover “the two complete calendar years prior to receiving the questionnaire”.

The Istanbul Convention requires that data be collected and used in line with the Convention for the Protection of Individuals with regard to Automatic Processing of Personal Data (ETS No. 108).²⁷ Questions related to budgetary allocations and financial data should be converted to euros.²⁸

Data collection practices were a challenge in Ukraine prior to the war. Since then, institutions may have ceased to collect data. Information provided to GREVIO will thus not be recent. Moreover, prior to the war, the Covid-19 pandemic had a significant impact on the implementation of the Istanbul Convention and data

collection. Current data collection may not reflect reality in both occupied and de-occupied territories. Victims may not report incidents of violence due to lack of trust in the authorities, in addition to ongoing concerns related to social stigma. Data collection practices are fundamental to the GREVIO reporting process and will be examined in detail.

In addition to administrative data, Article 11(2) of the convention requires States Parties to “endeavour to conduct population-based surveys at regular intervals to assess the prevalence of and trends in all forms of violence covered by the scope of this Convention”. It also requires States Parties “to support research into violence against women in order to study its root causes and effects, incidences and conviction rates, as well as the efficacy of measures taken to implement the treaty”.²⁹ Any recent surveys and research should also be submitted to GREVIO.

5. The state report

Reports, replies to questionnaires and additional information to GREVIO should be submitted in English or French, the official languages of the Council of Europe. The report submitted by the state should be approximately sixty (60) pages in length.³⁰ It should be structured around the order of the questionnaire or the Istanbul Convention. Appendices containing data or links to various documents, pieces of legislation, statistics, studies, case law and other information can be added. It is important to provide as much information as possible in the report while avoiding excessive length. All annexes should also be in one of the official languages of the Council of Europe.

The state report should be accurate, and clear about where compliance may be lacking. Obfuscating areas in which the state may not be in compliance impedes the overall aim of the monitoring process, which is to help the state to achieve greater compliance over time. No State Party meets all of the requirements of the Istanbul Convention. Identifying areas in need of improvement can facilitate support by development partners for achieving these goals.

The current situation of active conflict prevailing in Ukraine involves a significant increase in the incidence of violence against women and domestic violence, including rape and other forms of conflict related violence against women (CRVAW) and CRSV. The number of identified cases of CRSV committed by Russian soldiers is gradually increasing. However, the actual number of crimes committed by Russian soldiers is unknown. Similarly, cases of CRSV committed by Ukrainian soldiers are also being reported. In this context, the lack of systemic data collection, coupled with the likely underreporting of gender-based violence committed by soldiers due to possible reprisals or the stigma attached with challenging the concept of Ukrainian soldiers as “heros,” pose unique challenges to monitoring and reporting on the implementation of the convention.

5.1 Dialogue with the state

The content provided in the state's report forms the basis for of the evaluation procedure. GREVIO appoints two rapporteurs to evaluate the State Party's report and any additional information, and to draft a report setting out its findings and conclusions. The report should, where appropriate, make "suggestions and proposals concerning the manner in which the State Party may deal with any problems which have been identified".³¹

As an essential characteristic of the evaluation procedure, GREVIO maintains dialogue with the state authorities at each stage of the process, including when preparing its report and recommendations. As conceived by the drafters: "It is through such a dialogue that the provisions of the Convention will be properly implemented."³²

6. Sources of information to be considered by GREVIO

The submission of the state's report triggers GREVIO's approach to information gathering. Gaps in information are common, and GREVIO works to complement the content of the state's report. In order to "make the best possible use of any existing source of information" and to avoid unnecessary duplication, GREVIO can consider a range of sources of information.³³ Pursuant to GREVIO's Rules of Procedure, information can be obtained from:

- NGOs and CSOs
- National human rights institutions (NHRIs)
- Other regional and international instruments and bodies
- National data collected pursuant to Article 11 of the Istanbul Convention
- The CoE Commissioner for Human Rights
- The Parliamentary Assembly
- Other CoE specialised bodies, including complaints procedures
- Country visits, with the assistance of independent national experts and specialists
- Other "appropriate" means.³⁴

6.1 Information to be submitted by NGOs and CSOs

GREVIO separately invites NGOs and CSOs, "in particular women's organisations, national coalitions of organisations and national branches of international non-governmental organisations" active in the Istanbul Convention's areas of concern, including NGOs

providing services to women victims of violence, to submit information.³⁵ Separating the process of collecting information from NGOs aims to ensure the possibility for NGOs to freely provide independent information and to protect them from any adverse consequences that might stem from reporting to GREVIO.

The information provided by NGOs should relate to the questionnaire, additional requests for information and “any other relevant matter in the context of the evaluation procedure”.³⁶ NGOs and CSOs can submit either individual or collective “shadow reports”. Their structure can follow the questionnaire or the convention or focus on specific aspects of the convention, depending on the NGO’s area of expertise. GREVIO treats the information provided by NGOs and CSOs as confidential, unless otherwise requested by the organisation.³⁷ If an organisation requests publication of a submission on GREVIO’s website, GREVIO will examine the request and decide on the publication. NGOs and CSOs can publish any submissions to GREVIO on their own websites or other platforms. In order to further protect confidentiality, CSOs and NGOs are consulted as to whether their report(s) can be cited in GREVIO’s report, and whether their names should appear in the appendix listing contributing organisations.

In Ukraine, there are a number of CSOs that work to protect women’s rights and interests. Prominent actors in the field include: La Strada Ukraine (Kyiv), the Association of Women Lawyers “JurFem” (Lviv), Women’s Perspectives (Lviv), Faith. Hope.Love (Odesa), Chaika (Rivne), the Ukrainian Women’s Fund (Kyiv), Ukrainian Foundation “HealthRights” (Kyiv) and Roma Women’s Fund “Chiricli”. The NGOs “Gender Zed”, LGBT Association “League”, and “Insight” work on LGBT rights. The NGOs “Bezbarernist” and “Fight for right” work with persons with disabilities. Every effort is made to ensure that CSOs and NGOs working with the full diversity of women, including those facing intersectional discrimination such as ethnic minorities and migrant and refugee women, participate in the GREVIO consultation process.

6.2 Information to be submitted by NHRIs

GREVIO also extends a separate invitation to NHRIs, such as Ombudspersons and Human Rights Commissions, to submit information as part of the evaluation process.³⁸ The substantive scope of information is the same as for NGOs and CSOs³⁹ (see above). Also like CSOs and NGOs, GREVIO treats the information provided by NHRIs as confidential, unless otherwise requested by the institution.⁴⁰ NHRIs can publish any submissions to GREVIO on their own websites or other platforms.

The Ukrainian Parliament Commissioner for Human Rights (UPCHR) was re-granted A status in 2019.⁴¹

6.3 Regional and international bodies

Beyond the information provided by national-level actors, GREVIO may also consider information that is made available by regional and international bodies, and relevant to the standards set forth in the Istanbul Convention. These might include, *inter alia*:

- European Union Advisory Mission (EUAM) in Ukraine
- United Nations (UN) partner agencies, including UN Women and UN Population Fund (UNFPA)
- Concluding observations issued by UN treaty bodies, such as the Committee on the Elimination of All Forms of Discrimination against Women (CEDAW), the Human Rights Committee, the Committee on the Rights of the Child, the UN Committee on the Rights of Persons with Disabilities, etc.
- Communications and reports issued by UN special mandate holders, including the UN Special Rapporteur on violence against women, its causes and consequences
- The UN Working Group on the issue of discrimination against women in law and in practice
- Other members of the Platform of Independent Expert Mechanisms on Discrimination and Violence against Women (EDVAW)
- Reports issued by the Organization of Security and Cooperation in Europe (OSCE)
- Reports issued by international and regional NGOs, including:
 - European Institute for Gender Equality (EIGE)
 - Women Against Violence Europe (WAVE)
 - European Union Agency for Fundamental Rights (FRA)
 - International Lesbian, Gay, Bisexual, Trans and Intersex Association-Europe (ILGA)
 - End FGM European Network
 - European Women's Lobby
 - European Disability Forum.

In the context of Ukraine, this may involve reports issued by the Independent International Commission of Inquiry on Ukraine, the International Criminal

Court on the Situation in Ukraine, Eurojust's Joint Investigation Team and the International Centre for the Prosecution of the Crime of Aggression Against Ukraine, among others.

6.4 Additional sources of information

GREVIO may also consider information provided by the Council of Europe Commissioner for Human Rights, the Parliamentary Assembly, "relevant specialised bodies of the Council of Europe, as well as those established under other international instruments," including "any complaints presented to them and their outcome".⁴²

In the context of Ukraine, specialised bodies might include the Council of Europe's "Register of damage caused by Russia's war of aggression against Ukraine," among others.

GREVIO country visits constitute another a "subsidiary" source of information.⁴³ In practice, a visit by a GREVIO delegation to the State Party under review has functioned as a standard element of the baseline assessment process.⁴⁴ The practice will be continued in subsequent cycles of thematic monitoring. (See below on country visits).

GREVIO can use "other appropriate means" to receive information when conducting an evaluation of a contracting state. While the language of the rule remains open-ended, it specifically foresees the organisation of hearings with actors working in the field of violence against women and domestic violence, as well as the use of consultants. The information gathered under this rule "shall be confidential unless otherwise decided".⁴⁵

6.5. Protection of persons or organisations in communication with GREVIO

When carrying out its evaluation or inquiry functions, GREVIO undertakes to prevent any prejudice against the persons or organisations with which it is in communication. Any acts or attempts by state authorities to prevent or to sanction such communication shall be considered as a breach of the convention. GREVIO may request the State Party to carry out an investigation into "any indication of an attempt, action or omission" related to the obstruction or sanction of communications.⁴⁶

7. GREVIO visit

As mentioned above, Article 68(9) of the Istanbul Convention foresees the possibility for GREVIO to carry out a country visit. Visits have become an established practice of GREVIO as part of its evaluation work. Visits usually last between four and eight days for the baseline evaluation cycle. The delegation is comprised of the two GREVIO rapporteurs and one or two members of the Secretariat, accompanied by interpreters, if necessary. The visit may also rely on the assistance of independent international experts and/or specialists in specific fields, if necessary.⁴⁷

The visit is to be organised in cooperation with the contact person appointed by the State Party. After agreeing on dates for the visits and meetings with authorities, the GREVIO secretariat and the contact person work together to establish the list of authorities and institutions with which to schedule meetings.

GREVIO also meets with NGOs and CSOs. The GREVIO delegation will arrange meetings with them independently from the authorities.

The visit is initiated by an official opening meeting, gathering the main state stakeholders involved in preventing and combating violence against women. The aim of this initial meeting is to foster a coordinated approach to the implementation of the Istanbul Convention and to discuss jointly issues pertaining to the legislative, policy and institutional framework to combat violence against women.

More in-depth discussions on the implementation of specific provisions of the convention are then held with the relevant stakeholders, such as with coordination body representatives, statistical authorities, government officials representing pertinent ministries, and relevant professionals (social workers, health care staff, police officers, prosecutors and judges etc).⁴⁸

GREVIO usually visits places of interest, such as: specialist services for women victims of violence, police stations, hospitals, forensic services or facilities for asylum-seekers and refugees, in order to obtain information on how things work

in practice. It also often undertakes visits to cities or regions beyond the capital city, in particular in federal/decentralised states, in order to get information on the implementation of the convention at the local level. In this context, it meets with a range of authorities and non-governmental actors as well.

Outside of meetings with the authorities, GREVIO also seeks to meet with trade unions, press councils and international organisations, among other relevant stakeholders. It may also consult with parliamentarians.

The information gathered during the visit will remain confidential, “unless otherwise decided”.⁴⁹ At the end of the visit, GREVIO holds a closing meeting with key stakeholders in which it offers its preliminary impressions and findings.

Regional monitoring and reporting bodies have taken different approaches to country visits in Ukraine since the outbreak of the war. Some have postponed scheduled visits, while others plan to visit even in light of the dangerous conditions. As of this writing, GREVIO is monitoring the security situation in Ukraine and has yet to determine whether a visit can take place as scheduled, or will be postponed. If the visit is scheduled as planned, ensuring the safety of the delegation and of its interlocutors must be a key consideration.

8. GREVIO evaluation report and findings

The draft report prepared by the GREVIO rapporteurs is examined, discussed and approved by GREVIO in plenary. It is then sent to the State Party in question for comments of a factual nature, to be submitted within a time frame established by GREVIO, usually within (2) two months.

As part of the process of preparing the state's comments, the contact person and/or national coordinating body should distribute the GREVIO report to the various bodies and institutions at the national and subnational levels that responded to the questionnaire, and collect their respective comments of a factual nature on related content. The contact person should collate the comments for submission to GREVIO.

GREVIO will consider the State Party's comments to the report and issue a final report. At the stage of comments, both the GREVIO report and the state comments are treated confidentially.⁵⁰

After final adoption by GREVIO of its report, the latter is communicated again to the authorities, with a deadline for submitting any comments on the report.⁵¹ The final GREVIO report, together with any final comments from the state, are published on the Istanbul Convention [webpage](#) and transmitted to the Committee of the Parties.

GREVIO invites the authorities to disseminate the evaluation report widely, among all relevant actors, and to translate it into national language(s).

8.1 Recommendations by the Committee of the Parties (COP)

Based on the findings of the final GREVIO report, the Committee of the Parties - the second pillar of the monitoring mechanism under the Istanbul Convention - adopts recommendations, indicating the measures to be taken to implement GREVIO's conclusions and "if necessary setting a date for submitting information on their implementation".⁵² Recommendations by the Committee of the Parties are essentially based on GREVIO's findings. States Parties are requested to report back to the Committee of the Parties on the implementation of the CoP Recommendation three years after its publication. The Committee of the Parties then adopts Conclusions on the implementation of the convention by the State Party.

8.2 Involvement of national parliaments

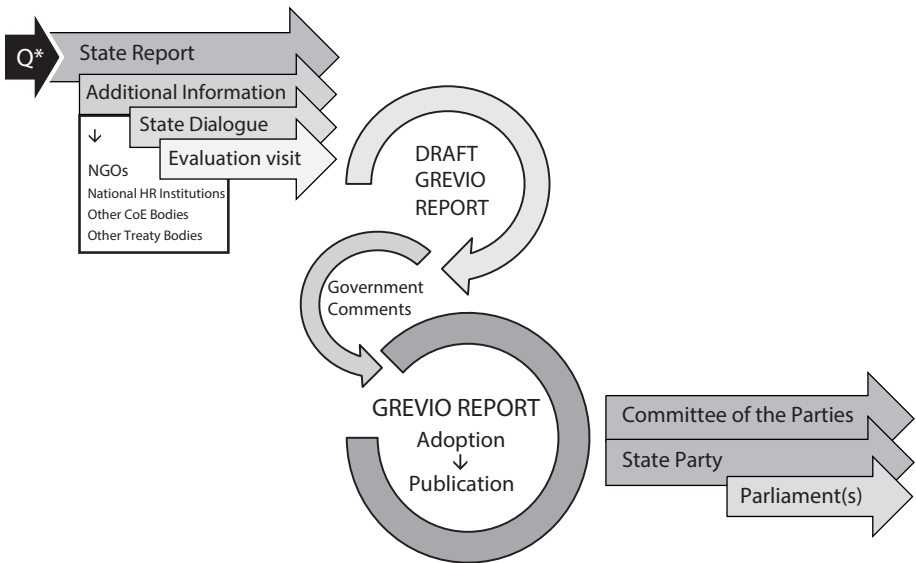
The Istanbul Convention requires that States Parties submit GREVIO reports to their national parliaments.⁵³ GREVIO will take "appropriate action to ensure that its reports are submitted to parliament" in line with the convention requirement.⁵⁴ It may also request information on the outcome of any parliamentary debate on the report. GREVIO "may take any appropriate action" to ensure parliaments are invited to participate in the monitoring of the implementation of the convention.⁵⁵

After the transmission of the final report, "GREVIO may invite parliaments, within their mandate and through appropriate channels, to take action in the light of its report and conclusions."⁵⁶ It may also draw the attention of the Committee of the Parties to the need for parliamentary involvement to give effect to the implementation of the convention.

Annex I

Workflow

ISTANBUL CONVENTION GREVIO's First (Baseline) Evaluation Procedure



* [Questionnaire on legislative and other measures giving effect to the provisions of the Istanbul Convention](#), GREVIO/Inf(2016)1; Article 68(4), Istanbul Convention.

Annex II

Recommendations on distributing the questionnaire to national, regional and local authorities in Ukraine

Sections in the questionnaire	Name of the responsible authority	Relevant comments
II. Integrated policies and data collection		
A	<ul style="list-style-type: none"> Ministry of Social Policy of Ukraine Regional administrations, Kyiv city district state administration Local authorities 	Sub-questions 5 and 6 in section A may be addressed to regional administrations, Kyiv city district state administration and local authorities
B	<ul style="list-style-type: none"> Ministry of Social Policy of Ukraine Ministry of Finance of Ukraine Regional administrations, Kyiv city district state administration Local authorities 	
C	<ul style="list-style-type: none"> Ministry of Social Policy of Ukraine Regional administrations, Kyiv city district state administration Local authorities 	The question can be asked of all authorised entities (a more complete list in section II(E))
D	<ul style="list-style-type: none"> Ministry of Social Policy of Ukraine National Service of Ukraine 	
E	<ul style="list-style-type: none"> Ministry of Social Policy of Ukraine National Service of Ukraine Ministry of Internal Affairs National Police of Ukraine Ministry of Health Ministry of Education and Science of Ukraine Ministry of Defense of Ukraine Ministry of Veterans Affairs Ministry of Culture and Information Policy of Ukraine State Migration Service of Ukraine 	<p>It is important to clarify with each authority which data is being collected and how it is disseminated (if at all)</p> <p><i>Centres to help the survivors</i> are state institutions established by the Government of Ukraine in partnership with UNFPA, where people who have fled the active combat zone and/or temporarily occupied territories can receive comprehensive social and psychological support in one place</p>

	<ul style="list-style-type: none"> • Coordination Centre for Legal Aid Provision • State Judicial Administration • Office of the Prosecutor General • State institution «Probation Centre» • State Penitentiary Service of Ukraine • Ukrainian Parliament Commissioner for Human Rights • Government Commissioner for Gender Policy • Hotline for the prevention of human trafficking, prevention and counteraction to domestic violence, gender-based violence and violence against children «1547» • Centres to help the survivors 	
F	<ul style="list-style-type: none"> • Ministry of Social Policy of Ukraine 	The question can be asked of all authorised entities (a more complete list in section II(E))
G	<ul style="list-style-type: none"> • Ministry of Social Policy of Ukraine 	The questions can be asked of international and civil society organisations whose activities are related to the provisions of the Istanbul Convention
III. Prevention		
A	<ul style="list-style-type: none"> • Ministry of Social Policy of Ukraine • Regional administrations, Kyiv city district state administration • Local authorities 	The questions can be asked of all authorised entities (a more complete list in section II(E)) and civil society organisations whose activities are related to the provisions of the Istanbul Convention
B, C, D	<ul style="list-style-type: none"> • Ministry of Social Policy of Ukraine • National Service of Ukraine • The Ministry of Internal Affairs of Ukraine, including higher education institutions of the system of internal affairs of Ukraine (for example, Donetsk State University of Internal Affairs, Odesa State University of Internal Affairs etc.) • National Police of Ukraine • Ministry of Health of Ukraine 	

	<ul style="list-style-type: none"> • Ministry of Education and Science of Ukraine • Coordination Centre for Legal Aid Provision • National Union of Judges of Ukraine • Training Centre of Prosecutors of Ukraine 	
E	<ul style="list-style-type: none"> • Ministry of Social Policy of Ukraine • Regional administrations, Kyiv city district state administration • Local authorities 	
F	<ul style="list-style-type: none"> • State institution «Probation Centre» • State Penitentiary Service of Ukraine 	there are currently no programs for sex offenders in Ukraine, however, information may be available on probation programs and programs designed for persons in penal institutions
G-H	<ul style="list-style-type: none"> • Ministry of Social Policy of Ukraine • Ministry of Culture and Information Policy of Ukraine • State Committee for Television and Radio Broadcasting of Ukraine 	
I-J	<ul style="list-style-type: none"> • Ministry of Social Policy of Ukraine 	The question can be asked of all authorised entities (a more complete list in section II(E))
IV. Protection and support		
A	<ul style="list-style-type: none"> • Ministry of Social Policy of Ukraine 	The question can be asked of all authorised entities (a more complete list in section II(E))
B	<ul style="list-style-type: none"> • Ministry of Social Policy of Ukraine • National Service of Ukraine • Ministry of Health of Ukraine 	
C	<ul style="list-style-type: none"> • Coordination Centre for Legal Aid Provision 	The question can be asked of civil society organisations whose, who deal with the protection of women's rights, the most active is Association of Women Lawyers of Ukraine «JurFem»
D	<ul style="list-style-type: none"> • Ministry of Social Policy of Ukraine • National Service of Ukraine • Centres to help the survivors 	

E	<ul style="list-style-type: none"> • Ministry of Social Policy of Ukraine • Hotline for the prevention of human trafficking, prevention and counteraction to domestic violence, gender-based violence and violence against children «1547» • National hotline for the prevention of domestic violence, human trafficking and gender discrimination (NGO La-Strada Ukraine) • National children's hotline (NGO La-Strada-Ukraine) 	
F-G	<ul style="list-style-type: none"> • Ministry of Social Policy of Ukraine • National Service of Ukraine 	
V. Substantive law		
A-B	<ul style="list-style-type: none"> • Ministry of Social Policy • National Service of Ukraine • Ministry of Internal Affairs • National Police of Ukraine • Office of the Prosecutor General • State Judicial Administration 	
C	<ul style="list-style-type: none"> • State Judicial Administration • National School of Judges of Ukraine • Coordination Centre for Legal Aid Provision 	
D	<ul style="list-style-type: none"> • Ministry of Social Policy of Ukraine • Regional administrations, Kyiv city district state administration • Local authorities 	
E-K	<ul style="list-style-type: none"> • Ministry of Social Policy of Ukraine • National Police of Ukraine • Office of the Prosecutor General 	
L	<ul style="list-style-type: none"> • Ministry of Social Policy of Ukraine • National Police of Ukraine • Office of the Prosecutor General • State institution «Probation Centre» • State Penitentiary Service of Ukraine 	
M	<ul style="list-style-type: none"> • National Police of Ukraine • Office of the Prosecutor General 	

N	<ul style="list-style-type: none"> Ministry of Social Policy of Ukraine Coordination Centre for Legal Aid Provision 	
O	<ul style="list-style-type: none"> National Police of Ukraine Office of the Prosecutor General State Judicial Administration 	
P	<ul style="list-style-type: none"> Ministry of Social Policy National Service of Ukraine Ministry of Internal Affairs National Police of Ukraine Office of the Prosecutor General State Judicial Administration 	
VI. Investigation, prosecution and procedural law and protective measures		
A-B	<ul style="list-style-type: none"> National Police of Ukraine Office of the Prosecutor General 	
C	<ul style="list-style-type: none"> National Police of Ukraine State Judicial Administration 	
D	<ul style="list-style-type: none"> National Police of Ukraine Office of the Prosecutor General State Judicial Administration 	
E	<ul style="list-style-type: none"> State Judicial Administration 	
F-G	<ul style="list-style-type: none"> National Police of Ukraine Office of the Prosecutor General 	
H	<ul style="list-style-type: none"> Ministry of Social Policy 	
I	<ul style="list-style-type: none"> National Police of Ukraine Office of the Prosecutor General State Judicial Administration Coordination Centre of legal aid State institution «Probation Centre» State Penitentiary Service of Ukraine 	
J	<ul style="list-style-type: none"> Coordination Centre of legal aid 	
K	<ul style="list-style-type: none"> National Police of Ukraine Office of the Prosecutor General 	
VII. Migration and asylum		
A	<ul style="list-style-type: none"> State Migration Service of Ukraine 	
B-E	<ul style="list-style-type: none"> Ministry of Social Policy 	

Annex III

Data Collection Checklist⁵⁷

Article 11 of the Istanbul Convention requires Parties to collect administrative data, to conduct research and to collect survey data. The following checklist can be of help in meeting such requirements.

- ☐ Is data collected by all publicly funded agencies which assist victims and prevent violence?
 - o Law enforcement (including both criminal and relevant civil legal authorities: police, prosecutors, courts, judiciary and prisons)
 - o Health-care services (e.g. doctors, accident and emergency services, hospitals)
 - o Social services, social welfare and specialised victim services (state and NGO)

- ☐ Is data collected using surveys?
 - o Have possibilities been explored to integrate modules on violence against women in bigger surveys, such as surveys on crime or on health?

- ☐ Is data collected using the same categories?
 - o Definitions of forms of violence (the legal categories named in the convention)
 - o Units of measurement include victims and events and perpetrators (all of these categories, not just one)
 - o Compulsory disaggregation by sex, age, type of violence, relationship between victim and perpetrator and geographical location

- Is data collected regularly?
 - Administrative data
 - Survey data

- Are there any funded programmes of research on the root causes and effects of violence against women?
 - Do they support the production of a “conviction rate”?

- Are data and analyses made available to the public?
 - In summary form (including indicators)
 - On databases

- Is there an official body (or official bodies) responsible for co-ordinating the collection, analysis and dissemination of data?

Endnotes

1. Explanatory Report to the Istanbul Convention ([Explanatory report](#)), para 337.
2. Article 2(3), Istanbul Convention.
3. <https://www.coe.int/en/web/istanbul-convention/-/ukraine-ratifies-the-istanbul-convention>
4. Law of Ukraine “On Ratification of the Council of Europe Convention on preventing and combating violence against women and domestic violence,” 20 June 2022, stating that “as a result of the large-scale armed aggression of the Russian Federation, Ukraine’s fulfilment of its obligations under the convention in the temporarily occupied territories, the Autonomous Republic of Crimea and the city of Sevastopol cannot be guaranteed until the constitutional order of Ukraine is fully restored in these territories”.
5. [Chirikli, Situation of Displaced Roma During Times of War: A Research Study](#).
6. Rule 28(1), [GREVIO Rules of Procedure](#), GREVIO/Inf(2015)RoP-amdt 3, 2018; see also, [Steps in the first \(baseline\) evaluation procedure of the Istanbul Convention](#), IC-Inf-2016-1-rev.
7. [Questionnaire on legislative and other measures giving effect to the provisions of the Istanbul Convention](#), GREVIO/Inf(2016)1; Article 68(4), Istanbul Convention.
8. GREVIO/Inf(2015)RoP-amdt 3, 2018.
9. Article 68(3), Istanbul Convention.
10. See, Article 68(3),(4),(7), Istanbul Convention; Rule 33(2), [GREVIO Rules of Procedure](#), GREVIO/Inf(2015)RoP-amdt 3, 2018.
11. GREVIO/Inf(2022)31.
12. Articles 75(1) and 76(1) of the Istanbul Convention foresee accession by “any non-member State of the Council of Europe”.
13. CoE, [The European Union deposited the instrument of approval of the Istanbul Convention](#), 28 June 2023.

14. Article 68(4), Istanbul Convention. Requests for additional information can also be made on GREVIO's behalf by the Bureau. Rule 34(4), [GREVIO Rules of Procedure](#), GREVIO/Inf(2015)RoP-amdt 3, 2018.
15. Rule 34(2), [GREVIO Rules of Procedure](#), GREVIO/Inf(2015)RoP-amdt 3, 2018.
16. Rule 34(3),(5), [GREVIO Rules of Procedure](#), GREVIO/Inf(2015)RoP-amdt 3, 2018.
17. The Committee of the Parties is comprised of representatives of the States Parties to the convention.
18. Rules 64, 65, [GREVIO Rules of Procedure](#), GREVIO/Inf(2015)RoP-amdt 3, 2018.
19. Rule 63, [GREVIO Rules of Procedure](#), GREVIO/Inf(2015)RoP-amdt 3, 2018.
20. The term "women" as used in the Istanbul Convention encompasses girls under the age of 18. Article 3(f), Istanbul Convention.
21. Rule 55, [GREVIO Rules of Procedure](#), GREVIO/Inf(2015)RoP-amdt 3, 2018.
22. CoE, Ensuring data collection and research on violence against women and domestic violence: Article 11 of the Istanbul Convention, 2016.
23. CoE, Ensuring data collection and research on violence against women and domestic violence: Article 11 of the Istanbul Convention, 2016.
24. [Questionnaire on legislative and other measures giving effect to the provisions of the Istanbul Convention](#), GREVIO/Inf(2016)1, fn.1.
25. [Questionnaire on legislative and other measures giving effect to the provisions of the Istanbul Convention](#), GREVIO/Inf(2016)1, fn.1; see also, CoE, Ensuring data collection and research on violence against women and domestic violence: Article 11 of the Istanbul Convention, 2016.
26. See, CoE, Ensuring data collection and research on violence against women and domestic violence: Article 11 of the Istanbul Convention, 2016.
27. Article 65, Istanbul Convention.
28. [Questionnaire on legislative and other measures giving effect to the provisions of the Istanbul Convention](#), GREVIO/Inf(2016)1, fn.1.
29. See, CoE, Ensuring data collection and research on violence against women and domestic violence: Article 11 of the Istanbul Convention, 2016.
30. Rule 41, [GREVIO Rules of Procedure](#), GREVIO/Inf(2015)RoP-amdt 3, 2018.
31. Rule 43(1), [GREVIO Rules of Procedure](#), GREVIO/Inf(2015)RoP-amdt 3, 2018.
32. [Explanatory report](#), para 356.
33. [Explanatory report](#), para 354.

34. Article 68, Istanbul Convention; Rules 35-40, [GREVIO Rules of Procedure](#), GREVIO/Inf(2015)RoP-amdt 3, 2018.
35. Rule 35(1), [GREVIO Rules of Procedure](#), GREVIO/Inf(2015)RoP-amdt 3, 2018; Article 68(5), Istanbul Convention.
36. Rule 35(1), [GREVIO Rules of Procedure](#), GREVIO/Inf(2015)RoP-amdt 3, 2018.
37. Rule 35(2), [GREVIO Rules of Procedure](#), GREVIO/Inf(2015)RoP-amdt 3, 2018.
38. Article 68(5), Istanbul Convention.
39. Rule 35(1), GREVIO Rules of Procedure, GREVIO/Inf(2015)RoP-amdt 3, 2018.
40. Rule 35(2), GREVIO Rules of Procedure, GREVIO/Inf(2015)RoP-amdt 3, 2018.
41. OHCHR, GANHRI, [Accreditation status as of 26 April 2023](#).
42. Rule 38, GREVIO Rules of Procedure, GREVIO/Inf(2015)RoP-amdt 3, 2018.
43. Article 68(9), Istanbul Convention; Rule 39, GREVIO Rules of Procedure, GREVIO/Inf(2015)RoP-amdt 3, 2018; [Explanatory report](#), para 355.
44. Rule 39(1), GREVIO Rules of Procedure, GREVIO/Inf(2015)RoP-amdt 3, 2018.
45. Rule 40, GREVIO Rules of Procedure, GREVIO/Inf(2015)RoP-amdt 3, 2018.
46. Rule 62, GREVIO Rules of Procedure, GREVIO/Inf(2015)RoP-amdt 3, 2018.
47. The specialist shall not be a national of the concerned State Party. Rule 39(5),(7), GREVIO Rules of Procedure, GREVIO/Inf(2015)RoP-amdt 3, 2018.
48. Steps in the first (baseline) evaluation procedure of the Istanbul Convention, IC-Inf-2016-1-rev.
49. Rule 39(10), GREVIO Rules of Procedure, GREVIO/Inf(2015)RoP-amdt 3, 2018.
50. Rule 43(2)-(4), GREVIO Rules of Procedure, GREVIO/Inf(2015)RoP-amdt 3, 2018.
51. Rule 44, GREVIO Rules of Procedure, GREVIO/Inf(2015)RoP-amdt 3, 2018.
52. Article 68(12), Istanbul Convention; Explanatory report, para 357.
53. Article 70(2), Istanbul Convention.
54. Rule 59(1), GREVIO Rules of Procedure, GREVIO/Inf(2015)RoP-amdt 3, 2018.
55. Rule 58(1), GREVIO Rules of Procedure, GREVIO/Inf(2015)RoP-amdt 3, 2018.
56. Rule 57(1), GREVIO Rules of Procedure, GREVIO/Inf(2015)RoP-amdt 3, 2018.
57. Reproduced from CoE, Ensuring data collection and research on violence against women and domestic violence: [Article 11 of the Istanbul Convention](#), 2016.

The “Guidelines on Reporting for GREVIO Baseline Evaluations” offer information for States Parties to the Council of Europe’s Istanbul Convention. These guidelines are essential in preparation for monitoring the implementation of the convention. The guide specifically centres on the GREVIO evaluation process, with a spotlight on Ukraine. Considering the current conflict in Ukraine, it covers the entire procedure from initiation to the issuance of the final GREVIO report and the Committee of the Parties’ recommendations.

ENG

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