

National Domestic Violence Delivery Plan

Progress Report
2005/06

June 2006

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Ministerial Foreword

There is no doubt that domestic violence has an insidious effect upon families and communities. In the UK we know domestic violence costs business as much as £2.7 billion a year in lost productivity. The cost of this crime to our country as a whole is estimated at £23 billion. Working together, the public, private and voluntary sectors; have made a real difference to the lives of the victims, perpetrators and children affected by this heinous crime. I am personally committed to ensuring that the perpetrators of this crime are punished and that we have a criminal justice system which identifies domestic violence, brings offenders to justice and supports victims.

Last year, the Government published its first National Report for Domestic Violence containing the framework of the National Delivery Plan which identified five key outcomes and seven work objectives that would be pursued in 2005/06. The Plan provided direction to local partnerships, agencies and communities on how to protect adult and child victims and bring perpetrators to justice and I thank everyone involved in delivering it for their personal commitment and drive.

A lot has been achieved so far. At the heart of the Plan is the excellent work of the Specialist Domestic Violence Courts, catalysts for better co-ordination of services locally, which will be expanded further in 2006/07.

In addition this years' priority, to prevent domestic violence homicides has focused work on public protection. The emergence of the victim focused Multi-Agency Risk Assessment Conferences (MARACs) for victims, aligned with other public protection arrangements for offenders and children, has led to arrangements to collaborate and share information fully to support victims and to manage perpetrators more effectively.

On 29 March I announced an additional £2 million to roll out Independent Domestic Violence Advisors (IDVAs) across all specialist domestic violence courts and Independent Sexual Violence Advisors (ISVAs) across all Sexual Assault Referral Centres (SARCs) and Specialist sexual violence voluntary sector organisations. This will allow us to support more victims and deliver training to establish more MARACs within specialist domestic violence court areas.

Our links with the corporate sector have continued to grow. In the UK we know domestic violence costs business as much as £2.7 billion a year in lost productivity. We now have over one hundred members of our corporate alliance and a website (www.corporateallianceuk.com) which has been a huge success promoting our message in the UK and internationally. Big business is signing up to tackling domestic violence and changing the lives of its employees internationally.

The links between domestic violence, sexual offending and other gender based violence are clear. We are ensuring that there will be closer collaborative working to respond to all gender based violence. At a local level we are creating Independent Sexual Violence Advisor services to cover all Sexual Assault Referral Centres (SARCs) and equivalent services.

I commend this report again as the culmination of the considerable work of the domestic violence sector to tackle domestic violence. We all need to take responsibility to bring about change: to change the attitudes of our families, friends and communities and to change the systems we find to support the victims of domestic violence. I want to thank you all for the work you have done, and will do, to make domestic violence part of our history and not our future.

Rt. Hon. Baroness Scotland of Asthal QC
Minister of State for Criminal Justice and Offender Management

Executive summary

The Government's response to domestic violence

Domestic violence has been steadily ascending the political agenda and has been recognised as a cross-Government priority. This priority has been formalised through the formation of an Inter-Ministerial Group for Domestic Violence (IMG).

The IMG performance manages the National Delivery Plan for Domestic Violence, a cross-Government plan, which has been delivering on following key work objectives:

1. To increase the early identification of and early intervention with victims of domestic violence by utilising all points of contact with statutory services
2. To build capacity within the domestic violence sector to provide effective advice and support to victims of domestic violence
3. To increase the use of existing and new powers and methods by statutory services to protect identified victims of domestic violence
4. To increase the rate at which domestic violence is reported either directly to the police services or through third-party reporting arrangements, particularly in high incidence areas and/or communities
5. To increase the rate at which domestic violence incidents result in sanction detections, particularly in high incidence areas and/or communities as well as in areas with high attrition rates
6. To increase the rate at which sanction detections are converted into offences brought to justice, particularly in high incidence areas and/or communities as well as in areas with high attrition rates
7. To develop the evidence-base to close key knowledge gaps.

Progress against the 2005/06 objectives

This year important work on domestic violence has emerged in partnership with the Health Service. In particular, work on ante-natal services, the production of a training manual for health workers and the piloting of data collection within electronic patient records of domestic violence, alcohol-fuelled violence etc. The work of Professor Jonathan Shepherd in Cardiff has highlighted the close interaction between local health services and local policing plans. This needs to be expanded in 2006/07.

Similarly, work carried out through the Local Government Association with local partnerships and Local Authorities identified the key role Local Authorities play to achieve the substantially revised Best Value Performance Indicator (BVPI) 225. This needs to be understood in the light of new partnership accountability arrangements and the emerging Local Area Agreements. This will be further influenced by the **Co-ordinated Community Response**, which is growing out of the Specialist Domestic Violence Court Programme outlined in Section 3. By developing a template and guidance for local delivery, the model will aim to promote the best use of partnerships and resources to achieve maximum impact.

The voluntary sector is pivotal in providing specialised and focused services for victims and emerging work on occupational standards and the *Change Up Programme* for Women's Aid services and the sector as a whole will grow in significance in the coming year.

Particularly good work has taken place in the policing and criminal justice sector. The Association of Chief Police Officers has produced guidance on investigating domestic violence. The Crown Prosecution Service (CPS) has also produced revised policy and guidance for all prosecutors. This guidance has been promulgated in England and Wales through Centrex and CPS training for all police officers and CPS prosecutors. By 2008, all police officers, CPS prosecutors and caseworkers will be trained in domestic violence.

As of April 2006, each probation service area in England and Wales is running an accredited domestic abuse treatment programme. The programmes have taken several years to develop and their implementation is having a major impact on many areas of service delivery. Such a large-scale national roll out of a domestic abuse programme has never been attempted anywhere else in the world and several international jurisdictions are closely watching progress.

Perpetrator programmes outside of the Criminal Justice System (CJS) are growing in importance and principles and standards are being developed through RESPECT, which will aim to create a consistency of service to reflect that of the National Probation Service.

Co-ordinated local activities, which include the CJS, can have a major impact on achieving protection for victims and bringing perpetrators to justice. Increased charged cases and successful prosecutions of DV cases were recorded and monitored by CPS. In 2005/06 it became a work objective that 25 Specialist Domestic Violence Courts be set up or developed further by April 2006 under a central programme jointly managed by the Home Office, the CPS and Her Majesty's Courts Service. There will now be at least one Specialist Domestic Violence Court in every region in England and in Wales. The Programme is expanding further in 2006/07.

The re-defined objectives

In 2006/07 the objectives of the National delivery Plan were re-defined to allow for greater transparency and capture more clearly the emerging model of local delivery growing out of the Specialist Domestic Violence Court Programme:

1. Increase the early identification of and intervention with, victims of domestic violence earlier by utilising all points of contact with key front line professionals.
2. To build capacity within the domestic violence sector to provide effective advice and support to victims of domestic violence.
3. The promotion and promulgation of a co-ordinated community response to domestic violence
4. To increase reporting and arrests rates for domestic violence

5. Increase the rate at which sanction detections are converted into offences brought to justice, particularly in high incidence areas and/or communities as well as in areas with high attrition rates.
6. To support victims through the CJS and manage perpetrators to reduce risk
7. Develop the evidence base to close key knowledge gaps, particularly around (a) understanding the nature and scope of domestic violence and (b) understanding what works in reducing the prevalence of domestic violence

Action planned for the coming year

All the work objectives outlined in this report will be expanded and developed further. For instance:

- Hosting a series of regional breakfast seminars to promote Primary Care Trust engagement in violent crime reduction generally, and specifically domestic violence
- Promoting collaboration by making clear to partnerships how Multi-agency Public Protection Arrangements; Multi-agency Risk Assessment Conferences; and Local Safeguarding Children Boards can link together
- Further development of the Corporate Alliance Against Domestic Violence
- Publishing a summary of the responses to the Forced Marriage Consultation
- Developing the work streams around occupational standards and the *Change Up Programme*
- Greater collaboration between the help lines for all victims of domestic violence
- Producing guidance for local authorities on homelessness prevention and accommodation options for victims of domestic violence.

The Association of Chief Police Officers' guidance on investigation domestic violence and the CPS good practice guidance on successfully prosecuting domestic violence cases will continue to be promulgated through the CENTREX/CPS training programme which is being rolled out to cover all police forces and CPS areas by 2008.

The centrepiece of the National Delivery Plan was the work of the Specialist Domestic Violence Court Programme, which has provided a good practice model of service delivery. This has provided an opportunity to develop a **Co-ordinated Community Response** model in all partnerships across the country, which involves joint work between both CJS and non-CJS agencies. This model will be developed further as a template and rolled out in the coming year.

At the heart of the model is the Multi Agency Risk Assessment Conference (MARAC), which is the key to identifying high-risk victims and ensuring that they are kept safe and that perpetrators are managed effectively. Training for all court areas on how to run a MARAC will be rolled out in 2006/07.

Intrinsic to the MARAC is the role of the Independent Domestic Violence Advisors (IDVAs). These key support workers for victims are proven to be a catalyst for the

achievement of successful outcomes of domestic violence cases within the CJS (see Section 2).

It is clear that there are strong links between domestic violence and sexual assault, and this coming year will see a greater merging of the two agendas. Bringing these two work streams closer together provides a more strategic framework for addressing gender-based violence.

In the coming year, an additional £2m has been made available to fund IDVA posts in all the court areas and Independent Sexual Violence Advisors (ISVAs) across all Sexual Assault Referral Centres (SARCs) and Specialist sexual violence voluntary sector organisations and Specialist Domestic Violence Court areas. This will ensure that that the two complementary agendas work in closer collaboration.

Training services for MARACs and IDVAs will be commissioned in 2006/07.

In addition, the Government is committed to developing services based on continuing learning and will be encouraging the ongoing development of the evidence base. This year has focused new efforts on understanding the needs of male victims, black and minority ethnic (BME) populations, the lesbian, gay, bisexual and transgender (LGBT) communities and victims who are disabled.

INTRODUCTION

On 31st March 2005 the Home Office published the National Report for Domestic Violence, which laid out its plan of action for 2005/06. This report outlines the considerable progress made across the seven domestic violence work streams and how this learning can be applied to local delivery.

This year important work on domestic violence is emerging in health, local government and criminal justice as well as the voluntary sector, all of which develops and refines responses and services for victims and perpetrators.

In relation to health, work on antenatal services, the production of a training manual for health workers and the piloting of data collection within electronic patient records of domestic violence, alcohol-fuelled violence etc.

Similarly, work carried out through the Local Government Association with local partnerships and Local Authorities identified the key role Local Authorities play to achieve the substantially revised Best Value Performance Indicator (BVPI) 225. This needs to be understood in the light of new partnership accountability arrangements and the emerging Local Area Agreements.

The voluntary sector is pivotal in providing specialised and focused services for victims and emerging work on occupational standards and the *Change Up Programme* for Women's Aid services and the sector as a whole will grow in significance in the coming year.

Particularly good work has taken place in the policing and criminal justice sector and guidance has been promulgated to enable the police and CPS to respond more effectively to incidents of domestic violence.

Probation continues to develop and implement their strategy, which includes having accredited domestic abuse treatment programmes running in every part of the country by April this year.

Perpetrator programmes outside of the CJS are growing in importance and principles and standards are being developed through RESPECT, which will aim to create a consistency of service to reflect that of the National Probation Service.

Co-ordinated local activities, which include the CJS, can have a major impact on achieving protection for victims and bringing perpetrators to justice. Increased charged cases and successful prosecutions of domestic violence cases were recorded and monitored by CPS. In 2005/06 it became a work objective that 25 Specialist Domestic Violence Courts be set up or developed further by April 2006.

Significant progress has been made in the past year which has led to more focused activity to respond to domestic violence at national, regional and local level. This has led to the objectives of the National Delivery Plan being re-defined to allow for greater transparency and capture more clearly the emerging model of local delivery growing out of the Specialist Domestic Violence Court Programme.

SECTION 1 – PROGRESS REPORT

Last year, the Government published its first National Report for Domestic Violence containing the framework of the National Delivery Plan which identified five key outcomes and seven work objectives that would be pursued in 2005/06.

The key outcomes were:

- 1) To reduce the number of domestic violence-related homicides
- 2) To reduce the prevalence of domestic violence, particularly in high incidence areas and/or communities
- 3) To increase the rate that domestic violence is reported, particularly in high incidence areas and/or communities
- 4) To increase the rate of reported domestic violence offences that are brought to justice, particularly in high incidence areas and/or communities as well as in areas with high attrition rates
- 5) To ensure victims of domestic violence are adequately protected and supported nationwide.

The achievement of these outcomes was dependent on the delivery of seven key work objectives that marshalled the improvements outlined in the paper into a coherent plan. Under each of these objectives are several work streams which will be performance-managed and monitored regularly. Progress reports will be provided for Ministers and other key stakeholders.

This section outlines the progress on each one, giving the rationale for action and signposts future action for 2006/07.

Key Work Objectives

Objective One: To increase the early identification of, and early intervention with, victims of domestic violence by utilising all points of contact with statutory services

Objective Two: To build capacity within the domestic violence sector to provide effective advice and support to victims of domestic violence

Objective Three: To increase the use of existing and new powers and methods by statutory services to protect identified victims of domestic violence

Objective Four: To increase the rate at which domestic violence is reported either directly to the police services or through third-party reporting arrangements, particularly in high incidence areas and/or communities

Objective Five: To increase the rate at which domestic violence incidents result in sanction detections, particularly in high incidence areas and/or communities as well as in areas with high attrition rates

Objective Six: To increase the rate at which sanction detections are converted into offences brought to justice, particularly in high incidence areas and/or communities as well as in areas with high attrition rates

Objective Seven: To develop the evidence-base to close key knowledge gaps.

OBJECTIVE ONE

To increase the early identification of and early intervention with victims of domestic violence by utilising all points of contact with statutory services

Rationale

- Victims are likely to be in contact with other statutory services (and their partners), such as social services, GPs, Accident and Emergency Departments etc. However, this information has not historically been shared with enforcement or protection services (often for confidentiality reasons), nor is there a systematic effort to convince victims of the risks they face and the need to report.
- Research indicates that there are particular risk factors, for example, age, background, pregnancy etc. which may help statutory services target their inquiries and/or information campaigns.

1. Early identification

- Victims and perpetrators of domestic violence do not live in a vacuum. They live in communities, have friends, neighbours, they go to work and are part of a comprehensive and complex social network.
- All of these networks need to be sensitised and utilised to provide both moral and practical frameworks within which domestic violence can be identified and challenged. Effective interventions need to be brought to bear to limit the suffering and put a stop to the violence. Last year the Government instigated a number of work streams which would make health and social care systems more sensitive to identifying domestic violence victims and perpetrators much earlier.

2. Key activities for early identification

- **Develop a health & social care framework**
- **Routine enquiring of all pregnant women, when taking a social history and providing information with the intent of raising awareness around support**
- **Develop Domestic Abuse template and diagnostic codes for Electronic Patient Records (EPR) through a 'Do Once and Share' pilot**
- **In liaison with the Royal College of General Practitioners (RCGP) develop updated guidance for GPs on early identification, documentation and information sharing**
- **Equipping professionals and services to respond to the mental and physical health effects of domestic violence.**

The following tasks were successfully achieved in the year 2005/06:

- A framework was developed to underpin and support practical, evidence-based guidance
- Domestic violence policies were developed at a local level
- A revised Domestic Abuse Handbook for Health Care Professionals was published, providing clarification on their roles and responsibilities
- A training manual for Health Professionals was published in partnership with the Department of Health (DH) and the Home Office
- 'Emerging Practice' workshops took place regionally to share information and good practice with health professional and to disseminate standards and frameworks contained in the domestic abuse handbook
- A supportive environment for women in ante-natal care settings was established to ensure that all pregnant women are given information in a non-stigmatising, non-threatening way which allows for disclosure
- Domestic violence diagnostic codes and protocols for Electronic Patient Records (EPR) were created
- An expert group was established to drive the EPR work forward
- A national data collection template was created to ensure that domestic violence gets embedded in EPR
- Primary Care Trusts (PCTs) were encouraged to engage with the Tackling Violent Crime Programme and supported to deliver their responsibilities regarding Crime and Disorder Reduction Partnerships and to develop good practice
- A DH Pregnancy Advisory Group was established that contributed towards the production of a handbook outlining the policy direction for dealing with pregnant women in the antenatal period
- Work was undertaken with British Forces overseas supporting the development of good practice, establishing strategies/guidelines and on-going training
- Links were established between Strategic Health Authorities, Public Health Observatories and Government Offices
- The Joint DH and National Institute of Mental Health in England (NIMHE) Victims of Violence and Abuse Prevention Programme (VVAPP) was established to run from April 2005 to April 2007 under the direction of Professor Catherine Itzin in partnership with the Home Office
- 'Tackling the Health and Mental Health Effects of Domestic and Sexual Violence and Abuse' Programme implementation guide published by Department of Health (Professor Catherine Itzin) in partnership with the Home Office.

Action for 2006/07

- Organise a series of regional breakfast seminars to promote PCT engagement
- Roll out further training for health professionals to underpin local delivery
- Roll out training for midwives and ante-natal departments to underpin local delivery
- Ensure the training manual is available to all health professionals
- Roll out EPR pilot in Cambridgeshire and consider implementation across the country following evaluation and recommendations from the pilot
- Revisit GPs position statement to reflect standards set out in the DH domestic abuse manual.

3. Education, children and young people

Children may suffer both directly and indirectly if they live in households where there is domestic violence. Correlational studies indicate significant associations between exposure to domestic violence and child problems, and also indicate that child witnesses' outcomes were not significantly different from those of physically abused children¹. Domestic violence has an impact in a number of ways. Children living in families where they are exposed to domestic violence have been shown to be at risk for behavioural, emotional, physical and cognitive functioning, attitudes, and long-term developmental problems. Further, they have an increased risk of becoming victims of violence themselves². Children in violent households are three to nine times more likely to be injured and abused, either directly or while trying to protect their parent. Both the physical assaults and psychological abuse suffered by adult victims who experience domestic violence can have a negative impact on their ability to look after their children.

An effective strategic framework to tackle the complex issues associated with children affected by domestic violence needs to include specific elements focused on identifying children at risk, putting in place appropriate support services and ensuring inter-agency working to safeguard and promote the welfare of children.

We know such experiences may impair children's emotional and intellectual development and hamper their life chances if we do not address these issues early. It has therefore been important to ensure that domestic violence issues are adequately reflected in the 'Every Child Matters: Change for Children' programme, and especially in safeguarding guidance. Further work in this past year has been to:

- Include domestic violence, forced marriage and female genital mutilation (FGM) within the new version of 'Working together to

¹ J Consult Clin Psychol. 2003 Apr; 71(2): 339-52 'Child witnesses to domestic violence: a meta-analytic review.'

² Journal of Interpersonal Violence, 16:9, 944-964, Mitchell, K.J., & Finkelhor, D. (2001). 'Risk of crime victimisation among youth exposed to domestic violence

Safeguard Children', making clear the need for close collaboration between agencies

- Consider Her Majesty's Inspectorate of Court Administration (HMICA) report³ "Domestic violence, safety and family proceedings" on the handling of domestic violence issues by the Children and Family Court Advisory and Support Service (CAFCASS) and the family courts. The report, published in October 2005 that includes an examination of child contact in domestic violence cases
- Consider the Local Government Association/CAFCASS/Association of Directors of Social Services/Women's Aid publication⁴ 'Vision for services for children and young people affected by domestic violence' that offers a pathway for services for children experiencing domestic violence, and take forward recommendations
- Ensure that the Common Assessment Framework includes domestic violence among other factors to consider
- Produce a domestic violence and anti-bullying toolkit for schools
- Review the availability of educational resources covering topics such as domestic violence, forced marriage and female genital mutilation in primary and secondary schools.

Action for 2006/07

- Develop and publish a domestic violence manual for people working with children
- Promote cross-agency collaboration by making clear to agencies how multi-agency risk assessment and management procedures relate to Local Safeguarding Children Boards
- Review the inclusion of domestic violence, as it affects children, in the Joint Area Reviews (JARs). Domestic violence affecting children is currently part of the existing framework for JARs
- Liaise with CAFCASS on any changes to the domestic violence policy and toolkit that arise from their Safeguarding Framework consultation
- Provide funding support for Daybreak Family Group Conference (DV project through the Children and Young People Fund grant and monitor progress.

4. Working with the business and private sector to ensure that domestic violence is considered as an important issue by corporate bodies

The work of Professor Sylvia Walby on the costs of domestic violence⁵ highlights clearly the costs of domestic violence and how this impacts on the national and local economy. It shows that these costs incurred by business and corporate bodies are mainly in the form of lost productivity and absenteeism. They are also a drain on the health, social and criminal justice services. It is therefore vital that Government engages with business to tackle these problems in partnerships.

³ http://www.hmica.gov.uk/files/HMICA_Domestic_violence_linked1.pdf

⁴ <http://www.lga.gov.uk/Publication.asp?lsection=0&ccat=28&id=SX1040-A7833D04>

⁵ http://www.womenandequalityunit.gov.uk/research/cost_of_dv_Report_sept04.pdf

5. The Government as an employer

As a starting point for such work the Government considered it essential to put its own house in order. Last September the Inter-Ministerial Group for Domestic Violence (IMG) sent out letters to all human resources leads within those Departments which are members of the IMG, asking them to adopt and implement robust domestic violence policies which would identify and protect staff and if necessary intervene with perpetrators. These policies are monitored quarterly by the IMG. In addition many Departments have raised awareness of domestic violence by:

- Running articles specifically aimed at raising awareness of domestic violence and/or highlighting other initiatives such as the Specialist Domestic Violence Court Programme through in-house magazines
- Ensuring phone bins were placed in government buildings for the 2004/05 Body Shop 'Donate a Phone' campaign
- Holding a series of events during the week commencing 6th March 2006 to prompt questions and discussion amongst staff.

6. Employee domestic violence policy

An example of good practice is the implementation of the CPS Employee Domestic Violence Policy, launched in 2003. It was developed following extensive consultation with a range of experts and organisations, including women's groups, and in line with best practice.

The services for any employee facing domestic violence are provided by Care First with a 24/7 service to both CPS staff and their immediate dependants. Care First's team of more than 700 fully trained and qualified counsellors are able to deal with domestic violence cases. Their contract provides some specialist counsellors in this area of work, should the need arise in a particularly complex case.

Action for 2006/2007

- Continue to record and collate statistics on number of staff referring to Welfare Services on domestic violence issues across Government
- Developing a standardised work based domestic violence policy in Government Offices in the regions.

7. The Corporate Alliance Against Domestic Violence

In September last year, the Corporate Alliance Against Domestic Violence (CAADV) was launched by the Home Secretary and Baroness Scotland. CAADV is the partner organisation to the American version: the Corporate Alliance to End Partner Violence⁶. CAADV is a group of progressive companies and organisations working individually and collectively to address the impact of domestic violence in the workplace.

Domestic violence currently costs UK business over £2.7 billion a year and affects thousands of working men and women every day. By proactively addressing the issue, organisations can both reduce the costs to their business, and, more importantly help prevent domestic violence. CAADV aims to raise awareness and reduce the human and economic impact of domestic violence through taking action in the workplace.

Since CAADV was launched last year it has:

- Hosted a conference and seminar to launch the CAADV and develop a programme of work
- Created and launched a website⁷ with on-line resources for employers and staff
- Developed a management structure and Executive Board
- Drafted an operational plan which included the key annual objectives
- Conducted an internal audit of corporate responses to domestic violence
- Developed and launched a workplace guidance template and case studies
- Developed awareness-raising materials for employers and a strategic communications toolkit on-line
- KPMG - a member of the Executive Board - hosted an event in March 2006 to raise awareness and discuss the benefits of improving workplace response.

Action for 2006/07

In the coming year CAADV will:

- Continue to promote the website and encourage more businesses to join CAADV
- Host a national conference planned for all new members in Autumn 2006 with break-out sessions on workplace safety and workplace response
- Commit each new member organisation to participate in one meeting a year and work towards fulfilling CAADV's Mission and Vision in their own work environment.

⁶ <http://www.caepv.org/>

⁷ <http://www.corporateallianceuk.com/home.asp>

8. Forced Marriage Unit

In this past year, the Forced Marriage Unit (FMU) has conducted a UK-wide consultation on whether forcing someone into a marriage should be a criminal offence. The consultation closed on 5th December 2005 and the FMU has analysed the 157 responses received. The initial analysis showed that opinion was much divided, but that in England and Wales a very small majority were against the creation of new legislation.

In addition the FMU has undertaken:

- The official launch of the joint Forced Marriage Unit (between the Foreign and Commonwealth Office and the Home Office)
- Providing assistance to around 300 victims of Forced Marriage
- A Forced Marriage Conference in Bangladesh to share best practice between diplomatic missions on assisting British people forced into marriage overseas
- The launch of the national publicity campaign in March 2006
- The second edition of police guidelines on forced marriage
- Published the first edition of guidelines to education professionals on forced marriage
- Held the first legal briefing session on forced marriage (to be continued this year)
- Commissioned Immigration and Nationality Department (IND) research into the impact of raising the age of marital entry clearance on forced marriage.

In June 2006, the Forced Marriage Unit published a summary of responses to the Forced Marriage Consultation. The consultation found no clear majority among respondents concerning whether or not a specific offence of forcing someone into marriage should be created. However, the majority felt the disadvantages of creating new legislation would outweigh the advantages and potentially drive forced marriage underground. Three recommendations for non-legislative activity will now be taken forward. The possibility of developing new legislation will only be considered once there has been delivery against the recommendations (listed in the Action for 2006/07 below).

Action for 2006/07

- Handle forced marriage cases in an increasingly effective and proactive manner, including through the development of partners both in the UK and overseas
- Mainstream forced marriage into wider action in order to combat domestic violence and improve the capacity of professionals to handle forced marriage cases and provide victim-centred services
- Continue to raise awareness, both in the UK and overseas, of the problem of forced marriage and of the help the government can provide
- Taking forward the recommendations which came out of the Forced Marriage Consultation:
 1. Increasing the level of training to professionals who work in this field and engaging more with affected communities
 2. Increasing the work done with statutory agencies in sharing best practice and implementing guidelines
 3. Ensuring that existing legislation is fully implemented including making better use of civil remedies and the family courts.

OBJECTIVE TWO

To build capacity within the domestic violence sector to provide effective advice and support to victims of domestic violence

Rationale

- Evidence indicates that support services vary in their effectiveness across the country
- It is not clear whether support services serve those areas that face the highest incidence of domestic violence
- Particular communities experience different patterns and prevalence of domestic violence. Providing support to these communities requires specialist linguistic and cultural knowledge. It is not clear whether the support provision featuring this knowledge is available where it is needed
- The Domestic Violence, Crime and Victims Act 2004 requires criminal justice agencies to adhere to the Code of Practice for Victims of Crime⁸ that ensures all victims receive adequate support and protection
- There are no occupational standards for workers or services in the domestic violence sector. The sector needs to provide effective and quality services to victims.

9. Ensuring that all local partnerships include domestic violence as part of their crime reduction strategies

Domestic violence is a volume crime and can account for between 17-25% of all violent crime in any given area, and probably more in high crime urban areas. It is essential therefore, that domestic violence is included in local partnerships' crime-reduction strategies. In December 2005, guidance for local partnerships was issued by the Home Office, advising ways in which local partnerships can include domestic violence, and giving examples of good practice drawn from around the country. This guidance formed the backdrop for local progress and gave partnerships ideas of how to incorporate projects and initiatives into local work programmes. In 2005/06 we created a National Domestic Violence Forum consisting of domestic violence representatives from all Government Offices to:

- Ensure consistency of approach
- Act as an advisory group about regional and local issues
- Develop regional work plans in partnership with local partnerships
- Hold regional seminars with Women's Aid on the roll out of advocacy services
- Roll out the Specialist Domestic Violence Court Programme.

⁸ <http://www.homeoffice.gov.uk/documents/victims-code-of-practice>

10. Local government and the Best Value Performance Indicator for domestic violence

A substantially revised domestic violence Best Value Performance Indicator (BVPI) was introduced from 1st April 2005. The BVPI's purpose is to assess the overall provision and effectiveness of local authority services designed to help victims of domestic violence.

11. To work with the Local Government Association to establish what works in local partnerships and to promote good practice

To strengthen this work, the Local Government Association (LGA) was commissioned to develop the evidence base to identify what works with local partnerships and to develop a work programme to help Local Authorities understand the role they can play in delivering domestic violence strategies.

In September 2005 the LGA published research conducted by the Tavistock Institute on their Programme of Engagement and Support to ten local developing domestic violence partnerships. The aim of the research was to highlight the implications, lessons and practical issues from the programme for other authorities and partnerships to share. The research highlighted that local authorities can play a central and vital role in the lifecycle of local domestic violence partnerships⁹.

Last year's experience with local partnerships and the specialist domestic violence courts has now been consolidated into the Co-ordinated Community Response.

Action for 2006/07

- Develop regional work plans to promote and manage the work of the specialist domestic violence courts
- Develop a regional work plan which promotes the adoption of the Co-ordinated Community Response (CCR) with local partnerships, especially the Local Criminal Justice Boards (LCJBs) and the Crime and Disorder Reduction Partnerships (CDRPs).
- LGA to produce Local Area Agreement guidance for Local Authorities
- Promulgate the CCR in all regions and partnerships.

12. Honour-based violence

'Honour' as a concept is derived from patriarchal and tribal traditions, where a man's authority and standing in the community are defined and judged by the conduct and behaviour of his female relatives for whom he assumes a guardianship role. Honour-based violence is rooted in unequal and unjust gender relations where women and young people are denied the right to exercise choice and control over their own lives.

⁹ <http://www.lga.gov.uk/Publication.asp?lsection=0&ccat=28&id= SXFBF5-A7832F49>

It includes forced and early marriage, dowry-related incidents and female genital mutilation (FGM).

13. National Forced Marriage and Honour-based Violence Steering Group

The National Forced Marriage and Honour-based Violence Steering Group (NSG), a multi-agency group, was set up in April 2004 with funding from the Home Office for one year. Working closely with the Association of Chief Police Officers (ACPO) Forced Marriage Working Group, the NSG, (membership of which is derived from both statutory and voluntary sectors), primarily aims to develop a consistent and effective multi-agency response to victims and potential victims of forced marriage and other forms of honour-based violence.

A UK-wide consultation was conducted between September 2005 and February 2006 and commissioned by the NSG. The primary purpose of the research was to:

- Map out the current responses to forced marriage and other forms of honour-based violence by both the statutory and voluntary sector across the UK regions
- Identify affected communities
- Gauge support for the continuation of the National Steering Group beyond April 2006 when its funding expires.

It is planned that the recommendations from the consultation and report will be submitted to the Inter-Ministerial Group for Domestic Violence in the summer.

14. Harmful traditional practices

Female genital mutilation (FGM) has serious health consequences, including the high risk of infection, long-term disability, severe problems in pregnancy and childbirth, and death. Women who have been subjected to FGM are twice as likely to die in childbirth and three or four times as likely to have a stillborn child. An estimated 130 million women and girls around the world have undergone FGM and another 2 million more are added to their number every year (mainly in Africa, the Middle East and Asia).

The Government is committed to eliminating the practice of FGM. Its long-term approach is to educate the practicing communities about the dangers of FGM and persuade them to abandon the practice.

The Department of Health has for several years funded FORWARD (the Foundation for Women's Health, Research and Development) and the Home Office and DfES have funded the Agency for Culture and Change Management (ACCM). Both of these organisations work closely with health; education; child protection agencies; and the practicing communities themselves, in order to reduce the incidence of

FGM¹⁰. The Female Genital Mutilation Act 2003 makes it an offence for UK nationals or permanent residents to carry out FGM abroad or to aid, abet, counsel or procure the carrying out of FGM abroad, even in countries where the practice is legal.

The Foreign and Commonwealth Office (FCO) are currently working with the Inter-African Committee (IAC) on Harmful Traditional Practices in Burkina Faso, Cameroon, Ethiopia, Ghana, Kenya, Somalia and Uganda to reduce the prevalence of these practices. In June this year, the World Health Organisation (WHO) launched a collaborative prospective study on; FGM and obstetric outcomes in 28,393 from six African countries. The study highlighted that FGM is estimated to lead to an extra 1-2 perinatal deaths per 100 deliveries to women with FGM¹¹.

Action for 2006/07

- Department of Health to fund the production of a training video for health care professionals in conjunction/co-operation with NGOs
- The Consular Directorate of the Foreign and Commonwealth Office is currently drafting guidance which will set out procedures for dealing with credible allegations that FGM may be carried out overseas, including what consular staff at posts overseas must do to protect potential victims, and how to respond to requests for consular assistance from women or girls who have undergone FGM.

15. Development of occupational standards in partnership with Women's Aid, Co-ordinated Action Against Domestic Abuse (CAADA¹²), and RESPECT

As local partnerships are encouraged to include domestic violence as part of their overall crime reduction strategies and targets, agencies are recognising the need to mainstream domestic violence into their overall work programmes. There is a growing need to provide both occupational standards for individual workers and service standards for agencies, which in turn will need standards for the commissioning of services. This will ensure that individuals coming into contact with both victims and perpetrators will be equipped to respond and refer appropriately.

In 2005/06 work began on this area and the government, in partnership with a range of sector agencies, have developed a *functional map* for the whole of the sector, based on victim and perpetrator pathways. This will be pursued with the sector skills councils in the coming year.

16. Change Up Programme

¹⁰ Further information can be obtained from their websites, respectively www.forward.org.uk and www.accmsheffield.org.

¹¹ <http://www.who.int/reproductive-health/fgm/>

¹² In April 2006 Co-ordinated Response and Advocacy Resource Group (CRARG) became Co-ordinated Action Against Domestic Abuse (CAADA)

In partnership with the Department for Communities and Local Government (DCLG¹³), Women's Aid Federation of England (WAFE) has been funded to develop minimum service standards for the WAFE Network of domestic violence services, a programme of accredited training, and to identify opportunities for increasing the capacity of services at regional level. In the last year they have:

- Drafted a standard document which outlines the core principles and standards
- Produced a final draft following regional feedback.

17. CAADA service development of Independent Domestic Violence Advisors

The development of the Specialist Domestic Violence Court Programme gave rise to the need to agree a national definition of Independent Domestic Violence Advisors (IDVAs) and an accredited training package for all IDVAs in order to achieve a consistent quality of standard for those working in the specialist court areas. In the last year, three courses were held during 2005/06 and on-line training facilities were provided. In addition CAADA have drafted guidelines on how IDVA services should be commissioned locally. This work will be piloted in a number of local partnerships.

18. Developing national standards for perpetrator programmes outside of the Criminal Justice System

Similarly, developing standards and principles for working with perpetrators will continue to expand, and will encourage more perpetrators to come forward for help, or face the consequences of their actions.

Alongside the functional map work and the *Change Up Programme* with Women's Aid, there have been significant developments with the voluntary sector working with perpetrators. RESPECT, the national body for voluntary sector perpetrator groups, has been jointly funded by the Home Office and the Lankelly Foundation to provide an accreditation framework to ensure that national standards are set for all voluntary sector perpetrator programmes. These standards will aim to mirror the existing National Probation Service's national standards for CJS perpetrator programmes which were set by the Correctional Services Accreditation Panel when they accredited Integrated Domestic Abuse Programme (IDAP) and Community Domestic Violence Programme (CDVP).

¹³ Formerly the Office of the Deputy Prime Minister

Action for 2006/07

- Publish minimum service standards
- Promote and secure support for minimum standards nationally for the domestic violence sector and its commissioners
- Draft an accredited training programme and develop an agreed training structure in partnership with Women's Aid Federation for England (WAFE)
- Submit agreed structure to selected awarding body
- 7 IDVA courses are planned for 2006/07 which will guarantee that upwards of 120 IDVAs will have been trained by April 2007
- In addition, CAADA will continue with its programme of continuing professional development which will be available to all graduates of the courses to date.
- Develop standards for the voluntary sector perpetrator programmes with RESPECT
- Develop protocols and standards for working with same-sex perpetrators.

19. Domestic violence helplines

As we start to raise awareness amongst professionals and communities about the pernicious and destructive nature of domestic violence, there is an increasing need to provide information, support and advice that can assist and signpost victims and third-party callers to the appropriate services and help. In 2005/06 there has been a further consolidation of the matrix of national helpline services which can help the wide range of diverse communities in which domestic violence is experienced.

UkRefugesOnline (www.ukrefugesonline.org) continues to grow in importance as an instant on line resource to identify emergency accommodation and other domestic violence services. In the coming year, more rigorous reporting and database updating will be introduced. In addition, a new database was installed for the national 24 hour freephone domestic violence helpline, which will provide much more detailed information on the types of calls and callers to further contribute to our knowledge base.

The Government part funds the national 24 hour free phone help line which is run in partnership between WAFE and Refuge. The help line is also funded by Comic Relief, The Association of Local Government and other charitable trusts. In 2005, P.A. Consulting was appointed to facilitate an operational review of the helpline to consider its sustainability and the extent to which it provides an effective high quality and good value service to its callers and; to make recommendations for the future of the service. The review reported in September 2005 and acknowledged the partnership has been successful in developing some aspects of the helpline, and also highlighted areas for improvement. Work to address these issues is already underway including further development of the service with another consultancy firm (Vanguard) to look at the quantity and quality of the service. A new joint venture agreement was signed between the two agencies to put the operation onto a firmer footing. In the latter part of 2005/06 real progress was made to establish a more

coherent and stable funding package and formalise a service level agreement which will be consolidated in the coming year.

In addition the government has supported other national helpline services such as Broken Rainbow¹⁴ for lesbian, gay, bisexual and transgender communities; the Men's Advice Line and Enquiries¹⁵ (MALE) for male victims; and the RESPECT helpline for perpetrators. In the coming year we will be ensuring that this network of helplines develops a much closer collaboration to provide a more comprehensive 24-hour service to all victims of domestic violence.

Action for 2006/07

- Establish a more secure funding regime for the national helplines and UkRefugesOnline
- Ensure closer collaboration between all the victim-focused help lines
- Implement service standards for all helpline workers
- Ensure greater consistency of message and information between the lines
- Develop a better regional dialogue with Government Offices and local partnerships about callers to the line, as an iterative process.

20. The role of accommodation in a domestic violence strategy

The dynamics of domestic violence means that accommodation can play a vital role in the resolution of interpersonal violence and conflict. It is the foundation to ensuring that adult and child victims are afforded safety and security. Local authority housing departments and local housing policies will often determine whether a victim can secure an immediate place of safety. To build on this, several developments have taken place in the past year.

21. Supporting People

- An estimated £56.9m was spent on housing-related support for victims of domestic violence through the Supporting People Programme in 2004/05
- Five-year strategies published at the end of March 2005 set out Local Authorities' plans for service provision from 2005-06 onwards
- The development of a strategy for the Supporting People programme is allowing further consideration of how best to develop support for all vulnerable groups including victims of domestic violence. The initial Supporting People Strategy consultation ended on 28th February 2006. In the light of its findings we aim to publish conclusions in the summer.

22. Sanctuary Schemes

¹⁴ <http://www.lgbt-dv.org/html/rainbow.htm>

¹⁵ <http://www.mensadviceline.org.uk/about-male.htm>

As government policy to address domestic violence has shifted from helping only the victim to better management of the perpetrator, victims require a wider range of accommodation options to ensure their safety. Local authorities have developed a number of outreach programmes and innovative approaches in order to help people sustain their accommodation. The sanctuary scheme is one such example of preventing homelessness by enabling victims of domestic violence to remain in their own accommodation.

The Sanctuary Scheme

A sanctuary type scheme provides security measures to allow those experiencing domestic violence to remain in their own accommodation where they choose to do so, where safety can be guaranteed and where the perpetrator no longer lives within the accommodation. It should be available across tenures and when relevant where the landlord of a property has given permission for the work to be carried out. It must consist of additional security to any main entrance doors and locks and/or collapsible grilles on windows. Wherever possible it must provide a safe room or “sanctuary” within the accommodation secured with a solid core door and additional locks. Other measures can include personal alarms, the provision of police mobile phones, fire hammers, fire blankets and emergency lighting. It is essential that this service is only provided where it is the clear choice of the victim. The scheme should be implemented in partnership with the local authority, the Police, the Fire Service and a specialist local domestic violence service.

In response to a survey undertaken by ODPM in 2005, 120 local authorities said that they already had a sanctuary scheme in place and a further 165 said that they plan to have a sanctuary scheme in place by March 2007.

There is a common agreement that, in principle, this is a good idea but how such schemes are introduced and operate is key to victim safety and successful outcomes. In 2006/07, DCLG and the LGA will produce guidance for local authorities on how to set up a sanctuary scheme.

Action for 2006/07

- Produce guidance for local authorities on homelessness prevention and accommodation options for victims of domestic violence
- Produce guidance with LGA for local authorities on how to set up a sanctuary scheme.
- Publish findings of the Supporting People consultation.

23. Response to Her Majesty’s Inspectorate of Court Administration (HMICA) report of the handling of domestic violence issues by the Children and Family Court Advisory and Support Service (CAFCASS) and the administration of family courts by Her Majesty’s Courts Service (HMCS)

In October 2005, HMICA published its report 'Domestic Violence, Safety and Family Proceedings'¹⁶. The report followed a thematic review, carried out in nine courts, of how domestic violence was dealt with in the family courts and by CAFCASS.

The report contains 11 recommendations which have been incorporated into the National Delivery Plan for Domestic Violence. 5 of the recommendations were directed at CAFCASS and 6 at HMCS. Although it also includes examples of good practice, the report is highly critical of the way domestic violence victims are treated when they attend the family courts.

One proposal in the HMICA Action Plan is to look at ways that court users familiarise themselves with the court environment, as a witness or applicant. In liaison with the Family Justice Council (FJC) Domestic Violence Sub-Group, Her Majesty's Courts Service (HMCS) is looking at the practicalities of developing a CD-rom or DVD for victims of domestic violence in the family courts. HMCS will look at existing productions such as Northern Ireland's 'The Law on Your Side' and the current pilot being carried out in Nottingham of an animated explanation of what it means to be a witness in a criminal case with the DVD – 'Going to Court: Witnesses'. The initial stage will be to establish costs and funding sources.

Action for 2006/07

- Monitor the implementation of the recommendations of the report and report to ministers on a quarterly basis
- Consider how best to explain the family court system and procedures to applicants and respondents.

¹⁶ http://www.hmica.gov.uk/files/HMICA_Domestic_violence_linked1.pdf

OBJECTIVE 3

To increase the use of existing and new powers and methods by statutory services to protect identified victims of domestic violence

Rationale

- Evidence indicates that statutory services partner with varying effectiveness to protect identified victims
- New powers were needed to ensure greater protection and justice for victims of domestic violence
- Research also indicates that victims of domestic violence face particularly severe risks at the point of separation and/or reporting of domestic violence
- Government focus has increasingly shifted towards the victim. This will require a significant shift in practice, e.g. to remove alleged offenders from residences rather than providing refuge for victims.

24. Implementation of the Domestic Violence Crime and Victims Act 2004

The Domestic Violence Crime and Victims (DVCV) Act 2004¹⁷ introduced a number of new powers, and amendments to existing ones, to strengthen the victim's case when brought to the attention of criminal justice system.

The Act has been rolling out in stages since January 2005. The remaining provisions will be implemented when funding becomes available and training is completed.

Measures impacting directly on domestic violence include:

- Making breach of a non-molestation order a criminal offence. Breach will be punishable by up to five years imprisonment on indictment
- Giving cohabiting same-sex couples the same access to non-molestation and occupation orders as heterosexual couples, and making couples who have never cohabited or been married eligible for non-molestation and occupation orders¹⁸
- Making common assault an arrestable offence by adding it to the list of offences for which a police officer may arrest without a warrant
- Enabling courts to impose restraining orders when sentencing for any offence
- Giving any person mentioned in a restraining order the right to make representations in court if an application is made to vary or terminate the order.

The following measures within the DVCV Act 2004 which put all victims at the heart of the criminal justice system by:

¹⁷ <http://www.legislation.hmso.gov.uk/acts/acts2004/20040028.htm>

¹⁸ Implemented on the 5th December 2005.

- Providing a Code of Practice for Victims of Crime¹⁹, binding on all criminal justice agencies, so that all victims receive the support, protection, information and advice they need
- Allowing victims to take their case to the Parliamentary Ombudsman if they feel the Code has not been adhered to by the criminal justice agencies
- Setting up an independent Commissioner for Victims to give victims a powerful voice at the heart of Government and to safeguard and promote the interests of victims and witnesses, encouraging the spread of good practice and reviewing the Code
- Giving victims of mentally disordered offenders the same rights to information as other victims of serious violent and sexual offences
- Giving the Criminal Injuries Compensation Authority the right to recover from offenders the money it has paid to their victims in compensation
- Providing that surcharges payable on criminal convictions and fixed penalty notices will contribute to the Victims Fund (for motoring offenders the surcharge will only apply to serious and persistent offenders)
- Enabling courts to impose restraining orders on acquittal for any offence (or, if a conviction has been overturned, on appeal) if they consider it necessary to protect the victim from harassment.

Other measures in the Act will:

- Close a legal loophole by creating a new offence of causing or allowing the death of a child or vulnerable adult. The offence establishes a new criminal responsibility for members of a household where they know that a child or vulnerable adult is at significant risk of serious harm
- Bring in the Law Commission recommendation for a two-stage court trial to ensure that high volume crimes like fraud and internet child pornography can be punished in full.

The provisions of the Civil Partnership Act 2004 were implemented on 5th December 2005. This is a new form of legal relationship, which may be formed by two persons who are:

- Of the same sex
- Not already in an existing civil partnership or lawfully married
- Not within the prohibited degrees of relationships
- Both aged sixteen years or over.

The 2004 Act (section 82, Schedule 9) amends Part IV of the Family Law Act 1996 so that the same provisions apply to civil partners as they do to married couples. This means that where there are provisions for a 'spouse' to apply for an occupation order, civil partners have the same rights.

¹⁹ <http://www.homeoffice.gov.uk/documents/victims-code-of-practice>

Section 3 of the DVCV Act 2004 amended the Family Law Act definition of 'cohabitant' to include same-sex couples making it explicit that same sex couples can apply for non-molestation orders as an 'associated person'.

Section 10 of the DVCV Act 2004 amends the Police and Criminal Evidence Act (PACE) 1984 to make common assault an arrestable offence. However, from 1st January 2006, the Serious Organised Crime and Police Act 2005 amended the existing arrest provisions under PACE based on the concept of seriousness were replaced by a simplified approach providing a constable with the power of arrest for all offences. Exercise of the power will be subject to the constable considering and being able to demonstrate that the arrest is necessary.

In response to this legislative change The Association of Chief Police Officers (ACPO) has sent a letter to all forces reminding them of the ACPO guidance in investigating domestic violence²⁰ which advocates a proactive response to all reported domestic violence incidents including incidents where an assault has been reported.

25. The Code of Practice for Victims of Crime and the Prosecutors' Pledge

The Code of Practice for Victims of Crime²¹ sets out the standards of service that victims can expect from the criminal justice agencies. The Code was launched in April 2006. To complement the Code, the Attorney General published a Prosecutors' Pledge in October 2005. Broader than the Code, the Pledge addresses the impact of charging and the acceptance of pleas on victims of crime. The commitments contained in the Pledge, alongside the Code of Practice for Victims of Crime, provide clear guidelines that should ensure that victims and witnesses are kept informed of the progress in their case. There is also an interactive website that enables victims to do a 'walk through' of their case²².

26. Children and Adoption Bill

The Children and Adoption Bill, having completed its Lords stages, completed its Commons Committee stage on 21st March 2006 and is expected to have Commons Report/Third Reading on 20th June.

Amendments were accepted at Lords Report stage of the Bill (14th November 2005), which will require Children and Family Court Advisory Support Services (CAFCASS) officers, or Welsh family proceedings officers, to carry out risk assessments whenever they are involved in private law proceedings under the Children Act 1989, where there is cause to suspect that the child is at risk of harm. They must inform the court of their findings.

²⁰ <http://www.acpo.police.uk/asp/policies/Data/Guidance%20on%20DV.pdf>

²¹ <http://www.homeoffice.gov.uk/documents/victims-code-of-practice>

²² www.cjson-line.gov.uk/victim/walkthrough/index.html

27. Disclosure

The Children Act 2004 changed the rules for disclosure of information in family proceedings cases involving children. The response to the consultation (which includes the new rules) has also been published²³.

Section 62 of the Children Act 2004 - commenced on 12th April 2005 - means that:

- It is no longer a criminal offence for a party to family proceedings involving children to disclose orders to other individuals or bodies, so long as disclosure is not made to the general public, or any section of the general public, or to the media
- It is no longer a contempt of court to disclose information where the rules authorise circumstances in which specified information relating to family proceedings held in private involving children could be communicated.

New rules were commenced on 31st October 2005, detailing the new arrangements²⁴.

Nothing in the new rules undermines the principle that the welfare of children is the courts' paramount concern or inhibits the courts' inherent powers to allow or restrict wider disclosure in specific cases. These rules balance children's and adults' needs for privacy against their needs to be able to seek appropriate advice and support. The rules are in addition to other changes made to the law earlier in the year.

A consultation paper on improving the transparency of family courts will be published in due course. The consultation paper will include proposals for what may be appropriate in terms of press and public attendance in family courts and will consider how reporting restrictions might work.

Action for 2006/07

- The Government will keep a watching brief and be alert to any recommendations or work streams which might arise as a consequence of the passage of the Bill.

28. Sentencing guidelines

The Sentencing Guidelines Council (SGC) published draft guidelines on sentencing in cases of manslaughter by reason of provocation in May 2005²⁵. Draft guidelines are expected to be published by the SGC in 2006.

²³ <http://www.official-documents.co.uk/document/cm66/6623/6623.pdf>

²⁴ For full details see guidance published on the Courts Service website http://www.hmcourts-service.gov.uk/docs/ex710_1105.pdf which came into force on 31 October 2005.

²⁵ http://www.sentencing-guidelines.gov.uk/docs/draft_guideline_manslaughter.pdf

The Government believes that the best way to ensure that domestic violence is treated as seriously as other cases in sentencing practice is to refer the issue to the Sentencing Advisory Panel (SAP) for them to issue guidance to the courts for dealing with domestic violence cases. SAP consulted on guidelines in 2004 and has referred its findings to the Sentencing Guidelines Council. The consultation paper is available on line²⁶. http://www.sentencing-guidelines.gov.uk/docs/consult_domesticviolence.pdf In April this year, the SGC published draft guidelines for sentencing in domestic violence cases. The consultation ended on 12th June.

29. Roll out of accredited domestic abuse treatment programmes within the Criminal Justice Service

At the end of 2005/06 each probation service area in England and Wales will be running an accredited domestic abuse treatment programme. The Integrated Domestic Abuse Programme (IDAP) and the Community Domestic Violence Programme (CDVP) are accredited by the Correctional Services Accreditation Panel (CSAP) for delivery in the community, and contribute directly to the wider community safety agenda in relation to domestic violence. They promote and require cooperation and inter-agency working with both statutory agencies and voluntary organisations. IDAP and CDVP are more akin to a system which focuses on the planned intervention in relation to the sentenced perpetrator, and promotes the safety of their victims and current female partners. They consist of the same infra-structure:

- Inter-agency risk assessment and risk management of men sentenced to the programme, involving information exchange protocols with the police and other relevant agencies
- Contact with the known victims and new partners of men accepted onto the programme to ensure they have realistic expectations; to encourage safety planning; to give information about the programme; and invite them to contribute to the evaluation of the programme
- Pro-active management of the offender by an offender manager for a quick return to court in cases of non-attendance; active liaison with the police and Women Safety Workers; and delivery of some individual structured sessions
- Group work sessions with the offender.

The programmes have taken several years to develop and their implementation is having a major impact on many areas of service delivery in England and Wales, including how convicted perpetrators are assessed, managed and, in some cases, helped to change, by being held accountable for their behaviour. Such a large-scale national roll out of a domestic abuse programme has never been attempted anywhere else in the world and several international jurisdictions are closely watching progress. The programmes are subject to extensive evaluation.

30. National Probation Service Interim Domestic Abuse Policy and Strategy

²⁶ http://www.sentencing-guidelines.gov.uk/docs/consult_domesticviolence.pdf

In July 2005, a National Probation Service (NPS) Interim Domestic Abuse Policy and Strategy was issued to provide a national lead for the service. This is intended to support the work already undertaken in local probation areas. The strategy is underpinned by a set of principles and practice aims which include:

- Making the enhancement of victim safety a high priority
- Ensuring that all staff who come into contact with offenders and victims and their managers have undertaken training in domestic abuse awareness
- Committing to working with other agencies as good practice with all domestic abuse perpetrators.

The strategy is committed to action that will achieve fair, equal and accessible practices. As part of this, NPS is committed to working with victims in a way which is sensitive to their cultural and diverse needs. Work with perpetrators should be culturally sensitive, but cultural issues should not prevent a perpetrator being held accountable for their offending behaviour.

31. Assessment and management of Risk of Harm Action Plan

The Assessment and Management of Risk of Harm Action Plan is a wider project to improve consistency, timeliness and quality of assessments in all cases, and impacts upon NPS work with domestic abuse perpetrators. The Plan was developed during the summer of 2005 and formally launched in September 2005. Progress against the key tasks has been as follows:

- **New performance target for completion and timeliness:** the target to produce risk assessment and risk management plans for high and very high risk offenders within 5 days has increased from an average of 67% in April 2005, to 76% by September 2005 and to 85% by January 2006. The expectation is that this will continue to rise
- **Quality and consistency arrangements:** an Offender Assessment System (OASys) Quality Management Plan has been launched and implemented and this is starting to have an effect
- **Review of OASys:** OASys has been reviewed and the risk of harm heading was added in December 2005. Work is now nearing completion on revising and improving Chapter 8 of the OASys manual risk of harm definitions
- **Training:** the training modules for risk of harm for trainee probation officers have been revised. It is now anticipated that risk of harm training will be implemented into general offender management training for all staff
- **Guidance and training packages:** A resource pack has been developed by De Montfort University and was launched nationally in June 2006
- **National Offender Management Service (NOMS) High Risk of Harm Strategy:** Work on this strategy is nearly complete
- **Public Protection Sentences:** Central guidance on their usage has been issued
- **Interventions to address risk of harm:** Arrangements have been made to improve the intervention for domestic abuse perpetrators using IDAP. Practitioners have now been trained in the use of SARA (Spousal Assault

Risk Assessment) tool. Work is ongoing to implement the national sex offender strategy

- **National/regional workshops:** A national workshop was held in September 2005 and a further workshop was held in June 2006. Regional workshops across 10 regions were completed by March 2006 with further workshops planned for later in the year to implement the training and guidance resource pack.

There has been significant progress across each of the key tasks identified in the Strategy. Quantitatively, this is being demonstrated by the improvement in performance figures mentioned above. It is expected that these will be evidenced by more qualitative internal measurements in the next six months. From September 2006 onwards, it is expected that HM Inspectorate of Probation reports will start to evidence a solid and sustained improvement across the areas in risk of harm work.

Action for 2006/07

- Guidance to support the national Domestic Abuse Policy and Strategy is currently being drawn up and will be issued during the first half of 2006-07. This will cover in more depth the principle and practice aims which underpin the strategy. It will focus on interventions; work with victims; risk and public protection; practice guidance; and monitoring and information gathering
- The local implementation of the NPS Interim Domestic Abuse Policy and Strategy will be monitored by the National Probation Directorate
- As the National Offender Management Service (NOMS) develops and expands, the NPS Interim Domestic Abuse Policy and Strategy will be further developed not only to reflect the probation service work around domestic abuse but also to include the work of the prison service
- For the accredited domestic abuse treatment programmes, the focus will be on consolidating implementation and building increased capacity. For the first time, there will be targets set by NOMS for programme completions. For 2006/07 the target will be 1,200 completions. It will be important to ensure that whilst capacity increases, quality of implementation and delivery remains high. Quality issues remain part of the Quality Assurance framework to monitor programme implementation. The National Probation Directorate is also embarking on a major evaluation of treatment programme outcomes with international experts in the field acting as consultants.

OBJECTIVE 4

To increase the rate at which domestic violence is reported either directly to the police services or through third-party reporting arrangements

Rationale

- Despite domestic violence being a volume crime, and a significant proportion of violent crime, much of it is invisible due to under-reporting
- Under-reporting appears to be particularly severe in some socio-economic classes and ethnic communities
- There is evidence that third-party reporting structures are an important means of driving up reporting rates, particularly when combined with effective support and protection services. These structures can also build the necessary linguistic and cultural knowledge for hard-to-reach communities.

32. ENOUGH campaign

As part of the roll out of the specialist domestic violence court programme, a campaign was designed to focus on third party witnesses who know or who are aware of domestic violence in families.

This was a departure from previous campaigns which have primarily focussed on raising general awareness amongst the general public and usually feature images of domestic violence victims. This campaign focuses on the approach being practiced by the criminal justice agencies: that if there is other evidence apart from the victim, CPS may still be able to prosecute domestic violence cases even if a victim does not wish to proceed with the case. Therefore, this needs to be conveyed to perpetrators of domestic violence and take away responsibility from the victim, and place it more squarely in the victim and perpetrators own social and professional networks to intervene and challenge abusive behaviour.

The main target audience was heterosexual men and their wives/partners and the campaigns images/texts have addressed this group. This is because statistically these are the largest demographic group affected by Domestic violence. However, other *text only* posters for the campaign are being developed, which aim specifically at Lesbian, Gay, Bisexual and transgender and BME communities. Specific attention was paid to ensuring that the text and images used was acceptable and reflect these communities' experience. This was trailed and tested by holding specific focus and discussion groups with community representatives to test the material and approach and make any changes accordingly.

The Campaign material focussed on posters and radio adverts which, as well as raising the issue of domestic violence, makes a specific point of asking the target groups to call one of the various help lines being promoted on the campaign materials.

The ENOUGH campaign is ongoing and the findings will be disseminated in due course.

33. CPS public awareness campaign

A national public awareness campaign on *Violence Against Women and Children* was organised by the Crown Prosecution Service as their part in the Government-designated month of action on domestic violence in March 2006. A series of public information posters and coasters were produced on the theme "Violence against women and children is a crime!" This covered domestic violence; rape and sexual assault; child abuse; prostitution; trafficking; honour-based violence; forced marriage; elder abuse; and female genital mutilation. They identify some of the offences that perpetrators could be prosecuted for, with help lines and websites providing support for victims or for perpetrators wanting to address their behaviour. Posters and coasters were sent to all CPS Areas for distribution through domestic violence fora, community groups, local authorities and health centres. 100,000 coasters were also distributed through 100 London pubs.

Action for 2006/07

- Depending on the evaluation of the Enough campaign, further work in 2006/07 will be considered.

OBJECTIVE 5

To increase the rate at which domestic violence incidents result in sanction detections

Rationale

- Historically a small proportion of domestic violence incidents resulted in sanction detections (in December 2004 53% of domestic violence cases charged led to successful outcomes)²⁷. This was likely to encourage offenders as well as undermine confidence in the Criminal Justice System (CJS)
- There is evidence that police forces do not always deploy the full range of investigative and evidence gathering tools available to them in domestic violence cases
- There is also evidence that, unlike other crimes, victims often withdraw from the prosecution process
- Varying rates of sanction detections imply a need to focus efforts on those areas showing particularly high levels of attrition.

34. Rollout of police training through the National Centre for Police Excellence

Particularly good work has taken place in the policing and criminal justice sector. ACPO has produced guidance for police investigating domestic violence. This guidance is being promulgated within police forces in England and Wales through the Centrex/CPS 'Responses to Domestic Violence' training programme for all police officers (and Crown Prosecution Service prosecutors). By 2008, all police officers will be trained in domestic violence.

The training programme is modular in nature and the workbooks are suitable for use on an individual basis, as well as with more traditional face-to-face training methods. This enables the police service to be flexible about the delivery of domestic violence training.

Whilst Module 1 is the foundation module that should be delivered to all staff, the following suggestions have been made as to the particular suitability of each module:

Module 1	Understanding Domestic Violence	All staff
Module 2	Dealing with reports of Domestic Violence	Call handlers
Module 3	Investigating Domestic Violence	All staff
Module 4	Domestic Violence and Child Abuse	Police and CPS staff who deal with child abuse cases
Module 5	Specialising in policing Domestic Violence	Police DV officers
Module 6	Police leadership and Domestic Violence	Police managers
Module 7	Multi-agency responses to Domestic Violence	All staff engaged in multi-agency work

²⁷ See later for improved prosecution rate during 2005

It is recommended that a local voluntary sector trainer providing specialist services to victims of domestic violence, such as Women's Aid, are involved in the delivery of Modules 1, 7 and 8.

35. The Tackling Violent Crime Programme

Running alongside the development of the National Delivery Plan for Domestic Violence, has been the Tackling Violent Crime Programme (TVCP). TVCP is co-ordinated by the Home Office's Police Standards Unit (PSU) and the Violent Crime Unit. The Programme was launched in November 2004 to tackle violent crime in those areas experiencing the largest proportion of more serious violence in England and Wales.

The TVCP is focused on two areas, alcohol related violence and domestic violence. The domestic violence work has centred on the production of an investigation pack for domestic violence, to be utilised by officers attending incidents of domestic violence. This enhances the initial investigation of the incident and helps to gain useful information for partners and evidence for court. From the ACPO guidance, PSU have also drafted a checklist for police communications rooms to assist call takers in asking relevant domestic violence questions of callers. These two products were rolled out to police Basic Command Units (BCUs) involved in both the Tackling Violent Crime Programme and the Specialist Domestic Violence Court (SDVC) Programme in February 2006.

There are two tranches of TVCP areas. The first tranche was launched in November 2004 and the second launched in May 2005. The Home Office selected a third tranche of areas in April 2006. Tranche 3 areas will receive funding to put in place the types of activities that have been proven to work in tranches 1 and 2 to address domestic violence and alcohol related violence.

36. Domestic Violence Enforcement Campaign

The Domestic Violence Enforcement Campaign (DVEC) campaign has involved 46 BCUs nationally with a total funding stream of £1.25m. BCUs involved in the campaign were TVCP areas and/or SDVC areas.

The campaign, which ran for 8 weeks from February to March 2006, focused on three main areas:

- Improved investigation by call takers receiving reports of domestic violence incidents
- Use of dedicated police response teams and enforcement car during the campaign to enhance the initial evidence gathering and investigation
- Targeting of prolific offenders.

The key issue around DVEC is sustainability for the future. Good practice has seen the campaign being the catalyst for training of frontline supervisors and others as

domestic violence champions on each shift therefore ensuring quality control around the investigative process. The conclusion of the campaign will see local evaluation of domestic violence as well as identifying the scale and detail of the problem for each BCU.

Action for 2006/07

- Continue to roll out Centrex training to all police forces and monitor progress.
- A DVEC de-brief conference was held for practitioners from the campaign on 3rd May. The aim of the conference was to share ideas and good practice and 'effective practice' will be distributed nationally
- The Home Office selected a third tranche of Tackling Violent Crime Programme areas in April 2006. Tranche 3 areas will receive funding to put in place the types of activities that have been proven to work in tranches 1 and 2 to address domestic violence.

OBJECTIVE 6

To increase the rate at which sanction detections are converted into offences brought to justice, particularly in high incidence areas and/or communities as well as in areas with high attrition rates

Rationale

- Serious attrition occurs as detected domestic violence cases progress through the Criminal Justice System (CJS). This is likely to encourage offenders (because of the lack of credible sanctions), as well as undermine confidence in the CJS
- Given the pattern of an increasing severity in attacks and the links to homicide, the lack of a credible means of bringing offenders to justice poses serious risk.

In 2005/06 it became a work objective that 25 specialist domestic violence courts (SDVCs) be set up or developed further by April 2006 under a central programme jointly managed by the Home Office, the Crown Prosecution Service (CPS) and Her Majesty's Courts Service (HMCS). There will now be at least one SDVC in every region in England and in Wales. The SDVC Programme is expanding further in 2006/07 (see section 2 for further details).

A new CPS National Domestic Violence Virtual Implementation Team with staff from Policy Directorate, Equality and Diversity Domestic Violence Project and Business Development Directorate was set up in June 2005 to develop plans for implementation of policy, guidance, training and good practice from 2005-2008.

37. CPS training for prosecutors and the whole of the service

The CENTREX/CPS 'Responses to Domestic Violence' training manual was launched in February 2005 with a target to train all prosecutors and caseworkers by April 2008. The following actions were undertaken in the past year:

- All CPS Domestic Violence Coordinators were trained by April 2005 in the programme and by January 2006 all had completed their "Training for Trainers" programme to deliver the training programme on an ongoing basis
- All prosecutors for SDVCs were trained by March 2006
- Domestic violence training for staff was undertaken in limited areas in 2005/6. This was to ensure all prosecutors attended the Proactive Prosecutor training first. The majority of staff are to be trained in 2006-2008
- By February 2006, 806 CPS staff were trained (566 prosecutors, 140 caseworkers and 100 administrators)
- Domestic violence training has been delivered to the lawyers seconded to CPS Direct, which handles out-of-hours charging
- The manual was revised to include updated legislation, policy and good practice. It was reproduced in March 2006.

38. CPS Area domestic violence work

- An audit was carried out between April and June 2005 to develop the baseline from which CPS Areas' qualitative performance was measured
- All 42 CPS Areas and CPS Direct have CPS Domestic Violence Co-ordinators with strategic roles. Key tasks were agreed across all Areas in 2005/06, including rolling out of the training, involvement in local domestic violence fora, development of community engagement, linking to other key CPS projects
- All CPS Areas have developed a three-year domestic violence training plan
- Area data on domestic violence outcomes has been collected and analysed quarterly from April 2005.

39. Domestic violence performance monitoring

- From April 2005, performance in domestic violence cases has been managed across all CPS Areas
- By April 2006 the numbers of recorded domestic violence prosecutions for 2005/6 had increased by 43% from 2004/5 (from 34,839 to 49,782 cases.
- Successful prosecutions had increased from 55% to 59.7% (April 2005 – April 2006)
- Discontinued domestic violence cases reduced from 37% to 33% and the use of bindovers from 18% to 15%
- An indicator was also introduced to identify the proportion of successful outcomes in relation to the number of incidents (Police Performance Assessment Framework Key Diagnostic Indicator) with quarterly reports.

40. Victim care

- Witness Care Units (WCUs) deal with support for victims and witnesses Specific procedures have been set up with No Witness No Justice (the National Victim and Witness Care Programme) to deal with domestic violence cases, ensuring that domestic violence specialists are the primary point of contact for domestic violence victims
- Guidance on Direct Communication with victims is available for all prosecutors
- See Objective 3 for the Code of Practice for Victims and the Prosecutors Pledge.

41. Good practice guidance

- Good Practice Guidance developed from the CPS Domestic Violence Project and two SDVC pilots in Croydon and Caerphilly, were launched in June 2005. It was consulted on widely over the summer and a final version was disseminated to all CPS Areas and partners by December 2005. The

Guidance outlines ten key points of action to improve the number of offenders being brought to justice

- A section of the overall CPS Business Plans 2005/06 and 2006/7 included action on domestic violence
- Areas have been requested to include the implementation of the Good Practice Guidance in their DV work plans 2006-8.

Further work undertaken by the CPS in 2005/06:

- Collaborated on cross-Government (Home Office/HMCS/CPS) work on implementation of 25 SDVCs, and further court development
- Ensured that a Specialist Domestic Violence Courts data-collection system is developed through COMPASS by April 2006
- Ensured that quarterly reports are made to the CPS Domestic Violence Board
- Reviewed the need for further training for CPS Human Resources (HR) staff on the employee domestic violence policy as part of a current review of professional skills being carried out within the HR Directorate
- Ensured that equality issues within domestic violence are addressed through the overall work plans, linking into work on Black and Minority Ethnic (BME) issues, including forced marriage; harmful traditional practices; and female genital mutilation through the Home Office-led working group
- Ensured that internal publication of guidance on any sections of the DVCV Act 2004 was implemented during this period on the Intranet
- Ensured that work across other sections of CPS on violence against women was linked i.e. rape; children; prostitution; and trafficking, etc.

Action for 2006/07

- The CPS intends to drive up performance through improved performance management and implementation of good practice in 2006-2008
- The first data report for the SDVCs will be produced by CPS in August 2006 and will be on-going on a quarterly basis Plans are underway for further courts and monitoring systems by April 2007
- All other prosecutors (2000) and caseworkers will be trained by 2008. The majority of training is planned for 2006/2008, following the pro-active prosecution training in 2006 and the fast-tracked training in the SDVC areas
- The CPS Employee Domestic Violence Policy will be reviewed and, where necessary, the booklet 'I need to know about Employee Domestic Violence' will be revised by September 2006
- Domestic violence training materials will be updated annually and included as part of e-learning by summer 2006
- Audit of 42 CPS Areas' involvement with domestic violence community groups and Durham pilot assessment of the effect of community engagement on domestic violence prosecutions.
- Quarterly statistics on all CPS Area domestic violence performance, broken down by gender and ethnicity will be produced, with statistics for the first quarter of 2006/07 available in August 2006
- A decision will be made on Key Diagnostic Indicator changing to a Statutory Performance Indicator within the Police Performance Assessment Framework by September 2006.

42. Family Justice, Her Majesty's Courts Service

The Family-Criminal Interface Committee was established to take an 'overview role' in co-ordinating all work currently being undertaken in England and Wales. Its aim is to improve the interface between the family and criminal jurisdictions and to identify areas that have not yet been addressed to enable all stakeholders to respond more effectively to child protection, domestic violence and private and public family law issues within the forensic arena.

Action for 2006/07

In 2006/07 the Family-Criminal Interface Committee will continue to:

- Assess the effectiveness of the existing legal framework, structures and procedures, including primary and secondary legislation
- Identify legislative, structural, procedural and other changes that may be required to improve the interface between the family and criminal jurisdictions
- Recommend and prioritise necessary changes to be acted on by the Government and the relevant stakeholders
- Identify and promulgate good practice on a consistent national basis for relevant stakeholders, e.g. on joint directions where there are concurrent criminal and family proceedings
- Develop guidance for legal practitioners to improve awareness of the family-criminal interface in both jurisdictions.

Previous agenda items have included: Community Justice Centre & Integrated Domestic Violence Court; Joint Directions in concurrent proceedings; Law Society (and FLBA) guidance, training and awareness-raising on the family-criminal interface; Information Sharing & Exchange (Transparency of Court Proceedings consultation); Rationalisation of court IT systems; and finally, Amendments to Gateway forms.

OBJECTIVE 7

To develop the evidence base to close key knowledge gaps, particularly around understanding:

- a) the nature and scope of domestic violence**
- b) what works in reducing the prevalence of domestic violence.**

The following Home Office research was undertaken in 2005/06:

43. Domestic Violence Perpetrators research

Qualitative research was conducted with over 40 male domestic violence perpetrators to explore their needs and help seeking pathways with the aim of informing interventions to interview at an earlier stage in their offending behaviour. The research was carried out in partnership with the University of Bristol and a short report was published in April 2006 and a full Home Office Research report is planned to be published in the autumn of 2006.

The following Home Office research is planned for 2006/07:

44. Assessing the needs of minority domestic violence victims

Qualitative research will be conducted among a number of minority groups, for example, BME, male, lesbian, gay, bisexual and transgendered groups to assess their needs in relation to service provision and engagement with agencies. A report of the findings is planned to be published at the end of 2006.

The following projects are being led by Majesty's Courts Service (HMCS):

45. The impact of the 'Gateway form'

One component of the Relationship Breakdown Programme is the evaluation of the impact of the 'Gateway forms' introduced on 31st January 2005. The revised application form for child contact, residence etc. under the Children Act 1989, provides the opportunity for the applicant or respondent to raise concerns about domestic violence at the earliest possible stage of the process.

HMCS is in the early stages of analysing the data collected post-implementation. HMCS has also commissioned external researchers to examine how the forms are being used, what barriers exist to using them.

Part of the evaluation will be to consider whether any changes to the forms are needed to improve effectiveness. For example, highlighting on the form the fact that background checks will be made by CAFCASS (in the interests of the child's welfare) in cases where harm is alleged. Since the forms are 'prescribed' by rules of court and will require secondary legislation to change them, any proposed changes will not be made in isolation, and not until the findings of the research are submitted.

46. Evaluating the Domestic Violence Crime and Victims Act 2004

Researchers have been identified to carry out an exercise at two venues on how the current legislative provisions deal with domestic violence prior to the DVCV Act 2004. It is intended that Croydon will be one location in order to compare how domestic violence is dealt with in an 'innovative' court environment and, in due course, within an integrated system, before and after implementation of the provisions of the DVCV Act 2004.

47. ACPO Police/Family Disclosure Protocol

The pilot to test a Police/Family Protocol for the early request of information from the police in family cases concluded at the end of August 2005. The pilot was designed to test the effectiveness of early requests for information contained in police records, in advance of an application to the court for a disclosure order²⁸. An evaluation report collating the findings from the pilot - which will be available on the DCA website from the end of June 2006 - demonstrated that such a protocol was effective.

48. Transferring Part IV Family Law Act 1996 cases from the county court to the Family Proceedings Court

Medway County and Magistrates' Courts commenced a one-year pilot, transferring Part IV Family Law Act 1996 cases from the county court to the Family Proceedings Court on 1st August 2004 to test how effective and efficient it will be to transfer standard, uncomplicated on-notice applications for non-molestation/occupation orders. Locally, the decision has already been made to expand the procedure to other courts in the Kent area. The Medway experience will be taken into account alongside the work on a Single Family Court and propose changes to the allocation of family proceedings.

Action for 2006/07

There are still significant knowledge gaps in what is known about the effect of domestic violence on certain populations. In 2006/07 specific pieces of work will be commissioned to widen the knowledge base about:

- Black and Minority Ethnic (BME) communities
- Lesbian, Gay, Bisexual & Transgender (LGBT) communities
- Men as victims.

²⁸ <http://www.dca.gov.uk/family/famfr7.htm#infopilot>

SECTION 2 - SPECIALIST DOMESTIC VIOLENCE COURTS PROGRAMME

49. The evaluation of the CPS Specialist Domestic Violence Court pilots

- The CPS Domestic Violence Project pilots in Caerphilly and Croydon identified best practice in prosecuting domestic violence cases and built strong and effective links with local independent domestic violence advisors. Results from the pilots included increasing the number of domestic violence incidents reported to police that result in a case at court, reducing the number of cases withdrawn or discontinued, increasing the number of offenders brought to justice, (including through more guilty pleas), and strengthening cases through the use of evidence other than victim statements
- The Caerphilly project illustrated significant improvements between the start of the pilot in January 2004 and September 2005 (nine months after the end of the pilot period): guilty pleas from 21% to 61%, improved convictions from 8% to 32%, and reduced victim retractions from 53% to 17%. Overall offenders being brought to justice increased to 73%. Continuance of cases was dramatically improved with reduced discontinuance from 32% to 19% and cases where no evidence was offered fell from 46% to 4%
- The final Evaluation Report was launched at a national conference in June 2005.

50. The evaluation of five existing Specialist Domestic Violence Courts and Fast Track Systems

- Five existing Specialist Domestic Violence Courts (SDVC) and Fast Track Systems (FTS) were also evaluated by the CPS and the Department of Constitutional Affairs (DCA). These were in Cardiff; Derby; Leeds; West London and Wolverhampton
- Overall the evaluation indicated notable and positive benefits of these systems in three key ways:
 1. Both 'clustering' and 'fast-tracking' domestic violence cases enhanced the effectiveness of court and support services for victims
 2. Both SDVC and FTS arrangements make advocacy and information-sharing easier to accomplish
 3. Victim participation and satisfaction is improved and thus public confidence in the CJS is increased.

51. Specialist Domestic Violence Court Programme

This Programme was developed after these evaluations. It became a work objective that 25 specialist court systems should be set up or developed further in 2005/06.

The SDVC Programme is not just about the practice of courts and their procedures, nor is it just about the physical location of a courthouse or tangible changes being

made to an existing courthouse. It is about an approach which situates the court system and the CJS as part of a community-wide response to domestic violence.

We want to ensure that the courts themselves, both criminal and civil, recognise the difficulties and special concerns faced by victims of domestic violence when using the system. We also want to develop court systems which put domestic violence victims at the heart of the process.

In addition to impacting on the Home Office's Public Service Agreement to reduce crime by 15%, the Programme will also impact upon the cross-Criminal Justice System's Public Service Agreements. In particular, it will:

- Improve the delivery of justice by increasing the number of crimes for which an offender is brought to justice to 1.25 million by 2007/08
- Improve the level of public confidence in the Criminal Justice System.

The Programme also builds on community cohesion by ensuring that issues such as forced marriage are integrated into the understanding of domestic violence and by encouraging the monitoring of take-up of services by BME groups.

52. Support offered through the Specialist Domestic Violence Court Programme

The Programme has recruited a bespoke 'task force' of expert practitioners and consultants who are equipped with a menu of centrally purchased 'products' including training courses and a resource manual²⁹, which contains step by step guidance on setting up an SDVC. They can be deployed to local areas to advise and assist partnerships according to need.

Having an SDVC system in a particular area also affords the opportunity to fast track a number of initiatives that have been identified in the National Delivery Plan for Domestic Violence including the provision of, and training for Independent Domestic Violence Advisors (IDVAs).

All SDVC areas are being offered training in operating a Multi-agency Risk Assessment Conference (MARAC).

MARACs are a recent development in services offered to victims of domestic violence. The MARAC system as implemented in Cardiff is one multi-agency approach that has been externally evaluated and which offers a significant improvement in these crucial areas³⁰.

MARACs usually focus on high risk victims as indicated through the use of risk assessment checklists. By sharing information, agencies get a better picture of victims' situations and so develop responses that are tailored to the needs and goals

²⁹ <http://www.crimereduction.gov.uk/domesticviolence59.htm>

³⁰ See www.crarg.org.uk/library/index.htm under Evaluations for more information

of individual victims and their children. Safe information-sharing also allows agencies to manage the perpetrator in ways that reduce risk.

The fast tracking of various interventions will be particularly useful to test out communications, publicity ideas and materials in a concerted effort to encourage victims and perpetrators to seek help much earlier. These early intervention strategies will also help identify innovative ways to engage with health and social care professionals and include domestic violence as part of their routine work.

53. Linking the Specialist Domestic Violence Court Programme and the Tackling Violent Crime Programme

Although SDVC and the TVCP had a different starting position, both have placed improving local responses to domestic violence, including better case management and disposal, at the core of their operations.

As a result, the two programmes have joined forces and developed a single template on how to develop and deliver a comprehensive domestic violence strategy, which focuses resources, expertise and learning. It provides a platform for the application of good practice.

Action for 2006/07

Building on the success of the 2005/06 Specialist Court Programme an expansion of the programme was announced in October 2005. Letters asking for expressions of interest were sent out on March 8th 2006.

- Throughout 2006/07 a selection process will be set in train to have the new court areas announced by September 2006
- Support for the provision of an IDVA service for Specialist Domestic Violence Courts
- Funding of training for IDVAs within the Specialist Domestic Violence Court Programme
- The roll out of MARAC training for areas within the SDVC Programme.

SECTION 3 – THE CO-ORDINATED COMMUNITY RESPONSE TO DOMESTIC VIOLENCE

Whilst it is unrealistic to expect all local partnership areas to develop SDVC systems in every part of the country, there is no reason why the principles and standards that have been established cannot be applied. Even without a specialist court, victims must still feel able to protect themselves and their children by using the criminal justice system that in turn needs to offer a flexible response.

The SDVC 'model' has shown itself to be effective in protecting victims and managing perpetrators, by local agencies working together and sharing information about service users in an imaginative way that delivers safety and justice.

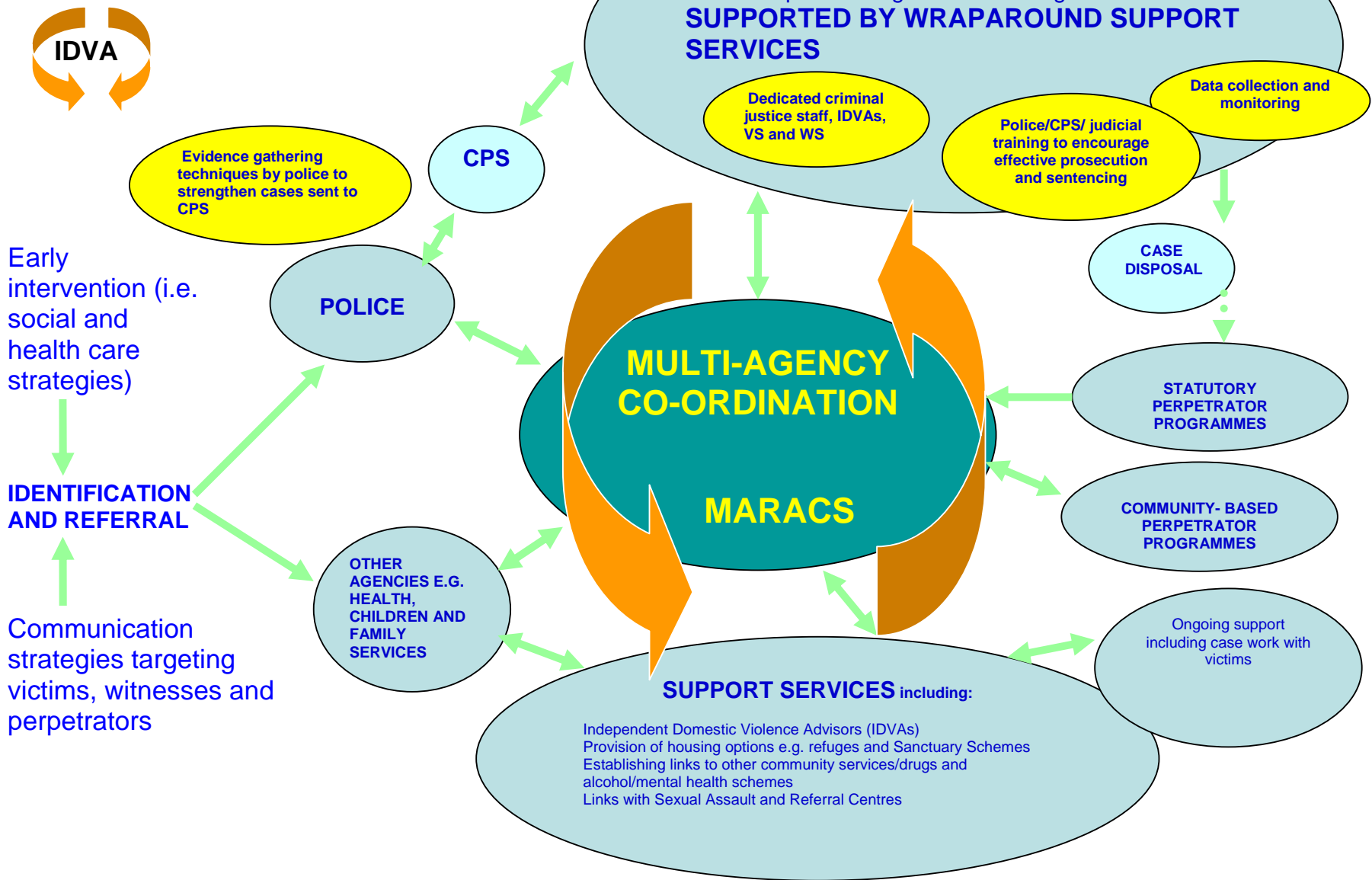
The Government is promoting this approach and is developing a draft model of a **Co-ordinated Community Response** which can be further developed and adopted by all partnerships when rolling out local programmes for tackling domestic violence as part of their crime reduction strategies.

Exploring and developing this model further, was the main focus of the National Conference for Domestic Violence Co-ordinators held on the 28th and 29th March 2006 and will form the basis of discussions when developing regional plans on how to work with partnerships to develop the CCR model that will be rolled out in 2006/07.

Action for 2006/07:

- Exploring and developing the Co-ordinated Community Response model further, was the main focus of the National Conference for Domestic Violence Co-ordinators held on the 28th and 29th March 2006 and will form the basis of the regional plans on how to work with partnerships to develop the CCR model that will be rolled out in 2006/07.

SPECIALIST DOMESTIC VIOLENCE COURT MODEL



SECTION 4 - REDEFINED OBJECTIVES FOR 2006/07

The work objectives set out in last year's plan have been effective in marshalling resources and activity across Government and have given a clear direction of travel. However, building on the work streams of last year, these objectives need to be refined to better reflect the developments in the domestic violence sector. The objectives below are divided by whether they are mainly delivered through the Criminal Justice System (CJS) or mainly through non-CJS activities.

Objective	CJS / Non CJS activity	Objective description
1	Non-CJS	Increase the early identification of, and intervention with, victims of domestic violence earlier by utilising all points of contact with key front line professionals.
2	Non-CJS	To build capacity within the domestic violence sector to provide effective advice and support to victims of domestic violence.
3	CJS	The promotion and promulgation of a co-ordinated community response to domestic violence
4	CJS	To increase reporting and arrests rates for domestic violence
5	CJS	Increase the rate at which sanction detections are converted into offences brought to justice, particularly in high incidence areas and/or communities as well as in areas with high attrition rates.
6	CJS	To support victims through the CJS and manage perpetrators to reduce risk
7	CJS	Develop the evidence base to close key knowledge gaps, particularly around (a) understanding the nature and scope of domestic violence and (b) understanding what works in reducing the prevalence of domestic violence

54. Further focused activity for 2006/07:

55. Funding

Clearly, funding is a challenge for both the statutory and voluntary domestic violence sectors. In the coming year, we will be addressing the various ways that the sector is funded and will be working closely with the charitable sector to develop a strategic approach to service funding.

54. The Men's Agenda

Work focussed on domestic violence has largely been instigated by the women's movement and organisations which have emerged from it. There have been important milestones reached over the last 30 years with an acceleration of activity and achievements realised since 1997 (See Annex C).

The integration of domestic violence into the core work programmes of government departments and agencies, is part of the much needed culture change in ensuring that society clearly identifies and marks this crime and form of behaviour as unacceptable. To consolidate this work further, there needs to be a much wider dialogue about the culture and expression of gender based violence with the male population. Such a dialogue needs to challenge a culture which allows such violence and intimidation to flourish.

There have been initiatives undertaken by organisations, such as Amnesty, that have posed important questions raised by this debate. In 2006/07 the government will sponsor a number of conferences and seminars to push this debate further and develop an agenda where key issues which affect men such as education, equality diversity, race and sexism, are addressed. This work stream commenced in April 2006 and a timetable of activity will emerge in due course.

55. Recognising disability

It is implicit in all of the work of the National Plan that, diversity, in all its forms will be addressed. Particular issues arise for victims who have disabilities which need to be recognised and addressed in the delivery of local services. The SDVC Resource Manual highlights the needs of these victims and will ensure that these needs are addressed throughout all of the government sponsored work.

ANNEX A: THE EVIDENCE BASE

Violent crime

Violent crime is an issue of considerable public concern and we expect partnerships to address local violent crime issues through the local crime audit and consultation. These may include the key volume violent crimes of domestic violence, alcohol fuelled violence and sexual offences, gun and knife crime, race and other hate crime. It is estimated that domestic violence accounts for about 17% of all violent crime (Nicolas, S. et al, 2005³¹) and significantly impacts on Homicides (Coleman, K. et al, 2006³²; Brookman and Maguire, 2003³³). However, it is widely accepted that domestic violence is under-reported (Walby and Allen, 2004³⁴; Hester and Westmarland, 2005³⁵) and in the coming year as the DVCV Act is implemented, the reported crime figures are expected to rise. It is envisaged there will be a rise in arrests, charges and convictions. In addition, this is likely to reveal a significant number of prolific offenders who have yet to be identified. This assertion is based on the research findings (Yearnshire, 1997³⁶) that women were likely to suffer an average of 35 attacks before seeking help, and findings from the British Crime Survey, which indicate that only a minority of the worst cases of domestic violence were reported to the police (24% of men and 8% of men) (Walby and Allen, 2004³⁷).

Domestic violence has a devastating effect on victims, their families and the wider community, regardless of race, geography or social background. One in four women and one in six men will be affected in their lifetimes, with women suffering higher rates of repeat victimisation and serious injury³⁸. The total cost to society is an estimated £23 billion a year in England and Wales³⁹. The Government is determined to reduce and ultimately prevent domestic violence from happening or recurring, to protect and support its victims and to increase the number of offenders brought to justice.

Research and data-collection around domestic violence can be a challenge. It is chronically under-reported, largely because of fear and embarrassment on the part of victims, and anxieties around data-sharing by statutory agencies. Furthermore, domestic violence is not in itself an official recorded offence category, and the consequences of domestic violence can be coded under many different offence

³¹ Nicholas, S., Povey, D., Walker, A. and Kershaw, C. (2005) Crime in England and Wales 2004/2005. Home Office Statistical Bulletin No. 11/05. London: Home Office.

³² Coleman, K., Hird, C., and Povey, D. (2006) Violent Crime Overview, Homicide and Gun Crime 2004/05 (Supplementary Volume to Crime in England and Wales 2004/05). Home Office Statistical Bulletin 02/06.

³³ Brookman, F. and Maguire, M. (2003) Reducing homicide: a review of the possibilities. Home Office Online Report 01/03. London: Home Office

³⁴ Walby, S. and Allen, J. (2004) Domestic Violence, sexual assault and stalking: Findings from the British Crime Survey. Home Office Research Study No. 276. London: Home Office.

³⁵ Hester, M. and Westmarland, N. (2005) Tackling Domestic Violence: effective interventions. Home Office Research Study No. 290. London: Home Office.

³⁶ Yearnshire, S. (1997) Analysis of cohort in Bewley, S., Friend, J. and Mezey (eds). Violence against Women. London RCOG.

³⁷ As before.

³⁸ Walby, S. and Allen, J. (2004) Domestic Violence, sexual assault and stalking: Findings from the British Crime Survey. Home Office Research Study No. 276. London: Home Office.

³⁹ Walby, S. (2004) The Cost of Domestic Violence. Report to the DTI Women and Equality Unit. London: Women and Equality Unit/DTI

types, for example: common assault, criminal damage, actual bodily harm, grievous bodily harm, harassment, murder etc. There is also evidence that the police and other agencies are not routinely and accurately recording incidents (Hester and Westmarland, Feb 2005⁴⁰). This can present a challenge for those wishing to accurately measure the scale and nature of the problem as well as the impact of interventions.

Statistics, however, give a picture of its impact:

- It is a violent crime, covering a range of offences from stalking or common assault through to rape or murder
- It is estimated that there are about 12.9 million incidents of domestic violence against women and about 190,000 against men in the last year (Walby and Allen, 2004⁴¹)
- It is a volume crime, accounting for 17% of all violent crime (Nicolas, S. et al, (2005⁴²)
- Only a minority of the worst cases of domestic violence are reported to the police (23% women and 8% men respectively). (Walby and Allen, 2004⁴³)
- Unless it is caught early, it can contribute to homicide statistics: 45% of all female homicide victims were killed by their current or ex-partner compared with 6% of male homicide victims, and about two women die as victims of domestic violence every week. (Coleman, K. et al, 2006)
- There are indications that there is a high rate of attrition in domestic violence cases. The HMCPSI/HMIC joint thematic report on domestic violence (HMIC/CPSI, 2004⁴⁴) and another study commissioned by Northern Rock (Hester et al, 2003) highlighted that there are extremely high rates of attrition associated with domestic violence cases.

Research suggests that a greater number of women could be encouraged to report incidents of domestic violence to the police if they were supported to engage with the criminal justice system. For example, through legal advocacy, where the workers had close links with the police, e.g. if they were co-located in a 'one-stop-shop' or based within the Community Safety Unit (CSU) within the police station. This, in turn, can lead to an increase in arrest rates and in police referrals of victims to support services (Hester and Westmarland, 2005⁴⁵).

Victims found it particularly useful when they were accompanied at court and when services were built round a 'one-stop-shop' model (Hester and Westmarland, 2005; Robinson 2003⁴⁶; Hester et al., 2003⁴⁷; HALT, 2004⁴⁸). Furthermore, attrition may be

⁴⁰ As before.

⁴¹ As before.

⁴² As before.

⁴³ As before.

⁴⁴ HMIC and HMCPSI (2004) Violence at Home: A Joint Inspection of the Investigation and Prosecution of Cases Involving Domestic Violence. London: HMIC.

⁴⁵ As before.

⁴⁶ Robinson, A. (2003) The Cardiff Women's Safety Unit: A multi-agency approach to domestic violence. Cardiff: University of Cardiff.

⁴⁷ Hester, M., Hanmer, J., Coulson, S., Moraham, M. and Razak, A. (2003) Domestic Violence: Making it Through the Criminal Justice System. Sunderland: University of Sunderland and Northern Rock Foundation.

⁴⁸ HALT (2004) Domestic Violence and Criminal Justice System. Leeds: HALT.

lower where specialist domestic violence courts are in operation and where prosecutors and judges or magistrates have domestic violence training (Holder, 2001⁴⁹; Cook et al, 2004⁵⁰).

- Domestic violence is also a concern for health services. It is a physical and mental health issue and has worrying links to pregnancy, at which time we know a third of domestic violence begins
- Domestic violence is a child protection issue. There is evidence of a correlation between domestic violence and child abuse. But even if children are not physically assaulted, we know there are likely to be consequences for their short and long-term prospects
- Living with domestic violence is a cause of disadvantage and creates poverty of opportunity. It can impact on a child's social development, education and behaviour; whilst families fleeing domestic violence will be at risk of direct financial poverty, having left behind employment and supportive social networks
- The presence of children in the household is associated with nearly double the risk of domestic violence for women (Walby and Allen, 2004⁵¹)
- Children were more likely to be witnesses to violence against women who had suffered repeat victimisation: 45 per cent of these women said their children were aware of the last incident (Mirrlees-Black, 1999⁵²)
- There are links between substance abuse and domestic violence offending: many offenders reported histories of alcohol and drug abuse (49% and 19% respectively), and seven out of ten reported drinking prior to the offence (Gilchrist, E. et al, 2003⁵³). Between a third (Mirrlees-Black, 1999⁵⁴) and a half of victims of domestic violence (Nicholas, S. et al, 2005) reported that their attacker had been drinking alcohol. But just as important are the links between victimisation and substance abuse, as victims driven to this kind of addiction will find it harder to seek help
- In 2005, more than 12,000 households were accepted by local housing authorities in England as being owed a main homelessness duty where the reason for homelessness was fleeing domestic violence. This represents 13% of all homeless acceptances in England in 2005⁵⁵.

These statistics show that domestic violence impacts on many areas of policy at all levels of Government.

The victims and offenders

⁴⁹ Holder, R (2001) Domestic Violence and Family Violence: Criminal Justice Interventions. Issues Paper 3, New South Wales: Australian Domestic and Family Violence Clearinghouse.

⁵⁰ Cook, D., Burton, M., Robinson, A. and Valley, C. (2004) Evaluation of Specialist Domestic Violence Courts/Fast Track Systems. CPS/DCA/Criminal Justice System Race Unit: London.

⁵¹ As before.

⁵² Mirrlees-Black, C. (1999) Domestic Violence: Findings from a new British Crime Survey self-completion questionnaire. Home Office Research Study No. 191. London: Home Office.

⁵³ Gilchrist, E., Johnson, R., Tariti, R., Weston, S., Beech, A. and Kebbel, M. (2004) Domestic violence offenders: characteristics and offending related needs. Home Office Research Findings. No. 217. London: Home Office.

⁵⁴ As before.

⁵⁵ Data collected by ODPM on local authorities activities under the homelessness legislation

The majority of victims of domestic violence are women. However, it is accepted that men can also be victims of domestic violence and that violent relationships exist within the gay/lesbian/bisexual and transgender populations, and is equally present in Black and Minority Ethnic (BME) and culturally diverse communities. The focus and wording of the DVCV Act was deliberately designed to be gender and sexuality neutral and therefore, protection by the law and access to service-provision should reflect this intention.

Research suggests that the following are risk factors (not causes) for domestic violence (Walby and Allen, 2004⁵⁶):

- Being female
- Being young (under 25)
- Being separated, divorced or single (especially among women)
- Lack of access to economic resources
- Children present in the household
- Living in the social sector, private rented housing (especially among women)
- Being in poor health

Various studies have been undertaken, including one by the Metropolitan Police Service, where the case files of 100 women who had been killed by their current or ex-partner were analysed (Richard, 2003⁵⁷). Professionals should be alerted to a number of perpetrator risk factors that are associated specifically with homicides.

These are:

- Escalation of abuse
- Separation
- A history of sexual assault and/or rape
- Attempts at strangulation
- Verbal threats to kill
- Stalking
- Frequent use of Drugs and Alcohol
- Access to guns
- Unemployment
- Cultural issues and sensitivities

Domestic violence perpetrators

It therefore follows that the majority of domestic violence perpetrators are men from all socio-economic groups, who reflect the social, racial and cultural diversity of society; they are evenly distributed geographically. There has as yet been no firm evidence of any concentration of domestic violence phenomenon within any particular age group although, the disturbing statistic of 30% of domestic violence

⁵⁶ As before.

⁵⁷ Richard, L. (2003) Findings from the Multi-Agency Domestic Violence Murder Reviews in London. Prepared for the ACPO Homicide Working Group. London: Metropolitan Police.

starting and existing violence escalating during pregnancy, does indicate an age/period vulnerability.

It is acknowledged that women can be perpetrators of domestic violence and, like their male counterparts, should be subject to vigorous law enforcement.

A study commissioned by the National Probation Directorate (Gilchrist, et al, 2003⁵⁸), which aimed to assess the risk factors associated with convicted domestic violence offenders, (336 male offenders were sampled from the case files in six probation areas) found that they are a heterogeneous group with a wide variety of needs which would have to be considered as targets in treatment interventions. Provisional findings from a qualitative project on domestic violence offenders suggest that help and support to curtail domestic offending is not readily available.

General characteristics

The average age of the offender was found to be 35 years (age range 19-60). The majority of the sample were 'white/UK' (93%), 60% were unemployed and 83% had previous convictions: 54% for a violent offence, 71% for a non-violent offence. The average age at first conviction was 24 years. A large majority of the sample had mental health problems. Depression was the most frequently noted problem (22%). Other problems were anger (2%), stress (2%) and anxiety (1%). A history of alcohol abuse was noted in 49% of the sample and substance abuse in 19% of the sample. In 73% of the cases, alcohol had been consumed prior to the offence (although the offenders' state of intoxication could be reliably inferred from the analysis of case files). A weapon was used in 23% of the cases.

Offenders' background

At least 43% of the sample had remained with both biological parents continuously until at least the age of 16. The sample was divided into at least 36% who had reported witnessing violence between their parents and at least 36% who had not. At least 23% of the sample reported that they had been physically abused as a child and at least 6% had been sexually abused. Almost half of the samples (49%) were found to be alcohol dependent.

However, the research did identify two types of domestic violence offender:

- 'Borderline/emotionally dependent' offenders. These tended to have high levels of jealousy, interpersonal dependency, anger, and low self-esteem
- 'Antisocial/narcissistic' offenders. These tended to have hostile attitudes towards women, low empathy, and the highest rate of alcohol dependence and previous convictions

Drawing upon the findings from research detailed above and other studies, the following risk factors have been identified:

⁵⁸ As before.

Perpetrators tend to:

- Have a history of criminal behaviour
- Have a tendency to hold others responsible for their circumstances
- Have high levels of interpersonal dependency and jealousy
- Have attitudes condoning domestic violence and a lack of empathy
- Have narcissistic tendencies
- Live below the poverty line
- Have low academic achievement. As a protective factor, college education decreased the risk x 4
- Have a lack of social capital and access to social networks
- Experience factors associated with poverty such as overcrowding, a sense of hopelessness, suffer from stress/frustration etc.
- Have a history of high unemployment
- Have a history of frequent alcohol and drug use
- Have witnessed or experienced violence as a child
- Have a history of aggressive or delinquent behaviour as a teenager.

Other important links that need to be made:

Sexual assault

- Domestic violence also has links with sexual assault. Where sexual abuse is an element of domestic violence, this should send a clear warning signal that the woman is at a high level of risk
- Women forced to have sex by their partners experience the most severe forms of domestic violence (Coid et al 2004⁵⁹)
- Sexual coercion and violence within marriage is likely to occur more than once with frequency and intensity increasing?
- Studies have found that stalking and intimate partner-rape are significant risk factors for homicide
- Research found that 54% of rapists were current or former partners of the victim (Walby and Allen, 2004⁶⁰).

Substance misuse

The exact links between substance misuse and domestic violence are unclear but between a third and half of victims say their attacker had been drinking. This will need to be explored as part of building the evidence base. An international review of research on alcohol and domestic violence indicates that there are strong links between domestic violence and alcohol use and abuse (Finney, 2003⁶¹). The 1996 British Crime Survey self-completion module on domestic violence states that victims believed that the assailant was under the influence of alcohol in 32% of incidents.

⁵⁹ Coid, J., Petruckevitch, A., Chung, W.S., Richardson, J., Moorey, S., Cotter, Feder GS. (2004) Sexual violence against adult women primary care attenders in east London. *British Journal of Dental Practitioners* 2004 Feb;54(499):135-6.

⁶⁰ As before.

⁶¹ Finney (2004) *Alcohol and Intimate partner violence: key findings from research*. Home Office Findings 216. London: Home Office.

Research on convicted domestic violence offenders indicates that alcohol use was a feature in the majority of cases (62%) and almost half of the samples (48%) were alcohol dependent (Gilchrist et al, 2003⁶²); however, less than one in ten victims reported that the perpetrator had received treatment for their alcohol problems (Walby and Allen, 2004). Whilst offender-only drinking is common, victim-only drinking is rare (Martin and Bachman, 1997⁶³). However, some victims may develop alcohol problems following victimisation, and heavy drinkers are at an increased risk of victimisation (Mirrlees-Black, 1999⁶⁴). Research suggests that alcohol may be a distinguishing factor in domestic violence offenders and that alcohol-related problems should be addressed.

Research also suggests that drug use and abuse is common among domestic violence offenders and that about a fifth of perpetrators have a history of substance abuse (Gilchrist, E. et al, 2003⁶⁵). About one in ten victims thought the offender was under the influence of drugs at the time of the attack (Nicolas, S. et al. 2005⁶⁶).

Economic costs of domestic violence

Domestic Violence cost England and Wales around £23bn in 2001⁶⁷. Of that, £3bn was spent on public services, including:

- £1 billion by the Criminal Justice System - nearly a quarter of its budget for violent crime
- £1.2 billion by the National Health Service
- A quarter of a billion by social services
- £160 million by local housing authorities and housing associations
- Over £300 million in civil legal services

Domestic violence also costs employers and workers nearly £2.7 billion a year because of injuries. The cost of human and emotional suffering was put at £17 billion.

⁶² As before.

⁶³ Martin, S.E. and Backman, R. (1997) The relationship of alcohol to injury in assault cases in M. Galanter (ed) *Recent Developments in Alcoholism*. Volume 13. Alcohol and Violence: 41-56. New York: Plenum Press.

⁶⁴ As before.

⁶⁵ As before.

⁶⁶ As before.

⁶⁷ Walby, S. (2004) *The Cost of Domestic Violence*. Department of Trade and Industry's Women and Equality Unit.

ANNEX B: DOMESTIC VIOLENCE AND MENTAL HEALTH

The Joint Department of Health and National Institute of Mental Health in England (NIMHE) Victims of Violence and Abuse Prevention Programme (VVAPP) is a two-year programme established to run from April 2005 to April 2007 under the direction of Professor Catherine Itzin in partnership with the Home Office.

It was launched by Department of Health (DH) Minister Rosie Winterton at the Home Office National Victims Conference, and the National Domestic Violence conference organised for the Department of Health by Women's Aid in 2004. It reports to the Department of Health Mental Health Programme Delivery Board, chaired by the National Director of Mental Health and Head of Children and Mental Health Services.

The purpose of the programme is to equip professionals and services to identify and respond to the mental and physical health effects of child sexual abuse, domestic violence, rape and sexual assault and sexual exploitation for children, adolescents and adults, both male and female including victims, survivors and abusers.

Research conducted as part of the programme will seek to identify:

- What is known about the violence and abuse experienced by each of the affected groups (i.e. nature, extent, effects, needs)
- What is known to work in their treatment and care
- What services are currently available to meet the needs of these individuals
- What gaps there are in practitioner knowledge and service provision
- What steps are required to remedy this?

The programme aims to develop evidence-based national service guidelines based on research reviewed and conducted by the programme, which will inform policy, improve practice and promote access to appropriate services, using multiple methodologies, including:

- Literature review
- Service-mapping across sectors
- DELPHI expert consultation
- Violence and Abuse Care Pathway-mapping of outcomes for victims, survivors and service-users, including abusers
- Mental Health Trust pilot collaborative project – Routine Enquiry about domestic and sexual violence & abuse in Mental Health services.

Achievements in 2005/06

- Joint DH and NIMHE VVAPP have been established in partnership with the Home Office. Expert Groups involving key academics, practitioners, professionals and service providers acting as advisers to the programme have been established for:
 - Adult domestic violence victims, survivors and perpetrators
 - Child victims of domestic violence and sexual assault.

- Research projects have been established to develop evidence-based National Service Guidelines
- The Delphi Expert Consultation Round 1 Questionnaire was developed in close consultation with the expert group members and specialist advisors
187 questionnaires have been returned in the following areas:
 - Adult victims/survivors of domestic violence (99 respondents)
 - Child and adolescent victims of domestic violence (40)
 - Young people who perpetrate domestic violence (11)
 - Adult perpetrators of domestic violence (37)
- These are currently being analysed for reporting in June 2006.
- Mapping services have been developed in the voluntary, independent and criminal justice sectors for victims, survivors and perpetrators with Women's Aid, RESPECT, the children's charities and the probation service.
- 'Tackling the Health and Mental Health Effects of Domestic and Sexual Violence and Abuse' was published, with a Ministerial foreword from Home Office Ministers Paul Goggins MP, Baroness Scotland and DH Ministers Rosie Winterton MP and Caroline Flint MP.

Routine enquiry about domestic and sexual violence and abuse in Mental Health Services

A Mental Health Trust pilot collaborative project has been established to pilot the introduction of routine enquiry about domestic and sexual violence and abuse in mental health services. A project manager and clinical lead have been appointed.

Mental Health Trusts in the eight NIMHE regions have been invited to apply to participate with a view to the selection of 8-16 trusts nationally. This is part of the Women's Mental Health Strategy Implementation Programme.

National Gender and Women's Mental Health Lead

A National Gender and Women's Mental Health lead has been appointed to support the implementation of the Women's Mental Health Strategy.

Key Learning Objectives

By bringing together and building on the work of the experts from across the relevant voluntary, statutory, academic, professional and criminal justice sectors, this programme should bring about increased awareness, better understanding and improvements in the treatment, care and support of the many individuals affected.

Most important must be the willingness to listen to victims and survivors, to acknowledge their experiences and to give them a sense of hope and recovery. With perpetrators, the focus should be on the prevention of new and continued offending.

Action for 2006/07

- Publication of Delphi Expert Consultation Round 1 Report, June 2006
- Service Mapping Report, June 2006
- Domestic Abuse Guidance for Mental Health Professionals, to be published later this year
- National Service Guidelines, April 2007.

ANNEX C: MILESTONES FOR VIOLENCE AGAINST WOMEN OVER THE PAST 30 YEARS

Significant progress made includes:

1971	Refuge opened the first safe house for women and children experiencing domestic violence
1976	The first Domestic Violence Bill (the Domestic Violence and Matrimonial Proceedings Act) gave new rights to civil protection orders for those at risk of violence
1977	The Housing (Homeless Persons) Act 1977. Women and children at risk were acknowledged as homeless and gained the right to state help with temporary accommodation
1997	Family Law Act 1996 – Part IV: expands ‘associated persons’ making civil injunctions available to a wider group of people, law governing ‘ex-parte’ applications relaxed and ‘balance of harm’ test established; and Protection from Harassment Act 1997: introduced as a response to ‘stalking’ – created a criminal offence of harassment and civil remedy for restraining of damages for such an offence.
1999	Women Ministers launch ‘Living Without Fear’, a national strategic approach to violence against women
2002	Rape Action Plan
2003	Home Office launch of ‘Safety & Justice’ Consultation Paper
2003	Launch of the 24 hour National Domestic Violence freephone helpline, run in partnership between Women’s Aid and Refuge
2003	Female Genital Mutilation Act
2003	Sexual Offences Act
2003/04	Development of 14 Sexual Assault Referral Centres (SARCs)
2003-06	Gender Equality Public Service Agreement (PSA)
2004	National awareness-raising campaign: Domestic Violence
2004	Domestic Violence, Crime & Victims Act
2004	UN Resolution on Honour Killings, jointly presented by UK & Turkey
2004	Costs of Domestic Violence Research
2005	March is National Domestic Violence Month
2005	Official launch of the Forced Marriage Unit
2005	National Report and National Delivery Plan
2005	Launch of the Corporate Alliance Against Domestic Violence
2005	Domestic Abuse Strategy for Wales
2005	Tackling Violence At Home’ strategy for domestic violence and abuse, Northern Ireland
2005/06	25 Specialist Domestic Violence Courts
2005/06	Training of Independent Domestic Violence Advisors
2005/06	Forced Marriage Consultation on creation of a specific offence
2006	Over 400 refuges in the UK
2006	Pilot of the first Integrated Domestic Violence Court
2006/08	Gender Equality PSA

ANNEX D: PERFORMANCE INDICATORS FOR DOMESTIC VIOLENCE

The link between domestic violence and the Government's Public Service Agreements

Public Service Agreements (PSAs) are the mechanism by which Government Departments are held to account for their work. The PSA lever drives department activity and marshals resources. Meeting these targets forms the heart of the performance management regimes of local partnerships.

As domestic violence accounts for between 17-25% of all violent crime and 20% of national homicides, the work stream is driven by Home Office PSA 1:

- To reduce crime by 15% and further in high crime areas by 2007/08.

It also has links to the cross-Departmental Criminal Justice PSAs:

- To improve the delivery of justice by increasing the number of crimes for which an offender is brought to justice to 1.25m by 2007/08
- Reassure the public, reducing the fear of crime and anti-social behaviour, and building confidence in the CJS without compromising fairness.

It also has links to the Department of Constitutional Affairs PSA:

- To achieve earlier and more proportionate resolution of legal problems and disputes by:
 - Increasing advice and assistance to help people resolve their disputes earlier and more effectively
 - Increasing the opportunities for people involved in court cases to settle their disputes out of court
 - Reducing delays in resolving those disputes which need to be decided by the courts.

Domestic violence also forms an important element of the cross-Government Gender Equality Public Service Agreement. This sends an important signal that violence against women is taken seriously as part of the 'Ministers for Women' gender mainstreaming role. The PSA is managed by Department for Communities and Local Government's Women and Equality Unit and the domestic violence sub-target is measured by an indicator which uses the proportion of arrests as a proxy for the response to domestic violence. The target is to increase the rate of arrests from a 2003/04 baseline figure of 58%.

The December 2005 'Gender Equality PSA Steering Group Event' focused on raising awareness of the need for robust reporting systems for individual police forces. Participants, representing a wide range of police forces and Government diversity leads, discussed this in the context of violence against women.

Domestic violence and the Police Performance Assessment Framework

The Police Performance Assessment Framework (PPAF) statutory performance indicator (SPI) 8a relates to domestic violence. Up until 1st January 2006 SPI 8a was as follows:

'Percentage of domestic violence incidents with a power of arrest where an arrest was made related to the incident'

There were a number of issues associated with this indicator. There did not appear to be a universally recognised definition of a 'domestic violence incident' and some forces used a subset of domestic violence incidents (i.e. domestic violence incidents which result in a notifiable offence classification). This impacted upon the comparability of the measure between forces.

As a result of the Serious Organised Crime and Police (SOCAP) Act 2005, from 1st January 2006, the existing arrest provisions under the Police and Criminal Evidence Act (PACE) 1984 based on the concept of seriousness will be replaced by a simplified approach providing a constable with the power of arrest for all offences. The replacement of the existing arrest provisions with a power of arrest for all offences has meant a subsequent revision of the SPI, removing the power of arrest. The indicator has now become:

'Percentage of domestic violence incidents where an arrest was made related to the incident'

A domestic violence incident is defined as 'any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults who are or have been intimate partners or are family members, regardless of gender or sexuality'.

There have been some concerns that this revised indicator could result in a fall in force's domestic violence arrest rate, as the denominator ('total domestic violence incidents') includes a significant proportion of incidents which are not offences. There are two points to make in response to these concerns:

1. The denominator would have been significantly increased by the commencement of Section 10⁶⁸ of the Domestic Violence, Crime and Victims Act 2004 provided for common assault to become an arrestable offence. This would have led to a decrease in force's arrest rates.
2. The revised indicator supports ACPO guidance which states that '(a)n effective and proactive investigation should be completed in all cases where a domestic violence incident is reported⁶⁹.

The forthcoming Police Standards Unit quality assurance reviews will seek to establish that the measure has been correctly reported.

⁶⁸ Since repealed due to SOCAP

⁶⁹ ACPO Guidance on Investigation Domestic Violence 2004 (p.19)

Domestic violence monitoring by the Crown Prosecution Service

- A new Hate Crime Target aiming to reduce the number of unsuccessful cases was introduced in April 2005. Successful domestic violence prosecutions have increased from 53% December 2004 to 55% by April 2005 and 59% by December 2005. The target for March 2006 is 62%. This target is key in monitoring improved attrition rates and was introduced with the indicator below as one of the DVVU performance- indicators to enable measurement of this objective
- A Key Diagnostic Indicator (KDI) was introduced in April 2005 to inform the Statutory Performance Indicator “Percentage of domestic violence incidents with a power of arrest where an arrest was made” The KDI indicates the percentage of arrested incidents of adult-to-adult domestic violence, with power of arrest and successful outcomes. The KDI increased in 2005/06 from 15% in the first quarter to 16% in the second. The change to the associated SPI does not affect this KDI
- A one-month more detailed “Snapshot” of domestic violence data was carried out in December 2005. The results will be published in July 2006.

Further work on the development of this performance indicator and consideration of how to solve the associated data collection issues are currently being developed, so data collection for this indicator will be for 2005/06. This will form part of the Policing Performance Assessment Framework for 2005/06, under an 'Offences Brought to Justice' target.

Action for 2006/07

- Further work on the development of performance indicators for statutory agencies involved in domestic violence including the existing PPAF indicators for the police
- Further work on the development of the CPS performance indicator and consideration of how to solve the associated data collection issues are currently being developed, so data collection for this indicator will be for 2005/06.

ANNEX E: SUMMARY OF ACTIVITY UNDERTAKEN IN 2005/06

OBJECTIVE 1

Early identification

- A framework was developed to underpin and support practical, evidence-based guidance
- Domestic violence policies were developed at a local level
- A revised Domestic Abuse Handbook for Health Care Professionals was published, providing clarification on their roles and responsibilities
- A training manual for Health Professionals was published in partnership with the Department of Health (DH) and the Home Office
- 'Emerging Practice' workshops took place regionally to share information and good practice with health professional and to disseminate standards and frameworks contained in the domestic abuse handbook
- A supportive environment for women in ante-natal care settings was established to ensure that all pregnant women are given information in a non-stigmatising, non-threatening way which allows for disclosure
- Domestic violence diagnostic codes and protocols for Electronic Patient Records (EPR) were created
- An expert group was established to drive the EPR work forward
- A national data collection template was created to ensure that domestic violence gets embedded in EPR
- Primary Care Trusts (PCTs) were encouraged to engage with the Tackling Violent Crime Programme and supported to deliver their responsibilities regarding Crime and Disorder Reduction Partnerships and to develop good practice
- A DH Pregnancy Advisory Group was established that contributed towards the production of a handbook outlining the policy direction for dealing with pregnant women in the antenatal period
- Work was undertaken with British Forces overseas supporting the development of good practice, establishing strategies/guidelines and on-going training
- Links were established between Strategic Health Authorities, Public Health Observatories and Government Offices
- The Joint Department of Health and National Institute of Mental Health in England (NIMHE) Victims of Violence and Abuse Prevention Programme (VVAPP) was established to run from April 2005 to April 2007 under the direction of Professor Catherine Itzin in partnership with the Home Office
- 'Tackling the Health and Mental Health Effects of Domestic and Sexual Violence and Abuse' Programme implementation guide published by Department of Health (Professor Catherine Itzin) in partnership with the Home Office.

Education, children and young people

- Domestic Violence, Forced Marriage & Female Genital Mutilation included within the new version of 'Working together to Safeguard Children' making clear the need for close collaboration between agencies
- Considered the CAF/CASS report into child contact in domestic violence cases
- Considered the LGA/CAF/CASS publication on development of children's services
- Ensured that the Common Assessment Framework includes domestic violence among other factors to consider
- Produced a domestic violence and anti-bullying toolkit for schools
- Reviewed the availability of resources in primary and secondary schools.

Corporate Alliance Against Domestic Violence (CAADV)

- Hosted a conference and seminar to launch the CAADV and develop a programme of work
- Created and launched a website with on-line resources for employers and staff
- Developed a management structure/executive board
- Drafted the operational plan which included the key annual objectives
- Conducted an internal audit of corporate responses to domestic violence
- Developed and launched a workplace guidance template and case studies
- Developed awareness-raising materials for employers and a strategic communications toolkit on-line
- The financial services company, KPMG (member of the Executive Board) hosted an event in March 2006 to raise awareness and discuss the benefits of improving workplace response.

Forced Marriage Unit

- The official launch of the joint Forced Marriage Unit (between the Foreign and Commonwealth Office and the Home Office)
- Providing assistance to around 300 victims of Forced Marriage
- A Forced Marriage Conference in Bangladesh to share best practice between diplomatic missions on assisting British people forced into marriage overseas
- The launch of the national publicity campaign in March 2006
- A national programme of outreach work and training to affected communities, non-government organisations (NGOs) and statutory agencies
- The second edition of police guidelines on forced marriage
- Published the first edition of guidelines to education professionals on forced marriage
- Published the first legal briefing session on forced marriage (to be continued this year)
- Commissioned Immigration and Nationality Department (IND) research into the impact of raising the age of marital entry clearance on forced marriage.

OBJECTIVE 2

Local government

- A substantially revised domestic violence Best Value Performance Indicator (BVPI) was introduced from 1st April 2005. The BVPI's purpose is to assess the overall provision and effectiveness of local authority services designed to help victims of domestic violence.

Local Government Association and 'what works'

- The Local Government Association was commissioned to develop the evidence base to identify what works with local partnerships and to develop a work programme to help Local Authorities understand the role they can play in delivering domestic violence strategies.
- In September 2005 the LGA published research conducted by the Tavistock Institute on their Programme of Engagement and Support to ten local developing domestic violence partnerships. The aim of the research was to highlight the implications, lessons and practical issues from the programme for other authorities and partnerships to share. The research highlighted that local authorities can play a central and vital role in the lifecycle of local domestic violence partnerships⁷⁰.

National Forced Marriage and Honour-based Violence Steering Group

- The National Forced Marriage and Honour-based Violence Steering Group commissioned a UK-wide consultation between September 2005 and February 2006 with the primary purpose to map out the current responses to forced marriage and other forms of honour-based violence by both the statutory and voluntary sector across the UK regions; identify affected communities; gauge support for the continuation of the National Steering Group since April 2006 when its funding expired.

Harmful Traditional Practices

- The Department of Health has for several years funded FORWARD (the Foundation for Women's Health, Research and Development) and the Home Office and DfES have funded the Agency for Culture and Change Management (ACCM).
- The Foreign and Commonwealth Office (FCO) are currently working with the Inter-African Committee (IAC) on Harmful Traditional Practices in Burkina Faso, Cameroon, Ethiopia, Ghana, Kenya, Somalia and Uganda to reduce the prevalence of these practices. In June this year, the World Health Organisation (WHO) launched a collaborative prospective study on; FGM and obstetric outcomes in 28,393 from six African countries. The study highlighted

⁷⁰ <http://www.lga.gov.uk/Publication.asp?lsection=0&ccat=28&id= SXFBF5-A7832F49>

that FGM is estimated to lead to an extra 1-2 perinatal deaths per 100 deliveries to women with FGM⁷¹.

Development of occupational standards in the domestic violence sector

- In 2005/06 work began on the development of occupational standards in the domestic violence sector and the Government, in partnership with a range of sector agencies, have developed a *functional map* for the whole of the sector, based on victim and perpetrator pathways. This will be pursued with the sector skills councils in the coming year.

Change Up Programme

- Drafted a standard document which outlines the core principles and standards for the Women's Aid Network of domestic violence services
- Produced a final draft following regional feedback.

CAADA service development of Independent Domestic Violence Advisors (IDVAs)

- Three training courses for IDVAs were held during 2005/06 and on-line training facilities were provided.
- In addition CAADA have drafted guidelines on how IDVA services should be commissioned locally. This work will be piloted in a number of local partnerships.

Domestic violence helplines

- P.A. Consulting was appointed in 2005/06 to facilitate an operational review of the national domestic violence helpline, to consider the sustainability of the helpline and the extent to which it is providing an effective, high quality and good value service to callers and funders; and to make recommendations for the future of the service
- A new joint venture agreement was signed between Women's Aid and Refuge to put the operation onto a firmer footing
- In the latter part of 2005/06 real progress was made to establish a more coherent and stable funding package and formalise a service level agreement which will be consolidated in the coming year
- In addition the government has supported through funding other national helpline services such as Broken Rainbow⁷² for gay, lesbian, bisexual and transgender communities, the Men's Advice Line and Enquiries⁷³ (MALE) for male victims, and the RESPECT helpline for perpetrators.

⁷¹ <http://www.who.int/reproductive-health/fgm/>

⁷² <http://www.lgbt-dv.org/html/rainbow.htm>

⁷³ <http://www.mensadviceline.org.uk/about-male.htm>

Supporting People

- An estimated £56.9m was spent on housing-related support for victims of domestic violence through the Supporting People Programme in 2004/05
- Five-year strategies published at the end of March 2005 set out Authorities' plans for service provision from 2005-06 onwards
- The development of a strategy for the Supporting People programme is allowing further consideration of how best to develop support for all vulnerable groups including victims of domestic violence. The initial Supporting People Strategy consultation ended on 28th February 2006. In the light of its findings we aim to publish conclusions in the summer.

Response to Her Majesty's Inspectorate of Court Administration (HMICA) report on the handling of domestic violence issues by the Children and Family Court Advisory and Support Service (CAFCASS) and HMCS

- In October 2005 HMICA published its report 'Domestic Violence, Safety and Family Proceedings'⁷⁴. The report followed a thematic review, carried out in nine courts, of how domestic violence was dealt with in the family courts and by CAFCASS. The report contains 11 recommendations, with those for which HMCS is responsible being incorporated into the National Delivery Plan for Domestic Violence.

OBJECTIVE 3

Accredited perpetrator programmes within the Criminal Justice Services

- By the end of 2005/06 each probation service area in England and Wales had an accredited domestic abuse treatment programme
- In July 2005, a National Probation Service (NPS) Interim Domestic Abuse Policy and Strategy was issued to provide a national lead for the service
- The Assessment and Management of Risk of Harm Action Plan is a wider project to improve consistency, timeliness and quality of assessments in all cases, and impacts upon NPS work with domestic abuse perpetrators.

OBJECTIVE 4

- Home Office launched the 'ENOUGH' campaign which targeted third party witnesses to domestic violence incidence to encourage them to contact the matrix of help line for domestic violence
- CPS launched the public awareness on Violence against Women and Children as part of the designated month of action on domestic violence in March 2006.

OBJECTIVE 5

- The development of the 'Responses to Domestic Violence' training programme to be rolled out to all police officers between 2005 and 2008

⁷⁴ http://www.hmica.gov.uk/files/HMICA_Domestic_violence_linked1.pdf

Tackling Violent Crime Programme

- The launch of the second tranche of Tackling Violent Crime Programme areas were selected in May 2005
- Police Standards Unit (PSU) has produced an Investigations Pack for domestic violence to be utilised by officers attending incidents to enhance the initial investigation and help gain useful information for partners and evidence for court
- PSU has also drafted a checklist for police communications rooms to assist call takers in asking relevant domestic violence questions of callers
- The Domestic Violence Enforcement Campaign ran in 46 police Basic Command Units for 8 weeks between February and March 2006.

OBJECTIVE 6

Crown Prosecution Service

- Developed Good Practice Guidance and implementation plans within all CPS area business plans
- Collaborated on cross-Government (Home Office/HMCS/CPS) work on implementation of 25 SDVCs, and further court development
- Ensured that an SDVC data collection system is developed through COMPASS by April 2006
- Ensured that quarterly reports are made to the CPS Domestic Violence Board
- Established quarterly reports of CPS/police data for Domestic Violence Key Diagnostic Indicator
- Reviewed the need for further training for Human Resources staff on the employee domestic violence policy as part of a current review of professional skills being carried out within the HR Directorate
- Ensured that equality issues within domestic violence are addressed through the overall work plans, linking into work on BME issues, including forced marriage, harmful traditional practices and female genital mutilation, through the Home Office-led working group
- Ensured that internal publication of guidance on any sections of the DVCA Act 2004 was implemented during this period on the Intranet
- Ensured that work across other sections of CPS on Violence against Women was linked i.e. rape, children, prostitution and trafficking, etc.

Family Justice, Her Majesty's Courts Service

- The Family-Criminal Interface Committee was established to take an 'overview role' in co-ordinating all work currently being undertaken in England and Wales. Its aim is to improve the interface between the family and criminal jurisdictions and to identify areas which have not yet been addressed to meet the need to enable all stakeholders to respond more effectively to child protection, domestic violence and private and public family law issues within the forensic arena.

Specialist Domestic Violence Courts

- 25 SDVCs were developed across England and Wales to improve domestic violence prosecutions by March 2006
- The provision of a 'task force' of expert practitioners to support the SDVCs
- Publication of a resource manual providing a step-by-step guide to areas wishing to develop an SDVC
- Commencement of the roll out of Multi-agency Risk Assessment Conference (MARAC) training to all SDVC areas requesting this resource
- The CPS introduced a Specialist Domestic Violence Court flag on their computer system COMPASS, to enable the monitoring of data from the courts from April 2006
- Specialised prosecutors working in existing or planned specialist Domestic Violence Courts received their training by March 2006.

CPS good practice guidance

- Good practice guidance developed from the Domestic Violence Project and two pilots were launched in June 2005. It was consulted on widely over the summer and a final version was disseminated to all CPS Areas and partners in December 2005. The Guidance outlines ten key points of action to improve the number of offenders being brought to justice
- A section of the overall CPS Business Plans 2005/06 and 2006/7 included action on domestic violence
- Areas have been requested to include the implementation of the Good Practice Guidance in their domestic violence work plans for 2006-8.

Domestic violence monitoring of data

- A new Hate Crime Target aiming to reduce the number of unsuccessful cases was introduced in April 2005. Successful domestic violence prosecutions have increased from 53% December 2004 to 55% by April 2005 and 59% by December 2005. The target for March 2006 is 62%. This target is key in monitoring improved attrition rates and was introduced with the indicator below as one of the National Delivery Plan performance indicators to enable measurement of this objective
- A Key Diagnostic Indicator (KDI) was introduced in April 2005 to inform the Statutory Performance Indicator "Percentage of domestic violence incidents with a power of arrest where an arrest was made" The KDI indicates the percentage of arrested incidents of adult-to-adult domestic violence, with power of arrest and successful outcomes. The KDI increased from 15% in the first quarter of 2005/06 to 16% in the second quarter
- A one-month more detailed "Snapshot" of domestic violence data was carried out in December 2005. The results will be published in July 2006.

CPS Area domestic violence work

- An audit was carried out between April and June 2005 to develop the baseline from which CPS Areas qualitative performance was measured

- All CPS Areas have Domestic Violence Co-ordinators with strategic roles. Key tasks were agreed across all Areas in 2005/06, including rolling out of the training, involvement in local domestic violence fora, development of community engagement and linking to other key CPS projects
- All CPS Areas have developed a three-year domestic violence training plan.

Victim care

- Witness Care Units (WCUs) deal with support for victims and witnesses. Specific procedures have been set up with No Witness No Justice (The National Victim and Witness Care Programme) to deal with domestic violence cases, ensuring that domestic violence specialists are the primary point of contact for domestic violence victims
- Guidance on Direct Communication with victims is available for all prosecutors
- See Objective 3 for the Code of Practice for Victims and the Prosecutors Pledge.

CPS training for prosecutors and the whole of the service

- The CENTREX/CPS training manual for domestic violence was launched in February 2005 with a target to train all prosecutors and caseworkers by April 2008. The following actions were undertaken in the past year
- All CPS Domestic Violence Coordinators were trained by April 2005 in the programme and by January 2006 all had completed their "Training for Trainers" programme to deliver the training programme on an on-going basis
- All Prosecutors for SDVCs were trained by March 2006
- Domestic violence training for staff was undertaken only in limited areas in 2005-6 to ensure all prosecutors attended the Proactive Prosecutor training first. The majority of staff are to be trained in 2006-2008
- By February 2006, 806 CPS staff were trained (566 prosecutors, 140 caseworkers and 100 administrators)
- Domestic violence training has been delivered to the lawyers seconded to CPS Direct, dealing with out-of-hours charging
- The CENTREX/CPS Training Manual was revised to include updated legislation, policy and good practice. It was produced by March 2006.

OBJECTIVE 7

Pilots **commenced/continued** in 2005/06:

- One component of the Relationship Breakdown Programme is the evaluation of the impact of the 'Gateway forms' introduced on 31st January 2005. The revised application form for child contact, residence, etc, under the Children Act 1989, provides the opportunity for the applicant or respondent to raise

concerns about domestic violence at the earliest possible stage of the process.

- Researchers have been identified to carry out an exercise at two venues on how the current legislative provisions deal with domestic violence – that is prior the DVCV Act. It is intended that Croydon will be one venue in order to compare how domestic violence is dealt with in an 'innovative' court environment and, in due course, within an integrated system, before and after implementation of the provisions of the DVCV Act 2004.
- ACPO Police/Family Protocol: The pilot exercise to test a Police/Family Protocol for the early request of information contained in police records, in advance of an application to the court for a disclosure order.
- Medway County and Magistrates' Courts commenced a one-year pilot, transferring Part IV Family Law Act 1996 cases from the county court to the Family Proceedings Court on 1 August 2004 to test how effective and efficient it will be to transfer standard, uncomplicated on-notice applications for non-molestation/occupation orders.

ANNEX F: SUMMARY OF PLANNED ACTIVITY FOR 2006/07

Early identification

- Organise a series of regional breakfast seminars to promote Primary Care Trusts engagement
- Roll out further training for health professionals to underpin local delivery
- Roll out training for midwives and ante-natal departments to underpin local delivery
- Ensure the training manual is available to all health professionals
- Roll out the Electronic Patient Records pilot in Cambridgeshire and consider implementation across the country following evaluation and recommendations from the pilot
- Develop updated guidance for General Practitioners on early identification, documentation and information sharing.

Education, children and young people

- Develop and publish a domestic violence manual for people working with children
- Promote cross-agency collaboration by making clear to agencies how multi-agency risk assessment and management procedures relate to Local Safeguarding Children Boards
- Review the inclusion of domestic violence, as it affects children, in the Joint Area Reviews (JARs). Domestic violence affecting children is currently part of the existing framework for JARs
- Liaise with CAFCASS on any changes to the domestic violence policy and tool kit that arise from their Safeguarding Framework consultation
- Provide funding support for Daybreak Family Group Conference (domestic violence project through the Children and Young People Fund) and monitor progress.

Government employee domestic violence policy

Continue to record and collate statistics on number of staff referring to Welfare Services on DV issues across government.

In the coming year the Alliance will:

- Continue to promote the website and encourage more businesses to join
- Hold a national conference planned for all new members in Autumn 2006 with break-out sessions on workplace safety and workplace response
- Commit each new member organisation to participate in one meeting a year and work towards fulfilling the Alliance's Mission and Vision in their own work environment.

Forced Marriage Unit

- Handle forced marriage cases in an increasingly effective and proactive manner, including through the development of partners both in the UK and overseas
- Mainstream forced marriage into wider action in order to combat domestic violence and improve the capacity of professionals to handle forced marriage cases and provide victim-centred services
- Continue to raise awareness, both in the UK and overseas, of the problem of forced marriage and of the help the government can provide.
- Publish a summary of responses to the Forced Marriage Consultation.

Ensuring domestic violence is including in local crime reduction strategies

- Develop regional work plans to promote and manage the work of the specialist domestic violence courts
- Develop a regional work plan which promotes the adoption of a Co-ordinated Community Response (CCR) with local partnerships, especially the Local Criminal Justice Boards (LCJBs) and the Crime and Disorder Reduction Partnerships (CDRPs)
- LGA to produce Local Area Agreement Guidance for Local Authorities
- Promulgate the CCR in all regions and partnerships.

Developing occupational standards for the domestic violence sector

- Publish minimum service standards
- Promote and secure support for minimum standards nationally for the domestic violence sector and its commissioners
- Draft an accredited training programme and develop an agreed training structure in partnership with Women's Aid Federation of England (WAFE)
- Submit agreed structure to selected awarding body
- 7 CAADA run IDVA courses are planned for 2006/07 which will guarantee that that upwards of 120 IDVAs will have been trained by April 2007
- Develop standards for perpetrator programmes outside the criminal justice system with RESPECT
- Develop protocols and standards for working with same-sex perpetrators.

Domestic Violence helplines

- Establish a more secure funding regime for the national helplines, including UKRefugesOnline
- Ensure closer collaboration between all the victim-focused help lines
- Implement service standards for all helpline workers including the perpetrator line RESPECT
- Ensure greater consistency of message and information between the lines
- Develop a better regional dialogue with Government Offices and local partnerships about who is calling the line, as an iterative process.

Accommodation and housing-related support

- Produce guidance for local authorities on homelessness prevention and accommodation options for victims of domestic violence
- Produce joint guidance with LGA for local authorities on how to set up a sanctuary scheme.
- Publish findings of the Supporting People consultation.

Harmful Traditional Practices

- Department of Health to fund production of a training video for health care professionals in conjunction/co-operation with NGOs
- The Consular Directorate of the Foreign and Commonwealth Office is currently drafting guidance which will set out procedures for dealing with credible allegations that Female Genital Mutilation (FGM) may be carried out overseas, including what consular staff at posts overseas must do to protect potential victims, and how to respond to requests for consular assistance from women or girls who have undergone FGM.

Response to Her Majesty's Inspectorate of Courts Administration report on CAFCASS

- Monitor the implementation of the recommendations of the report, and report to ministers on a quarterly basis
- Consider how best to explain the family court system and procedures to applicants and respondents.

Children and Adoption Bill

- The Government will keep a watching brief and be alert to any recommendations or work streams which might arise as a consequence of the passage of the Bill.

Policing and domestic violence

- Continue to roll out Centrex training to all police forces and monitor progress
- A DVEC de-brief conference was held for the practitioners from the campaign on 3rd May. The aim of the conference will be to share ideas and good practice and 'effective practice' will be distributed nationally
- The selection of a third tranche of Tackling Violent Crime Programme areas was made in April 2006. Tranche 3 areas will receive funding to put in place the types of activities that have been proven to work in tranches 1 and 2 to address domestic violence.

National Probation Service Interim Domestic Abuse Policy and Strategy

- Guidance to support the national Policy and Strategy is currently being drawn up and will be issued during the first half of 2006-07. This will cover in more depth the principle and practice aims, which underpin the strategy. It will

- focus in particular on interventions, work with victims, risk and public protection, practice guidance, and monitoring and information gathering
- The local implementation of the National Probation Service (NPS) Interim Domestic Abuse Policy and Strategy will be monitored by the National Probation Directorate (NPD)
 - As the National Offender Management Service (NOMS) develops and expands, the NPS Interim Domestic Abuse Policy and Strategy will be further developed not only to reflect the probation service work around domestic abuse but also to include the work of the prison service
 - For the accredited domestic abuse treatment programmes, the focus will be on consolidating implementation and building increased capacity. For the first time, there will be targets set by NOMS for programme completions. For 2006/07 the target will be 1,200 completions. It will be important to ensure that whilst capacity increases, quality of implementation and delivery remains high. Quality issues remain part of the Quality Assurance Framework to monitor programme implementation. NPD are also embarking on a major evaluation of treatment programme outcomes with international experts in the field acting as consultants.

Publicity campaigns for domestic violence

- Depending on the evaluation of the two campaigns, further work in 2006/07 will be considered.

Crown Prosecution Service

- The CPS intends to drive up performance through improved performance management and implementation of good practice in 2006-2008
- The first data report for the Specialist Domestic Violence Courts (SDVCs) will be produced by CPS in August 2006 and will be on-going on a quarterly basis. Plans are underway for further courts and monitoring systems by April 2007
- All other prosecutors and caseworkers will be trained by 2008. Over 2000 lawyers are still to be trained by 2008. The majority of training is planned for 2006-2008, following the pro-active prosecution training in 2006 and the start of training 566 lawyers, especially those in SDVCs
- The CPS Employee Domestic Violence Policy will be reviewed and, where necessary, the booklet 'I need to know about Employee Domestic Violence' will be revised in the Spring of 2006
- It will be ensured that domestic violence training materials are updated annually and included as part of e-learning by summer 2006
- Audit of 42 CPS Areas' involvement with domestic violence community groups and Durham pilot assessment of the effect of community engagement on domestic violence prosecutions
- Quarterly statistics on all CPS Area domestic violence performance, broken down by gender and ethnicity will be produced , starting with the first quarter (April-June 2006) by August 2006
- A decision will be made on Key Diagnostic Indicator changing to a Statutory Performance Indicator within the Police Performance Assessment Framework by 2006.

Family-Criminal Interface Committee will continue to:

- Assess the effectiveness of the existing legal framework, structures and procedures, including primary and secondary legislation
- Identify legislative, structural, procedural and other changes that may be required to improve the interface between the family and criminal jurisdictions
- Recommend and prioritise necessary changes to be acted on by the Government and the relevant stakeholders
- Identify and promulgate good practice on a consistent national basis for relevant stakeholders, e.g. on joint directions where there are concurrent criminal and family proceedings
- Develop guidance for legal practitioners to improve awareness of the family-criminal interface in both jurisdictions.

Specialist Domestic Violence Court Programme

- Building on the success of the 2005/06 Specialist Domestic Violence Court Programme an expansion of the programme was announced in October 2005. Letters asking for expressions of interest were sent out on March 8th
- Throughout 2006/07 a selection process will be set in train to have the new court areas announced by September 2006
- Support for the provision of an IDVA service for Specialist Domestic Violence Courts
- Funding of training for IDVAs within the Specialist Domestic Violence Court Programme
- The roll out of MARAC training for areas within the Specialist Domestic Violence Court Programme.

A 'Co-ordinated Community Response' to domestic violence

- Exploring and developing the Co-ordinated Community Response model further, was the main focus of the National Conference for Domestic Violence Co-ordinators held on the 28th and 29th March 2006 and will form the basis of regional plans on how to work with partnerships to develop the CCR model that will be rolled out in 2006/07.

Domestic violence and mental health

- Publication of Delphi Expert Consultation Round 1 Report, June 2006
- Service Mapping Report, June 2006
- Domestic Abuse Guidance for Mental Health Professionals, to be published later this year
- National Service Guidelines, April 2007.

Performance Indicators

- Further work on the development of performance indicators for statutory agencies involved in domestic violence including the existing PPAF indicators for the police

- Further work on the development of the CPS performance indicator and consideration of how to solve the associated data collection issues are currently being developed, so data collection for this indicator will be for 2005/06.