

NATIONAL DOMESTIC VIOLENCE DELIVERY PLAN

ANNUAL PROGRESS REPORT

2007/08

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MINISTERIAL FOREWORD

As chair of the Inter-Ministerial Group on domestic and sexual violence I am pleased to introduce the fourth annual progress report and the third reporting on the National Domestic Violence Delivery Plan.

We have continued to make significant progress in our drive to tackle domestic violence and this report outlines the progress that has been made across the workstreams during the last year.

There has been a greater focus on other forms of domestic violence such as “honour”-based violence and forced marriage. There have also been considerable developments, particularly in relation to the expansion of the Specialist Domestic Violence Court programme, Multi-Agency Risk Assessment Conferences and Independent Domestic Violence Advisers. All of these are critical in providing victims with the support and services they require.

In March, ministerial colleagues appeared before the Home Affairs Committee (HAC) to give evidence on the Government’s response to domestic violence, “honour”-based violence, forced marriage and female genital mutilation (FGM). Their report has now been published and recognises the significant progress that the Government has made in relation to the criminal justice response but it also highlights that more needs to be done to develop coherent prevention work.

The publication of the HAC report provided us with an ideal opportunity to review where we are with our Delivery Plan to ensure that we are reaching across all communities to victims and potential victims of domestic violence. We will be considering very carefully what more we could be doing earlier to prevent such crimes occurring in the future. During the year we will be entering into a dialogue with a wide range of stakeholders about how we can challenge the culture and attitudes which allow domestic violence in all its forms to take place.

We have already provided a Government response to the HAC report and we provided an update to the Committee at the end of September.

I would like to thank all of you in this field who make such a significant contribution to the lives of victims and children and make them safer. Only by working together can we continue to make a difference.

Alan Campbell
Parliamentary Under Secretary of State for Crime Reduction
Chair of the Inter-Ministerial Group on Domestic and Sexual Violence

EXECUTIVE SUMMARY

Domestic Violence accounts for 16% of all reported violent incidents. It has more repeat victims than any other crime, with repeat victimisation accounting for 73% of all incidents of domestic violence with over one in four (27%) victims having been victimised three or more times¹.

Early identification and intervention

The health service continues to make significant progress in the early identification of, and intervention with, domestic violence victims. Information for professionals on domestic violence is now included in a number of existing publications in order to integrate awareness of domestic violence issues across a wider audience.

In work on domestic violence and children progress has been made to develop an effective framework to tackle the complex issues associated with children and domestic violence. An analysis of a sample of Local Authority Joint Areas Reviews has indicated that many are addressing the effects of domestic violence on children to ensure there is an appropriate response that helps to keep them safe.

During the year several departments produced or revised domestic violence policies including staff training. This work is closely linked with the continuing development of the Corporate Alliance Against Domestic Violence.

Building capacity within the domestic violence sector

The publication of the Government's Tackling Violence Action Plan supported by the new Public Service Agreements provided a firm foundation for a greater focus on serious violence, including domestic violence, for the next three years. The introduction of indicators specifically on domestic violence will help those who have identified domestic violence as a priority.

The Forced Marriage Unit saw a significant increase in workload and a rise in profile during this year. In 2007 the Unit worked on approximately 400 cases of forced marriage and responded to 5000 enquiries. Two key products include the development of the Survivors Handbook and launch of a Survivor's Helpline. Lord Lester's Private Peers Bill to provide civil remedies for victims of forced marriage received Royal Assent and is due to come into force in the Autumn.

We continued to progress the development of a range of standards to ensure consistency in services for victims and perpetrators and we are expecting that these will be launched during 2009. We have continued to fund a matrix of helplines to try and reach as many people as possible and have been working with them to improve the services they provide.

¹ Source: Kershaw, C., Nicholas, S. and Walker, A. (2008) Crime in England and Wales 2007/08 Home Office Statistical Bulletin <http://www.homeoffice.gov.uk/rds/pdfs08/hosb0708.pdf>

Refuges and other accommodation options have an important role to play in the protection of those at risk from domestic violence and we continued to strengthen accommodation and housing related support. This has included building on the good work of the Sanctuary Programmes, improvement programmes, and funding projects to improve services to black, Asian, minority ethnic and refugee communities.

The HMCS DVD, *You don't have to live in fear*, about the family court process has been recognised with two international awards and has been well received by practitioners.

Improving the criminal justice response

The Specialist Domestic Violence Courts (SDVC) programme continued to expand and reached a total of 98 courts by April 2008. During the year a review of the 23 SDVCs selected in 2005/6 was undertaken and clearly demonstrated that SDVCs have contributed to the improvements in both justice and safety for victims.

The Crown Prosecution Service (CPS) exceeded their target of 70% by April 2008 for successful prosecutions. Training for all prosecutors, designated caseworkers (now associate prosecutors) and caseworkers has now been completed apart from one area. Violence Against Women was prioritised within the CPS as a national strategic theme for 2007-08 and following a consultation a Strategy and Action Plan have been published.

A domestic violence enforcement campaign was run by the police over the Christmas and New Year period with the aim of spreading good practice from previous campaigns. A key piece of work has been the development of a single model to identify risk led by ACPO and CAADA. The model will be tested during 2008.

Supporting victims and managing perpetrators

We are committed to supporting the national roll-out (subject to the results of our evaluation) of Independent Domestic Violence Advisers (IDVAs) and Independent Sexual Violence Advisers (ISVAs) to enable all victims of sexual and domestic violence to access their services. The role of IDVAs is pivotal to the Specialist Domestic Violence Court model and Multi-Agency Risk Assessment Conferences (MARACs). The former was demonstrated in the review of the SDVCs, "Justice with Safety" which found that just under six thousand victim referrals were made to IDVAs and around three-quarters (74%) of clients involved in the court process were supported by IDVAs at court.

We provided £3million to seed-fund IDVAs in the 64 SDVC areas during 2007-08 and new areas in advance of the accreditation of further areas. The Home Office has funded 38 ISVAs during this year and this funding will also

be continued during 2008-9. An independent evaluation of both roles has been commissioned and is due for publication in early 2009.

MARACs have become the cornerstone of our approach to identified high-risk victims of domestic violence. Following the announcement in March 2007 of £1.85m to set up MARACs the Government has now funded over 100. During 2007-08 data was collected from 79 MARACs. This showed that from 1st April 2007- 31st March 2008 almost 12,000 cases were brought to MARACs with nearly 17,000 children affected. The Tackling Violence Action Plan announced national roll-out by 2011.

The National Offender Management Service (NOMS) domestic violence programmes have been fully implemented in all 42 Probation areas since 2006 following the completion of the largest programme implementation project within England and Wales. NOMS has commissioned a programme of research designed to evaluate programmes in the statutory sector. Women Safety work is an integral part of the accredited perpetrator programmes. NOMS continues to support these by investing in local capacity to deliver training and the development of occupational standards.

The Health Relationships Programme is located in seven prison establishments with a total capacity of 90 places per year. Capacity has increased during the year and there are plans to develop further at other potential sites. Work is also ongoing to look at measures and tools used to better identify risk.

Work has started on the development of a NOMS Domestic Abuse strategy which will be launched in early 2009.

INTRODUCTION

This report covers progress made during the financial year 2007-2008 against the following objectives:

1. To increase the early identification of –and intervention with – victims of domestic violence by utilising all points of contact with front-line professionals
2. To build capacity within the domestic violence sector to provide effective advice and support to victims of domestic violence
3. To improve the criminal justice response to domestic violence
4. To support victims through the criminal justice system (CJS) and to manage perpetrators to reduce risk.

To demonstrate the importance the Government gives to addressing domestic violence *Saving Lives. Reducing Harm. Protecting the Public. An Action Plan for Tackling Violence 2008-11* was published in February 2008. Underpinned by the new Public Service Agreements (PSAs) this provides a greater emphasis on serious violence including domestic violence for the next three years. This means not only a priority nationally but also locally.

A key milestone during this period was the expansion of our Specialist Domestic Violence Court (SDVC) programme to 98 courts by April 2008. We also reviewed the programme this year and the outcomes were very encouraging. Critical to achieving both justice and safety however requires a commitment to all components of the programme and we will be reinforcing this message throughout 2008/09. We will also be exploring the future development of the programme in order to reach the target number of 128 SDVCs by 2011 as announced in our Tackling Violence Action Plan.

Developing the SDVC model has provided an excellent opportunity to promulgate a Co-ordinated Community Response model of service delivery which illustrates the inter-dependent relationships at local level between services, agencies and interventions. This has proven to be the most effective way of delivering justice for victims and bringing perpetrators to justice. In early 2009 guidance for this model, which all local partnerships can use regardless of whether they have an SDVC in their area or not, will be on the Home Office Crime Reduction Website (www.crimereduction.homeoffice.gov.uk).

Both Multi-Agency Risk Assessment Conferences (MARACs) and Independent Domestic Violence Advisers (IDVAs) significantly expanded during this year and by the end of March 2008 there were over 100 MARACs and 250 IDVAs supported by Government funding. These continue to be pivotal planks of this plan with the continued investment from Government.

This year has also seen acceleration in our work on other forms of domestic violence, such as “honour”-based violence and forced marriage. We set up a cross-Government Steering Group in Autumn 2007 which has been looking at the existing work of statutory agencies to inform our activity for this year. We

took our deliberations out on the road throughout the Summer and were encouraged by the level of commitment and enthusiasm from audiences willing to enter in to a partnership with Government.

We know that the action plans we have developed on tackling domestic violence, as well as sexual violence, trafficking and prostitution provide the foundation of a more explicit Violence Against Women strategy, based on the fact that the majority of victims are women and the majority of the perpetrators men. We will be exploring this further in the coming year.

OUTCOMES

The outcomes of the National Domestic Violence Delivery Plan are:

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 of reporting for domestic violence, 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 that victims of domestic violence are adequately protected and supported nationwide

Objective 1 – To increase the early identification of, and intervention with, victims of domestic violence by utilising all points of contact with front-line professionals

Rationale

- Victims are often likely to be in contact with statutory health and social welfare services – such as social services, general practitioners, accident and emergency departments, midwifery services, health visitors, etc – before they decide to go to the police.
- Training practitioners in screening for domestic violence and in accessing referral routes and care pathways is essential for early identification and intervention.

Health and social care achievements

In 2007/08 reprinting/funding for *Responding to Domestic violence: A handbook for health professionals* using regional networks in accordance with NHS plans and reforms was completed.

Mental Health trusts are rolling out routine enquiry of domestic abuse following successful pilots collaboration: Working with Survivors of Childhood Sexual Abuse. This project piloted the introduction of explorations by staff from 12 mental health trusts of patients' experience of violence and abuse and the updates will come from the Survivors trust.

Domestic Abuse was absorbed into Children, Families and Social Inclusion Programme and regional leads feed in.

We ensured the inclusion of domestic violence in Early Years Life Check – an online tool for parents with babies aged 5-8 months (NHS). Pilots launched in 23 deprived Sure Start Centres on 7th February 2008.

The final draft of the Violence Abuse Prevention Action Plan (Health) is ready for circulation and then publication in 2008.

An expert group and Royal Colleges agreed a dataset for inclusion in Connecting for Health A&E dataset. Pilots in West Midlands and other areas are occurring.

Domestic Violence is now included as one of the risk factors in the Child Health Promotion Programme Guidance, which was published in March 08 (Core Universal Services from pregnancy to first five years of life).

Department of Health response to health aspects of female genital mutilation, forced marriage and crimes committed in the name of honour

A prevalence study on Female Genital Mutilation (FGM) conducted by Foundation for Women's Health, Research and Development (FORWARD), in collaboration with The London School of Hygiene and Tropical Medicine and The Department of Midwifery, City University was published in October 2007.

We launched new guidelines in collaboration with the Forced Marriage Unit, for health professionals on dealing with cases on forced marriage.

Actions for 2008/09

- Roll-out of an online tool for parents with babies aged 5-8 months (NHS) to 83 areas by the end of 2008
- Family Intervention Projects (FIPs) London seminar to take place in May 2008 where resource manual, including DV, to be launched for consultation. The manual is linking MARAC's/IDVAs and Coordinated Action Against Domestic Abuse (CAADA) training - publication date is set for the end of 2008
- Children and Domestic Violence toolkit to be ready for publication by the end of the year
- Keeping Families in Mind, national conference and launch of findings from the SCIE/NICE Parental Mental Health & Child Welfare Guidelines on parents with mental health problems in a whole family approach in June 2008. Five implementation sites selected June 2008 to implement recommendations by the end of the year
- NHS Choices to produce a video for health professionals on domestic violence, including "Honour"-Based Violence & Forced Marriage (2008)
- Publication of report on developing effective responses to domestic abuse for South Asian women (by end of 2008)
- Mental Health Collaboration pilots ongoing to inform rolling out routine enquiry nationally in mental health settings (2006-2008)
- Update domestic violence sections in Pregnancy book and birth to five book publications

Education, Children and Young People

Children suffer – both directly and indirectly – if they live in households where there is domestic violence. This can have 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 of long-term developmental problems. Furthermore,

they have an increased risk of becoming victims and perpetrators of violence themselves: 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 should 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. Domestic violence continues to be included as one of the factors to consider in the Common Assessment Framework.

An analysis of a sample of Local Authority Joint Area Reviews (JARs) has indicated that many local authorities are addressing the effects of domestic violence on children and have taken steps to ensure that all the relevant agencies work together to provide an appropriate response that helps to keep them safe. Where provision in some local authorities was reported as less than satisfactory, the authorities concerned responded positively in subsequent action plans.

The Department of Children, Schools and Families (DCSF) is represented on a National Advisory Group that has been established by the University of Central Lancashire for their research project, in partnership with the NSPCC, into the response of the police and children's service's to incidents of domestic violence. The project is scheduled to run until July 2009 when it will publish its final report.

DCSF continued to provide financial support for Women's Aid through the Children, Young People and Families (CYPF) Grant scheme in 2007-08.

Actions for 2008/09

- Follow up actions arising from the Home Affairs Select Committee into forced marriage and domestic violence;
 - (i) Writing to schools and local authorities to remind them of their responsibilities in relation to the issue of forced marriage, the materials, support and guidance already available, and the further action being taken
 - (ii) Development, dissemination and promotion of awareness raising materials about forced marriage, aimed at schools and young people
 - (iii) Revision of DCSF statutory guidance for children not receiving suitable education, strengthening the references to forced marriage and ensuring clear cross references to, and consistency with, the revised forced marriage guidance
 - (iv) Research into cases of actual and suspected forced marriage of young

people at school, identifying good practice in preventative work

(v) Honour-Based Violence roadshows (HO in the lead)

(vi) Multi-agency, statutory forced marriage guidance (FMU in the lead)

- Working with colleagues in the Department of Health (DH) on the content of a toolkit for professionals working with children and domestic violence to be published later in 2008 by the Greater London Domestic Violence Project
- Ongoing financial support for Women's Aid through the CYPF Grant scheme in 2008-09
- Exploring how possible proposals by the National Institute of Clinical Excellence (NICE) to develop domestic violence guidance can contribute to preventing/reducing domestic violence in a high proportion of children's social care cases
- Explore possible options for how MARACs might better relate to Local Safeguarding Children's Boards, perhaps through guidance or other actions
- Ongoing financial support for Women's Aid through the CYPF Grant scheme for 2007-08
- Participation in the initial National Advisory Group meeting for the University of Central Lancashire's research project into the response of the police and children's services to domestic violence

Government as an employer

In September 2005 the Inter-Ministerial Group (IMG) for Domestic Violence asked all member Departments to adopt and implement robust domestic violence policies based on Cabinet Office guidance, which would identify and protect staff and if necessary intervene with perpetrators. These policies are monitored by the IMG. In addition many departments have raised awareness of domestic violence by running specific campaigns.

In 2003, the Crown Prosecution Service (CPS) was the first Government Department to produce an Employee Domestic Violence Policy. It was recognised by the IMG as best practice across Government. During 2007 the policy was revised and in July 2007, all CPS Human Resource Advisors were trained on the policy.

In November 2007 the Ministry of Justice (MoJ) produced a Staff Policy covering former Department for Constitutional Affairs (DCA) and Her Majesty's Court Service (HMCS) employees, which was launched on the intranet. The launch was supported by articles in internal MoJ publications. A

MoJ poster and booklet additionally include support available for MoJ staff from the Home Office and the Prison Service who have existing arrangements. MoJ is now working on a similar staff support package for victims of sexual assault.

Other new policies introduced during this year were by CAFCASS and the National Offender Management Service (NOMS). NOMS has worked with the National Negotiating Council for the Probation Service on the development of a model domestic abuse policy for Probation Board employees. This model policy was issued in March 2008.

Action for 2008/09

- Continue to monitor domestic violence policies for Government employees

Corporate Alliance Against Domestic Violence

In September 2005 the Corporate Alliance Against Domestic Violence (CAADV) was launched by the Home Secretary and Baroness Scotland. CAADV is a group of progressive companies and organisations working individually and collectively to address the impact of domestic violence in the workplace. Since its launch over 160 new companies have joined the alliance, which means that over 2 million employees will now be better protected. CAADV has developed a strategy for its continuing work over the next year, including improving workplace safety for domestic violence victims. We are keen to see the Alliance flourish and are working closely with their Board to make sure that they create a sustainable organisation that will protect more victims of domestic violence as well as manage the perpetrators better.

Employees can access information about domestic violence and employers can access online resources (such as workplace policy template, strategic communications toolkit, case studies and information on employee training) www.corporateallianceuk.com

Actions for 2008/09

- Revisit the governance of the CAADV with the corporate members with the aim of re-launching by the end of 2008

Objective 2 – 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 can vary in their effectiveness across the country.
- The development of accredited training for Independent Domestic Violence Advisers (IDVAs) has enabled the introduction of a consistent, independent, professional service for victims at the point of crisis. The service can also perform institutional advocacy to ensure that all agencies are able to provide to victims the most effective service possible. But IDVAs are only one element of the domestic violence sector.
- An agreed set of standards across the spectrum of occupations and services within the domestic violence sector can create consistency in the service that is provided to victims of domestic violence.

Ensure that all local partnerships include Domestic Violence in their local crime and disorder strategy in order to reduce violent crime and address the needs of local communities

In February 2008 the Government published, *Saving lives. Reducing harm. Protecting the public. An Action Plan for Tackling Violence 2008-11*. This is a major step forward as the inclusion of both domestic and sexual violence in this mainstream document indicates that the Government is serious about ensuring that victims are protected and perpetrators punished.

The document is designed to guide local practitioners in their strategic planning and delivery of Government priorities with respect to serious violence over the next three years. Tackling violence is core business for the police and for local Crime and Disorder Reduction Partnerships (CDRPs) and Community Safety Partnerships (CSPs). A significant proportion of mainstream funding delivered through the police grant and local partnership funding should be dedicated to efforts to reduce violent crime and this should be a key part of local strategic planning.

This activity is underpinned by the new Public Service Agreements (PSAs) targets for 2008-11, and in particular those which prioritise action to:

- Make Communities Safer, including through reducing the prevalence of more serious violent offences, and prioritising serious sexual offending and domestic violence; and
- Improve the efficiency and effectiveness of the Criminal Justice System in bringing offences to justice.

All CDRPs/CSPs must take the new PSAs into account when carrying out their local strategic assessments which will provide a clear picture of the local

priorities. The Local Area Agreements (LAA) will be an important mechanism for the delivery of the priorities outlined in the document. Each LAA will include up to 35 improvements targets set against indicators selected from the National Indicator Set (NIS) of 198.

There are two domestic violence related indicators within the NIS. These are:

NI32 – Percentage reduction in repeat victimisation for those domestic violence cases being managed by a MARAC. This is currently a placeholder as MARAC arrangements are in the process of being rolled-out nationally.

NI34 – Number of domestic homicide offences per population

Areas have been encouraged to include these within their Local Area Agreements where they are a priority.

Actions for 2008/09

- Produce guidance on Domestic Violence indicators in advance of 2009/10

Co-ordinated Community Response to Domestic Violence

The Co-ordinated Community Response (CCR) was developed during 2006/07 and was promoted across the Government Regions during 2007/08. The CCR model demonstrates the relationship between agencies and the levels of response needed to tackle domestic violence effectively at a local level. The model is designed to assist CDRPs identify the dynamics of domestic violence and how it plays out in a community and social context. It also identifies the landscape that local partnerships will need to construct in order to successfully intervene and prevent domestic violence cases from escalating to serious injury or homicide.

The CCR model also provides an illustration of the tiers of risk and the need for a co-ordinated inter-play between local agencies – both local and statutory – through risk assessment, the MARAC process and (more importantly) for the sharing of personalised data between agencies. Ultimately the model makes it clear that no one agency can deal effectively and safely with the effects of domestic violence, as the issue requires intensely close working between agencies and a collaboration which (although not always comfortable) can have a profoundly positive effect on the lives and the safety of families.

A draft PowerPoint presentation of the CCR model and a draft narrative can be viewed at the following website www.crimereduction.gov.uk.

Early in 2009 guidance for this model, which all local partnerships can use, will be on the Home Office Crime Reduction Website (www.crimereduction.gov.uk)

Actions for 2008/09

- Develop and launch guidance on the Co-ordinated Community Response model
- Monitor the roll out of the CCR through the Government Offices

The nine Government Office domestic violence lead officials and officials from the Welsh Assembly Government have continued to provide coordination and guidance to local partnerships. They have been instrumental in promoting and developing Government policy throughout the regions and within local partnerships, in particular the Coordinated Community response.

Forced Marriage and “Honour”-Based Violence

The Forced Marriage Unit (FMU) has seen a significant increase in the number of cases it has dealt with in the last year. This is largely a result of the issue of forced marriage receiving much parliamentary and media attention over 2007-2008. In 2007 the unit worked on approximately 400 cases of forced marriage and responded to 5000 enquiries.

Raising awareness of the unit has been a key focus over the past year, and the unit has attended approximately 90 outreach events, ranging from national annual conferences for practitioners to local community led events.

The Unit has also worked with survivors of forced marriage on two new initiatives:

1. In 2007 the Survivors Handbook, a practical guide on how to cope with life after a forced marriage, was developed. Copies of this handbook have been circulated to key stakeholders and are distributed at outreach events.
2. In 2008 the Forced Marriage Unit worked in collaboration with Karma Nirvana (an NGO who works with victims of forced marriage) and launched a survivors network, known as the Honour Network. The network is run by survivors and offers peer counselling on a dedicated helpline. Since its launch in April the helpline has received approximately 500 calls.

A consular conference was held in Dubai in early 2007; consular and visa officials from all countries in Asia and the Middle East were invited. The objectives of the conference were to improve links with all diplomatic posts on handling forced marriage cases and to share best practice.

Following consultation by the FMU and in light of the responses, the Government decided not to criminalise forced marriage, but supported Lord Lester’s Private Peers Bill to provide civil remedies for victims of forced

marriage. The Bill received Royal assent in July 2007 as the Forced Marriage (Civil Protection) Act 2007. The Act will enable the family courts to make Forced Marriage Protection orders to protect victims and potential victims of forced marriage - enabling them to stop forced marriages from occurring. The Act is due to come into force in late Autumn 2008.

In October 2007 the FMU hosted a European Conference on tackling Forced Marriage. The Conference was attended by over 100 participants with attendees from Germany, Holland, Sweden, Norway and Austria.

The UK Border Agency consulted on potential changes to arrangements governing the issue of marriage visas to ensure that those who are at risk of being pressurised into marriage to a partner from overseas are protected. The Government's response to the Marriage Visa Consultations was published on 23 July. The key proposals include increasing the age at which someone can sponsor or be sponsored as a spouse from 18 to 21 and requiring sponsors to register their intention to sponsor a spouse to come to the UK before they leave and if necessary attend a compulsory interview. The FMU has been closely involved with the development of these proposals.

(<http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/consultations/closedconsultations/marriagetopartnersfromoverseas/>)

“Honour”- Based Violence

In November 2007 we established an “Honour”-Based Violence Steering Group, led by the Home Office, to identify actions and develop a work programme to address honour based violence and also develop a more dedicated approach to respond to the needs of Black, Asian and minority ethnic victims.

After mapping current activity across Government departments and Criminal Justice Systems agencies, the Steering Group agreed to use this information to form the basis of an action plan. Our first action was to plan a series of awareness raising regional road-shows in selected areas during the Summer of 2008.

Actions for 2008/2009

- To hold a series of regional “Honour”-Based Violence Roadshows
- To launch new strategic plan
- To develop a fact sheet for MPs
- To issue a consultation on FMU guidelines on statutory footing
- To increase community engagement

- Develop partnerships with DCSF and develop materials for schools
- Develop training DVD for police
- Implementation of the Forced Marriage (Civil Protection) Act 2007
- Monitoring usage of the Act: For example number of cases; type of applicant, outcome of the case, number of orders breached etc.

Development of National Service Standards for the Domestic Violence Sector

The development of national service standards is an ongoing piece of work which has made some progress throughout this year. We commissioned Women's Aid to work with the sexual violence sector in order to produce service standards for both domestic and sexual violence and these are currently being developed and discussed within the sector. We are hoping that the standards will have a dual function; firstly to help local services to undertake a self assessment against an agreed national standard; secondly to inform local planners and commissioners about what services they should be buying in order to support victims effectively and to start a process of regulating prices.

Related work on the standards has already begun. For instance, this year the Coordinated Action Against Domestic Abuse (CAADA) has been developing national service standards for Independent Domestic Violence Advisers (IDVAs) which covers service provision, human resources, multi-agency work and governance and finance. The draft standards are being piloted in five projects across the country.

Occupational Standards

Linked to the work on service standards is the project being developed by the Sector Skills Councils (SSC) on occupational standards for the domestic and sexual violence sectors. This is core business for the skills sector councils which focus on the competencies that individual workers require to enable them to do their particular job when presented with a domestic violence victim or perpetrator. These competencies are determined by the professions of individuals and are often overlaid with specialist knowledge. In some cases new competencies are identified which workers need to do their particular job. The SSC draft these in collaboration with the sector and training courses are devised accordingly.

The project is undergoing a mapping stage and will be reporting progress in by the end of the year.

Actions for 2008/09

- Aiming for final draft of National Standards by the end of 2008

- Outcomes of pilots to inform development of accreditation programme with a launch of IDVA National Standards planned for 2009
- Monitoring progress on development of Occupational Standards

Developing national standards for perpetrator programmes outside the CJS

The Home Office contributed to the funding of the Respect standards for those services who offer perpetrator programmes for perpetrators of domestic violence who are not part of the criminal justice system. The draft standards were piloted and road tested with key projects in different parts of the country and was enthusiastically received and endorsed. This is a major step forward in a much wider strategy to imbed more rigorous standards and professionalism into the domestic violence sector. CAFCASS worked with Respect to ensure the accreditation and national standards reflected issues from the family justice system rather than just criminal justice. The programme will be rolled out over the next few years.

National Domestic Violence Help lines

The Government continues to provide funds to a matrix of national helplines which are vitally important in providing a direct access to the public who may be experiencing problems related to domestic violence. As the vast majority of victims are women the largest of the help lines, the **National Domestic Violence Helpline**, run in partnership between Women's Aid and Refuge, is targeted at women. The service has gone through a radical restructuring over the past two years and has now emerged more effective and efficient in their call handling.

However, meeting the demand within a limited budget is always challenging, which means that the service is constantly under review and looking for ways to respond more imaginatively. The website has been widely promoted as an alternative form of contact but the challenge remains to answer the phone every time it rings in order to offer a lifeline to every victim.

Although the vast majority of victims of domestic violence are women there is recognition that there are also male victims of domestic violence and a service, **the Men's Advice Line** was established to respond to such calls. Last year this service moved under the umbrella of Respect to give it greater stability and clearer governance. This has been a successful arrangement and provided a stronger and more effective service. There is a need to look at how this work might relate to other similar services trying to reach similar groups of men across different government departments. This is currently being explored with the Department of Health and associated agencies such as NHS Direct, Mental Health Help lines, Substance Misuse directorate and

Sexual Health Units and a more considered report outlining a way forward will be ready later in the year.

Broken Rainbow, a service for those within the lesbian, gay, bisexual and transgender community, has undergone a radical overhaul within the last year closing down its operation service in order to re-organise the service. The phone line has now grafted its operation onto **Gay Switchboard** which has provided robust management and co-ordinated telephony thus securing the service for future years.

In relation to non-convicted perpetrators, the Government has also funded the **Respect** phone line for perpetrators which offers advice to those seeking help. Whilst the case has been successfully made for interventions with convicted perpetrators there is a need to consider the behaviour of perpetrators in the community who have yet to be convicted of violent behaviour but want to address their behaviour. To this end we have continued to fund the Respect phone line to encourage perpetrators to seek help to stop their behaviour.

The Men's Coalition

In December 2007 Vernon Coaker launched the Men's Coalition which is a group of responsible organisations who recognise the issue of gender in public policy especially when dealing with gender sensitive issues such as domestic and sexual violence. The Coalition has been commissioned to write a position paper which they hope to publish by the end of 2008. The work of the Men's Coalition needs to be viewed alongside the work of the Gender Equality Office and the Women's National Commission as an important body that can contribute to wider public policy debates.

Action for 2008/9

- Continue to support and rationalise these projects so that we can maintain a variety of interventions all along the domestic violence continuum.

Accommodation & Housing-Related Support

The dynamics of domestic violence mean that accommodation can play an important 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.

Our early approach to homelessness prevention looked at the main causes of homelessness; domestic violence was one of these. Our subsequent work set about tackling this issue. We strengthened the homelessness legislation in England in 2002 by extending priority need for accommodation to people vulnerable because they fled their home because of violence. It now provides

one of the strongest safety nets in the world for families with children and vulnerable people who become homeless through no fault of their own.

We found that there was a lack of refuge provision and together with the housing corporation invested £34m (2003/06) to provide 511 new and refurbished units. The Housing Corporation continues this work announcing another £6m capital funding for 113 new units in March 2008.

We found that some refuge provision was poor quality and therefore unable to provide the standards of support a survivor deserves. We established the Hostels Capital Improvement Programme which allocated over **£4m** to build six new and refurbished refuges.

We realised that the victims needed access to advice support that is why we invested £1.4m and levered in £1m of funding from Comic Relief to establish the national 24 hour free phone domestic violence helpline. This provides an invaluable lifeline for victims of domestic abuse. We continue to fund UKRefugesonline (UKROL) a UK wide database of domestic violence services that supports the helpline. Indeed we have even moved to three year funding for UKROL (£400k – 2008-2011) to offer then greater stability and the ability to plan and improve their service delivery. Our Supporting People programme further enhances the support element with £61.6m spent in 2006-07 (latest available figures) to deliver 613 domestic violence services helping 8,660 households.

Our research identified gaps in our understanding around homelessness and black, Asian, minority ethnic and refugee (BAMER) communities. To bridge this gap we funded 23 projects designed to cater for the diverse needs of the different communities, to improve our understanding and generate good practice, a number of which focused on domestic violence. The aim was for these projects to become embedded in the mainstream and for the funding to be picked up by local authorities. Progress has been good and £250k transitional funding has been provided for voluntary sector led projects for 2008/09 that have been unable to secure continuation funding from other sources.

With Sanctuary Schemes we built on the good work already in place developed by innovators like Harrow and Barnet. Developed in collaboration with the Local Government Association and consulted on widely the Sanctuary Scheme guidance set out what an effective scheme should look like and change the behaviour of those who thought a simple change of locks was sufficient. Homelessness prevention data collected regularly from local authorities has shown a growing number of schemes across the country – 171 at last count. Although the schemes report high levels of satisfaction amongst recipient we feel it is now time for independent research to verify this. We will commission research in the next departmental research round in September 2008.

In 2002, the Government strengthened the homelessness safety net in England by extending the priority need categories (that is, those categories of

housing applicant who must be secured accommodation if they have become homeless through no fault of their own). The additional categories include people who are vulnerable as a result of fleeing accommodation because of violence or threats of violence likely to be carried out. We continued to provide a safety net for those at risk or experiencing homelessness as a result of violence (including domestic) – In 2007/08, 2140 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 (3% of total acceptances).

Actions for 2008/09

- To provide £150,000 (2008-09) to support UKRefugesOnline
- To commission the following research studies:
 - A study on accommodation and support provision for households at risk of domestic violence - this will identify the current housing options available to households at risk of domestic violence, and to assess whether this provision meets current need
 - Research on the effectiveness of schemes to enable households at risk of domestic violence to remain in their own homes -the aim of this project will be to evaluate the effectiveness of schemes that enable households at risk of domestic violence to remain in their own homes.

No recourse to public funds

In March 2008 we announced a new scheme which will provide support to victims of domestic violence who are successful in applying for indefinite leave to remain. The proposals under the scheme will strengthen the way in which domestic violence cases are considered, enabling those victims who are vulnerable to access additional support. We will be working on the detail of the scheme and an announcement on implementation will be made by the end of 2008.

Action for 2008/09

- To develop and launch a scheme which will provide support to victims of domestic violence who are successful in applying for indefinite leave to remain

Family Courts

Part IV of the Family Law Act 1996 provides single and unified domestic violence remedies in the magistrates' courts and the county courts. Two types of order can be granted:

- a non-molestation order, which can either prohibit particular behaviour or general molestation;
- an occupation order, which can define or regulate rights of occupation of the home.

A range of people can apply to the court: spouses, cohabitants, ex-cohabitants, those who live or have lived in the same household (other than by reason of one of them being the other's employee, tenant, lodger or boarder), certain relatives (e.g. parents, grandparents, in-laws, brothers, sisters), and those who have agreed to marry one another.

The number of applications to the county courts for domestic violence remedies decreased by 7% in 2007 compared with 2006. Compared with 2003 they have fallen by 19% but still make around 27,000 orders each year.

It would appear that more victims are choosing to report incidents to the police to take the criminal court route. See page 29 'Evaluating the Domestic Violence, Crime and Victims Act 2004.

Family courts continue to provide a valuable service as linked orders can be made by a single court e.g. child residence and contact applications following the breakdown of the parents relationship.

Last year the Government reported on the production of a DVD about the family court process. *You don't have to live in fear* aims to minimise the concerns that victims may have when making an application for a civil injunction. It also aims to raise awareness among service providers and practitioners of the impact of domestic violence on an applicant and awareness of the practical problems that applicants face when seeking help. The DVD was launched in April 2007 and inserted into the existing Home Office leaflet of the same name. At the same time the revised HMCS publication *Domestic Violence: A Guide to Civil Remedies and Criminal Sanctions* was published.

Feedback on both the DVD and the Guide continues to be positive. Over a third of those who completed and returned feedback cards for the DVD said that viewing the film had given them confidence to go to court and a similar number indicated it could possibly influence their decision.

On 4 April 2008 the DVD won the Bronze award for film, video and DVD (public relations) at the 2008 International Visual Communications Association (IVCA) awards and two Gold Camera Gold Awards at the US International Film and Video Festival in Los Angeles in June 2008.

Demand for the domestic violence Guide continues and feedback includes very positive responses from practitioners who have reported how it allows them to advise their clients of all the remedies available to them. In order to build on the mapping exercise of special facilities available in the family courts, HMCS distributed a poster for courts to display with information about who to contact if applicants are worried about intimidation while they are at

court. A recognition survey is currently underway to gauge the impact of the posters among practitioners and other court users. Court users are being asked to feedback on whether or not they have seen the poster in their local court and on how successful or otherwise they have been in securing special facilities in the family courts.

A training and awareness programme was devised for court staff to tie in with training to prepare for the implementation (in July 2007) of Sections, 1, 4 and 12 of the Domestic Violence, Crime and Victims Act 2004. Guidance leaflet FL700 'How can it help me – Part 4 of the Family Law Act 1996' has been updated to take into account the provisions of the Act along with other changes such as court fees.

CAFCASS / HMCS undertook to producing further information for service users (in either leaflet or poster format), building on the DVD for injunction applications.

Domestic violence training for all CAFCASS staff is ongoing and approximately two thirds the way through this full programme. Training is being supplemented with specific, tailored events for individual teams on request.

A new safeguarding framework for CAFCASS, incorporating the domestic violence standards and toolkit was implemented in April 2007. An Audit will be carried out during summer / autumn 2008.

A joint protocol for information-disclosure in private law cases was agreed with ACPO and Cafcas Cymru in November 2007.

Actions for 2008/09

- Publish report on recognition survey
- Continue to monitor impact of DVD and Domestic Violence Guide
- Distribute revised leaflet FL700
- CAFCASS Communications to consider further information leaflets
- Complete the CAFCASS training programme
- Carry out an audit of the safeguarding framework

The impact of the 'Gateway form'

Revised forms for child contact and residence applications were introduced in 2005 to give applicants and respondents an early opportunity to raise issues of 'harm' for the court to consider.

The evaluation of children's proceedings (domestic violence factors in residence and contact cases) was published on 11 December 2007 [MoJ (17/07)]. Consideration of the key findings of the report took place in early 2008 and it was decided that the form needed to be simplified. The revised form has been consulted on. Proposed changes to the forms are being considered to improve the effectiveness of the system.

Legal Aid

The Government is aware of the general concern regarding access to public funding (legal aid) for domestic violence cases.

There has been no change in policy on granting certificates for applications for non-molestation and occupation orders. The only change made has been to financial eligibility so that the usual income and capital cap are now waived in cases of domestic violence. This should mean that more people are now eligible. In most cases, solicitors will use their devolved power to grant funding themselves in domestic violence cases. The numbers of applications refused in this category remains very low.

The Family-Criminal Interface Committee

The Family-Criminal Interface Committee was established to take an ad-hoc 'overview role' in co-ordinating 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. It will do this in a number of ways, as and when required, by:

- assessing the effectiveness of the existing legal framework, structures and procedures, including primary and secondary legislation;
- identifying legislative, structural, procedural and other changes that may be required to improve the interface between the family and criminal jurisdictions;
- recommending and prioritising changes to be acted on by the Government and the relevant stakeholders;
- identifying and promoting good practice on a consistent national basis for relevant stakeholders, for example on joint directions where there are concurrent criminal and family proceedings; and
- circulating guidance for legal practitioners to improve awareness of the family-criminal interface in both jurisdictions.

Practitioner Guidance on the family-criminal interface was launched November 2007 to improve awareness of the family-criminal interface
<http://www.family-justice-council.org.uk/docs/RelatedFamCrimPro.pdf>.

Actions for 2008/09

- To consider the findings of the research into the impact of the Domestic Violence, Crime and Victims Act 2004
- To consider the operational practicalities of the criminal-family interface when dealing with (criminal) breaches of non-molestation orders (section 1 of the DVCA Act 2004)

Objective 3 – To improve the criminal justice response to domestic violence

Rationale

- A co-ordinated response to the incidence of reported domestic violence by the criminal justice system and other partners can have a major impact on achieving protection for victims and on bringing perpetrators to justice.

Specialist Domestic Violence Court (SDVC) Programme

The SDVC Programme has been the centrepiece of the National Domestic Violence Delivery Plan and contains 12 core components – including Multi-Agency Risk Assessment Conferences (MARACs) and Independent Domestic Violence Advisers (IDVAs) – that have all contributed to the positive outcomes that have been achieved.

The programme has developed from the first 25 SDVCs selected in 2005/06, to a total of 98 accredited SDVCs, operational from April 2008.

A national conference was held in October 2007 providing an opportunity for representatives from all SDVC agencies to exchange best practice and discuss the development of SDVCs.

In summer 2007 the National Steering Group undertook a review of the progress of those SDVCs selected in 2005/06. “Justice with Safety” was published in March 2008, and clearly demonstrated that SDVCs have contributed to improvements in both justice and safety for domestic violence victims.

- Ten of those achieved a successful prosecution rate of over 70 per cent, with one reaching over 80 per cent
- This was generally better than the non-SDVCs within their wider CPS Areas
- The ten SDVCs with over 70% successful outcomes also had the least cases discontinued and were among the least with no evidence being offered at trial
- Just under six thousand victim referrals were made to Independent Domestic Violence Advisers - an average of 269 referrals per IDVA service

- Around three-quarters (74 percent) of clients involved in the court process were supported by IDVAs at court
- The number of cases that went to MARACs is equivalent to 84% of the number of VHR clients referred to the IDVA projects, indicating the attention given to victim safety.

The Review indicated that all the key components of an SDVC were needed to ensure success in both convictions and victim support/safety.

Following this report the National Resource Manual for SDVCs, the guide for practitioners setting up an SDVC, was updated.

These publications can be found at:

www.crimereduction.homeoffice.gov.uk/dv/dv018.htm

www.cps.gov.uk/publications/equality/index.html (scroll down to end of page for document).

www.crimereduction.homeoffice.gov.uk/domesticviolence/domesticviolence59.htm

After this latest selection round, the next step for the national SDVC Programme is to consider the future plans, in order to maintain and further develop the existing SDVCs and to continue to expand in number.

The SDVC Programme has enabled the development of a network of IDVAs within the SDVC areas.

Ministry of Justice provided funding for IDVAs in 2007-08 (£3m) and have an ongoing commitment to future funding to 2010.

Actions for 2008/09

- Making a further selection of SDVCs in October 2008
- Carrying out development work with the 98 accredited SDVCs
- Making future plans for further selection and development of SDVCs in 2008/09 and beyond

Integrated Domestic Violence Court Pilot - Croydon

Croydon implemented a Specialist DV Court in January 2004 and early on had ambitions to develop this into an integrated approach that would deal with criminal and civil-family domestic violence issues in one environment.

Following a lengthy period of planning and negotiation, the pilot was formally commenced in October 2006. An evaluation was carried out of the first year

under the remit of the project to assess the impact of the Domestic Violence, Crime and Victims Act 2004.

Disappointingly there have been very few overlapping cases for the IDVC to deal with. A view will be taken on the future of the IDVC following consideration of the evaluation report.

Action for 2008/09

- To review the research covering the IDVC and consider options

Crown Prosecution Service

Guidance on Domestic Violence, Crime and Victims Act 2004

The Domestic Violence, Crime and Victims Act (DVCVA 2004) received Royal Assent in November 2004 and contained important new provisions in relation to the prosecution of cases of domestic violence.

The CPS worked with ACPO and the Ministry of Justice to develop guidance for prosecutors and caseworkers on sections 1 and 4 of the 2004 Act. This guidance was issued to prosecutors and caseworkers before the provisions came into force in July 2007.

Performance management

The number of recorded domestic violence prosecutions from April 2007 to March 2008 had increased by 11% from the same period in 2006-07 (from 57,361 to 63,819 cases). Successful prosecutions increased from 65.2% in 2006-07 to 70.7% in the final quarter of 2007-08, exceeding the April 2008 target of 70%. Since 2006-07, unsuccessful outcomes in domestic violence cases have fallen significantly, alongside a reduction in cases that have been discontinued by the CPS, falling from 27.9% in 2006-07 to 22.9% by April 2008 and those in which a bindover has been used, falling from 9.6% in 2006-07 to 5.3% by April 2008.

A new target has been set for 72% successful prosecutions by the end of March 2009. The CPS intends to continue to drive up performance through improved performance management and implementation of good practice in 2008-09.

Specialist domestic violence court data analysis

During 2007-08, the National Specialist Domestic Violence Court (SDVC) Programme reviewed and evaluated the performance of the first 25 SDVCs. A report – *Justice with Safety* – was published in March 2008 on this review. This led to the revision of the National SDVC Resource Manual, which was announced in April 2008.

Training

The DPP announced in 2005 that all prosecutors, designated caseworkers (now 'associate prosecutors') and caseworkers would receive training on domestic violence. The training programme has now been completed, apart from a few 'mop-up' sessions and an extension for one Area until September 2008.

A full evaluation of the three year national domestic violence training programme is currently being conducted and is likely to be completed by December 2008.

The CPS is developing a Proactive Prosecutor Programme style case-based training programme, which will be completed by July 2008, for use with new staff. We also plan to update the pre-existing Police/CPS training materials on domestic violence, in CD and e-learning version, and will be working with the National Policing Improvement Agency to do so this year. This will be used for annually updating trained staff.

A pilot was undertaken with the Bar in spring 2007 to see whether the CPS e-learning domestic violence training programme would be useful to barristers. The results were positive. The CPS is keen to make the online domestic violence training more widely available, and is in the process of trying to resolve the administrative and financial issues associated with this.

Pilot on forced marriage and so-called honour crimes

In 2007-08, the CPS ran a pilot in Lancashire, London, West Midlands and West Yorkshire, to identify and monitor forced marriage and so-called honour crimes cases for the first time. Specialist prosecutors, who were specifically selected, trained and given guidance, led on the prosecution of these cases in their Areas. The specialist prosecutors also provided advice about these cases and shared best practice with their colleagues.

The project aimed to:

- identify the number and pattern of forced marriage and so-called honour crime cases;
- identify any issues facing prosecutors in accurately identifying, managing and prosecuting such cases; and
- inform the development of any national guidance or training for prosecutors.

By improving the data it holds and providing a more informed and specialist response to forced marriage and so-called honour crime cases, the CPS aims to work with partner agencies in the long term to reduce the risk to victims and to increase support to them.

The pilot concluded at the end of March 2008. A research report on the pilot will be published by the end of the year.

Domestic violence Good Practice Guidance review

Good Practice Guidance was developed from the CPS Domestic Violence Project.

Areas have been assessed annually on its implementation. Individual letters were sent to each Area Domestic Violence Coordinator, Business Manager and Chief Crown Prosecutor in January 2008 outlining their local progress and recommendations for 2008-09, along with a national summary of findings.

Review of domestic violence equality and diversity issues

A CPS Domestic Violence Equality and Diversity Review was carried out in July 2007, which included an analysis of domestic violence data by gender and ethnicity. Focus groups involving a range of communities are planned for 2008 to address equality and diversity issues and identify any changes needed to CPS policy, guidance and training.

Violence against Women Strategy and Action Plans

In December 2006 the CPS launched its Single Equality Scheme, which included plans for a Violence against Women (VAW) Strategy and Action Plans by March 2008.

Violence against Women (VAW) was prioritised within the CPS national six strategic themes for 2007-08.

The CPS has developed a VAW Strategy and Action Plans, which links and co-ordinates all aspects of violence against women work. The strategy provides a framework which will enable work on domestic violence; forced marriage; honour-based violence; rape and sexual offences; female genital mutilation; child abuse; prostitution; crimes against older people; human trafficking, and staff harassment to be dealt with in the most effective manner.

The VAW Strategy and Action Plans, along with an Equality and Diversity Impact Assessment (EDIA), were released for public consultation at the beginning of November 2007. The revised Strategy, Action Plans and EDIA were published in April 2008, alongside a report on the consultation. A new Violence against Women Indicator has been set up to review performance of prosecutions across rape, domestic violence and sexual offences.

Actions for 2008/09

- CPS domestic violence data will be evaluated in relation to the target of 72% successful prosecutions. A Violence against Women Report, with CPS data on a range of VAW crimes including domestic violence and rape data from 2007-08, will be published by the end of 2008.

- On-going CPS data analysis of SDVCs on a quarterly basis will be coordinated by the CPS. The SDVC team is currently considering how the programme should be taken forward in the longer term.
- The CPS Policy and Guidance on Prosecuting Cases of Domestic Violence will be revised, in consultation with the public.
- Joint Police/CPS training on domestic violence will be revised (in liaison with the National Policing Improvement Agency).
- CPS Strategic Performance Advisers will review Area community engagement and support for victims. This will replace the annual Good Practice Guidance Review, and will cover issues such as CPS links with Independent Domestic Violence Advisers and specialist support services.
- The VAW Strategy will be implemented in accordance with the overall national action plan. The key actions for 2008-09 include:
 - performance management through VAW Indicator;
 - development of VAW Area coordinators;
 - development of VAW guidance;
 - support for victims of a range of VAW crimes;
 - development of systems to monitor the support, safety and satisfaction of VAW victims;
 - development of systems to monitor stakeholder satisfaction; and
 - addressing the needs and monitoring support for VAW victims from diverse communities.
- A report will be published on the forced marriage and so-called honour crimes pilots by the end of the year. This will inform decisions as to future flagging, guidance and training.

Police

Risk Assessment

During this year ACPO has been working with the Home Office and CAADA to develop a single model to identify risk factors. The DASH Model (Domestic Abuse, Stalking and Harassment and Honour Based Violence) is a Risk Identification Checklist, but by answering the questions and by using professional judgement an assessment of the risk can be made and therefore better managed. The models developed will be piloted during 2008.

Domestic Violence Enforcement Campaign DVEC (3)

Building on the success of previous campaigns a domestic violence enforcement campaign was run to coincide with the statistically high proportion of offences which occur over the Christmas & New Year period.

The campaign ran in 50 BCUs across the country with the involvement of 41 Police Forces. This campaign was aimed at spreading the learning nationally from the previous campaigns which had focussed on Tackling Violent Crime Programme areas with SDVCs. It also encouraged Forces to utilise the lessons learnt from previous campaigns published in the Home Office 'Domestic Violence Lessons Learned Guidance Document' <http://www.crimereduction.homeoffice.gov.uk/tvcp/tvcp05dveclessonslearnt.pdf>. Examples of these included tactics such as an intelligence led response to domestic abuse by the creation of specific domestic abuse problem profiles and thorough investigations using a wide variety of evidential opportunities such as using digital cameras at scenes and '999' tapes transcripts. The campaign led to an increase in arrests for domestic violence offences and encouraged positive action against perpetrators. The campaign also monitored assessed levels of future risks to victims and their families against the action taken by police. Results indicate that where higher levels of risk were identified these led to higher proportions of arrests and offenders brought to justice. These outcomes represent continuing improvement, however there is still more work to be done.

Body Worn Video Devices (Head Cams)

The use of body worn video continues to be a key asset in securing evidence in domestic abuse cases. Following the positive outcomes identified through the Home Office funded evaluation of the Devon & Cornwall pilot project, £3m in Government grants has been provided to 37 police forces to assist with the equipment & back office support to roll this project out nationally. In July 2007 the Home Office Police and Crime Standards Directorate (PCSD) published guidance for the police use of body worn video devices (<http://police.homeoffice.gov.uk/publications/operational-policing/guidance-body-worn-devices>)

Local Operational Reviews

In response to the new PSAs and building upon the learning and success of Partnership Support Programmes, PCSD have extended their menu of options to deliver support through Local Operational Reviews (LOR). These reviews provide a more targeted and focussed review of particular strands of the PSAs including domestic violence and will provide practical, strategic & tactical responses to support performance improvement in line with the Coordinated Community Response model. The domestic violence LOR process will be tested during 2008.

Tackling Violent Crime Programme

In 2007/08 £1.2m was allocated to 58 CDRPs in England & Wales selected as part of the Tackling Violent Crime Programme. The programme was aimed at reducing alcohol related violence and specifically domestic violence. A variety of local projects benefited from this funding. Examples of domestic violence projects were taxi services for victims to enable them to make statements,

Sanctuary Schemes and projects to enable photographing injuries in domestic violence cases.

Support for Domestic Abuse Initiatives

The Home Office has provided funding through the National Police and Partnerships Improvement Fund (NPPIF) to Government Offices in support of a variety of projects such as: enhancement of South Nottinghamshire Police response to domestic violence and Hate Crime; enhanced investigation of domestic abuse in the South East by offering victims a premium service in terms of police response & support aiming to reduce victim withdrawal from the criminal justice process; development of Sexual Assault Referral Centres (SARCs) in the North West and Yorkshire and Humberside.

Police and Partnerships Standards Unit (PPSU) are supporting the following initiatives aimed at raising awareness of domestic abuse, encouraging victims to come forward & promoting positive action against perpetrators

- Domestic Abuse Pub Watch Project – This project seeks to link pub watch banning orders to perpetrators of domestic abuse offences particularly those that offend at or near licensed premises, in cases where it is shown that part of the behaviour that leads to the assault involves the perpetrator visiting a licensed premises the case is referred to the Pub Watch group to seek a banning order. These can last from 3 months to 2 years. The pilot project has 4 banning orders in place and is currently being evaluated
- ‘Leaving’ - A film drama aimed at bringing about change by creating a powerful emotional connection between the lives of the characters in the film and the people who watch it. This project has been led by Wiltshire Police and part funded by the PPSU
- Channel 5 Advertising campaign – This project has been led by Warwickshire Police, part funded by PPSU & seeks to create short awareness adverts which it is intended will be shown as ‘fillers’ on Channel 5 television as part of their social responsibility commitment aimed at raising the profile of domestic abuse and encouraging victims to come forward

Actions for 2008/09

- Piloting and evaluating the DASH tool
- NPIA to revisit the Police Domestic Abuse Training
- Working with CAADA and the NPIA to explore MARAC training for police
- Testing the Domestic Violence LOR process

Legislative framework for domestic violence

The Domestic Violence, Crime and Victims Act 2004 introduced a number of new powers (and amendments to existing ones) to strengthen the victim's case when brought to the attention of the criminal justice system.

On 1 July 2007, the Ministry implemented section 1 (breach of a family court non-molestation order a criminal offence), and section 4 (couples who have never cohabited or been married eligible for non-molestation and occupation orders). Section 3 which amended the Family Law Act 1996 definition of 'cohabitant' to make it explicit that same-sex couples can apply for non-molestation orders as an 'associated person' was implemented on 5th December 2005 with the Civil Partnership Act.

We are aware that the remaining provisions have been a long time coming and we have continued to work across Government Departments to identify solutions to ensure that the two remaining sections are implemented.

We are aiming to implement Section 9 by the end of 2008 which will place the establishment and conduct of Domestic Homicide Reviews on a statutory footing. We have been working with the Department of Communities and Local Government and the Local Government Association to agree a template to cover the new burdens associated with the implementation of this section. Work to finalise the accompanying guidance is also being taken forward in partnership with key stakeholders. Further announcements about the implementation of this section will be made by the end of the year.

Discussions continue across Government in relation to the implementation of S12 which will enable courts to impose Restraining Orders on those convicted of any offence, and also on those who are acquitted for any offence. The widening of the criteria for issuing Restraining Orders would make them available in a much wider range of cases, therefore creating resource pressures. Work to re-look at the resource impact assessment modelling has been undertaken and we will continue to work across Government to resolve these issues.

Actions for 2008/09

- Implement section 9 by the end of 2008
- Work across Government to agree a timetable for implementation of section 12

Evaluating the Domestic Violence, Crime and Victims Act 2004

Researchers have evaluated and compared how domestic violence cases are handled at two magistrates' courts: Croydon and South Tyneside. A comparison was made of how a non-specialist court and an innovative court

deal with domestic violence – both prior to and post-implementation of the Domestic Violence, Crime and Victims Act 2004.

The evaluation period was extended to facilitate the post-implementation part of the study in November 2007 and capture information post implementation of provisions in July 2007. The report was published on 14th August.

A number of concerns have been raised about the possible link between the implementation of making breaches of a non-molestation order a criminal offence, and the drop in applications and orders. The Ministry of Justice is liaising with key stakeholders and will work with the Family-Criminal Interface Committee on this issue.

In 2004 when the Government passed the Domestic Violence, Crime and Victims Act 2004, family courts made 32,906 protective injunction orders against domestic violence whilst criminal courts dealt with 34,839 cases involving domestic violence. By 2007, family courts made 26,901 protective orders and the criminal courts dealt with 63,819 cases of domestic violence. The most important message is that both jurisdictions of court helped 22,975 more victims in 2007 than we did in 2004. The Ministry is monitoring the situation.

Objective 4 – To support victims through the criminal justice system and to manage perpetrators to reduce risk

Rationale

- Providing specialist support to victims and enabling them to access a range of services can have a profound effect on their feelings of safety and on their engagement with the criminal justice system.
- A multi-agency approach to dealing with victims of domestic violence is crucial to understanding the dynamics and context of individual cases. By sharing information, agencies get a better picture of victims' situations and so develop responses that are better tailored to the needs and goals of individual victims and their children, as well as to the management of the perpetrator.

Independent Domestic Violence Advisers (IDVA) Programme

Independent Domestic Violence Advisers (IDVAs) are trained specialists whose goal is the safety of their victims. Their focus is on providing a service to victims who are at medium to high risk of harm, addressing their safety needs and helping them to manage the risks that they face.

The role of the IDVA is a pivotal component of both the Specialist Domestic Violence Court (SDVC) model and the Multi-Agency Risk Assessment Conference (MARAC).

IDVA involvement with victims of domestic violence has been shown to decrease victimisation, increase notification of children at risk and reduce the number of victims unwilling to support a prosecution. The evaluation report (which was published in June 2005) on the SDVC pilots in Caerphilly and Croydon found that victims were more likely to participate in the criminal justice system if they were assisted by advocates.

During 2007/08, £3 million in funding was allocated to seed-fund IDVAs in the 64 SDVC areas and new areas in advance of the accreditation of further areas.

Funding was also provided to establish Independent Sexual Violence Advisors (ISVAs) in sexual assault referral centres (SARCs) and specialist sexual violence voluntary sector organisations. Delivery of accredited training for IDVAs and ISVAs continues to be delivered by the charity Co-ordinated Action Against Domestic Abuse (CAADA).² In 2007/2008, the Government funded training for 77 IDVAs and 38 ISVAs.

² See www.caada.org.uk for more information

Assessing Independent Domestic Violence Advisers (IDVAs) and Independent Sexual Violence Advisers (ISVAs)

We commissioned an evaluation to assess the role of IDVAs and ISVAs and this is planned for publication in early in 2009. The overall aim of the work is to assess how IDVAs and ISVAs have been implemented in various settings and what impact they have had with regard to providing support to victims of domestic and sexual violence.

Actions for 2008/09

- Allocation of 08/09 funding towards IDVA posts in all 98 SDVC areas
- Commissioning service and expenditure information on 08/09 grants
- To continue to fund the 38 ISVAs (responsibility of the Home Office)
- Publication of the evaluation report on ISVAs and the IDVA
- To continue to contribute to the funding for IDVA training

Multi-Agency Risk Assessment Conferences

Multi-Agency Risk Assessment Conference (MARACs) have become the cornerstone of our approach to identified high risk victims of domestic violence as indicated through the use of risk assessment tools.

Usually led by the police, MARACs are made up of statutory and voluntary representatives, including social services, IDVAs, victim support services, health representatives, housing services, probation services and education services.

By sharing information, agencies get a better picture of victim's situations and so develop responses that are tailored to the needs and goals of individual victims and their children. Safe information-sharing also allows agencies to manage the perpetrator in ways that reduce risk. The MARAC model has been approved by the Information Commissioner.

Members of the MARAC jointly construct and implement a risk management plan that provides professional support to all those at risk and that reduces harm.

During this year the Government has invested £1.85m to set up MARACs in both the 64 SDVC and in non-SDVC areas bringing the total funded during this year to over 100.

In February 2008 the Tackling Violence Action Plan announced that MARACs would be rolled-out nationally by 2011.

Training for MARACs is provided by CAADA who also collect data on their performance. During 2007/08 data was collected from 79 MARACs and from 1 April 2007 – 31st March 2008 almost 12,000 cases had been brought to MARAC with nearly 17,000 children affected.

Actions for 2008/09

- Continuing the national roll-out of MARACs supported by £3.5m funding from the Home Office and monitoring progress
- Working to improve links between MARACs and Multi-Agency Public Protection Arrangements (MAPPA) and Local Safeguarding Children Boards
- Keep under review guidance for practitioners on sharing personal and sensitive data

Accredited domestic abuse perpetrator programmes within the criminal justice system

The National Offender Management Service (NOMS) has commissioned the University of Surrey to work with ten selected probation service areas matching their local implementation of the accredited perpetrator programmes against the programme design. This process study is due to complete in 2008 and will result in a robust design for research into the effectiveness of the programmes. The process study has been necessary due to the complex nature of effectiveness research for domestic abuse interventions, and the need to look further than general reconviction data.

Women safety work (WSW) is an integral part of the accredited perpetrator programmes. Women safety workers make contact with the known victims and new partners of men accepted on to the programme to ensure they have realistic expectations, encourage realistic safety planning, give information about the programme and invite them to contribute to the evaluation of the programme. This important work has been boosted by a second national conference and the investment in local capacity to deliver the training. Work on the development of occupational standards and the full NVQ is ongoing and is due to complete during 2008/09.

Actions for 2008/09

- To improve the quality of current data collection
- To develop 3 pilot projects over 8 probation service areas with the aim of further developing the suite of interventions available in the community for convicted domestic abuse perpetrators.

Prison Service

At present the Healthy Relationships Programme (HRP) is located in seven prison establishments with a total capacity of 90 spaces per year. Capacity has increased during the year by doubling the courses offered at HMP Gartree and by bringing on stream HMP Garth and HMP Blundeston. There are medium and long term plans with other potential sites to ensure that HRP is offered at the right category to meet national need and across the prison areas.

HMPS are developing the Domestic Abuse Risk Needs Analysis (DARNA). The purpose of DARNA is to try and combine a static risk measure and psychological factors to make an accurate and purposeful treatment needs assessment. This tool is based on those psychological traits that published peer reviewed literature indicates are predictive of domestic abuse recidivism. Draft one of the DARNA report is currently in circulation and draft two is in development, looking to streamline the process and update the literature behind the risk items.

The DARNA enables offenders to identify their risk and needs and allows accurate targets to be set for treatment. Progress against these targets can be measured and thus reduction in treatment need can be commented on with recommendations for future intervention or licence conditions targeted at those items that are relevant to recidivism for each individual offender.

In addition, HMPS are looking to increase accuracy in the risk classification of domestically violent offenders in order to be better able to prioritise based on likelihood of reoffending and risk of harm. A review of existing reliable and valid static risk measures used to measure and predict domestic violence and general violence is being undertaken.

Actions for 2008/09

- Review available static risk instruments for comparison trial
- Finalise Draft 2 of the DARNA
- Initiate training for Treatment Needs Analysis across HRP sites
- Develop DARNA training in line with Draft 2

National Probation Service (NPS) Interim Domestic Abuse Policy and Strategy

Towards the end of 2007/08, NOMS undertook a monitoring exercise to see how probation areas had responded to the area strategy framework set out in the NPS Interim Domestic Abuse Policy and Strategy. 38 probation areas responded to the exercise, the results of which are feeding in to the development of a NOMS domestic abuse strategy. Practitioner guidance on

the assessment and management of risk of harm and the use of interventions (issued during 2006/07) was reviewed and a revised version will be placed on the probation service intranet during 2008/09.

Work has started on the development of a NOMS domestic abuse policy and strategy encompassing the work of the probation and prison services with domestic abuse perpetrators and victims. This work will continue during 2008/09 with the aim of launching the strategy in early 2009.

Action for 2008/09

- To develop and publish a NOMS domestic abuse policy and strategy.

Key findings from the *Homicides, Firearm Offences and Intimate Violence 2006/07*. (Supplementary Volume 2 to Crime in England and Wales 2006/07). (2008) Povey, D. (Ed). Coleman, K., Kaiza, P., Hoare, J and Jansson, K. ³ published in January 2008

- 68 per cent of female victims knew their main or only partner at the time of the offence and of these, 65 per cent were killed by their partner, ex-partner or lover. By comparison, 44 per cent of male victims knew the main or only suspect and of these, 11 per cent were killed by their partner, ex-partner or lover
- 83 female victims of homicide committed by partners/ex-partners in 2006/07

Key findings from the Home Office Statistical Bulletin, Crime in England & Wales 2007/08⁴

- Domestic violence accounted for about one in six violent incidents as measured by the British Crime Survey (BCS)
- Domestic Violence was the only category of violence for which the risk for women (0.6%) was significantly higher than for men (0.2%)
- 33% of violent incidents against women were Domestic Violence, compared with 4% of incidents against men
- In 85% of incidents of Domestic Violence the victims were women
- 97% of Domestic Violence incidents were perpetrated by a sole offender
- Since 1995 there has been a 65% fall in Domestic Violence incidents
- 45% of victims of Domestic Violence experienced repeat victimisation
- Repeat victimisation accounts for 73% of all incidents of Domestic Violence with over one in four (27%) victims having been victimised three or more times

³ <http://www.homeoffice.gov.uk/rds/pdfs08/hosb0308.pdf>

⁴ Source: Kershaw, C., Nicholas, S. and Walker, A. (2008) Crime in England and Wales 2007/08 Home Office Statistical Bulletin <http://www.homeoffice.gov.uk/rds/pdfs08/hosb0708.pdf>

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