



Home Office

Ending Violence Against Women and Girls

WHY VIOLENCE AGAINST WOMEN AND GIRLS MATTERS

DOMESTIC VIOLENCE AND ABUSE



1.2 million women a year are the victim of domestic abuse



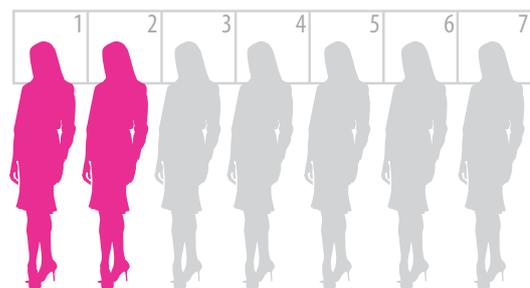
2

out of



3

incidents of domestic violence were experienced by repeat victims



2 Women per week are killed by a partner, ex-partner or lover

RAPE AND SEXUAL VIOLENCE

400,000 women sexually assaulted or raped in the last year



of which **70,000** were raped (including attempts)

STALKING

In the last year, 4% of women experienced stalking*

*One or more incidents



FORCED MARRIAGE

In 2012, the Forced Marriage Unit provided advice or support to 1,500 people, but many more cases are not reported.

1,500 cases of forced marriage

FEMALE GENITAL MUTILATION (FGM)

66,000 women in England and Wales are living with the consequences of FGM

20,000 girls under 15 are potentially at risk of FGM in England and Wales each year

Ending Violence Against Women and Girls

Violence Against Women and Girls is an appalling crime which can ruin or end lives. A true measure of these crimes is not available as victims often suffer in silence and the abuse goes un-reported. It is an issue for every community and area in England and Wales, and it can affect individuals from any background or socio-economic demographic.

This Government's ambition is nothing less than ending all forms of violence against women and girls. We have ring-fenced nearly £40 million of stable funding, up to 2015, for specialist local domestic and sexual violence support services and national helplines. Our national Action Plan is available at: <https://www.gov.uk/government/publications/call-to-end-violence-against-women-and-girls-action-plan>.

The Welsh Government has also published a strategy up to 2016 which is available at <http://wales.gov.uk/topics/housingandcommunity/safety/domesticabuse>.

VAWG is not a problem that can be resolved with national action alone; it needs concerted, joined-up working at a local level. We know that many Police and Crime Commissioners (PCCs) are treating domestic and sexual abuse as a priority. This pack is for PCCs who want to understand these issues better, to galvanise local action to protect and support victims, and prevent further violence.

The Cost of VAWG

As well as taking a terrible toll on victims, their families and wider society, VAWG has a significant cost impact. It is estimated that providing public services to victims of VAWG, and the lost economic output of women affected, costs the UK £36.7bn annually¹ (although this is likely to be an underestimate given under-reporting of these crimes). Effectively tackling VAWG can make considerable savings for the police and other local service providers.

A Strategic Approach

The Government approach to ending VAWG at a national level, which can help to inform local plans, is focussed on four principles:

- **Prevent** violence against women and girls from happening in the first place, by challenging the attitudes and behaviours which foster it, and intervening early to prevent it;
- Provide adequate levels of **support** where violence occurs;
- Work in **partnership** to obtain the best outcomes for victims and their families;
- Take action to **reduce the risk** to women and girls who are victims of these crimes and ensure that **perpetrators are brought to justice**.

Walby, S (2009) The Cost of Domestic Violence Up-date 2009 Lancaster University, www.lancs.ac.uk/fass/doc_library/sociology/Cost_of_domestic_violence_update.doc (original 2004 research is available at http://webarchive.nationalarchives.gov.uk/20060715143031/http://www.policyhub.gov.uk/news_item/domestic_violence_weu.asp) ; Jarvinen, J et. Al (2008) New Philanthropy Capital Hard Knock Life: Violence against women, A guide for donors New Philanthropy Capital, <https://www.thinknpc.org/publications/hard-knock-life/>

When designing services, local partners, and specialist women's service providers can offer valuable insights. Resources and organisations who can help with designing and commissioning services are detailed on page 11 of this guide.

'Violence Against Women and Girls' refers to types of abuse that are predominantly experienced by this group. However, there are also male victims of most of these crimes, who need support and protection.

National Support for Victims

Central Government funding for local specialist domestic and sexual violence services and national helplines has been ring-fenced up to 2015. These services play a critical role, but are complemented by locally funded services, and are match funded in many cases.

An overview of nationally funded local services is provided below. For details of Government funded services in your area see the accompanying spreadsheet. Further information on these services is available at <https://www.gov.uk/government/policies/ending-violence-against-women-and-girls-in-the-uk> Details of the MoJ funding for Rape Crisis are in "GR-B 134/2013: Local commissioning of support services for victims of crime" sent out on 30 May. If you do not have this information, it can be obtained from the APCC Secretariat (apccs.support@apccs.pnn.police.uk) quoting the paper reference number GR-B 134/2013.

Multi-Agency Risk Assessment Conference (MARAC)

The MARAC is a multi-agency meeting that focuses on the safety of high-risk domestic violence and abuse victims. By bringing all agencies involved in a case together to share information, a co-ordinated safety plan can be put together more quickly and effectively. Further information on MARACs is available through Co-ordinated Action Against Domestic Abuse (www.caada.org.uk).

- MARACs have the potential to be cost-effective. CAADA analysis has previously suggested that for every £1 spent on MARACs, there is the potential to save at least £6 of public money annually on direct costs to agencies such as the police and health services. Home Office analysis has suggested that the return on investment to society more generally is likely to be at least as big as this. Recent CAADA estimates based on current levels of MARAC provision and IDVA support are more conservative but still suggest a substantial return on investment with a saving of £2.90 for every £1 spent.²
- MARACs (and IDVAs) have the potential to improve victim safety and reduce re-victimisation and therefore may be a highly cost effective measure³.
- Factors which were seen as supporting effective practice included having: strong partnership links (including a commitment from agencies to tackle domestic violence in general); strong leadership (through the MARAC chair); good co-ordination (through a MARAC co-ordinator)⁴.

2 http://www.caada.org.uk/policy/Saving_lives_saving_money_FINAL_VERSION.pdf, http://www.caada.org.uk/policy/A_Place_of_greater_safety.pdf

3 Home Office analysis of existing research. As the available evidence on MARAC outcomes is relatively weak, a more robust evaluation would be required to strengthen these findings. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/116537/horr55-report.pdf

4 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/116537/horr55-report.pdf

Independent Domestic Violence Advisors (IDVAs)

IDVAs provide dedicated support for victims and their children. Serving as a victim's primary point of contact, IDVAs normally work with their clients from the point of crisis, to assess the level of risk and develop safety plans, as well as longer-term solutions. As part of this work IDVAs represent their clients at the MARAC.

- Following intervention by a MARAC and an Independent Domestic Violence Advisor (IDVA) service, up to 60% of domestic abuse victims report no further violence.⁵
- For victims who had engaged with an IDVA, following the charge of a perpetrator 72% of victims reported a complete cessation of abuse compared to 59% of victims where there was no charge following a report to the police.⁶

Independent Sexual Violence Advisors (ISVAs).

ISVAs work with victims of recent and historic serious sexual crimes to enable them to access the services they need. They provide independent support and advocacy throughout and beyond the criminal justice process. They may be employed by Sexual Assault Referral Centres (see p.7) or specialist services and are independent of the police and other statutory agencies.

Baroness Stern in her review of how public authorities in England and Wales respond to rape “found in every part of the country, and from every organisation, unanimous praise for the work done by ISVAs”.⁷

Young People's Advocates

Young People's Advocates provide direct and dedicated support to young people who have been victims, or are at risk of, sexual and domestic violence and/or sexual exploitation. They also have an understanding of the specific risks that gang violence has on a young person, working with and across local agencies to ensure that a robust risk management plan is in place. There are 13 funded Young People's Advocates working in areas most affected by gangs⁸.

Rape Support Centres

Rape Support Centres, largely run by the voluntary sector, provide crucial crisis and long-term specialised support, counselling and independent advocacy for women and girls, and in some cases men and boys, who have experienced any form of sexual abuse at any time in their lives; whether recently or in the past.

Rape Support Centres are autonomous organisations, independent from the police, criminal justice system, health or any other statutory agencies. The current national rape support funding round will terminate in March 2014. A new grants commissioning round will be launched in Autumn 2013 for funding of rape services from April 2014. Rape support will remain nationally commissioned on a match funding basis as is currently in place.

5 http://www.caada.org.uk/policy/A_Place_of_greater_safety.pdf

6 http://www.cps.gov.uk/publications/docs/idva_dv_prosecutions_insights_executive_summary.pdf

7 http://webarchive.nationalarchives.gov.uk/20100407022214/equalities.gov.uk/stern_review.aspx

8 <https://www.gov.uk/government/publications/ending-gang-and-youth-violence-cross-government-report>

Pilots and Initiatives

The Government has also supported local areas in trialling new ways of working and embedding best practice. You may wish to consider ways you can use these approaches to support victims and prevent further crimes in your area:

Young People's Violence Advocacy Programme

The Department for Education recently funded a new Young People's Violence Advocacy Programme⁹ which will offer specialist training, support, advice and evidence collection for identified local champions for young domestic abuse victims. This is in response to the recent extension of the Government definition of domestic abuse to include 16 and 17 year olds.

Domestic Violence Protection Orders: The one year pilot of Domestic Violence Protection Orders ended on 30 June 2012. A decision on national roll-out will be informed by the evaluation which will complete in summer 2013. The three pilot forces, Wiltshire, West Mercia and Greater Manchester are continuing to operate DVPOs.

Domestic Violence Disclosure Scheme: On 16 July 2012, the Home Office launched a pilot to test a Domestic Violence Disclosure Scheme- a process for enabling the police to disclose to the public information about previous violent offending by a new or existing partner where this may help protect them from further violent offending. Pilot areas are Gwent, Wiltshire, Nottinghamshire and Greater Manchester. The pilot will be completed in September 2013.

Protection for people involved in prostitution: The Home Office sponsored a year long pilot of the 'National Ugly Mugs' (NUM) project, which brought together a number of local schemes whereby people involved in prostitution can anonymously report incidents of violence and abuse, and warning alerts can be issued. Information on the scheme can be found at <https://uknswp.org/um/>. The results and report from the pilot are currently being evaluated.

Community work on "honour" based violence: Frontline organisations are critical in changing attitudes within communities and strengthening the voice of women in speaking out against harmful practices, such as forced marriage and female genital mutilation. The Government has provided shorter term funding to a number of projects.

An Effective Local Response

National funding focuses on support and protection for high risk victims. Victims and perpetrators will require a range of different interventions at different times. Local areas will have a greater understanding of local issues and how to address them, but there may also be a need for further:

- **Support for all victims**, intervening early to prevent escalation or supporting survivors, through wrap-around support and long term specialist counselling, can reduce repeat victimisation, and promote health and well-being;
- **Training and awareness raising**, to ensure police, other professionals and the public are aware of VAWG and how to respond to it;
- **Management and rehabilitation of perpetrators**, to prevent them causing future harm.

9 Being delivered in partnership by CAADA, Barnardos, Leap Confronting Conflict, Marie Collins Foundation and Iranian and Kurdish Women's Rights Organisation (IKWRO).

Local Authorities and Community Safety Partnerships (CSPs) play a critical role in the commissioning and delivering of VAWG services in local areas. In order to achieve maximum value from available resources, it is important to work collaboratively with local partnerships to align commissioning or jointly commission local services. This list is not exhaustive, but generally the following services are coordinated locally to support and protect women and girls:

Sexual Assault Referral Centres (SARCs)

- The SARC is a multi-agency initiative between the police and health services, with close links and referral pathways with other statutory and voluntary sector services. SARCs provide immediate medical care and support for victims of sexual violence, with onward referral to other health and care services. They see recent victims or whose experiences were in the past. SARCs also offer victims the opportunity to assist in a police investigation of their crime, including undergoing a forensic medical examination.
- SARCs are locally commissioned on a collaborative basis by police forces, NHS England and local authorities. Local partners are responsible for ensuring that the service provided by their SARC meets the minimum standards set in the joint Home Office and Department of Health guidance published in 2009, <https://www.gov.uk/government/publications/national-service-guidelines-for-developing-sexual-assault-referral-centres-sarcs>, and the requirements of the sexual assault public health service agreement between Department of Health and NHS England. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/213172/30-Sexual-Assault-Services-specification-121029.pdf.

Specialist Domestic Violence Courts (SDVC)

- The SDVC programme promotes a combined approach to tackling domestic violence by the police, the Crown Prosecution Service, magistrates, courts, probation together with specialist support services for victims, which situates the court and the CJS as part of a community-wide response to domestic violence.
<http://www.cps.gov.uk/publications/equality/vaw/sdvc.html>

- Specialist Domestic Violence Courts (SDVCs) achieved better outcomes than other courts, and that cases heard in an SDVC were more likely to result in a conviction (although small sample size of cases not prosecuted through SDVC)¹⁰.
- Research commissioned by the Crown Prosecution Service also indicates that an IDVA service leads to improvements in safety with 72% of victims reporting a cessation of abuse compared to 59% of victims where there was no charge following a report to the police.¹¹

¹⁰ Research commissioned by the Crown Prosecution Service, based on their database of domestic abuse victims that had engaged with an IDVA: http://www.cps.gov.uk/publications/docs/idva_dv_prosecutions_insights_executive_summary.pdf

¹¹ **ibid**

Refuges

- Refuges offer emergency and temporary accommodation, and are gateways to wider support services, sanctuary schemes for those who wish to remain in their own homes and general homelessness services and advocacy. Some refuges are especially for women with particular cultural or religious backgrounds or of a particular ethnicity. Generally services are women-only, but some men's refuges are also available.

Women-Only Services

Domestic and sexual abuse disproportionately affects women. It is therefore appropriate that there is a focus on improving sustainability within the Voluntary, Community and Social Enterprise (VCSE) sector to deliver a distinct, women-only solution within its normal operations. These factors will have a positive impact on women as a group and improve understanding and awareness of additional services for violence against women and girls victims.

Domestic Violence Perpetrator Programmes

- Domestic Violence Perpetrator Programmes (DVPPs) are community based services which run behaviour change programmes for perpetrators with integrated support services for partners. As well as changing behaviour they focus on managing risk and increasing safety.

Engaging with other local agencies

Partnership working is critical to effectively responding to VAWG. The following agencies are critical in providing an effective multi-agency response:

- **Specialist Domestic Abuse & Violence Support Services:** provide a vital insight into the experiences of victims of VAWG as well as holistic services which support victims from crisis to recovery.
- **Local Authorities and Community Safety Partnerships (CSPs):** responsible for co-ordinating local responses and services on, or linked to VAWG. Public health has now transferred to Local Authorities and it is critical that they play a central role in the local response to VAWG.
- **Housing:** provide accommodation and refuges for domestic violence and sexual violence victims, through housing related support commissioning arrangements.
- **Health:** provide support for local victims (SARCs, counselling, mental health, sexual health, support for FGM victims) and may also treat some perpetrators; can play a key role in information sharing, and identification and referral of victims and perpetrators (e.g. A&E, GPs, maternity services). Health and Wellbeing Boards and Clinical Commissioning Groups (CCGs) launched in April 2013, with CCGs becoming a responsible authority on Community Safety Partnerships.
- **Education:** Schools have a key role to play in educating children about healthy relationships and consent so that children recognise abuse and know they can seek help. Teachers may also spot signs of abuse and make referrals to investigating agencies.
- **Children and social services:** critical interaction with families at risk; opportunities to develop work with perpetrators as well as protecting the child in abusive families and supporting women to access safety with their children.

- **Probation:** responsible for management of perpetrators, in some cases with high risk of repeat offending, and for keeping victims safe. Changes in commissioning will open up service provision to new providers from the voluntary, social enterprise and private sectors, changing the way offenders are rehabilitated.
- **Youth Offending Services:** Youth offending services work with perpetrators of VAWG (although this may not be the behaviour they have been referred for), and girls and young women who may be victims or at risk.
- **Crown Prosecution Service (CPS):** Every CPS Area has a VAWG Coordinator and a Child Sexual Abuse specialist prosecutor who are local experts on prosecuting these crimes. Each area also has a dedicated Rape and Serious Sexual Offence Unit.
- **Troubled families programme** and **whole place community budget** pilots underway in some areas.

Commissioning services

Policies and frameworks

There are a number of national and international policies and frameworks that inform local efforts to tackle VAWG. Local commissioners are encouraged to understand these obligations and have regard for best practise models when designing services for victims and perpetrators.

As a public body, PCCs and their offices are subject to the **Public Sector Equality Duty** (PSED), which ensures fairness is at the heart of public bodies' work and that public services meet the needs of different groups.

The Compact sets out guidelines for how public and third sector organizations should work together to ensure that better outcomes are delivered.

The **Convention on the Elimination of Discrimination Against Women** (CEDAW) places obligations on the UK government (which includes all public bodies) to eliminate discrimination against women.

Following a domestic homicide, local areas and agencies are legally required to consider undertaking a multi-agency **Domestic Homicide Review** (DHR) to identify the lessons that can be learned to prevent future violence.

Building a local picture

There are a number of sources of data you can use to build a picture of the issues in your area:

- Police incident data is recorded for domestic and sexual violence for forces, although these crimes are significantly under-reported;
- The **Crime Survey for England and Wales** (CSEW) is a large, nationally representative survey of households in England and Wales which asks respondents (aged 16-59) about their experiences of crime in the last 12 months. There is a separate self-completion module which covers intimate violence. This is more accurate than the main survey for VAWG as the self-completion nature allows greater confidentiality when reporting sensitive issues;

- The **Crown Prosecution Service** also publish annual reports on performance related to Violence Against Women and Girls cases by police force area. **Underlying data** around prosecution outcomes, pre-charge decisions and key reasons for unsuccessful outcomes is also provided.
- Local voluntary sector groups will be able to advise on key issues and may have further data from their engagement with victims and perpetrators;
- CSPs produce the Strategic Assessments and Community Safety Strategies which inform the work of local commissioners and can also inform PCCs.

Useful links

Services for victims and perpetrators of violence against women are specialist and services need to be designed with a clear understanding of the challenges of VAWG and the desired outcomes. The following Government and partner agencies have produced guidance to support commissioners or are experts in their areas:

National / Local Government

- The **Home Office Violence Against Women and Girls** web pages provide further information on cross-Government activity. They can be contacted on: **VAWGenquiries@homeoffice.gsi.gov.uk**
- The **Home Office Human Trafficking** web pages provide information on Government activity to tackle trafficking for sexual exploitation, labour exploitation and domestic servitude, including a briefing paper for PCCs.
- The Ministry of Justice has published a **Victims' Services Commissioning Framework**, which provides advice for commissioners of services for victims of crime. The framework also contains information on the commissioning cycle, as well as specific information relating to the provision of services for victims.
- The **Forced Marriage Unit** is a joint Home Office / Foreign and Commonwealth Office initiative, providing information and practice guidelines for professionals protecting, advising and supporting victims.
- NHS England have produced a partnership model for working with local partners, including PCCs, to commission integrated sexual assault services. **<http://www.england.nhs.uk/wp-content/uploads/2013/06/130613-sec-exc-cvsa.pdf>**.
- The London Mayor's Office of Policing and Crime (MOPAC) has produced a **[step by step guide for areas designing local response to VAWG](#)**.
- The Welsh Government has produced "**Domestic Abuse Guidance: Supporting People & Multi-Agency Working**" which is designed to assist commissioning bodies to ensure an appropriate range of support and accommodation is available for those experiencing domestic abuse. Details of services available in areas of Wales are available here: **<http://wales.gov.uk/topics/housingandcommunity/safety/domesticabuse/helparea/?jsessionid=E7FC9589B3AE95E7B4BD4E563282A214?lang=en>**.

Voluntary Sector

- **AAFDA** (Advocacy After Fatal Domestic Abuse) is an organisation that helps families after fatal domestic abuse and specialises in Domestic Homicide Reviews.
- **Against Violence and Abuse** works on all forms of VAWG and provides strategic and partnership development, toolkits, e-learning, model protocols and training. AVA have produced a **Coordinated Community Response Model Online Toolkit**, which provides strategic planners with guidance, research and examples of projects and initiatives to assist in creating a more comprehensive and stronger inter-agency response to domestic abuse.
- **Broken Rainbow** is the only National LGBT Domestic Violence Helpline providing confidential support to all members of the Lesbian, Gay, Bisexual and Trans (LGBT) communities, their family and friends, and agencies supporting them.
- **Co-ordinated Action Against Domestic Abuse** (CAADA) supports a strong multi-agency response to domestic abuse. Their work focuses on saving lives and saving public money. CAADA provides practical help to support professionals and organisations working with domestic abuse victims. The charity has produced **specific guidance for Police and Crime Commissioners**, along with a **web page** of resources for all commissioners.
- The **End Violence Against Women Coalition** is a coalition of organisations and individuals campaigning to end all forms of violence against women. EVAW focuses on developing integrated and strategic approaches to VAWG, and challenging the wider cultural attitudes that tolerate and condone violence against women.
- **FORWARD** is dedicated to advancing and safeguarding the sexual and reproductive health and rights of African girls and women. They tackle **female genital mutilation** (FGM), **child marriage** and related rights of girls and young women.
- **Karma Nirvana** is a charity supporting women, men and children subjected to forced marriage and honour based violence. They run a national helpline for victims of forced marriage and honour based violence. They are funded by the Ministry of Justice and receive around 6,500 inquiries a year.
- **Imkaan** is a human rights charity and national membership body frontline specialist BME women's services that work to prevent and respond to violence against women and girls. As part of this, Imkaan represents the expertise and perspectives of members that provide support to women and children subjected to forced marriage and honour based violence and other harmful practices.
- The **NSPCC** delivers over 20 services, in addition to providing professionals with information and advice, training and consultancy services, and research and publications, aimed at providing answers to key questions in child protection, including sexual abuse and domestic violence. They also run a helpline for victims and those at risk of FGM.
- **Rape Crisis** (England and Wales) is the national umbrella organisation for a network of affiliated Rape Crisis Centres. Rape Crisis also work with other organisations, agencies and government departments to improve the response to those who are affected by and those who perpetrate sexual violence. Rape Crisis have produced **National Service Standards for Rape Crisis Centres** and analysis of the **funding environment for Rape Crisis Centres in England and Wales**.
- **Refuge** offers specialist services for women and children who have experienced domestic violence, including running the National Domestic Violence Helpline in partnership with Women's Aid, refuges, outreach, child support works, independent legal advocacy and services for minority ethnic women and children. Refuge also provides training and can support local communication and awareness raising programmes of work.

- **Respect** focusses on services for perpetrators of domestic violence and male victims of domestic violence. They have produced the **Respect Service Standard**, a framework for the delivery of quality, safe and effective services to men using intimate partner violence. They also run two national helplines for male victims of domestic violence and for perpetrators seeking to stop their abusive behaviour.
- **Rights of Women** is a UK voluntary organisation working to attain justice and equality by informing, educating and empowering women on their legal rights. They have produced two booklets for victims of sexual violence which were funded by the Home Office.
- **Southall Black Sisters** is a national organisation for black (Asian and African-Caribbean) and minority ethnic women who are victims of VAWG.
- **Standing Together** works to promote a co-ordinated multi-agency community response to domestic violence. They have produced '**In Search of Excellence**', national guidance for DV partnerships, sponsored by the Home Office.
- **The Survivors Trust** is a national umbrella agency for over 135 specialist rape, sexual violence and childhood sexual abuse support organisations throughout the UK and Ireland.
- **The Suzy Lamplugh Trust** is a national charity dedicated to promoting personal safety for everyone. They also manage the **National Stalking Helpline**.
- The **White Ribbon Campaign** is a national organisation that aims to engage men in tackling VAWG. The campaign is currently working with two forces, and their PCCs, to explore joint working opportunities.
- **Women's Aid** works to end domestic violence against women and children. They have produced guidance for commissioners which is available on their website. Women's Aid also runs the Aya Project, in partnership with Imkaan, which aims to build capacity within the women's sector; and help local commissioners better understand VAWG. The Project is producing a national survivor outcomes framework, closely linked to Women's Aid's accredited service standards. They also run the National Domestic Violence Helpline in partnership with Refuge.
- The Women's Resource Centre works to link all aspects of the women's movement. In 2011 they published '**Hidden Value**', a research report that calculates the social return on investment rates of five women's voluntary and community organisations in London.

