

The Second London Domestic Violence Strategy



November 2005

MAYOR OF LONDON

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foreword by Ken Livingstone, Mayor of London

Domestic violence affects thousands of Londoners every year – in individual families, in our communities, in our workplaces and in public services. It shatters lives, crushes dreams and all too often, results in death.

London cannot have safer communities while so many are not safe in their homes; it cannot be a fair city when so many live in terror and it cannot be a prosperous city when so many resources have to be allocated to deal with this problem.

I want London to be a truly 21st century world city – that means a city where all feel safe and secure, where children have happy childhoods unscarred by violence and where agencies provide safe and effective responses to domestic violence when it does occur. This edition of the London Domestic Violence Strategy sets out the future direction I intend to take to bring this about.

In November 2001, I launched the first pan-London Domestic Violence Strategy. Since that time, there have been many improvements in the responses of a range of agencies to domestic violence, contributing to our efforts to ensure that all Londoners can live safely in their homes. This edition builds on the work of the original strategy and takes account of the many developments at a local, regional and national level that have occurred in the past four years.

We intend to ensure that the initial phase of our efforts to reduce and prevent this crime are consolidated and embedded into the work of the many agencies that play a role in this issue.

London can be at the forefront in reducing and preventing domestic violence. We have made a positive start, which is reflected most starkly in the reduction of domestic violence homicides by a third since 2001. We can reduce the number of domestic violence murders still further and I believe this strategy will help us to achieve this.

The proposals in this document aim to make London a safe city in every aspect – including in our homes.



Ken Livingstone
Mayor of London



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executive summary

This is the Mayor's second Domestic Violence Strategy. It builds on the progress of recent years in addressing domestic violence in London. It sets out the next stages of addressing the issue and details specific steps that will take us further in addressing the problem, following on from the work of the first London Domestic Violence Strategy, published in 2001. This edition was originally published for consultation in July 2005 and subsequently reviewed to take account of issues raised by stakeholders. A more detailed paper on the consultation process is available from the GLA or via the Mayor's website.

The strategy was developed because:

- crime is a key concern for Londoners
- despite chronic under-reporting¹, domestic violence is a high volume crime representing 25 per cent of all reported violent crime
- improved co-ordination of services in London can provide more effective and supportive interventions
- domestic violence is extremely costly, both in human and financial terms.

The strategy provides development plans for the many different types of organisation operating in this area. It aims to create responses across London that are consistent, of high quality and to help agencies work together to address domestic violence more effectively.

Work is focused on achieving four aims:

- Increasing safe choices for women and children experiencing domestic violence so that they might plan safer futures without compromising their quality of life.
- Holding individual abusers accountable for their behaviour in such a way that reduces risk and which not only acts as a future deterrent for them, but also as a deterrent to potential abusers.
- Actions which undermine social tolerance or approval of domestic violence or actions which challenge inaction by either individuals or organisations. This includes exposing the many stereotypes and myths so that assessments are accurate.
- Providing children and young people with the knowledge and skills to build relationships based on respect and mutual understanding, with shared power and a commitment to non-violence.

The following areas of work are the Mayor's priorities for development or strengthening of existing provision in this revised strategy:

- independent domestic violence advocacy services

- Specialist/Integrated Domestic Violence Courts
- the health sector's response to domestic violence
- services enabling women to stay safely in their homes
- provision for abused women from disadvantaged groups
- community-based children's services
- interventions with domestic violence perpetrators outside of the Criminal Justice System (CJS)
- increased public awareness and understanding, including further development of domestic violence work in schools
- improved service user involvement
- standardised domestic violence protocols and guidance, covering such areas as information-sharing, referrals and risk assessments
- further development of a central domestic violence resource centre
- monitoring systems and compliance mechanisms
- the provision of high quality domestic violence training.

The Mayor has allocated funding in his budget for the monitoring, development and implementation of his commitments, and to help other organisations implement proposals relevant to them.

The Mayor will provide leadership for London in reducing and preventing domestic violence and will encourage other statutory, private and voluntary organisations to contribute to realising the vision set out in this strategy.

The London Domestic Violence Forum will continue to meet, although in a restructured format to ensure greater accountability. Through this group, the Mayor will encourage all agencies to implement their recommendations, adopt minimum standards and engage in joint planning.

Some of the changes needed to address the issue of domestic violence effectively are beyond the jurisdiction of the Mayor. Nevertheless, he will make the case for changes at a national level to ensure local and regional proposals are as effective as possible.

The Mayor will work closely with the Greater London Authority (GLA) group, local authorities and other key agencies to ensure that issues of safety are prioritised in service provision, gaps are identified and addressed, and standards are raised.

The Mayor will work towards implementing the recommendations contained within this strategy, making sure the protocols and minimum standards are adopted by the GLA group and other key agencies and ensuring there are effective inter-agency referrals.

The Mayor will work with both the public and private sector to develop further publicity and information campaigns. Any initiative will take full account of linguistic, cultural and disability issues.

The Mayor will continue to work on behalf of London to ensure that adequate resources are available for addressing domestic violence in the capital.

the vision

With some minor changes, this vision is reproduced from the original London Domestic Violence Strategy and remains our goal.

For any woman who experiences domestic violence, there should be:

- co-ordinated services which prioritise her and her children's safety
- a range of services, sufficiently flexible to meet her individual needs yet standardised enough for her to be able to safely rely upon them
- less public silence about the abuse she is experiencing
- an approach that encourages empowerment and self-determination
- clear messages that society will not tolerate violence against women.

For children exposed to domestic violence, there should be:

- help, support and advocacy to ensure that they are not left to cope with their experiences alone
- consistent messages that domestic violence is wrong, both legally and morally
- information that domestic violence is not their fault and is the responsibility of the abuser
- opportunities to share their experiences with other children so as to reduce their isolation.

For abusers who perpetrate domestic violence there should be:

- interventions designed to reduce risk, change behaviour and hold them to account
- negative consequences sufficient to act as a deterrent
- clear messages that their behaviour is not acceptable.

For practitioners who provide services there should be:

- a central information bank which disseminates good practice
- training and support for all relevant staff
- standard definitions relating to domestic violence service provision allowing all agencies to work towards a common purpose
- standard criteria against which services can be assessed and compared.

For agencies that resource or commission domestic violence services there should be:

- an increase in value for money and a decrease in wasted resources
- robust monitoring to track the effectiveness of this strategy
- better data to ensure future services can be more effectively targeted.

The benefits for Londoners will be:

- a safer community
- better information for family and friends of abused women who currently provide the bulk of support
- a reduction in the severity and dangerousness of domestic violence
- a reduction in repeat victimisation
- an increase in service user satisfaction
- a reduction in the long-term negative consequences of domestic violence for women and children who experience domestic violence
- an increase in understanding of domestic violence among the general public and a decrease in social acceptance
- the upholding of human rights
- in the longer term, a reduction in the cost to the public purse.

introduction

This is the Mayor's second London Domestic Violence Strategy. It sets out the next stage for addressing domestic violence in London and details how it can be achieved. This edition draws and builds on the work already developed since the publication of the first London Domestic Violence Strategy as well as incorporating the many national, regional and local changes that have occurred since 2001.

The proposals contained within this edition are not intended to rival or replace existing projects or initiatives which provide an effective response to domestic violence. Rather they are intended to complement and strengthen some of the excellent work that is already taking place and to ensure that the many and varied areas where domestic violence is a relevant issue, are integrated. In many instances, we propose to adopt existing definitions and standards so as to avoid unnecessary duplication of effort. Our aim is for quality services to be available throughout the entire capital and for a clear, strategic and co-ordinated approach to be further developed.

Where we have proposed new service developments, these will take account of existing provision and will always aim to build on this before creating separate services.

Following extensive consultation with key stakeholders between July and October 2005, the strategy has been reviewed to take account of issues raised. A more detailed paper on the consultation process is available from the GLA or via the Mayor's website.²

Please note that throughout this report, the terms 'we' and 'our' are used to refer to the Greater London Authority (GLA) as it exercises its functions through the Mayor.

Current context

Since November 2001 when the first London Domestic Violence Strategy was launched, change has been rapid and far-reaching.

Some of the key national developments include:

- the Home Office consultation paper, *Safety & Justice*, and the subsequent Domestic Violence, Crime and Victims Act (2004)
- the introduction of *Supporting People*³
- the restructuring of services for children (still on-going) under *Every Child Matters*
- the publication of the National Domestic Violence Action Plan⁴

- the thematic inspections on domestic violence of the police and Crown Prosecution Service (CPS)⁵, probation⁶, and the Children and Family Court Advisory and Support Service (CAFCASS)⁷ and subsequent action plans
- the part funding⁸ of four national domestic violence phone-lines; one run in partnership by Women's Aid and Refuge; one by Broken Rainbow for lesbians, gay men, bisexuals and trans-gendered people; one by MALE for male victims of domestic violence; and one by Respect⁹ for domestic violence perpetrators.
- the publication of research into the economic costs of domestic violence¹⁰
- the evaluation reports from projects funded under the Violence Against Women programme¹¹
- the creation of the Forced Marriage Unit and publication of guidance
- the Female Genital Mutilation Act (2003)
- the accreditation and roll-out of the Integrated Domestic Abuse Programme (IDAP) for domestic violence offenders by the Probation Service
- the BBC's *Hitting Home* campaign - the largest domestic violence campaign ever undertaken in the UK¹².

These are just a few of many changes made since 2001 that are shaping and influencing the future development of domestic violence work.

As a consequence of this unprecedented amount of activity in the domestic violence sector, the issue is now firmly on the public and political agenda. There are some excellent services available in some boroughs, often delivered by dedicated and committed 'champions' who should be truly proud of the contributions they have made. Many women and children literally owe their lives to these unsung heroes.

For many years this work was undertaken largely by the women's voluntary sector who have tirelessly campaigned to bring the issue of domestic violence to public and political attention. It is within this sector that domestic violence expertise primarily resides, built up over the past four decades of providing life-saving services. Their valuable knowledge and expertise now needs to be fully integrated into statutory sector services and it is this task that the London Domestic Violence Strategy primarily addresses. It is within this context that the absence of extensive proposals for the voluntary sector should be understood.

Despite the encouraging developments in recent years, there remains a pressing need for:

- improved co-ordination and integration of services
- resources, commensurate with the scale of the problem, to be utilised effectively and efficiently
- consistency and compliance with changed policies and practice guidance

- further embedding of domestic violence work so that it is not dependent on the existence of a ‘champion’.

Domestic violence is still an ‘everywhere and nowhere’ issue. Many agencies have a part to play in promoting safety and providing effective interventions but no single agency can do it alone. It is unfortunate that so many agencies continue to mistakenly believe that domestic violence is a very small part of their overall work. In reality, many agencies spend an enormous amount of their resources on domestic violence but because this is not always separately monitored, they remain unaware of how substantial their domestic violence work actually is. The figures below on the economic costs of domestic violence clearly show the folly of this approach.

It is undeniable that many improvements have taken place but there is still more that needs to be done. For example, despite the improvements that result from a local Domestic Violence Co-ordinator post being created, some boroughs remain without one. Even where they do exist, they can be marginalised, allocated few, if any, resources and often employed on short-term contracts.

Also, despite the government’s concessions on immigration regulations, women with no recourse to public funds¹³ are still unable to access refuge provision or welfare benefits. And although domestic violence-related arrest rates have improved considerably, London remains below the national average.

Similarly, accredited perpetrator programmes for convicted offenders have been developed but without equitably resourced partner support services to ensure victim safety. These programmes also lack the resources to extend to the capacity required to cope with the steadily increasing numbers of perpetrators brought to justice.

Although there is now widespread recognition of the devastating effects that domestic violence can have on children, many refuge projects remain without secure funding for children’s workers and the availability of other children’s services remains poor. It does not yet appear to have been sufficiently understood that domestic violence is not ‘just another issue’; it is fundamentally linked to, and in some cases is the cause of, a wide range of other problems. Moreover, domestic violence represents in microcosm almost all of the key challenges facing public services. If agencies are able to deliver effective provision on this issue, the lessons learned will be of enormous benefit in addressing a wide range of their other responsibilities.

We can no longer rely on ‘champions’ alone to develop this work or, indeed, to defend those changes which have already taken place. We must ensure that domestic violence is integrated into the work of every relevant agency as a matter of routine.

Sadly, domestic violence is not a rare occurrence, restricted to specific identifiable groups within the population, nor is it an issue that can be effectively addressed by frontline workers alone. Preserving and building on the positive progress already made in the area of domestic violence needs the commitment, along with resources, of elected politicians and senior personnel to bring about the required changes both internal to their own agency and in how they work with other organisations.

The financial costs

In Greater London, the Metropolitan Police Service (MPS) attend around 300 domestic violence incidents every 24 hours. Domestic violence accounts for 16 per cent of all homelessness acceptances¹⁴, is a feature in the lives of three-quarters of children on the child protection register¹⁵, is a significant factor in disputed child contact cases¹⁶ and is the underlying reason behind many other social policy issues¹⁷. All of these services, along with many others, are funded from the public purse.

In 2004, the government published the first national research¹⁸ on the economic costs of domestic violence. We have taken these figures and calculated the specific cost to London which is as follows:

Criminal Justice System (CJS)

The cost of domestic violence to the CJS in London is **£142.29 million** a year. The largest single component is that of the police. Other components include prosecution, courts, probation, prison, and legal aid.

Healthcare

The cost of domestic violence to the London Region of the NHS is **£195.31 million** a year. This includes costs to GPs and hospitals. Physical injuries account for most of the NHS costs (**£170.69 million**), but there is an important element of mental health care, estimated at an additional **£24.62 million** per annum.

Social services

The annual cost of domestic violence is **£31.90 million** a year. This is overwhelmingly for children rather than for adults, especially those caught up in situations where domestic violence and child abuse occur together.

Housing and refuge services

Expenditure on emergency housing related to domestic violence includes both costs to the local authority housing department and to housing associations. It includes housing those homeless because of domestic violence; housing benefit for such emergency housing; and, importantly, refuge projects. In London, this amounts to **£22.11 million** a year¹⁹.

The total cost to local authorities therefore is *at least* **£54.01 million** a year. It should be noted that the research was unable to quantify any of the costs to education services although this is likely to be a significant sum.

Civil legal costs

In London, civil legal services for domestic violence cost **£43.65 million** a year, about half of which is borne by legal aid and half by the individual. This includes both specialist legal actions such as injunctions to restrain or expel a violent partner, as well as actions consequent on the disentangling of marriages and relationships, such as divorce and child residency and contact.

Lost economic output

Lost economic output accounts for around **£373.84 million** a year. This is the cost of time off work due to injuries. It is estimated that around half of the costs of such sickness absences is borne by the employer and half by the individual in lost wages. It does not include costs relating to staff resignations, recruitment or re-training and as such is almost certainly an underestimate.

Human costs

An additional element is the human and emotional cost. Domestic violence leads to pain and suffering that is not counted in the cost of services. This amounts to **£2,390.51 million**²⁰ a year.

The total cost of all services is **£435.26 million** per annum.

The total cost of services and of lost economic output is **£809.1 million** per annum.

The overall total cost is **£3,199.61 million** per annum.

The above figures are based on national averages and do not, therefore, take into account the additional costs of London²¹ so the true figure is likely to be higher still.

If the number of incidents of domestic violence in London were reduced by just five per cent, an entirely possible target which has been far exceeded in other jurisdictions²², the savings to the public purse would be almost **£21 million per annum**²³. Employers would save a further **£9 million per annum**²⁴ while the savings in human terms would be priceless.

Much of the money currently spent could be far more efficiently and effectively used. For example, independent domestic violence advocacy services, a relatively low-cost provision, have been shown to reduce the number of very costly cracked and ineffective trials²⁵ and to also increase the number of survivors who feel able to stay in their own homes²⁶, thus avoiding the far more expensive

option of local authority emergency accommodation. Support groups for children exposed to domestic violence have reduced the number of children on the child protection register²⁷ while integrating domestic violence into the school curriculum has reduced bullying and improved classroom behaviour²⁸. Unfortunately, the bulk of money currently spent is not sufficiently weighted towards prevention and early intervention leading to far more expensive interventions at a later stage.

The changes proposed in this strategy could be achieved without additional resources to those already being spent. Rather they require changes in working practices and a reallocation of *existing* resources. A strategic, joint investment by the relevant statutory agencies to fully implement all the proposals in this strategy would result in an overall saving to their budgets and ultimately, the public purse. Statutory agencies could utilise this opportunity to fulfil expectations arising from the Gershon review.²⁹

The implementation of these proposals would *still* be cost-effective even without any reduction in the prevalence of domestic violence. For example, it has been estimated that the unit cost of re-housing a family due to domestic violence is over £2,000³⁰ whereas the average unit cost of a holistic sanctuary scheme response (see Appendix A for definition) is £800. The estimated cost in 2000 for the police to respond to a single incident of domestic violence was £1,027 against the average unit cost per client of an advocacy service of £778; a saving to the police alone of £249 in just one case³¹. If we also succeed in reducing the prevalence of domestic violence, the savings to the public purse would run into millions. Work is currently underway to provide more up-to-date financial costings as those referenced in this paragraph are several years old and improved data collection since then allows for more accurate analysis.

Review of the first London Domestic Violence Strategy

The first London Domestic Violence Strategy (LDVS1), launched in November 2001 was published to cover the first Mayoral term. As the London Domestic Violence Forum Annual Reports of 2002, 2003 and 2004³² showed, much has been achieved. Significant progress has been made on most of the original recommendations and a revised strategy is thus needed for the second term. As part of this process, LDVS1 has been critically reviewed to assess its strengths and weaknesses, to identify gaps and to establish the priorities for this edition (LDVS2).

Informal consultation with London Domestic Violence Forum members produced the following results.

- All respondents bar one supported the continued use of the original four aims of the strategy. Additionally, one respondent suggested including a fifth aim of 'supporting survivors to rebuild their lives after abuse'

- The sub-groups were generally felt to have been a positive experience although progress was sometimes hampered by a lack of engagement from key agencies
- All respondents bar two supported the minimum standards published in LDVS1 and several made positive suggestions for how these might be revised for this edition
- There was widespread agreement over which areas of work should be prioritised in this edition (see pages 16-24) although not all suggestions have been included to ensure a manageable and achievable work programme.

The key strengths of LVDS1 were that:

- it provided a coherent framework for addressing domestic violence which has been widely adopted across London
- it established mechanisms for delivery of the recommendations and provided opportunities for networking and information-sharing
- some sub-groups built on their original work plan to take account of subsequently identified areas of work
- it had a high profile and was politically influential
- it resulted in a large number of achievements³³ including some creative and innovative projects, which are now being replicated in other areas of the UK.

The key weaknesses of LVDS1 were that:

- some sub-groups lacked engagement from key agencies making some areas of work impossible to progress
- the structure of the London Domestic Violence Forum lacked accountability for local authorities leading to an uneven response
- in some services, there was no pan-London body with the authority to implement change across the service (this was the case with GPs, schools, magistrates and much of the voluntary sector, for example)
- a huge number of agencies are keen to be involved in this work, more than is actually manageable in the current structure
- poor data collection by many statutory agencies made it difficult to monitor progress and in particular, to set concrete targets for outcomes
- although it engaged with borough Domestic Violence Fora, it did not engage sufficiently with Crime and Disorder Reduction Partnerships (CDRPs).

The key opportunities which now exist are:

- the high political profile of domestic violence at a national level

- a renewed commitment from the Department of Health (DoH), including under its joint programme with the National Institute for Mental Health in England (NIMHE)
- the restructuring of children's services as detailed in the government initiative *Every Child Matters*³⁴
- the new and persuasive 'lever' to engage key agencies provided by the research into the economic costs of domestic violence
- the new 'core' definition of domestic violence from government which provides an opportunity for coherent data collection across agencies
- the introduction of Electronic Patient Records (EPR) and a specific domestic violence diagnostic code within the NHS
- the Adoption and Children Bill which allows the Family Courts to order domestic violence offenders to attend a perpetrator programme.

It is critical that domestic violence be fully integrated in these new developments if we are to achieve our aim of early prevention.

The key threats are:

- that publicity has outweighed change, leaving the impression that much more is being done than is actually true. In many instances, there remains a significant gap between policy rhetoric and practice on the ground
- the Adoption and Children Bill which could endanger children forced to undertake unsafe contact
- the delay in implementing key sections of the Domestic Violence Crime and Victims Act 2004
- the slow pace of institutional change; this can lead to impatience and burn-out of employees
- that some statutory bodies have changed more quickly than others. For example, CJS agencies have markedly improved in holding abusers accountable but concurrent efforts to ensure victim safety have not evolved as quickly
- that while generally welcome, risk assessments and routine screening have led to a large and sometimes unmanageable increase in referrals to other agencies, in particular, to social services, probation and the women's voluntary sector. This further highlights the need for services to be planned holistically with adequate and sustained resources allocated to the voluntary sector.

strategy framework

Defining domestic violence

Last year, the government agreed a 'core' definition of domestic violence as follows:

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

The government has made it clear that this definition incorporates issues such as forced marriage, female genital mutilation and so called 'honour' killings, as well as elder abuse when committed within the family or by an intimate partner.

An adult is defined as any person aged 18 years or over. Violence involving people under 18 years of age is classified as child abuse and is dealt with by separate policies and legislation. Nevertheless, children and young people are affected by domestic violence. Not only are many traumatised by what they witness or overhear; but there is frequently direct child abuse occurring with domestic violence.

Family members are defined as mother, father, son, daughter, brother, sister, and grandparents, whether directly related, in-laws or stepfamily.

The government has made it clear that the above definition was created for use by all agencies. It does not prevent agencies using a wider definition for their own operational purposes but it is designed to ensure that domestic violence partnerships are all defining the issue in the same way. In practical terms, it means all agencies should monitor and evaluate their domestic violence work to this definition. If an agency chooses to operate to a wider definition, it must be able to extract any additional categories from the data relating to the above definition. This means that data should be divisible by age, sexuality, ethnicity, gender and relationship to the abuser. It does not mean that voluntary sector agencies are required to expand or restrict their client base if this is not within their remit.

This shared definition provides the opportunity for domestic violence work to be considerably strengthened. For example, it is now possible for the first time to track cases across all the CJS agencies and allows for problems and emerging trends to be more easily identified.

We intend to adopt the above definition for the sake of consistency across the domestic violence sector, as well as to gain the considerable benefits afforded by co-terminus monitoring.

Defining domestic violence has always been problematic. It must be emphasised that the above definition is insufficiently complex to understand domestic violence in its entirety and functions only as a monitoring mechanism.

Whatever form it takes, domestic violence is rarely a one-off incident, and should instead be seen as a pattern of abusive and controlling behaviour through which the abuser seeks power over their victim. Domestic violence occurs across society, regardless of age, race, sexuality, wealth, and geography. The figures show, however, that domestic violence consists mainly of violence by men against women³⁵.

Focusing on individual acts is necessary for determining thresholds for intervention by some agencies but this presents an incomplete picture, particularly in terms of the effects of abuse. For example, an individual act can have a different meaning depending on the context and the frequency. A stranger telling a woman that she is unattractive is a completely different experience from her partner doing exactly the same thing. Similarly, a (relatively) minor offence such as pushing someone has a different cumulative effect when done repeatedly, over weeks and months.

When focusing on individual acts, there is a general tendency to view different forms of abuse hierarchically. Most commonly, physical abuse is perceived as 'more serious' than emotional abuse. Evidence from survivors, however, strongly disputes this. Many abused women define the psychological effects of domestic violence as having a more profound effect on their lives than the physical violence, even where there has been life threatening or disabling physical violence³⁶.

Therefore, to understand fully the issue of domestic violence it is more useful to focus not on specific incidents but instead on the abuser's sense of entitlement and the patterns of power and control which underlie their behaviour.

Throughout this edition, victims/survivors³⁷ of domestic violence are referred to as female and perpetrators as male. This is to reflect the overwhelming majority of domestic violence incidents as well as those who use the existing services we are seeking to improve. For example, the most recent British Crime Survey (BCS) found that in the year prior to interview, there were an estimated 12.9 million incidents of domestic violence acts (nonsexual threats or force) against women and 2.5 million against men in England and Wales³⁸. Moreover, while the commonly cited figures of domestic violence affecting one in four women and one in six men might suggest a degree of parity, this conceals that 47 per cent of male victims experienced a single incident with a mean average of seven incidents per victim compared with only 28 per cent of female victims experiencing a single incident with a mean average of 20 incidents per victim³⁹.

However, we wish to make it clear that:

- domestic violence also occurs in the lesbian, gay, bisexual and transgender community
- heterosexual men can also be abused by heterosexual females
- public bodies must give proper consideration to all individuals' human rights and investigate any complaint accordingly.

Gender *does* play a role in domestic violence. This does *not* mean all victims are female and all abusers male. What it *does* mean is that the gender of both victim and offender influences the behaviours of both.

For example, women victims are more likely to be injured, more likely to be frightened, more likely to be repeatedly abused and more likely to be murdered. Male victims may be less likely to access existing services, often fearing ridicule should they disclose abuse at the hands of a woman.

Gender also influences the type of abuse. Male perpetrators are far more likely than female abusers to abuse post-separation. Indeed this is the most common high-risk situation for female victims.

'Every year, since 1991, on average of 97 women have been killed by a current or former partner (a total of 42 per cent of all women killed). On average 28 men have been killed annually by a current or former partner which amounts to 7 per cent of all men murdered. In an analysis of homicide data from 1985 to 1994 in Scotland, England and Wales it was concluded that one in five of male partner homicides were by gay partners but it was 'quite rare; for homicides of partners in lesbian relationships'⁴⁰.

It is sometimes claimed that male domestic violence victims have no services. This is untrue. Although refuge projects⁴¹ generally provide services only to women and their children, almost all other services are available to both genders. Additionally, it should be noted that capacity limitations mean that only approximately 15 per cent of those homeless due to domestic violence are accommodated in refuges. All other housing options are available irrespective of gender. Since, with this one exception, very few domestic violence services are gender or sexuality specific, the proposals to improve service provision will, in the main, result in service improvements for both genders, all sexualities and all familial relationships.

This strategy also meets the Mayor's specific duty to promote equalities under the GLA Act (1999). It contains a number of proposals which will particularly benefit black and minority ethnic (BME) women, migrant women and asylum-seeking women as part of our duty under the Race Relations (Amendment) Act 2000 which creates a general duty on public authorities to promote racial equality.

For example, the strategy promotes:

- adoption of the core domestic violence definition from government which includes familial violence, forced marriage and harmful cultural practices
- further development of the role of schools and PCTs in responding to domestic violence. Survivor consultations show this will be of particular benefit to BME women⁴²
- development of advocacy services in each borough which will benefit women from disadvantaged groups such as those with insecure immigration status
- research to generate more data and knowledge on the specific needs and experiences of BME women
- the development and implementation of agreed outcomes from a roundtable event for faith leaders held earlier this year
- lobbying for policy and practice changes with regard to women with no recourse to public funds experiencing domestic violence
- developing work on mental health and domestic violence and integrating domestic violence into the work of the prison service. BME communities are over-represented in both these areas.

Principles

The proposals in this strategy begin from a set of principles as outlined below.

Domestic violence is widespread throughout every socio-economic group. Most research suggests that domestic violence occurs in all sections of society irrespective of race, culture, nationality, religion, sexuality, disability, age, class or education level⁴³.

Nevertheless, each abused woman has a set of unique circumstances which can affect how she responds to the violence. Services need to be sufficiently flexible to take account of these while also being sufficiently standardised to provide a similar response to similar circumstances.

The most effective interventions are ones that support the victim and which increase her choices, building where appropriate, on positive coping strategies she has already developed.

It is the responsibility of the community and state institutions, not the abused woman, to reduce and prevent domestic violence. Moreover, the focus of service providers should be what they can offer to increase victim safety, not, as all too frequently occurs, to merely assess what she is doing or not doing.

Interventions have the potential to be dangerous, even fatal, if insufficient priority is given to safety issues. Victim safety **must** be the over-riding priority **at all times**.

Domestic violence is best understood as a pattern of behaviour designed to achieve power and control rather than as a single incident or even a series of incidents. In this way, the cumulative effects of abuse can be more fully appreciated.

Responses and interventions will only be effective if they offer something substantially different from the perpetrator. The abuser is unpredictable; services must offer certainty. The abuser is judgemental; services must be accepting. The abuser instils fear; services must foster trust. The abuser induces confusion; services must offer clarity and transparency. The abuser denies responsibility for his actions; services must be accountable for theirs.

Aims

In LDVS1, we set out four key aims which are retained for this edition. These are as follows:

- Increasing safe choices for women and children experiencing domestic violence so that they might plan safer futures without compromising their quality of life
- Holding individual abusers accountable for their behaviour in such a way that reduces risk and which not only acts as a future deterrent for them, but also as a deterrent to potential abusers
- Actions which undermine social tolerance/approval of domestic violence or actions which challenge inaction by either individuals or organisations. This includes exposing the many stereotypes and myths about domestic violence, so that assessments are informed and accurate
- Providing children and young people with the knowledge and skills to build relationships based on respect, mutual understanding, with shared power and a commitment to non-violence.

Key priorities

Our key priorities for LDVS2 are divided into two sections: service provision developments and process and structural issues to be addressed.

These have been identified from:

- consultation exercises with survivors
- drawing on research studies and evaluation reports that identify effective practice
- identification of areas where opportunities exist because of government policy or legislation
- informal consultation with London Domestic Violence Forum members and other stakeholders.

The services we will develop or strengthen are:

- independent domestic violence advocacy services
- Specialist/Integrated Domestic Violence Courts
- the health sector's response to domestic violence
- those enabling women to stay safely in their homes
- provision for abused women from disadvantaged groups
- community-based children's services
- interventions with domestic violence perpetrators outside of the CJS
- increased public awareness and understanding, including further development of domestic violence work in schools.

The process and structural issues we will develop or strengthen are:

- improved service user involvement
- standardised domestic violence protocols and guidance, covering such areas as information-sharing, referrals and risk assessments
- further development of a domestic violence resource centre
- monitoring systems and compliance mechanisms
- the provision of high quality domestic violence training.

Further detail on each of these priorities is given below.

Key services

Independent Domestic Violence Advocacy services

The development of independent (that is, voluntary sector) domestic violence advocacy services in every borough is the over-riding priority for LDVS2.

Our initial target is a minimum of three advocates per borough with a longer-term aim of increasing this to five. A full and nationally agreed definition of independent advocacy is given in Appendix A, and we expect this to form the basis of commissioning standards.

The definition is not prescriptive about the physical location of advocates; differing models will suit different localities. In London there are already independent advocacy services operating in a variety of settings. Some are wholly independent, others are accommodated with statutory agencies such as police stations or hospitals. Wherever advocates are based, however, the critical element is that they must be independent of statutory services and provide the services set out in Appendix A. Evaluations of advocacy services have clearly shown that independence is necessary to ensure that survivor safety remains central to multi-agency involvement.

We will work with key partners to identify the necessary funding to develop this provision on a secure and long term basis as it is the single most cost-effective service that could be provided, as well as being consistently rated as helpful by domestic violence victims⁴⁴. We will consult widely on developing a framework for implementing a pan-London service. Such a framework will need to take account of a wide range of issues, including, but not limited to:

- the relationship to outreach, floating support and resettlement services
- the need for detailed protocols
- the training needs of advocates
- the development of Specialist Domestic Violence Courts (SDVCs) of which independent advocacy is an essential component part
- the capacity of the voluntary sector to undertake this work

Specialist/Integrated Domestic Violence Courts

Research⁴⁵ has shown that SDVCs deliver much-improved outcomes such as:

- enhanced effectiveness of court and support services for victims
- advocacy and information-sharing is easier to accomplish
- victim participation and satisfaction is improved
- public confidence in the CJS is increased.

Government funding has recently been made available to develop more SDVCs and we aim to have at least six such courts in London by 2008.

We will also maintain close liaison with the UK's pilot integrated court in the London Borough of Croydon to ensure lessons are disseminated across the capital. If the integrated court proves effective, we will promote the development of more integrated courts.

Development of services in the health sector

Some health services have become far more active in domestic violence work over the past four years but this is not yet consistent across the sector. Representation on local partnerships has increased, especially since PCTs became 'Responsible Authorities'⁴⁶ under the Crime and Disorder Act in April 2004.

Leadership has also been provided by the DoH who, last autumn, announced the introduction of routine enquiry in all health settings within an agreed framework⁴⁷. Whilst welcome, this will undoubtedly identify more abused women and it is critical that health services are not wholly dependent on the voluntary sector to pick up this work. As this is critically important work in shifting the emphasis of intervention towards the earlier stages, the NHS will need to either create its own services or contribute the necessary funding to increase the capacity of local independent advocacy and support services.

In partnership with the National Institute for Mental Health in England (NIMHE), the DoH is currently developing a major initiative: the Violence and Abuse Programme on Health and Mental Health. The aim is to equip professionals and services so that they can better identify and respond to the needs of survivors and perpetrators, including children and adolescents. It brings together many strands of multi-agency and multi-disciplinary work from diverse sectors and fields, including government and cross-government initiatives, statutory health and social services, the CJS and the hundreds of voluntary sector agencies providing services in these areas. This is the first time the full range of these issues and groups have been brought together in a health and mental health services context. We will work closely with this initiative to ensure that the programme is implemented within London's health services.

The Snapshot Project⁴⁸, developed in the London Borough of Harrow, is a service we would like to see in all PCTs, and policy work needs to be undertaken to drive forward the agenda and ensure inclusion of more health professionals than are currently involved. In particular, we seek for each PCT to have a named senior member of staff with thematic responsibility for domestic violence.

Data collection and record keeping within health services is also in need of improvement. It will be assisted by the imminent introduction of the new electronic patient records (EPR) system. EPRs will contain specific diagnostic codes for domestic violence which will be primary codes in domestic violence incidents. This means, for example, a wrist injury sustained during a domestic violence assault will be recorded as domestic violence first and as a wrist injury second. However, systems also need to be developed to ensure the safety of this information and for those services where the notes are hand-held.

Services enabling women to stay safely in their homes

Housing shortages in London are a key obstacle, preventing many abused women from changing their circumstances. An important development in recent years has been to make staying in their home - without the abuser - a more viable choice for some survivors. This is commonly known as a sanctuary scheme⁴⁹.

A sanctuary scheme needs to be available in all London boroughs *in its entirety* and not, as is currently occurring, for it to be reduced to only one of its component parts, namely increased physical security measures on the home. This problem is unfortunately being exacerbated by the recently published Office of the Deputy Prime Minister (ODPM) definition⁵⁰ which does not require all component parts of the original project.

In its entirety, as well as additional security measures to the home, it involves the survivor being provided with advocacy support in devising safety plans and connecting her to other services that may be required. Anecdotal evidence from

survivors is that without this holistic approach, only some of their safety needs are met. This can mean that staying in her own home becomes only a temporary solution, thus wasting the investment made in the physical security measures.

An analysis reviewing tenancy support services in the London Borough of Camden compared the cost of various alternatives, using estimates from social services, housing, the *Supporting People* team and an audit report. The analysis estimated that per week per client, a failed tenancy cost £2,100, B&B cost £163, whilst tenancy support cost just £48⁵¹.

The primary aim of a sanctuary scheme is to increase the housing options available to survivors and should *only* be used when it is *their* choice to do so.

It is also important that local authority housing departments are supported by other Registered Social Landlords. This means ensuring that a consistent and supportive approach to survivors is adopted including effective transfer policies where practicable and explicit inclusion of domestic violence as an eviction offence in tenancy conditions.

There is also potential in utilising the Police Community Support Officers (PCSOs), Anti-Social Behaviour Orders (ASBOs) and floating support services⁵² in conjunction with advocates to complement this service.

Provision for abused women from disadvantaged groups

Some survivors are poorly served by current provision because their additional needs or different experiences are not addressed by mainstream services. In some cases, these needs can even make them ineligible for services.

Key groups include disabled women; women using substances; women with mental health problems requiring high support; women with insecure immigration status and black and minority ethnic (BME) women.

We welcome the recent allocation of funding to Women's Aid to undertake work on disability and domestic violence. We do not wish to unnecessarily duplicate this work and so commit to responding positively to their findings.

We also intend to undertake research on the needs and experiences of BME, refugee and asylum seeking women, especially those from communities other than the Indian sub-continent. Almost all currently available information on BME women's needs relates solely to these communities. We will also continue to lobby for changes in policy and legislation to ensure that survivors with no recourse to public funds can access safety and justice. In particular, we seek a sustainable funding stream for the Last Resort Fund⁵³ which already ran out of funds some months ago for this financial year.

We will also work closely with the joint DoH/NIMHE Violence Against Women Project to identify actions to provide improved responses to survivors who are also experiencing mental health issues.

The Stella Project had already been developing work has on improving responses to perpetrators and survivors with substance abuse problems and we intend to expand this still further.

Community-based children's services

There is a need for more services to support children who have been exposed to domestic violence. Most children's services are currently provided within refuges although there are some isolated exceptions. Whilst this is an important service which is still far too insecurely funded, community based services have the potential to reach many more children. We wish to see the model created by the London Borough of Sutton rolled out to every borough with the longer-term aim of providing structured women's support groups alongside these. Children's groups could also be developed alongside advocacy services for women and there is also a potential role for Extended Schools and Children's Trusts, especially since the safety of children is one of the five key outcomes to be achieved under 'Every Child Matters'. This is currently being encouraged by the Local Government Association (LGA) who have recently produced a commissioning framework: 'Vision for services for children and young people affected by domestic violence'.

Pressure created by recent changes in legislation and practice will also increase demand for high quality supported and supervised contact centres. Of the funding donated by government for new contact centres, only one is in London (London Borough of Hammersmith). This provision should be increased.

See also 'increased public awareness' below for information on work in schools.

Interventions with domestic violence perpetrators outside of the Criminal Justice System

In 2004/5, the MPS attended over 110,000 domestic violence incidents - but only 1,365 domestic violence offenders were successfully prosecuted⁵⁴. This means that an exceptionally small percentage of domestic violence perpetrators are managed through the CJS. This leaves abusers who do seek help but who are not convicted/brought to justice, with few options, most of which are inappropriate (such as couple counselling, anger management).

There is clearly a need to make sure more offenders are brought to justice, but there must also be safe and effective interventions for those abusers who are not involved in the CJS. We will explore the wider applicability of work targeting domestic violence perpetrators where there are also child protection concerns

developed by the Domestic Violence Intervention Project with the City of Westminster and the London Borough of Hammersmith and Fulham.

This is also needed to respond to the Adoption and Children Bill, which will allow the Family Courts to order domestic violence perpetrators seeking contact with their children to attend a perpetrator programme and/or parenting classes. All interventions should meet Respect minimum standards with particular reference to associated women's support services.

We wish to emphasise that this area of work does not mean that perpetrators will be able to escape prosecution for criminal offences where a prosecution is possible.

Increased public awareness and understanding, including work in schools

There are many small-scale local public awareness campaigns but there is scope for amplifying their effect with greater co-ordination across the capital.

Raising awareness and understanding is not just about increasing the unacceptability of domestic violence. It can also act as a way of bolstering support for survivors as, in the first instance, they are far more likely to disclose the abuse to family members, friends, neighbours and employers than service providers. Increasing the general public's knowledge and understanding, therefore, will enhance the ability of these people to offer safe and appropriate support.

We thus propose to undertake initiatives designed to:

- encourage neighbours and employers to offer support
- equip friends and family members with useful information about how best to support someone experiencing domestic violence.

Work led by Westminster Domestic Violence Forum on integrating domestic violence into schools across London is another excellent initiative we are committed to supporting and strengthening, so as maintain the positive momentum that has been created so far.

We know that children exposed to domestic violence often confide in their peers, as do adult survivors. Work in schools, therefore, not only equips children and young people with the skills needed for equal and respectful relationships, but also creates a support network for children currently affected by domestic violence.

Where appropriate, we will add value to local and borough-based awareness work in schools by developing London wide infrastructure such as the Mayor's Young Londoners' Network and Young London Website.

Key process and structural issues

Improved service user involvement

Service user involvement remains the key mechanism whereby domestic violence projects stay focused. Its value needs enhancing for it to become a mainstream part of domestic violence work. Westminster Domestic Violence Forum has a particularly good model⁵⁵ that we would like to see replicated elsewhere. We have also included survivor consultation as an indicator in the assessment framework (see page 32-36) and we will use this to compile examples of good practice for dissemination to other boroughs.

Standardised domestic violence protocols and guidance

Work undertaken by the government, the GLA and the Association of London Government (ALG), as well as others, has identified a need for guidance or tools in the following areas:

- information-sharing protocols
- risk assessment tools
- referral protocols
- domestic violence personnel policies
- multi-agency monitoring and data collection

We propose to develop model versions of the above in collaboration with key agencies. Local adaptations will still need to be made, as only very detailed and tailored protocols are truly effective. However, where they have been developed, they have proven to be an excellent mechanism for ensuring continuity of service even when key staff move on.

Our desired outcome would be that every borough would adopt a 'core' version of these so that there is a degree of consistency across the capital. This is important due to the high percentage of survivors who move across boroughs when escaping domestic violence.

Several agencies are already using risk assessment tools. However, if these were done on a more integrated and multi-agency basis, their effectiveness would be vastly enhanced. This is because risk assessment needs to be a dynamic process rather than a one-off activity. As such, they need to be revised and updated on a frequent basis to ensure new developments are taken into account. It is not reasonable to expect a single agency to do this: a more achievable outcome would be for all agencies to share a risk assessment framework. This would have the added advantage of reducing the number of times basic information had to be repeated by the victim. It would also provide regular reassurance that her safety was being taken seriously. Secure IT models have been developed to allow this kind of information to be shared safely; we will explore the further development of these in London.

This work has been allocated to the Umbra work plan (see page 37-53) because of the need for it to be developed in a multi-agency context and will be subject to wide consultation before being finalised.

Monitoring and compliance

It is important that mechanisms are put in place to monitor the impact of service changes and to ensure that staff within any given agency are complying with policy requirements and service standards. Regular reports will be required by all members of the London Domestic Violence Forum Steering Group (see page 25-26 and Appendix B for more detail) on their progress in implementing the recommendations. Some of these explicitly refer to the implementation of monitoring systems and service user views. This will allow us to monitor the pace of change, ensure that policies are being translated into practice and to identify any emerging trends. There will also be an annual audit of the 33 Crime and Disorder Reduction Partnerships to assess their current level of provision. All of these reports will be published on the internet.

The collation of all the above will allow us to establish much needed baseline data against which the aims of the strategy can be assessed and future outcomes developed.

Further development of a domestic violence resource centre

A central 'hub' is needed for several reasons. A wide range of professionals need easy access to relevant information such as guidance, job descriptions, statistical data and research. Moreover, any agency contemplating changes in its response to domestic violence, needs to be able to assess this within the context of what other agencies are doing to assess the likely effects.

From November 2005, all papers relating to this edition of the strategy will be published on the internet, including progress reports and monitoring data.

In partnership with others, we will also create a web-based resource bank of relevant policies, practice guidance and evaluation reports as well as documents regularly requested by London Domestic Violence Forum members.

A consortium of six-second tier voluntary sector domestic violence agencies has recently been formed to progress the further development of a central resource centre.

High quality domestic violence training

Training has been identified as a key issue by a range of statutory and voluntary sector agencies. It is essential that high quality and relevant training be available, in particular in the following areas:

- basic awareness, understanding and good practice, targeted for the specific role of each professional⁵⁶
- specialist training for staff whose role involves a significant proportion of domestic violence work
- cross-sectoral training to meet the needs of survivors with complex needs
- training as part of implementing policy or legislative changes
- partnership development training
- training-the-trainer courses.

We are currently exploring the possibility of establishing a pan-London domestic violence training unit to provide a range of courses to statutory and voluntary sector agencies. This training unit would be expected to work in partnership with existing training initiatives (providing these are accredited/meet quality standards) with an emphasis on working collaboratively with local services. This is to ensure local knowledge informs any training and to work towards increasing local capacity so that on-going training can be sustained.

implementation

The first London Domestic Violence Strategy emphasised changing the policies and practices of individual service providers. Although initiatives involving partnership work were undertaken through the work of the sub-groups, this is given a higher priority in this edition.

Seen through the eyes of the survivor, the safety net still fails all too often. To be effective, it is not just how an *individual* person or agency responds to the abuse that matters; it is equally important how that response works in conjunction with *other* responses. It is of no use to only improve the response of health professionals in identifying domestic violence if the end result is that other local agencies are overwhelmed with referrals. It is of no use for the police and CPS to improve their practice if this is not reflected in the responses of the courts or if the Probation Service is not provided with sufficient resources to offer safe and effective perpetrator programmes. Far too frequently, the experience of the survivor is that despite demonstrating the courage to reach out for the help and protection she was promised, she ends up less safe and more alone.

In this edition of the London Domestic Violence Strategy, we have structured the implementation mechanisms to give an increased emphasis on accountability and in the assessment frameworks, more emphasis on the 'package' of provision.

The Mayor has allocated money in his budget to be used to facilitate the development, monitoring and assessment of this strategy. The London Domestic Violence Forum and Project Umbra including the role of the Metropolitan Police Authority (MPA) in this (see below) will provide the means by which discussions can continue with key agencies to further develop, implement and evaluate the proposals contained within this strategy.

This strategy will be implemented over a three-year period with regular assessments to ensure progress is made. The Steering Group of the London Domestic Violence Forum will produce an annual report detailing progress and plans for the coming year. The report will be widely disseminated to key agencies and individuals. The annual awards scheme will continue to take place each November to recognise and publicise innovation and good practice in domestic violence work.

New structure of the London Domestic Violence Forum

In the review process, an identified issue was the current structure of the London Domestic Violence Forum. Three key concerns were raised:

- the expectations of the Forum's function varied considerably between members
- there are too many members for the Forum to be wholly manageable
- there is a degree of duplication with other fora.

The differing expectations of the role of the London Domestic Violence Forum can be summarised as:

- networking opportunities
- information-sharing
- addressing progress on specific recommendations contained within the original strategy
- links to the political decision making process
- opportunities for collaborative working.

It is heartening how many agencies wish to be involved in this work. However, the number of members makes it difficult to devise a workable structure and to minimise bureaucracy. Frontline workers are eager to meet others undertaking similar work and to share information and ideas. While their input can be invaluable in identifying problems and gaps within current provision, the involvement of senior staff is also needed if we are to effect structural change. Additionally, some local groups felt denied the opportunity to participate since membership was restricted for them through their local Domestic Violence Forum, a role often undertaken by the local Domestic Violence Co-ordinator.

The increased engagement with domestic violence by many agencies has also led to some duplication, so that some individuals, and local authority Domestic Violence Co-ordinators in particular, have had an unmanageable number of meetings to attend.

To address these concerns, we propose the changes outlined below.

The main London Domestic Violence Forum will continue to meet but at a reduced frequency of twice a year. The focus of these meetings will be to provide networking opportunities and to share information on current issues and initiatives. Membership will be open to all London domestic violence service providers and policy staff.

These meetings, together with the Project Umbra open meetings and the MPA Domestic Violence Board (see below) will allow for the critical function of links with the political decision-making process to be maintained and strengthened.

A smaller steering group will also meet, comprised only of agencies allocated specific recommendations in this strategy. The steering group will meet quarterly and all members will be required to submit a brief written report, detailing progress on their specific recommendations. These reports will be published on the internet. The proposed membership is in Appendix B, and attending agencies will be expected to ensure that staff in their agency are aware of activities of the London Domestic Violence Forum Steering Group particularly at a local level.

The current sub-groups of the London Domestic Violence Forum will cease to exist although from time to time, short-term working groups may be established for specific projects.

Project Umbra

Project Umbra was commissioned by the London Criminal Justice Board in 2004. The MPS was tasked with developing a domestic violence strategy for London's criminal justice agencies. We see no advantage in duplicating this work and following negotiations with the police, have agreed to merge Project Umbra within LDVS2.

At the same time, an internal restructuring of the MPS has resulted in the transfer of domestic violence from the Deputy Commissioner's Command to territorial policing. This provides a much stronger focus on performance management and clearer lines of accountability. This is a very welcome move and is already having a positive effect on police responses to domestic violence.

Project Umbra will have a Project Board and five strands of work as follows:

- improving performance and data sharing
The aim of this strand is to improve the performance of CJS agencies with an especial emphasis on integrating systems across agencies.
- increasing advocacy and support services
The aim of this strand is to ensure that survivor safety remains central to Project Umbra and that improvements in the CJS are accompanied by concurrent improvements in survivor support.
- protecting children and young people exposed to domestic violence
The aim of this strand is to ensure that the needs of children exposed to domestic violence are fully integrated into the policy and practice of all key services used by abused women.
- improving offender management
The aim of this strand is to improve the way that domestic violence offenders are identified and managed, in terms of risk accountability and rehabilitation.
- greater integration of legal systems and services
The aim of this strand is to ensure greater consistency and integration of policy, practice and administrative systems across the CJS.

The Umbra Project Board will hold two open meetings a year to provide an opportunity to consult with the wider domestic violence sector.

Each strand of work listed above will have a working group, administered by the MPS. Each group will meet six times a year to oversee progress on implementing the work plan (see page 37-53) and to review it as required. The chairs of each of these working groups will also be members of the London Domestic Violence Forum Steering Group.

To ensure independent scrutiny of Project Umbra, the MPA has established a Domestic Violence Board that will include external agencies as part of its membership.

Originally, Project Umbra's focus was to improve the response of criminal justice agencies to domestic violence. However, to avoid unnecessary duplication, some additional areas beyond the CJS have now been incorporated. The work programme for Project Umbra can be found on pages 37-53.

The role of the Mayor

Some of the changes needed to address the issue of domestic violence effectively are beyond the jurisdiction of the Mayor. However, the Mayor will provide leadership for London in reducing and preventing domestic violence and encourage other organisations - statutory, private and voluntary - to contribute to realising the vision set out in this strategy.

The Mayor will continue to facilitate the London Domestic Violence Forum to encourage more strategic planning of service provision across the relevant agencies. Through this group, the Mayor will encourage all agencies to adopt minimum standards and will make annual awards recognising progress by individual agencies, innovative projects and effective use of resources.

Through his regular series of meetings with London local authority leaders and chief executives, the Mayor will discuss progress by local authorities in implementing this strategy at a local level and ensure that domestic violence remains a priority.

The Mayor will use his budget setting powers over the MPA and LFEPA, to ensure that sufficient resources are devoted to addressing domestic violence. The quarterly reports produced by the functional bodies for the Mayor and Assembly Budget Committee will detail how the MPA/MPS and LFEPA are delivering against the priorities and requirements of this strategy.

The London Crime Reduction Delivery Board (LCRDB), chaired by the MPS Deputy Commissioner, brings together senior level staff from the MPS, GLA, Government Office for London, ALG, Court Services, Probation Service, National Offender Management Services, Crown Prosecution Service, London boroughs, Home Office, Metropolitan Police Authority and other partners that share

responsibility for crime reduction in London. It feeds views and recommendations directly into the National Crime Reduction Delivery Board, chaired by the Prime Minister. The Mayor will ensure that domestic violence and progress on this strategy is regularly discussed at this Board, so senior managers are made aware of any problems or blockages to implementation. The annual report of London Domestic Violence Forum, setting out progress on this strategy at a local, borough, pan-London and national level will be presented to LCRDB.

The Mayor will use his powers over the direction and content of the London Housing Strategy to ensure that the housing needs of women who experience domestic violence are prioritised. This includes ensuring that the *Supporting People* regime is effective for all survivors of domestic violence.

The Mayor will continue to support the Stella Project⁵⁷, and through the work of the Greater London Alcohol and Drug Alliance increase the choices available for people with drug and alcohol problems who are experiencing or perpetrating domestic violence.

The Mayor will also explore the potential for a pan-London Local Area Agreement (LAA) on domestic violence.

The Mayor is committed to ensuring that the expertise of the voluntary sector continues to be acknowledged and valued and that they are enabled to contribute their essential knowledge to future developments. As part of this work, the Mayor will facilitate, in partnership with the Home Office, on-going discussions within the voluntary sector on current developments with especial reference to Independent Domestic Violence Advocacy Services, Specialist Domestic Violence Courts and Multi-Agency Risk Assessment Conferences.

The Mayor has also made arrangements for progress on the strategy to be overseen on a day-to-day basis and has allocated funding from his budget to facilitate its development.

In addition to the commitments already stated, the Mayor will also make representations on issues, including:

- all Family Courts to undertake a comprehensive risk assessment before ordering child contact and where the offender is ordered on to a perpetrator programme, for this to precede contact rather than run concurrently
- the national domestic violence help line numbers to be printed within child benefit books
- the national domestic violence phone lines to receive adequate and sustained funding

- the Common Assessment Framework guidance to include clear directions regarding the application of the risk indicator of ‘allowing a child to witness domestic violence’
- policy and legislative changes to allow women with insecure immigration status to access refuges and receive living expenses
- the data collected under the National Action Plan⁵⁸ to be capable of having London specific data extracted
- dedicated domestic violence resources to be allocated commensurate with the scale of the issue. This to include monies to fully implement the National Action Plan and to sustain refuge provision, including children’s workers.
- mandatory training for all relevant professionals
- ‘special measures’ in court to automatically include domestic violence victims
- judges to be held accountable when a child is murdered on a court ordered contact visit despite knowledge of a history of domestic violence
- the electronic patient records on domestic violence to be subject to additional security measures
- victims to have access to civil legal options including availability of solicitors and funding
- the National Asylum Support Service domestic violence policy to be reviewed
- a more holistic approach to addressing the causes of forced marriage rather than a sole focus on legislation

assessment framework

In the first London Domestic Violence Strategy, we published a set of minimum standards for all agencies. In response to feedback, these have been revised and streamlined. We wish to retain these as a benchmark that no domestic violence service provider should fall below. Any agency failing to meet these minimum standards is unlikely to be providing safe or effective domestic violence services.

Minimum standards for all agencies

The following standards are the minimum requirement for any statutory or voluntary agency delivering domestic violence services. They are a modified version of those set out in LDVS1.

All services should:

- display domestic violence posters in all public areas
- provide additional domestic violence information (leaflets, crisis cards for example) in at least three community languages or alternative formats such as braille, on tape, video, large print
- include domestic violence information of relevance to survivors, children and perpetrators on the agency website
- ensure relevant staff receive domestic violence training. Agencies should endeavour to ensure that staff at all levels receive basic training - including managers and other senior staff as well as receptionists and call-handlers - and that staff with specialist functions receive specialist training which fully equips them for their work
- have in place a specific personnel policy on domestic violence for staff experiencing or perpetrating domestic violence
- display clear public information on their specific role and responsibilities in relation to domestic violence
- have a specific individual within the agency with lead responsibility for domestic violence work and for this role to be explicitly included within their job description. In the case of local authorities, there should be a specific individual in each directorate
- have in place mechanisms to monitor their agency's response to domestic violence and to collate data for sharing with other agencies
- have in place systems to communicate domestic violence developments from partnerships to other staff in the agency.

While much progress has been made by individual agencies, a truly effective response is one that provides an integrated and comprehensive intervention. There must be a greater focus on ensuring that this 'package' is in place in each borough.

Improvements in some services are being severely undermined by a lack of progress in others. For example, the implementation of a standardised response by frontline police officers is a significant achievement for the MPS, which we

welcome wholeheartedly. However, the consequence of this has been a large increase in the number of children being referred to social services. Action is now needed to make sure that social services have in place robust mechanisms for assessing these referrals to standard pan-London criteria. This would ensure that this increase in referrals does not result in the unintended consequence of placing more children at risk of significant harm.

Thus we propose to conduct an annual audit, in consultation with the Government Office for London (GoL), of provision in each Crime and Disorder Reduction Partnership (CDRP) to assess the development of integrated responses at a local level.

This data, together with that contained in the recommendations for individual agencies, will assist us in working towards producing London specific data for the performance indicators of the National Domestic Violence Action Plan (see Appendix D for more details).

Crime and Disorder Reduction Partnership (CDRP) assessment framework

In consultation with GOL, we will measure progress at a local level via CDRPs to assess the ‘package’ of responses available in each borough. In recognition of the fact that change is taking place at a different pace in different localities, we propose to establish three levels of standards with the expectation of year-on-year improvements.

Following the results of the first audit, these standards may be reviewed in consultation with CDRPs.

Level one

Independent advocacy service in place, consisting of at least one full-time advocate.

Local authority meeting at least 50 per cent of the government standard BVPI 225⁵⁹.

Local police making arrests in at least 50 per cent of domestic violence incidents where the power exists to do so.

Evidence of survivor consultation.

Domestic violence integrated into at least five of the following:

- Local Public Service Agreement
- Local Area Agreement
- Equality Action Plan

- Homelessness Reduction Strategy
- Education Development Plan
- Anti-bullying Strategy
- Crime and Disorder Reduction Strategy
- Drug and Alcohol Action Team Treatment Plan
- Local Policing Plan
- Children and Young People's Plan
- Primary Care Trust Local Development Plan
- Child and Adolescent Mental Health Strategy
- Teenage Pregnancy Strategy
- The Healthy Schools Programme Plan
- Sure Start Strategy
- Neighbourhood Renewal Strategy
- Vulnerable Adult Protection Strategy
- Equality standard for local government.

A named individual with responsibility for domestic violence in at least four local statutory agencies/local authority directorates.

Local temporary accommodation hostels have a specific domestic violence policy in place.

An elected local Councillor with specific responsibility for domestic violence.

CDRP allocates an annual budget to the local Domestic Violence Forum⁶⁰.

Domestic violence work taking place in at least two schools⁶¹.

Inter-agency data collection systems in place involving at least six agencies.

Formal links existing between the Domestic Violence Forum and the Safeguarding Children Board.

Level two

An independent advocacy service in place, consisting of at least three full time (or equivalent) advocates.

A named individual with responsibility for domestic violence in at least six local statutory agencies/local authority directorates.

A specific domestic violence policy in at least three local housing associations/housing support providers.

All local refuge projects having at least one full time children's worker.

Local police making arrests in at least 65 per cent of domestic violence incidents where the power exists to do so.

Domestic violence fully integrated⁶² into at least seven of the following:

- Local Public Service Agreement
- Local Area Agreement
- Equality Action Plan
- Homelessness Reduction Strategy
- Education Development Plan
- Anti-bullying Strategy
- Crime and Disorder Reduction Strategy
- Drug and Alcohol Action Team Treatment Plan
- Local Policing Plan
- Children and Young People's Plan
- PCT Local Development Plan
- Child and Adolescent Mental Health Strategy
- Teenage Pregnancy Strategy
- The Healthy Schools Programme Plan
- Sure Start Strategy
- Neighbourhood Renewal Strategy
- Vulnerable Adult Protection Strategy
- Equality standard for local government.

A contact centre offering supervised handover.

Evidence of readiness for a SDVC⁶³.

Local authority meeting at least 75 per cent of BVPI 225.

Employment of at least a part-time Domestic Violence Co-ordinator on a permanent contract *or* a full time Domestic Violence Co-ordinator on a short-term contract of not less than two years duration.

A senior member of staff with specific responsibility for domestic violence in each of the 'Responsible Authorities'⁶⁴.

Evidence of cross-sector work between domestic violence and substance abuse services *or* domestic violence and mental health services.

CDRPs allocating an annual budget to the local Domestic Violence Forum comprising at least 15 per cent of monies allocated to violent crime.

Evidence of on-going survivor involvement to shape local strategies and priorities.

Domestic violence work taking place in at least four schools.

A named link person in the local education authority with responsibility for ensuring children who move into the borough are found a school placement as quickly as possible.

A Snapshot Project operating in at least two surgeries or an A&E Department.

Routine enquiry in place in maternity services.

At least one refuge bed-space fully accessible to a woman with mobility or sensory impairment.

Inter-agency information-sharing protocol in place.

Systems in place for interventions with perpetrators who are not being managed by the CJS.

Level three

An independent advocacy service in place consisting of at least four full time (or equivalent) advocates.

A holistic sanctuary scheme in place⁶⁵.

Community-based services for children exposed to domestic violence⁶⁶.

CDRPs allocating an annual budget to the local Domestic Violence Forum comprising at least 25 per cent of monies allocated to violent crime.

Local police division are making arrests in at least 80 per cent of domestic violence incidents where the power exists to do so.

A contact centre offering high vigilance contact services.

Employment of a full-time Domestic Violence Co-ordinator on a permanent contract.

Local authority meeting at least 90 per cent of BVPI 225.

Domestic violence integrated into at least nine of the following:

- Local Public Service Agreement
- Local Area Agreement
- Equality Action Plan
- Homelessness Reduction Strategy
- Education Development Plan
- Anti-bullying Strategy
- Crime and Disorder Reduction Strategy
- Drug and Alcohol Action Team Treatment Plan
- Local Policing Plan
- Children and Young People's Plan
- Primary Care Trust Local Development Plan
- Child and Adolescent Mental Health Strategy
- Teenage Pregnancy Strategy
- The Healthy Schools Programme Plan
- Sure Start Strategy
- Neighbourhood Renewal Strategy
- Vulnerable Adult Protection Strategy
- Equality standard for local government.

A named individual with responsibility for domestic violence in at least eight local statutory agencies/local authority directorates.

Domestic violence work taking place in at least six schools.

A SDVC in place.

All 'Responsible Authorities' have a domestic violence personnel policy.

Evidence of cross-sector work between domestic violence and substance abuse services *and* domestic violence and mental health services.

A Snapshot Project operating in at least four surgeries or an A&E Department.

At least two refuge bed-spaces fully accessible to a woman with mobility or sensory impairment.

Formal referral routes in place for perpetrators to programmes meeting Respect minimum standards.

the strategy recommendations

The following recommendations have been derived from a variety of sources including consultation exercises with survivors, feedback from frontline practitioners, the commitments in the preceding pages, other strategic documents and guidance, existing good practice which could be usefully duplicated across London and a number of domestic violence research projects and service evaluations.

Where agencies have existing commitments such as BVPI 225 we have incorporated these into the recommendations below.

It is not the intention of this strategy to single out any agency in particular; specific organisations mentioned below are providers of key domestic violence services. However, to be effective in addressing this issue, all agencies need to recognise that their current provision clearly is not working to maximum effect and that there is room for improvement. It is hoped that all relevant agencies will work co-operatively together with the common purpose of reducing and preventing domestic violence.

Increasing safe choices for women and children experiencing domestic violence so that they might plan safer futures without compromising their quality of life		
ACTION	PRIORITY	LEAD AGENCY
<p>Independent domestic violence advocacy services</p> <p>Specialist/Integrated Domestic Violence Courts</p> <p>Further developing the health sector's response to domestic violence</p> <p>Services enabling women to stay safely in their homes</p> <p>Provision for abused women from disadvantaged groups</p> <p>Community-based children's services</p>	<ul style="list-style-type: none"> Develop and establish an advocacy service in every London borough following consultation with all relevant stakeholders. Promote the development of holistic sanctuary schemes. Expand the availability of survivor support groups with an emphasis on those that do not require survivor's to have ended the relationship before allowing attendance. Explore the potential for expanding the number of BME groups who can be training to take 'assisted police reports'. Support the development of Accredited Training, National Occupational Standards and National Service Standards⁶⁷. Explore the potential for the Court Witness Service to also operate within the Family Courts. Identify funding for undertaking research into the needs of BME women experiencing domestic violence. Monitor the application of the Quality Assessment Framework for <i>Supporting People</i> to ensure consistency across the capital. Work with the DoH/NIMHE Violence and Abuse Project which aims to mainstream domestic violence and child abuse into mental health services. Forge links with the Havens to improve provision for survivors experiencing sexual assault. Further develop and promote cross-sectoral work between the domestic violence and substance abuse sectors. Promote and widely disseminate the Home Office guidance on no recourse to public funds (forthcoming). Produce information for family members, friends and employers of survivors to assist them in providing more effective support. Continue to integrate domestic violence into work with women offenders. Develop a pan-London strategy for co-ordinating public awareness campaigns in consultation with specialist domestic violence services and other key agencies. Further develop work with the Links Project and the Dogs Trust⁶⁸ 	<p>Project Umbra - Strand Two</p>

ACTION	PRIORITY	LEAD AGENCY
	<ul style="list-style-type: none"> • Develop guidance for undertaking Multi-Agency Risk Assessment Conferencing (MARAC's) • Review and update Form 78/Merlin⁶⁹ to include a greater focus on documenting risk factors. • MPS and CPS to develop guidance on the use of child witnesses to domestic violence incidents. • Work with CAFCASS to implement the recommendations of HM Magistrates' Court Service Inspectorate (MCSI) thematic inspection of domestic violence. • Ensure that domestic violence homicide reviews include deaths of children where domestic violence is a factor. • Modify Project Notify to ensure safety issues are assured with regard to cross-borough transfers of child protection cases. • Evaluate 'Stephen's Place' (a high vigilance contact centre) and disseminate findings. • Promote the development of further contact centres, including those that can provide a high vigilance service. • Promote the inclusion of domestic violence as a key issue within the new Children's Trusts. • Ensure that the needs of children exposed to domestic violence are incorporated within local Crime and Disorder Reduction Strategies. • Promote the inclusion of children's services as an integral part of responding to domestic violence within substance abuse and mental health services. • Monitor the effects of recent changes to Family Court processes regarding domestic violence. • Ensure domestic violence is included within joint reviews of children's services. • Jointly with the LFEPA, MPA and GLA, develop a package on child safety for use by fire and police officers doing work in schools. The content to focus on children keeping themselves safe whether it is from fire, an external criminal or from domestic violence or child abuse. • Explore the potential for integrating domestic violence into the work of the Connexions Service. • Develop work aimed at adolescents experiencing domestic violence in their own relationships. (Subject to agreement from the Project Umbra Board) 	<p>Project Umbra - Strand Two</p> <p>Project Umbra - Strand Three</p>

Project Umbra – Strand Two

ACTION	PRIORITY	LEAD AGENCY
	<ul style="list-style-type: none"> • Develop a pilot scheme to determine the level of demand for an emergency domestic violence fund in each police division. • Assess the efficiency of arrangements for police officers to access an interpreter and address any areas for improvement that may be identified. 	Metropolitan Police Service
	<ul style="list-style-type: none"> • Specifically address the safety needs of domestic violence victims in Witness Care Units through ensuring preferred safe means of contact; preferred single point of contact; transport and/or childcare to support court attendance; checking court dates; provision of information on specialist domestic violence services and referral where required. • Consult with victims on bindovers⁷⁰ and bail conditions. • Ensure the prosecutor considers carefully the rights, safety and wishes of the child victim or witness. Consider the support needs of child victims or witnesses including specialist support and special measures. 	Crown Prosecution Service
	<ul style="list-style-type: none"> • Develop and implement interventions with domestic violence victims within the prison system. 	HM Prison Service
	<ul style="list-style-type: none"> • Develop an information pack for service users, explaining the assessment process, with timescales. • Develop standardised risk assessment and safety planning procedures for when domestic violence is a factor. 	CAFCASS
	<ul style="list-style-type: none"> • Implement routine enquiry into all maternity services, A&E departments, and PCTs in line with the recommendations in the DoH Domestic Violence Resource Manual. • Include domestic violence issues in compulsory mental health admissions protocols (conducted in partnership with social services). • Develop and implement the Snapshot Project in each borough. • Incorporate domestic violence into the role of the new Alcohol Harm Reduction Workers⁷¹. 	London Regional NHS
	<ul style="list-style-type: none"> • Develop and disseminate domestic violence guidance and screening procedures for parenting class providers. 	London Child Protection Committee

ACTION	PRIORITY	LEAD AGENCY
	<ul style="list-style-type: none"> • Develop guidance and training for social services to be able to effectively assess the risks to children who are exposed to domestic violence. 	Association of London Government
	<ul style="list-style-type: none"> • Work with youth services to integrate domestic violence and gender issues into their work with young people. • Jointly host a seminar with the University of Warwick to launch a new resource pack aimed at rebuilding the mother-child bond after domestic violence. • Facilitate the pan-London roll out of community-based groups (piloted in the London Borough of Sutton) for children exposed to domestic violence. • Work with teenage pregnancy co-ordinators to integrate domestic violence into their work. • Produce a leaflet aimed at family members and friends of survivors. 	Greater London Domestic Violence Project
	<ul style="list-style-type: none"> • Explore the development of support groups and person-centred counselling provision for abused women and children. 	Relate/Counselling services
	<ul style="list-style-type: none"> • Work closely with the Department of Health/NIMHE Violence Against Women Project to identify actions to provide improved responses to survivors who are also experiencing mental health issues. • Work with Government to increase the provision of high quality supported and supervised contact centres. 	Greater London Authority

Holding individual abusers accountable for their behaviour in such a way that reduces risk and which not only acts as a future deterrent for them, but also as a deterrent to potential abusers		
ACTION	PRIORITY	LEAD AGENCY
Interventions with domestic violence perpetrators outside of the Criminal Justice System (CJS)	<ul style="list-style-type: none"> • Develop guidance for police officers on interviewing techniques for perpetrators. • Produce a leaflet for professionals about perpetrator programmes. • Ensure clarity over the process whereby offenders convicted of sexual offences against their partner are allocated to either a domestic violence or sex offender programme. • Promote the further rollout of work piloted by Domestic Violence Intervention Project, the London Borough of Hammersmith and Fulham and the City of Westminster's Social Services. • Support the development of specialist parenting classes for domestic violence offenders. • Develop a process between the MPS and probation to fast track recalls of domestic violence offenders when breaches of orders are committed within three months, and ensure that this is communicated as policy to all staff. • Develop a separate action plan for domestic violence offenders within the Prolific and Priority Offender Scheme. • Mainstream risk assessment training for CJS professionals including probationer training. • Develop clear procedures to determine when a domestic violence perpetrator is allocated to the public protection panels and when to Multi-Agency Public Protection Arrangements (MAPPAs). • Develop a perpetrator risk assessment model across all statutory agencies (starting with MPS, CPS and probation). • Work with NIMHE to identify ways of working with domestic violence perpetrators within the mental health system. • Explore the potential for greater integration of domestic violence into drug and alcohol work, including alcohol arrest referral schemes. • Develop systems for ensuring greater transparency in decision making about bail conditions. • Ensure the Premium Service protocol⁷² is fully implemented and monitored. 	Project Umbra – Strand Four

ACTION	PRIORITY	LEAD AGENCY
	<ul style="list-style-type: none"> • Ensure frontline officers have full and easy access to the necessary equipment for effective evidence gathering. 	Metropolitan Police Service
	<ul style="list-style-type: none"> • Ensure that OASys and SARA are used effectively and safety in offender, pre-sentence reports (PSRs), parole assessment reports (PARs) and other assessments. 	London Probation Area
	<ul style="list-style-type: none"> • Develop and implement interventions with domestic violence offenders within the prison system. 	HM Prison Service
	<ul style="list-style-type: none"> • Promote the use of electronic tagging as part of sentencing for repeat offenders. • Where sentencing involves referral to a perpetrator programme, promote that the order lasts for at least two years. 	London Criminal Justice Board
	<ul style="list-style-type: none"> • Evaluate the pilot perpetrator project and disseminate the findings. 	Relate/Counselling services

Actions which undermine social tolerance or approval of domestic violence or actions which challenge inaction by either individuals or organisations. This includes exposing the many stereotypes and myths so that assessments are accurate

ACTION	PRIORITY	LEAD AGENCY
Increased public awareness and understanding, including further development of domestic violence work in schools	<ul style="list-style-type: none"> • Provide leadership for London in reducing and preventing domestic violence and encourage other organisations to contribute to realising the vision set in this strategy • Undertake initiatives to encourage neighbours and employers to offer support to domestic violence victims and equip friends and family members with useful information about how best to support people experiencing domestic violence • Continue to engage with borough chief executives and borough commanders to ensure that domestic violence remains a priority at borough level 	Greater London Authority

Providing children and young people with the knowledge and skills to build relationships based on respect and mutual understanding, with shared power and a commitment to non-violence		
ACTION	PRIORITY	LEAD AGENCY
Increased public awareness and understanding, including further development of domestic violence work in schools	<ul style="list-style-type: none"> Consult on the development and support of domestic violence services including pan-London domestic violence education initiatives within the consultation process on future funding priorities for the ALG grants programme. 	Association of London Government
	<ul style="list-style-type: none"> Work with the National Youth Theatre to develop a peer education network. 	Greater London Domestic Violence Project

Improving Service Delivery (the following priorities underpin the delivery of the 4 aims)			
ACTION	PRIORITY	LEAD AGENCY	
Improved service user involvement	<ul style="list-style-type: none"> • Agree and establish common performance indicators across CJS agencies. • Agree and establish a range of qualitative performance indicators across CJS agencies. • Establish monitoring procedures for measuring compliance and non-compliance across CJS agencies. • Work with CAFCASS and probation to develop a national training package that is coterminous with those produced by the police and CPS. • Implement joint training across CJS agencies. • Develop safe, integrated information and intelligence sharing systems that have the full confidence of all partners. • Develop a shared, pan-London database of civil injunctions. • Develop systems with the court and police to ensure that the results of court hearings, including bail hearings, are communicated to victims and witnesses as soon as possible and, wherever possible, before the defendant leaves court. • Review and update the guidance for conducting Domestic Violence Murder Reviews (DVMRs) • Maintain an overview on progress in implementing recommendations arising from DVMRs. • Develop and implement fast tracking procedures for domestic violence cases. • Devise a management system to track cases from start to finish. • Explore ways of combining civil and criminal case tracking. • Develop systems to ensure that the evidence file gets to probation staff. • Implement monitoring of sentencing to improve consistency and to identify non-compliance. • Produce guidance for local partnerships on preparing to establish a Specialist Domestic Violence Court. • Undertake a detailed mapping exercise of court facilities across London. • Ensure the involvement of relevant agencies in the development of the new Specialist Domestic Violence Courts. 	Project Umbra - Strand One	
Standardised domestic violence protocols and guidance, covering such areas as information-sharing, referrals and risk assessments			
Further development of a central domestic violence resource centre			
Monitoring systems and compliance mechanisms			
The provision of high quality domestic violence training.			Project Umbra - Strand Five

ACTION	PRIORITY	LEAD AGENCY
	<ul style="list-style-type: none"> • Work in partnership with local courts to ensure safety of victims and witnesses in court through, where possible, separate entrances and waiting areas, alerting security staff to any potential conflicts and court provision of any special measures such as screens. • Identify barriers faced by different communities and specialist support needed by victims. • Fully implement and monitor the Family Law protocol 	
	<ul style="list-style-type: none"> • Identify funding towards the cost of a research study into the needs of BME women. • Establish mechanisms to monitor: <ul style="list-style-type: none"> o the implementation of MPS domestic violence personnel policy o the implementation of domestic violence standard operating procedures o the availability of administrative support to Community Safety Units (CSUs) o the availability of cameras to officers to ensure effective evidence gathering can take place o domestic violence arrests with a special focus on: <ul style="list-style-type: none"> • reasons given as to not arresting when the power existed to do so • the inclusion of the Victim Personal Statements within files submitted to the CPS • the number and validity of dual arrests (ie., when both parties are arrested). • Undertake an annual analysis of domestic violence data collected by MPS. • Engage with CPS to make domestic violence data collected by both organisations more coterminous. • Request twice yearly reports from the MPS on Domestic Violence Murder reviews. 	Metropolitan Police Authority
	<ul style="list-style-type: none"> • Develop and implement regular monitoring of the risk assessment form (124d) to ensure compliance and implement the recommendations from the recent evaluation. • Monitor the implementation of the MPS Standard Operating Procedures. • Collect data on forced marriages and gender-based violent crimes and affected communities. • Disseminate and distribute forthcoming ACPO guidance on harassment and stalking. 	Metropolitan Police Service

ACTION	PRIORITY	LEAD AGENCY
	<ul style="list-style-type: none"> • Conduct an annual survivor satisfaction survey. • Fully implement, promote and monitor the MPS personnel policy on domestic violence. • Re-establish the multi-agency pan-London Domestic Violence Murder Review Panel in line with forthcoming Home Office guidance. • Review and update MPS website content on domestic violence both internally and externally. • Review and change as necessary the current MPS policy clashes between domestic violence, child protection and rape and sexual assault policies and guidance and integrate gender-based violence issues into these. • Produce quarterly reports detailing: <ul style="list-style-type: none"> • domestic violence incidents attended • domestic violence incidents resulting in an arrest where the power existed to do so • dual arrests • dual arrests resulting in a dual charge • files submitted to the CPS for a decision on prosecution • domestic violence files submitted to the CPS containing: <ul style="list-style-type: none"> • photographic evidence • Victim Personal Statement • Vacant posts in CSUs • CSUs with dedicated administrative support • role of police officers attending domestic violence training • domestic violence homicides. • Review and update all domestic violence training programmes including those for: <ul style="list-style-type: none"> • CSU officers • frontline officers • civilian staff • Borough Commanders • Child Protection Teams. 	

ACTION	PRIORITY	LEAD AGENCY
	<ul style="list-style-type: none"> • Develop domestic violence training for: <ul style="list-style-type: none"> • Vice and Clubs • Sapphire Teams • Operation Compass • Operation Maxim • Murder Investigation Teams. 	
	<ul style="list-style-type: none"> • As part of the general community engagement strategy, ensure the Domestic Violence Co-ordinators and Witness Care Units (WCUs) have up-to-date information on local communities/demographics and specialist domestic violence agencies, including those working with a range of diverse communities. • Consider the development of lead prosecutors for Specialist Domestic Violence Courts and to participate in operational teams⁷³. • Provide extended training for prosecutors working or planning to work in Specialist Domestic Violence Courts⁷⁴. • Ensure that adequate time is allocated to CPS Domestic Violence Co-ordinators to carry out these tasks. • In line with the CPS domestic violence policy, guidance and training, ensure that: <ul style="list-style-type: none"> • file endorsements and management monitoring indicate compliance with the Domestic Violence Policy and Guidance • domestic violence cases are identified, with methods to track cases across police and CPS and flagged on COMPASS⁷⁵ • duty prosecutors ensure appropriate charging decisions are made and request the police gather evidence in accordance with police and CPS policies • bail conditions reflect the safety of children and victims without placing unreasonable or inappropriate restrictions on them • prosecutors consider safety issues in deciding when an application for a witness summons would be appropriate, as outlined in the guidance • prosecutors give consideration to balancing the needs for proceeding with cases wherever possible, requesting that the police gather further evidence in the public interest, against the need for reducing cases where attempts fail and no evidence is offered on the day • prosecutors make use of Victim Personal Statements (VPS) in deciding how to proceed and also ensuring the victim's views are heard by the court. If no VPS is available, prosecutors should ask the police to offer the victim the opportunity to make one • consideration is given to the use of domestic violence expert witnesses. 	Crown Prosecution Service

ACTION	PRIORITY	LEAD AGENCY
	<ul style="list-style-type: none"> • Implement the CPS training strategy. • Ensure that prosecutors are familiar with the provisions for vulnerable and intimidated witnesses and give early consideration to the need for special measures and reporting restrictions, as appropriate in court. • Ensure that prosecutors help victims and witnesses feel more confident in giving evidence by providing general advice and information on the services and facilities that are available to them, including special measures. Information that relates specifically to their case may also be useful, for example, on remand, bail or requests for changes of the bail conditions of the defendant. • Ensure that prosecutors introduce themselves to witnesses before trial, where possible, and explain their role to allay common misconceptions of victims, for example, that the prosecutor is their lawyer and can act on their behalf in the same way that a defence lawyer acts on behalf of a client. • Ensure prosecutors support the pre-court familiarisation process, explaining details of what to expect from the court process and possible outcomes of cases to reassure victims and witnesses. • Request, where appropriate, retraction and Victim Personal Statements from the police and ensure file endorsements record the standard of these. Where further information is required, liaise with the police to obtain this. • Follow the Direct Communication with Victims scheme, in line with recommended Domestic Violence Guidance, to send a letter from an experienced prosecutor to victims where decisions have been taken to drop or substantially alter a charge. • Ensure recording, monitoring and evaluation of data from domestic violence cases in relation to the equalities profile of victims, witnesses and defendants, such as ethnicity, gender and disability. • Engage more fully with partnership working, particularly at a local level. 	
	<ul style="list-style-type: none"> • Review and implement a corporate domestic violence policy in line with the National Probation Directorate domestic violence strategy. • Deliver domestic violence training for all probation staff, especially those who are newly qualified and those required to write pre-sentencing reports. • Develop and implement a domestic violence personnel policy. • Ensure local monitoring systems include domestic abuse related priorities and targets, including outcome focused targets. • Ensure lessons learned from reviews under Serious Further Offences procedures are disseminated and incorporated, where appropriate, into local policy and practice. 	London Probation Area

ACTION	PRIORITY	LEAD AGENCY
	<ul style="list-style-type: none"> • Provide awareness training for prison staff dealing with female prisoners. • Provide awareness training for prison staff dealing with offenders, including awareness of possible harassment and child contact issues. • Develop and implement a domestic violence personnel policy. 	HM Prison Service
	<ul style="list-style-type: none"> • Develop and implement domestic violence training for all relevant staff. • Implement supervision, coaching and peer discussion of cases. • Develop and implement a standard format for private law reports with a specific section on domestic violence covering the history of the abuse, the impact on the victim and child and any independent evidence to support the statements by either parent. • Engage more fully in partnership working. • Develop systems to ensure survivors' needs are assessed and that they are aware of how to access local support agencies. 	CAFCASS
	<ul style="list-style-type: none"> • Promote domestic violence training for magistrates. • Identify the required resources for the implementation of Project Umbra. 	London Criminal Justice Board
	<ul style="list-style-type: none"> • Work with the SDVC's to determine areas for improvement and resource requirements in order to help them meet the specialist court specifications. 	Government Office for London
	<ul style="list-style-type: none"> • All PCTs to develop a domestic violence policy including the nomination of a specific individual with responsibility for domestic violence. • Develop and implement systems for documentation of domestic violence within medical records, especially in services where notes are hand-held. • Conduct training of relevant staff. • Include domestic violence information on all health websites and hospital intranets. • Identify which health authorities would be willing to accommodate independent advocacy services. 	London Regional NHS

ACTION	PRIORITY	LEAD AGENCY
	<ul style="list-style-type: none"> • Host a joint conference with GLA on children and domestic violence. • Promote and disseminate the recently published domestic violence and bullying guidance. • Develop a web-based resource library for those working with children exposed to domestic violence. • Integrate domestic violence into 'Competence Matters'⁷⁶. 	London Child Protection Committee
	<ul style="list-style-type: none"> • Nominate a named individual within the London Regional Housing Corporation to oversee domestic violence developments. • Explore the potential for developing information-sharing protocols regarding housing of abusers. • Further develop the domestic violence section of the 'good practice bank'. • Encourage Housing Associations to develop a domestic violence policy to manage so far as possible, cases within existing stock rather than an automatic referral to emergency housing. 	Housing Corporation (London Region)
	<ul style="list-style-type: none"> • Implement BVPI 225 with the additional questions: Are monitoring systems in place to: <ul style="list-style-type: none"> • identify the numbers of children on the protection register where domestic violence is a factor? • identify the number of homelessness approaches, applications and acceptances due to domestic violence? • identify any changes in the level of <i>Supporting People</i> funding allocated to domestic violence provision? • Has the local authority directly or indirectly provided services for children exposed to domestic violence? 	Local Authorities
	<ul style="list-style-type: none"> • Work with statutory agencies to use the opportunities presented by the Gershon Review to use the money spent on domestic violence services more efficiently and effectively. • Work with partners to standardise domestic violence protocols and guidance in the following areas, information sharing, risk assessment, referral protocols, personnel policies, multi agency monitoring and data collection. • Ensure sufficient resources are devoted to addressing domestic violence within the MPA and LFEPA, through the Mayor's budget setting powers 	Greater London Authority

ACTION	PRIORITY	LEAD AGENCY
	<ul style="list-style-type: none"> • Discuss the progress of this edition of the London Domestic Violence Strategy with London local authority leaders and chief executives • Ensure that domestic violence and the progress of this edition of the London Domestic Violence Strategy is reviewed at LCRDB. • Through the London Housing Strategy ensure the housing needs of women experiencing domestic violence are prioritised. • Continue to support the Stella Project • Through the Greater London Alcohol and Drug Alliance increase the choices available for people with drug and alcohol problems who are experiencing or perpetrating domestic violence. • Explore the potential for a pan London LAA on domestic violence. • Facilitate, in partnership with the Home Office, on going discussions with the voluntary sector current developments such as Domestic Violence Advocacy Service, Specialist Domestic Violence Courts and Multi-Agency Risk Assessment Conferences. • Use the Mayors influence to lobby on: <ul style="list-style-type: none"> • all Family Courts to undertake risk assessments before ordering child contact • domestic violence help line numbers to be printed on child benefit books • sustained funding for the national domestic violence phone lines • the Common Assessment Framework to include directions on the application of the risk indicator of ‘allowing a child to witness domestic violence • policy and legislative changes to allow women with insecure immigration status to access refuges and receive living expenses • London specific data from the National Action Plan • dedicated domestic violence resources to be allocated level with the scale of the problem • mandatory training for all relevant professionals • ‘special measures’ in court to automatically include domestic violence victims • judges to be held accountable when a child is murdered on a court order contact visit despite knowledge of a history of domestic violence • electronic patient records on domestic violence to be subject to additional security measures • victims to have access to civil legal options • the National Asylum Support Service domestic violence policy to be reviewed 	Greater London Authority

ACTION	PRIORITY	LEAD AGENCY
	<ul style="list-style-type: none"> • a more holistic approach to addressing the causes of forced marriage rather than a sole focus on legislation. 	Greater London Authority
	<ul style="list-style-type: none"> • Continue to facilitate quarterly meetings of the Borough Domestic Violence Co-ordinators' Network (DVCN). • Ensure issues arising from the DVCN, facilitated by the ALG, are raised with local authority Community Safety Managers. • Host an annual event for local councillors on gender-based violence. • Further develop the ALG website to introduce a stronger focus on development and practice issues. • Work in partnership with the GLDVP, GOL and Children's Trusts to integrate domestic violence into Children's Trusts, extended schools and the work of Directors of Children's Services. 	Association of London Government
	<ul style="list-style-type: none"> • Work in partnership with the ALG, GOL and Children's Trusts to integrate domestic violence into Children's Trusts, extended schools and the work of Directors of Children's Services. 	Greater London Domestic Violence Project
	<ul style="list-style-type: none"> • Continue to implement the revised domestic violence policy. 	Relate/Counselling services
	<ul style="list-style-type: none"> • Develop accreditation for perpetrator programmes and associated support services. 	Respect
	<ul style="list-style-type: none"> • Develop National Service Standards for the domestic violence sector. 	Women's Aid

appendices

appendix A: Service, project and activity descriptions

Some of the projects, services and activities mentioned in this edition vary from agency to agency or are new proposals. To aid clarity, therefore, a brief description of each has been provided below, in alphabetical order.

Child Contact Centres (CCCs)

CCCs are a place where non-resident parents can meet with their children for supported or supervised contact or where children can be 'handed over' without the parents themselves having to meet.

Most CCCs do not offer supervised contact. The provision which most CCCs offer is supported contact, which is described by the National Association of Child Contact Centres (NACCC) as:

- low vigilance
- several families at a time in one or a number of rooms
- volunteers and staff keeping a watchful eye
- conversations not monitored.

See also **supervised contact** below.

Floating support

Floating support is a service offered to tenants in their homes to prevent the need for them to enter institutional care or emergency housing such as refuges. Although *Supporting People* provides funding for floating support schemes, it is defined solely as housing related support and is not, therefore, a substitute for advocacy services.

Independent advocacy

A shared definition of independent advocacy has recently been agreed by the domestic violence voluntary sector and is as follows:

Independent advocacy involves the professional provision of advice, information and support to survivors of intimate partner violence living in the community about the range, effectiveness and suitability of options to improve their safety and that of their children. This advice must be based on a thorough understanding and assessment of risk and its management, where possible as part of a multi-agency risk management strategy or MARAC process. Independent advocates typically provide short to medium term case work, focussing on safety advice covering improved physical security as well as remedies available from the civil and criminal justice systems. An independent advocate provides this service both at the point of crisis and in relation to medium-term safety and support. The work of such advocates has clear and measurable outcomes in terms of improved safety and a reduction in repeat

offences. The service should be provided in such a way as to be sensitive to all cultural and other differences and needs. The advocate also helps to ensure that all agencies involved in an individual case fulfil their obligations.

There are a number of elements – listed below - which must be present within an independent advocacy service.

- a. Independent: The role of the advocate is to advise and support the survivor to help ensure their safety. To do this effectively, the advocate must be independent of any single organisation. The key outcome of their work must be survivor safety rather than better results for a particular agency (such as increased arrests, prosecutions etc.)
- b. Professional: the service involves supporting a survivor with a named caseworker. This requires training and is not naturally suited to be carried out by unpaid volunteers.
- c. Safety Options: advocates need to understand the full range of remedies and resources available in the civil and criminal justice systems as well as the physical safety options available to a survivor and assess their suitability in each case.
- d. Crisis Intervention: Advocates work from the point of crisis with a survivor and offer intensive support to help assure their short and long term safety.
- e. Risk: Advocates must understand the assessment of risk as it related to domestic violence survivors and how to manage it. The focus of an advocate's work is with those high risk survivors where their safety can only be assured through this approach. Where possible, advocates will work within a local multi-agency risk management strategy or MARAC process where these exist.
- f. Partnership: Advocates need to liaise effectively with statutory and voluntary agencies. The service provided by the advocate should ensure that agencies are able to fulfil their obligations to the survivor on a collaborative basis.
- g. Measurable Outcomes: Advocacy has clear outcomes in terms of reduced repeat victimisation, fewer withdrawals of witness statements and increased reporting of children at risk of harm from domestic violence.

Advocacy differs from outreach, resettlement and floating support work in that it is based on risk assessment rather than on need. As such, advocacy is complementary to these services rather than an alternative or duplication.

National Occupational and Service Standards are currently being developed for all these areas of work and will become the basis of commissioning standards.

Integrated Court

An Integrated Court is one which co-ordinates court action for families affected by domestic violence by bringing related cases involving the same family into one court. It provides complete information about family issues to aid judicial

decision-making and attaches comprehensive resources and services to one court to address the multiple needs of these families.

It is designed to promote:

- informed judicial decision-making, based on current and comprehensive information, on all issues involving the family
- protection of the rights of the litigant
- victim safety through the elimination of conflicting orders and careful monitoring of compliance
- consistent handling of all matters relating to the same family through the allocation of a single judge to each family
- efficient use of court resources, reduced number of appearances, speedier dispositions through consolidation of court operations through one courtroom
- links with social services, independent advocates and other resources to comprehensively address the needs of all family members
- a co-ordinated response and collaboration among criminal justice and child welfare agencies and community-based groups
- increased confidence in the court system by reducing inefficiency for litigants and duplicative functions for court systems.

See also **Specialist Domestic Violence Court** below.

Positive action

This is a policy adopted by the police to make clear their commitment to improving victim safety. Where a power of arrest exists, officers would normally be expected to exercise this power. If an arrest is not made, for whatever reason, officers are still expected to take steps to reduce the risk of further assaults and to record their reasons for not making an arrest.

This expectation has been backed up by a Home Office Circular.

Refuge Projects

Refuge project is used in this edition to include both the safe accommodation and associated support services such as outreach, advocacy, resettlement services and community based support groups.

Safety planning

This is a way of working with women that does not presume that either she has to separate from the abuser, or that separation creates safety. It recognises her agency in managing and coping with violence, but at the same time attempts to move women on from reactive, short-term management to pro-active longer term planning. The method is quite simple, involving recording all the forms of violence and abuse women have experienced, their frequency, and whether

assaults are increasing and/or becoming more dangerous. Assessment involves working with women to get a sense of her current level of risk and then to explore her options. The goal is to enable women to shift from reacting to events as they happen, to anticipating and planning ahead; extending their coping strategies, especially ways they could take more control⁷⁷.

Sanctuary scheme

This is defined by the Office of the Deputy Prime Minister as follows:

A sanctuary type scheme must provide security measures to allow the woman to remain in her home where she chooses to do so, where safety can be guaranteed and the violent partner no longer lives within the home. It must be available across tenures where the landlord of a property has given permission for the work to be carried out.

It must consist of additional security to any main entrance doors to the accommodation and locks to any vulnerable windows. Wherever possible it must provide a safe room in the home secured with a solid core door and additional locks. It is essential that this service is only provided where it is the clear choice of the victim. The scheme should be implemented through partnership with the police and/or the voluntary sector that could provide supplementary support. It may be provided directly by the local authority or through a third party funded as part of the local authority's homelessness prevention work through grants that may be available for crime reduction initiatives.

We believe that the provision of additional support as well as physical security improvements is an essential component part and not an optional extra. For the purposes of consistency we will adopt the above definition but continue to promote the additional support referred to in the London Domestic Violence Strategy as a **holistic sanctuary scheme**.

Snapshot Project

Originating in the London Borough of Harrow, this involves providing cameras and forensic training to health professionals, to record domestic violence injuries on film to a standard sufficient for court evidential purposes. This allows abused women to create a record of their abuse. In the event that they subsequently wish to take action, the history of their abuse has been documented.

Specialist Domestic Violence Court

This can include one or both of the following:

- *Clustering* – all cases are grouped into one court session to deal with pre-trial hearings, bail variation, pleas, pre-trial reviews, pre-sentence reports, and

sentencing. Some cluster courts also hear trials in a specific domestic violence session;

- *Fast-tracking* – specific pre-trial review sessions are allocated for domestic violence, with one in four court slots allocated to domestic violence for all further hearings/trials.

A specialist or fast-track court procedure for dealing with domestic violence cases deals solely with criminal, adult proceedings.

See also **Integrated Court** above.

Supervised contact

This is the term used for contact visits which are supervised by a trained member of staff to ensure the child's safety and well-being and to ensure that the child is not grilled for information which could put the child or the resident parent in danger. It is sometimes referred to as 'high-vigilance' supervision.

See also **Child Contact Centres** above.

Survivor Consultation

This is critical to effective domestic violence work. However, research⁷⁸ has shown that the aim of consultation is rarely explicitly stated. Unsurprisingly then, those doing the consultation and those being consulted, frequently have a different understanding of the purpose and eventual outcome. For example, those consulting often end up with descriptions of the problems but rarely ask for solutions. There is also a tendency to treat consultation as an end in itself. Those being consulted frequently expect to be informed of progress and for their contributions to be more influential in shaping future provision. It is important that consultation is seen as an on-going, two way process requiring negotiation, rather than a one-off event which is a one way process.

Consistency and flexibility are required by consulting bodies. Moreover, consultation with survivors of domestic violence should be done sensitively, with sources of emotional support offered, and, where appropriate, remuneration.

UN International Day of Action Against Violence Against Women, 25 November.

This day honours the anniversary of the murder of the Mirabal sisters brutally murdered by the Trujillo dictatorship in the Dominican Republic in 1960. It is now commemorated around the world by women's groups as the day to publicise issues relating to violence against women. This international day has also been linked with 10 December, UN International Human Rights day, to emphasise that violence against women is a human rights issue. The intervening period is known as 'the 16 days of activism'.

appendix B: membership of the London Domestic Violence Forum Steering Group

Association of London Government

Chair of each of the five Project Umbra strands

Children and Family Court Advisory and Support Service

Crown Prosecution Service

Government Office for London

Greater London Authority

Greater London Domestic Violence Project

H M Prison Service

Housing Corporation (London Region)

Local Authority Chief Executives' Group

London Crime Reduction Delivery Board

London Child Protection Committee

London Criminal Justice Board

London Probation Area

London Regional NHS

Metropolitan Police Authority

Metropolitan Police Service

Relate

Respect

Women's Aid

appendix C: BVPI (Best Value Performance Indicator) 225 definitions

The definitions below are those used by the Office of the Deputy Prime Minister.

1. The Directory must list both statutory and voluntary agencies that can provide emergency housing, advice (welfare, housing and legal), counselling and support, and include any local Women's Aid contact details and the National Domestic Violence Helpline. It must be widely distributed and updated at least every two years. A Directory should be available for each district and not just at a county level, as a minimum it should be available on the local authority's website. A directory for services that work with victims of domestic violence can be provided separately from the Directory for Victims of Domestic Violence.
2. 'Places' means the number of rooms providing bed spaces for a woman and her children. Rooms not normally designated as bedrooms should not be counted towards the total. 'Refuge' means emergency accommodation for women and children who have been referred for help having experienced threats to their physical safety. It must provide help, advice and advocacy support as well as being part of an integrated local approach involving partnership with other local and statutory bodies. Calculate 'Local Authority population' using the latest ONS mid-year estimates.
3. The Co-ordinator should be employed at a local authority level (see exemption below) and have responsibility for strategically co-ordinating domestic violence issues throughout the local authority area. Where funding has been provided to the voluntary sector or local partnership to employ a Co-ordinator this will meet the definition as long as their role remains to co-ordinate work in both the statutory and voluntary sectors across the area covered by the local authority.
Exemption – In cases where District Councils fund a county-wide Co-ordinator the District Council will meet the requirements of this BVPI, if the responsibility for ensuring that any county-wide work is implemented at a district level is included in the job description of an existing senior officer for that district.
4. The strategy should have been developed in partnership with all relevant statutory and voluntary partners. It should be supportive of, and aligned with, the authority's Crime and Disorder Reduction Strategy (CDRP). The strategy should cover a three-year period with an action plan reviewed annually. The action plan should contain at least 50 per cent outcomes that are SMART (Specific, Measurable, Achievable, Relevant and Time-scaled) and include a section on how the needs of BME (black and minority ethnic) communities will be addressed. A Chief Officer and an Executive member in the authority should have been allocated responsibility for its implementation.
5. The Forum should have a mix of statutory and voluntary sector representatives at a senior enough level to aid the implementation of decisions and the strategy

action plan. The Forum should be formalised as part of the Crime and Disorder Partnership.

6. The information-sharing protocol must facilitate the exchange of information to enable domestic violence to be effectively tackled across all statutory agencies. Key statutory agencies are defined as the police, health, housing, social services and education. The protocol will also provide an opportunity to implement Homicide Reviews where appropriate. It must ensure that confidentiality and victim safety is protected.
7. A sanctuary type scheme must provide security measures to allow the woman to remain in her home where she chooses to do so, where safety can be guaranteed and the violent partner no longer lives within the home. It must be available across tenures where the landlord of a property has given permission for the work to be carried out.

It must consist of additional security to any main entrance doors to the accommodation and locks to any vulnerable windows. Wherever possible it must provide a safe room in the home secured with a solid core door and additional locks. It is essential that this service is only provided where it is the clear choice of the victim. The scheme should be implemented through partnership with the police and/or the voluntary sector that could provide supplementary support. It may be provided directly by the local authority or through a third party funded as part of the local authority's homelessness prevention work through grants that may be available for crime reduction initiatives.

8. The indicator is met if there is a percentage reduction in homelessness acceptances due to domestic violence. Acceptances who were previously homeless in another local authority area should not be included. Reductions achieved in preventing repeat homelessness should be clearly linked to positive measures adopted to provide genuine alternatives for women to either remain in their own home or be placed in alternative accommodation, removing the need to become homeless. Alternative accommodation may be secured by arranging a reciprocal property with another social landlord, or a safe management transfer. Any options or measures to prevent repeat homelessness must only be taken with the full consent of the victim of domestic violence.
9. Any clause should make clear that evidence of domestic violence for eviction purposes does not need to rely on a criminal charge. Evidence may be based on a possession action using civil evidence.
10. The domestic violence education pack must have been specifically designed for use in schools and with youth groups. It must aim to challenge attitudes of tolerance to violence and help young people to achieve positive relationships

based on mutuality and respect. Schools and youth groups cannot be forced to run a programme on domestic violence but the pack must be easily available and actively promoted. Schools should be encouraged to use the material as part of their PSHE⁷⁹ or Citizenship curriculum.

11. The training programme must cover domestic violence awareness training, the legal framework, information sharing, and who provides what services to victims of domestic violence with referral and contact points. The programme should be developed in consultation with the Domestic Violence Forum and reviewed by the Forum annually.

appendix D: National Domestic Violence Reduction Delivery Plan

Objectives:

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

Performance Indicators for the National Domestic Violence Action Plan

- **Annual number of homicides** as a result of domestic violence: On average, two women a week are killed by a partner or ex-partner. Since 1997, trends in domestic violence homicides have been broadly level, and though an upward trend can be detected in recent years, the numbers are too small to be statistically significant. In the medium to long term, we would be looking for a downward trend as agencies begin to focus more on early intervention and protection.
- **Headline prevalence of domestic violence:** measured by the British Crime Survey Inter-Personal Violence module, which estimates the extent of domestic violence, sexual assault and stalking in England and Wales. Changes in methodology from 1996 to 2001 mean it is not possible to compare prevalence rates directly, but the general trend remains the same, with between 18 and 25 per cent of violent crime being domestic violence related.
- **Numbers of a) young people and b) all people who think that violence is acceptable in some circumstances:** Research from 1998 showed that one in

five young men and one in ten young women thought that violence towards a partner was acceptable in some situations. While we have no information on trends, we will use these figures as our baseline to measure this indicator annually using the Office of National Statistics Survey. We hope levels of acceptance will reduce as levels of awareness increase.

- **Percentage of domestic violence incidents with a power of arrest where an arrest was made related to the incident and, of this, the percentage of partner-on-partner violence:** Since April 2004, this has been a Statutory Indicator in the Policing Performance Assessment Framework. This year will give us a reliable baseline on which to build, and we want the underlying trend to be upwards, with increased training and guidance for frontline police officers.
- **The number of domestic violence offenders brought to justice:** This will measure outcomes in the CJS, and will be a Key Diagnostic Indicator to inform the Policing Performance Assessment Framework from April 2005. We want to see the number of offenders successfully prosecuted increase, and the number of offenders successfully prosecuted against the number of arrests made to increase too, as evidence gathering and support for victims improve.
- **The number of civil orders made:** In 2003 around 30,000 non-molestation and occupation orders were issued and about 4,500 undertakings were given. The Domestic Violence, Crime and Victims Act 2004 should increase the number of orders made. We will monitor the impact of the act to gauge whether the number of orders increase.
- **Actions against domestic violence:** A revised wider BVPI was introduced on 1 April 2005. For 2004-05, local authority performance on domestic violence is measured by the original Indicator 176, looking at refuge provision. This has been used since 2001-02. The average number of refuge places per 10,000 population was 0.5 in both 2001-02 and 2002-03 and 0.96 in 2003-04. The purpose of the revised BVPI is to assess the overall effectiveness of local authority services designed to help victims of domestic violence. It consists of a 'basket' of indicators, seeking information across a range of key local authority services, which are essential in order to tackle domestic violence effectively. They cover a mix of strategic and operational services.
- An indicator relating **to victim satisfaction with the support they have received from key agencies:** This is a new exercise, with no information on past trends. Data will be gathered from a sample of those who said they were victims in the British Crime Survey Inter-Personal Violence module and a pool of victims from refuges. It will be produced on our behalf by Women's Aid, as responses will need to be sensitive to the needs of victims.

end notes

- 1 Only 35 per cent of all domestic violence incidents are reported to the police. 'Crime in England and Wales 2001/2', Home Office (2002).
- 2 http://www.london.gov.uk/mayor/strategies/dom_violence/index.jsp
- 3 Supporting People is the name of the new funding regime for supported housing projects and services (including refuge projects) introduced in 2003.
- 4 'Domestic Violence: A National Report', Home Office (2005). Objectives and performance indicators can be found in Appendix D.
- 5 'Violence at Home - the Investigation and Prosecution of Cases Involving Domestic Violence' HMCPSP & HMIC (2004).
- 6 'Reducing Domestic Violence: An Inspection of NPS work with Domestic Violence Perpetrators', HMIP (2004).
- 7 'Domestic Violence, Safety and Family Proceedings', HMCSI (2005).
- 8 Government funding only meets part of the costs of providing these phone-lines; sustained and adequate funding is still required to meet demand.
- 9 Respect is the UK association for domestic violence perpetrator programmes and associated women's services.
- 10 'The Cost of Domestic Violence' Sylvia Walby (2004).
- 11 Copies of these reports can be downloaded from:
<http://www.homeoffice.gov.uk/rds/violencewomen.html>
- 12 Evaluation showed that 41 per cent of the UK population (23.8 million people) watched 'Hitting Home' related programming for at least 15 consecutive minutes and 250,000 people accessed the 'Hitting Home' website in the first week.
www.bbc.co.uk/health/hh
- 13 This is an immigration regulation.
- 14 'Increasing safe accommodation choices' Women & Equality Unit (2003)
- 15 'Into the Mainstream' DoH (2002)
- 16 In at least 35 per cent of disputed contact cases, there are concerns about the safety of the child. 'Parental Separation Green Paper' DfES (2005).
- 17 For example, domestic violence is associated with - either as a causal factor, frequently co-existent or as a consequence of -: animal abuse, anti-social behaviour, bullying, child abuse, fear of crime, low public confidence in the CJS, mental health problems, poverty, self-harm, social exclusion, substance abuse, suicide, teenage pregnancy, truancy and women's offending, to name but a few.
- 18 'The Cost of Domestic Violence' Sylvia Walby (2004).
- 19 This is almost certainly an underestimate as a disproportionate number of refuge projects are located in London and the costs of all forms of emergency housing are higher.
- 20 A detailed breakdown of how this was calculated can be found in the original research: 'The Cost of Domestic Violence' Sylvia Walby (2004).
- 21 For example, London has higher housing costs than the rest of the UK and a higher percentage of people reliant on public services. The population demographics (eg a younger population than most of the UK) could also contribute to higher costs than are calculated here.

- 22 In the five years following the introduction of the Violence Against Women Act in the US, for example, domestic violence was reduced by 21 per cent. Importantly, this reduction was uneven, with the need for the most expensive interventions experiencing the greatest reduction.
- 23 Calculated at 5 per cent of £412.34; total cost of services minus £22.82 of the civil legal costs met by the individual.
- 24 Calculated at 2.5 per cent of £373.84 million, since half of the overall costs are met by the individual.
- 25 'Evaluation of Specialist Domestic Violence Courts/Fast Track Systems' Dee Cook et al (2004).
- 26 London Borough of Harrow reduced repeat homelessness applications due to domestic violence by half with its holistic Sanctuary Project.
- 27 London Borough of Sutton evaluation of children's groups (2005).
- 28 Westminster Domestic Violence Forum evaluation of schools work (2003).
- 29 'Releasing Resources to the Front-Line: An Independent Review of Public Sector Efficiency' Sir Peter Gershon CBE (2004).
- 30 From 'Homelessness statistics and repeat homelessness policy briefing' Office of the Deputy Prime Minister (2003). This figure relates solely to housing staff time and refurbishment costs and does not include other additional costs that may be incurred such as those related to changing children's schools.
- 31 London Borough of Newham (2000). This figure is given only as an illustrative example; it relates to specific local circumstances and does not include inflation.
- 32 These documents can be found at
http://www.london.gov.uk/mayor/strategies/dom_violence/index.jsp
- 33 These are detailed in the Annual Reports of the London Domestic Violence Forum 2002-04:
http://www.london.gov.uk/mayor/strategies/dom_violence/index.jsp
- 34 For more detail, see www.everychildmatters.gov.uk
- 35 'Domestic Violence: A National Report' Home Office (2005).
- 36 'Domestic Violence: A health care issue' British Medical Association (1998)
- 37 The terms 'victim' and 'survivor' are used interchangeably in recognition of the valid arguments for both terms.
- 38 'Domestic violence, sexual assault and stalking: Findings from the British Crime Survey', Sylvia Walby and Jonathan Allen (2004).
- 39 Ibid.
- 40 'Homicide in Britain: A Comparative study of Rates in Scotland and England and Wales' K. Sothill, B. Francis, E. Ackerley and S. Collett (1999) See also 'Understanding Domestic Homicide' N. Websdale (1999).
- 41 The term 'refuge projects' is used in this document to include both the safe accommodation and associated support services such as outreach, advocacy, resettlement and community based support groups. Some advocacy and community based support services are provided independently of the local refuge and in such cases, they are more likely to cater to male victims.

- 42 See, for example, 'Unlocking The Secret' Women's National Commission (2003) and 'Routes To Safety' Dr C Humphreys, and Dr R. Thiara (2002).
- 43 'Multi-Agency Guidance for Addressing Domestic Violence' Home Office (2000).
- 44 See, for example, 'Tackling Domestic Violence: effective interventions and approaches' Home Office (2005); 'Tackling Domestic Violence: providing advocacy and support to survivors of domestic violence' Home Office (2005); 'Evaluation of Specialist Domestic Violence Courts/Fast Track Systems' Crown Prosecution Service (2004); 'Domestic Violence Matters: An evaluation of a pilot project' Home Office (1999); 'Unlocking The Secret' Women's National Commission (2003).
- 45 For example, 'Evaluation of Specialist Domestic Violence Courts/Fast Track Systems', CPS (2004).
- 46 'Responsible Authorities' are those tasked with developing a local crime and disorder reduction strategy, in partnership with other agencies and stakeholders. Currently, 'Responsible Authorities' are the police, local authorities, Primary Care Trusts, fire authorities and police authorities.
- 47 This is a framework to ensure necessary preparatory actions are undertaken prior to introducing routine enquiry. These are set out in more detail in the Department of Health Domestic Violence Resource Manual (2000 and 2005, revised edition).
- 48 See Appendix A for a description.
- 49 See Appendix A for a description.
- 50 See Appendix C, item 7.
- 51 'Homelessness statistics and repeat homelessness policy briefing' Office of the Deputy Prime Minister (2003).
- 52 See Appendix A for a description.
- 53 The Last Resort Fund, administered by Women's Aid, provides benefit level support for eight weeks to women with no recourse to public funds experiencing domestic violence. It has received £120,000 from the government since March 2004. In contrast, one London borough alone allocates £1 million to a local fund for this purpose.
- 54 Crown Prosecution Service Domestic Violence data 2004/5.
- 55 The Phoenix Group is a group of survivors who both support each other and advise the Westminster Domestic Violence Forum in their strategic planning.
- 56 All training should cover all forms of abuse encompassed within the core definition of domestic violence such as forced marriages, gender based violence and harmful cultural practices.
- 57 This is a partnership project between the Greater London Domestic Violence Project and GLADA which addresses the intersection of substance use and domestic violence.
- 58 Performance indicators for the National Action Plan can be found in Appendix D.
- 59 See under local authorities on page 51 and Appendix C for further detail.

- 60 The budget should not be restricted solely to extending service provision but should also allow for development of the Forum and its members where required.
- 61 This should include training of relevant staff and delivery of materials to at least one class over the period of at least one school term.
- 62 This means more than simply a stated commitment and must include specific domestic violence input and outcomes.
- 63 The criteria for this is currently being developed by government.
- 64 'Responsible Authorities' are defined under the Crime and Disorder Act as police, local authorities, Primary Care Trusts, fire authorities and police authorities. For the purposes of this assessment, we will only consider the first three of these.
- 65 See definition in Appendix A.
- 66 Local authorities may wish to refer to the LGA publication 'Vision for services for children and young people affected by domestic violence'.
- 67 These are all currently in development.
- 68 These provide a pet fostering service for domestic violence survivors entering temporary accommodation.
- 69 These are the mechanisms by which the police make referrals to social services about children at risk of harm.
- 70 Note that CPS Domestic Violence Guidance recommends that bindovers are only acceptable as a last resort. A bindover is a court order that requires a person to carry out some act, usually by an order given in a magistrates' court. A person may be bound over to appear in court at a particular time if bail has been granted or, most commonly, be bound over not to commit some offence; for example, causing a breach of the peace.
- 71 These will begin at the start of the next financial year.
- 72 The Premium Service Protocol is a London Criminal Justice Board initiative responding to priority crimes, of which domestic violence is one, in London. It includes standards, targets and practice guidelines for all criminal justice agencies in London covering all aspects of the criminal justice process from initial action, investigation and charging through to the court process and sentencing. It includes the fast tracking of priority crimes, with high standards for case management and preparation.
- 73 In some Areas the CPS Domestic Violence Co-ordinator could be the lead prosecutor or share this role.
- 74 Two-day training sessions are recommended in CPS Training and Development Guidance for Areas.
- 75 This is the CPS recording system.
- 76 This is the training programme of the London Child Protection Committee.
- 77 From 'The challenge to change men: lessons from perpetrators programmes' Dr. Liz Kelly.
- 78 'Widening Access: Improving Police Relations With Hard To Reach Groups' Police Research Series Paper 138, Home Office, T. Jones and T. Newburn (2001).
- 79 Personal, Health and Social Education.

glossary of abbreviations

ALG: Association of London Government

ACPO: Association of Chief Police Officers

ASBO: Anti- Social Behaviour Order

BME: Black and minority ethnic

BVPI: Best Value Performance Indicator

CAFCASS: Children and Family Court Advisory and Support Service

CCC: Child Contact Centre

CDRP: Crime and Disorder Reduction Partnership

CJS: Criminal Justice System

CPS: Crown Prosecution Service

CPT: Child Protection Team

CSU: Community Safety Unit

DfES: Department for Education and Skills

DoH: Department of Health

DVMR: Domestic Violence Murder Review

EPR: Electronic Patient Records

GOL: Government Office for London

IDAP: Integrated Domestic Abuse Programme

LAA: Local Area Agreements

LCRDB: London Crime Reduction Delivery Board

LDVS1: The first London Domestic Violence Strategy (2001)

LDVS2: The second London Domestic Violence Strategy (2005)

LFEP: London Fire and Emergency Planning Authority

MARAC: Multi-Agency Risk Assessment Conference

MAPPA: Multi-Agency Public Protection Arrangements

MPA: Metropolitan Police Authority

MPS: Metropolitan Police Service

NIMHE: National Institute for Mental Health (England)

ODPM: Office of the Deputy Prime Minister

PCT: Primary Care Trust

PHSE: Personal, Health and Social Education

PSR: Pre-Sentence Report

PPO: Prolific and Priority Offender Scheme

SARA: Spousal Assault Risk Assessment

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Chinese

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Vietnamese

Nếu bạn muốn có bản tài liệu này bằng ngôn ngữ của mình, hãy liên hệ theo số điện thoại hoặc địa chỉ dưới đây.

Greek

Αν θέλετε να αποκτήσετε αντίγραφο του παρόντος εγγράφου στη δική σας γλώσσα, παρακαλείστε να επικοινωνήσετε τηλεφωνικά στον αριθμό αυτό ή ταχυδρομικά στην παρακάτω διεύθυνση.

Turkish

Bu belgenin kendi dilinizde hazırlanmış bir nüshasını edinmek için, lütfen aşağıdaki telefon numarasını arayınız

Punjabi

ਜੇ ਤੁਹਾਨੂੰ ਇਸ ਦਸਤਾਵੇਜ਼ ਦੀ ਕਾਪੀ ਤੁਹਾਡੀ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਚਾਹੀਦੀ ਹੈ, ਤਾਂ ਹੇਠ ਲਿਖੇ ਨੰਬਰ 'ਤੇ ਫ਼ੋਨ ਕਰੋ ਜਾਂ ਹੇਠ ਲਿਖੇ ਪਤੇ 'ਤੇ ਰਾਬਤਾ ਕਰੋ:

Hindi

यदि आप इस दस्तावेज की प्रति अपनी भाषा में चाहते हैं, तो कृपया निम्नलिखित नंबर पर फोन करें अथवा नीचे दिये गये पते पर संपर्क करें

Bengali

আপনি যদি আপনার ভাষায় এই দলিলের প্রতিলিপি (কপি) চান, তা হলে নিচের ফোন নম্বরে বা ঠিকানায় অনুগ্রহ করে যোগাযোগ করুন।

Urdu

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