

Crown Prosecution Service
Delivering justice



Violence against Women and Girls Report

2017–18

INCLUDES DATA ON MEN AND BOYS

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Foreword by the Director of Public Prosecutions



In 2017–18 we built on the progress we have made in tackling violence against women and girls (VAWG) crimes, as well as those against men and boys, while making changes where needed. We have put in place new measures to address the significant challenges of prosecuting these crimes, and have continued to focus on ensuring we deliver justice in every case. We are working even more closely with our criminal justice partners, stakeholders and victims' groups to improve our response to these cases and ensure that everyone receives a joined up and effective service.

This joint working is paying dividends. The fall in domestic abuse referrals that had emerged over the past two years has ended, with referrals broadly steady this year. Using new 'troubleshooting' guidance, we have worked with the police to further improve the first response of the police, how we charge, the support for complainants and how evidence, other than that directly from the complainant, can be used.

The fall in domestic abuse prosecutions and convictions identified in the previous years has also slowed down and is now lower than that across magistrates' court cases overall. By the end of 2017–18 there had been a rise to over three in four defendants being convicted. Our prosecutions of controlling or coercive behaviour have also increased three fold over the past year. To further improve performance we have worked with our partners across the criminal justice system to develop a domestic abuse good practice framework. This builds on the expertise of specialist domestic abuse courts and successful pilots, and will deliver even better outcomes and support for victims as it is rolled out nationally in 2018–19.

Following consultation with victims' groups, the police and CPS developed a revised joint stalking or harassment protocol and checklist and all prosecutors will be trained on this. In 2017–18 there was an increase of two thirds in prosecutions commencing under the newer stalking offences. Three quarters of these were domestic abuse-related. We have also prosecuted more breaches of restraining orders.

There was a fall in the total number of cases dealt with across the CPS in 2017–18, compared with the previous year, and at the same time more of our cases were increasingly complex. This pattern was also reflected in VAWG cases where we saw overall reductions in the number of prosecutions and convictions.

This report illustrates the complexity of the rape and serious sexual offence (RASSO) cases we are now dealing with. This includes cases involving young people, abuse within institutions or by authority figures, and non-recent abuse, as well as many with complex disclosure challenges including the impact of social media. In the past year we have developed and implemented a Joint National Disclosure Improvement Plan with the police to improve our performance on disclosure in all cases. We also reviewed all rape cases in early 2018, taking action where needed, and have developed new guidance to address issues we identified and ensure a consistent approach and fairness for complainants and suspects. We also provided further training during 2017–18 to support our prosecutors to deal with these difficult cases. We recognise the impact of the changing nature of

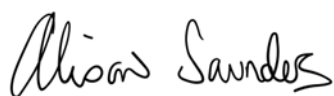
sexual encounters, especially those linked to the use of modern technology, on gathering evidence and we are planning to engage with young people and youth experts to further improve our prosecutions in 2018–19.

Last autumn we updated the [CPS VAWG strategy](#) for 2017–20 and published a [public statement on CPS support for male victims of crimes](#) identified as ‘VAWG’ offending, as part of our overall strategic approach to secure justice for all. In 2018 we held a forum with groups working with male victims to assess our progress and we aim to update our legal guidance and training to help challenge myths and stereotypes.

This VAWG crime report, which we publish each year to assist in improving the effectiveness of our prosecutions, is my last as Director of Public Prosecutions. I am proud of the work of our dedicated HQ team, Area VAWG co-ordinators and the CPS staff who deal with these cases. Their commitment to continuously improving the way we work, and ensuring our casework is of the highest quality is to be commended.

I would also like to thank the organisations that have supported our local scrutiny panels and the stakeholders in our VAWG External Consultation Group who have continued to provide their national support and expert advice during 2017–18, including contributing to the development of our new [Inclusion and Community Engagement strategy](#).

There is more to be done in the coming year. I am sure my successor will continue to build on our achievements, implementing changes from the lessons we have learned, and working with our partners to ensure justice for all in these crimes.

A handwritten signature in black ink that reads "Alison Saunders". The signature is written in a cursive, flowing style.

Alison Saunders CB
Director of Public Prosecutions
September 2018

Violence against Women and Girls crime report

The Violence against Women and Girls (VAWG) report for 2017–18 is the eleventh edition published by the CPS. It is an analysis of the key prosecution issues in each VAWG strand – domestic abuse (DA), stalking, harassment, rape,¹ sexual offences, forced marriage (FM), so-called ‘honour-based’ violence (HBV), female genital mutilation (FGM), child abuse, human trafficking for sexual exploitation, prostitution and pornography. VAWG work continued to be a key priority within the CPS National and Area business plans in 2017–18.

The [CPS VAWG strategy](#) for 2017–2020 is part of the overarching cross-government VAWG strategic framework, based on the United Nations conventions that the UK has signed and ratified. This report provides an assessment of prosecution performance on crimes that have been grouped together under the heading ‘VAWG’, as they have been identified as being committed primarily, but not exclusively, by men against women within a pattern of coercion, power and/or control. However, these offences can also be targeted at men and boys and commitments to male victims have been monitored in 2017–18 through a forum for organisations working with these victims, following the publication in 2017 of a [public statement on our approach and support for male victims](#). The linked [VAWG data report](#) includes total data on all perpetrators and victims, irrespective of gender. It outlines further information on gender, where available, and explains the overall VAWG approach.²

In March 2018, the [Inclusion and Community Engagement strategy](#) was published, setting out how we engage communities in our work, ensure diverse representation and how we will take forward this work within VAWG. We are committed to engaging communities locally through VAWG Local Scrutiny and Involvement Panels and nationally through the VAWG External Consultation Group.

This report provides key data, commentary and case studies in separate sections for each of the VAWG strands. The CPS collects data for case management purposes in order to assist in the effective management of its prosecution functions. The CPS does not collect data which constitutes official statistics as defined in the Statistics and Registration Service Act 2007.³

Please note that the data details and analysis are provided in the next section of this report, the [VAWG data report](#). This data report also provides further details on CPS activity and next steps.

VAWG subset

The ‘VAWG subset’ specifically groups together DA, rape and sexual offences. It is recognised that there will be some overlap of flagged data⁴ for DA, rape and sexual offences, but this is not significant in volume. The subset summarises performance across the largest volumes of VAWG crimes, to provide information on VAWG-wide performance across the organisation and as part of the cross-government VAWG strategy.

¹ A ‘rape’ flag is applied to CPS files from the start of a case, following an initial allegation of rape. This flag will remain in place even if the decision is taken to charge an offence other than rape or where a rape charge is subsequently amended, to ensure application of the principles of the rape and sexual offence policy.

² This report provides outcomes by defendant and cannot provide separate information on outcomes based on victims or offences. To that end, data cannot be provided separately for the outcome of cases faced by female and male victims; nor is it possible to correlate the gender of the defendant with the gender of the victim.

³ The official statistics relating to crime and policing are maintained by the Home Office and the official statistics relating to sentencing, criminal court proceedings, offenders brought to justice, the courts and the judiciary are maintained by the Ministry of Justice.

⁴ Defendant data is flagged in the CPS data system for domestic abuse and rape.

Prosecutions of DA, rape⁵ and sexual offences now account for one in five of the CPS' total caseload. Similar to previous years, the majority of prosecutions of crimes grouped under VAWG, for performance management purposes, are DA at 84.4%, rape at 4.3% and sexual offences, excluding rape, at 11.4%.

In 2017–18 the volume of 'VAWG'⁶ referrals from the police fell from 117,444 in 2016–17 to 116,574 – a slight fall of 870 referrals (0.7%). Suspects charged fell by 3.1%.^{7 8}

The volume of 'VAWG' crime prosecutions completed⁹ fell from 112,270 in 2016–17 to 105,613 – a fall of 6,657 defendants (5.9%).¹⁰

The volume of convictions fell from 84,565 in 2016–17 to 80,387 – a fall of 4,178 convictions (4.9%). The conviction rate increased from 75.3% to 76.1%.

Further information on VAWG issues and detailed data analysis is provided in the data report pages A1–A9

Domestic abuse

In 2017–18 the CPS was involved in proposals for future DA legislation and the development of non-legislative measures across government. A consultation was carried out in early 2018–19 which is being considered across government departments.

The fall in police DA-flagged referrals, identified in previous years, began to stabilise during the year, following work with the police and Her Majesty's Inspectorate of Constabulary, Fire and Rescue Services (HMICFRS). This included issuing a 'Troubleshooting' Guide for frontline police and prosecutors.

All prosecutors were trained in two new mandatory DA e-learning modules during 2017–18 on evidence-led prosecutions and controlling or coercive behaviour; and an aide-memoire based on these e-learning modules was shared with the police.

⁵ See footnote 1.

⁶ CPS records do not include details of pre-charge decisions regarding sexual offences (excluding rape) and therefore cannot provide data on police referrals. 'VAWG' police referrals in this line include only DA and rape.

⁷ When prosecutors receive police referrals they can either charge, give an out of court disposal or decide not to charge. In addition, some cases will be administratively finalised and there will be a few 'other' administrative decisions.

⁸ In 2017–18 there was an increase in referrals which were 'administratively finalised' compared with the previous year (8.1% of referrals compared with 4.6% in the previous year). Cases are 'administratively finalised' for a number of reasons. In 2017–18 we have encouraged the use of police early investigative advice (EIA). In cases where the police then decide not to submit a full file for a charging decision, these will be 'administratively finalised' as there has been no Full Code Test charging decision. Most 'administratively finalised' pre charge cases relate to EIA, but a proportion have been subject to a Full Code Test and the case will have been referred back to the police to obtain further evidence. For whatever reason, if the police have then been unable to supply the further evidence the case will have been 'administratively finalised'. The increase in the number of 'administratively finalised' cases in 2017–18 impacted on the proportion of defendants charged (the 'charging rate').

⁹ The numbers of defendants charged covers those cases, by suspect, forwarded to CPS during 2017–18 for charging decisions and are not directly comparable in numbers with those prosecuted which covers cases, by defendant, finalised during 2017–18.

¹⁰ The CPS Annual Report 2017–18 identified a fall of 10% in the overall volume of cases prosecuted in 2017–18 compared with the previous year, but more of the cases were increasingly complex: 'This is reflected in the huge growth in digital evidence and in the case of sexual offences very often a heavy reliance on vulnerable victims and witnesses. These factors create substantial additional challenges for case management and meeting disclosure responsibilities'.

Targeting of vulnerable victims

A vulnerable victim was subjected to a long history of domestic abuse, including multiple rapes by her partner. She had previously retracted her statements detailing the abuse because of threat and intimidation by her partner. Her trust in the police and CPS was eventually secured and she provided a full statement, leading to the defendant's prosecution. In light of her account, other non-recent complaints from previous partners of the defendant were identified and three victims came forward to provide evidence. All of the victims were highly vulnerable with histories of mental health issues and substance addictions. They had been targeted by the defendant because of their vulnerabilities. Complex disclosure issues were dealt with fully and bespoke special measures provided for all three victims to help them provide evidence. The defendant was sentenced to 20 years.

CPS worked across the Criminal Justice System (CJS) in the 'Deep Dive' project, testing best practice for use across all magistrates' court systems. The final best practice framework, outlining four components, has been approved for national roll-out in 2018–19.

Prosecutions without requiring the attendance of the victims

In a domestic abuse case the victim retracted her complaint and disappeared. She was eventually located in a psychiatric hospital. An application was granted to allow the evidence to be presented under *res gestae* provisions so that the victim did not have to give oral evidence in court. The defendant then decided to plead guilty and was sentenced to 10 weeks custody, suspended for 12 months, with a restraining order for 3 years.

In another case the victim was assaulted and the evidence, collected by the police who attended the incident, was used at the trial to convict the defendant of battery and criminal damage. The 999 call transcript, photos of the victim's injury and the video footage from the police body worn video was used together with bad character evidence. The defendant was sentenced to a 14 week custodial sentence.

- In 2017–18, the volume of DA-flagged referrals from the police remained steady at 110,562 compared with 110,833 in 2016–17 – with only a slight fall of 271 referrals (0.2%). Suspects charged fell by 2.1%.¹¹
- The volume of DA-flagged prosecutions completed fell from 93,590 in 2016–17 to 89,091 – a fall of 4,499 defendants (4.8%).¹²

¹¹ In 2017–18 there was an increase in referrals which were 'administratively finalised' compared with the previous year (7.3% of referrals compared with 4.2% in the previous year). Cases are 'administratively finalised' for a number of reasons. In 2017–18 we have encouraged the use of police early investigative advice (EIA). In cases where the police then decide not to submit a full file for a charging decision, these will be 'administratively finalised' as there has been no Full Code Test charging decision. . Most 'administratively finalised' pre charge cases relate to EIA, but a proportion have been subject to a Full Code Test and the case will have been referred back to the police to obtain further evidence. For whatever reason, if the police have then been unable to supply the further evidence the case will have been 'administratively finalised'. The increase in the number of 'administratively finalised' cases in 2017–18 impacted on the proportion of defendants charged (the 'charging rate').

¹² Most DA cases are concluded within the magistrates' court. In 2017–18 there was a fall in magistrates' court prosecutions of 9.4% and a fall of 9.3% in convictions. In comparison DA prosecutions fell by 4.8% and convictions by 3.9%.

- The volume of convictions fell from 70,853 in 2016–17 to 68,098 – a fall of 2,755 convictions (3.9%). The conviction rate increased from 75.7% to 76.4%, the highest rate ever recorded. Convictions after trial¹³ rose by 1.8 percentage points (ppt) to 54.8%.
- In 2017–18, 960 offences of controlling or coercive behaviour were charged and reached a first hearing; an increase from 309 in 2016–17.

The following cases are examples of the cases we are now prosecuting under the Controlling or Coercive behaviour offence.

A man was convicted of aggressive and manipulative behaviour towards his pregnant partner. This was an important case of prosecuting controlling or coercive behaviour because we proceeded without the need for a victim statement or involvement from the vulnerable and intimidated victim. The defendant had manipulated the victim into leaving her supported accommodation and forced her to live on the streets. He held her bank card, spent her benefits and forced her to shoplift. Medical professionals including her midwife informed the police and their evidence was presented in court. The conviction was secured through hearsay evidence alone and the defendant received an 18-month prison sentence.

In another case the defendant was sentenced to 27 months in prison for mentally and physically abusing his pregnant partner. As well as subjecting the victim to physical abuse, he monitored her mobile phone and social media, and created a fake profile of her on an escort site without her knowledge. He controlled most aspects of her life including who she spoke to or saw.

In another case a defendant was sentenced to seven and a half years after pleading guilty to causing grievous bodily harm with intent, wounding with intent and controlling or coercive behaviour. She admitted to scalding her boyfriend with boiling water, stabbing him and keeping food from him. As well as the physical abuse she decided what clothes he could wear, isolated him from friends and family and took over his Facebook account.

[Link to the DA section of the data report pages A10–A17 for details of CPS activity, next steps and detailed data analysis](#)

Stalking or harassment¹⁴

In 2017–18 the police and CPS developed a revised joint [stalking or harassment protocol](#) and checklist, following consultation with victims' groups and all prosecutors will be trained during 2018. In 2018–19 performance will be monitored to assess compliance with the protocol and checklist as well as the effectiveness of training.

The 2017–18 CPS performance data indicated a positive impact of the joint police/CPS work to take forward more prosecutions for stalking rather than harassment, where appropriate. There was a significant rise in prosecutions commenced for stalking offences and breaches of restraining orders. There was also a rise in the proportion of offences that were committed in a DA context.

¹³ The definitions of 'conviction rate' and 'convictions after trial' are in the glossary.

¹⁴ The CPS stalking and harassment data is only available from the offence-based data system and therefore cannot include data on police referrals, charging, outcomes and victims.

- Prosecutions were commenced for 11,922 stalking and harassment offences in 2017–18; staying steady with an increase of 33 offences (0.3%) from 2016–17 when 11,889 prosecutions were commenced. 73.3% were DA-related, a rise from 71.0% in 2016–17.
- There were 1,616 prosecutions commenced under the newer stalking offences (a rise of 68.5% from 959 in 2016–17) and the highest volume ever recorded. Of these 73.1% were DA-related, a rise from 64.8% in 2016–17.
- 17,012 prosecutions commenced for breaches of restraining order offences, an increase of 2.4% from 16,614 in 2016–17. 87.2% of these were DA-related, a rise from 86.2% in the previous year.
- 6,266 breaches of non-molestation orders started prosecution, compared with 6,505 in the previous year, a fall of 3.7%. 95.0% of these were DA-related, a rise from 94.8% in 2016–17.

Stalking and social media cases

In one case a man was imprisoned for 30 months for stalking involving the fear of violence and sending grossly offensive messages to multiple victims. The defendant created 17 fake social media accounts which he used to send extremely violent and sexually explicit messages to 11 women. He was also given a 10-year restraining order.

In another case a woman was sentenced to nine months in prison for stalking her former partner, four months for impersonating a police officer and given an indefinite restraining order. She created a fake police email account and contacted the male victim pretending to be an investigating officer and senior police officer. She also set up fake social media and email accounts for other 'witnesses' and used them all to manipulate the victim into doing what she wanted under threat of financial and social 'sanctions' from the fake officers.

Our focus on better identifying stalking has seen an increase in the number of prosecutions in 2017–18.

cps.gov.uk

[Link to the Stalking or Harassment section of the data report pages A18–A21 for details of CPS activity, next steps and detailed data analysis](#)

[Ministry of Justice data is provided in Annex 2 pages B9–B10](#)

Rape¹⁵

CPS and Ministry of Justice data explained

The measurement of convictions by the Ministry of Justice (MoJ) and the CPS are different and are used for different purposes. The MoJ provides the National Statistics¹⁶ on rape while CPS data is primarily collected for case management purposes to ensure that the principles of the rape and sexual offence policy are considered throughout the life of all relevant cases. It should be noted that there are important differences as to how rape offences are recorded between the different data systems.

MoJ count a rape conviction only where the final conviction is specifically for rape. A case that initially started as a rape but was eventually convicted as an alternative offence (such as a lesser sexual assault) would count under the lesser offence.

In contrast, CPS flagged data on rape convictions includes all convictions where an allegation of rape has been made regardless of the final offence convicted. The rape flag will remain in place, even if the decision is taken to charge an offence other than rape or where a rape charge is subsequently amended, to ensure application of the principles of the rape and sexual offence policy.

This difference in recording leads to CPS recording a much larger number of prosecutions and convictions for rape than the MoJ. In addition, MoJ National Statistics are presented on a calendar year basis. The CPS method of recording has been used consistently in the annual VAWG report. Further detail in respect of MoJ data and the differences between the datasets is provided in [Annex 2](#).

The table below provides a summary of MoJ¹⁷ and CPS data together, to highlight the differences in volumes.

Descriptions used by MoJ	Published statistics	Descriptions used by CPS	Published statistics
Defendants where the principal offence prosecuted was rape:	MoJ: 2017 (calendar year)	CPS flags all allegations of rape (this account for the larger volumes):	CPS: 2017–18 (financial year)
Proceeded against	3,141	Prosecutions completed	4,517
Convicted for rape	1,127	Conviction for rape, an alternative or lesser offence	2,635

Key CPS issues

In 2017–18 workshops were held in Areas to support effective Code-compliant¹⁸ RASSO prosecutions and pre-charge case management panels were held in the most challenging cases. RASSO prosecutors were trained on dealing with vulnerable witnesses and youth RASSO cases. Refresher training was delivered to external RASSO advocates.

¹⁵ Many victims of sexual offences, including rape, are children and therefore also flagged as child abuse – so there is an overlap of rape, sexual offences and child sexual abuse data.

¹⁶ The official statistics relating to crime and policing are maintained by the Home Office and the official statistics relating to sentencing, criminal court proceedings, offenders brought to justice, the courts and the judiciary are maintained by the Ministry of Justice.

¹⁷ The MoJ figures relate to defendants for whom these offences were the principal offences for which they were dealt with.

¹⁸ The Code for Crown Prosecutors sets out the general principles which Crown Prosecutors should follow when they make decisions on cases.

In January 2018 a review of all live RASSO cases was undertaken after concerns were raised over disclosure,¹⁹ to ensure all reasonable lines of enquiry had been pursued by the police and there was a clear case strategy on disclosure. The findings were published in June 2018 and actions will be implemented in 2018–19. A [guide to reasonable lines of enquiry and communications evidence](#) was published for prosecutors in summer 2018. A ‘digital media toolkit’ to assist prosecutors in understanding the technology used to extract and analyse material from digital devices will be developed, to help ensure justice for victims, witnesses, defendants and the public. Together with the police, and informed by discussions with victims’ groups and the Information Commissioner’s Office, we are also developing guidance on obtaining meaningful consent from complainants and witnesses to the disclosure of their personal data. A [key facts document](#) on rape prosecutions was published to clarify the CPS approach to rape cases and further dispel myths.

Recognising that some of the most complex cases involve young people who are acquainted with one another, a Youth Panel is planned for 2018–19 to inform ways to improve prosecutions that address the changing nature of sexual behaviours and encounters. This will include addressing the use of technology, for example dating apps and social media, and the impact this has on cases.

Coercion and control in a rape case

A young man was convicted of rape and controlling or coercive behaviour of his 16 year old girlfriend. The early disclosure of communications evidence, including thousands of pages of social media messages, led to the defendant pleading guilty to the controlling or coercive offence. A trial was held for the rape offence – the victim gave her evidence via video link after a pre-trial meeting with Counsel who provided support and reassurance. The defendant was sentenced to a total of four and a half years’ imprisonment and made subject to a restraining order for 10 years.

CPS flagged data

- In 2017–18, the volume of rape-flagged referrals from the police²⁰ fell from 6,611 in 2016–17 to 6,012 – a fall of 599 referrals (9.1%). MoJ do not hold data on referrals from the police.
- In 2017–18, the volume of suspects charged by the CPS fell from 3,671 in 2016–17 to 2,822 – a fall of 849 suspects (23.1%). The proportion charged fell from 55.5% in 2016–17 to 46.9% – a fall of 8.6 ppt. In 2017–18 the fall in the charge rate was increased by the number of case referrals which were ‘admin finalised’ (21.7% of referrals compared with 11.5% in 2016–17).²¹

¹⁹ Disclosure refers to providing the defence with copies of, or access to any prosecution material which might reasonably be considered capable of undermining the prosecution case or of assisting the case for the accused. It is a crucial part of a fair trial.

²⁰ When cases are referred by the police they are flagged as ‘rape’ in the CPS CMS data system.

²¹ In 2017–18 there was an increase in referrals which were ‘administratively finalised’ compared with the previous year (21.7% of referrals compared with 11.5% the previous year). Cases are ‘administratively finalised’ for a number of reasons. In 2017–18 we have encouraged the use of police early investigative advice (EIA). In cases where the police then decide not to submit a full file for a charging decision, these will be ‘administratively finalised’ as there has been no Full Code Test charging decision. Most ‘administratively finalised’ pre charge cases relate to EIA, but a proportion have been subject to a Full Code Test and the case will have been referred back to the police to obtain further evidence. For whatever reason, if the police have then been unable to supply the further evidence the case will have been ‘administratively finalised’. The introduction of an EIA process for RASSO cases is in order to assist the police at an earlier stage, as we do in other complex cases, such as fraud, terrorism and organised crime. The increase in the number of ‘administratively finalised’ cases in 2017–18 impacted on the proportion of defendants charged (the ‘charging rate’).

- The completed rape-flagged prosecutions fell from 5,190 in 2016–17 to 4,517 – a fall of 673 prosecutions (13.0%).²² 43.8% of rape flagged prosecutions in 2017–18 were perpetrated against children. Note MoJ data indicated that 3,141 defendants were proceeded against for a principal offence of rape in 2017.
- The data on the age of complainants in rape-flagged cases indicates that 52.8% of complainants, with recorded age, were under 24 years of age – of which 28.1% were under 18 years of age. 27.9% of defendants, with recorded age, were under 24 years of age – of which 6.9% were under 18 years of age.
- Convictions for rape-flagged cases fell from 2,991 in 2016–17 to 2,635 in 2017–18 – a fall of 356 convictions (11.9%). The CPS conviction rate rose slightly to 58.3% in 2017–18, compared with 57.6% in 2016–17; convictions after trial rose by 3.0 ppt to 49.3%. Data from MoJ indicated that 1,127 offenders were convicted specifically for rape offences in 2017.^{23 24}
- From CPS data 2017–18, 4,328 (98.0%) of cases initially flagged as rape were finally prosecuted for the principal offence categories of ‘sexual offences, including rape’ or the other serious²⁵ principal offences of ‘homicides’ or ‘offences against the person’. Of these, 3,598 were for sexual offences including rape; five for homicide and 725 for offences against the person. ‘Offences against the person’ is a broad category and includes very serious offences such as Grievous Bodily Harm with intent through to lesser offences such as common assault.

²² There was an overall fall in 2017–18 in Crown Court prosecutions of 9.2% and a fall of 8.0% in convictions. In comparison rape prosecutions fell by 13.0% and convictions by 11.9%. The CPS Annual Report 2017–18 identified the fall in the overall volume of cases prosecuted in 2017–18 compared with the previous year, but recognised that more of the cases were increasingly complex: there was a ‘huge growth in digital evidence and in the case of sexual offences very often a heavy reliance on vulnerable victims and witnesses. These factors create substantial additional challenges for case management and meeting disclosure responsibilities’.

²³ The MoJ conviction ratio for 2017 was 36%. MoJ conviction ratios are calculated as the number of convictions as a proportion of the number of proceedings. This gives a measure of the relative number of defendants who are found guilty within a given year for a certain offence, when compared with the number who are prosecuted that year for the same offence. As trials can span more than one year, offenders found guilty in a calendar year are not always the same defendants who were prosecuted in that year. Further, defendants may be found guilty of a different offence to that offence for which they were originally prosecuted.

²⁴ To contextualise the difference in conviction ratios/rates between MoJ and CPS, it is useful to compare CPS figures with a MoJ analysis from 2013, which assessed the proportion of defendants prosecuted for rape offences in 2009 ultimately convicted of any offence between 2009 and 2011. This analysis indicated that, of those initially prosecuted for rape, 56% were convicted for any offence, including 33% who were convicted for rape. The proportion convicted for any offence was more comparable to the CPS conviction rates in 2008–09 of 57.7%; 2009–10 of 59.4% and 2010–11 of 58.6%.

²⁵ The CPS principal offence category: charged offences are allocated one of twelve offence categories to indicate the type and seriousness of the charges brought against the defendant. The Principal Offence Category indicates the most serious offence with which the defendant is charged at the time of finalisation. The order of ‘seriousness’ of the top three key principal offences is: homicide; offences against the person; sexual offences. This is to align with the MoJ method of prioritising the offence categories.

Consent cases

A man was convicted of trespassing, with the intent to commit a sexual offence, and raping a student and sexually assaulting another while they slept in their private halls of residence. The defendant claimed at trial that the victims consented to sexual activity; however it was found that the victims did not know him and were asleep at the time. The prosecution was able to prove that the victims were sleeping and that the defendant was aware of this fact. This was crucial in establishing the lack of consent in this case and he was found guilty and sentenced to 22 years.

In a complex case that the defendant contested on the issue of consent, a man was convicted of rape and sentenced to eight years in prison and registered on the sex offenders register for life. The defendant was a taxi driver and he picked up a heavily intoxicated victim. She became terrified because she knew the defendant's intention was to rape her. She knew she was powerless to escape the situation so asked the defendant to use a condom. The purchase of condoms by the defendant was used in his claim that the victim had given her consent; however prosecutors built a strong case to dispute this. Evidence was provided by the victim's female partner and the victim herself gave a video-recorded interview explaining how she knew the defendant's intention was to rape her and this is why she had asked for the use of a condom.

[Link to the Rape section of the data report pages A22–A29 for details of CPS activity, next steps and detailed data analysis](#)

[Ministry of Justice data is provided in Annex 2 pages B11–B12](#)

Sexual offences (excluding rape)^{26 27}

In 2017–18, the volume of prosecutions and convictions of sexual offences (excluding rape) fell from the previous year, with a rise in the conviction rate after trial. The work outlined in the [Rape section of the data report](#) – both current and next steps - also applies to serious sexual offences, excluding rape.

- In 2017–18, the volume of sexual offence prosecutions completed, excluding rape, fell to 12,005 from 13,490 in 2016–17 – a fall of 1,485 defendants (11.0%). 38.5% of sexual offences excluding rape prosecuted in 2017–18 were perpetrated against children.²⁸
- The volume of convictions fell from 10,721 in 2016–17 to 9,654 – a fall of 1,067 (10.0%).
- The conviction rate increased from 79.5% in 2016–17 to 80.4% – the highest rate ever recorded; with 53.2% convictions after trial, a rise of 3.8 ppt from the previous year.

²⁶ Sexual offences excluding rape may range from offences of non-consensual sexual touching to serious sexual assaults. It is recognised that many victims of sexual offences, including rape, are children and therefore flagged as child abuse – so there is an overlap of rape, sexual offences and child sexual abuse data.

²⁷ CPS records do not include details of pre-charge decisions regarding sexual offences (excluding rape) and therefore cannot provide data on police referrals or charged defendants.

²⁸ Under 18s

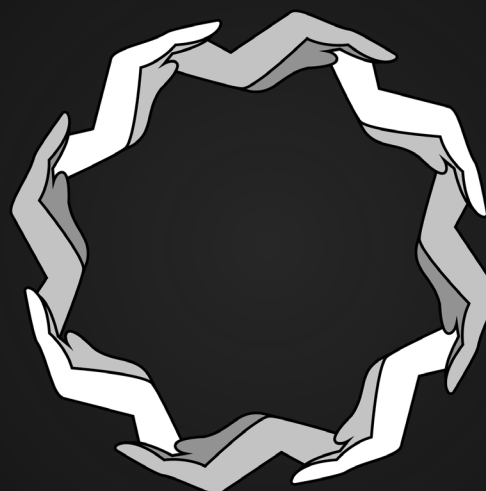
Abuse of positions of power

Three Salvation Army members were sentenced to a total of over 13 years in prison for the sexual abuse of young female members in the 1970s and 80s. A fourth member was sentenced to 15 months in prison suspended for two years.

A doctor was sentenced to 12 years in prison for sexually assaulting four female patients over three years at his surgery.

A masseur was sentenced to 13 years in prison for sexually assaulting a female client during therapeutic massage to treat her cerebral palsy, from when she was 11–16 years old.

CPS specialist prosecutors are trained in responding to the increasing complexity of serious sexual offences cases, and in effectively supporting victims and witnesses.



cps.gov.uk

[Link to the Sexual Offence section of the data report pages A30–A32 for details of CPS activity, next steps and detailed data analysis](#)

So-called ‘honour-based’ violence, forced marriage, and female genital mutilation²⁹

There was an increase in forced marriage flagged (FM) referrals, charged suspects and prosecutions in 2017–18, with an increase in the volume of convictions. There was a fall in so-called ‘honour-based’ violence flagged (HBV) referrals, charged defendants, prosecutions and convictions in 2017–18.

A joint police and CPS HBV, FM and Female Genital Mutilation (FGM)³⁰ focus group will push for continuous improvement in the handling of these cases and an increased level of support for complainants and witnesses. The group will review feedback to build on CPS guidance and training, as well as monitor finalised cases to ensure lessons learned and best practice are shared.

²⁹ The small number of cases indicates the need for caution in interpreting data in relation to these offences.

³⁰ FGM definition is in the glossary.

So-called 'honour-based' violence

- The volume of HBV-flagged referrals from the police of HBV related offences fell from 200 in 2016–17 to 145 in 2017–18, with a fall from 136 to 79 in the volume of suspects charged.
- The volume of prosecutions completed fell from 171 in 2016–17 to 127 in 2017–18.
- The volume of convictions fell from 90 in 2016–17 to 71 in 2017–18. The conviction rate increased from 52.6% to 55.9%.

So-called 'honour-based' violence case

A Sikh boy had been in a relationship with a Muslim girl for eight months; however the girl's family were strongly against the relationship. Her parents visited the boy's family to raise concerns that the relationship was bringing shame on the family. Although the conversation between the parents was described as amicable, the brother of the girl then threatened to harm the boy and his brother who said they were in fear of being seriously assaulted by the man. In a police interview he admitted he would have had no problem with the relationship if the boyfriend had been Muslim. The defendant pleaded guilty to religiously-aggravated common assault and a sentence-uplift was applied for the religiously aggravated motivation. He received a twelve month Community Order with 100 hours of compulsory unpaid work. The victims were supported by a local non-government organisation.

[Link to the HBV section of the data report pages A33–A35 for details of CPS activity, next steps and detailed data analysis](#)

Forced marriage

- The volume of FM-flagged referrals from the police rose from 56 in 2016–17 to 71 in 2017–18, with a corresponding rise in the volume of suspects charged from 36 to 45.
- The volume of prosecutions completed rose from 44 in 2016–17 to 50 in 2017–18.
- The volume of convictions rose from 32 in 2016–17 to 37 in 2017–18. The conviction rate increased from 72.7% in 2016–17 to 74.0% in 2017–18.

Breach of a Forced Marriage Protection Order

In this case, a mother and her four children visited Pakistan on the premise that her mother-in-law was ill. The mother then informed family in the UK that her and her four children's passports had been taken from them, which led to their rescue from Pakistan. After some time, information came to light that the father planned to take his wife and children back to Pakistan and because of this the mother and children were placed in a refuge. It was then realised that the father knew where his family were staying and the four children were taken into care. A Care Order and four forced marriage protection orders (FMPOs) were issued by the County Court in relation to four children and they were then rehabilitated back into their mother's care. Seven months later the children were stopped at the airport with their parents who were trying to take them outside of the jurisdiction in breach of the FMPOs. The family were stopped from boarding a flight to Dubai which was a connecting flight to Islamabad. The mother and father pleaded guilty to breach of a FMPO and received five months' custody suspended for two years.

[Link to the FM section of the data report pages A35–A36 for details of CPS activity, next steps and detailed data analysis](#)

Female genital mutilation

The [joint police and CPS FGM protocol](#) was updated in 2017–18 to include notification and monitoring arrangements; victim protection measures; requirement for expert examination and evidence and FGM Protection Orders.

An HBV, FM and FGM training video was developed and has been made available for all prosecutors on the prosecution college.

Whilst mandatory reporting by front line professionals has not resulted in a significant increase in cases being investigated and referred for prosecution, they have led to safeguarding measures being put in place with families and/or FGM Protection Orders being granted as preventative measures.

- Two cases went to trial in March 2018.³¹ Both were not convicted. The police and CPS have had de-briefs on both cases to increase understanding and ensure any lessons learnt are shared.

[Link to the FGM section of the data report pages A36–A37 for details of CPS activity and next steps](#)

Child abuse³²

In 2017–18 the CPS continued to play a central role in the Home Office-led cross government strategy to respond to sexual violence against children. The CPS also provided material and witness statements as a core participant in the Independent Inquiry into Child Sexual Abuse and will provide further evidence in 2018–19. A Child Sexual Abuse (CSA) Stakeholder forum will be set up in 2018–19 and the CPS will work with the NPCC Vulnerability Coordination Centre to address further improvements in the response to CSA.

The number of child abuse-flagged cases, referred from the police and prosecuted by the CPS has fallen; with a rise in conviction rates for both child abuse and child sexual abuse.

- In 2017–18, the volume of child abuse-flagged referrals from the police fell from 13,310 in 2016–17 to 11,986 – a fall of 1,324 referrals (9.9%). 7,547 (63.0% of referrals) were charged,³³ a fall of 1,427 from 2016–17.

³¹ The CPS does not collate formal statistics in relation to FGM. We hold a manual record of FGM information. As at the end of 2017–18, the manual record shows the total number of referrals is at 36 since we started recording in 2010. Of these, the manual record indicates, that 33 of these referrals received by the CPS did not proceed to charge, as there was insufficient evidence to provide a realistic prospect of conviction. Of the remaining three cases, the manual record shows two cases were charged with FGM but acquitted at trial (one of which was prosecuted in 2017–18 and one in 2014–15), and one case was charged as child cruelty (2017–18) but the judge ordered an acquittal.

³² There is an overlap of rape, sexual offence and child sexual abuse data due to the volume of rape and sexual offences against children.

³³ In 2017–18 there was an increase in referrals which were ‘administratively finalised’ compared with the previous year (13.2% of referrals compared with 6.5% the previous year). Cases are ‘administratively finalised’ for a number of reasons. In 2017–18 we have encouraged the use of police early investigative advice (EIA). In cases where the police then decide not to submit a full file for a charging decision, these will be ‘administratively finalised’ as there has been no Full Code Test charging decision. Most ‘administratively finalised’ pre charge cases relate to EIA, but a proportion has been subject to a Full Code Test and the case will have been referred back to the police to obtain further evidence. For whatever reason, if the police have then been unable to supply the further evidence the case will have been ‘administratively finalised’. The increase in the number of ‘administratively finalised’ cases in 2017–18 impacted on the proportion of defendants charged (the ‘charging rate’).

- The volume of prosecutions completed fell³⁴ from 11,793 in 2016–17 to 10,704 – a fall of 1,089 (9.2%).
- The volume of convictions fell from 8,999 in 2016–17 to 8,350 – a fall of 649 (7.2%), with a rise in conviction rate from 76.3% to 78.0%; convictions after contest rose from 53.6% to 56.3%.

Sexual abuse of boys

There were a number of convictions of offenders who sexually abused boys:

An ex-football coach was sentenced to 31 years for 50 counts of child sexual abuse against boys, many of them aspiring players, in the 1980s.

A former priest was sentenced to 18 years for abusing ten boys at a school in the 1970s and 80s.

A PE teacher and football coach was jailed for 16 years for raping a child under-13 years of age after grooming the victim over a significant period of time.

Within child abuse flagged offences, those specifically related to child sexual abuse (CSA):

- CSA offence prosecutions completed in 2017–18 fell from 7,181 to 6,378 – a fall of 803 (11.2%).
- The volume of CSA convictions fell from 5,374 in 2016–17 to 4,878 – a fall of 496 (9.3%). The conviction rate rose from 74.8% to 76.5%; convictions after contest rose from 51.9% to 55.7%.

Child sexual abuse and exploitation

A man was jailed for 17.5 years for sexually assaulting eight teenage girls over an eight year period. His offences included causing and inciting a child to engage in sexual activity; causing a child to watch a sexual act, making indecent images of a child as well as sexual assault.

A former professional golfer was sentenced to 14.5 years for raping a teenage girl and sexually assaulting two others under 16 years old.

A man was sentenced to 19 years for rape and sexual assault of under-13 year olds and child cruelty.

Another man was jailed for 18 years for sexual assaults against girls aged 12–15 years old. He supplied them with mobile phones and alcohol and, as well as assaulting them, he sent indecent photos of himself to them via social media.

[Link to the child abuse section of the data report pages A38–A42 for details of CPS activity, next steps and detailed data](#)

³⁴ The CPS Annual Report 2017–18 identified a fall of 10% in the overall volume of cases prosecuted in 2017–18 compared with the previous year, but more of the cases were increasingly complex: ‘This is reflected in the huge growth in digital evidence and in the case of sexual offences very often a heavy reliance on vulnerable victims and witnesses. These factors create substantial additional challenges for case management and meeting disclosure responsibilities’.

Human trafficking and modern slavery

In July 2018, a stand-alone Report on [Modern Slavery was published for the first time](#). This CPS VAWG Report therefore links to this published report and in the later section only provides headline data, drawing out gender and sexual exploitation issues of relevance to this report.

- The volume of human trafficking police referrals rose from 271 in 2016–17 to 355 – the highest volume ever recorded, with an increase in suspects charged (from 188 to 239).
- The volume of human trafficking prosecutions completed in 2017–18 fell from 295 to 284.
- The volume of human trafficking convictions rose from 181 in 2016–17 to 185. The conviction rate rose from 61.4% to 65.1%.

These case studies are examples of human trafficking for sexual exploitation

A man and a woman were convicted under the Modern Slavery Act for arranging underage girls to be trafficked for sexual exploitation within the UK. The girls were taken to hotel rooms, plied with alcohol and drugs and, in some cases, sexually exploited. They were sentenced to a total of 19 years' imprisonment.

Three people were convicted of trafficking 19 victims from South East Asia for the purposes of prostitution. They were forced to work from hotel rooms. The National Referral Mechanism offered support and protection to the victims. The ring-leader was sentenced to four years' imprisonment and was made subject to a Slavery and Trafficking Prevention Order, until further notice. One of the other defendants was sentenced to 2 years, suspended for 2 years and the third defendant to 26 weeks, suspended for 2 years.

[Link to the human trafficking and modern slavery section of the data report pages A43–A45 for details of CPS activity, next steps and detailed data](#)

Prostitution

The CPS focuses on the prosecution of those who force others into prostitution, exploit, abuse and harm them. Our joint approach with the police, with the support of other agencies, is to help those involved in prostitution to develop routes out.

- The volume of prostitution related offences³⁵ related to the control of prostitution stayed steady in 2017–18 (96 from 99 in 2016–17) against a fall in prosecutions for brothel keeping (74 from 90) and kerb crawling (106 from 148).
- Prosecution of street offences fell from 127 in 2016–17 to 57.

³⁵ The CPS prostitution data is only available from the offence-based data system and therefore cannot include data on police referrals, charging and outcomes.

Prosecuting those who sexually exploit young people

A 14 year-old girl was sexually exploited by three men who plied her with drugs and forced her to sell sex. The victim was initially reported missing by her family. One of the men offered her accommodation and then gave her drugs, forcing her to sell sex to re-pay her debt. Together with the two other men he took naked photos of her which he uploaded onto social media advertising her as an escort. The three defendants were sentenced to a total of 18 years in prison.

[Link to the prostitution section of the data report pages A46–A48 for details of CPS activity, next steps and detailed data](#)

Pornography and obscenity

The prosecution of child sexual abuse images has been streamlined to improve the efficiency of prosecutions. In 2017–18 there was a rise in obscenity offences prosecuted, with a higher proportion of indecent or grossly offensive prosecutions related to domestic abuse.

- In 2017–18 CPS was able to prosecute suspects more efficiently using fewer images. In 2014–15 the average number of offences per case was 8, in 2017–18 it was 3.6. There was therefore a fall in the prosecution of child abuse image offences³⁶ from 20,803 in 2016–17 to 15,055. These included prosecutions commenced for 11,929 offences of sexual exploitation of children through photographs, a fall from 14,691 in 2016–17.
- There was a slight rise in obscenity offences prosecuted from 8,049 in 2016–17 to 8,112 (0.8%). Most malicious, offensive or indecent communications offences were domestic abuse-related.
- There were 26 prosecutions of rape pornography in 2017–18; 24 in 2016–17.
- There were 464 prosecutions commenced of the offence of disclosing private sexual images without consent (so-called revenge pornography), similar to the previous year (465).
- There were 18 prosecutions commenced of the offence of possession of a paedophile manual, a rise of four from the previous year.

The following case is an example of the cases we are now prosecuting under the offence of possession of a paedophile manual

A university lecturer was jailed for 32 years for blackmailing people he met online into sending him degrading photos. The prosecution of this case followed a four-year worldwide investigation. The defendant masqueraded as a female artist and gathered the so-called ‘hurtcore’ images on the dark web. It is estimated that he targeted almost 50 victims in multiple countries over a number of years. He was convicted of over 130 separate offences including blackmail, making indecent images of children and possession of a paedophile manual.

³⁶ The CPS is not deprioritising prosecution of these offences rather we are able to use fewer offences per defendant prosecution, following the revised guidelines relating to the streamlining of images in prosecutions.

The following case studies illustrate the range of ways in which exploitative sexual images are used

A man was sentenced to 12 years in prison for arranging or facilitating the commission of a child sex offence and making indecent images of children. The defendant paid a woman in the Philippines to abuse child victims whilst he watched online. More than 600,000 lines of chat-log were identified, involving sexual abuse of very young children, and hundreds of images were stored online

A police officer was sentenced to nine years in prison after he was convicted of offences relating to indecent photos and videos of young girls that he stored online. The defendant was arrested and charged following information from federal investigators in Arizona.

Social media, tracking software and the internet are increasingly being used in crimes including malicious communications, domestic abuse, controlling or coercive behaviour, and stalking.

[cps.gov.uk](https://www.cps.gov.uk)



[Link to the pornography and obscenity section of the data report pages A49–A51 for details of CPS activity, next steps and detailed data](#)

Violence against Women and Girls data report

Violence against Women and Girls data report

The Violence against Women and Girls data report provides detailed data analysis on each of the VAWG strands.

Violence against Women and Girls data report

Introduction

The VAWG data report provides an assessment of prosecution performance in domestic abuse (DA), stalking, harassment, rape,¹ sexual offences, forced marriage (FM), so-called 'honour-based' violence (HBV), female genital mutilation (FGM), child abuse, human trafficking for sexual exploitation, prostitution and pornography. These crimes have been grouped together under the heading 'VAWG', recognising that they have been committed primarily, but not exclusively, by men against women; with a disproportionate volume of female victims. There is a gendered pattern of power, coercion and/or control. However, these offences can be targeted at men and boys and in 2017 a [public statement was published on our approach and support for male victims](#). Legal guidance and training for prosecutors, when updated, will include details of the experience of male victims, to help challenge myths and stereotypes and provide details of support services for male victims. In addition, work is underway to improve the recording of the gender of victims in order to provide better data around the prevalence of victims, by gender. A forum with organisations working with male victims was held in June 2018 to assess the progress in delivering the actions outlined in the public statement.

The CPS is committed to securing justice for *all* affected by crimes grouped together as 'VAWG'. To that end, we are inclusive in our approach. All our VAWG policies are applied fairly and equitably to all perpetrators and victims of crime – irrespective of their gender.

Freedom from violence and abuse is explicitly recognised in international law with respect to both human rights and gender. VAWG is recognised worldwide, and by the UK Government, as a form of offending where gender plays a part. As the United Nations describes it:

Violence against women is a manifestation of historically unequal power relations between men and women, which have led to domination over and discrimination against women by men and to the prevention of the full advancement of women, and ... violence against women is one of the crucial social mechanisms by which women are forced into a subordinate position compared with men.²

The CPS VAWG strategy is part of the overarching cross-government VAWG strategic framework, based on the United Nations conventions that the UK has signed and ratified. In March 2016, a cross government strategy – [Ending Violence against Women and Girls 2016–2020](#) – was launched outlining actions the Government is taking forward. The implementation of these actions, including those for CPS, has been overseen by the VAWG Inter-Ministerial Group and a refreshed strategy is due to be published later this year. We are committed to fair and impartial decision-making to ensure justice for all and to improve the support for victims through reviewing our guidance, training, best practice and performance across VAWG strands as well as engaging with stakeholders. The [CPS VAWG strategy](#) has been updated for 2017–2020.

¹ A 'rape' flag is applied to CPS files from the start of a case, following an initial allegation of rape. This flag will remain in place even if the decision is taken to charge an offence other than rape or where a rape charge is subsequently amended, to ensure application of the principles of the rape and sexual offence policy.

² Office of the United Nations High Commissioner for Human Rights, *15 years of the United Nations Special Rapporteur on Violence against Women, its causes and consequences* (2009) <http://www.ohchr.org/Documents/Issues/Women/15YearReviewofVAWMandate.pdf>

Reading the report

The CPS collects data for case management purposes in order to assist in the effective management of its prosecution functions. The CPS continues to review its recording processes and practices to further improve the collection and use of data held. The CPS does not collect data which constitutes official statistics as defined in the Statistics and Registration Service Act 2007,³ however there continues to be a high level of public interest in accessing this information.

The purpose of this report is for the CPS to be transparent about the data that it holds and to ensure that steps are taken to improve the accessibility and understanding of the data held. The data in this report provides an assessment of performance based on the best available data from the CPS Management Information System. Efforts are made throughout the report to provide explanatory notes to assist with the interpretation of the data provided.

The report does not provide data on the prevalence of VAWG and the overall CJS response to it. Further information and deeper analysis of the prevalence of DA, rape, sexual offences, child abuse and stalking is available in the [Crime Survey of England and Wales \(CSEW\)](#) and from the Home Office and MoJ where available. The CPS contributes to further important annual publications of DA and rape data across the CJS from the Office of National Statistics (ONS) and the National Rape Monitoring Group, chaired by HMICFRS, respectively. These publications provide detailed information across police force areas in order to help build a clearer picture of the CJS-wide response, nationally and locally.

This VAWG data report is therefore an analysis of the key prosecution issues in each VAWG crime strand – outlined in the previous section. The data that forms the basis of the report is derived from the CPS' Case Management System (CMS), CPS' Witness Management System (WMS) and its associated Management Information System (MIS). The data are held within three separate databases within the MIS⁴, based on defendants, offences and victims or witnesses. Data cannot be correlated between the separate databases⁵. The report includes *total data on all perpetrators and victims, irrespective of gender*. Where possible, data is broken down, in the body of the report, by gender as well as overall volumes and proportions.

DA, rape, forced marriage, HBV, child abuse and human trafficking cases are identified by flags manually applied to defendants in the CMS and reported through the MIS. This data is recorded on a suspect (pre-charge) or defendant (post-charge) basis and therefore provides data on police referrals and charged suspects as well as defendant outcomes. In addition, it provides the facility to record equality profiles of defendants.⁶ We analyse the outcomes of prosecutions using the defendant database and therefore this report reflects that throughout. Further detail is provided in each section on the proportion of defendants prosecuted by gender where available.

³ The official statistics relating to crime and policing are maintained by the Home Office and the official statistics relating to sentencing, criminal court proceedings, offenders brought to justice, the courts and the judiciary are maintained by the Ministry of Justice.

⁴ As with any large scale recording system, data is subject to possible errors in data entry and processing. The figures are provisional and subject to change as more information is recorded by the CPS.

⁵ This report provides outcomes by defendant and cannot provide separate information on outcomes based on victims or offences. To that end, data cannot be provided separately for the outcome of cases faced by female and male victims; nor is it possible to correlate the gender of the defendant with the gender of the victim.

⁶ Equality profiles of defendants include data on their gender, age and ethnicity.

Stalking, harassment, sexual offences, prostitution, pornography and obscenity data can only be provided using the offences data recorded in the CMS and reported through the MIS. This data comprises the number of offences in which a prosecution commenced at magistrates' courts, and does not include any information on the number of referrals from the police, charged by CPS and the prosecution outcomes⁷. In addition data on victim profiles is not available for these offences.

The WMS is a bespoke case management system designed by and for specialist Witness Care Unit (WCU) staff to effectively manage their cases. The WMS records victim and witness data and, where recorded, the system includes data reporting equality profiles of victims (and witnesses). The WMS can only provide data on the *volumes* of victims associated with prosecution proceedings, by gender (where available), rather than the *outcome* of those prosecutions. It does not include any data which reports the volumes of alleged victims associated with pre-charge proceedings and therefore cannot include data on police referrals and CPS charging.

Equality profiles of defendants, by gender, ethnicity and age are assessed and reported on in this section of the report. Data on the equality profiles of complainants/victims are reported where available and we continue to look for ways in which to improve the victim related data held in the CJS. In line with government policy, we publish the underlying data used in our reports. The [underlying data for this report](#) can be found on the CPS website, in the Publications section.⁸

VAWG governance

A Chief Crown Prosecutor acts as a national CPS VAWG Champion, linking across Headquarters and all CPS Areas, as well as chairing the External Consultation Group (see below). National CPS VAWG strategy managers, in the Operations Directorate of CPS Headquarters, oversee the VAWG work across CPS Areas. They oversee the delivery of the VAWG strategy, especially through the VAWG assurance scheme outlined below. The national VAWG leads publish regular CPS VAWG newsletters, outlining updates of work across all VAWG strands.

In 2017–18 CPS Area VAWG co-ordinators continued to lead VAWG prosecutions locally and worked with Area Inclusion and Community Engagement Managers (ICEMs) in the running of Local Scrutiny and Involvement Panels (LSIPs). All Areas have panels covering VAWG issues – predominantly addressing DA and rape prosecutions. In 2017–18 most focused on performance in cases with some specific scrutiny around HBV cases, coercion and control, hearsay prosecutions, stalking, immigration status of victims and communication with victims.

The VAWG co-ordinators work with their Chief Crown Prosecutors in providing bi-annual reports on performance directly to the Director of Public Prosecutions (DPP) through the VAWG assurance scheme. Roundtable meetings were held in April 2017 and March 2018 to discuss the implementation of actions at a local level. VAWG sections have been set up within the CPS casework and knowledge hubs of the internal website to ensure that prosecutors have practical assistance related to casework preparation as well as good practice examples, links to local leads, legal guidance, toolkits and VAWG newsletters.

⁷ Sexual offence data (excluding rape) is an exception as it is derived from the principal offence category of 'sexual offences' by excluding rape flagged defendants and can therefore provide outcome of prosecutions.

⁸ Data is reported throughout this report; any additional underlying data is provided on the CPS website.

In 2017–18, at a national level, the CPS VAWG External Consultation Group (ECG) involved key VAWG expert groups to advise the CPS VAWG team. Locally stakeholders provide feedback and offer advice through CPS LSIPs.

VAWG Assurance Scheme

In 2017–18, CPS Areas continued to monitor their performance using the bi-annual VAWG Assurance Scheme assessing a range of measures on domestic abuse, rape and sexual offences excluding rape. This involved detailed analysis of police referrals, charging, prosecution outcomes, attrition linked with complainant issues and, for all sexual offences, jury acquittals. Local trends in comparison to the national average were also considered. Following assessment of a broad range of measures, CPS Areas prepared commentaries on their overall assessment and identified at least three actions to secure improvements. Feedback on Area commentaries and proposed actions was provided from the DPP and the central VAWG team.

As part of a stocktake on the department's overall approach to inclusion, a broad range of views across the CPS were sought on the effectiveness of the VAWG Assurance Scheme. Overall, there was positive feedback and support for the Scheme. There was also a clear appetite to review the Scheme to further improve the process and ensure greater parity with the Hate Crime Assurance Scheme. To this end, in 2017–18, a review of the VAWG and Hate Crime Assurance Schemes was undertaken to implement an even more robust Scheme for 2018–19.

Inclusion and Community Engagement strategy

In March 2018, the [Inclusion and Community Engagement strategy](#) was published, setting out how we engage communities in our work, ensure diverse representation and how we will take forward this work within VAWG. The strategy was developed following an Independent Review in 2017 of CPS Inclusion activities. The Review included assessment of the views of VAWG stakeholders, highlighting the value of stakeholder engagement in developing our VAWG approach and the need for ongoing engagement with communities. We are committed to engaging communities locally through VAWG Local Scrutiny and Involvement Panels and nationally through the VAWG External Consultation Group.

The (VAWG) External Consultation Group is seen as a significant and important engagement mechanism, described by some as the best across government on the Violence against Women and Girls agenda, with strong and trusting relationships between the CPS and external stakeholders. The expertise and evidence-based perspectives stakeholders bring to the table has helped to build a shared base of knowledge and identify emerging trends and issues.

Independent review of the Crown Prosecution Service Inclusion Activities

Social media

The CPS has continued to address prosecution of VAWG offences involving the use of the internet, social media platforms, emails, text messages, smart-phone apps, spyware and GPS tracking software. Feedback from prosecutors in 2017–18 led to the refresh of the guidelines on prosecuting cases involving communications sent via social media. The final version was published in August 2018 and provides greater assistance to prosecutors on VAWG offending committed online.

The CPS has engaged with VAWG partner organisations to help prosecutors understand how technology can be used by DA perpetrators and to find joint solutions to support victims and survivors. The CPS has also addressed the emerging trend of potentially grossly offensive communications, containing images of victims with very serious injuries, being raped or being subjected to sadistic acts of violence. Details of prosecutions are included in the [Pornography and Obscenity](#) section of this report.

In 2017–18 the CPS responded to a consultation launched by the Department of Culture Media and Sport (DCMS) on their Internet Safety Strategy Green Paper, proposing a link to the CPS guidance on prosecuting the offence of disclosing private images without consent. The CPS has continued to engage across government on this work, recognising that online trolling and abuse can often disproportionately target women.

In December 2017, the Committee on Standards in Public Life published its report on Intimidation in Public Life. The Committee found that the widespread use of social media has been the most significant factor accelerating and enabling intimidatory behaviour in recent years. The report acknowledges that such behaviour has a disproportionately negative impact on women; Black and Minority Ethnic (BAME); Lesbian, Gay, Bi-sexual and Transgender (LGBT) and other Parliamentary candidates from minority groups. The CPS has committed to supporting the National Police Chiefs' Council (NPCC) in their work to produce accessible guidance for Parliamentary candidates giving clear advice on behaviour they may expect during a campaign which is likely to constitute a criminal offence and what they should do in the face of such intimidation. Work on this will continue in 2018–19.

Impact of overall changes in CPS prosecution volumes

The CPS Annual Report 2017–18 identified a fall of 10% in the overall volume of cases prosecuted in 2017–18 compared with the previous year, but more of the cases were increasingly complex: 'This is reflected in the huge growth in digital evidence and in the case of sexual offences very often a heavy reliance on vulnerable victims and witnesses. These factors create substantial additional challenges for case management and meeting disclosure responsibilities'.

In the DA and rape sections of the report comparisons of volumes will be made with those overall in magistrates' and Crown Courts, respectively.

Impact of changes in pre-charge bail across VAWG

The Police and Crime Act 2017 introduced new arrangements for pre-charge bail cases in April 2017. This has seen an increase in the volume of suspects being released under investigation without bail, resulting in increased use of postal requisitions to call them to court. The changes were assessed in the March 2018 Police Effectiveness, Efficiency and Legitimacy (Peel) Review carried out by HMICFRS. The Review identified issues to address, especially in cases involving violent and sexual offences. Further analysis is being carried out by the NPCC and police forces have been requested to review their arrangements, including assessment of vulnerable victims by September 2018.

These changes, especially the increase in postal requisitions, may to some extent be impacting on the non-attendance of defendants at first hearings for non-custody cases and it is possible that there is a link to the overall fall in prosecutions of VAWG cases identified within this report. CPS does not

hold data on the number of defendants failing to attend court but the data on the percentage of adjournments due to warrants being issued indicates a rise.⁹

The Review also outlined concerns in relation to DA cases, which are outlined in the DA section of the report.

Individual Quality Assessment of VAWG cases

The Individual Quality Assessment (IQA) Guidance¹⁰ across CPS has been updated to ensure robust analysis around case strategy and case presentation. Legal managers are able to flag if a VAWG or hate crime case is being assessed so IQA can be used to identify and assess performance by type of crime – for VAWG this includes child abuse, DA, FM, human trafficking, rape and stalking or harassment cases.

VAWG performance data

For performance management purposes, the CPS has grouped together a sub-set of offences – DA, rape¹¹ and sexual offences. Data for the sub-set of ‘VAWG’ crimes is included within this section of the report, with the caveats as outlined in the introduction. As in previous years, the majority of prosecutions of crimes grouped under VAWG, for the purposes of this report, are DA at 84.4%,¹² rape at 4.3%¹³ and sexual offences, excluding rape, at 11.4%.¹⁴

The data provided below relates to *all* ‘VAWG’ defendants and victims, irrespective of gender, with details of gender where available.

- In 2017–18 the volume of ‘VAWG’¹⁵ referrals from the police fell from 117,444 in 2016–17 to 116,574 – a slight fall of 870 referrals (0.7%).
- The proportion of suspects charged¹⁶ fell to 69.1%¹⁷ from 70.7% in the previous year, resulting in 80,547 suspects charged (a fall of 3.1% from 2016–17).

⁹ The number of warrants issued by the court at the first hearing has been steadily increasing overall, from 15.9% in Q1 2016–17 to 21.4% in Q4 2017–18. For DA the number of warrants increased from 4.9% to 6.6%; for rape they increased from 13.0% to 22.9%.

¹⁰ Individual Quality Assessments (IQA) provide a framework within which managers and their staff can work together to improve the quality of the service we provide. IQA focuses on the work of individuals to assess the extent to which the Casework Quality Standards are being delivered and enable managers to provide advice and support to improve the quality of casework delivered by the CPS.

¹¹ A ‘rape’ flag is applied to CPS files from the start of a case, following an initial allegation of rape. This flag will remain in place even if the decision is taken to charge an offence other than rape, or where a rape charge is subsequently amended, to ensure application of the principles of the rape and sexual offence policy.

¹² A rise of 1.0 percentage points (ppt) from the previous year.

¹³ A fall of 0.3 ppt from the previous year.

¹⁴ A fall of 0.6 ppt from the previous year.

¹⁵ CPS records do not include details of pre-charge decisions regarding sexual offences (excluding rape) and therefore cannot provide data on police referrals. ‘VAWG’ police referrals in this line include only DA and rape.

¹⁶ When prosecutors receive police referrals they can either charge, give an out of court disposal or decide not to charge. In addition, some cases will be administratively finalised and there will be a few ‘other’ administrative decisions.

¹⁷ In 2017–18 there was an increase in referrals which were ‘administratively finalised’ compared with the previous year (8.1% of referrals compared with 4.6% in the previous year). Cases are ‘administratively finalised’ for a number of reasons. In 2017–18 we have encouraged the use of police early investigative advice (EIA). In cases where the police then decide not to submit a full file for a charging decision, these will be ‘administratively finalised’ as there has been no Full Code Test charging decision. Most ‘administratively finalised’ pre charge cases relate to EIA, but a proportion has been subject to a Full Code Test and the case will have been referred back to the police to obtain further evidence. For whatever reason, if the police have then been unable to supply the further evidence the case will have been ‘administratively finalised’. The increase in the number of ‘administratively finalised’ cases in 2017–18 impacted on the proportion of defendants charged (the ‘charging rate’).

- The volume of VAWG cases, as a proportion of the total CPS caseload, is assessed as the ‘VAWG caseload’. The VAWG caseload rose in 2017–18, reaching the highest level ever recorded, at 20.1%.

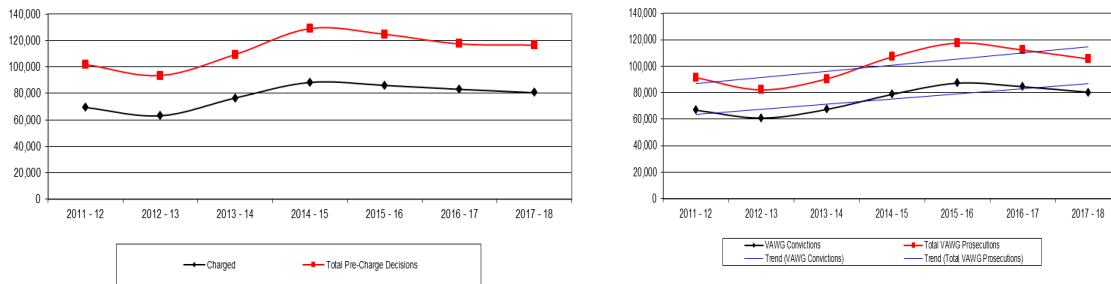
Table 1: VAWG caseload as % of total caseload, 2011–12 to 2017–18

	2011–12	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18
CPS national	10.2%	10.3%	12.5%	16.3%	18.6%	19.3%	20.1%

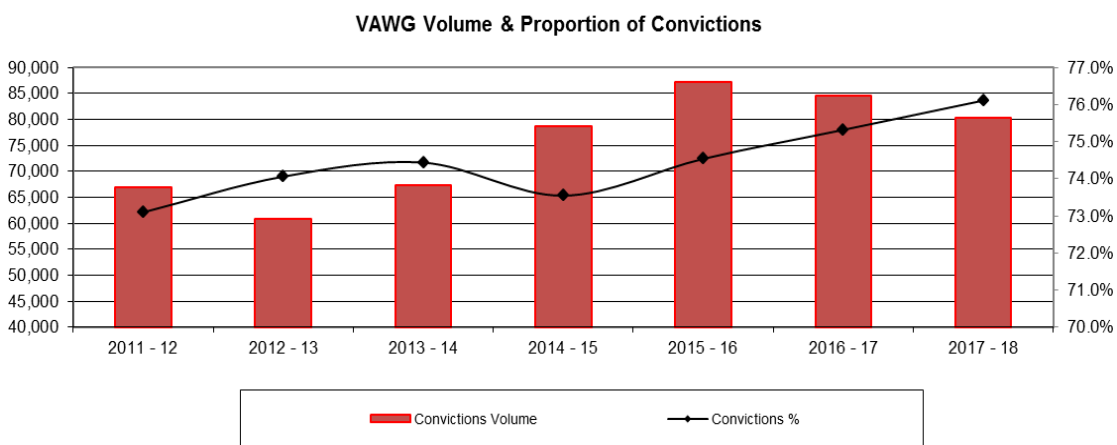
- The volume of ‘VAWG’ crime prosecutions completed^{18 19} fell from 112,270 in 2016–17 to 105,613 – a fall of 6,657 defendants (5.9%).
- The volume of convictions fell from 84,565 in 2016–17 to 80,387 – a fall of 4,178 convictions (4.9%). The conviction rate increased from 75.3% to 76.1%; conviction after trial (exclusive of mixed pleas)²⁰ rose by 2.4ppt to 53.8%.

Graph 1 (left): Volume of pre-charge decisions

Graph 2 (right): Volume and trend of prosecutions and convictions for VAWG crimes 2011–12 to 2017–18



Graph 3: Conviction volumes and rates for VAWG crimes, 2011–12 to 2017–18



¹⁸ The numbers of defendants charged covers those cases, by suspect, forwarded to CPS during 2017–18 for charging decisions and are not directly comparable in numbers with those prosecuted which covers cases, by defendant, finalised during 2017–18.
¹⁹ The CPS Annual Report 2017–18 identified a fall of 10% in the overall volume of cases prosecuted in 2017–18 compared with the previous year, but more of the cases were increasingly complex: ‘This is reflected in the huge growth in digital evidence and in the case of sexual offences very often a heavy reliance on vulnerable victims and witnesses. These factors create substantial additional challenges for case management and meeting disclosure responsibilities’.
²⁰ ‘Exclusive of mixed pleas’ are defendant cases where only ‘not guilty’ pleas are entered to all charges and a trial ensues.

- 67.9% of convictions were due to guilty pleas.
- 15.7% of all prosecutions did not result in a conviction due to prosecutions dropped (including decisions to discontinue, withdraw or offer no evidence).
- 25,226 prosecutions did not result in a conviction. Out of all non-convictions, 46.7% were due to complainant issues;²¹ however out of *all* VAWG cases prosecuted, the proportion that was not convicted due to complainant issues has fallen from 11.6% in 2016–17 to 11.2% in 2017–18.
- In 2017–18, measures were taken to ensure more robust recording of gender and ethnicity, across police force areas. All police force areas were tasked with improving the recording of complainant data for domestic abuse and rape cases. In particular, the Metropolitan Police Force changed their data system in March 2018 to begin mandatory recording of the equalities profile of complainants.²² As just under 15% of VAWG prosecutions are in London, this improvement should have a positive impact on the overall data in 2018–19. Therefore future reports should feature more robust data.

The underlying data is provided in the linked annex at [Underlying Data / Violence Against Women](#). The CPS Area and police force data is at [Annex 1](#).

Equalities issues

Gender²³

- Of the 105,613 defendants prosecuted, 98,083 defendants were male, 7,387 were female and in 143 cases the gender of the defendant was not recorded. Where the gender of the defendant was recorded, 93.0% were male and 7.0% were female.²⁴
- Data from the Witness Management System showed that 97,363 complainants were recorded.²⁵ Of all complainants 64,333 were female, 12,495 were male and in 20,535 cases the gender of the complainant was not recorded. 78.9% of complainant gender was recorded in 2017–18 – a rise from 78.3% in 2016–17. In 2017–18 measures were taken to ensure more robust recording of gender, across police force areas, as outlined above. Where the gender of the complainant was recorded, 83.7% were female and 16.3% were male.

Ethnicity

- In 2017–18, 68.6% of VAWG crime defendants²⁶ were categorised as White, of which 63.2% were identified as White British. 5.7% of defendants were identified as Asian, and 6.0% were

²¹ Complainant issues include complainant retractions, complainant non-attendance and where the ‘evidence of the complainant does not support the case’.

²² Following previous changes in data base systems, London had not been able to record complainant equalities profiles. Once this was identified in 2016–17 the system was changed and recording of complainant gender and ethnicity were made mandatory.

²³ It is not possible to provide data on the gender of complainants in relation to the gender of the defendant from the current data systems.

²⁴ The figure is similar if calculated out of total, including unrecorded gender (92.9% male defendants and 7.0% female defendants).

²⁵ The complainant data includes DA and rape, but data for complainants related to sexual offences, excluding rape, is not available from the data systems.

²⁶ Ethnicity data on defendants is collected by the CPS in accordance with the agreed CJS definitions for the 16+1 ethnic categories.

identified as Black.²⁷ Just under half of complainant ethnicity was not recorded (47.8%), so this data is not robust enough to be reported on within this report.

Age

- From those defendants where age was recorded,²⁸ the majority of defendants were aged 25–59 (75.8%) and 18–24 (17.9%). 20.5% of defendants (21,556) were 24 years old or under, with 2,454 (2.3%) of defendants being 14–17 years old and 184 (0.2%) aged 10–13.
- From those complainants where age was recorded,²⁹ the majority were aged 25–59 (68.5%) and 18–24 (20.0%). 25.9% of complainants (23,182) were under 24 years old, with 3,781 (4.2%) of complainants being 14–17 years old, 1,215 (1.4%) aged 10–13 and 257 under 10 (0.3%). There has been an increase in recorded complainants over 70 years of age, year on year. In 2017–18 there were 1,734 complainants (1.9%), of which 1,710 were DA complainants.

²⁷ 7.7% of defendants did not state an ethnicity on arrest and 9.3% of defendants' ethnicity was not provided to the CPS by the police.

²⁸ 99.8% of defendant ages were recorded in 2017–18 – similar to 99.7% in 2016–17.

²⁹ 91.9% of complainant ages were recorded in 2017–18 – a rise from 90.0% in 2016–17.

Domestic Abuse

Introduction

In 2017–18 the CPS was involved in the proposals for future DA legislation and the development of non-legislative measures across government; a consultation was carried out in early 2018–19 which is being considered across government departments.

Work with the police and HMICFRS has begun to stabilise the fall in police DA referrals identified in 2015–2017. A [troubleshooting guide](#) was published for frontline police and prosecutors to help ensure the appropriate referral of domestic abuse cases to the CPS. All prosecutors were trained in two new mandatory DA e-learning modules on evidence-led prosecutions and coercive control during 2017–18 and an aide-memoire based on these e-learning modules was shared with the police.

CPS worked across the CJS in the ‘Deep Dive’ project, testing best practice for use across all magistrates’ court systems. The test sites evidenced an increase in performance and the best practice framework, outlining four components, has been approved for national roll-out in 2018–19.

Summary of CPS activity

- In 2017–18, the CPS was involved in cross-Government working groups to consider and shape a major Government Consultation ‘Transforming the Response to Domestic Abuse’. The consultation incorporated a range of measures including the legislative proposals announced in the Queen’s Speech 2017, such as the introduction of a statutory DA definition; a DA commissioner; new DA protection orders; aggravating factor on DA where children are involved and the extension of extraterritorial jurisdiction.
- In December 2017, a [troubleshooting guide](#) was published for frontline police and prosecutors to address the identified issues and help ensure the appropriate referral of domestic abuse cases to the CPS. The Guide addressed issues identified in relation to: recording, interpretation and use of data to oversee performance; initial contact with the police; the first response; charging practice and consideration of victim disengagement.
- The DPP and the NPCC Lead on Domestic Abuse wrote to all Chief Crown Prosecutors, Chief Constables and domestic abuse leads for the CPS and police, encouraging them to implement the Troubleshooting Guide and to work together to review cases where a decision was taken by the police and the CPS to take no further action.
- In 2017–18, a DA ‘Deep Dive’ best practice framework, for use in magistrates’ courts, was tested in Bradford, Highbury and Nottingham in order to improve performance and the service to DA victims. The three test sites evidenced an increase in performance and the best practice framework outlining four components has been approved for national roll-out by the National Criminal Justice Board (NCJB); implementation plans are underway.
- The ‘Deep Dive’ exercise also informed a revision to the Specialist Domestic Abuse Courts (SDACs) resource manual which is the gold standard for accredited SDACs.

- We have considered how best to support police and prosecutors in the implementation of s.76 of the Serious Crime Act 2015: Controlling or Coercive Behaviour in an Intimate or Family Relationship, to address how evidence can be presented before the court, in particular when a complainant does not wish to attend court. During 2017–18, 960 offences of controlling or coercive behaviour have been charged and reached a first hearing, more than three times the volume in the previous year.³⁰
- To support police officers and prosecutors dealing with these difficult cases we developed a joint aide memoire, based on our e-learning modules, outlining action to be considered during investigation, reviewing and prosecuting offences of controlling or coercive behaviour.
- To support instructing agents in DA cases in Areas, and to ensure a consistent approach, a ‘DA for Agents – Best Practice Note’ was produced. The note alerts agents to the points in the process in which they must refer to, and liaise with, a CPS prosecutor.
- Two e-learning modules – Prosecuting Domestic Abuse and Controlling and Coercive Behaviour – were refreshed in 2017–18 to help provide additional guidance to prosecutors.
- Throughout the year, CPS prosecutors were also involved in eight training sessions for Independent Domestic Violence Advisors (IDVAs) to further improve their understanding of the prosecution process.
- In November 2017, [CPS DA data from 2012–13 to 2016–17](#) was released alongside data from the police and MoJ for every police force area. The dataset analysis and a data tool was provided to help Police and Crime Commissioners and local CJS agencies analyse and scrutinise how DA is dealt with in their local area and address further improvements.
- A Revised Out-Of-Court Disposal (OOC) Framework pilot that began in November 2014 concluded in October 2015. The pilot forces were granted an exemption to the DPP’s guidance on conditional cautions which allowed them to use this disposal in place of a simple caution, when it was an appropriate course of action. In September 2016 the DPP’s guidance was amended to allow exceptional individual authorisation of DA conditional cautions outside the pilot areas by the VAWG strategy team.
- Following the pilots, further work is ongoing with the NPCC lead for OOC to develop criteria that police force areas must meet, if applying for exemptions across their area. This includes provision of rehabilitation programmes for perpetrators.
- The fourth report of the Justice Select Committee was issued in September 2016 and it outlined a so-called ‘postcode lottery’ of restorative justice (RJ) services. In response to the Committee’s recommendations, the MoJ confirmed cross-government consensus that ‘Level One’³¹ restorative justice is not appropriate for cases of domestic abuse involving intimate partner abuse. The MoJ is leading discussions to create a more detailed cross-government action plan which will outline the criteria for any potential use, including safety issues and risk

³⁰ These offences are recorded in the Management Information System Offences Universe. The Data relates to the number of offences recorded in magistrates’ courts, in which a prosecution commenced. Offences recorded are those which were charged at any time and reached at least one hearing. This offence will remain recorded whether or not that offence was proceeded with and there is no indication of final outcome or if the offence charged was the substantive offence at finalisation.

³¹ ‘Level One’ restorative justice is for minor crimes – it is often referred to as ‘street’ RJ and includes community resolutions where an informal agreement is made between the parties.

assessments. In March 2018 the CPS joined the MoJ-led Delivery Board on Restorative Justice which works with police forces to ensure officers have guidance and continue to avoid using restorative justice in inappropriate circumstances.

- In 2017–18 all police force areas were tasked with improving the recording of complainant gender and ethnicity data for DA. In particular, the Metropolitan Police Force changed their data system in March 2018, to begin mandatory recording of the equalities profile of complainants.³² As 16% of DA complainants are in London, this improvement should have a positive impact on the overall data in 2018–19. Gender recording improved slightly across police force areas in 2017–18, but ethnicity recording has declined. Further actions will be taken in 2018–19.
- A number of local initiatives have been identified as good practice throughout 2017–18, for example:
 - CPS Area LSIP actions included victims’ focus groups to provide feedback around processes and sampling of Victim Liaison Unit (VLU) letters.
 - Training sessions for IDVAs were held in London, North East, North West, South West, Wales and Yorkshire and Humberside.
 - Many CPS Areas have developed innovative work with IDVAs, e.g. East Midlands developed an IDVA grid to assess complainant’s needs; London has an IDVA co-located with the police and East Midlands has them co-located with one police force; Yorkshire and Humberside developed an IDVA Mail box, an IDVA Forum and an IDVA car service enabling IDVAs to travel with the police to support complainants at the earliest opportunity to assess needs and refer to support agencies.
 - CPS Mersey-Cheshire, together with the police, audited police and CPS decisions to take no further action in cases, following an identified fall in DA volumes. Common themes were identified and local force actions developed to address the issues.
 - CPS Mersey-Cheshire also rolled out DA training to all Crown Prosecutors and Senior Crown Prosecutors including additional information on coercive and controlling behaviour.
 - In CPS East Midland the Deputy Chief Crown Prosecutor (DCCP) worked with partners in the Local Criminal Justice Board to examine witness attrition. As a result they identified areas for improvement and ensured that agents received up to date CPS training on prosecuting DA.

Next steps

- The CPS will continue to work with government departments in 2018–19 in the development of the Domestic Violence and Abuse Bill to bring perpetrators to justice as well as further protect victims of abuse.
- CPS will continue to work closely with the police locally and nationally to ensure appropriate referrals are made by the police to CPS and address any fall in referrals where needed.
- In 2018–19 the National DA Best Practice Delivery Group will support regional Areas in their implementation of the DA Deep Dive best practice and revised SDAC model. A formal report will be submitted to the National Criminal Justice Board, one-year after their approval, in September 2018.

³² Following previous changes in data base systems London had not been able to record complainant equalities profiles. Once this was identified in 2016–17 the system was changed and recording of complainant gender and ethnicity were made mandatory.

- Legal guidance will be updated to include additional case studies and examples to help prosecutors address complex issues involving witness attrition that may be apparent in cases of domestic abuse.
- Specific guidance will be updated to consider the appropriateness of charging or diversion for women offenders who have been previous victims of crime, in particular domestic abuse and sexual exploitation.
- CPS will work with the NPCC DA lead in 2018–19 to further improve the recording of complainant gender and ethnicity.
- We will also work with Chief Crown Prosecutors and VAWG co-ordinators to provide instructions for prosecutors and administrators, to record, and understand the importance of recording, the relationship of defendant and victims in DA cases.
- Legal guidance, training and case studies for prosecutors will be updated to include details of the experience of male victims to help challenge myths and stereotypes and provide details of support services.

DA data

The VAWG section of the report outlined the potential impact of the new arrangements for pre-charge bail on the volume of VAWG cases overall. These changes may be specifically impacting on the number of defendants failing to attend court. CPS does not hold such data but the data on the percentage of adjournments due to warrants being issued indicates a rise³³ which may reflect on non-attendance of defendants at court.

In addition the Peel Review carried out by HMICFRS commented on DA cases overall. The arrest rate for DA in 2017–18 had fallen but the number of crimes recorded had risen; with wide variation in arrest rates across forces and a fall in the use of DA bail and Domestic Violence Protection Orders (DVPOs). The review also identified investigations closing when the complainant did not support police action. Police forces have been requested to review their arrangements and assessment of vulnerable complainants by September 2018.

Although police and CPS joint work in 2017–18 began to reverse the fall in police DA referrals identified in previous years, the issues identified in the Peel Review may be linked to the overall fall in DA volumes. We will continue to work closely with the police to further address these issues.

Data provided below relates to all DA-flagged defendants, and complainants, irrespective of gender, with further details of gender where available.

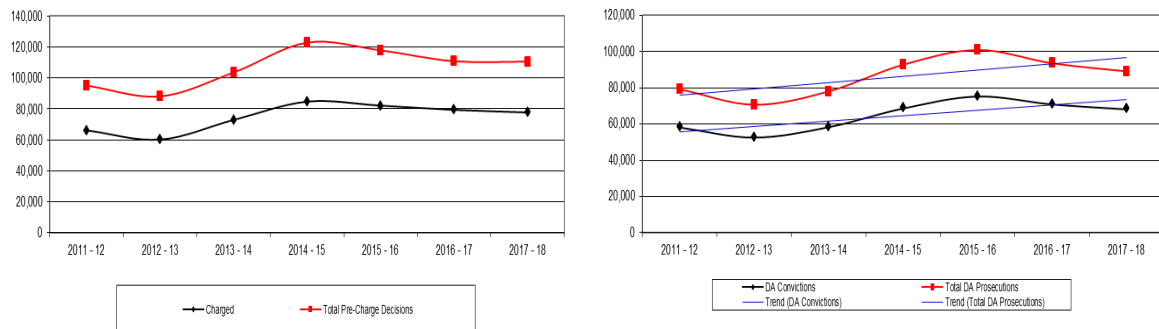
- The volume of DA-flagged referrals from the police stayed steady at 110, 562 in 2017–18, compared with 110,833 in 2016–17 – with only a slight fall of 271 referrals (0.2%). This was following a fall of 6.0% in 2016–17 and 4.1% in 2015–16.

³³ For DA the number of warrants increased from 4.9% in Q1 2016–17 to 6.6% in Q4 2017–18.

- Of these 70.3% were charged³⁴ (down from 71.7% in the previous year) resulting in 77,725 suspects charged (a fall of 2.1% from 2016–17).³⁵
- The average number of days to charge in 2017–18 stayed steady, at 6.6 days compared with 6.7 days in the previous year. The average number of days from charge to finalisation fell at 86.3 days compared with 89.7 days in 2016–17.

Graph 4 (left): Volume of Police DA-flagged referrals 2011–12 to 2017–18

Graph 5 (right): Volume and trend of DA-flagged prosecutions and convictions 2011–12 to 2017–18



- The proportion of DA-flagged cases³⁶ rose slightly – 16.9% in 2017–18 and 16.1% in 2016–17.

Table 2: DA-flagged caseload as % of total caseload 2011–12 to 2017–18

	2011–12	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18
CPS national	8.9%	8.9%	10.7%	14.1%	16.0%	16.1%	16.9%

- There was an overall fall in 2017–18 in magistrates' court prosecutions of 9.4% and a fall of 9.3% in convictions. In comparison DA-flagged prosecutions fell by 4.8% and convictions by 3.9%.
- The volume of prosecutions^{37 38} completed fell from 93,590 in 2016–17 to 89,091 in 2017–18 – a fall of 4,499 defendants (4.8%).³⁹ 1.7% of DA-flagged prosecutions were also flagged as rape and 3.2% were also flagged as child abuse.

³⁴ In 2017–18 there was an increase in referrals which were 'administratively finalised' compared with the previous year (7.3% of referrals compared with 4.2% in the previous year). Cases are 'administratively finalised' for a number of reasons. In 2017–18 we have encouraged the use of police early investigative advice (EIA). In cases where the police then decide not to submit a full file for a charging decision, these will be 'administratively finalised' as there has been no Full Code Test charging decision. Most 'administratively finalised' pre charge cases relate to EIA, but a proportion has been subject to a Full Code Test and the case will have been referred back to the police to obtain further evidence. For whatever reason, if the police have then been unable to supply the further evidence the case will have been 'administratively finalised'. The increase in the number of 'administratively finalised' cases in 2017–18 impacted on the proportion of defendants charged (the 'charging rate').

³⁵ In 2016–17 the suspects charged fell by 3.3% from the previous year.

³⁶ DA caseload is the volume of DA cases as a percentage of all court prosecutions.

³⁷ The numbers of defendants charged covers those cases, by suspect, forwarded to CPS during 2017–18 for charging decisions and are not directly comparable in numbers with those prosecuted which covers cases, by defendant, finalised during 2017–18.

³⁸ Most DA cases are concluded within the magistrates' court. In 2017–18 there was a fall in magistrates' court prosecutions of 9.4% and a fall of 9.3% in convictions. In comparison DA prosecutions fell by 4.8% and convictions by 3.9%.

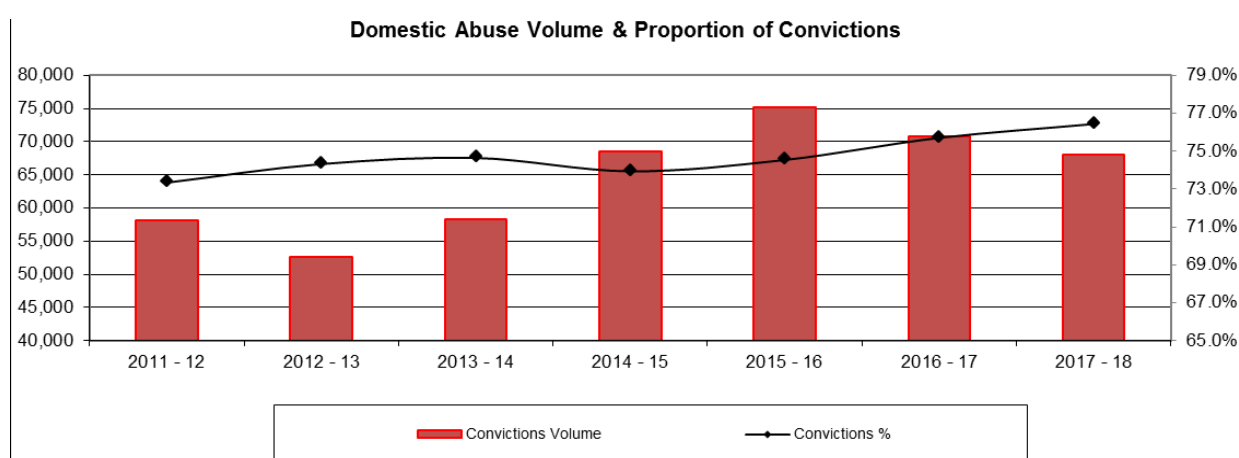
³⁹ Prosecutions fell by 7.3% in 2016–17 from 2015–16.

- The volume of convictions fell from 70,853 in 2016–17 to 68,098 – a fall of 2,755 convictions (3.9%).⁴⁰ The conviction rate increased from 75.7% to 76.4%, the highest rate ever recorded.

Table 3: Completed DA-flagged prosecutions by outcome 2011–12 to 2017–18

	2011–12		2012–13		2013–14		2014–15		2015–16		2016–17		2017–18	
	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%
Convictions	58,138	73.3	52,549	74.3	58,276	74.6	68,601	73.9	75,235	74.5	70,853	75.7	68,098	76.4
Non-convictions	21,130	26.7	18,153	25.7	19,795	25.4	24,178	26.1	25,695	25.5	22,737	24.3	20,993	23.6
Total	79,268		70,702		78,071		92,779		100,930		93,590		89,091	

Graph 6: DA-flagged volume and proportion of convictions, 2011–12 to 2017–18



- In 2017–18, there was a slight rise in guilty pleas, out of all DA-flagged cases prosecuted, reaching 69.6% (91.0% of all convictions).⁴¹
- There was also a rise from 53.0% in 2016–17 to 54.8% in 2017–18 of convictions out of all DA-flagged prosecutions contested at trial (excluding mixed pleas).⁴²
- In 2017–18, 78,456 cases (88.1% of all DA-flagged cases prosecuted) were concluded within the magistrates' court. Of these, 76.9% were convicted.
- 73.1% of the 10,635 defendants prosecuted in Crown Courts were convicted.
- Prosecutions dropped have fallen to the lowest level recorded at 16.7% of all prosecuted DA-flagged cases, from 17.1% in the previous year.
- Non-convictions that were due to complainant issues⁴³ fell slightly from 54.0% in 2016–17 to 53.2%. This was mainly due to a fall in complainant non-attendance (from 28.3% to 26.1%); but against a slight rise in complainant retraction from 23.7% to 25.5%.

⁴⁰ Convictions fell by 5.8% in 2016–17 from 2015–16.

⁴¹ In 2016–17, 68.7% guilty pleas out of all DA cases prosecuted; 90.7% of all convictions.

⁴² 'Exclusive of mixed pleas' are defendant cases where only 'not guilty' pleas are entered to all charges and a trial ensues.

- However, out of *all* DA-flagged cases prosecuted, the proportion that was not convicted due to complainant issues⁴⁴ fell slightly from 13.1% to 12.5%. Support for complainants and victims through the court process is important in reducing retractions and work with IDVAs or equivalent local support services is key to improved prosecutions.
- In 2017–18, 960 offences of controlling or coercive behaviour were charged and reached a first hearing; an increase from 309 in 2016–17. 10.4% of these offences were flagged as rape.⁴⁵

The underlying data is provided in the linked annex at [Underlying Data / Violence Against Women](#). The CPS Area and police force data is at [Annex 1](#).

Equalities issues

Gender

- Of the 89,091 defendants prosecuted, 81,995 defendants were male, 6,987 were female and in 109 cases the gender was not recorded.⁴⁶ In 2017–18, where the gender of the defendant was recorded, 92.1% were male and 7.9% female,⁴⁷ a slight fall in female defendants from 8.2% in the previous year.
- 76.8% of male defendants were convicted (62,973) and 72.2% of female defendants (5,044).
- For complainant data, from the CPS Witness Management System, 91,129 complainants were recorded. Of all complainants, 60,266 were female, 11,935 were male and in 18,928 cases the gender was not recorded. The recording of complainant gender rose slightly from 78.6% to 79.2%.⁴⁸ In 2017–18 measures were taken to ensure more robust recording of gender, across police force areas. Where the gender of the complainant was recorded, 83.5% were female and 16.5% were male.⁴⁹

Ethnicity

- In 2017–18, 70.1% of DA-flagged defendants were categorised as White (a fall from 72.5% in 2016–17),⁵⁰ with 64.7% being identified as belonging to the White British category. 5.8% of defendants were identified as Black, a fall from 6.2% in the previous year and 5.6% were identified as Asian, a slight fall of 0.1 ppt from the previous year.⁵¹

⁴³ Complainant issues include complainant retractions, complainant non-attendance and where the ‘evidence of the complainant does not support the case’.

⁴⁴ As in previous footnote.

⁴⁵ A ‘rape’ flag is applied to CPS files from the start of a case, following an initial allegation of rape. This flag will remain in place even if the decision is taken to charge an offence other than rape or where a rape charge is subsequently amended, to ensure application of the principles of the rape and sexual offence policy.

⁴⁶ It is not possible to provide data on the gender of victims in relation to the gender of the defendant from the current data systems.

⁴⁷ The figure is similar if calculated out of total, including unrecorded gender (92.0% male defendants and 7.8% female defendants).

⁴⁸ London accounts for 16% of complainant data and in 2017–18 the gender of complainants was not recorded for 81% of their complainants. If data from London is omitted, the recording of gender by all other police force areas rises to 90.7%.

⁴⁹ The proportions are the same when excluding London data.

⁵⁰ The fall reflected the increase in ethnicity ‘not recorded’ rather than any substantial change in the volume of BAME defendants.

⁵¹ 6.6% of defendants did not state an ethnicity on arrest (a rise since 2016–17 of 1.6ppt) and 9.1% of defendants’ ethnicity was not provided to the CPS by the police (a rise since 2016–17 of 1.5 ppt).

- Just under half of complainant ethnicity is still not recorded and therefore the data is not included in this report.

Age

- From those defendants where age was recorded,⁵² the majority of defendants were aged 25–59 (77.4%) and 18–24 (18.4%). 20.5% of defendants (18,271) were aged 24 and under, with 1,839 (2.1%) of defendants being 14–17 years old and 108 (0.1%) aged 10–13.
- From those complainants where age was recorded,⁵³ the majority were aged 25–59 (70.0%) and 18–24 (19.7%). 24.2% of complainants (20,371) were 24 years old and under, with 2,722 (3.2%) of complainants being 14–17 years old, 845 (1.0%) aged 10–13 and 190 under 10 (0.2%). There has been an increase in recorded complainants over 70 years of age, year on year. In 2017–18 there were 1,710 complainants (2.0%).

Relationships

- Recording of the relationship between the perpetrator and complainant is not yet robust enough to assess. The recording within the CPS database fell from 54.2% in 2016–17 to 50.6% in 2017–18.
- By the end of 2017–18 the Standard Operating Practices (SOPs) for charging, magistrates' courts and Crown Courts were updated to request the recording of relationship data in DA-flagged cases. In addition, Chief Crown Prosecutors and VAWG co-ordinators were provided with instructions for the data input.

⁵² 99.8% of defendant ages were recorded in 2017–18 – similar to 99.7% in 2016–17.

⁵³ 92.3% of complainant ages were recorded in 2017–18 – a slight rise from 90.7% in 2016–17.

Stalking or harassment

Introduction

In 2017–18 the police and CPS worked jointly to implement the recommendations from HMICFRS/Her Majesty's Crown Prosecution Service Inspectorate (HMCPPI) thematic inspection on stalking and harassment in 2016–17. A revised [joint stalking or harassment protocol](#) and checklist were published, following consultation with victims' groups, and all prosecutors were trained.

The CPS performance data indicated a positive impact of the joint police/CPS work in 2017–18 to take forward more prosecutions for stalking rather than harassment, where appropriate. There has been a rise in stalking and harassment prosecutions commenced overall, with a significant rise in stalking cases.

There has been an overall rise in prosecutions commenced for breaches of restraining orders, especially for orders made on acquittal. There has been a slight fall in prosecutions commenced for breaches of non-molestation orders.

There was a rise in the proportion of offences that were in a DA context.

In 2018–19 performance will be monitored to assess compliance with the protocol and checklist as well as the effectiveness of training.

Summary of CPS activity

- The HMICFRS and HMCPPI joint inspectorate team published their findings 'Living in fear – the police and CPS response to harassment and stalking' in July 2017.
- CPS worked with the NPCC lead to develop a joint action plan to respond effectively to the recommendations made by the inspection, including:
 - A role description was developed for CPS Stalking Single Point of Contact (SPOCs) and all CPS Areas have appointed a Stalking and Harassment lead;
 - We worked closely with the police and victims' charities to publish the revised joint stalking or harassment protocol⁵⁴ and checklist in Spring 2018. The protocol (which is now also relevant to cases of harassment) requires more action related to victim care. It also requires police and prosecutors, when presented with a stalking or harassment case, to first consider the pattern of behaviour and the possibility of charging stalking.
 - The protocol includes a description of stalking,⁵⁵ that will better help police and prosecutors understand what stalking is and how it can be evidenced.
 - Additionally, it specifically guides police and prosecutors to address the terms of restraining orders as early as possible.

⁵⁴ Paragraph 4.2 of the protocol on the appropriate handling of stalking or harassment offences between the National Police Chiefs' Council and the Crown Prosecution Service was updated:

https://www.cps.gov.uk/sites/default/files/documents/publications/Stalking-and-Harassment-Protocol-2018_1.docx

⁵⁵ The definition: 'in cases of stalking there is a pattern of unwanted, fixated and obsessive behaviour which is intrusive. It can include harassment that amounts to stalking or stalking that causes fear of violence or serious alarm or distress.'

- E-Learning modules on prosecuting cases of harassment or stalking and restraining orders were refreshed and mandated for all prosecutors to be completed within three months of the launch of the protocol.
- A joint police/CPS masterclass for Area SPOCs was held in spring 2018. The family of a stalking victim, stalking experts, together with the National Stalking Helpline, provided key information to improve performance and help SPOCs develop local action plans.
- CPS helped train Independent Stalking Advocacy Caseworkers.
- Presentations for LSIPs have been developed to help panel members better understand stalking and how to review cases of stalking and harassment.
- We have continued to work with academics in the development of software for use in a phone, tablet or any other electronic device, enabling complainants to more easily record evidence of stalking or harassment.
- The Stalking Protection Bill 2017–19 (a Private Members' Bill) received its second reading in the House of Commons in January 2018.⁵⁶ The Bill intends to introduce new stalking protection orders which will help protect victims, at the earliest possible stage, particularly prior to prosecution. The CPS is working closely with the Home Office, police and victims groups to develop guidance to support and inform implementation of the Bill subject to it receiving Royal Assent.
- A number of local initiatives have been identified as good practice throughout 2017–18:
 - CPS London held a LSIP on stalking, discussing plans for a police stalking hub to be set up in 2018.
 - CPS North West carried out a dip sample of cases in the Crown and magistrates' courts.
 - CPS South East held a workshop on stalking with police and local specialist support agencies to help police and prosecutors better understand how stalking can take place and how to improve victim safety.
 - CPS Mersey-Cheshire worked with Cheshire police to establish a clinic to address stalking.
 - CPS South West held a specific LSIP to review cases of stalking and harassment.

Next steps

- We will work with the College of Policing to revise their Authorised Professional Practice (APP) guidance and review our own legal guidance in the light of this.
- CPS Legal guidance on stalking or harassment and restraining orders will be refreshed and will include case studies and examples of good practice to improve understanding about the distinction between stalking and harassment. It will also include details of the experience of male victims and support services.
- A Deputy Chief Crown Prosecutor (DCCP) lead has been appointed to provide additional focus for this work going forward.
- We will assess if compliance with the protocol, checklist and training have driven up performance.

⁵⁶ The Bill has been sent to the Public Bill Committee; first sitting July 2018.

Stalking and harassment data

In 2017–18:⁵⁷

- Prosecutions were commenced for 11,922 stalking and harassment offences in 2017–18; staying steady, with only a slight rise of 33 offences (0.3%) from 2016–17 when 11,889 prosecutions were commenced. 73.3% were DA-related, a slight rise from 71.0% in 2016–17.
- Prosecutions commenced in respect of 8,767 offences charged for harassment without violence – a fall of 5.5% from 9,276 in 2016–17. 74.0% of these offences were DA-related.
- 1,539 prosecutions were commenced for harassment putting people in fear of violence – a fall of 6.9% from 1,654 in 2016–17. 69.3% of these offences were DA-related.
- There were 1,616 prosecutions commenced under the stalking offences – a 68.5% rise from 2016–17 when 959 prosecutions commenced; of these 73.1% were DA-related, a rise from 64.8% in 2016–17.
 - 921 of these offences were with fear/alarm/distress (a rise of 80.6% from 510 in the previous year). 76.8% were DA related;
 - 695 of these offences involved fear of violence/serious alarm or distress (a rise of 54.8% from 449 in the previous year). 78.5% of fear of violence and 65.0% of those with serious alarm or distress were DA related.
- 17,012 prosecutions commenced for breaches of restraining order offences, a rise of 2.4% from 16,614 in 2016–17 and the highest ever recorded volume. 87.2% of these were DA-related, a rise from 86.2% in the previous year:
 - of these, 16,143 were breaches of restraining orders that were made on conviction, a rise of 1.3% from 2016–17. 87.4% were DA related;
 - of all the breaches, 869 were breaches of restraining orders that were made on acquittal, a rise of 28.4% from 2016–17. 83.7% were DA related.
- 6,266 breaches of non-molestation orders started prosecution, compared with 6,505 in the previous year, a fall of 3.7%. 95.0% of these were DA-related, a slight rise from 94.8% in 2016–17.
- Offence data is not available by gender of defendant or complainant.
- National official statistics from the MoJ on stalking and harassment prosecutions and convictions for the calendar year 2017 are provided in [Annex 2](#). The data outlines the prosecution outcomes by defendant. It reflects the pattern of CPS data overall:
 - More defendants were prosecuted and convicted for stalking offences in 2017 compared with the previous year;⁵⁸
 - Fewer defendants were prosecuted and convicted for harassment offences than in the previous year;⁵⁹

⁵⁷ The CPS stalking and harassment data is only available from the offence-based data system and therefore cannot include data on police referrals, charging and outcomes.

⁵⁸ The conviction ratio for s.2A PHA offences increased, but the ratio decreased for s.4A offences.

⁵⁹ The conviction ratio for s.2 Protection from Harassment Act (PHA) offences decreased, but the ratio remained steady for s.4 offences.

- Fewer restraining orders⁶⁰ were issued on conviction and acquittal in 2017; and
- There were more prosecutions and convictions of breaches of restraining orders that had been imposed on conviction or acquittal.⁶¹

Table 4: Stalking and harassment offences charged and reaching a first hearing in magistrates' courts – total volume and percentage of total flagged as DA 2012–13 to 2017–18.

		2012–13		2013–14		2014–15		2015–16		2016–17		2017–18	
		Vol	% DA	Vol	% DA	Vol	% DA	Vol	% DA	Vol	% DA	Vol	% DA
Family Law Act 1996 {42A(1) and (5)}	Breach a non-molestation order – Family Law Act 1996	5,563	79.3	6,498	85.9	7,013	89.7	6,672	93.6	6,505	94.8	6,266	95.0
PHA ⁶² 1997 {2(1) and (2)}	Harassment without violence	7,159	58.9	8,303	63.3	9,180	68.0	10,073	70.9	9,276	72.1	8,767	74.0
PHA 1997 {4(1) and (4)}	Harassment – put in fear of violence	1,398	55.4	1,489	63.9	1,839	66.6	1,811	65.7	1,654	68.3	1,539	69.3
PHA 1997 {2A(1) and (4)}	Stalking with fear / alarm / distress	72	72.2	529	72.6	676	69.7	643	70.9	510	68.6	921	76.9
PHA 1997 {4A(1)(a) (b) (i) and (5)}	Stalking involving fear of violence	9	88.9	65	75.4	133	73.7	128	67.2	83	66.3	172	78.5
PHA 1997 {4A(1)(a) (b) (ii) and (5)}	Stalking involving serious alarm / distress	10	70.0	149	55.7	294	66.0	331	61.3	366	59.0	523	65.0
PHA 1997 {5(5) and (6)}	Harassment – breach of a restraining order on conviction	9,962	71.8	11,329	77.3	13,126	82.2	14,863	85.8	15,937	86.3	16,143	87.4
PHA 1997 {5(5) and (6)}	Harassment – breach of a restraining order after acquittal	313	70.3	322	76.1	433	77.6	521	85.2	677	82.9	869	83.7

⁶⁰ MoJ statistics on restraining orders relate only to where defendants were issued restraining orders in relation to their principal offence.

⁶¹ The conviction ratio across all prosecutions for breaches of restraining orders remained stable (90%).

⁶² PHA – Protection from Harassment Act.

Rape

Introduction

In 2017–18 workshops were held in Areas to support effective Code-compliant RASSO prosecutions and pre-charge case management panels were held in the most challenging cases. RASSO prosecutors were trained on vulnerable witnesses and youth RASSO cases and refresher training was delivered to external RASSO advocates.

In January 2018 a review of all live RASSO cases was undertaken after concerns were raised over disclosure⁶³, to ensure all reasonable lines of enquiry had been pursued by the police and there were clear case strategies on disclosure. The [findings](#) were published in June 2018 and actions will be implemented in 2018–19. [A guide to reasonable lines of enquiry and communications evidence](#) was published for prosecutors in summer 2018. A ‘digital media toolkit’ to assist prosecutors in understanding the technology used to extract and analyse material from digital devices will be developed, to help ensure justice for victims, witnesses, defendants and the public. Together with the police, and in discussion with victims’ groups and the Information Commissioner’s Office, we are also developing guidance on obtaining meaningful consent from complainants and witnesses to the disclosure of their personal data.

Recognising that some of the most complex cases involve young people, especially acquaintance rape cases, a Youth Panel is planned for 2018–19 to inform ways to improve prosecutions that address the changing nature of sexual behaviours and encounters. This will include addressing the use of technology, for example dating apps and social media, and the impact this has on cases.

Summary of CPS activity

- The joint CPS-police [National Disclosure Improvement Plan](#) was developed with a view to improve performance on disclosure in January 2018.

Key initiatives included:

- A trial of Disclosure Management Documents in RASSO cases to ensure that the defence and court are aware of agreed lines of enquiry at an early stage of the prosecution;
 - New guidance for prosecutors on reasonable lines of enquiry to support discussions with police around analysis of large volumes of digital media; and
 - A digital media toolkit for prosecutors.
- In January 2018 the CPS undertook a review of all live RASSO prosecutions after concerns were raised over how disclosure was handled by the CPS and police, to ensure the police had pursued all reasonable lines of enquiry and that there was a clear strategy to ensure disclosure was carried out effectively and in a timely manner. The common features in the cases that were stopped during the period of this review were the analysis of communications material, including text messages, photographs and social media; issues with handling third party material and effective case progression of cases charged under the Threshold Test. The

⁶³ Disclosure refers to providing the defence with copies of, or access to any prosecution material which might reasonably be considered capable of undermining the prosecution case or of assisting the case for the accused. It is a crucial part of a fair trial.

Review [Rape and serious sexual offence prosecutions – Assessment of disclosure of unused material ahead of trial](#) was published in June 2018.

- Earlier in 2017–18, the Director of Legal Services and the Director’s Legal Advisor delivered charging workshops in Areas to support effective Code-compliant RASSO prosecutions.
- The national forum of RASSO Unit Heads met on a quarterly basis to share and consult on best practice and lessons learned.
- There was a further rollout of the award-winning CPS welfare support programme for RASSO staff. By the end of 2017–18 approximately 600 RASSO and Complex Case Unit employees had received welfare training.
- The RASSO Service Standards were launched incorporating new commitments on the timely delivery of charging advice to the police. CPS RASSO staff continued to be supported with a comprehensive training package including training on vulnerable witnesses and youth RASSO cases.
- Refresher RASSO training was delivered to all external advocates who are members of the Rape and Child Sexual Abuse Panel.
- A pilot training course on consent for external advocates was delivered with the support of the Criminal Bar Association.
- Areas implemented pre-charge case management panels in the most challenging cases, including acquaintance rape cases and cases featuring complex disclosure issues, in order to ensure that only Code-compliant cases proceeded and that adequate consideration was given to the development of an effective case strategy.
- An audit of finalised rape cases was completed in order to ascertain the prevalence and outcome of applications by the defence to adduce the sexual history of complainants pursuant to Section 41 YJCEA 1999. The audit revealed that in the overwhelming majority of rape cases (92%) there was no evidence that the complainant’s sexual history was introduced.
- A [key facts document](#) on rape prosecutions was published with a view to clarifying the CPS approach to rape cases and dispelling myths.
- The CPS contributed to an MoJ-led ‘deep dive’ exercise examining the factors leading to high attrition rates in cases involving allegations of serious sexual abuse.
- In 2017–18 the CPS implemented an IQA regime to quality assure decision-making by RASSO lawyers and ensure compliance with CPS policies and guidance.
- The CPS was also part of the National Rape Monitoring Group, chaired by HMICFRS. In May 2018, [CPS rape data from 2012–13 to 2016–17](#) was released alongside data from the police and MoJ for every police force area. The data was provided to Police and Crime Commissioners and local CJS agencies to analyse and scrutinise how rape is dealt with in their local area and address further improvements
- In 2017–18 all police force areas were tasked with improving the recording of complainant gender and ethnicity data for rape. However recording has not improved significantly so further actions will be taken in 2018–19. In particular, the Metropolitan Police Force changed their data system in March 2018, to begin mandatory recording of the equalities profile of

complainants.⁶⁴ As 16.8% of rape complainants are in London, this improvement should have a positive impact on the overall data in 2018–19.

- A number of local initiatives have been identified as good practice throughout 2017–18, for example:
 - CPS East Midlands DCCP participated in campaign by local police entitled "All is not Lost", looking at issues of preserving evidence in rape cases and unconscious bias with juries. This received a great deal of national media attention in two hard hitting films which are available on line to view, and several interviews with local media were conducted to raise awareness of these important issues.
 - CPS East Midlands also ran a barrister shadowing scheme for Independent Sexual Violence Advisors (ISVAs) which helped ISVAs understand more fully the court process and explain issues to complainants.
 - CPS North East ran a briefing session for ISVAs on pre-recorded cross examination.
 - CPS South East ran a lunchtime session for prosecutors on the role of IDVAs/ISVAs at court to promote joint working.
 - The Inclusion and Community Engagement Manager (ICEM) together with the Change and Assurance Manager in CPS South East have dip-sampled VLU letters to help improve communication with complainants.

Next steps

- Actions from the RASSO review, published in June 2018, will continue to be implemented in 2018–19.
- [A guide to reasonable lines of enquiry and communications evidence](#) for prosecutors and a 'digital media toolkit' will be launched to assist with supporting focused and proportionate examinations of digital media.
- The joint CPS-police action plan launched in 2015 will be updated to reflect new developments facing RASSO investigators and prosecutors.
- The RASSO legal guidance will be refreshed and launched in 2018–19, to include any updates.
- Through consultation with groups supporting male victims, the guidance will include details of the experience of male victims to help challenge myths and stereotypes and provide details of support services for male victims.
- We will also launch a same-sex violence toolkit. The purpose of this toolkit is to support prosecutors considering issues which may arise in relation to cases of sexual violence involving adults where both the complainant and suspect/defendant are the same sex or are transgender.
- In addition, CPS will work with the NPCC Rape lead in 2018–19 to address improvements in recording complainant gender and ethnicity.
- As well as IQA assessments of case management and presentation of rape cases, there will be consideration of more in-depth assessment of RASSO advocates.

⁶⁴ Following previous changes in data base systems London had not been able to record complainant equalities profiles. Once this was identified in 2016–17 the system was changed and recording of complainant gender and ethnicity were made mandatory.

- A Youth Panel will be launched with a view to enhancing understanding of the changing nature of sexual behaviours and encounters, including exploration of casual sex and the role of technology, in order to:
 - Assess the impact it has had on rape and serious sexual offence prosecutions; and
 - Further inform our approach in relevant cases to ensure fair and objective decision making.
- The CPS will launch a training podcast for prosecutors on the laws around the admissibility of evidence relating to a complainant's sexual history (s. 41 YJCEA 1999) with a view to ensuring that applications are robustly opposed whenever it is appropriate to do so.
- The CPS has published a [psychological evidence toolkit](#) for prosecutors in early summer 2018.
- The CPS will work with the Criminal Bar Association and Bar Council to ensure that essential CPS training required for the accreditation of external advocates is delivered.
- Training on the handling of vulnerable witnesses will be delivered to all advocates dealing with serious sexual offences by the end of 2018.

Rape data

CPS data on 'rape' convictions includes not only cases resulting in a conviction for rape, but also cases initially flagged as rape where a conviction was obtained for an alternative or lesser offence. The flag is applied to CPS files from the start of the case following an initial allegation of rape. This flag will remain in place even if the decision is taken to charge an offence other than rape, or where a rape charge is subsequently amended. This is for case management purposes to ensure that the principles of the rape and sexual offence policy are considered throughout the life of all relevant cases. The accuracy of flagging of cases stayed steady at 99.0% in 2017–18 compared with 98.4% in 2016–17.

Data provided below relates to *all* rape defendants and complainants/victims, irrespective of gender, with further details of gender where available. Data reported here will overlap with that in the Child Abuse section of the report related to child sexual abuse as 43.8% of rape flagged prosecutions were perpetrated against children.

The measurement of convictions by MoJ and CPS are different and are used for different purposes. MoJ measure the final outcomes, so count a rape conviction only where the final conviction was specifically for rape. A case that initially prosecuted as a rape but was eventually convicted as an alternative offence (such as a lesser sexual assault) would count under the lesser offence. In contrast, CPS data on rape convictions include all convictions where the case was initially flagged as rape, regardless of the final offence convicted. Additionally, MoJ National Statistics are presented on a calendar year basis, whereas CPS data are presented for financial years.

Further detail in respect of MoJ data and the differences between the datasets is provided in [Annex 2 page B11](#).

The VAWG section of the report outlined the potential impact of the new arrangements for pre-charge bail on the volume of VAWG cases overall. These changes may be specifically impacting on the number of defendants failing to attend court. CPS does not hold such data but our data on the percentage of adjournments due to warrants being issued indicates a rise⁶⁵ which may reflect on non-attendance of defendants at court.

⁶⁵ For rape the number of warrants increased from 13.0% in Q1 2016–17 to 22.9% in Q4 2017–18.

- In 2017–18, the volume of rape-flagged referrals from the police fell from 6,611 in 2016–17 to 6,012 – a fall of 599 referrals (9.1%).
- 2,822 suspects were charged, a fall in volume of 849 charged suspects (23.1%) from 3,671 in 2016–17. Of all police referrals, 46.9% were charged compared with 55.5% in 2016–17.⁶⁶
- The average number of days to charge in 2017–18 reached 78.0 days, from 67.3 days in the previous year.⁶⁷ The average number of days from charge to finalisation rose to 318 days compared with 295 days in 2016–17.
- The proportion of rape-flagged cases, as a percentage of all indictable-only prosecutions, has fallen from 15.6% in 2016–17 to 14.2% in 2017–18.

Table 5: Flagged rape caseload as % of total Crown Court indictable only outcomes 2011–12 to 2017–18.

	2011–12	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18
CPS national	9.9%	9.8%	11.1%	12.8%	13.2%	15.6%	14.2%

Graph 7 (left): Volume of police flagged rape referrals 2011–12 to 2017–18

Graph 8 (right): Volumes and trend of flagged rape prosecutions and convictions 2011–12 to 2017–18

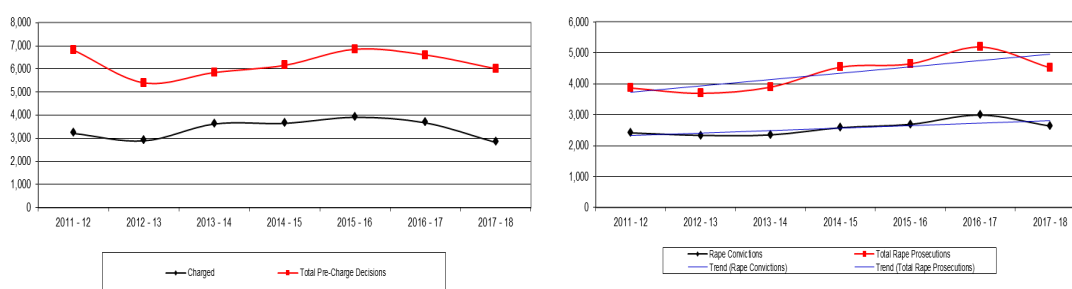


Table 6: Completed rape-flagged prosecutions by outcome

	2011–12		2012–13		2013–14		2014–15		2015–16		2016–17		2017–18	
	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%
Convictions	2,414	62.5	2,333	63.2	2,348	60.3	2,581	56.9	2,689	57.9	2,991	57.6	2,635	58.3
Non-convictions	1,450	37.5	1,359	36.8	1,543	39.7	1,955	43.1	1,954	42.1	2,199	42.4	1,882	41.7
Total	3,864		3,692		3,891		4,536		4,643		5,190		4,517	

⁶⁶ In 2017–18 there was an increase in referrals which were ‘administratively finalised’ compared with the previous year (21.7% of referrals compared with 11.5% the previous year). Cases are ‘administratively finalised’ for a number of reasons. In 2017–18 we have encouraged the use of police early investigative advice (EIA). In cases where the police then decide not to submit a full file for a charging decision, these will be ‘administratively finalised’ as there has been no Full Code Test charging decision. Most ‘administratively finalised’ pre charge cases relate to EIA, but a proportion has been subject to a Full Code Test and the case will have been referred back to the police to obtain further evidence. For whatever reason, if the police have then been unable to supply the further evidence the case will have been ‘administratively finalised’. The introduction of an EIA process for RASSO cases is in order to assist the police at an earlier stage, as we do in other complex cases, such as fraud, terrorism and organised crime. The increase in the number of ‘administratively finalised’ cases in 2017–18 impacted on the proportion of defendants charged (the ‘charging rate’).

⁶⁷ This data reports on the average number of calendar days that has elapsed since the first decision was sought by the police, to the date in which the last decision was made to charge. The data will include cases where the police were required to submit further evidence prior to a decision to charge.

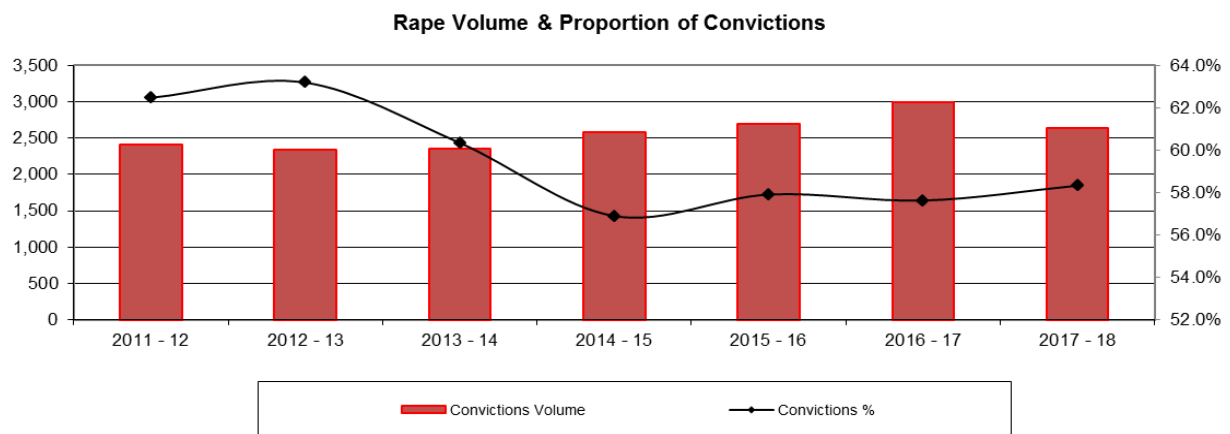
- There was an overall fall in 2017–18 in Crown Court prosecutions of 9.2% and a fall of 8.0% in convictions. In comparison rape-flagged prosecutions fell by 13.0% and convictions by 11.9%. As outlined in the VAWG section of this report, the CPS Annual Report 2017–18 identified that there was a ‘huge growth in digital evidence and in the case of sexual offences very often a heavy reliance on vulnerable victims and witnesses. These factors create substantial additional challenges for case management and meeting disclosure responsibilities’.
- In 2017–18⁶⁸ the number of prosecutions completed fell from 5,190 in 2016–17 to 4,517 – a fall of 673 prosecutions (13.0%).
- Convictions of rape-flagged defendants fell from 2,991 in 2016–17 to 2,635 in 2017–18 – a fall of 356 convictions (11.9%).
- The CPS rape-flagged conviction rate rose slightly by 0.7ppt to 58.3% in 2017–18, compared with 57.6% in 2016–17. This should be assessed against the significant fall in the volume of rape-flagged prosecutions and convictions.
- There were 33.7% guilty pleas out of all rape-flagged cases prosecuted (57.8% of all convictions), a rise from 33.3% in 2016–17.
- 49.3% out of all rape-flagged prosecutions contested at trial (excluding mixed pleas)⁶⁹ were convicted, a rise of 3.0ppt from 46.3% in 2016–17.
- Out of all the rape-flagged defendants, 32.9% were also flagged as DA with 58.1% of defendants being convicted; 43.8 % were also flagged as child abuse with 69.1% convicted.
- Of the 960 offences of controlling or coercive behaviour charged and reached a first hearing in 2016–17, 100 were flagged as rape cases (10.4%).
- Graph 9 illustrates the trend of CPS convictions, following an initial allegation of rape, over the past seven years. The rise in conviction rate from 2011–12, reaching the highest rate in 2012–13, coincided with a fall in conviction volumes to the lowest level since 2009–10⁷⁰.
- From CPS data 2017–18, 4,328 (98.0%) of cases initially flagged as rape were finally prosecuted for the principal offence categories of ‘sexual offences, including rape’ or the other serious⁷¹ principal offences of ‘homicides’ or ‘offences against the person’. Of these, 3,598 were for sexual offences including rape; five for homicide and 725 for offences against the person. ‘Offences against the person’ is a broad category and includes very serious offences such as Grievous Bodily Harm with intent through to lesser offences such as common assault.

⁶⁸ Note the numbers of defendants charged covers those cases, by suspect, forwarded to CPS during 2017–18 for charging decisions and are not directly comparable in numbers with those prosecuted which covers cases, by defendant, finalised during 2017–18.

⁶⁹ ‘Exclusive of mixed pleas’ are defendant cases where only ‘not guilty’ pleas are entered to all charges and a trial ensues.

⁷⁰ Data from 2009–10 indicated conviction volumes of 2,270. Tables are available in previous CPS VAWG Reports: https://www.cps.gov.uk/sites/default/files/documents/publications/vawg_2016_2017_tables.xlsx

⁷¹ CPS principal offence category: charged offences are allocated one of twelve offence categories to indicate the type and seriousness of the charges brought against the defendant. The Principal Offence Category indicates the most serious offence with which the defendant is charged at the time of finalisation. The order of ‘seriousness’ of the top three key principal offences is: homicide; offences against the person; sexual offences. This is to align with the MoJ method of prioritising the offence categories.

Graph 9: Rape-flagged conviction rates 2011–12 to 2017–18

- Prosecutions discontinued have risen from 12.4% in 2016–17 out of all prosecuted rape cases to 14.6% in 2017–18.
- Out of all non-convictions, those due to complainant issues⁷² fell slightly to 16.2% in 2017–18 (compared with 16.8% in 2016–17); of which 9.8% was due to complainant retraction. Out of *all* rape flagged cases prosecuted, the proportion that was not convicted due to complainant issues fell slightly to 6.7% in 2017–18 from 7.1% in 2016–17.
- Out of all non-convictions in rape flagged cases, the proportion due to jury acquittals has fallen by 4.5ppt from 62.3% in 2016–17 to 57.8% in 2017–18.

The underlying data is provided in the linked annex at [Underlying Data / Violence Against Women](#). The CPS Area and police force data is at [Annex 1](#).

Equalities issues

Gender

- Of the 4,517 defendants prosecuted, 4,423 defendants were male, 83 were female, and the gender was not recorded for 11 defendants.⁷³ Where the gender of the defendant was recorded, 98.2% were male and 1.8% female,⁷⁴ a rise in women defendants⁷⁵ from 1.2% last year.
- 58.3% of male defendants were convicted (2,578) and 65.1% of female defendants (54).
- For complainant data, from the Witness Management System, 6,234 complainants were recorded. Of all complainants 4,067 were female, 560 were male and the gender was not recorded for 1,607 complainants. The recording of complainant gender at 74.2% declined

⁷² Non-convictions due to complainant issues include those due to complainant retraction; non-attendance or where the complainant's evidence does not support the case.

⁷³ It is not possible to provide data on the gender of victims in relation to the gender of the defendant from the current data systems.

⁷⁴ The figure is similar if calculated out of total, including unrecorded gender (98.5% male defendants and 1.4% female defendants).

⁷⁵ Female defendants are prosecuted for aiding, abetting or conspiring.

from 75.1% in 2016–17.⁷⁶ Where the gender of the complainant was recorded, 87.9% were female and 12.1% were male.⁷⁷

Ethnicity

- In 2017–18, 57.8% of defendants were categorised as White, of which 51.7% were identified as belonging to the White British category. 6.5% of defendants were identified as Asian – a rise of 0.7ppt from 2015–16, and 9.3% were identified as Black – a fall of 0.4ppt.⁷⁸ 58.5% of complainant ethnicity is still not recorded, although slightly improved from 2016–17; therefore the data is not included in this report.

Age

- From those defendants where age was recorded,⁷⁹ the majority of defendants were aged 25–59 (62.0%) and 18–24 (21.1%). 27.9% of defendants (1,257) were aged 24 and under, with 274 (6.1%) of defendants being 14–17 years old and 35 (0.8%) aged 10–13 years.
- From those complainants where age was recorded,⁸⁰ the largest groupings of complainants were aged 25–59 (45.5) and 18–24 (24.7%). 52.8% of complainants (2,811) were aged 24 and under, with 1,059 (19.9%) of complainants being 14–17 years old, 370 (6.9%) aged 10–13 and 67 (1.3%) under 10. Out of all the male complainants⁸¹ there was a greater proportion under 14 years compared with female complainants. Of all the female complainants there was a greater proportion aged 14–24, compared with male complainants.

⁷⁶ London accounts for 16.8% of complainant data and in 2017–18 the gender of complainants was not recorded for 79% of complainants. If data from London is omitted, the recording of gender by all other police force areas rises to 85.0%.

⁷⁷ Excluding London data, there were 87.8% female complainants and 12.2% male complainants.

⁷⁸ 9.7% of ethnicity was not provided by the police in 2017–18 (a fall since 2016–17 of 2.7ppt) and 13.5% not stated by the defendant (a rise since 2016–17 of 1.0ppt).

⁷⁹ 99.6% of defendant ages were recorded in 2017–18 – similar to 99.5% in 2016–17.

⁸⁰ 85.5% of complainant ages were recorded in 2017–18, a rise from 80.2% in 2016–17.

⁸¹ Of all complainants with recorded age and gender.

Sexual offences (excluding rape)

Introduction

In 2017–18, the volume of prosecutions and convictions of sexual offences (excluding rape) fell from the previous year, with a rise in the conviction rate, including the conviction rate after trial.

Summary of CPS activity

- During 2017–18 the use of the pre-trial video recorded cross-examination pilot for all vulnerable witnesses continued in Leeds, Liverpool and Kingston-Upon-Thames Crown Courts. The national roll out of the pilot, led by MoJ, has been delayed due to concerns with the IT solution, namely significant issues with the quality of the test recordings. The CPS is fully committed to national implementation and is working very closely with all CJS partners to ensure it is rolled out.
- CPS Area Sexual Offence LSIPs included addressing communication with complainants and victims.

Next steps

- The work outlined in the Rape section of the report – both current and next steps - also applies to serious sexual offences, excluding rape.
- The CPS will continue to engage with CJS partners for the roll-out of the use of pre-trial recorded cross-examination of complainants in 2018–19.
- Legal guidance for prosecutors and the knowledge hub will be updated, as in the Rape section of the report.

Sexual offences (excluding rape) data

CPS records do not include data relating to pre-charge decisions regarding sexual offences (excluding rape), as the principal offence category of ‘sexual offences’, which includes rape and all sexual offences, is only allocated to cases at the conclusion of prosecution proceedings.⁸² Data provided below relates to *all* defendants of sexual offences (excluding rape), with further details of gender where available.⁸³ Data reported here will overlap with that in the Child Abuse section of the report related to child sexual abuse, as 38.5% of sexual offences are perpetrated against children.

- In 2017–18, the volume of sexual offences (excluding rape) prosecutions completed fell to 12,005 from 13,490 in 2016–17 – a fall of 1,485 defendants (11.0%).

⁸² CPS sexual offences data (excluding rape) is derived from the principal offence category ‘sexual offences’ by excluding the rape flagged defendants. There is no separate monitoring flag for ‘sexual offences’ that is applied, either when the CPS receives a request to make a pre-charge decision or at receipt of the charged case file. The principal offence is allocated only at the conclusion of a prosecution proceeding, based on the most serious offence the defendant is charged with at the time of finalisation.

⁸³ Data on complainants is extracted from the Witness Management Service which includes no record of the complainants of sexual offences, other than rape, as that information is compiled only at defendant level.

- Out of all the sexual offence (excluding rape) defendants, excluding rape, 38.5% were also flagged as child abuse, with 79.3% convicted.
- The proportion of CPS caseload attributed to sexual offences (excluding rape) stayed steady at 2.3% in 2017–18.

Table 7: Sexual offences (excluding rape) caseload as % of total caseload 2011–12 to 2017–18

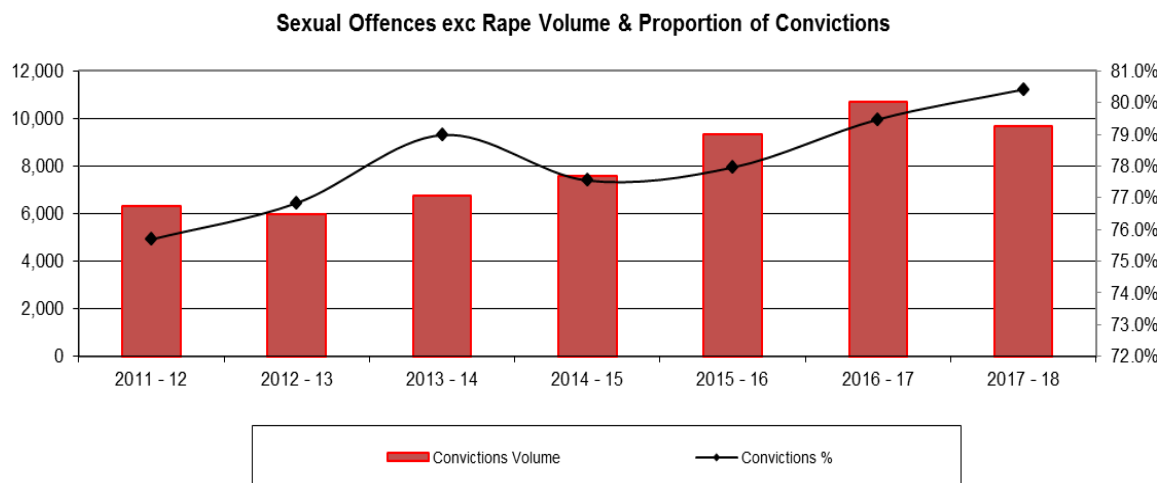
	2011–12	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18
CPS national	0.9%	1.0%	1.2%	1.5%	1.9%	2.3%	2.3%

Table 8: Completed sexual offence (excluding rape) prosecutions by outcome

	2011–12		2012–13		2013–14		2014–15		2015–16		2016–17		2017–18	
	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%
Convictions	6,308	75.7	5,971	76.8	6,756	79.0	7,591	77.5	9,351	78.0	10,721	79.5	9,654	80.4
Non-convictions	2,026	24.3	1,800	23.2	1,798	21.0	2,198	22.5	2,644	22.0	2,769	20.5	2,351	19.6
Total	8,334		7,771		8,554		9,789		11,995		13,490		12,005	

- The volume of convictions fell from 10,721 in 2016–17 to 9,654 – a fall of 1,067 (10.0%). The conviction rate increased from 79.5% in 2016–17 to 80.4% – the highest rate ever recorded
- There were 68.4% guilty pleas out of all sexual offence prosecutions, excluding rape, (85.0% of all convictions).
- 53.2% out of all prosecutions contested at trial (excluding mixed pleas⁸⁴) were convicted, a rise of 3.8ppt from 49.4% since 2016–17.
- Prosecutions discontinued stayed steady at the lowest level recorded – 8.4% of all prosecuted cases.
- Out of all non-convictions, those due to complainant issues fell from 14.3% in 2016–17 to 12.8% in 2017–18; of which 7.5% was due to complainant retraction.
- Out of all non-convictions in sexual offences prosecutions, excluding rape, the proportion due to jury acquittals has fallen by 0.8ppt from 43.0% in 2016–17 to 42.2% in 2017–18.

⁸⁴ 'Exclusive of mixed pleas' are defendant cases where only 'not guilty' pleas are entered to all charges and a trial ensues.

Graph 10: Sexual offences (excluding rape) volumes 2011–12 to 2017–18

The underlying data is provided in the linked annex at [Underlying Data / Violence Against Women](#). The CPS Area and police force data is at [Annex 1](#).

Equalities issues

Data on complainants is extracted from the Witness Management Service which does not record data relating to the complainants of sexual offences, other than rape.

Gender

- Of the 12,005 defendants prosecuted, 11,665 defendants were male, 317 were female and the gender was not recorded for 23 defendants. Where the gender of the defendant was recorded, 97.4% of defendants were male and 2.6% female.⁸⁵
- 80.6% of male defendants were convicted (9,402) and 74.4% of female defendants (236).

Ethnicity

- In 2017–18, 62.2% of defendants prosecuted for a sexual offence (excluding rape) were categorised as White (a fall from 2016–17); 56.3% were identified as belonging to the White British category.^{86 87} 6.1% of defendants were identified as Asian (0.2 ppt more than the previous year) and 5.6% were identified as Black (the same as in the previous year).

Age

- From those defendants where age was recorded,⁸⁸ the majority of defendants were aged 25–59 (69.5%) and 18–24 (13.7%). 16.9% of defendants (2,028) were aged 24 and under, with 2.8% of defendants (341) being 14–17 years old and 0.3% (41) aged 10–13 years old.

⁸⁵ The figure is similar if calculated out of total, including unrecorded gender (97.2% male defendants and 2.6% female defendants).

⁸⁶ The fall reflected the increase in ethnicity 'not recorded' rather than any substantial change in the volume of BAME defendants.

⁸⁷ Just over 13% of defendants did not state an ethnicity on arrest (a rise since 2016–17 of 0.5 ppt) and just over 10% of defendants' ethnicity was not provided to the CPS by the police (a rise since 2016–17 of 2.1 ppt).

⁸⁸ 99.9% of defendant ages were recorded in 2017–18 – similar to 99.7% in 2016–17.

So-called ‘honour-based’ violence, forced marriage, and Female Genital Mutilation

So-called ‘honour-based violence’ and forced marriage

Introduction

The CPS so-called ‘honour-based’ violence (HBV) and forced marriage (FM) Working Group, involving specialist organisations, developed and helped deliver training during 2017–18.

There was an increase in FM-flagged referrals, charged defendants and prosecutions in 2017–18, with an increase in the volume of convictions. There was a fall in HBV-flagged referrals, charged defendants, prosecutions and convictions in 2017–18.⁸⁹

A joint police and CPS HBV, FM and FGM focus group will push for continuous improvement in the handling of these cases and an increased level of support for complainants, victims and witnesses. The group will review feedback to build on CPS guidance and training, as well as monitor finalised cases to ensure lessons learnt and best practice are shared.

Summary of CPS activity on so-called ‘honour-based’ violence and forced marriage

- A HBV and FM master class was delivered to all CPS Area HBV and FM Leads in December 2017 and is being cascaded locally in 2018–19. It used case studies to explore the context of offending, partnership working, monitoring and compliance.
- The masterclass was developed into a HBV, FM and FGM training video and has been made available on the prosecution college. The importance of partnership working was highlighted and the video involved the police, CPS, third sector and the Forced Marriage Unit (FMU).
- The [HBV and FM protocol](#) and legal guidance were updated. The experience of male victims, to help challenge myths and stereotypes and provide details of any support services for male victims, was included in the legal guidance and training.
- A number of local initiatives have been identified as good practice throughout 2017–18, for example:
 - CPS London North⁹⁰ has delivered training on DA, including HBV and FM to all Crown Court lawyers; in addition prosecutors have been trained on bias and diversity issues and an LSIP was held on HBV issues.
 - In CPS North East the local Halo Project is supported by the Police and Crime Commissioner.

⁸⁹ FM and HBV cases are flagged.

⁹⁰ In 2017, CPS London was split into London North and London South

- CPS North West are working with a HBV and FM specialist adviser and two specialist IDVAs funded by the Mayor’s Office; they have also provided training to social workers on coercive control and HBV.
- CPS Thames and Chiltern participate in a HBV sub group, providing training to strengthen frontline responses where injuries are seen by medical professionals.
- CPS Yorkshire and Humberside are linking with Manchester University who are undertaking research in West Yorkshire into early identification and handling of HBV.

Next steps

- A joint police and CPS HBV, FM and FGM Focus Group is monitoring the feedback from the national and local HBV and FM Master Classes to build on this training and identify future training needs.
- The joint HBV, FM and FGM Focus Group will review quarterly data returns from CPS Area HBV and FM Leads in order to regularly monitor performance, identify any training or learning opportunities and to keep abreast of new and emerging trends.
- A national database of HBV and FM documents will be created to assist prosecutors.
- A casefile review of convictions secured under the specific FM offence⁹¹ will be undertaken in 2018–19. The review will ascertain why these cases were convicted and share best practice across the service. The intention is to produce a specific report which will form the basis of a toolkit/best practice guide for prosecutors.

So-called ‘honour-based’ violence data

CPS Areas prosecuting the greatest number of HBV and FM prosecutions were London, East Midlands North West, West Midlands and Yorkshire Humberside.

The data below relates to all cases flagged as HBV. It relates to *all* defendants and complainants, irrespective of gender, with further details of gender where available. The small number of cases indicates the need for caution in interpreting this data in relation to these offences.

- The volume of referrals from the police of flagged HBV-related offences fell from 200 in 2016–17 to 145 in 2017–18. 79 were charged (54.5% of all referrals), a fall from 136 (68.0% of all referrals)⁹² in 2016–17.

⁹¹ Two convictions were secured during 2018–19, after the period of this report.

⁹² In 2017–18 there was an increase in referrals which were ‘administratively finalised’ compared with the previous year (17.2% of referrals compared with 3.5% the previous year; however numbers were small – 25 compared with seven). Cases are ‘administratively finalised’ for a number of reasons. In 2017–18 we have encouraged the use of police early investigative advice (EIA). In cases where the police then decide not to submit a full file for a charging decision, these will be ‘administratively finalised’ as there has been no Full Code Test charging decision. Most ‘administratively finalised’ pre charge cases relate to EIA, but a proportion has been subject to a Full Code Test and the case will have been referred back to the police to obtain further evidence. For whatever reason, if the police have then been unable to supply the further evidence the case will have been ‘administratively finalised’. The increase in the number of ‘administratively finalised’ cases in 2017–18 impacted on the proportion of defendants charged (the ‘charging rate’).

Table 9: Completed flagged HBV prosecutions by outcome, 2012–13 to 2017–18

	2012–13		2013–14		2014–15		2015–16		2016–17		2017–18	
	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%
Convictions	126	63.0	123	59.7	129	57.3	91	50.0	90	52.6	71	55.9
Non-convictions	74	37.0	83	40.3	96	42.7	91	50.0	81	47.4	56	44.1
Total	200		206		225		182		171		127	

- The volume of prosecutions completed fell from 171 in 2016–17 to 127 in 2017–18. Of the 127 defendants prosecuted, 115 defendants were male (90.6%) and 12 defendants were female (9.4%). 89.0% were also flagged as DA.
- 122 complainants were recorded in the Witness Management System. Of all complainants, 61 were female, 27 were male and the gender of 34 complainants was not recorded. 72.1% of complainant gender was recorded in 2017–18 – a fall from the previous year of 75.4%. Where the gender of the complainant was recorded, 69.3% were female and 30.7% were male.
- The volume of convictions fell from 90 in 2016–17 to 71 in 2017–18. The conviction rate increased from 52.6% to 55.9%.⁹³
- Prosecutions dropped fell from 61 in 2016–17 to 45 in 2017–18.
- There was a fall in the number of non-convictions due to complainant issues (41 in 2016–17 to 26 in 2017–18).

Forced marriage data

The data below includes all cases flagged as ‘forced marriage’ and not just those related to the forced marriage legislation introduced in 2014.

Data provided below relates to *all* defendants and complainants, irrespective of gender, with further details of gender where available. The small number of cases indicates the need for caution in interpreting this data in relation to these offences detailed below.

- The volume of FM-flagged referrals from the police rose from 56 in 2016–17 to 71 in 2017–18, with a corresponding rise in the volume of suspects charged from 36 to 45.
- The volume of prosecutions completed rose from 44 in 2016–17 to 50 in 2017–18. 49 of the cases of FM-flagged were also flagged as DA in 2017–18.⁹⁴
- There were 44 male defendants and six female; there were 23 female complainants and three male (with unrecorded gender for 12 complainants).

⁹³ Caution in interpretation of this data as numbers are low.

⁹⁴ Forced marriage cases are flagged as both FM and DA when the defendant is within the family, as defined under the DA definition. If cases only include defendants from outside the family they would only be flagged as FM.

- The volume of convictions⁹⁵ rose from 32 in 2016–17 to 37 in 2017–18. The conviction rate increased from 72.7% in 2016–17 to 74.0% in 2017–18.

Table 10: Completed FM-flagged prosecutions by outcome, 2012–13 to 2017–18

	2012–13		2013–14		2014–15		2015–16		2016–17		2017–18	
	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%
Convictions	29	70.7	32	71.1	29	63.0	32	60.4	32	72.7	37	74.0
Non-convictions	12	29.3	13	28.9	17	37.0	21	39.6	12	27.3	13	26.0
Total	41		45		46		53		44		50	

- Prosecutions dropped fell from ten in 2016–17 to seven in 2017–18.
- Out of all non-convictions, those due to complainant issues fell from six cases in 2016–17 to five in 2017–18.
- There were five specific FM offences under s.121 of the Anti-Social Behaviour, Crime and Policing Act 2014 charged.
- There were six offences of a breach of a Forced Marriage Protection Order (FMPO) charged.

Female Genital Mutilation

Summary of CPS activity on FGM

- Monthly Teleconferences were held with the CPS Area FGM Leads to alert HQ to any cases, share best practice and discuss any lessons learnt.
- The [joint police and CPS FGM protocol](#) was updated in 2017–18 to reflect:
 - Notification and monitoring arrangements;
 - Victim protection measures, including safeguarding and anonymity;
 - Requirement for expert examination and evidence; and
 - FGM Protection Orders.
- A HBV, FM and FGM training video was developed and has been made available on the prosecution college. This resource highlights the importance of partnership working and involved the police, CPS, third sector and the FMU.
- A best practice submission template was created and distributed to CPS Area FGM Leads to guide them when compiling charging advice for the Director. It provides a summary of the case and evidence, the legal framework and the evidential and public interest stages of the case.
- The HBV and FM Working Group expanded to consider FGM related issues.

⁹⁵ Data on conviction outcomes for FM is not broken down currently by gender of defendants.

- A number of local initiatives have been identified as good practice throughout 2017–18, for example:
 - CPS Cymru/Wales supported the setting up of Wales' first specialist FGM pilot clinic.
 - CPS Yorkshire and Humberside were involved in a FGM event in 2018.
 - CPS Thames and Chiltern FGM Lead delivered a training session at the police FGM training day.

Next steps

- Legal and policy guidance on the approach to be taken in cases of female genital cosmetic surgery are being developed.
- A national database of FGM documents will be created to assist prosecutors.
- The HBV, FM and FGM Working Group will review quarterly data returns to regularly monitor performance, identify any training or learning opportunities and to keep abreast of new and emerging trends.

FGM data

- The CPS does not collate formal statistics in relation to FGM. We hold a manual record of FGM information. The manual record shows the number of referrals is at 36 since we started recording in 2010.
- Of these, the manual record indicates, that 33 of these referrals received by the CPS did not proceed to charge, as there was insufficient evidence to provide a realistic prospect of conviction.
- Of the remaining three remaining cases, the manual record shows:
 - Two cases were charged with FGM (one in 2017–18) and acquitted at trial; and
 - One case was charged as child cruelty (in 2017–18) and the judge ordered an acquittal.
- There have been no prosecutions for breach of a FGM Protection Order (FGM PO).

Child abuse

Introduction

In 2017–18 the CPS worked with CJS partners to address the prosecution of child abuse cases, including child sexual abuse (CSA).

The number of child abuse-flagged cases referred from the police and prosecuted by the CPS has fallen; with a rise in conviction rates for both child abuse and CSA.

Summary of CPS activity

- The CPS continued to play a central role in the Home Office-led cross government strategy to respond to sexual violence against children. This included:
 - Supporting the young witness initiative to expedite cases involving child witnesses under the age of 10 years;
 - Working with partners in using pre-recorded evidence of children in three pilot Crown Court areas, as outlined in the Sexual Offence section of the report.
- The Young Witnesses Protocol, which guides how children under 10 should be treated when they give evidence in criminal cases, was updated in 2018, following the implementation of legislation from the Youth Justice and Criminal Justice Act 1999 around pre-recording and re-examination of witnesses.
- We have updated our legal guidance to cover ‘Vigilantes on the Internet- cases of Child Sexual Abuse’ and the new offence of Sexual Communications with a Child.
- CPS Crown Advocates received Advocacy and the Vulnerable Training, which focussed on young and vulnerable witnesses and preparation for Ground Rules hearings.
- Together with the police, we have introduced a streamlined system for dealing with offenders who view indecent images of children.
- The National Child Sex Abuse Review Panel is a joint Police and CPS initiative. The Panel meets quarterly and considers whether an allegation of CSA should be reinvestigated by the Police, or whether the prosecution decision should be reviewed by the CPS. Between 1 April 2017 and 31 March 2018, 21 referrals were received.
- The CPS is a core participant in six strands of the Independent Inquiry into Child Sexual Abuse. We have provided material and witness statements and engage with it on a regular basis. In 2017–18 the CPS provided live evidence at the public hearing in respect of the Cambridge House, Knowl View and Rochdale strand of the inquiry.
- We have engaged with researchers:
 - Maintaining our links with Centre for Expertise on Child Sexual Abuse and Exploitation; and
 - In the follow-up to the NSPCC and the Nuffield Foundation 2009 report, ‘Measuring Up’, examining the experience of a child witness in criminal proceedings.

- We contributed to the ‘Working Together to Safeguard Children’ consultation.
- A number of local initiatives have been identified as good practice throughout 2017–18, for example:
 - CPS Thames and Chiltern have set up an ‘ISVA pathway’ – a flow chart agreed with partners on the consistent use of ISVAs to support the complainant in court.
 - CPS London North is involved in the development of the Children’s House⁹⁶, for opening in 2018.

Next steps

- The CPS will develop guidance for prosecutors in 2018–19:
 - On prosecuting cases involving child-like sex dolls;
 - To engage with the new safeguarding arrangements following the replacement of Local Children Safeguarding Boards;
 - On cases involving Child Sexual Exploitation (CSE), and the links between CSE, Modern Slavery and Human Trafficking; and
 - Any updates of legal guidance, training and case studies for prosecutors will include details of the experience of male victims to help challenge myths and stereotypes and provide details of any support services for male victims.
- A quarterly CSA Stakeholder forum will be set up to address issues relating to both boys and girls.
- The CPS will work with the National Policing Vulnerability Coordination Centre to address further improvements in the response to CSA.
- The CPS will contribute to the review of the young witness initiative, which seeks to expedite cases involving witnesses under the age of 10 years.
- In 2018–19 we will give live evidence in the Anglican Church strand of the Independent Inquiry into CSA. We will also contribute to the public hearings due to be held in the Nottinghamshire Council strand and Westminster strand of the Inquiry.
- We will extend Advocacy and the Vulnerable Training to CPS prosecutors in the magistrates’ courts and bring up-to-date e-learning modules for prosecutors on cybercrime, grooming and prohibited images of children.
- We will work with the Sentencing Council on the revision of the *Cruelty to a Child and Causing or Allowing the Death or Serious Injury to a Child* Sentencing Guidelines.
- The CPS will continue to work with NHS London and other partners in the development of the Children’s House, which is to open in 2018.

⁹⁶ Led by NHS England using funding obtained by Mayor’s Office for Policing and Crimes (MOPAC) from the Home Office Transformation Fund.

- We will work with the National Crime Agency, police and other government departments in the development of initiatives to disrupt those who view indecent images of children on the internet.
- We will continue to work with the police in the national working group to further improve our understanding, expertise and the prosecution of some of the complex issues surrounding child deaths.

Child abuse data

Prosecutors are required to flag all cases of child abuse; with those of CSA being identified according to any sexual offence flagged as child abuse. Recent reports of sexual abuse that occurred in the past, when the victim was under 18 years of age, are recorded as CSA, regardless of the age of the victim at the time the report is made.

Data provided below relates to *all* child abuse-flagged defendants and complainants, irrespective of gender, with further details of gender where available. CSA data reported here will overlap with that in the Rape and Sexual Offence sections.

- The volume of child abuse-flagged referrals from the police fell from 13,310 in 2016–17 to 11,986 in 2017–18 – a fall of 1,324 referrals (9.9%).
- 7,547 of these referrals were charged, a fall of 1,427 suspects from 8,974 in 2016–17. 63.0% of referrals were charged, a fall from 67.4% in the previous year.⁹⁷
- The average number of days to charge for child abuse in 2017–18 rose from 45.8 days in 2016–17 to 51.2 days.⁹⁸ The average number of days from charge to finalisation for child abuse at 231.3 days compared with 225.1 days. The average number of days from charge to finalisation for CSA rose to 252.3 days from 246.4 days in 2016–17.
- The volume of child abuse-flagged prosecutions completed fell from 11,793 in 2016–17 to 10,704 in 2017–18 – a fall of 1,089 (9.2%).
- The volume of convictions in overall child abuse-flagged cases fell from 8,999 in 2016–17 to 8,350 in 2017–18 – a fall of 649 (7.2%) from the previous year. 78.0% of prosecutions resulted in a conviction in 2017–18 a rise of 1.7ppt from the previous year and the highest rate recorded. Convictions after trial rose from 53.6% in 2016–17 to 56.3% in 2017–18.
- There were 31 homicides flagged as child abuse with all convicted; there were 2,826 offences against the persons flagged as child abuse with a 73.4% conviction rate.

⁹⁷ In 2017–18 there was an increase in referrals which were ‘administratively finalised’ compared with the previous year (13.2% of referrals compared with 6.5% in the previous year). Cases are ‘administratively finalised’ for a number of reasons. In 2017–18 we have encouraged the use of police early investigative advice (EIA). In cases where the police then decide not to submit a full file for a charging decision, these will be ‘administratively finalised’ as there has been no Full Code Test charging decision. Most ‘administratively finalised’ pre charge cases relate to EIA, but a proportion has been subject to a Full Code Test and the case will have been referred back to the police to obtain further evidence. For whatever reason, if the police have then been unable to supply the further evidence the case will have been ‘administratively finalised’. The increase in the number of ‘administratively finalised’ cases in 2017–18 impacted on the proportion of defendants charged (the ‘charging rate’).

⁹⁸ Pre-charge data is not available for CSA.

- Within child abuse-flagged offences, those specifically related to CSA:
 - CSA offence prosecutions⁹⁹ completed in 2017–18 fell from 7,181 to 6,378 – a fall in volume of 803 (11.2%). Convictions fell from 5,374 to 4,878 – a fall of 496 (9.2%), alongside a rise in conviction rate to 76.5% in 2017–18. Convictions after trial rose from 51.9% in 2016–17 to 55.7% in 2017–18.
 - 1,759 (27.6%) of CSA offence prosecutions were flagged as both child abuse and rape. Of these prosecutions, a conviction was obtained in 1,213 cases representing a 69.0% conviction rate.
 - Of the CSA offence prosecutions where the rape flag was not applied, (4,619 or 72.4%), a conviction was obtained in 3,665 cases representing a 79.3% conviction rate.

Table 11a: Child abuse prosecutions – total child abuse

	2011–12		2012–13		2013–14		2014–15		2015–16		2016–17		2017–18	
	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%
Convictions	6,444	75.1	5,755	76.1	6,096	76.2	7,469	74.4	8,439	75.8	8,999	76.3	8,350	78.0
Non-convictions	2,137	24.9	1,803	23.9	1,902	23.8	2,576	25.6	2,691	24.2	2,794	23.7	2,354	22.0
Total	8,581		7,558		7,998		10,045		11,130		11,793		10,704	

Table 11b: Child abuse prosecutions – sexual offences

	2011–12		2012–13		2013–14		2014–15		2015–16		2016–17		2017–18	
	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%
Convictions	3,530	75.8	3,070	75.8	3,344	76.5	3,975	73.8	4,643	74.7	5,374	74.8	4,878	76.5
Non-convictions	1,125	24.2	981	24.2	1,027	23.5	1,412	26.2	1,574	25.3	1,807	25.2	1,500	23.5
Total	4,655		4,051		4,371		5,387		6,217		7,181		6,378	

- The defendant was male in:
 - 90.7% of child abuse prosecutions (0.2% of defendants did not have gender recorded);
 - 67.7% of homicide prosecutions (21 out of 31) – the gender of all defendants was recorded;
 - 72.9% of offences against the person (2,053 out of 2,816 defendants where gender was recorded – 99.6% recorded); and
 - 98.1% of sexual offences (6,244 out of 6,368 defendants where gender was recorded – 99.8% recorded).
- 78.6% of male defendants prosecuted for child abuse were convicted (7,619) and 72.0% of female defendants (715). 76.7% of male defendants prosecuted for CSA were convicted (4,791) and 66.1% of female defendants (82).

⁹⁹ Information is available from the Case Management System (CMS) to show the number of prosecuted defendants, flagged as child abuse, and whose principal offence was categorised as sexual offences.

- Complainant data,¹⁰⁰ from the Witness Management System showed that 10,986 complainants of child abuse were recorded – 6,354 were female and 2,106 were male (there were 2,526 complainants where gender was not recorded). The recording of complainant gender (at 77.0%) was similar to 2016–17 (76.7%). Where the gender of the complainant was recorded, 75.1% were female and 24.9% were male.

¹⁰⁰ Gender of complainants is only available for child abuse complainants overall and not broken down into homicide, offences against the person and sexual abuse.

Human trafficking and modern slavery

Introduction

In August 2018, a stand-alone [Report on Modern Slavery](#) was published for the first time. This section of the CPS VAWG Report therefore links to this report and only provides headline data below, drawing out gender and sexual exploitation issues of relevance to this report.

CPS human trafficking and modern slavery data

- Cases of human trafficking/modern slavery are flagged (see glossary for definition). The small number of cases indicates the need for caution in interpreting this data in relation to these offences.
- The volume of flagged human trafficking police referrals rose from 271 in 2016–17 to 355 – the highest volume ever recorded, with an increase in suspects charged (from 188 to 239).
- The volume of flagged human trafficking prosecutions completed in 2017–18 fell from 295 to 284.
- Of the 284 defendants prosecuted, 231 defendants were male, 53 defendants were female. All gender of defendants was recorded. 81.3% were male and 18.7% female. The majority of defendants (76.1%) were aged 25–59 years.
- In respect of data extracted from the WMS, 223 complainants were recorded. Of all complainants, 118 were female, 41 were male and the gender of 64 was not recorded. 71.3% of complainant gender was recorded, a rise from 59.5% in 2016–17. Where the gender of the complainant was recorded, 74.2% were female and 25.8% were male. Data from the National Referral Mechanism is provided below to add further information on the gender patterns of potential complainants.
- The volume of flagged human trafficking convictions rose from 181 in 2016–17 to 185. The conviction rate rose from 61.4% to 65.1%.
- Convictions after contest (exclusive of mixed pleas) rose from 56.0% to 66.7%.
- 74 cases (26.1%) were not convicted due to a prosecution being dropped. There was a fall in non-convictions due to complainant issues (from 43.9% in 2016–17 to 22.2%).
- As cases often involve multi-defendants and numerous complainants, any spikes in casework trends could be attributed to one or two substantial cases involving significant numbers of defendants/complainants/victims.

Table 12: Completed flagged human trafficking prosecutions by outcome

	2011–12		2012–13		2013–14		2014–15		2015–16		2016–17		2017–18	
	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%	Vol	%
Convictions	94	66.2	99	71.2	155	68.6	130	69.5	192	65.1	181	61.4	185	65.1
Non-convictions	48	33.8	40	28.8	71	31.4	57	30.5	103	34.9	114	38.6	99	34.9
Total	142		139		226		187		295		295		284	

- Table 13 below outlines human trafficking offences,¹⁰¹ for which prosecutions were commenced, from 2011–12 to 2017–18. In 2017–18, in total there were 102 offences of labour exploitation,¹⁰² an increase from 46 the previous year and 61 offences of trafficking for sexual exploitation, ss.57, 58, 59, 59a, Sexual Offences Act 2003, a fall from 162 in the previous year.¹⁰³ However the other offences in the table are linked to either labour exploitation or sexual exploitation.¹⁰⁴ More offences are being prosecuted under Modern Slavery Act s.2 covering all forms of human trafficking.

Table 13: Human trafficking offences

	2011–12	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18
Asylum and Immigration (Treatment of Claimants, etc.) Act 2004 { 4 } Trafficking for labour and other exploitation	37	26	32	60	68	29	14
Coroners and Justice Act 2009 { 71 } To hold another in slavery or servitude or require them to perform forced or compulsory labour	15	20	18	31	40	23	17
Modern Slavery Act 2015 { 1 } Slavery, servitude and forced or compulsory labour	0	0	0	0	9	23	85
Modern Slavery Act 2015 { 2 } Human trafficking	0	0	0	0	5	73	163
Modern Slavery Act 2015 { 4 } Committing an offence with intent to commit trafficking offence	0	0	0	0	0	2	0
Sexual Offences Act 2003 { 57 } Trafficking into the UK for sexual exploitation	45	24	26	41	70	17	6
Sexual Offences Act 2003 { 58 } Trafficking within the UK for sexual exploitation	61	16	94	31	72	105	32
Sexual Offences Act 2003 { 59 } Trafficking out of the UK for sexual exploitation	7	3	8	0	9	5	11
Sexual Offences Act 2003 { 59A } Trafficking into, out of and within the UK for sexual exploitation ¹⁰⁵	0	0	12	13	97	35	12
Total human trafficking offences	165	89	190	176	370	312	340

¹⁰¹ The table does not include conspiracy to commit any of the offences.

¹⁰² Under s.71 Coroners and Justice Act 2009 and s.1 Modern Slavery Act 2015.

¹⁰³ And a fall from 248 in 2015–16.

¹⁰⁴ Perpetrators may also be prosecuted and convicted for serious offences other than trafficking and slavery, where there are links to trafficking, including, for example, conspiracy to traffic, false imprisonment, controlling prostitution for gain and rape. Alternative offences may be more representative of the actual offending and carry more serious penalties.

¹⁰⁵ S.59A Sexual Offences Act 2003 replaced ss.57, 58, 59 SOA 2003 in 2013–14.

- For trends in trafficking, CPS also has access to the National Referral Mechanism (NRM) published data,¹⁰⁶ based on potential victim¹⁰⁷ referred to them. Data is available through the [National Crime Agency website](#). This data also allows exploration of the gender of potential victims.
- The NRM in England and Wales received 35% more referrals of cases in 2017 with 2,454 female victims compared with 2,688 male victims. The data indicates differences in gender and trends under different types of claimed exploitation of trafficking and modern slavery:
 - From 2016 to 2017, labour exploitation of men and boys rose from 1,254 to 2,062 potential victims (a rise of 64.4%).
 - From 2016 to 2017, sexual exploitation of women and girls rose from 1,164 to 1,612 potential victims (a rise of 38.5%); domestic servitude of women and girls rose from 310 to 343 potential victims (a rise of 10.5%).¹⁰⁸
 - Of 2,245 potential female victims, 87.1% were victims of sexual exploitation or domestic servitude.¹⁰⁹
 - Of the 2,336 potential male victims 88.3% were victims of labour exploitation.¹¹⁰
- Intelligence on the increasing numbers of potential victims referred through the NRM reveals that this is not necessarily reflective of an increase in the threat posed by Modern Slavery to the UK, but that there is better identification of victims referred. A large number of trafficking referrals into the NRM claim exploitation outside of the UK and therefore fall outside of our jurisdiction to prosecute.

¹⁰⁶ From 2017 Q2 data recording was changed to reflect the police force where the NRM referral was sent for crime recording purposes. Prior to this, it was based upon the location of the first responder alone.

¹⁰⁷ NRM Data refers to potential victims, not persons who have received a positive conclusive grounds decision that they are a victim of trafficking.

¹⁰⁸ There was a greater rise in both volumes and proportions of potential male victims in 2017 compared with 2016.

¹⁰⁹ Of 2,245 potential female victims – i.e. 2,454 excluding 209 of unknown exploitation or organ harvesting.

¹¹⁰ Of 2,336 potential male victims – i.e. 2,688 excluding 352 of unknown exploitation.

Prostitution

Introduction

The CPS charging practice is to tackle those who recruit others into prostitution for their own gain or someone else's, by charging offences of causing, inciting or controlling prostitution for gain, or trafficking for sexual exploitation. In addition to attracting significant sentences, these offences also provide opportunities for seizure of assets through Proceeds of Crime Act orders and the application of Trafficking Prevention Orders.

For those offences which are summary only – loitering and soliciting, kerb crawling, paying for sexual services and advertising prostitution – the police retain the discretion not to arrest or report those suspected of committing an offence, or they can charge the offence without reference to a prosecutor, regardless of whether the suspect intends to plead guilty or not guilty.

Summary of CPS activity

- In 2017–18 revised legal guidance on prostitution was published, following consultation with the VAWG External Consultation Group.
- A local initiative identified as good practice in 2017–18:
 - CPS North East is working with an organisation called 'A Way Out'. This is a charitable organisation funded to run workshops to raise awareness of the barriers sex workers face in reporting crimes and the support mechanisms available for them. The organisation has shown an interest in the local CPS VAWG LSIP work.

Next steps

- Any further legal guidance, training or case studies for prosecutors will be consulted on to include details of the experience of male victims to help challenge myths and stereotypes and provide details of support services for male victims.

Prostitution data¹¹¹

- In 2017–18 there were 96 prosecutions commenced for controlling prostitution compared to 99 in the previous year. The number of kerb crawling prosecutions commenced fell from 148 to 106. Brothel keeping offences fell from 90 to 74. Prosecutions commenced for offences of advertising prostitution (through distribution of cards in public places) fell from 25 to 23.
- There were 283 prosecutions started that related to specific child sexual exploitation offences in 2017–18;¹¹² a fall from 383 in the previous year. However there may be many other

¹¹¹ CPS prostitution data is only available from the offence-based data system and therefore cannot include data on police referrals, charging and outcomes. Offence data is also not available by gender of defendant or complainant.

¹¹² Paying for sexual services of a child (SOA 2003 s.47); causing or inciting sexual exploitation of a child (SOA 2003 s.38); controlling a child in relation to sexual exploitation (SOA 2003 s. 49) and arranging or facilitating sexual exploitation of a child (SOA 2003 s. 50).

offences of sexual exploitation of children prosecuted under other sections of the Sexual Offences Act 2003.

- The number of prosecutions started that related to street prostitution fell from 127 to 57.

Table 14: VAWG crime prosecutions: prostitution offences, 2011–12 to 2017–18

A Control of prostitution	2011–12	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18
Sexual offences act (2003) {52}	19	11	9	25	13	7	32
Sexual offences act (2003) {53}	61	39	49	58	87	92	64
Total	80	50	58	83	100	99	96

B Brothel keeping	2011–12	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18
Sexual offences act 1956 {33}	35	31	19	19	28	24	9
Sexual offences act 1956 {33A of and schedule 2}	92	54	31	72	75	63	63
Sexual offences act 1956 {34}	1	2	0	1	1	1	0
Sexual offences act {35(1)}	3	1	2	2	2	1	1
Sexual offences act {36}	2	1	3	2	3	0	0
Sexual Offences Act 2003 {53A }	7	8	0	3	2	1	1
Total	140	97	55	99	111	90	74

C Kerb crawling	2011–12	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18
Sexual offences act 1985 {1(1)(a)}	7	2	0	0	0	0	0
Sexual offences act 1985 {1(1)(b)}	0	0	0	0	0	0	0
Sexual offences act 1985 {2(1)}	2	1	0	0	1	0	0
Sexual offences act 2003 {51A}	305	230	237	227	152	148	106
Total	314	233	237	227	153	148	106

D Advertising prostitution	2011–12	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18
Criminal Justice and Police Act 2001 {46}	149	80	91	37	37	25	23

E Street Prostitution	2011–12	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18
Street Offences Act 1959 {1}	484	396	553	456	163	127	57

F Sexual exploitation of children	2011–12	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18
Sexual Offences Act 2003 { 47 }	18	26	36	49	79	38	57
Sexual Offences Act 2003 { 48 }	57	90	89	198	277	263	191
Sexual Offences Act 2003 { 49 }	3	8	9	3	11	15	7
Sexual Offences Act 2003 { 50 }	17	10	39	31	11	67	28
Total	95	134	173	281	378	383	283

Pornography and obscenity

Introduction

The process relating to child sexual abuse images has been streamlined to improve the efficiency of prosecutions. There was a rise in obscenity offences prosecuted, with a higher proportion of indecent or grossly offensive prosecutions related to domestic abuse.

Summary of CPS activity

- S.67 of the Serious Crime Act 2015 (Sexual Communication with a Child) came into force on 3 April 2017. This is an either-way offence carrying a maximum sentence of 2 years' imprisonment. The Act inserted a new section 15A (1) and (2) into the Sexual Offences Act 2003. The communication, by e-mail, text message, written note or verbally, has to be sexual or intended to encourage the child to make a communication that is sexual. The circumstances must be that the adult does not reasonably believe the child to be aged 16 years or over.

Next steps

- A public consultation on the Obscene Publications Act legal guidance will be launched in 2018–19.
- Any update of legal guidance, training and case studies for prosecutors will include details of the experience of male victims to help challenge myths and stereotypes and provide details of any support services for male victims.

Pornography and obscenity data¹¹³

- The CPS, police and courts have adopted a new approach to the prosecution of indecent image offences in relation to certain offenders. The police use the Child Abuse Image Database (CAID) and provide a Streamlined Forensic Report (SFR) setting out examples of images from each sentencing category (typically three). This still allows the court sufficient sentencing powers and information about the offending. It enables cases to be progressed more quickly, meaning more offenders can be prosecuted in shorter time.
- The CPS is able to use fewer offences per defendant prosecution, following the revised guidelines relating to the streamlining of images in prosecutions. The number of offences fell from 20,803 in 2016–17 to 15,055 in 2017–18, a fall of 27.6%, but this is due to streamlining and not a de-prioritisation of prosecuting these offences. In 2014–15 the average number of offences per case was 8, in 2017–18 it was 3.6.
- Offence data is not available by gender of defendant or complainant.

¹¹³ CPS pornography and obscenity data is only available from the offence-based data system and therefore cannot include data on police referrals, charging and outcomes.

Table 15: Child abuse image offences, 2011–12 to 2017–18

	2011–12	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18
Criminal Justice Act 1988 (160) Possession of an indecent photograph of a child	3,885	3,849	4,265	4,820	5,248	5,141	2,357
Coroners and Justice Act 2009 (62) Possession of a prohibited image of a child ¹¹⁴	179	394	534	631	625	971	769
Sexual exploitation of children through photographs of which:	15,599	14,694	15,574	16,129	16,672	14,691	11,929
Protection of Children Act 1978 (1 (1)(a)) Making an indecent photograph of a child	14,570	13,596	14,443	14,518	14,930	13,324	10,504
Protection of Children Act 1978 (1 (1)(b)) Distributing an indecent photograph of a child	695	803	907	1,318	1,422	1,155	1,248
Protection of Children Act 1978 (1 (1)(c)) Showing indecent photographs of children	333	294	224	292	319	209	176
Protection of Children Act 1978 (1(1)(d)) Publishing an advertisement likely to suggest that the advertiser distributes or shows indecent photographs of children	1	1	0	1	1	3	1

Table 16 below outlines CPS data on obscenity offences. There was a slight rise of 0.8% in obscenity offences prosecuted from 8,049 in 2016–17 to 8,112 in 2017–18.

Table 16: Obscenity offences, 2011–12 to 2017–18

	2011–12	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18
Malicious Communications Act 1988 Sections (1 (1)(a) and (1)(b)) Indecent or grossly offensive material	1,301	1,250	1,210	1,586	2,094	2,634	3,079
Obscene Publications Act 1959 (2 (1)) Obscene publications	76	34	33	88	26	36	51
Communications Act 2003 (127 (1)(a), (1)(b) and (3)) Grossly offensive or indecent communications	1,924	1,909	1,190	1,680	2,026	2,227	2,290
Communications Act 2003 (127 (2)(a), (2)(b), (2)(c) and (3)) Causing annoyance, inconvenience or needless anxiety to another person	1,181	1,003	936	864	848	734	660
Criminal Justice and Immigration Act 2008 (63) Possession of extreme pornographic images ¹¹⁵	1,319	1,312	1,395	1,564	1,737	1,929	1,542
Criminal Justice and Immigration Act 2008 (63(1), (7A)) Possess an extreme pornographic image portraying rape/assault by penetration					3	24	26
Criminal Justice and Courts Act 2015 { 33(1) and (9) } Disclose private sexual photographs and films with intent to cause distress					206	465	464

¹¹⁴ s.62 of the Coroners and Justice Act 2009 ('the Act') created a new offence of possession of a prohibited image of a child, punishable by up to three years' imprisonment. This offence came into force on the 6 April 2010.

¹¹⁵ Only a sub-section of s.63 data was reported in previous VAWG Crime Reports 2007–08 to 2010–11 – data was amended since then to incorporate all offences under s.63.

- The majority of offences under the Malicious Communications Act 1988 (indecent or grossly offensive material) and Communication Act 2003 (grossly offensive or indecent communications) were DA-related (54.2% and 67.7% respectively).

Table 17: Voyeurism, 2011–12 to 2017–18

	2011–12	2012 – 13	2013–14	2014–15	2015–16	2016–17	2017–18
Sexual Offences Act 2003 { 67 } Voyeurism	453	533	639	734	647	798	667

- In 2017–18 there were 667 offences of voyeurism prosecuted.
- A Voyeurism (Offences) (No 2) Bill has been introduced in 2018 to consider the addition of a new section 67A to the Sexual Offences Act 2003, which would set out two new voyeurism offences aimed at tackling ‘upskirting’. This is the act of covertly capturing images underneath someone’s clothing without their consent. It is often performed in crowded public places, for example on public transport or at music festivals, which can make it difficult to notice the perpetrator.

Disclosing Private Sexual Images without Consent

- There were 464 offences starting prosecution in 2017–18 of the criminal offence of disclosing private sexual photographs and films without the consent of an individual who appears in them, with intent to cause that individual distress. This was similar to 2016–17 (465 offences). These cases involving so-called ‘revenge pornography’ are considered under the social media legal guidelines.¹¹⁶ The offence carries a maximum prison sentence of two years on conviction.

Possession of an extreme pornographic image portraying rape/assault by penetration

- There were 26 prosecutions commenced in relation to Criminal Justice and Immigration Act 2008 {63(1), (7A), the offence of possession of an extreme pornographic image portraying rape/assault by penetration in 2017–18; similar to 2016–17 (24 prosecutions). The offence was implemented in April 2015.

Paedophile manuals

- From May 2015 s.69 of the Serious Crime Act 2015 created a new offence of possession of a paedophile manual, which is any item that contains advice or guidance about abusing children sexually, including grooming. 18 offences commenced prosecution in 2017–18, similar to 14 in the previous year.

¹¹⁶ The offence contrary to s.33 of the Criminal Justice and Courts Act 2015 has an overlap with s.1 of the Malicious Communication Act 1988, s.127 of the Communications Act 2003 and s.2 and s.4 of the Harassment Act 1997.

Annexes and glossary

Annex 1 Prosecutions by Area

Annex 1 provides detailed data by CPS Area and police force areas on flagged domestic abuse, flagged rape and sexual offences.

Annex 2 Ministry of Justice data

Annex 2 provides the MoJ data on stalking, harassment, restraining orders and Rape National Statistics to contextualise CPS data.

Glossary

The glossary provide definitions of terms used within the report and acronyms.

Annex 1: Prosecutions by Area

Data for the 14 CPS Areas will not fully align with the data for the constituent police forces as there will be a small number of cross-border prosecutions between Areas as well as data from the British Transport Police (BTP).

VAWG prosecutions by CPS Area:

	2017–18				
	Convictions		Non-convictions		Total
	Volume	%	Volume	%	
Cymru/Wales	5,814	76.5%	1,786	23.5%	7,600
East of England	5,183	79.6%	1,326	20.4%	6,509
East Midlands	6,468	78.1%	1,812	21.9%	8,280
London North	5,633	66.6%	2,822	33.4%	8,455
London South	4,743	68.2%	2,208	31.8%	6,951
Mersey-Cheshire	4,645	79.6%	1,192	20.4%	5,837
North East	4,372	74.3%	1,510	25.7%	5,882
North West	8,315	79.9%	2,089	20.1%	10,404
South East	5,538	76.1%	1,743	23.9%	7,281
South West	4,261	79.3%	1,114	20.7%	5,375
Thames and Chiltern	4,220	75.2%	1,388	24.8%	5,608
Wessex	4,229	81.9%	932	18.1%	5,161
West Midlands	8,432	74.7%	2,858	25.3%	11,290
Yorkshire and Humberside	8,534	77.7%	2,446	22.3%	10,980
Total	80,387	76.1%	25,226	23.9%	105,613

	VAWG prosecutions by police force areas 2017–18				
	Convictions		Non-convictions		Total
	Volume	%	Volume	%	
Avon and Somerset	2,113	77.5%	615	22.5%	2,728
Bedfordshire	696	74.1%	243	25.9%	939
British Transport Police	284	76.5%	87	23.5%	371
Cambridgeshire	933	78.5%	255	21.5%	1,188
Cheshire	1,981	79.2%	521	20.8%	2,502
Cleveland	1,001	75.6%	323	24.4%	1,324
Cumbria	825	84.1%	156	15.9%	981
Derbyshire	1,438	78.9%	384	21.1%	1,822
Devon and Cornwall	1,551	82.1%	339	17.9%	1,890
Dorset	1,074	83.0%	220	17.0%	1,294
Durham	950	80.0%	238	20.0%	1,188
Dyfed-Powys	660	78.9%	177	21.1%	837
Essex	2,169	77.8%	618	22.2%	2,787
Gloucestershire	605	79.7%	154	20.3%	759
Greater Manchester	4,933	79.7%	1,256	20.3%	6,189
Gwent	761	78.4%	210	21.6%	971
Hampshire	2,430	80.5%	589	19.5%	3,019
Hertfordshire	1,139	75.8%	364	24.2%	1,503
Humberside	1,467	81.4%	336	18.6%	1,803
Kent	2,581	76.1%	811	23.9%	3,392
Lancashire	2,559	79.0%	682	21.0%	3,241
Leicestershire	1,286	77.1%	382	22.9%	1,668
Lincolnshire	979	82.1%	214	17.9%	1,193
London Police	10,373	67.4%	5,025	32.6%	15,398
Merseyside	2,664	80.0%	668	20.0%	3,332
Norfolk	1,207	81.7%	270	18.3%	1,477
Northamptonshire	897	74.9%	300	25.1%	1,197
Northumbria	2,414	71.8%	949	28.2%	3,363
North Wales	1,349	80.2%	332	19.8%	1,681
North Yorkshire	903	79.3%	235	20.7%	1,138
Nottinghamshire	1,870	77.9%	530	22.1%	2,400
South Wales	3,034	74.0%	1,067	26.0%	4,101
South Yorkshire	1,930	74.3%	669	25.7%	2,599
Staffordshire	1,539	72.9%	573	27.1%	2,112
Suffolk	879	82.7%	184	17.3%	1,063
Surrey	1,157	77.9%	328	22.1%	1,485
Sussex	1,808	74.7%	611	25.3%	2,419
Thames Valley	2,380	75.3%	781	24.7%	3,161
Warwickshire	526	76.2%	164	23.8%	690
West Mercia	1,640	77.0%	491	23.0%	2,131
West Midlands	4,435	74.2%	1,544	25.8%	5,979
West Yorkshire	4,226	77.8%	1,206	22.2%	5,432
Wiltshire	734	85.7%	122	14.3%	856
Total	80,380	76.1%	25,223	23.9%	105,603

DA-flagged prosecutions by CPS Area:

	2017–18				Total
	Convictions		Non-convictions		
	Volume	%	Volume	%	
Cymru/Wales	5,111	76.9%	1,532	23.1%	6,643
East of England	4,408	79.9%	1,112	20.1%	5,520
East Midlands	5,407	78.2%	1,507	21.8%	6,914
London North	4,699	66.2%	2,398	33.8%	7,097
London South	3,929	68.7%	1,790	31.3%	5,719
Mersey-Cheshire	4,043	80.3%	993	19.7%	5,036
North East	3,674	74.2%	1,275	25.8%	4,949
North West	7,135	80.9%	1,688	19.1%	8,823
South East	4,704	76.5%	1,447	23.5%	6,151
South West	3,504	79.5%	903	20.5%	4,407
Thames and Chiltern	3,518	74.7%	1,189	25.3%	4,707
Wessex	3,628	81.8%	807	18.2%	4,435
West Midlands	7,020	75.3%	2,308	24.7%	9,328
Yorkshire and Humberside	7,318	78.2%	2,044	21.8%	9,362
Total	68,098	76.4%	20,993	23.6%	89,091

	DA-flagged prosecutions by police force areas 2017–18				
	Convictions		Non-convictions		Total
	Volume	%	Volume	%	
Avon and Somerset	1,739	77.4%	509	22.6%	2,248
Bedfordshire	586	73.2%	215	26.8%	801
British Transport Police	150	85.2%	26	14.8%	176
Cambridgeshire	769	78.2%	214	21.8%	983
Cheshire	1,714	80.5%	416	19.5%	2,130
Cleveland	834	75.0%	278	25.0%	1,112
Cumbria	697	86.3%	111	13.7%	808
Derbyshire	1,192	78.9%	318	21.1%	1,510
Devon and Cornwall	1,261	82.9%	260	17.1%	1,521
Dorset	922	83.6%	181	16.4%	1,103
Durham	798	80.9%	188	19.1%	986
Dyfed-Powys	570	80.2%	141	19.8%	711
Essex	1,907	78.0%	537	22.0%	2,444
Gloucestershire	513	79.8%	130	20.2%	643
Greater Manchester	4,222	81.0%	991	19.0%	5,213
Gwent	670	79.5%	173	20.5%	843
Hampshire	2,088	80.1%	519	19.9%	2,607
Hertfordshire	960	74.7%	326	25.3%	1,286
Humberside	1,261	83.5%	250	16.5%	1,511
Kent	2,276	76.2%	709	23.8%	2,985
Lancashire	2,220	79.0%	591	21.0%	2,811
Leicestershire	1,060	77.9%	300	22.1%	1,360
Lincolnshire	828	81.3%	191	18.7%	1,019
London Police	8,625	67.3%	4,182	32.7%	12,807
Merseyside	2,329	80.3%	573	19.7%	2,902
Norfolk	1,005	82.3%	216	17.7%	1,221
Northamptonshire	750	75.2%	248	24.8%	998
Northumbria	2,037	71.5%	810	28.5%	2,847
North Wales	1,179	80.9%	278	19.1%	1,457
North Yorkshire	741	79.6%	190	20.4%	931
Nottinghamshire	1,577	77.8%	449	22.2%	2,026
South Wales	2,685	74.0%	941	26.0%	3,626
South Yorkshire	1,625	74.1%	567	25.9%	2,192
Staffordshire	1,262	72.5%	479	27.5%	1,741
Suffolk	736	83.4%	147	16.6%	883
Surrey	942	77.7%	270	22.3%	1,212
Sussex	1,499	76.1%	472	23.9%	1,971
Thames Valley	1,966	75.2%	649	24.8%	2,615
Warwickshire	419	78.9%	112	21.1%	531
West Mercia	1,385	78.6%	376	21.4%	1,761
West Midlands	3,789	74.2%	1,316	25.8%	5,105
West Yorkshire	3,688	78.1%	1,037	21.9%	4,725
Wiltshire	622	85.4%	106	14.6%	728
Total	68,098	76.4%	20,992	23.6%	89,090

Rape-flagged prosecutions by CPS Area:

	2017–18				Total
	Convictions		Non-convictions		
	Volume	%	Volume	%	
Cymru/Wales	140	60.9%	90	39.1%	230
East of England	142	62.8%	84	37.2%	226
East Midlands	231	60.3%	152	39.7%	383
London North	187	51.2%	178	48.8%	365
London South	177	49.6%	180	50.4%	357
Mersey-Cheshire	114	56.4%	88	43.6%	202
North East	167	57.8%	122	42.2%	289
North West	266	56.7%	203	43.3%	469
South East	159	55.2%	129	44.8%	288
South West	213	68.7%	97	31.3%	310
Thames and Chiltern	111	59.4%	76	40.6%	187
Wessex	78	66.1%	40	33.9%	118
West Midlands	311	56.2%	242	43.8%	553
Yorkshire and Humberside	339	62.8%	201	37.2%	540
Total	2,635	58.3%	1,882	41.7%	4,517

Rape-flagged prosecutions by police force areas 2017–18					
	Convictions		Non-convictions		Total
	Volume	%	Volume	%	
Avon and Somerset	92	61.7%	57	38.3%	149
Bedfordshire	16	57.1%	12	42.9%	28
British Transport Police	2	40.0%	3	60.0%	5
Cambridgeshire	34	68.0%	16	32.0%	50
Cheshire	49	50.5%	48	49.5%	97
Cleveland	35	74.5%	12	25.5%	47
Cumbria	27	57.4%	20	42.6%	47
Derbyshire	54	63.5%	31	36.5%	85
Devon and Cornwall	89	73.0%	33	27.0%	122
Dorset	17	58.6%	12	41.4%	29
Durham	34	54.8%	28	45.2%	62
Dyfed-Powys	21	77.8%	6	22.2%	27
Essex	39	60.9%	25	39.1%	64
Gloucestershire	32	84.2%	6	15.8%	38
Greater Manchester	162	52.9%	144	47.1%	306
Gwent	14	51.9%	13	48.1%	27
Hampshire	45	65.2%	24	34.8%	69
Hertfordshire	28	77.8%	8	22.2%	36
Humberside	66	57.4%	49	42.6%	115
Kent	58	56.3%	45	43.7%	103
Lancashire	77	66.4%	39	33.6%	116
Leicestershire	36	46.8%	41	53.2%	77
Lincolnshire	27	69.2%	12	30.8%	39
London Police	364	50.3%	359	49.7%	723
Merseyside	66	61.7%	41	38.3%	107
Norfolk	40	65.6%	21	34.4%	61
Northamptonshire	40	57.1%	30	42.9%	70
Northumbria	98	54.4%	82	45.6%	180
North Wales	40	66.7%	20	33.3%	60
North Yorkshire	31	63.3%	18	36.7%	49
Nottinghamshire	75	66.4%	38	33.6%	113
South Wales	64	56.1%	50	43.9%	114
South Yorkshire	79	60.8%	51	39.2%	130
Staffordshire	53	50.5%	52	49.5%	105
Suffolk	29	56.9%	22	43.1%	51
Surrey	27	56.3%	21	43.8%	48
Sussex	74	53.2%	65	46.8%	139
Thames Valley	67	54.9%	55	45.1%	122
Warwickshire	22	44.0%	28	56.0%	50
West Mercia	62	57.9%	45	42.1%	107
West Midlands	172	60.1%	114	39.9%	286
West Yorkshire	160	65.8%	83	34.2%	243
Wiltshire	18	85.7%	3	14.3%	21
Total	2,635	58.3%	1,882	41.7%	4,517

Sexual offences (excluding rape) prosecutions by CPS Area:

Data for the 14 CPS Areas will not fully align with the data for the constituent police forces as there will be a small number of cross-border prosecutions between Areas as well as data from the BTP.

	2017–18				Total
	Convictions		Non-convictions		
	Volume	%	Volume	%	
Cymru/Wales	563	77.4%	164	22.6%	727
East of England	633	83.0%	130	17.0%	763
East Midlands	830	84.4%	153	15.6%	983
London North	747	75.2%	246	24.8%	993
London South	637	72.8%	238	27.2%	875
Mersey-Cheshire	488	81.5%	111	18.5%	599
North East	531	82.5%	113	17.5%	644
North West	914	82.2%	198	17.8%	1,112
South East	675	80.2%	167	19.8%	842
South West	544	82.7%	114	17.3%	658
Thames and Chiltern	591	82.8%	123	17.2%	714
Wessex	523	86.0%	85	14.0%	608
West Midlands	1,101	78.1%	308	21.9%	1,409
Yorkshire and Humberside	877	81.4%	201	18.6%	1,078
Total	9,654	80.4%	2,351	19.6%	12,005

	Sexual offences (excluding rape) prosecutions by police force areas 2017–18				
	Convictions		Non-convictions		Total
	Volume	%	Volume	%	
Avon and Somerset	282	85.2%	49	14.8%	331
Bedfordshire	94	85.5%	16	14.5%	110
British Transport Police	132	69.5%	58	30.5%	190
Cambridgeshire	130	83.9%	25	16.1%	155
Cheshire	218	79.3%	57	20.7%	275
Cleveland	132	80.0%	33	20.0%	165
Cumbria	101	80.2%	25	19.8%	126
Derbyshire	192	84.6%	35	15.4%	227
Devon and Cornwall	201	81.4%	46	18.6%	247
Dorset	135	83.3%	27	16.7%	162
Durham	118	84.3%	22	15.7%	140
Dyfed-Powys	69	69.7%	30	30.3%	99
Essex	223	79.9%	56	20.1%	279
Gloucestershire	60	76.9%	18	23.1%	78
Greater Manchester	549	81.9%	121	18.1%	670
Gwent	77	76.2%	24	23.8%	101
Hampshire	297	86.6%	46	13.4%	343
Hertfordshire	151	83.4%	30	16.6%	181
Humberside	140	79.1%	37	20.9%	177
Kent	247	81.3%	57	18.8%	304
Lancashire	262	83.4%	52	16.6%	314
Leicestershire	190	82.3%	41	17.7%	231
Lincolnshire	124	91.9%	11	8.1%	135
London Police	1,384	74.1%	484	25.9%	1,868
Merseyside	269	83.3%	54	16.7%	323
Norfolk	162	83.1%	33	16.9%	195
Northamptonshire	107	82.9%	22	17.1%	129
Northumbria	279	83.0%	57	17.0%	336
North Wales	130	79.3%	34	20.7%	164
North Yorkshire	131	82.9%	27	17.1%	158
Nottinghamshire	218	83.5%	43	16.5%	261
South Wales	285	78.9%	76	21.1%	361
South Yorkshire	226	81.6%	51	18.4%	277
Staffordshire	224	84.2%	42	15.8%	266
Suffolk	114	88.4%	15	11.6%	129
Surrey	188	83.6%	37	16.4%	225
Sussex	235	76.1%	74	23.9%	309
Thames Valley	347	81.8%	77	18.2%	424
Warwickshire	85	78.0%	24	22.0%	109
West Mercia	193	73.4%	70	26.6%	263
West Midlands	474	80.6%	114	19.4%	588
West Yorkshire	378	81.5%	86	18.5%	464
Wiltshire	94	87.9%	13	12.1%	107
Total	9,647	80.4%	2,349	19.6%	11,996

Annex 2: Ministry of Justice data

Stalking and harassment, restraining orders and breaches

To note: CPS data differs from that of MoJ in that:

- CPS data is for the financial year; MoJ data for the calendar year.
- CPS data includes *all* offences *starting* a prosecution rather than completed. The data is by offence and does not provide data by defendant. There may be a number of offences carried out by each defendant. MoJ data relates to the principle offence actually prosecuted and is counted on a defendant basis.
- MoJ statistics on restraining orders relate only to where defendants were issued restraining orders in relation to their principal offence.
- MoJ statistics on breaches of restraining orders relate only to defendants prosecuted for such a breach as their principal offence. CPS data includes all offences starting a prosecution, not just those where the restraining order or breach relates to a principal offence.
- MoJ offenders prosecuted data covers cases completed in magistrates' court in 2017, and therefore includes both completed and live cases in the Crown Court.
- MoJ offenders convicted data covers those convicted in 2017, who may have been prosecuted in previous years.
- MoJ conviction ratio is the number of defendants convicted divided by the number of defendants prosecuted (there may be some convictions in 2017 for cases that were prosecuted prior to 2017; and there will be some prosecutions in this data that are not yet completed at the Crown Court).

Stalking and harassment

In 2017, the MoJ figures^{1 2 3} for England and Wales show that 6,109 defendants were prosecuted for s.2 of the Protection of Harassment Act 1997 (s.2 PHA) offences of harassment without violence, compared with 6,678 in 2016. The conviction ratio has decreased slightly since 2016, from 80% to 79% in 2017.

¹ The figures given relate to defendants for whom these offences were the principal offences for which they were dealt with. When a defendant has been found guilty of two or more offences, it is the offence for which the heaviest penalty is imposed. Where the same disposal is imposed for two or more offences, the offence selected is the offence for which the statutory maximum penalty is the most severe – although this does not apply to the number of restraining orders issued since this takes into account those given as secondary or tertiary disposals for the principal offence.

² Every effort is made to ensure that the figures presented are accurate and complete. However, it is important to note that these data have been extracted from large administrative data systems generated by the courts and police forces. Therefore, care should be taken to ensure data collection processes, and their inevitable limitations, are considered when those data are used.

³ Due to updates following quality assurance in the latest year, including the reclassification of some offences, pre-2016 results may not match those previously published.

711 defendants were prosecuted for s.4 PHA offences of harassment – putting people in fear of violence in 2017, compared with 912 in 2016; with 550 convicted, compared with 699 convicted in 2016. Despite the number of both prosecutions and convictions decreasing since the previous year, the conviction ratio remained at 77%.

555 defendants were prosecuted for the s.2A PHA offences of pursuing a course of conduct which amounts to stalking with fear/alarm/distress in 2017, compared with 348 in 2016. 423 were convicted, compared with 239 convicted in 2016. The conviction ratio increased, from 69% to 76%.

81 defendants were prosecuted in 2017 under the s.4A PHA offences of stalking involving fear of violence, compared with 38 in 2016; with 48 convicted, compared with 25 in 2016. There was a decrease in the conviction ratio to 59% compared with 66% in the previous year.

305 defendants were prosecuted in 2017 under the s.4A offences of stalking involving serious alarm or distress compared with 212 in 2016; with 168 convicted, compared with 148 in 2016. There was a decrease in the conviction ratio to 55% compared to 70% in the previous year.

Restraining orders and breaches

MoJ figures,⁴ show that in 2017, 19,216 restraining orders were issued on conviction in England and Wales (compared with 23,132 in 2016) and 1,932 were issued on acquittal (compared with 2,117 in 2016).

During 2017, there were 10,091 defendants prosecuted for breaches of restraining orders that had been imposed on conviction, with 9,149 convicted. This was an increase from 9,921 prosecutions and 8,953 convictions in 2016.

There were also 529 defendants prosecuted for breaches of restraining orders issued following the acquittal of the defendant, with 430 convicted. This was an increase from 358 prosecutions and 277 convictions in 2016.

There was a 90% conviction ratio across all prosecutions for breaches of restraining orders this year, remaining stable over time.

⁴ There are a small proportion of defendants with an unknown gender post 2010, therefore the total number of defendants does not exactly equal male plus female defendants following this date.

MoJ Rape National Statistics

To note: CPS data differs from that of the MoJ in that:

- CPS data is for the financial year; MoJ National Statistics publications present data for the calendar year.
- CPS data is for completed prosecutions in 2017–18; MoJ defendants prosecuted data covers cases completed in magistrates' court in 2017, and therefore includes both completed and live cases in the Crown Court.
- CPS convictions are for rape flagged cases convicted for rape, or for an alternative or lesser offence; MoJ offenders convicted covers only those convicted specifically of rape in 2017, who may have been prosecuted in previous years. This difference in recording leads to CPS reporting a higher number of prosecutions than that recorded in the MoJ data.
- CPS conviction rate is the proportion of convictions out of completed rape flagged prosecutions in 2016–17; MoJ conviction ratio is the number of offenders convicted of rape in 2017 (regardless of the year they were initially prosecuted) divided by the number of defendants prosecuted for rape in 2017 (as defined in footnote 7).

National Statistics from the MoJ include the [official statistics on defendants prosecuted for rape](#). These figures show that in the calendar year 2017 there were 3,141 defendants, on a principal offence basis,^{5 6} prosecuted for rape at magistrates' courts in England and Wales, with 2,988 cases sent to the Crown Court for trial. This is lower than the number of prosecutions in 2016, when 3,716 defendants were prosecuted. In 2017 there were 1,127 offenders convicted of rape in England and Wales, with a conviction ratio of 36%. These figures are slightly lower than in 2016, when 1,352 were convicted; however the conviction ratio remained the same at 36%. This ratio only compares numbers prosecuted for a principal offence of rape with numbers convicted for a principal offence of rape; some of those prosecuted for rape may go on to be convicted of other offences at the Crown Court.⁷ MoJ data reflect defendants for which the prosecution has been completed in the magistrates' court in 2017 (and the case may have been sent to the Crown Court), and therefore includes both completed and live cases in the Crown Court. Almost 100% of defendants prosecuted and offenders convicted for rape were male.⁸

⁵ The figures given relate to defendants for whom these offences were the principal offences for which they were dealt with. When a defendant has been found guilty of two or more offences, it is the offence for which the heaviest penalty is imposed. Where the same disposal is imposed for two or more offences, the offence selected is the offence for which the statutory maximum penalty is the most severe.

⁶ Rape figures here include offences of rape and attempted rape, against males and females, for consistency with the rest of this report.

⁷ To contextualise the difference in conviction ratios/rates between MoJ and CPS, it is useful to compare CPS figures with a MoJ analysis from 2013, which assessed the proportion of defendants prosecuted for rape offences in 2009 ultimately convicted of any offence between 2009 and 2011. This analysis indicated that, of those initially prosecuted for rape, 56% were convicted for any offence, including 33% who were convicted for rape. The proportion convicted for any offence was more comparable to the CPS conviction rates in 2008–09 of 57.7%; 2009–10 of 59.4% and 2010–11 of 58.6%.

⁸ The figures for those defendants with recorded gender are rounded up to 100%, noting that a very small number were women defendants.

Timeliness from charge to trial

Overall data on the timeliness of rape cases from charge to completion, across England and Wales, has been provided from the MoJ from 2010–17. This revised data now includes cases over ten years and therefore has been updated since the CPS 2015–16 VAWG report.

From the MoJ data, the timeliness from charge to completion appears to have risen slightly over the last few years.

	2010	2011	2012	2013	2014	2015	2016	2017
MoJ data – Median ⁹ time in days from charge to completion ¹⁰	213	226	225	225	238	258	259	265

⁹ The median is the value at the middle of the data distribution; half of the recorded durations in the time period are longer than the median, and half are shorter. The median is relatively unaffected by extreme values and is better suited as a measure of the ‘average’ for heavily skewed data.

¹⁰ The figures in this table have been revised to incorporate a new methodology that was put into place in 2016, and therefore do not match previous versions prior to this year. The new methodology now includes cases that take longer than 10 years from the offence to completion which had previously been excluded.

Glossary of terms

Violence against women and girls strands

Each section is alphabetical unless stated otherwise.

Child abuse: Any criminal offence which falls within the criteria set out in Working Together to Safeguard Children and involves a victim under the age of 18.¹

Child abuse includes physical, emotional and sexual criminal offences, as well as neglect, of a child. Such cases would normally include, for example:

- parental assault where reasonable chastisement is not a defence;
- sexual offences;
- child homicides;
- child cruelty, including neglect;
- child prostitution;
- harassment;
- abandonment of a child;
- forced marriage involving an under 18 year-old;
- child pornography;
- trafficked children;
- familial abduction; and
- historical child abuse where victim is now an adult.

Cases that would not normally be included:

- motoring offences where the child has been injured or killed;
- medical negligence; and
- property offences.

Domestic abuse: From April 2013: any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members, regardless of gender or sexuality. This can encompass, but is not limited to, the following types of abuse: psychological; physical; sexual; financial; emotional.

¹ HM Government, *Working Together to Safeguard Children: A guide to interagency working to safeguard and promote the welfare of children* (2018)
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/722305/Working_Together_to_Safeguard_Children_-_Guide.pdf

Controlling behaviour is: a range of acts designed to make a person subordinate and/or dependant by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour.

Coercive behaviour is: an act or a pattern of acts of assaults, threats, humiliation and intimidation or other abuse that is used to harm, punish, or frighten their victim.

Family members are defined as mother, father, son, daughter, brother, sister and grandparents whether directly related, in-laws or step-family. However this is not an exhaustive list and may also be extended to uncles, aunts, cousins et.

This definition, which is not a legal definition, includes so called 'honour' based violence, FGM (FGM) and forced marriage, and is clear that victims are not confined to one gender or ethnic group.

We apply the DA flag to all cases regardless of age of the complainant or the suspect.

Female Genital Mutilation

Female Genital Mutilation (FGM) is a collective term for a range of procedures which involve partial or total removal of the external female genitalia for non-medical reasons.

FGM has been classified by the World Health Organization (WHO) into four major types, all of which may be relevant to the offences arising under the FGM Act 2003.

Forced marriage:

The definition of forced marriage is: “A marriage without the consent of one or both parties and where duress is a factor”. Duress is: “whether the mind of the applicant has been overborne, howsoever that was caused”. Where forced marriage is within the family, and/or involves child abuse, and/or a young offender, then all appropriate flags must be applied.

The flag should be applied to any case where:

- Offences under s.121 of the Anti-Social Behaviour, Crime and Policing Act 2014 are considered at pre-charge decision or are charged; and
- A breach of a Forced Marriage Protection Order under s.120 of the Anti-Social Behaviour, Crime and Policing Act 2014 (s.63CA Family Law Act 1996).

The flag should be applied from the onset of the case, and will remain in place even if those charges are subsequently amended or dropped. If a case commences under a different offence but then changed to a forced marriage charge, the case should be flagged at that stage.

In addition, the flag should also be applied where any offence of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) that has been carried out in the context of a forced marriage, either:

- to coerce a party/parties into marrying without their consent, which would be prosecuted under the specific offence committed, e.g. harassment, kidnap, threats to kill; *or*
- after a forced marriage without the consent of one or both parties and where duress is a factor, which would be prosecuted under the specific offence e.g. rape, sexual assault

So-called 'Honour-based' violence:

The definition of so-called 'honour-based' violence to be used is the definition adopted by the Forced Marriage Unit at the Home Office: "So-called 'honour-based' violence is a crime or incident, which has or may have been committed to protect or defend the honour of the family and/or community".

Any criminal offence of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) committed as so-called 'honour crime' will be flagged as so-called 'honour-based' violence. Cases would be prosecuted for the specific offence committed, e.g. common assault, GBH, harassment, kidnap, rape, threats to kill, murder.

Harmful practices:

Harmful practices are forms of violence which have been committed primarily against women and girls, in certain communities and societies, without their 'consent', with a view to keeping women in submission, according to the norms of their communities. As with all forms of violence against women and girls, harmful traditional practices constitute a violation of human rights.

Human trafficking:

The flag for human trafficking is applied to:

- Offences flagged are Sexual Offences Act 2003 (ss.57, 58, 59 and 59A),
- Asylum and Immigration [Treatment of Claimants] Act 2004 ss. 4(1), (2) and (3); and
- Coroners and Justice Act 2009 s.71
- Modern Slavery Act 2015 s.1 and s.2

The flag is applied at the outset of the case and will remain in place even if those charges are subsequently amended or dropped. If a case commences under a different offence but is then changed to a trafficking charge, the case should be flagged at that stage.

From April 2013:

ss.57, 58 and 59 of the Sexual Offences Act 2003 were replaced by s.59A SOA; and ss.4(1), (2) and (3) of the Asylum and Immigration [Treatment of Claimants] Act 2004; were repealed and replaced by s.4(1A) (1B) (1C) A and IA.

Rape:

Any defendant charged with one or more of the following offences:

- s.1 Sexual Offences Act 1956
- s.5 Sexual Offences Act 1956
An attempt to commit one of the above offences under the Criminal Attempts Act 1981
- s.1 Sexual Offences Act 2003
- s.5 Sexual Offences Act 2003
- s.30(3) Sexual Offences act 2003
An attempt to commit one of the above offences under the Criminal Attempts Act 1981

Incitement or conspiracy to commit any of the above offences

Sexual offences exc. rape:

Any defendant whose principal offence category, at finalisation, is a sexual offence excluding rape.

Performance management terms

Monitoring flags:

Sensitive case types are identified using a number of monitoring flags, applied to relevant cases at the pre-charge stage. The flags allow managers to monitor proceedings during the life of the prosecution, and enable reporting of outcomes following the conclusion of the case. The data is accurate only to the extent that the flag has been correctly applied; there may be a small number of cases where the use of the flag has been omitted.

Principal offences:

Principal offence category: charged offences are allocated one of twelve offence categories to indicate the type and seriousness of the charges brought against the defendant. The Principal Offence Category indicates the most serious offence with which the defendant is charged **at the time of finalisation**. Where the nature of the charges alters during the life of a case, the Principal Offence at the time of finalisation may be different than would have seemed

appropriate at an earlier stage of proceedings. In all such cases the Principal Offence category to be recorded is that which applies **at finalisation**, regardless of whether this is more serious, or less serious, than would have applied earlier in the life of the case.

Where a defendant faces a mix of charges of which fall into different Principal Offence Categories, chose the most serious **according to the following order of priority**:

- Homicide: 'Homicide' comprises a range of offences including – murder and attempted murder, manslaughter, infanticide, child destruction, conspiring or soliciting to commit murder and causing death by dangerous driving.
- Offences against the person: 'Offences against the person' comprises a range of offences including – grievous bodily harm, assault occasioning actual bodily harm, common assault, possession of a firearm with intent to cause fear of violence and child abduction.
- Sexual offences: 'Sexual Offences' comprises a range of offences including – rape, buggery, sexual assault, bigamy, procurement and gross indecency with a child.
- Criminal damage: 'Criminal damage' includes offences of arson, criminal or malicious damage and arson or criminal damage endangering life.
- Public order offences: 'Public Order Offences' includes offences of rioting, violent disorder and causing an affray.

Case outcomes

- Pre-charge decisions: The Director's Guidance on charging (5th Edition) provides that the police may charge any Summary only offence (one that can only be dealt with in the magistrates' court) irrespective of plea and any either way offence (can be tried in either the magistrates' court or Crown Court) where a guilty plea is anticipated and it is suitable for sentence in the magistrates' court subject to certain exceptions such as DA, hate crime and a case involving a death. CPS prosecutors must make the charging decisions in all indictable only cases (those cases which can only be tried in the Crown Court), either way offences not suitable for magistrates' court and where a not guilty plea is anticipated
- Charged: Cases where the CPS' decision is to charge.

The CPS is continually striving to improve the quality of data used in both internal and external reports. During the course of 2013–14, a revised method of reporting the

outcomes of charging decisions was developed. The revised method has been used in this report which provides a more accurate figure for the percentage of defendant cases which proceeded to prosecution. For this reason, the data will differ from that reported prior to 2013–14.

No prosecution:	Those cases where the CPS' decision is not to prosecute, for evidential or public interest reasons.
Out of court disposal:	Where a caution, conditional caution, reprimand or final warning has been given or where the offence has been taken into consideration in relation to other charges.
Administrative Finalisation:	The suspect has failed to answer to bail and a warrant is outstanding or the case has been finalised administratively for various reasons.
Other:	The outcome of the charging decision has not been recorded or is undefined.
Prosecutions:	All defendants charged, summonsed or who attend via a postal requisition, whose case was completed in magistrates' or in the Crown Court during the period, including those proceeding to a trial or guilty plea, those discontinued and those which could not proceed.
Contests inclusive of mixed pleas Mixed Guilty/Not Guilty and Contest:	(a) The Defendant enters at least one guilty plea to a set of charges, and (b) a plea of not guilty to one or more charges, and (c) these pleas are not acceptable to the CPS, and (d) the matter proceeds to trial
Contests exclusive of mixed pleas Not Guilty and Contest:	(a) The Defendant enters only not guilty pleas, AND (b) a trial takes place
Non-convictions:	All completed prosecutions where the defendant is not convicted, comprising the following:
Administrative finalisation:	When a prosecution cannot proceed because a defendant has failed to appear at court and a Bench Warrant has been issued for his or her arrest; or the defendant has died, or is found unfit to plead: or where proceedings are adjourned indefinitely. If a Bench Warrant is executed the case may be reopened.
Discharged committals:	committal proceedings in which the defendant is discharged. Following a discharge a case can be reinstated.
Discontinued and withdrawn:	Consideration of the evidence and of the public interest may lead the CPS to discontinue proceedings at any time before

the start of the trial. Included here are cases formally discontinued in advance of the hearing, those in which no evidence was offered, and those withdrawn at court. Also included are cases in which the defendant was bound over to keep the peace.

Dismissed after full trial: Cases in which the defendant pleads not guilty and proceedings are dismissed by the magistrates after hearing the defence case.

Judge directed acquittal: Cases where at the close of the prosecution case against the defendant, a successful submission of 'no case' or 'unsafe' is made on behalf of the defendant, and the judge directs an acquittal rather than allow the case to be determined by the jury.

Jury acquittal: When the defendant pleads not guilty and, following a trial, is acquitted by the jury.

No case to answer: Cases in which the defendant pleads not guilty and prosecution evidence is heard, but proceedings are dismissed by the magistrates without hearing the defence case.

All other non-convictions: committals and no case to answer.

Convictions: Cases where the defendant is convicted following a prosecution, comprising of the following:

Conviction after trial: Cases in which the defendant pleads not guilty, but is convicted after the evidence is heard.

Guilty plea: Where the defendant pleads guilty.

Proof in absence: these are lesser offences which are heard by the court in the absence of the defendant.

Reasons for non-convictions

Acquittals after trial: The defendant is found not guilty by the magistrates or jury after a contested hearing in which the defence is called on to present its case. (Cases dismissed, no case to answer or judge directed acquittals are not included).

Victim evidence does not support case: The evidence of the victim of an offence does not support the prosecution of the defendant, leading to a non-conviction, but the victim however, has not retracted. (the 'reason title' was amended in April 2013 to: The evidence of the victim does not come up to proof, but there is no retraction).

Victim non-attendance:	The victim is called as a witness in a trial, but fails to attend court.
Victim retraction:	Where the evidence of the victim supports the prosecution case, the victim refuses to be called as a witness, or retracts, or withdraws a complaint.
Conflict of evidence:	Conflict of prosecution evidence (from April 2013 the guidance was amended to clarify that this reason is not to be used when the victim retracts, does not attend or their evidence does not come up to proof).
Essential Legal Element Missing:	Essential legal element missing (the 'reason title' was amended in April 2013 to 'Incorrect charging decision – legal element missing'; the updated guidance made it clear that this reason is not to be used when the victim retracts, does not attend or their evidence does not come up to proof).
Unreliable witness:	Unreliable witness or witnesses (The 'reason title' was amended in April 2013 to: 'Key witness (non-victim) refuses to give evidence/retracts/not up to proof' to provide clarity).
Legal terminology	
Hearsay:	Section 116 (1) Criminal Justice Act 2003. In criminal proceedings a statement not made in oral evidence in the proceedings is admissible as evidence of any matter stated if: (a) oral evidence given in the proceedings by the person who made the statement would be admissible as evidence of that matter, (b) the person who made the statement (the relevant person) is identified to the court's satisfaction, and (c) any of the five conditions mentioned in subsection (2) is satisfied.
Postal requisition:	A postal requisition is a legal document notifying a suspect that that a decision has been made to charge and prosecute an offence at court. It will set out the date on which the suspect has to attend court. In addition to the postal requisition the suspect may also receive evidence outlining the offence either in the form of statements or a statement of facts.
Res gestae:	Any rule of law under which in criminal proceedings a statement is admissible as evidence of any matter stated if:

- (a) the statement was made by a person so emotionally overpowered by an event that the possibility of concoction or distortion can be disregarded,
- (b) the statement accompanied an act which can be properly evaluated as evidence only if considered in conjunction with the statement, or
- (c) the statement relates to a physical sensation or a mental state (such as intention or emotion).

Glossary of acronyms

CAID	Child Abuse Image Database
CJS	Criminal Justice System
COE	Centre of Expertise
CMS	Case Management System
CPS	Crown Prosecution Service
CPSD	Crown Prosecution Service Direct
CQS	Case Quality Standards
CSA	Child Sexual Abuse
CSE	Child Sexual Exploitation
DCCP	Deputy Chief Crown Prosecutor
DPP	Director of Public Prosecutions
DA	Domestic Abuse
DVPO	Domestic Violence Protection Orders
ECG	External Consultation Group
EIA	Early Investigative Advice
FM	Forced Marriage
FMU	Forced Marriage Unit
FGM	Female Genital Mutilation
HBV	So-called 'Honour-Based' Violence
HMCPSI	Her Majesty's Crown Prosecution Service Inspectorate
HMICFRS	Her Majesty's Inspectorate of Constabulary, Fire and Rescue Services
HO	Home Office
ICEM	Inclusion and Community Engagement managers
IDVA	Independent Domestic Abuse Advisor
IQA	Individual Quality Assessment
ISVA	Independent Sexual Violence Advisor
LSIP	Local Scrutiny and Involvement Panel
MIS	Management Information System
MoJ	Ministry of Justice
NCJB	National Criminal Justice Board
NOMS	National Offender Management Service
NPCC	National Police Chiefs' Council
NRM	National Referral Mechanism
OCCD	Out of Court Disposal
PHA	Protection of Harassment Act
PPT (ppt)	Percentage point
RASSO	Rape and Serious Sexual Offences
SDAC	Specialist Domestic Abuse Court
SFR	Streamline Forensic Report
SOA	Sexual Offences Act
SOP	Standard Operating Practice
SO	Sexual Offences
SPOC	Single Point of Contact
WCU	Witness Care Unit
WMS	Witness Management System
VAWG	Violence against Women and Girls
VLU	Victim Liaison Unit