

The Crown Prosecution Service

DRAFT

**VIOLENCE
AGAINST
WOMEN**

**STRATEGY AND
ACTION PLANS**



November 2007

VIOLENCE AGAINST WOMEN STRATEGY AND ACTION PLANS

1. INTRODUCTION

- 1.1 Violence against women is recognised internationally, nationally and by the Crown Prosecution Service (CPS) as a fundamental issue of human rights. Human rights are the principles that underpin the development of violence against women (VAW) work, drawing on the United Nations conventions which the UK has signed and ratified. Freedom from violence and abuse is explicitly recognised in international law with respect to both human rights and gender.
- 1.2 Crime affects all communities in England and Wales. The criminal law is there to protect all members of our society and to ensure that those who break the law are dealt with appropriately. In developing this strategy, the CPS aims to provide an overarching framework to tackle crimes of VAW that have been committed primarily by men, within a dynamic of power and control.
- 1.3 The CPS is committed to the fair and consistent application of the criminal law so that offenders of these VAW crimes are properly dealt with; victims and witnesses are properly supported and protected; and society as a whole is safer.
- 1.4 The CPS has a vision of becoming a world-class prosecution service. In December 2006 the CPS launched a Single Equality Scheme, to develop further our improvements in delivering justice for all and to be valued and respected by the communities we serve and all our employees.
- 1.5 The scheme covers the equality strands, of race, gender and gender identity, disability, age, religion or belief and sexuality. The scheme demonstrates the holistic approach to equality and diversity taken by the organisation.
- 1.6 As well as a common action plan, which deals with issues across all strands, there are also individual action plans which allow the CPS to focus on the key obligations under each of the three positive duties that arise in respect of race, gender and disability. The Gender and Gender Identity Equality Action Plan makes specific provision for the development of a VAW, in the first year of the scheme (2007-08).
- 1.7 The CPS has included VAW in its top six business priorities for 2007-08, alongside hate crimes and community engagement.
- 1.8 This is set against a background of national and international developments. Since the early 90s the United Nations, European Union and Council of Europe have all identified VAW within a human rights framework. They have recommended governments to develop national VAW action plans.

- 1.9 In the UK, the End Violence against Women (EVAW) Campaign¹, launched in November 2005, is a coalition of organisations that has assessed government departmental approaches to VAW.
- 1.10 In 2006, the CPS was assessed for the first time by the EVAW and awarded highest marks across government for its work on VAW. EVAW recommended further work by CPS to reduce attrition rates in rape, domestic violence, stalking and child sexual abuse and the introduction of a VAW indicator to monitor offences of VAW brought to justice.
- 1.11 The CPS VAW strategy sets out the vision for developing our VAW work, building on the work of 2006-07 and providing supporting action plans for future work.

¹ EVAW was coordinated in 2005-06 through the Women's National Commission and in 2006 onwards through Amnesty International.

2. BACKGROUND AND CONTEXTS

2.1 INTERNATIONAL CONTEXT

2.1.1 The background to the VAW agenda is both international and national. The international agenda includes the work of the United Nations and the Council of Europe.

2.1.2 **UNITED NATIONS**

- The United Nations (UN) has prioritised VAW work within a human rights framework since the early 90s. In 1995 the UK Government signed the Beijing Declaration and Platform for Action on VAW. The UN defined gender-based violence against women as:

“violence that is directed against a woman, because she is a woman, or violence that affects women disproportionately. It includes acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty”.

- Further information on the UN and its expanded VAW definition is in Annex A.

2.1.3 **COUNCIL OF EUROPE**

- The Council of Europe (CoE) has developed a number of initiatives to combat VAW since 1993² and is currently running a campaign to combat VAW, including domestic violence, which is being overseen by a European task force.
- The Council works to a definition, similar to the UN definition. The work of some member states has also included addressing pornography.

2.2 NATIONAL CONTEXT

2.2.1 **GOVERNMENT-WIDE DELIVERY PLANS**

Currently there is a range of Government-wide Delivery/Action Plans overseen by Inter-Ministerial groups, including on domestic violence, sexual violence, human trafficking and prostitution. Further details are in Annex A.

2.2.2 The current Inter-Ministerial Groups are under review in the light of the Corston Report³ that proposed links between the work on violence against women and women offenders.

² The CoE drew up the first international instrument to propose a global strategy to prevent violence and to protect victims; developed a VAW action plan in 2005 and a monitoring framework with member states to provide regular updates about their progress on the issues.

³ The Corston Report - A report by Baroness Jean Corston of a review of women with particular vulnerabilities in the criminal justice system, March 2007.

2.2.3 Most recently, the Ministers for Women and Equality have indicated that tackling VAW and improving the way in which women who commit crimes are dealt with are among their top three priorities.

2.2.4 **END VIOLENCE AGAINST WOMEN CAMPAIGN**

- Since 2005, the EVAW Campaign has conducted an annual, independent analysis of government departmental initiatives on VAW – *“Making the Grade?”*
- EVAW recommends a government-wide national strategy and action plans on VAW.
- EVAW believes that a strategic and integrated approach to VAW would provide many benefits. We have identified those likely to impact on the criminal justice system in paragraph 4.
- In 2006, the CPS was awarded the highest marks (6.75 out of 10) of all government departments by *“Making the Grade?”*
- The EVAW recommendation for future work in CPS was: *“to ensure the effective delivery of justice in cases of violence against women”*.
- The accompanying EVAW recommended target and indicator for the CPS are to *“reduce attrition rates in rape and domestic violence, stalking and child sexual abuse cases”* and *“increase the proportion of violence against women offences brought to justice”*.
- This CPS VAW strategy and action plans take on board the EVAW recommendations.
- In 2007, the CPS compiled its response to EVAW outlining the 2006-07 work, and future plans, on VAW.

2.3 **LEGISLATIVE CONTEXT**

2.3.1 Violence against women is recognised as a human rights issue. The main Articles from the European Convention on Human Rights that apply are listed in Annex A.

2.3.2 Protection from violence against women is also found in a number of other European conventions, listed in Annex A.

2.3.3 The Equality Act 2006 established the Commission for Equality and Human Rights⁴ (CEHR) responsible for overseeing the implementation

⁴ Due to go live in October 2007

of the Gender Equality Duty (GED), with effect from October 2007. Given the fact that violence against women is rooted in the inequalities found throughout society between men and women, the GED provides a way for public authorities to look at how they operate in order to address systemic inequalities.

- 2.3.4 Although, there is no specific offence of VAW, there are some specific offences within the criminal law that fall under the VAW umbrella. Perpetrators can be prosecuted for offences of rape, sexual assault, human trafficking, prostitution, child pornography and female genital mutilation, for example.
- 2.3.5 For some of the crimes within VAW, there are no specific offences to prosecute under, but if an offence falls within a specific policy, within an agreed definition, then it will be prosecuted as such. For example, there is no specific offence of “domestic violence” so cases are prosecuted where the essential elements of “domestic violence” appear in a range of other offences from common assault to murder. Forced marriage and so-called honour crimes are also prosecuted within the domestic violence policy and identified through their individual definitions. Child abuse and crimes against the older person also include a range of offences, similar to domestic violence.
- 2.3.6 The Government has passed several pieces of legislation in the past four years that reflect the increased focus and commitment to violence against women issues – as outlined in Annex A.
- 2.3.7 While the criminal law is crucial in holding perpetrators to account, the civil courts in England and Wales provide vital injunctive relief for victims who need protection that may not be available through the criminal courts.
- 2.3.8 VAW can also arise in employment situations, for example bullying, harassment and other forms of discrimination.
- 2.3.9 In the context of immigration, women asylum seekers and refugees who have suffered physical or sexual violence in their country of origin may be particularly vulnerable. There may also be the issue of them having no recourse to public funds.

2.4 CPS CONTEXT

- 2.4.1 The CPS is developing a VAW Strategy and Action Plans, not only in recognition of the UN, CoE and EAW initiatives, but also in recognition of the importance the Service places on improving prosecutions of these crimes and supporting victims in the process.
- 2.4.2 CPS work over the past few years has focused on the improved prosecution of many gender-related crimes. Since 2001, the CPS has developed policies and guidance on domestic violence, rape and

sexual assaults, prostitution, and human trafficking; more recently on children and currently on crimes against the older person. The lessons learnt from these individual streams of work can now be shared and patterns of crime, victimisation and support addressed.

- 2.4.3 We have had inspections on domestic violence and rape that have highlighted areas for future action.
- 2.4.4 We have made most progress within domestic violence prosecutions and have variable levels of success in other areas.
- 2.4.5 The CPS Board includes VAW in its top six priorities for 2007-08 and it is one of the Director of Public Prosecutions' personal objectives for 2007-08.
- 2.4.6 We now wish to bring the various strands of VAW work together. The CPS Single Equality Scheme makes specific provision for the development of a single cohesive VAW strategy, with supporting action plans by March 2008.
- 2.4.7 The VAW strategy will cover work within the remit of the CPS with respect to the prosecution of cases, support for victims, including CPS staff and increasing public confidence in the CJS as outlined in paragraph 3 below.

Have we placed VAW in the right contexts?

If not, please suggest within what alternative or additional context we should place the issue.

3. WHAT WE ARE AIMING TO ACHIEVE

3.1 OVERALL AIMS

3.1.1 The strategy aims to secure the coordination and improved prosecution response to a range of crimes that fall under the umbrella of VAW.

3.1.2 The CPS will address work within its remit that falls under the UN definition of VAW, excluding state crimes, as outlined in Annex A. Work on pornography and sexual harassment will be included in line with the definitions from the Scottish Executive and the Council of Europe.

Is the UN definition (as outlined in Annex A), with the addition of pornography, the right definition to use?

If not, which other definition would you like to see used?

3.1.3 Specifically the strategy will focus on:

- Domestic violence, including harassment⁵
- Forced marriage
- So-called honour crimes
- Female genital mutilation
- Rape and sexual offences
- Human trafficking for sexual exploitation
- Prostitution, including child prostitution
- Crimes against the older person and child abuse where they overlap with violence against women, and girls
- Pornography – obscene publications
- Sexual harassment at work

3.1.4 OBJECTIVES

The CPS specific objectives in crimes involving violence against women are to:

- Improve prosecutions
- Improve support for victims
- Increase public confidence

3.1.5 This strategy will help in delivering the overall PSAs of bringing more offenders to justice and increasing public confidence, through providing a framework and supporting action plans for the range of crimes outlined above. This strategy also helps the government to fulfill its obligations under the Convention for the Elimination of Discrimination against Women (CEDAW) and also helps the CPS fulfill its obligations under the Gender Equality Duty.

⁵ Harassment is used instead of the term "stalking" used by EVAW as criminal cases of stalking are dealt with under the Protection from Harassment Act 1997.

3.2 BROAD MEASURES OF SUCCESS

3.2.1 The Criminal Justice System (CJS) Public Service Agreement (PSA) target, shared by the CPS, Home Office (HO) and Ministry of Justice (MoJ) for 2008-11 is:

- To deliver a more effective, transparent and responsive Criminal Justice System for victims and the public through:
 - Improving the effectiveness and efficiency of the Criminal Justice System (CJS) in bringing offences to justice
 - Improving the public confidence in the fairness and effectiveness of the CJS
 - Improving victim and witness satisfaction with the CJS and the police
 - Understanding and addressing race disproportionality at key stages in the CJS
 - Recovery of criminal assets

3.2.3 The CPS Business Plans, Equality and Diversity Strategy and Single Equality Scheme (SES), including the Gender and Gender Identity Equality Action Plan, all reflect the previous similar targets of:

- increasing the number of offences brought to justice by 2007-08;
- increasing public confidence in the CJS – including the confidence of Black and Minority Ethnic (BME) communities and
- increasing the satisfaction with the services that victim and witnesses feel, while respecting the rights of defendants.

3.2.4 The VAW strategy will define specific outcomes and develop related measuring systems to deliver the following, linked to the relevant current CPS PSAs:

- Improving the effectiveness and efficiency of the CJS through bringing more offenders of VAW crimes to justice
 - Reducing unsuccessful prosecutions of VAW crimes⁶;
 - Coordinating VAW work;
 - Rationalizing VAW work, including resources and personnel;
 - Sharing good practice across VAW strands.
- Improving public confidence in the CPS
 - Further enhancing CPS performance in addressing VAW and our community/national/international reputation in this area.
- Improving victim and witness safety and satisfaction
 - Working with partner agencies in supporting victims and witnesses;
 - Providing and improving appropriate support for VAW victims and witnesses;

⁶ The aim is to reduce unsuccessful prosecutions through increased guilty pleas and convictions at trial without reducing the number of cases coming into the criminal justice system.

- Addressing VAW issues relating to staff policies and practices.
- Improving our understanding of the equality and diversity issues within VAW crimes and addressing any disproportionality:

3.3 PAINTING A PICTURE OF SUCCESS IN 2011-12

3.3.1 Here we picture the CPS in 2011-12 – recognised as increasingly successful in this area.

By 2011-12 we would want to see:

- Successful prosecutions of VAW crimes have increased for all strands, with domestic violence outcomes nearing the national average for all crimes;
- Women victims, including women from minority communities, report significantly increased levels of satisfaction with CPS handling of their cases, at all stages of the process;
- Women from a range of communities report significantly increased levels of public confidence in CPS;
- Voluntary sector partners involved with CPS in the VAW work commend the outcomes;
- A thematic inspection of Violence against Women commends CPS progress in recent years (2011-12);
- External assessors rate CPS VAW positively and highly;
- Specialist prosecution resources on VAW exist and are working effectively across each Area Group and in Areas;
- Women staff report high levels of confidence in how they are or believe they would be supported by managers when facing harassment or violence.

Do you agree with our overall aims, objectives and success measures?

If not, please suggest other aims, objectives and success measures.

3.4 THE NEED FOR AN OVERARCHING GENDERED FRAMEWORK

OVERALL RATIONALE:

3.4.1 There are many categories of offence that involve violence against women (such as rape) and there are many general descriptions of unlawful behaviour that, of themselves, are not criminal offences but where women are the substantial majority of victims (such as domestic

violence). The link between all these offences is that the victim is female. Often, the nature of the offending indicates that the defendant exerts a controlling influence on the victim's life. The context is very often one of abuse of power, used by the perpetrators, the majority of whom are male, to control the female victims – forcing them for example into marriage, prostitution, pornography or sex. Often, the defendant and the victim will be known to one another and they may be partners or relatives. The nature of the relationship between the two may well mean that the victim has additional issues to consider even before reporting an offence to the police, because there may be children involved or because there may be a high level of financial dependency, which may in turn may cause the victim to become financially insecure if the defendant is removed from her environment. There may also be cultural issues to be addressed.

Any one or more of these issues may arise in any case where the victim is female and it is simply not possible to assume these issues exist – or just as importantly do not exist – simply by reference to the criminal offence charged.

- 3.4.2 The purpose of drawing the most common offences together, where these issues may exist, is so that the expertise and experience acquired in respect of some offences or descriptions already (such as rape and domestic violence) can be brought to bear on cases where the common thread of a male defendant in a relationship with a female victim would require the police and the prosecutor to be aware of the raft of issues that they may also need to address. Not only is specialised support needed for the victim but also the approach to the prosecution of the defendant needs specialisation as reflected for example in the policies and guidance provided on domestic violence and rape. Prosecution policies need to address evidence issues in the light of the often close relationship between victim and defendant and the likelihood of more victim intimidation and retractions.
- 3.4.3 The VAW strategy provides an overarching framework for crimes that have been identified as being committed primarily by men, towards women victims. The gendered patterns and dynamics involved need to be acknowledged and understood in order to provide an appropriate and effective service. The strategy and action plans sit alongside other general policies, which address the prosecution of offences of violence. All these policies will be applied fairly and equitably to all victims of crime.
- 3.4.4 Although this approach focuses on female victims, the CPS is fully aware that, in respect of many offences and situations, there may also be male victims (such as in cases of rape and domestic violence). Male victims will have the same access to protection and legal redress. The CPS policies and procedures on victim and witness care are applicable in all cases. The impact of violence on all victims will be recognised and they will be treated with dignity. An assessment of all victims' safety and needs will be conducted on an individual basis.

- 3.4.5 In recognising the dynamics of VAW, the organisation will not neglect the abuse faced by male victims or perpetrated by female abusers. The gender of the perpetrator will not make a difference, in relation to bringing offenders to justice. All defendants will continue to be prosecuted fairly and justly, in accordance with the Code for Crown Prosecutors.
- 3.4.6 However, where offences are directed at women and girls, because they are female, or where offences disproportionately affect female victims, there is a clear benefit in devising a strategy so that a common approach may be adopted in as many cases as possible. This is an approach that has been favoured by the UN and EAW.
- 3.4.7 Addressing VAW issues within a gendered framework is needed because:
- the majority of victims of these crimes are women (see paragraph 5);
 - the majority of defendants are men (see paragraph 5);
 - unlike other forms of violent crime, the majority of offenders are known to the victim, which creates more complex dynamics of crime for both the victims and the criminal justice system to deal with;
 - most of the crimes are within a context of power used by the male perpetrators to control the female victims – forcing them into marriage, prostitution, pornography or sex;
 - there are specific intimate or family relationships between many of the perpetrators and victims - e.g. domestic violence, forced marriage, so-called honour crimes, FGM, rape within relationships, familial child abuse or crimes against the older person. The existence of this intimacy, creates contexts of coercive control;
 - offenders known to the victim creates a more complex dynamic of crime, for both the victims and criminal justice system to deal with;
 - a family or intimate link in many VAW cases often leads to a similar reluctance of victims to report to the criminal justice system or to then stay in the system;
 - abuse may be organised – as in trafficking for sexual exploitation and child sex abuse networks;
 - prior abuse, especially abuse in childhood also appears to make women vulnerable to other forms of violence, for example, sexual assault, harassment or domestic violence in adolescence or as adults;
 - patterns of coercive control of the victims, operating in many of these cases, often leads to their reduced ability to act – especially for children, immigrant and trafficked women;
 - there is a sexual nature for many of these crimes – pornography, rape, sexual assaults, prostitution, trafficking for the sex industry, forced marriage and some aspects of child abuse; this also makes naming and reporting even more complex;
 - rehabilitation, where possible, needs to recognise the root causes of power and control, challenging disrespect based on gender.

Do you agree with our reasoning about addressing VAW within a gendered framework?

Are there any other reasons that should be included?

4. THE BENEFITS OF A VIOLENCE AGAINST WOMEN STRATEGY

4.1 We have identified the following potential benefits from drawing our work together in this way.

The potential benefits of addressing the work on these issues under a VAW umbrella are:

- **Better policy making**, as it can be gender-informed and appropriately targeted;
- **Better able to tackle the cross cutting connections between some of these crimes** in terms of victimisation and perpetration - ensuring that the links between different types of offending are not missed and work is coordinated, e.g. trafficking and prostitution; forced marriage and so-called honour crimes; domestic violence, sexual offences and child abuse;
- **Alerting prosecutors to the multifaceted nature of such prosecutions.** For example, recognising that honour killings may involve organised international crime that is linked to trafficking or prostitution. This will help strengthen the prosecution process and bring more offenders to justice;
- **Some of the victims may experience more than one offence**, for example, a woman trafficked to the UK may be forced into prostitution by the use of violence by a partner; and, if she is under 16, this also amounts to sexual abuse of a child. **Multi-agency working**, including linking of services, **would ensure that a victim facing many crimes is supported in the most efficient and appropriate ways**;
- **Potential to develop integrated expertise** on VAW and transfer of knowledge across the spectrum and move away from silo working;
- **Good practice can be shared across the topics**, for example, improvements in enhanced evidence gathering or dealing with victim retractions through use of Independent Domestic Violence Advisors (IDVAs) and Independent Sexual Violence Advisors (ISVAs);
- **Victims may benefit from support to address a range of issues that could enable reduction of further victimisation**, for example, women intimidated and abused at home may be more prey to sexual harassment at work;
- The Corston Report has indicated the longer term effect of abuse on women's lives, leading to their own increased offending. Therefore, tackling abuse should also help in the longer term in the reduction of female offending;
- **More efficient and effective community engagement**;
- CPS can link into more preventative work to address longer term solutions;
- **Development of a more targeted approach**;
- **Generally increase public confidence in the CPS.**

Do you agree with the benefits identified of developing a VAW strategy?

Are there any other benefits that should be included?

5. GATHERING THE EVIDENCE

5.1 DATA ANALYSIS FOR VAW PLANS

2006-07 CPS Case Management System data is provided for those VAW strands where data is currently available. Data is provided on the volume of cases in each of those strands, their respective targets, where available, their proportion of unsuccessful outcomes and key reasons for any unsuccessful outcomes. A breakdown of data from April-September 2006 has also been undertaken to identify any equality or diversity issues.

5.2 VOLUME AND OUTCOME OF EACH VAW STRAND 2006-07

Defendant data from charge to outcome is provided from the CPS Case Management System for cases flagged as domestic violence, rape and child abuse, cross referenced with principal offences⁷. Prostitution and trafficking data, from charge, is only available by key offence and not by defendant or outcome⁸. The Equality Impact Assessment (EIA) provides further data on the gender breakdown. The December 2006 domestic violence snapshot indicated that 89% of victims of domestic violence were women. This data has been consistent since 2002. Data recorded on the Witness Management System is at any early stage and data not yet robust, however of those cases flagged and analysed in the EIA for rape cases 89% of victims were women and for all types of child abuse 67% of victims were girls. Table 1 overleaf provides more detailed data.

⁷ Principal offences are grouped offences covering: Homicide, Offences Against The Person, Sexual Offences, Burglary, Robbery, Theft And Handling, Fraud And Forgery, Criminal Damage, Drugs Offences, Public Order Offences, All Other Offences (excluding Motoring), Motoring Offences, Admin finalised.

⁸ Data is purely numbers of offences which reached at least one hearing in the magistrates' court and also counts on indictments.

**Table 1:
Volume and outcomes in Violence Against Women cases 2006- 07 from charge to outcome**

	Domestic Violence	Rape	Sexual offences (excluding rape)	Child abuse Homicides	Child abuse Sexual offences	Child abuse offences against the Persons	Prostitution	Trafficking
Numbers of defendants	57,361 (95% men)	3,262 (99% men)	8,165 (96% men)	30 (80% men)	3,801 (98% men)	2,306 (76% men)	647 kerbcrawling; 115, children; 214 gain/control, (gender not available)	116 (sexual offences linked to trafficking; gender not available)
Targets - Reduction of unsuccessful prosecutions	36%	No targets yet set						
% unsuccessful outcomes⁹	34.8% (65.2% successful)	45.5% (54.5% succ/ful)	31.4% (68.6% succ/ful)	16.7% (83.3% succ/ful)	30.5% (69.5% succ/ful)	27.8% (72.2% succ/ful)	Not available as these are recorded as offences rather than as defendants ¹⁰ .	

- The targets set for hate crimes aim to reduce unsuccessful outcomes. In this context, the data above reflects measuring improvements in prosecution through reducing unsuccessful cases.
- The data indicates the very high volume of domestic violence defendants out of all the recorded VAW cases. The unsuccessful outcomes for domestic violence in 2006-07 (34.8%) went beyond the target of 36%. Successful prosecutions have reached 65.2%, an increase from 46% in December 2003. By June 2007, successful prosecutions reached 67.2%.
- For rape cases, unsuccessful outcomes fell from 50.8% in 2005-06 to 45.5% in 2006-07 and for sexual offences from 36.9% to 31.4%.
- In child abuse cases, the greatest numbers of flagged cases were for sexual offences.
- Unsuccessful outcomes in the prosecution of all cases flagged as child abuse fell from 30.9% in 2005-06 to 28.9% in 2006-07.

The national average for all defendants in 2006-07 was 16.4% unsuccessful or 83.6% successful outcomes. For all VAW defendants, where data for successful outcome is available (domestic violence, rape, sexual offences and child abuse), there were 74,925 defendants in 2006-07 with 49,093 successful outcomes. **This is an average of 34% unsuccessful or 66% successful outcomes.**

⁹ Unsuccessful outcomes include dismissed, acquitted and discharged cases as well as all discontinued cases; successful outcomes include guilty plea, convictions after trials and proof in absence.

¹⁰ Successful outcomes are recorded in relation to defendants rather than specific key offences.

5.3 KEY REASONS FOR UNSUCCESSFUL PROSECUTIONS

Data is only available on reasons for unsuccessful prosecutions for cases flagged as domestic violence, rape and child abuse, cross referenced with principal offence categories. The table provides key reasons for unsuccessful prosecutions as recorded on the Case Management System.

**Table 2:
Key reasons for unsuccessful outcomes in violence against women cases 2006-07**

	Domestic Violence	Rape	Sexual offences (excluding rape)	Child abuse Homicides ¹¹	Child abuse Sexual offences	Child abuse offences against the Persons
Victim Retraction	22.2%	10.9%	5.5%	20.0%	3.9%	9.5%
Victim Non-Attendance	9.6%	1.0%	1.8%	0.0%	0.8%	3.3%
Evidence of Victim does not support case	15.7%	7.3%	4.5%	0.0%	5.3%	6.7%
Caution	1.4%	0.4%	2.0%	0.0%	0.85	3.3%
Bindover	9.6%	0.0%	1.3%	0.0%	0.2%	6.7%
Total % unsuccessful outcomes	34.8%	45.5%	31.4%	16.7%	30.5%	27.8%
Total reasons for unsuccessful	19,977	1,486	2,562	5	1159	642

Table 2 provides the proportions of unsuccessful cases linked to victim issues, cautions or bindovers. It therefore illustrates some key factors in the prosecution of these cases which will help identify issues to address in the VAW action plans within each strand.

5.4 EQUALITY AND DIVERSITY ISSUES BASED ON APRIL- SEPTEMBER 2006 DATA

5.4.1 As above, data is available only for domestic violence, rape, other sexual offences and child abuse (which is further broken down by homicides, sexual offences, and offences against the person). For April - September 2006 only gender and ethnicity data is available. From April 2007, disability and religion/belief is also being recorded and from November 2007 data on same sex relationships in domestic violence cases will be recorded.

¹¹ Homicide data in CPS includes murders, attempted murders, threats or conspiracy to murder, manslaughter and causing death by aggravated vehicle taking – the victim retractions must relate to non- murder/manslaughter cases.

- 5.4.2 The main data available from the CPS Case Management System and the Witness Management System is being used to inform an Equality Impact Assessment of the VAW Strategy. The key data is summarised in Annex B.
- 5.4.3 The available ethnicity statistics of the population do not give enough detail to enable proper comparisons to be made. Combined with missing values for ethnicity, this means that the statistics on ethnicity cannot be taken as evidence of any particular behaviour on the part of either the population as a whole, or CPS, but simply as showing a need for further investigation.

Is there any other evidence that should be included in the “Gathering the Evidence” section?

6. CHALLENGES AND OPPORTUNITIES

6.1 We face a number of major challenges which include:

- the timescale for the strategy poses challenges because of the breadth of the issues covered and the complexity of some of the issues;
- existing views of the issues may lead to a more silo-approach to the work;
- there may be challenges in ensuring, full buy-in due to a lack of widespread understanding of a gendered approach to these crimes;
- ensuring clarity of work with overlapping Hate Crime work programme;
- currently some of the VAW strands cannot be flagged on the CPS Case Management System, some have poor flagging and many have no targets or monitoring;
- currently there is no national monitoring system to assess the satisfaction and safety of victims of sensitive violent crimes such as those encompassed within the VAW work – securing funding would be needed for this aspect;
- competing priorities within each strand.

6.2 There are also a range of opportunities:

- to take advantage of the opportunity that the CPS Board has provided by identifying VAW in its top six priorities and use this opportunity to improve prosecutions and outcomes in all these crimes;
- to coordinate, improve and rationalise these strands in a better way that may provide more effective prosecutions and reduce duplication of information, advice or roles through:
 - provision of guidance and training on overlap of issues;
 - provision of VAW coordinators;
 - using prosecutors who are trained and who develop specific expertise on these issues;
 - monitoring of the issues;
 - identification of agencies who can advise on this range of issues;
 - sharing of good practice.

Do you have any suggestions about how we might address the challenges we have identified?

7. WHAT WE WILL FOCUS ON IN NEXT THREE YEARS - FUTURE PROPOSALS

7.1 From 2008-2011, the time frame of the next set of PSAs, we will focus on the action plans outlined in paragraphs 7.2 to 7.4.

7.2 Improving the effectiveness and efficiency of the CJS through bringing more offenders of VAW crimes to justice

- **Reducing unsuccessful prosecutions of VAW crimes**
 - **Area Performance Reviews** – though building VAW into the Area Performance Review System – see paragraph 9.2;
 - **Linking into mainstream work streams** – Charging, CJSSS, Victim and Witness Care & Delivery, Hate Crimes and Community Engagement;
 - **Developing VAW Guidance** – to inform prosecutors of the links between existing policies and guidance, and gender implications;
 - **Specialist prosecutors** – to explore the feasibility of rationalising existing VAW specialist prosecutors and exploring future specialist needs through mapping the current specialist prosecutors and developing options to improve VAW prosecutions;
 - **Training** – to consider plans to link training for VAW in future, for example to develop PPP style cases.
- **Better coordination and rationalisation of the work across these strands**
 - **Area Coordinators** – to map current coordinators across VAW strands and consider their potential rationalisation in the development of specific Area/Group VAW coordinator posts;
 - **Sharing good practice** – through Area Coordinators, VAW Team and Project Assurance Group;
 - **Increase knowledge and evidence base of service** – through training of prosecutors and better performance data and analysis.

7.3 Improving public and stakeholder confidence

- Involving community and stakeholder representatives in the VAW Project Assurance Group;
- Linking across government, specifically with the Office for Criminal Justice Reform, Home Office, ACPO and Ministry of Justice to address public and stakeholder confidence;
- Developing community engagement and consultation at national and Area levels;
- Working with local Criminal Justice Boards at an Area level;
- Working in multi-agency partnerships and local forums to address the gender implications in these crimes;
- Working with specialist support agencies and Witness Care Units providing support for the victims of these crimes;

- Developing methods to measure views of stakeholders;

7.4 Improving victim and witness safety and satisfaction

- Providing and improving appropriate support for VAW victims and witnesses through the specialist VAW sector;
- Working across government on the further expansion of IDVAs, ISVAs and consideration of specialist support for all VAW crimes;
- Considering systems for WCUs to support victims of VAW and ensuring monitoring of outcomes;
- Selecting of further SDVCs;
- Considering SDVC options to deal with range of VAW cases including cases dealt with at the Crown Court;
- Involving a range of agencies to advise on the work programme;
- Developing a system to measure victim's satisfaction, safety and/or access to support;
- Addressing any implications for staff policies and practice; Consideration of briefing for HR advisors on dealing with any VAW issues in relation to staff.

7.5 Improving our understanding of the equality and diversity issues within VAW crimes and addressing any disproportionality:

- Identifying the issues faced by a range of communities;
- Consulting and engaging with support agencies working with victims of these crimes providing specialist support appropriate by gender, ethnicity and other diversity profiles;
- Monitoring VAW strands by gender, ethnicity, disability religion/belief and where possible sexuality; from 2008 to include age.

Do you agree with the priorities we have selected for the next 3 years?

If not, what priorities would you prefer to see selected?

8. MANAGING RISK

8.1.1 A Risk register has been drawn up in consultation with external and internal advisors on a Project Assurance Group, as well as reporting to the CPS Strategy, Policy and Diversity Committee.

8.1.2 The major risks that we have identified and are planning to manage are:

- The timescales for the project are very short and there is limited leeway in terms of slippage;
- Existing views on the issues may lead to a “silo” approach to the project;
- Limited buy-in to the strategy, due to a lack of widespread understanding of the gender context for the VAW agenda;
- Limited resources and personnel available for the development and implementation of the strategy;
- Competing priorities between all of the strands of VAW work, being rationalised and co-ordinated, under this strategy.

9. HOW WE WILL MEASURE PROGRESS AND SUCCESS

9.1 Currently the only indicator related to VAW is for hate crimes, covering domestic violence, racially and religiously aggravated crimes, homophobic crimes and disability aggravated crimes. There is a target for 2007-08 of 72% successful outcomes for all hate crimes, with a specific target of 70% successful outcomes for domestic violence cases.

9.2 Monitoring VAW crimes, set targets and address any data gaps

- **Indicator, flagging and targets** – to explore the feasibility of developing a VAW indicator for successful outcomes in Area Performance Review for 2008; with flags and sub targets for the range of VAW strands and address how this would fit with the current Hate Crime Indicator. This would be a public service outcome focused target in line with the Capability Review recommendations;
- **Monitoring** – to record and monitor rape, sexual assaults, child abuse, forced marriage, so-called honour crimes in 2007-08; to draw up proposals for monitoring of all VAW strands from 2008;
- **Analysis** – Evaluation of monitored data with further analysis by defendant and victim profile; cross-analysis with other crimes, especially hate crimes;
- **VAW Report:** In 2008-09 a VAW performance report will be produced, linked to a new Hate Crime Report, based on 2007-08 data;
- **Scrutiny panels:** Consideration of how VAW will fit with the Hate Scrutiny Panels framework.

9.3 Monitoring victim safety and satisfaction

- Developing a system to measure victim's safety and satisfaction. The national WAVES survey measures the satisfaction of the majority of victims and witnesses but excludes victims of rape, sexual assaults and domestic violence because of safety issues in contacting them. In relation to rape, the CPS Rape Delivery Unit is currently linking into the Home Office Violent Crime Unit which is undertaking a feasibility study to measure the satisfaction of victims of serious sexual offences. The VAW action plans during 2008-9 will build on the Home Office experience of measuring views of victims who are currently excluded from the national WAVES survey.

9.4 Monitoring of stakeholder confidence

- Developing methods to measure views of stakeholders. Details of the monitoring of public and stakeholder confidence will be drawn up in the coming months and require more detailed discussions once the overarching plans are agreed to look at options. The Project Assurance Group involves key stakeholders and will be useful in consulting on the detailed proposals.

Do you agree with how we plan to monitor progress and success?

If not, what other monitors of progress and success would you recommend?

10. NEXT STEPS

The Governance structure is outlined in Annex C.

Project assurance group and VAW Board set up	July 2007
First Board meeting of VAW Board	July 2007
Draft VAW strategy and action plans	August 2007
Draft to Strategy, Policy and Diversity Committee	August 2007
Impact assessment	end of August 2007
First meeting of PAG	first week September 2007
Second Board meeting	September 2007
Clearance by DPP, SG and AG of draft copy for consultation	October 2007
Broader consultation on VAW report (November – January)	January 2008
PAG and Board meetings to sign off final document	February 2008
Clearance by DPP, SG and AG of final documents	March 2008
Finalisation of VAW strategy and action plans	April 2008

11. EQUALITY AND DIVERSITY IMPACT ASSESSMENT

- 11.1 An Equality and Diversity Impact Assessment (EDIA) is being undertaken identifying issues faced by different communities. National data will be used on all strands of VAW. CPS data will also be used, but currently this is only disaggregated into gender and ethnicity, available on domestic violence, rape and child abuse¹².
- 11.2 The EDIA will consist of an analysis of the above mentioned data, together with the results of the formal consultation process undertaken between November 2007 and January 2008.
- 11.3 A final EDIA will be published alongside the VAW strategy in April 2008.

Do you have any comments or views on the Equality and Diversity Impact Assessment?

¹² For April - September 2006, only gender and ethnicity data is available. From April 2007, disability and religion/belief is also being recorded and from November 2007 data on same sex relationships in domestic violence cases.

12. ACTION PLANS

- 12.1 The table in Annex D outlines the 2007-08 action plans for all strands of VAW.
- 12.2 The overarching action plans for 2008-11 are detailed in Annex E. Individual action plans for each strand of VAW will then be drawn up, with prioritisation of actions by early 2008. At this stage it is not possible to draw up and include the individual action plans for each strand. Any views on individual actions and prioritisation are welcomed during the consultation period and will inform their development. The detailed individual action plans will then be taken to the Project Assurance Group in early 2008 for consultation in the finalisation of this document. The individual action plans for each strand will address each of the sub headings in turn, e.g. best way to use specialist prosecutors; any specialist training needed for rape, prostitution, trafficking; individual targets for each strand; support services for each of the strands.

These are rolling action plans which will be updated annually. The plans in Annex E only cover 2008-9 at this stage.

We are interested in getting feedback from service users on this policy. Do you have any suggestions about how best we might do this?

Is there any part of the document you strongly disagree with? If so, please identify which paragraph and provide a brief explanation as to why you disagree.

Have you any other comments about the document?

ANNEX A

BACKGROUND AND CONTEXTS

INTERNATIONAL CONTEXT

UNITED NATIONS:

- The United Nations (UN) situated VAW within the human rights framework, back in 1993, and in 1995 the UK Government signed the Beijing Declaration and Platform for Action (BPfA) on VAW. The Convention for the Elimination of Discrimination against Women (CEDAW) and the UN article that prohibits torture have both brought VAW out of the private and into the public sphere and in doing so recognised VAW as an infringement of women's basic human rights.
- The UN has defined VAW in the following terms:

“Violence against women refers to any act of gender based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life. Violence against women shall be understood to encompass, but not be limited to the following:

(b) Physical, sexual and psychological violence occurring in the family, including battering, sexual abuse of female children in the household, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence and violence related to exploitation;

(c) Physical, sexual and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women and forced prostitution;

(d) Physical, sexual and psychological violence perpetrated or condoned by the State, wherever it occurs.”

In 2006, the UN published a summary definition of violence against women that reiterated and defined the definition above.

The UN further defined gender-based violence against women as:

“violence that is directed against a woman, because she is a woman, or violence that affects women disproportionately. It includes acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty”.

NATIONAL CONTEXT

GOVERNMENT-WIDE DELIVERY PLANS:

Currently there are a range of Government-wide Delivery/Action Plans overseen by Inter-Ministerial groups:

- National Domestic Violence Delivery Plan overseen by the Domestic Violence Inter-Ministerial group;
- Sexual Violence and Abuse Action Plan overseen by the Inter-Ministerial Group on Sexual Offending;
- UK Action Plan on Tackling Human Trafficking overseen by the Inter-Departmental Ministerial Group on Human Trafficking;
- UK Prostitution Strategy overseen by the Home Office Prostitution Review Team

SCOTTISH EXECUTIVE:

The work on violence against women is also informed by examples closer to home. The Scottish Executive has recently published a draft strategic framework on violence against women.

- The definition adopted by the Scottish Executive is similar to the UN and CoE definition but includes commercial sexual exploitation and pornography.

LEGISLATIVE CONTEXT

Violence against women is recognised as a human rights issue. The main Articles from the European Convention on Human Rights that apply are:

- Article 2 - the right to life. This is a fundamental right, enshrined and protected by the European Convention.
- Article 3 - the prohibition against torture. This right deals with the protection of individuals from inhuman or degrading treatment inflicted by another private individual.

Protection from violence against women is also found in a number of other European conventions, demonstrating the breadth of the issues. Examples of some of the other key conventions are as follows:

- Convention on Eliminating Discrimination Against Women (CEDAW);
- Convention Against Torture and other Cruel, Inhuman and Degrading Treatment or Punishment;
- Convention on the Rights of the Child;
- Convention Against Trans-national Organised Crime, including the Protocol to prevent, suppress and punish trafficking in persons, especially women and children.

The Equality Act 2006 established the Commission for Equality and Human Rights¹³ (CEHR). The Commission will have a number of duties, including monitoring the effectiveness of legislation, enforcement of the legislation as well as an investigatory function in certain circumstances. The CEHR will therefore be responsible for overseeing the implementation of the Gender Equality Duty (GED), with effect from October 2007. The GED is an important mechanism, through which violence against women can be tackled. The duty requires relevant public authorities to promote equality between men and women and to pay 'due regard' to the need to eliminate unlawful discrimination and harassment between men and women. Given the fact that violence against women is rooted in the structural inequality between men and women, the GED provides a way for public authorities to look at how they operate in order to address systemic inequalities.

RECENT LEGISLATION LINKED TO VAW

- The Domestic Violence Crime and Victims Act 2004 (DVCVA 2004) is the first dedicated piece of domestic violence legislation for 30 years. Key provisions include:
 - Making the breach of a non-molestation order a criminal offence;
 - Granting courts the power to impose restraining orders for any offence, on conviction or acquittal;
 - Introducing a new offence of 'familial homicide'.
- The legal framework for dealing with sexual offences was completely overhauled by the Sexual Offences Act 2003 (SOA 2003). The SOA 2003 widened the definitions of some offences. For example, non-consensual penile penetration of the mouth is now defined as rape. It created new offences, such as paying for sex with a child and 'voyeurism' and extended the age of 'children' from 16 to 18 for some specified offences.
- The SOA 2003 also introduced a new offence of 'trafficking people into, within and out of the country for the purposes of sexual exploitation'. The UK Government has also become a signatory to the Council of Europe Convention on Action Against Trafficking in Human Beings. The combination of the legislation and the obligations under the Convention all combine to punish perpetrators of human trafficking, whilst providing support and assistance for their victims.
- The Criminal Justice Act 2003 (CJA 2003) overhauled the hearsay provisions, the bad character rules as well as the circumstances in which a witness can refresh their memory. The CJA 2003 also provides procedural guidance for the admissibility of earlier statements and earlier inconsistent statements.

¹³ Due to go live in October 2007

- The Female Genital Mutilation Act 2003 repealed the previous Act and closed a loophole, which enabled victims to be taken out of the UK for the purposes of FGM, without any sanctions for the perpetrators. The international jurisdiction of the Act now allows for UK nationals or permanent nationals to be prosecuted for aiding & abetting, counselling or procuring the carrying out of FGM, even in countries where it is legal.

ANNEX B

EQUALITY AND DIVERSITY DATA TO INFORM IMPACT ASSESSMENT

EQUALITY AND DIVERSITY DATA

Domestic Violence

- Men defendants are responsible for 95% of domestic violence cases.
- Homicide data¹⁴ indicated that there were 76 defendants during April – September 2006-07 of which 87% were men.
- There were 2,740 harassment offences recorded¹⁵.
- Victim gender is poorly recorded¹⁶, but, where recorded, just under 90% of victims were women.
- The position by ethnicity is more complex. Home Office data shows Black and Asian suspects for all crimes are arrested more than their representation in the population as a whole. Similarly Black, Asian and Mixed Ethnicity defendants were represented in higher proportions of those charged in 2006-07 and those cases completed in April 2006-September 2006, in comparison with the population.
- However, the CPS 2006-07 charging data shows that proportionally fewer Black (57.5%) and Asian (55%) suspects were charged compared with White suspects (59.6%). There was also a higher percentage of successful outcomes with White defendants than for Black, Asian or Mixed ethnicity defendants.
- However as outlined in paragraph 5.4.2 all ethnicity data needs to be treated with caution.

Rape and Sexual Offences

- Men defendants were responsible for 99% of rape cases: 96% of sexual offences.
- For April-June 2006, 53% of men were successfully prosecuted for rape compared with 67% for other sexual offences.
- Few women were prosecuted for rape; of those prosecuted for other sexual offences, 73% pleaded guilty.
- The gender breakdown of victims¹⁷ for rape shows only 31% of cases had gender recorded, and, of those with recorded gender, 89% of victims were women.
- Ethnicity was not recorded for 12% of cases. Where it was recorded, there was a lower proportion of White offenders than in the population as a whole, and a higher proportion of Black, Asian and Mixed Ethnicity offenders. Similar to the domestic violence

¹⁴ Homicide data in CPS includes murders, attempted murders, threats or conspiracy to murder, manslaughter and causing death by aggravated vehicle taking.

¹⁵ Protection from Harassment Act cases are recorded as offences rather than by defendant so it is not possible to break down by gender or outcome.

¹⁶ Victim data can be collected on COMPASS Case Management System (CMS) or Witness Management System (WMS). Currently the recording is low. Information for WMS is mainly collected from cases in which a not guilty plea has been entered and where the Witness Care Officer is the single point of contact for the victim, therefore some DV data will not be collected. The domestic violence team is working with the Victim and Witness Care Delivery Unit to address this and develop systems that will help to improve the data collection and quality.

¹⁷ Ibid

data, there was also a higher percentage of successful outcomes with White defendants than for Black, Asian or Mixed Ethnicity defendants. However as outlined in paragraph 5.4.2 all ethnicity data needs to be treated with caution.

Child Abuse Offences

- Sexual offences: Men defendants were responsible for 98% of such offences.
- Homicides: There were 10 homicides: 8 of the 10 defendants were male and 7 were successfully prosecuted.
- Offences against the person: Men were responsible for 75% of cases. There were no differences between the genders in the outcomes of those prosecuted.
- The breakdown for victims of child abuse showed that only 31% of cases had recorded gender¹⁸ and, of these, 67% were girls.
- Ethnicity was not recorded in 9% of cases. For child sexual abuse cases, where ethnicity was recorded, there was a higher percentage of White defendants and lower percentages of Black and Asian defendants compared with the population. Successful outcome patterns were similar to those for domestic violence and rape cases. However as outlined in paragraph 5.4.2 all ethnicity data needs to be treated with caution.

Trafficking and Prostitution Offences

- Trafficking and prostitution data is currently only available from the “offences” database which is separate and distinct from the “defendant” data base which records the profile of defendants and victims as well as outcomes. There is therefore no breakdown of gender or ethnicity currently available within CPS. Limited data below has been secured from national information, mainly through Hansard.
- From Hansard, 15th January 2007, the Home Secretary responded to a question on the link between domestic violence and trafficking of women stating that Operation Pentameter – a three month national enforcement operation identified 87 potential victims of trafficking for sexual exploitation, 12 of whom were minors or children. Margaret Moran MP noted that in the Ukraine it is estimated that 50% of people who are trafficked had suffered from domestic violence.
- From Hansard, 15th June 2007, there were 182 defendants sentenced for trafficking related offences in 2005, of which 12 were linked to sexual offences, but there is no gender analysis.
- The Home Office have confirmed the above data.
- From March 2003 to June 2007, the POPPY project has had 674 referrals of women who have been or who claim they have been trafficked for sexual exploitation. Of these 145 were provided with accommodation and support, 74 received an outreach service.

¹⁸ As footnote 8

- From Home Office statistics in 2005 there were 269 men cautioned (and one woman) for kerbcrawling; 42 men cautioned for soliciting of women and 23 men soliciting of men, no females were cautioned; 629 men and 6 women were convicted for kerbcrawling; 36 men were convicted for soliciting.

Women Offender Data

- The Corston Report 2007 indicated that women with histories of violence and abuse are over-represented in the criminal justice system and can be described as victims as well as offenders. The report also indicates that relationship problems feature strongly in women's pathways to crime and many women in prison had been sexually, emotionally and physically abused.
- From the Corston Report it was noted one in three women in prison had suffered sexual abuse compared with one in ten men.
- From Hansard, December 2006, it was noted that from confidential surveys carried out in Her Majesty's Prisons nearly half of the women interviewed had experienced domestic violence, and a third sexual assault. It was also noted that this figure was similar to a survey carried out in Holloway Prison, where 36% of women disclosed experience of sexual abuse in childhood and 45% had experienced physical abuse.

Forced Marriage, So-called Honour Crimes and FGM

In June 2007, CPS pilots were set up in four CPS Areas¹⁹ to flag cases of forced marriage and so-called honour crimes. The pilots aim to improve prosecutions and support for victims and will help quantify the gender dynamics in these crimes. National data indicates that in line with all domestic abuse, the majority of defendants are men and victims are women. No cases of FGM have yet been reported to the police for prosecution.

Crimes Against the Older Person

Some "crimes against the older person" are included within the VAW strategy because of the overlap with other VAW crimes such as domestic violence. It is recognised that the main focus of these crimes is age rather than gender. However, as the majority of elderly people are women they are more likely proportionally to be victims of these crimes. The research indicates that there can be an overlap with domestic violence – for example it could be domestic violence that has continued for decades or abuse of elders by their carers that could include partners or family members. As the policy is currently being developed no CPS data is yet available.

Obscene Publications and Sexual Harassment

No data has yet been collected in relation to these issues.

¹⁹ Lancashire, London, West Midlands and West Yorkshire

ANNEX C

VAW GOVERNANCE STRUCTURES

VAW GOVERNANCE STRUCTURES

1. A VAW Team, consisting of leads from the National DV Team, Policy and the Business Development Directorate, has been set up. The Team will report to a VAW Project Assurance Group.
2. The VAW Project Assurance Group (PAG) will oversee the strategy and action plans, involving internal and external representatives across the VAW strands.
3. The PAG will report to a VAW Board, consisting of Directors of Equality and Diversity, Policy and Business Development Division.
4. The VAW Board will report to the Strategy, Policy and Diversity Committee, at CPS Board level.

ANNEX D

MAPPING OF 2007-08 ACTION PLANS

MAPPING OF 2007-08 ACTION PLANS

The table below outlines the current action plans for all strands of VAW for 2007-08.

	Domestic violence	Forced marriage/ So-called honour crimes including FGM	Rape and sexual assaults	Human trafficking	Prostitution	Crimes against the older person	Child abuse
Government wide/National Strategy	Government-wide delivery plan Domestic Violence Inter- Ministerial Group (IMG)	Within the Government-wide Domestic Violence (DV) delivery plan and DV IMG	Government-wide Sexual Violence and Abuse Action Plan Inter-Ministerial group on Sexual Offending	Government-wide action plans - UK Action Plan on Tackling Human Trafficking. Govt sign up to European Convention March 2007 Inter- Departmental Ministerial Group on Human Trafficking	Government-wide strategy - UK Prostitution Strategy	No current strategy. Key studies undertaken include: UK Study of Abuse and Neglect of Older People – <i>Prevalence Survey Report</i> June 2007; <i>No Secrets</i> , DH report	Part of the Government wide Sexual Violence and Abuse Action Plan

	Domestic violence	Forced marriage/ So-called honour crimes including FGM	Rape and sexual assaults	Human trafficking	Prostitution	Crimes against the older person	Child abuse
Legislation (2007-8)	Implementation S1 and S4 DVCVA 2004 July 2007	FM (Civil Protection) Bill autumn 2007	Awaiting publication of response to 2006 consultation on "Convicting Rapists". Creating new offence of violent pornography in Criminal Justice and Immigration bill – to be laid before Parliament in summer 2007.	Amendments in UK Borders Bill currently before Parliament	Amendments in Criminal Justice and Immigration bill – to be laid before Parliament summer 2007.	No specific 'crimes against the older person' offences but covered by range of criminal and regulatory offences. No specific new proposals.	Existing legislation – new clause in Criminal Justice and Immigration Bill on child pornography.
CPS Policy	Policy statement produced in 2005, revision due 2008	Within DV Policy. HBV/FM pilot study will inform revised policy	Policy statement was reviewed at the end of 2005. Currently no separate policy on pornography.	No separate policy statement.	No separate policy statement.	To be published by March 2008	Policy statement produced in 2006. Child friendly version December 2007

	Domestic violence	Forced marriage/ So-called honour crimes including FGM	Rape and sexual assaults	Human trafficking	Prostitution	Crimes against the older person	Child abuse
CPS Guidance	Guidance produced in 2005, revision due 2008	Within DV Guidance HBV/FM pilot will inform any specific legal guidance March 2008	Manual of Guidance to be published third quarter of 2007–08.	Guidance on prosecution and immigration issues. To be revised by last quarter 2007–08.	Guidance was issued to those prosecutors nominated to co-ordinate HT cases for Operation Pentameter. To be revised by last quarter 2007–08. Cross reference with children guidance. Street prostitution guidance May 07.	To be published by March 2008	2007 Guidance on child victims and witnesses to be published Pre-trial therapy practice guidance to be reviewed by end 2007(including guidance for vulnerable and intimidated adults)

	Domestic violence	Forced marriage/ So-called honour crimes including FGM	Rape and sexual assaults	Human trafficking	Prostitution	Crimes against the older person	Child abuse
Consultation	Quarterly External Consultation Group with members represented on Project Assurance Group	As for DV		Regular liaison with POPPY	Liaison with Westminster Prostitution Group	External consultation meetings commenced 31 May 2007 12 week public consultation on policy Oct-Dec 2007 to include targeted consultation to named contacts/experts in the field plus focus group event with older people	2007 set up external reference group; system also to involve children
Good practice	Good Practice Guidance produced 2005. Annual review of Area implementation of Good practice planned for Q3 2007-08. Bi-annual newsletter.	Pilots in 4 Areas – see specialist system	Coordinators, specialists, newsletter, seminars, conference.	Specialist prosecutors	Specialist prosecutors and unit training events held in those areas in which prostitution is a large problem in the community.		

	Domestic violence	Forced marriage/ So-called honour crimes including FGM	Rape and sexual assaults	Human trafficking	Prostitution	Crimes against the older person	Child abuse
Training	2005-8 programme for all prosecutors; 33% still to train; e-learning modules for new staff/refreshers; Development of Proactive Prosecutor Programme DV cases for 2008 training; DV Pilot of Training the Bar.	Within DV training; seminar May 07 for specialist prosecutors	Manual and CPS e-learning package to go live third quarter 2007-08. Proactive Prosecutor Programme for rape cases being developed 2008 through working group on PPP training for sexual offences. Quarterly seminars and annual rape conference. Areas to hold mutual training exchange – plans with police, the Bar, forensic examiners and other CJS partners.	Sexual offence training includes sexual offences in relation to human trafficking. One day training if needed after training gap analysis in 2007 for CPS	Sexual offence training includes sexual offences in relation to prostitution.	Implementation and training will take place in 2008-09 and will include training event/conf with L&D and Policy Directorate for prosecutors	As for rape. All training provision being reviewed for compliance with 2006 policy
Area Coordinators	DV Coordinator (DVC) per Area and CPS Direct	DVC addresses FM and so-called honour crimes	Rape Coordinator per Area	Leads in every Area	Anti social behaviour leads include prostitution		Rape coords and specialists cover child abuse.

	Domestic violence	Forced marriage/ So-called honour crimes including FGM	Rape and sexual assaults	Human trafficking	Prostitution	Crimes against the older person	Child abuse
Involvement in local Forums	95% DVCs involved in DV Forums; coordinate local action plans	As for DV	Participate in local Sexual Violence Forums.	n/a	n/a		As for rape and in Local Safeguarding Children Boards
Specialist prosecutors	For Specialist DV Courts	In 4 Areas for pilots - Specialist prosecutors attached to HBV/FM pilot project.	520 specialist rape prosecutors - review of specialists - development of minimum standards	A small number of specialist prosecutors	n/a		As with rape
Specialist systems	64 Specialist DV Courts (SDVCs) by April 2007; Review of 25 SDVCs by Dec 2007; Review of National Resource Manual. Selection of further SDVCs Q4 2007-08 to total 100 by March 2008; links with LCJBs.	Pilot flagging of FM/ so-called HC in 4 Areas June 2007-March 2008	Links to Sexual assault referral centres (SARCS); Coordinate regular case conferences and review meetings	SOCA liaison officer network	n/a	Possible 'memorandum of understanding' with Health Care Inspectorate	n/a

	Domestic violence	Forced marriage/ So-called honour crimes including FGM	Rape and sexual assaults	Human trafficking	Prostitution	Crimes against the older person	Child abuse
Support for victims	<p>HO/HMCS funding for Independent DV Advisors (IDVAs);</p> <p>Work in 2007 with WCUs to improve support;</p> <p>Code of Practice for Victims of Crime</p> <p>Prosecutor's Pledge</p> <p>Witness Care Units</p>	<p>Code of Practice for Victims of Crime</p> <p>Prosecutor's Pledge</p> <p>Witness Care Units</p>	<p>38 Independent Sexual Violence Advisors (ISVAs) funded through HO; links with LCJBs; CPS;</p> <p>Code of Practice for Victims of Crime</p> <p>Prosecutor's Pledge</p> <p>Witness Care Units</p> <p>Home Office Violent Crime Unit undertaking a feasibility study to measure the satisfaction of victims of serious sexual offences.</p>	<p>Consideration of support services like IDVAs/ ISVAS;</p> <p>Memorandum of Understanding with Poppy project;</p> <p>National Witness Mobility Scheme;</p> <p>Code of Practice for Victims of Crime</p> <p>Prosecutor's Pledge;</p> <p>Witness Care Units</p>	<p>Pilot ISVA working with prostitute victims.</p> <p>Poppy project and Children's charities e.g. NSPCC;</p> <p>Campaign May 07 re kerb crawlers;</p> <p>Code of Practice for Victims of Crime</p> <p>Prosecutor's Pledge</p> <p>Witness Care Units</p>	<p>Code of Practice for Victims of Crime</p> <p>Prosecutor's Pledge</p> <p>Witness Care Units</p> <p>Policy statement will outline what specialist support may be available for older people.</p>	<p>Code of Practice for Victims of Crime</p> <p>Prosecutor's Pledge</p> <p>Witness Care Units</p>

	Domestic violence	Forced marriage/ So-called honour crimes including FGM	Rape and sexual assaults	Human trafficking	Prostitution	Crimes against the older person	Child abuse
Performance management	Target 64% successful hate crime prosecutions exceeded in March 2007; 2006-07 average 65.2% successful. New computer data on victim retractions April 2007; on support for victims and relationships Nov 2007; Hate Crime Charging Impact Assessment Q2 2007-08; Specific DV target for 2007-08 of 70% successful outcomes by March 2008.	Flagging data will be collected by Policy research team for analysis. Pilots completed March 2008; data analysed by Q1 2008-09	Rape delivery Unit developing a monitoring scheme; check minimum standards; Monitoring rape cases, and outcomes; qualitative checking. Target to ensure compliance with stated policy and procedure is applied. CPS membership of Rape Performance Group	Government monitoring effectiveness of 2003 Act – ongoing.	Government considering effectiveness of 2003 Act.	Proposals for an 'crimes against the older person' flag on CMS and an 'age' flag for older people on CMS/WMS – under discussion	Develop by June 2007
Equality and diversity	Review of E&D issues Q1 2007-08;	FM/HC – equality issues considered in pilots	Government-wide Impact Assessment March 2007			Impact Assessment by January 2008	Impact Assessment April 2006
Employee policies	Launched January 2007; Training for HR Advisors Q1 2007-08; Sexual harassment of staff – policies	Covered by DVC policy					

ANNEX E

ACTION PLANS 2008-2011

ACTION PLANS 2008-2011

The overarching action plans are detailed below. Individual action plans for each strand of VAW will then be drawn up, with prioritisation of actions by early 2008. At this stage it is not possible to draw up and include the individual action plans for each strand. Any views on individual actions and prioritisation are welcomed during the consultation period and will inform their development. The detailed individual action plans will then be taken to the Project Assurance Group in early 2008 for consultation in the finalisation of this document. The individual action plans for each strand will address each of the sub headings in turn, e.g. best way to use specialist prosecutors; any specialist training needed for rape, prostitution, trafficking; individual targets for each strand; support services for each of the strands.

These are rolling action plans which will be updated annually. The plans outlined below only cover 2008-9 at this stage.

<p>Violence against Women action plans Covering domestic violence, forced marriage, so-called honour crimes, FGM, human trafficking, prostitution, obscene publications, sexual harassment, child abuse and crimes against the older person.</p>	<p>Completion date</p>
<p>Strategy:</p>	
<p>Set up VAW Team, Project Assurance Group and Board; First meeting of VAW Project Assurance Group (PAG) involving key agencies across VAW topics; Public consultation on VAW Strategy and Action Plans; Development of brief action plans for each strand to deliver overall action plan; Consultation on final strategy, overall and individual strand action plans at PAG and Board Strategic framework and action plans finalised.</p>	<p>July 2007 September 2007 December 2007 January 2008 February 2008 March 2008</p>
<p>Improving the effectiveness and efficiency of the CJS through bringing more offenders of VAW crimes to justice</p>	
<ul style="list-style-type: none"> • Reducing unsuccessful prosecutions of VAW crimes <ul style="list-style-type: none"> ○ Linking into mainstream work streams – Charging, CJSSS, Victim and Witness Care & Delivery, Hate Crimes and Community Engagement; 	<p>Ongoing</p>

<ul style="list-style-type: none"> ○ Developing VAW Guidance – to inform prosecutors of the links between existing policies and guidance, and gender implications; ○ Specialist prosecutors – to explore the feasibility of rationalising existing VAW specialist prosecutors and exploring future specialist needs through mapping the current specialist prosecutors and developing options to improve VAW prosecutions; ○ Training – to consider plans to link training for VAW in future, for example to develop PPP style cases. 	<p>March 2009</p> <p>March 2009</p> <p>March 2009</p>
<ul style="list-style-type: none"> ● Better coordination and rationalisation of the work across these strands <ul style="list-style-type: none"> ○ Area Coordinators – to map current coordinators across VAW strands and consider their rationalisation in the development of specific Area VAW coordinator posts; ○ Sharing good practice – through Area Coordinators, VAW Team and Project Assurance Group; ○ Increase knowledge and evidence base of service. ○ Quarterly or bi-annual meeting of Area VAW Coordinators. 	<p>December 2008</p> <p>Ongoing</p> <p>Ongoing</p> <p>Summer 2009</p>
<ul style="list-style-type: none"> ● Monitoring VAW crimes, set targets and address any data gaps <ul style="list-style-type: none"> ○ Indicator, flagging and targets – to explore the feasibility of developing a VAW indicator for successful outcomes in Area Performance Review for 2008; with flags and sub targets for the range of VAW strands and address how this would fit with the current Hate Crime Indicator; ○ Monitoring – to record and monitor rape, sexual assaults, child abuse, forced marriage, so-called honour crimes in 2007-08; to draw up proposals for monitoring of all VAW strands from 2008; ○ Analysis – Evaluation of monitored data with further analysis by defendant and victim profile; cross-analysis with other crimes, especially hate crimes; ○ VAW Report: In 2008-09 a VAW performance report will be produced , linked to a new Hate Crime Report , based on 2007-08 data; 	<p>March 2008</p> <p>March 2008</p> <p>March 2009</p> <p>Summer/Autumn 2008</p>

<ul style="list-style-type: none"> ○ Scrutiny panels: Consideration of how VAW will fit with the Hate Scrutiny Panels framework. 	March 2009
Improving public and stakeholder confidence	
<ul style="list-style-type: none"> ● Involving community and stakeholder representatives in the VAW Project Assurance Group; ● Linking across government, specifically with the Office for Criminal Justice Reform, Home Office, ACPO and Ministry of Justice to address public and stakeholder confidence; ● Developing community engagement and consultation at national and Area levels; ● Working with local Criminal Justice Boards at an Area level; ● Working in multi-agency partnerships and local forums to address the gender implications in these crimes; VAW coordinator to attend all local forums and report back into management teams at an Area level ● Working with specialist support agencies and Witness Care Units providing support for the victims of these crimes; ● Developing methods to measure views of stakeholders; 	<p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p> <p>March 2009</p> <p>March 2009</p>
Improving victim safety and satisfaction	
<ul style="list-style-type: none"> ● Providing and improving appropriate support for VAW victims and witnesses through the specialist VAW sector; ● Working across government on the further expansion of IDVAs, ISVAs and consideration of specialist support for all VAW crimes; ● Considering systems for WCUs to support victims of VAW and ensuring monitoring of outcomes ● Selecting further SDVCs; ● Considering SDVC options to deal with range of VAW cases including cases dealt 	<p>March 2009</p> <p>March 2009</p> <p>March 2009</p> <p>March 2008</p> <p>March 2009</p>

<p>with at the Crown Court</p> <ul style="list-style-type: none"> • Involving a range of agencies to advise on the work programme; • Developing a system to measure victim’s satisfaction, safety and/or access to support; • Addressing any implications for staff policies and practice. Consideration of briefing for HR advisors on dealing with any VAW issues in relation to staff. 	<p>Ongoing March 2009</p> <p>March 2009</p>
<p>Improving our understanding of the equality and diversity issues within VAW crimes and addressing any disproportionality</p>	
<ul style="list-style-type: none"> • Identifying the issues faced by a range of communities; • Consulting and engaging with support agencies working with victims of these crimes providing specialist support appropriate by gender, ethnicity and other diversity profiles; • Monitoring VAW strands by gender, ethnicity, disability religion/belief and where possible sexuality; from 2008 to include age. 	<p>Ongoing Ongoing</p> <p>Ongoing</p>