

Grants Committee

Thematic Review: Perpetrators

Item 6

Report by:	Katy Makepeace-Gray Catherine Dunn	Job title:	Principal Programme Manager Principal Policy and Project Officer
Date:	21 March 2018		
Contact Officer:	Katy Makepeace-Gray		
Telephone:	020 7934 9800	Email:	katy.makepeace-gray@londoncouncils.gov.uk

Summary

In February 2017 Grants Committee members agreed to a revised commissioning performance management framework to manage the London Councils 2017-21 Grants Programme. To enable the Grants Committee to examine issues that affect a number of the London Councils priorities the framework includes thematic reviews as part of the reporting timetable.

This report is the second of these thematic reviews and focuses on issues relating to perpetrators of sexual and domestic violence. The report focuses on the increased role of local authorities in this area, including activities funded through the London Councils Grants Programme. Two providers from the 2017-21 programme will deliver a presentation highlighting their role in this area.

Recommendations

The Grants Committee is asked to

- Extend a thank you to the representatives from Tender Education and Arts and Respect for providing the thematic review presentations.
- Agree to send this report to the London Councils Executive member for crime and public protection.
- Agree to share this report and the project information in the 2017-21 report on this agenda, with their local authority to ensure that officers are aware of the activities regarding perpetrators that are commissioned through the programme.
- Agree to share information on the Respect Standard (outlined in paragraphs 2.7 and 3.1 to 3.4) with their local authority and consider making the Standard a requirement (achieved/working towards) when commissioning perpetrator interventions locally.

1 Background

- 1.1 This report represents the second of the Grants Committee thematic reviews which form part of the commissioning performance management framework agreed by members of the Grants Committee at their meeting 8 February 2017. Officers proposed that the next thematic review could be focused on perpetrators of sexual and domestic violence at the last meeting of the Grants Committee (22 November 2017) and members were in agreement. The review focuses on the role that local authorities play in tackling perpetrators as well as the role that the Grants Programme plays in this area. The report is provided to members alongside a presentation by two of the London Councils Grants Programme organisations, Respect and Tender Education and Arts which provide services as set out below in section three.

2 Addressing perpetrators: a role for local authorities

- 2.1 The role of Local Authorities in addressing perpetrators of domestic and sexual violence extends beyond commissioning specialist support and programmes for survivors and perpetrators. Core local authority services across London boroughs - Children or Adult social care teams; Housing and Homelessness departments; Anti-Social Behaviour teams; schools; drug/alcohol services; MASH¹ and MARAC² - all handle situations of domestic and sexual violence on a daily basis and are key partners in the multi-agency approaches to tackling domestic and sexual violence.
- 2.2 The Mayor of London has identified Violence Against Women and Girls (VAWG) as one of his main priorities in the Police and Crime Plan for 2017-21. The Mayor published his VAWG strategy on 9 March 2018. The strategy has a focus on tackling perpetrators, outlining a robust approach to enforcement, combined with opportunities for behaviour change with a view to reducing reoffending and repeat victimisation. The strategy also focuses on the importance of encouraging positive attitudes, behaviours and relationships amongst children and young people. This approach echoes the principles of the government's national VAWG strategy for 2016-20 and the National Statement of Expectation for commissioning in local areas.

¹ MASH – Multi Agency Safeguarding Hub (developed by the police, local authorities and other agencies to co-locate safeguarding agencies and their data into a secure, research and decision making unit).

² MARAC - A Multi Agency Risk Assessment Conference (a regular, multi-agency local meeting to discuss how to help victims at high risk of murder or serious harm).

- 2.3 Developments in legislation and policing in recent years have aimed to improve enforcement responses to domestic and sexual violence offences. New criminal offences relating to ‘revenge pornography’ and coercive control have been established. Additionally, the roll out of Clare’s Law³ and Domestic Violence Protection Notices/Orders have increased the tools available to the police in tackling perpetrators, although there is evidence to suggest that these are not being used widely enough by the Met⁴.
- 2.4 Draft legislation on the Domestic Abuse and Violence Bill has been now released for consultation and proposes a range of measures, including those targeted at perpetrators. One core measure on perpetrators is a new civil order - ‘Domestic Abuse Protection Order’. It would bring together existing civil orders and enable courts to impose a wider range of conditions on perpetrators, including both prohibitive measures and positive requirements (e.g. non-contact with the victim, drug and alcohol abstention/treatment; attendance of perpetrator programmes; notification requirements to police). It is proposed that electronic monitoring could play a role in this. Additional criminal justice measures against perpetrators include: aggravated factors for sentencing where a child is involved, strengthening the coercive control offence; conditional cautions and improved management of serial offenders. The government also proposes to establish a Domestic Abuse and Violence Commissioner, which will have a role in overseeing and monitoring provision of domestic abuse services in England and Wales. The draft legislation is out for consultation until 31st May 2018.
- 2.5 Effective interventions around domestic and sexual violence hinge on robust multi-agency responses for both survivors and perpetrators and local authorities have an important role to play here. Existing powers can be used proactively by local authorities and housing providers to take action against perpetrators; London Councils Grants Programme funds Standing Together Against Domestic Violence to deliver the Domestic Abuse Housing Alliance (DAHA) project to share and develop best practice for London around housing and domestic violence. A joint inspection report by Ofsted, the Care Quality Commission, HMICFRS⁵ and HMIP⁶ into multi-

³ This allows police to disclose details of a person’s criminal history of domestic violence offences to their current partner, on application.

⁴ An [recent investigation by the Bureau of Investigative Journalism](#) has shown concerning variance in application of Clare’s Law by forces across England and Wales; this showed low rates of application by the Metropolitan Police.

⁵ HMICFRS - Her Majesty’s Inspectorate of Constabulary and Fire & Rescue Services

⁶ Her Majesty’s Inspectorate of Prisons

agency safeguarding responses to domestic abuse called for an increased focus on addressing perpetrator behaviour and improved understanding of coercive control.

- 2.6 Many local authorities fund specialist perpetrator interventions; Domestic Violence Prevention Programmes (DVPPs) are behaviour-change programmes for perpetrators of domestic violence. The evidence base for the effectiveness of these interventions has increased in recent years. The Mirabel Project⁷ found that engagement with perpetrator programmes showed significant reductions in abuse, particularly physical and sexual violence. It also highlighted that DVPPs offered a valuable contribution to other interventions as part of a co-ordinated community response to domestic violence.
- 2.7 The main priority of any work with perpetrators should always be the safety of the victim, and this necessitates an approach which works alongside other agencies and survivor services, particularly utilising the significant knowledge within survivor services. Achieving attitude and behaviour change is central to the success of these perpetrator intervention programmes, so it is vital that perpetrator interventions are informed by the right values and principles. Respect has led the work in this area, developing accreditation for organisations delivering intervention work, so commissioners can be confident in the quality and safety of their work, as outlined below. Continued engagement from perpetrators, however, is a critical factor in achieving behaviour and attitude change and an ongoing challenge in this area of work.
- 2.8 Recognition of the prevalence of peer-on-peer sexual and domestic violence among children and young people has increased in recent years, including the sexual exploitation of girls in a gang context. Analysis of MPS data in 2015 indicated that peer-on-peer abuse accounted for over half (55 per cent) of all child sexual exploitation cases in London⁸. Prevention work in schools, such as Tender Education and Arts outlined below, has an important role here in educating children and young people about domestic and sexual violence, including healthy relationships and consent. Effective prevention work embeds the right values and attitudes at an early age, empowering children and young people to recognise and challenge harmful behaviour and attitudes, including among their peers.

Probation (2017) [The multi-agency response to children living with domestic abuse](#)

⁷ Kelly and Westmorland (2015) [The Mirabel Project](#) - this research project investigated the extent to which perpetrator programmes reduce violence and increase safety for women and children

⁸ MOPAC (2016) [Sexual Violence Against Children and Young People: A London Needs Assessment](#)

- 2.9 In terms of the wider funding environment, funding has recently been directed toward increasing provision in tackling perpetrators and driving forward innovation in the sector. MOPAC has been successful in a joint bid with other Police Crime Committees to pilot the Drive Project, a targeted intervention aimed at high-risk prolific offenders. MPS and MOPAC have also received funding from central government to develop and test perpetrator interventions around stalking and harassment. Successful bids under the London Crime Prevention Fund include a specialist service delivered across nine London boroughs targeted at perpetrators of harmful sexual behaviour, including peer-on-peer abuse. There is an evident need for investment and innovation in this area, although it will be important that this does not come at the expense of funding vital support services for survivors.

3 Addressing Perpetrators through the London Councils Grants Programme

Respect

- 3.1 In February 2017 members of the Grants Committee awarded funding to the Ascent project, led by Women's Resource Centre, to deliver support to the sexual and domestic violence sector. The project includes work undertaken by Respect to increase the quality and understanding of perpetrator provision and male victim work in London.
- 3.2 The Respect Standard is the bench mark for the provision of safe and effective interventions with domestic violence perpetrators. The standard has been endorsed by specialist professionals and survivors, and is a requirement for funding from organisations such as MOPAC. The standard is based on years of research and is regularly updated to reflect emerging evidence on perpetrator interventions. The main aim is to increase safety and well being of survivors and therefore a key element of the standard is the focus on integrated support services for survivors alongside intervention for perpetrators, and for a multi-agency approach.
- 3.3 Respect delivers 1:1 sessions, expert led training and accredited training, a website and newsletters. Training sessions cover topics such as 'better engagement with perpetrators' and 'cross cultural working with perpetrators'. Training sessions are attended by local authority officers from children's services, adult safeguarding and housing advice departments.
- 3.4 Respect also delivers 1:1 sessions and expert led training 'working with male victims', benefiting from both academic research and the insights gained by running the Men's

Advice Line - the national free-phone helpline for men experiencing domestic violence. This training supports services to offer a gender informed approach to male victim services which compliments rather than compromises existing women's services for victims and survivors of domestic violence and abuse.

Tender Education and Arts

- 3.5 Tender Education and Arts leads a partnership of specialist providers delivering prevention work in schools and youth settings. It uses drama and the arts to enable children and young people to explore sensitive issues in a safe way. It works in schools and youth settings in every borough and has a programme of Champion Schools in which more intensive work is delivered.
- 3.6 Through supported drama activities young people can 'rehearse' situations in order to observe the impact of their choice of action. A crucial factor in preventing domestic violence is the development of empathy and through the drama activities young people see situations through the eyes of others. A key aspect of the activities is in challenging myths around sexual and domestic violence, addressing gender stereotypes and the acceptability/condoning of sexual and domestic violence (including child sexual exploitation) and learning about healthy relationships to prevent current and future sexual and domestic violence. These activities equip young people to be able to challenge acceptability/condoning of sexual and domestic violence in their peers.

Standing Together Against Domestic Violence (STADV) – Domestic Abuse Housing Alliance (DAHA) project

- 3.7 As mentioned above the London Councils Grants Programme also provides funding to the DAHA project delivered by STADV. The project is designed to tackle the interrelated issues of sexual and domestic violence and housing/homelessness. The project delivers workshops which can lead to accreditation for local authorities and housing providers. One of the eight DAHA standards specifically focuses on perpetrators. This includes enabling the local authority/ housing provider to take legal action, where appropriate, against perpetrators; raising staff awareness on how to successfully refer to perpetrator programmes; engagement with prevention work (campaigns and resources), and; auditing domestic abuse cases to ensure these points are reflected in case notes. The project has worked with Respect and has developed a workshop specifically informed by Respect's work and best practice.

Support to survivors

- 3.8 Outlined above are projects focused on addressing perpetrators through prevention, improved responses from local authorities and housing providers and increased quality of perpetrator programmes. In addition to these activities the Grants Programme funds projects to support survivors, such as advice, advocacy and counselling support through projects such as those delivered by the Ascent Partnerships, SignHealth, and GALOP. Support for survivors plays a crucial role in addressing perpetrators, by helping a survivor to understand their rights and options and supporting them to navigate complex statutory processes - such as police, housing, social services, criminal justice system, family courts and immigration.

4 Next steps

- 4.1 London Councils will circulate a Members' briefing following the publication of the VAWG strategy, including comment and analysis on proposals relating to perpetrators. Members are asked to agree for officers to send the report to Cllr Lib Peck, executive member for crime and public protection. Members are also asked to share information on the projects outlined in the report with their local authority. The report outlines the importance of safe and effective interventions informed by the right values and principles and members are asked to share information on the Respect Standard (outlined in paragraphs 2.7 and 3.1 to 3.4) with their local authority and to consider including the Standard (achieved or working towards) as a requirement when commissioning perpetrator interventions locally.

Recommendations

The Grants Committee is asked to

- Extend a thank you to the representatives from Tender Education and Arts and Respect for providing the thematic review presentations.
 - Agree to send this report to the London Councils Executive member for crime and public protection.
 - Agree to share this report and the project information in the 2017-21 report on this agenda, with their local authority to ensure that officers are aware of the activities regarding perpetrators that are commissioned through the programme.
 - Agree to share information on the Respect Standard (outlined in paragraphs 2.7 and 3.1 to 3.4) with their local authority and consider making the Standard a requirement (achieved/working towards) when commissioning perpetrator interventions locally.
-

Financial Implications for London Councils

Funding for commissions was agreed at the meeting of the Grants Committee in February 2017, within the budget envelope agreed at London Councils Leaders' Committee in November 2016.

Legal Implications for London Councils

None

Equalities Implications for London Councils

London Councils' funded services provide support to people within all the protected characteristics (Equality Act 2010), and in particular targets groups highlighted as particularly hard to reach or more affected by the issues being tackled. Funded organisations are also required to submit equalities monitoring data, which can be collated across the grants scheme to provide data on the take up of services and gaps in provision to be addressed. The grants team reviews this annually.

Background Documents

London Councils Grants Programme 2017-21, Item 4, London Councils Grants Committee, 8 February 2017

Commissioning Performance Management Framework 2017-21, Item 5 London Councils Grants Committee, 8 February 2017