

**Good practice guidance for the
Welsh Public Service on working with
adult perpetrators of Violence Against
Women, Domestic Abuse and Sexual
Violence**

2018

Table of Contents

1. Introduction	1
2. The language used within the guidance	2
3. Aims	3
4. Executive Summary	4
5. What is domestic abuse?	6
6. Who are perpetrators of domestic abuse?	7
7. Why is work with perpetrators necessary?	9
8. Practice considerations to be made when working with perpetrators of domestic abuse	11
9. The Welsh public service as a referring agency	15
9.a Community based perpetrator programmes	15
9.b Criminal Justice options	17
9.c Statutory Perpetrator Programmes	20
9.d Services which may not be appropriate referral options.....	20
10. The Welsh public service role in multi-agency partnerships related to domestic abuse	23
11. The Welsh Public Service role in relation to risk identification, assessment and mitigation	26
11.a The Priority Perpetrator Identification Tool	28
12. Internal considerations for public services	31
12.a Workplace culture.....	31
12.b Education, training and information giving.....	31
12.c Policy	32
Appendix 1: Definitions	34

1. Introduction

- 1.1 This guidance fulfils one of the requirements of the Violence Against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015. These guidelines were created by Forensic Psychological Services, HMPPS in Wales. Consultation took place with the National Public Protection and Approved Premises team and North Wales Regional violence against women, domestic abuse and sexual violence (VAWDASV) leads, in addition to seeking the views of the North Wales VAWDASV strategic board, which comprises a variety of public and third sector agencies, many of which are a branch of national services. Some of those consulted had working knowledge of VAWDASV concerns in Mid-Wales. Although South Wales VAWDASV services were not individually consulted for this document, Forensic Psychological Services, HMPPS in Wales are a national service and support provision across Wales, thus ensuring knowledge of VAWDASV in South Wales was incorporated.

2. The language used within the guidance

Domestic abuse

- 2.1 The Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015 (“the Act”) acknowledges a variety of forms of violence and abuse which evidence shows is disproportionately experienced by women; these include Female Genital Mutilation, forced marriage, domestic abuse and sexual violence.
- 2.2 Whilst the focus of the Act is broad, this good practice guidance relates specifically to domestic abuse. The guidance acknowledges the disproportionate impact of domestic abuse on women but is inclusive of all potential victims.
- 2.3 This approach reflects the enhanced (although still small) evidence base related to this particular area of practice and acknowledges that interventions with those who perpetrate some forms of sexual abuse and other forms of violence against women (or other victims) require different and, in most cases, very specialist forms of intervention.
- 2.4 Any references in this guidance to “violence against women, domestic abuse and sexual violence” includes all forms of gender based violence, domestic abuse and sexual violence as defined in section 24 of the Act.

References to gender

- 2.5 Whilst the Welsh Government recognises that women and girls are disproportionately affected by domestic abuse, it also recognises that abuse can occur within the LGBTQ+ community and by female perpetrators against male victims. In order to ensure that public services are aware of and able to support all genders of perpetrator, this guidance is written in a gender neutral manner.
- 2.6 Currently almost all interventions aimed at perpetrators of domestic abuse are aimed at male perpetrators who have female partners. The Welsh Government understands that interventions aimed at women who perpetrate domestic abuse are still in the early stages of development in the UK. Where further information becomes available, this will be reflected in this guidance.

References to victims

- 2.7 The term survivor is generally used to refer to an individual who is no longer within the abusive relationship and these guidelines generally refer to active abusive situations. As a result, throughout this document, people who have been subject to domestic abuse are referred to as victims rather than survivors.

3. Aims

- 3.1 This document aims to provide public services in Wales with the necessary knowledge to enable them to support the VAWDASV agenda's work with perpetrators.
- 3.2 It aims to:
- Provide guidance and understanding of the risk and need profile of VAWDASV perpetrators in Wales
 - Develop a clear understanding of why work with VAWDASV perpetrators is necessary
 - Identify potential issues relating to working with VAWDASV Perpetrators
 - Signpost referral options across Wales
 - Highlight the importance of information sharing between agencies
 - Highlight the importance of considering domestic abuse within staffing groups

4. Executive Summary

- 4.1 Great strides have been made over the past decades to improve the way we work with those affected by violence against women, domestic abuse and sexual violence. Multi agency working is commonplace, a strong, professionalised specialist third sector exists and the Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015 places a strategic focus on the issues which will embed good practice. In 2016 the Welsh Government produced a national strategy on VAWDASV¹. One of the objectives of the strategy included the development of these guidelines.
- 4.2 Much of this progress has focussed on changing practice and creating services to protect the safety and wellbeing of victims of violence against women, domestic abuse and sexual violence, for example standardising the quality of refuge provision and creating specialist victims workers. In addition a National training Framework has been established and Ask and Act training is being rolled out to help professionals support victims. Such practice is welcomed and must continue. The safety of victims of such violence and abuse is central to a successful co-ordinated community response and all interventions must place the victim, their views and their safety at the centre of the process
- 4.3 A focus on victims and victim services alone can only go so far. It is the person using abuse, the perpetrator, rather than the victim, who poses the danger and therefore a sole focus on victims does not effectively tackle the problem.
- 4.4 The guidance should be read and used by those with strategic and operational responsibility for policy and services which address violence against women, domestic abuse and sexual violence within their organisations and those with responsibility for delivering and managing front line services who may come into contact with perpetrators as service users or employees.
- 4.5 The guidance is issued under section 60 of the Government of Wales Act 2006 to assist the Welsh public service to work effectively with perpetrators of domestic abuse.
- 4.6 The guidance references useful methods of working and good practice for those working with adults who use violence and abuse towards partners, ex-partners or family members. It emphasises the importance

¹ Welsh Government (2016) *National Strategy on Violence Against Women, Domestic Abuse and Sexual Violence – 2016-2021*. Crown Copyright.

of leadership, reinforced through strong management and resulting in effective practice. It is important to note that although this guidance considers domestic abuse perpetrated by adults generally, the majority of the evidence base in this area focusses on abuse between intimate partners.

- 4.7 This document provides practical guidance, tailored to sectors within the Welsh public sector on the activities which can be undertaken within each organisation to more effectively address those who use abusive behaviour towards partners, ex-partners and family members.

5. What is domestic abuse?

- 5.1 The Act defines domestic abuse as abuse between people who have an association. Domestic abuse may therefore occur between intimate partners or ex-partners, parents and children (in either direction), siblings or other family members. The act defines abuse as a physical, sexual, emotional or financial abuse.
- 5.2 Domestic abuse can have both primary and secondary victims, in addition to primary and proxy perpetrators. Primary victims and perpetrators are the two people who have the association. Secondary victims are people who are on the receiving end of abuse as a result of the abusive relationship. This may be a person the perpetrator believes to be interested in, or having an affair with the victim; a family member or friend the perpetrator believes to be interfering in the relationship; a bystander who intervenes in an argument; or a co-worker who prevents the perpetrator accessing the victim; children who are used to access the victim. Proxy perpetrators are others whom the perpetrator has used to continue the abuse, for example friends of the perpetrator who threaten the victim or their family.
- 5.3 Domestic abuse can take many forms, both subtle and obvious. Physical and sexual abuse are the types most easily recognised as abuse. More subtle forms of abuse can be just as damaging to a victim and include (but are not limited to); psychological abuse such as calling the victim names, making victims think they are to blame, threatening to kill themselves; using intimidation and threats; financial abuse such. preventing the victim from working, or restricting access to money); coercive control (a continuing pattern of abuse that is used to harm, punish or frighten the victim); stalking and harassment; isolating victims from family and friends; controlling victims' day to day actions (for example, keeping tabs on their whereabouts, checking receipts, insisting they are home to answer a landline); or use of children (for example via contact visits; getting children to report back about the victim; manipulating children's view of the victim; direct abuse to the children; threatening to take the children away).
- 5.4 Other gender based violence as defined by the Act includes: female genital mutilation: violence, threats or harassment due to values, beliefs or customs relating to gender or sexual orientation (including so called 'honour based' violence); and forced marriage. These are specific subsections of violence against women which require specialist consideration and are outside of the scope of these guidelines.

6. Who are perpetrators of domestic abuse?

- 6.1 Research tells us that motivations for and causes of domestic abuse are varied. Adverse Childhood Experiences (ACEs), such as growing up in a household where domestic abuse is present, has been found to be related to being a perpetrator as an adult². This can be due to heightened stress throughout developmental periods causing neurological deficits in terms of emotional management and problem processing, development of attitudes that support abuse within relationships, lack of awareness of healthy relationships, increased substance misuse and mental health problems, insecure attachment styles and difficulties coping with their experience of trauma³.
- 6.2 Domestic abuse can also be linked to the misuse of power and control⁴ by one person over another, a result of personality disorder⁵, sexual jealousy⁶, difficulties communicating effectively⁷ and a response to trauma (e.g. ex-armed forces personnel⁸).
- 6.3 The separation between perpetrators and victims of domestic abuse is not always clear cut, for example, a victim may use violence as a form of self-defence, or both partners may use abusive behaviours (mutual abuse)⁹.
- 6.4 No age limit is applied to the Act definition of abuse and it therefore relates to adults and children. There are a number of other forms of domestic abuse relating to children to consider.

Adolescent to parent abuse

- 6.5 Adolescent to parent abuse describes violence and abuse from an adolescent towards a parent. The abuse often involves a pattern of aggressive, abusive and violent acts across a prolonged period of time. This pattern of behaviour creates an environment where parents live in fear of their child and often curtail their own behaviour in order to avoid

² e.g. Roberts AL, McLaughlin KA, Conron KJ, Koenen KC. (2011) Adulthood stressors, history of childhood adversity, and risk of perpetration of intimate partner violence. *American journal of preventive medicine*. 40(2):128–38.

³ Bancroft, L., Silverman, J.G. & Ritchie, D. (2012). The batterer as a parent: Addressing the impact of domestic violence on family dynamics. Sage Publications Inc. <http://dx.doi.org/10.4135/9781452240480>

⁴ e.g. Dutton, D.G. (1995). *The Domestic Assault of Women*. Vancouver, BC: UBC Press.

⁵ e.g. Sijtsema, J. J., Baan, L., & Bogaerts, S. (2014). Associations between dysfunctional personality traits and intimate partner violence in perpetrators and victims. *Journal of Interpersonal Violence*, 29(13), 2418-2438. 10.1177/0886260513520228

⁶ e.g. Gilchrist, E.A., Johnson, R., Takriti, R., Weston, S., Kebbell, M., & Beech, A.R. (2003). Domestic violence offenders: Characteristics and offending related needs. *Home Office Research Findings 217*. London: Home Office.

⁷ e.g. Feldman, C.M., & Ridley, C.A. (2000). Role of conflict-based communication responses and outcomes in male domestic violence towards female partners. *Journal of Social and Personal Relationships*, 17, 552 – 563.

⁸ e.g. Finley, E.P., Baker, M., Pugh, M.J. & Peterson, A. (2010) Patterns and Perceptions of Intimate Partner Violence Committed by Returning Veterans with Post-Traumatic Stress Disorder. *Journal of Family Violence*, 25, 737- 743.

DOI 10.1007/s10896-010-9331-7

⁹ Johnson, M.P. (2008). *A typology of domestic violence: Intimate terrorism, violent resistance and situational couple violence*. Northeastern University Press, Lebanon.

conflict, contain or minimise violence.¹⁰ The Welsh Government contributed to the Home Office Information Guide on Adolescent to Parent Violence and Abuse (2015) which can be referred to for guidance.

Young people in abusive relationships

- 6.6 A substantial number of young people will experience some form of violence in their own relationships. The March 2015 British Crime Survey found that one in six young women between the ages of 16 and 19 reported some form of partner violence in the last 12 months. Those young women who are under 18 are legally defined as children and fall within the support, care and protection that are provided by local authorities under the Children Act 1989. The same is true of young people who are using abusive behaviour towards them. The relationships involving these young people, however, are likely to be “adult” in nature – intimate, possibly involving children and living with their partner. Moreover, research suggests the severity and escalation of the abuse will be severe.¹¹
- 6.7 The options explored in this guidance generally relate to perpetrators who are over 18. Although some of this guidance will be useful for working with younger perpetrators, advice should be sought from appropriate youth services to ensure appropriate safeguarding is in place.
- 6.8 Practitioners may find it helpful to refer to the Social Services and Well-being (Wales) Act (2014) for further guidance on how to support children, young people and adults who need care and support.

¹⁰ Information guide: adolescent to parent violence and abuse (APVA) Home Office (2015)

¹¹ Safe Younger Lives: Young People and Domestic Abuse <http://www.safelives.org.uk/knowledge-hub/spotlights/spotlight-3-young-people-and-domestic-abuse>

7. Why is work with perpetrators necessary?

- 7.1 There is growing recognition that, in tackling domestic abuse, both victims and perpetrators must be engaged and offered effective services to affect the symptoms, impacts and cause of the issue.
- 7.2 Whilst still an area of developing practice, there is a well-established suite of services aimed at victims of domestic abuse and a strong evidence base related to the effectiveness of these services is developing. Such services are generally well used by public services and generally available nationwide.
- 7.3 Work in relation to engaging perpetrators of domestic abuse is less well developed. The better-established models of work are discussed later in this guidance but in general, there is limited provision available across Wales and many projects are in their infancy in terms of evidence and availability.
- 7.4 Whilst the development of specialist interventions aimed at perpetrators of domestic abuse is an area of interest to the Welsh Government, it is also clear that the Welsh public service has a crucial role to play in relation to engagement of perpetrators of domestic abuse, risk assessment and mitigation and referral work.
- 7.5 The Welsh public service role is crucial because:
- **you are already working with perpetrators of domestic abuse:** most perpetrators of domestic abuse are not involved with the Criminal Justice System. Even where they have been convicted and imprisoned they are likely, at some point, to return to live in their community. They will often live with their family. In doing so they will use public services and in many cases, their abusive behaviour will influence this engagement. The prevalence of domestic abuse across Wales means that public service staffing groups will include both victims and perpetrators.
 - **domestic abuse is a child protection issue:** most perpetrators have ongoing contact with their children, even if the relationship between the parents has ended. Domestic abuse is linked to direct child abuse and poses a significant risk when considering contact arrangements.¹² The link between ACEs and perpetration of future domestic abuse is clear, as is the link between ACEs and ongoing health and social needs¹³. Minimising ACEs for today's children should be a focus of all public services in order to reduce future health and social difficulties, in addition to breaking the cycle of

¹² CAADA (2014) In plain sight: Effective help for children exposed to domestic abuse.

¹³ Public Health Wales <http://www.wales.nhs.uk/sitesplus/888/page/88504>

abuse. This supports the Well-being of Future Generations (Wales) Act and the Prosperity for All strategy.

- **support for perpetrators of domestic abuse is often requested by victims:** Whilst victim's expectations of perpetrator programmes can be unrealistic, it may be something they want to try before they consider taking any other action. One of the main reasons victims give for staying is that their partner has promised to change.
- **most perpetrators will move onto other relationships, potentially creating new victims:** The perpetrator of domestic abuse is always the source and cause of the abuse. They will not change their behaviour because they are in a new relationship and are likely to go on using abusive behaviour and therefore cause further impact to the Welsh public service.
- **perpetrators may be in multiple relationships:** Although public services may only be aware of one relationship, perpetrators may be in multiple relationships, therefore the potential scope and impact of their abusive behaviour may be more widespread than is immediately obvious.
- **domestic abuse costs the public service:** The cost of domestic abuse in Wales is estimated to be £303.5 million annually - £202.6m for service costs and £100.9m in lost economic input.¹⁴ These costs are borne by social care, health and criminal justice services.
- **domestic abuse is your business:** We all have a role to play in creating a culture across Wales which does not tolerate domestic abuse. Educating perpetrators about the consequences of their actions, holding them accountable and assisting them to seek help in changing their behaviour are vitally important strategies to prevent further abuse.

7.6 It is therefore important that staff in the Welsh public service are also aware of their own role in relation to working with perpetrators of domestic abuse. Whilst detailed and intense work with perpetrators of domestic abuse is a specialist area of practice, there are small things that public services can do as part of their own roles. This guidance explores key themes associated with such work and provides practice points aimed at public service staff.

¹⁴ Walby, Sylvia. The Cost of Domestic Violence: Update 2009

8. Practice considerations to be made when working with perpetrators of domestic abuse

- 8.1 Many elements of the Welsh public service work with families. Where domestic abuse is disclosed or suspected, the focus on the family must continue, however those professionals working with families where domestic abuse is an issue must be aware of the risks and practice issues associated with such work and ensure action, scrutiny and practice is in place to mitigate such risk.
- 8.2 The following section outlines some of the core practice considerations to be made when working with perpetrators of domestic abuse or with families where domestic abuse is a known or suspected issue.

Capacity and separate working

- 8.3 Where a public service is working with a whole family it is important that in relation to domestic abuse, victims and perpetrators are worked with separately.
- 8.4 In such cases the work with both victims and perpetrators to reduce harm will need to be given sufficient priority within practitioners' caseloads. In many cases it will require the appointment of a second practitioner to work with the family to ensure needs of both adults are recognised and the risk of collusion (see section 8.16-18) is mitigated. Both practitioners will need to liaise closely to maintain professional objectivity and safeguard any children or vulnerable adults.
- 8.5 In any interaction where both victim and perpetrator are present, staff will need to be very careful to avoid increasing the risk to the victim, disclosing information that has been shared in confidence or assuming that the partners are on an equal footing in relation to family decision making and routine. Care must be taken not to consider the roles of victim and perpetrator to be entirely separate (for example, not considering unhelpful behaviours of victims or helpful behaviours of perpetrators).
- 8.6 Where the victim of the abuse also uses the organisation's services and the relationship remains ongoing, any organised contact sessions should be conducted separately.
- 8.7 Where the victim of the abuse also uses the organisation's services and the relationship has terminated, appointments should be arranged so as to minimise the risk of contact between perpetrator and victim.

Safeguarding processes and domestic abuse

- 8.8 Capacity and separate working is likely to arise as an operational issue when Child Protection Case Conferences or Multi-agency Safeguarding

strategy meetings (for both adults and children) are held. The meeting Chair, in consultation with relevant professionals, should assess the risks carefully in relation to the participation of the perpetrator.

- 8.9 This risk assessment should consider not only issues of safety at the meeting itself but any travel arrangements before and after, as well as the contents and addresses (including schools) on the minutes of the meeting which may pose a risk if disclosed.
- 8.10 The same careful approach to disclosure of information should be adopted with the records of all meetings.
- 8.11 Public service managers with safeguarding responsibility for children will need to be made aware of information pertinent to their role. They should be responsible for disseminating this information to frontline staff and overseeing the implementation of any required risk management activity.
- 8.12 Even where professionals only work with children and have limited contact with adults, they should be made aware when there is a risk that a perpetrator will remove that child from the service (for example; a school) in contravention of either a Child Protection Agreement or Criminal Justice related restrictions.

Professional safety

- 8.13 Perpetrators of domestic abuse can pose a risk to those outside of their family and this can include the professionals they work with. Care must be taken to assess any potential risks to professionals who are involved in providing services to a family where domestic abuse is an issue. This includes support services offered to a victim or child.

Home visits

- 8.14 Thorough risk assessment should be completed prior to a home visit where domestic abuse is an issue.
- 8.15 Where a risk assessment does not raise any concerns, it should generally be the case that home visits are not completed by a lone professional and that, where necessary, the assistance of the police or other partners is sourced. Professionals should speak with their manager and refer to their own agency's guidance for staff safety.

Collusion

- 8.16 Many perpetrators of domestic abuse have the capacity to be manipulative. When working with perpetrators, practitioners will need to be careful to avoid using language that colludes with the perpetrators' abuse or to buy in to their version of events without clarifying details with partner agencies.

- 8.17 Practitioners will need to be able to make a clear distinction between perpetrators' co-operation and engagement with the service provided and their capacity for causing harm. Domestic abuse perpetrators are often capable and compliant individuals who would not ordinarily give an agency a cause for concern.
- 8.18 It is also important that practitioners are mindful of the importance of working with victim complexity. Victims of domestic abuse are not always easy to engage, compliant or passive. Practitioners should not infer a reduction in risk on this basis¹⁵. In fact where both partners have a propensity to violence the risk to both adults and to children is increased.

Marginalised communities

- 8.19 Public services should be aware of the increased vulnerability of marginalised groups such as LGBT+, those with disabilities, those from black and minority ethnic communities and other protected characteristics. As these groups are often already subject to discrimination and disadvantage, it can be more difficult for them to seek help and/or find services that appropriately cater to their needs¹⁶. An independent translator (for example, where English is not their first language or the person uses British Sign Language) may be useful to facilitate discussions.

Recording of information

- 8.20 Clear and comprehensive logs should be kept of all interactions with cases where domestic abuse is a concern. Decision logs should be maintained to evidence thought processes, for example why referrals were or were not made. Issues with record keeping have been identified as the most common theme within intimate partner homicides¹⁷.

Information sharing

- 8.21 Working with perpetrators of domestic abuse may lead to the disclosure of information which indicates a risk to another adult or child. In such cases it is important that this information is treated and shared in a manner that is appropriate and lawful in line with the General Data Protection Regulation. Staff should consult their organisational information sharing protocol and their safeguarding procedures in such cases.
- 8.22 In all cases, information linked to risk of harm posed by perpetrators should be shared with the relevant Public Protection Unit for the Police Force Area or region (for example Police Domestic Abuse Unit, MASH, MARAC).

¹⁵ Donovan, C. & Hester, M. (2010). "I Hate the Word "Victim"": An Exploration of Recognition of Domestic Violence in Same Sex Relationships 1. *Social Policy and Society*, 9(2), .279-289

¹⁶ Chavez, A.Z. & Hill, M.S. (2009). Integrating Multiple Intersecting Identities: A Multicultural Conceptualization of the Power and Control Wheel. *Women & Therapy*, 32:1–29

¹⁷ Home Office (2016). *Domestic Homicide Reviews: Key findings from Domestic Homicide Reviews*. Home Office

- 8.23 It is good practice for organisation records relating to victims and perpetrators to be updated as a matter of priority and always within 24 hours.
- 8.24 Where possible, staff working with the perpetrator and those working with the victim should be part of a 'virtual team'. The virtual team should actively share information relevant to ensure the safety of the victim and any children where it is appropriate and lawful.
- 8.25 When sharing information, it is essential that it is clearly identified as relating to domestic abuse. Domestic homicide reviews have identified that if concerns are not flagged as relating to domestic abuse, they may not be appropriately prioritised¹⁸.

Line management

- 8.26 Where staff are working with families or, specifically perpetrators of domestic abuse, line management supervision should directly include conversations around this work to review risk, consider the ongoing objectivity of the staff member and acknowledge the challenges of this work.

Managing dual or counter allegations

- 8.27 It is common for perpetrators of domestic abuse to make counter allegations of violence or abuse against the victim. Such allegations can make it difficult for the Welsh public service to allocate appropriate services, understand risk and meet the needs of all family members.
- 8.28 It is important that all allegations of domestic abuse are taken seriously and offered an effective response. In such cases it is useful to engage services both for the alleged perpetrator and the victim. In most cases the specialist services involved will do initial work with both parties separately to understand their needs. In the case of counter allegations this may include some assessment of underlying controlling behaviour to help indicate who the primary victim or perpetrator is. This is a specialist piece of work and should only be undertaken by a specialist organisation.
- 8.29 It is important to note that making false allegations is a form of abuse and where this is found to be the case, this may be evidence of ongoing abuse.

¹⁸ Home Office (2016). *Domestic Homicide Reviews: Key findings from Domestic Homicide Reviews*. Home Office

9. The Welsh public service as a referring agency

9.1 Through their contact with the public, Welsh Public Services will often find themselves in a position where they need to refer victims or perpetrators on to other services. Provision for perpetrators varies across Wales by region and is provided by HMPPS and the third sector. The following section outlines potential referral options for perpetrators, both those who are and are not involved in the criminal justice system.

9.a Community based perpetrator programmes

9.2 A small but well-developed approach to intervention with perpetrators within the community (outside of the criminal justice system) is in place, offering Domestic Violence Perpetrator Programmes (DVPPs) to those who seek help to address their own behaviour.

9.3 These programmes offer a potential referral pathway to the Welsh Public Service to offer support and address the behaviour of clients who are using abuse and violence.

9.4 Domestic Violence Perpetrator Programmes (DVPPs) are community based group work programmes that work directly with perpetrators of domestic abuse with the aim of changing their behaviour and stopping further abuse and violence. They can vary in duration, number of clients, model of work and organisational setting.

9.5 DVPPs will often also offer safety and support services to partners and, in some cases, children. Many take an advisory role to the family courts, children services, CAFCASS (Children and Family Court Advice and Support Services) and child protection conferences.

9.6 Domestic Violence Perpetrator Programmes do not aim to keep families together, or to split families up. They aim to work effectively with perpetrators in order to keep their partners and children safe. The best outcome of a perpetrators attendance at a DVPP is that all violence and abuse stops and there is no longer a risk to their partner, ex-partner, future partners or children.¹⁹

9.7 In January 2015 the London Metropolitan University and Durham University published their final report from an independent five-year research project “Mirabal”³. This examined the outcome of men’s participation in Respect’s accredited perpetrator programme. This was the first piece of research of its kind and tells us more about the impact DVPPs can have.

¹⁹ Kelly L, Westmarland N (2015) *Domestic Violence Perpetrator Programmes: Steps Towards Change. Project Mirabal Final Report*. London and Durham: London Metropolitan University and Durham University
<http://respect.uk.net/highlights-mirabal-research-findings-respect-accredited-domestic-violence-perpetrator-programmes-work/>

- 9.8 The research indicates that well run programmes:
- decrease levels of physical and sexual violence
 - decrease the level of weapon use
 - increase women’s physical safety
 - reduce the amount violence seen or heard by children²⁰
- 9.9 Amongst other things, the research measured safety and perceptions of freedom from violence and abuse for women and children.
- 9.10 The research showed:
- Sexual violence stopped
 - Use of weapons stopped
 - Far fewer women reported being physical injured by their partner, after the programme
 - The extent to which children saw and overheard violence dropped substantially.
- 9.11 The Mirabal research is not exhaustive and further, larger scale work is required to fully assess the impact of DVPPs. However, the results are promising and where local provision of this kind is available DVPPs can prove an effective referral option. This will be particularly relevant to those working with children or in social care services. It is important that referrers consider the quality of the service they refer to.
- 9.12 Within HMPPS, DVPPs are accredited by the Correctional Services Accreditation Advisory Panel, which ensures that interventions are clearly drawn from the current evidence base. HMPPS services running interventions are subject to stringent audit criteria that ensure treatment integrity is maintained and that the quality of the intervention is to a good level, which are reviewed biannually.
- 9.13 Respect offers an accreditation service which has minimum, evidence based standards for organisations who work with perpetrators. Respect also has an accreditation process which organisations can apply for. If an organisation is accredited by Respect, the DVPPs it runs are also considered to be accredited. Stringent audit criteria are in place and are used to assure that the standards are being adhered to, thus assuring quality of provision. Accreditation must be renewed every three years.
- 9.14 The Welsh Government is currently developing guidelines for minimum standards for non-accredited DVPPs.

²⁰ ibid

Establishing and managing expectations for DVPPs.

- 9.15 Whilst all relevant staff of the Welsh Public Service should give due consideration to the role community-based DVPPs can play as part of wider service provision it is important that, in doing so, they use the programmes appropriately and understand the impact and realistic outcomes associated with them.
- 9.16 Perpetrator attendance on DVPPs may offer hope to victims that their violent partner will change. This hope can be shared by organisations. Whilst DVPPs can be effective, they will not work with all perpetrators of domestic abuse and may not change all elements of abusive behaviour. For example, sexual violence may end but other controlling behaviour could remain. It is important that victims are supported to have realistic expectations and that professionals maintain a healthy scepticism about the impacts of these programmes to ensure they remain focussed on the risks involved for a family.
- 9.17 Some survivor-led organisations raise concerns that attendance at a perpetrator programme can provide perpetrators with additional opportunities to manipulate and control their partners. These forms of manipulation can include lying about attendance, using the material of the programme to criticise and control the victim's behaviour, using jargon and concepts learnt on the programme to manipulate the victim and using attendance on the programme as a way to influence other professionals' decisions such as social workers, CAFCASS officers, and courts.²¹

9.b Criminal Justice options

- 9.18 HMPPS is able to make sentencing recommendations for perpetrators who are being prosecuted. Although it will not be possible for other public service organisations to recommend or refer to any particular sentencing option, they may be able to provide useful information to help inform HMPPS recommendations.
- 9.19 A number of criminal justice initiatives now exist which offer opportunity for involvement by other public services and, as such, it is useful for Public Service staff to have an awareness of these.

WISDOM (*Wales Integrated Serious and Dangerous Offender Management*)

- 9.20 The aim of WISDOM is to reduce re-offending and the risk of serious harm via a multi-agency team comprising police, probation, forensic psychological services and other local partners working together²². WISDOM works with offenders subject to community supervision, license supervision and those who are not on statutory supervision to reduce risk. One of the primary roles of WISDOM is to effectively

²¹ Women's Aid briefing - perpetrator work in the UK, July 2007 <http://www.womensaid.org.uk/domestic-violence-articles.asp?section=00010001002200180001&itemid=1080>

²² WISDOM Operating Model, v6

manage perpetrators. The process acknowledges that victims are often still in a relationship with perpetrators and therefore all processes are focussed on the safety of everyone involved.

Domestic Violence Protection Orders

- 9.21 Domestic Violence Protection Orders (DVPOs) were introduced across England and Wales in March 2014. They are instigated and led by Police Forces, therefore Public Services would not be able to initiate them directly. If sufficient concerns are raised, it may be appropriate for services to make contact with the Police and request they explore a DVPO may be appropriate.
- 9.22 DVPOs enable the police and magistrates to take immediate action in the aftermath of an incident of domestic abuse. They are applicable even where there is not enough evidence to charge immediately and bail conditions are not an option. DVPOs should provide a far more efficient option than a civil law injunction.
- 9.23 A DVPO prevents, with immediate effect, a perpetrator from returning to a residence and from having contact with the victim for up to 28 days, allowing the victim time to consider their options and get the support they need.
- 9.24 The process;
- Following an incident of domestic abuse the police may issue a Domestic Violence Protection Notice (DVPN) to the alleged offender. This will place certain conditions on them such as stopping them from entering, and being within a certain distance of the victim's home.
 - Within 48 hours the police will apply for a DVPO through the Magistrates' Court. At court, evidence will be heard and the alleged perpetrator will be allowed the opportunity to provide evidence. The Court will decide on this evidence whether to make a DVPO. If an order is made it will last for a minimum of 14 days and a maximum of 28 days.
 - The magistrates may make a DVPO even if the victim of abuse does not agree to it. In addition, they will take into account the welfare of anyone under 18 who the police consider will be affected by the DVPO.

Case study

Aled comes to his employment support group in a clearly angry mood. He shares with the group that he had a blazing row with his partner last night and there is now a hole in his door where he punched it. The support worker contacts the local Police domestic violence contact to let them know about his concerns for the safety of Aled's partner

The Domestic Violence Disclosure Scheme ('Clare's Law')

- 9.25 The Domestic Violence Disclosure Scheme (DVDS) (also known as 'Clare's Law') also commenced in England and Wales in March 2014.
- 9.26 The DVDS gives members of the public a formal mechanism to make enquires about an individual who they are in a relationship with, or who is in a relationship with someone they know, where there is a concern that the individual may be violent towards their partner. Although this service is victim focussed, if concerns are raised due to contact with a perpetrator, the DVDS may be an appropriate course of action.
- 9.27 **Right to ask:** Members of the public can make an application for a disclosure, known as the 'right to ask', by contacting the police and requesting a 'domestic abuse disclosure'. Anybody can make an enquiry, but information will only be given to someone at risk or a professional in a position to safeguard the victim (this could well include sections of the Welsh Public Service). The scheme is for anyone in an intimate relationship regardless of gender. Partner agencies can also request disclosure is made of an offender's past history where it is believed someone is at risk of harm.
- 9.28 **Right to know:** If a potentially violent individual is identified as having convictions for violent offences, or information is held about their behaviour which reasonably leads the police and other agencies to believe they pose a risk of harm to their partner, the police will consider disclosing the information. A disclosure can be made if it is legal, proportionate and necessary to do so.

Case study

In a meeting with her employment officer, Michelle discloses that she has a new partner. The officer is aware that Michelle has previously been convicted of a serious assault against a partner, but is no longer being supervised. The officer contacts the local Police domestic violence contact and asks for the new partner to be informed of Michelle's history via 'right to ask' and 'right to know'

Practice point

- You should identify contacts within your local Police force who can be contacted if you have concerns about imminent risk
- You should have information sharing protocols with local Criminal Justice service providers to ensure there are no unnecessary delays when concerns need to be raised
- Briefings should be provided to staff to inform them of when and how to refer a case to local Criminal Justice agencies

9.c Statutory Perpetrator Programmes

- 9.29 Community Rehabilitation Companies deliver specific domestic abuse focussed programmes to perpetrators who are convicted of relevant offences.
- 9.30 The primary programme delivered across probation services in Wales is Building Better Relationships (BBR). This programme aims to reduce re-offending and promote the safety of current and future partners and children whilst working collaboratively with other agencies to manage risk.
- 9.31 The course consists of two preliminary sessions, four group work modules consisting of six sessions each and four individual sessions at the end of the course. The course is aimed at men with a current conviction related to Intimate Partner Violence (IPV) who have been assessed as presenting a moderate or greater risk of further violence, using the Spousal Assault Risk Assessment (SARA). There is also scope to refer men with no current IPV-related conviction but there needs to have been evidence of at least one episode of non-convicted IPV within the 24 months leading up to the current conviction and an assessment of high risk of further violence using the SARA.
- 9.32 The ethos behind the programme views domestic abuse as the outcome of a complex interaction of a range of risk and protective factors. It utilises a traffic light system known as stop, prepare and go. The 'stop' phase involves participants reflecting on their relationship aggression and developing insight and understanding into their behaviour patterns. The 'prepare' phase involves the acquisition and rehearsal of skills which will bring about change. And finally, the 'go' phase involves the application of the skills in the real world.
- 9.33 For those offenders not suitable for BBR, a 10 session, Rehabilitation Activity Requirement entitled Respectful Relationships is also delivered by probation staff in Wales. Whereas BBR is an accredited programme (i.e. it has received significant scrutiny in terms of the theoretical basis and evaluation), Respectful Relationships was developed locally and is a collection of resources available for use by probation staff.

9.d Services which may not be appropriate referral options.

Couples work/mediation

- 9.34 As domestic abuse often involves the misuse of power and control from one partner to another it is often not possible for both parties in an abusive relationship to represent themselves appropriately in joint sessions. Couples work can increase the risk posed to a victim if they are required to discuss the abuse whilst the perpetrator is present.
- 9.35 For any counselling to be successful the parties taking part need to be able to be open and honest about their situation. In domestic abuses

cases many victims will not feel safe to disclose the abuse as they will fear repercussions. Disclosures of abuse may occur through couples work or mediation, in which case careful consideration should be given to whether or not it is appropriate and safe for the couples work to continue. Professionals should seek peer support and supervision in making decisions on how to proceed.

A note on Anger Management interventions

9.36 Research indicates that difficulties regulating anger and hostility can contribute to domestic abuse²³. A pre-disposition for anger is thought to be related to a higher propensity to use violence²⁴. Difficulties managing anger may be the primary cause of domestic abuse in some individuals, however for many the drivers of their behaviour are more complex. For some individuals, anger management is not an issue at all and their use of violence is instrumental in nature. Anger management work may therefore be useful for helping some individuals to deal with their emotions more effectively, which in turn may reduce abusive behaviour. It is important to note however, that anger management programmes generally do not have the same focus on victim safety which is present in DVPPs.

Case study

In an IAPT session Craig discloses that he has been abusive in his relationship and is currently on probation. His IAPT worker contacts Craig's Offender Manager who tells her that Craig is currently doing BBR. The IAPT worker is put in contact with the facilitators running BBR who are able to give her some tips on how to engage Craig effectively.

Case study

At a session with his substance misuse worker Mohammed says that he is having problems in his relationship. He discloses that he has been hit his partner and that they are thinking of going to couple's counselling. The worker recommends that Mohammed looks into DVPPs before going to couples counselling so that his partner feels safe. The worker contacts local Police domestic violence contact to make them aware of the risk to Mohammed's partner

²³ e.g. Norlander, B & Eckhardt, C (2005) Anger, hostility, and male perpetrators of intimate partner violence: A Meta-analytic review. *Clinical Psychology Review*, 25, 119 – 152.

²⁴ Anderson, C.A., & Bushman, B.J. (2002). Human aggression. *Annual Review of Psychology*, 53, 27 – 51.

Practice point

- You should find out if you have a local DVPP and check that referral protocols are established between the programme and the public service organisation.
- You should seek advice from statutory agencies such as the Police and HMPPS. The individual may already be known to services, have existing monitoring and supervision arrangements or be eligible to be referred into such services. Services working with the individual may be able to provide guidance on how to support their work in addition to providing tips for managing the individual within your own remit.
- You should seek advice from Respect; a UK association for domestic violence perpetrator programmes and associated women's services behaviour which can offer expert advice to professionals working with perpetrators - *respect.uk.net*
- You should avoid initiatives which are not evidence-based or safe for victims of domestic abuse. You should seek advice from your local specialist service if you are unsure

Strategy point

- You should consider and assess local need in relation to service provision for perpetrators. Domestic Violence Perpetrator Programmes have shown a return on investment and the inclusion of a DVPP within local service provision may satisfy an un-met service need which is cost effective.

10. The Welsh public service role in multi-agency partnerships related to domestic abuse

10.1 Several multi agency fora exist in relation to domestic abuse. Whilst the focus of such partnerships vary, each has a role to play in addressing perpetrator behaviour. Engaging effectively in such fora will be important if the Welsh public service is to play its full part in addressing perpetrator behaviour.

Multi Agency Public Protection Arrangements (MAPPA)

- 10.2 Multi Agency Public Protection Arrangements (MAPPA) are designed to protect the public, including previous victims of crime, from serious harm by sexual and violent offenders. They require the local criminal justice agencies and other bodies dealing with offenders to work together in partnership in dealing with these offenders.
- 10.3 MAPPA was established under the Criminal Justice Act 2003 (“the 2003 Act”). MAPPA is not a statutory body in itself but is a mechanism through which agencies can better discharge their statutory responsibilities and protect the public in a co-ordinated manner.
- 10.4 The MAPPA is made up of several component groups; the Responsible Authority (as defined in the 2003 Act) is the primary agency for MAPPA and includes the police, prison and probation service. The Responsible Authority has a duty to ensure that the risks posed by specified sexual and violent offenders are assessed and managed appropriately.
- 10.5 Other bodies have a “duty to co-operate” with the Responsible Authority in this task. These duty to co-operate agencies are required to work with the Responsible Authority on particular aspects of an offender’s life (e.g. education, employment, housing, social care).
- 10.6 MAPPA offenders are managed at one of three levels according to the extent of agency involvement needed and the number of different agencies involved. The great majority are managed at level 1 (ordinary agency management). This involves the sharing of information but does not require multi-agency meetings. The others are managed at level 2 if an active multi-agency approach is required (MAPP meetings), and at level 3 if senior representatives of the relevant agencies with the authority to commit resources are also needed. Once offenders have been identified as MAPPA offenders, the risk they pose is assessed. This risk includes the risk of reconviction, the risk of reoffending, or the risk of serious harm.
- 10.7 Having assessed the risk that each offender poses, the MAPPA agencies will prepare a detailed and robust Risk Management Plan. The vast majority of MAPPA offenders will be managed through the ordinary management of one agency, although this will usually involve

the sharing of information with other relevant agencies. The structural basis for the discussion of MAPPA offenders who need active inter-agency management, including their risk assessment and risk management, is the MAPP meeting. Agencies who have a duty to cooperate are invited to attend for any offender in respect of whom they can provide additional support and management. The frequency of meetings depends on the level of management deemed appropriate for each offender.

- 10.8 The supervision of the work of the MAPPA is carried out by the Strategic Management Board (“SMB”) in each area. It has a range of governance-related functions, including monitoring performance, ensuring anti-discriminatory practice, measuring compliance with the MAPPA Key Performance Indicators (“KPIs”), and producing the annual MAPPA report.
- 10.9 The Criminal Justice Act 2003 also provides for an independent perspective on the work of these groups by means of lay advisers, who are members of the public. The Secretary of State has a statutory duty to appoint two lay advisers to each area.
- 10.10 MAPPA meetings should be attended by the police, National Probation Service and where appropriate a representative from HM Prison Service. Where the offender is a young person, a representative of the Youth Offending Team and Children’s Services must attend. Where the referral has come from another agency, the case manager from that agency must attend with any other colleagues who are required to assist in the risk assessment and management of the offender. Neither offenders nor their representatives are permitted to attend MAPPA meetings.

Multi Agency Risk Assessment Conference (MARAC)

- 10.11 MARACs are regular local multi agency meetings which discuss victims at high risk of murder or serious harm due to domestic abuse.
- 10.12 MARACs are not statutory but there is at least one in every Local Authority in Wales. The meeting is generally attended by domestic abuse specialists, police, probation, children’s social services, health and other relevant agencies who share relevant information held by their organisation and use this to understand the risks posed to victims and their children. Together, MARAC attendees develop an action plan for each victim, designed to offer them appropriate support and mitigate the risks involved.
- 10.13 The central focus of the MARAC is the safety of the adult victim and children; however, it is widely acknowledged that such safety can only be achieved if the behaviour of the alleged perpetrator is addressed effectively. It is therefore **essential** that the MARAC considers

information about the alleged perpetrator, and that actions are agreed within the safety plan that directly addresses the abusive behaviour.

Multi Agency Safeguarding Hub (MASH)

- 10.14 A MASH approach has been adopted in Wales to support information sharing in safeguarding for children and vulnerable people. The common purpose is to improve intelligence and facilitate an effective, timely safeguarding response through collaborative decision-making.
- 10.15 The MASH aims to provide an integrated approach where a number of agencies work together in one place, sharing information and making collaborative safeguarding decisions. The MASH model undertaken locally varies but in many cases domestic abuse forms part of the caseload.
- 10.16 The MASH team (which may include Social Services, Police, Offender Managers, Education and Housing) receive safeguarding referrals. Following receipt of these, each agency gathers and shares relevant information to enable risk assessment, decision-making and allocation to the most suitable agency.

Practice point

- Ensure your organisation is appropriately represented at all relevant multi-agency fora. These only work where all relevant agencies are represented and can offer innovative and creative ways of action planning for families affected by domestic abuse
- Local DVPPs should be appropriately represented within multi-agency partnerships. When they are not present, the lack of information from and about the perpetrator is often significant.
- Anyone who has received an indeterminate sentence is subject to a lengthy licence, which can be reactivated if their behaviour deteriorates. Raising concerns to the appropriate criminal justice service may help them have the evidence they need to put support and monitoring procedures back in place

11. The Welsh Public Service role in relation to risk identification, assessment and mitigation

- 11.1 Research has identified risk factors that are linked to increased risk of harm to victims of domestic abuse. Risk identification and assessment is a common activity related to work with victims and often involves working with victims to understand the risk posed to them by the person who is abusing them.
- 11.2 Clearly, given that it is perpetrators who pose the risk, it is important that work is completed to understand the dynamics of their behaviour in order to mitigate or remove this risk. Assessing risk of this kind is a specialist piece of work and should be undertaken either by specialist support agencies, HMPPS in Wales or in partnership with either of these agencies. In most cases these organisations use specialist tools in order to facilitate this work.
- 11.3 Specialist training should be undertaken before assessing the risk posed by perpetrators of domestic abuse or providing interventions to address abusive behaviour. Practitioners without these skills should focus their interventions on the safety of adult victims and children, seek advice from specialist services, colleagues or HMPPS in Wales and (wherever possible) signpost perpetrators to specialist services.
- 11.4 It is important, nevertheless, for all organisations working with families affected by violence against women, domestic abuse and sexual violence to ensure that any work with those who use violence and abuse against their partners or family members does not increase the risk of further abuse to victims or their children. **The safety of victims of domestic abuse must always be the primary concern of all organisations.**
- 11.5 In order to ensure this focus it is important that the Welsh public service has a basic understanding of risk linked to perpetrator behaviour and can use this within their work to enhance and improve the safety of victims of domestic abuse.
- 11.6 The following list is not intended for use as a risk identification or assessment checklist for use with perpetrators as it is not yet possible to provide such a tool. However, the following factors have been linked to increased risk of harm towards adult victims, children and other vulnerable parties, serial abuse, repeat abuse and high risk abuse. The presence of them may also place organisation staff in danger.²⁵

²⁵ Amended from guidance for MARACs on addressing the behaviour of alleged perpetrators.
<http://www.safelives.org.uk/sites/default/files/resources/Perpetrator%20guidance%20for%20MARACs%20FINAL.pdf>

- A history of **previous victims** suggests that an individual's risk factors may be quite entrenched
- **Escalation** of abusive behaviour is associated with increased risk due to the increased risk of serious harm due to increased frequency, variety or severity of abusive behaviours
- **Substance misuse**, particularly alcohol is associated with increased risk of domestic abuse. Substances can work as a disinhibitor for abusive behaviour, potentially leading to explosive or uncontrolled outbursts
- **Suicidal thoughts or threats** is linked to use of lethal violence as the person may feel that they have nothing to lose
- **Stalking or harassment** can indicate an ongoing obsession with the victim and is linked with increased severity of violence where there has previously been violence in the relationship
- **Employment or financial difficulties** can lead to frustrations being taken out on the victim and unemployment increases the amount of time a perpetrator is with a victim and therefore their opportunities to be abusive
- **Anti-social behaviour** may indicate a lack of appropriate boundaries for behaviour and a tendency for impulsive and aggressive reactions
- **A history of trauma** is linked to risk of domestic abuse as it can interfere with a perpetrators emotional development, abuse can occur in the context of PTSD and the perpetrator may fear further victimisation and use violence to protect themselves
- **Distorted thinking about domestic abuse** includes denying and minimising abuse and holding attitudes that support abusive behaviour and sexual jealousy
- **Personality disorder**, particularly anti-social, borderline and narcissistic, are associated with increased risk of domestic abuse
- **Major mental illness**, particularly depression and anxiety, are associated with increased risk of domestic abuse as they can make people more prone to making impulsive and irrational decisions to use violence
- **MAPPA/MARAC/WISDOM** involvement in a case indicates that the perpetrator has been identified as presenting a higher level of risk

- **Homelessness** can increase risk as the perpetrator may have nowhere else to go than the victim's residence. It also increases instability in their life and can lead to increased substance misuse

11.a The Priority Perpetrator Identification Tool²⁶

- 11.7 In 2013 the Integrated Offender Management (IOM) Cymru partnership commissioned research on how 'serial domestic abuse' is understood, defined and recorded by police forces, probation providers and third sector partners across Wales
- 11.8 The research aimed to:
- estimate the prevalence of serial domestic abuse
 - evaluate agency information and the overlaps (and gaps) across agencies
 - identify any distinguishing characteristics of serial domestic abuse perpetrators; and
 - provide new evidence to inform developing policy and practice in this area
- 11.9 The research concluded that the terms serial/ repeat/ high-risk are not "interchangeable or synonymous" in relation to the perpetration of domestic abuse. The research also suggested that serial perpetrators of domestic abuse differ in their individual risk profile (as assessed against the Spousal Abuse Risk Assessment (SARA) risk factors). Serial domestic abuse perpetrators are more likely than non-serial domestic abuse perpetrators to have previously assaulted a family member, stranger or acquaintance, demonstrate a recent escalation in violence and have used weapons.
- 11.10 The research recommended that serial offending be considered alongside repeat and high-risk offending behaviour in the determination of who is a priority perpetrator and that this determination should instigate a more intensive and targeted multi-agency response.
- 11.11 The research led to the inception of a project to create a Priority Perpetrator Identification Tool (PPIT), incorporating serial, repeat and high-risk offending into a single tool with input and agreement across relevant agencies (e.g., Police, Criminal Justice and Third Sector).
- 11.12 The project will support the design, testing and implementation of the Priority Perpetrator Identification Tool (PPIT) across agencies.
- 11.13 It is hoped that the PPIT will complement and draw upon other existing tools (e.g., the Domestic Abuse, Stalking and Honour Based Violence

²⁶ Robinson, A. L. and Clancy, A. (2015). *Development of the Priority Perpetrator Identification Tool (PPIT) for Domestic Abuse*. Cardiff: Cardiff University. Available at: <http://www.cardiff.ac.uk/people/view/38078-robinson-amanda>

(DASH) assessment for victims, OASys and SARA for perpetrators) so that agencies can reliably identify those individuals whose offending behaviour requires priority action. The development of this tool represents the first stage of establishing a more robust identification and referral pathway for priority domestic abuse perpetrators in Wales.

- 11.14 The PPIT is envisioned as an instrument to be used to trigger an intervention, rather than an intervention itself and aims to support the identification of a commonly recognised priority cohort of individuals.²⁷
- 11.15 In 2016 a review of the PPIT was completed²⁸, examining how it was used by practitioners and their views of the tool. The study found that there were significant differences between those identified as priority as those not considered to be priority cases. However, concerns were raised by users that the PPIT appeared to be a repetition of existing work (e.g. the DASH and the SARA) and were unclear about its purpose. A 2017 publication identified that the PPIT was proving useful in terms of increasing the attention given to DA cases (in that all cases within an area were subject to the assessment), and in directing resources for those cases considered to be priority. Due to the stage of the current pilot, it has not yet been possible to assess the impact of the PPIT on recidivism or whether it improves victim and child safety²⁹.

Case study

Jerome's housing officer becomes aware that he will soon be NFA. The officer knows that Jerome is being monitored by the MAPPA process, so speaks to the local contact to pass on the information

Case study

Llinos' children are subject to child protection measures due to her being violent towards her previous partner. Her substance misuse worker is aware that Llinos' substance misuse has got worse. The worker informs child protection to let them know that the risk Llinos poses may have increased

²⁷ Robinson, A. L. and Clancy, A. (2015). *Development of the Priority Perpetrator Identification Tool (PPIT) for Domestic Abuse*. Cardiff: Cardiff University. Available at: <http://www.cardiff.ac.uk/people/view/38078-robinson-amanda>

²⁸ Robinson, A. & Clancy, A. (2016). *All-Wales Implementation Testing of the Priority Perpetrator Identification Tool (PPIT) for Domestic Abuse*. Cardiff: Cardiff University. Available at <http://www.cardiff.ac.uk/people/view/38078-robinson-amanda>

²⁹ Robinson, A & Clancy, A. (2017). *New initiatives to tackle domestic violence using the Priority Perpetrator Identification Tool (PPIT)*. Cardiff: Cardiff University. <http://orca.cf.ac.uk/107138/1/Robinson%20%26%20Clancy%20%282017%29%20New%20PPIT%20Initiatives%20for%20Tackling%20Domestic%20Abuse.pdf>

Practice point

You should monitor and gather the following information (where available) within your own case files and share the information with relevant agencies if it is appropriate and lawful:

- Accurate, up to date personal details, including any aliases.
- Whether the person has been abusive in the past
- Any child protection concerns.
- All intimate relationships and children they have contact with.
- Offending behaviour, police markers and intelligence relevant to domestic abuse including arson, threats to kill, sexual violence, extreme levels of control, or stalking.
- Any employment, interests or activities which involve physical ability, weapons, or access to specialist detective or IT skills.
- Any vehicles, premises and IT systems the perpetrator has access to.
- Drug or alcohol misuse and/or mental ill health issues.
- Any known risks to professionals such as aggressive behaviour or drug paraphernalia in the home
- Health or wellbeing issues which affect their likelihood of further perpetrating violence and abuse.
- Other relevant information, e.g. financial difficulties, pet abuse, cultural practices, any history of fire setting or arson.

12. Internal considerations for public services

12.1 The widespread nature of domestic abuse means that in all workplaces there will be staff members who have been affected by domestic abuse, either as a victim, a perpetrator or a witness. In addition, workplaces can be a high risk location for victims of domestic abuse as the perpetrator knows where they are and is often familiar with the victim's colleagues³⁰. Public sector workplaces must therefore take responsibility for protecting their staff and supporting employees who may be concerned about their own behaviour.

12.a Workplace culture

12.2 Victims report experiencing significant difficulty in being open about their experiences of abuse or sharing concerns about their safety. While this is due to myriad factors, one contributory aspect is the culture of their social and employment circles. Cultural attitudes are often implicitly supportive of abuse, for example by supporting traditional roles, normalising jealousy or reinforcing the idea that what happens 'behind closed doors' is no-one else's business. In addition, where a perpetrator knows the victim's colleagues, the victim may fear reprisals for speaking up or not being believed.

12.3 Perpetrators may seek support from their colleagues by minimising their abusive behaviour, encouraging others to view the victim as irrational or unreasonable or seeking out others who support their abuse supportive attitudes.

12.4 Public services should ensure they develop a workplace culture where healthy relationships are understood, inappropriate attitudes towards relationships, women and abuse are challenged and both victims and perpetrators feel able to be open about their concerns. This can be achieved through education, training and information giving, and workplace policy.

12.b Education, training and information giving

12.5 Ask and Act training is being provided as part of the national training framework on a phased basis to relevant authorities (with a focus on public facing staff) to support them in recognising the signs of domestic abuse and approaching victims with their concerns. Where possible this knowledge should be cascaded to other staff.

12.6 Information regarding the different forms abuse can take should be provided to all staff to raise awareness of what is and is not healthy behaviour in relationships.

³⁰ e.g. Kropp, P. R., Hart, S. D., & Lyon, D. (2008). *Guidelines for Stalking Assessment and Management (SAM)*. Vancouver, British Columbia: ProActive ReSolutions, Inc.

- 12.7 All public-facing staff and line managers should ensure they are aware of indicators of increased risk in terms of domestic violence, as abuse can quickly escalate to life threatening levels.
- 12.8 All staff should be directed towards ACEs resources to increase awareness of the impact of ACEs and the importance of breaking the cycle. The following brief video is an excellent introduction to the topic: <http://www.wales.nhs.uk/sitesplus/888/page/91667>
- 12.9 All staff should be provided with information on how to raise concerns about both clients and colleagues.
- 12.10 Information should be easily available providing details of support services for victims and perpetrators concerned about their behaviour. This information should be available in communal areas such as staff rooms alongside other staff support information so that it can be easily, but not obviously, accessed.

12.c Policy

- 12.11 All public service employers should have a workplace policy regarding domestic abuse. Policies should provide guidance on procedures for line managers and colleagues when concerns about domestic abuse have been raised, in addition to official expectations relating to abusive behaviour.
- 12.12 The Equalities and Human Rights Council offers guidance for employers on how to support staff and develop policy³¹. The HMPPS workplace policy on domestic abuse³² may serve as a useful example of good practice.

Case study

Geraint has recently been arrested for assault against his wife. He has informed his line manager and is very ashamed of his behaviour. He is keen to get whatever help he can. Geraint's manager thanks him for being open about what has happened and relays how positive it is that he wants help. She also informs him that there may be consequences for his employment if he is convicted, but that this is something that can be looked at later. She gives Geraint contact details for staff support services and signposts support agencies that may be able to help him

³¹ <https://www.equalityhumanrights.com/en/advice-and-guidance/domestic-abuse-workplace-policies-and-managing-and-supporting-employees>

³² <https://intranet.justice.gov.uk/documents/2015/04/domestic-violence-policy-guidance.pdf>

Case study

Staff have reported that Ffion has been overheard several times shouting and swearing at her girlfriend over the phone. When she gets off the phone, Ffion talks disparagingly about her girlfriend and makes jokes about her being useless. Ffion's colleagues are uncomfortable with this behaviour, but are wary of challenging her in case she reacts badly. Ffion's manager chats with her about how things are going at home and feeds back that she has been overheard being quite aggressive over the phone. The manager listens to Ffion's concerns and offers her appropriate support. She is reminded of the domestic violence policy and encouraged to consider how her behaviour when she's on the phone and the comments she makes about her girlfriend are consistent with this policy. Her manager informs her that aggressive behaviour will not be tolerated within the office environment regardless of who she is talking to. The manager provides Ffion with information about staff support services and signposts support agencies that may be able to help her

Practice point

- You should increase awareness of domestic abuse across your service through training and communication
- Helpline information for both victims and perpetrators should be displayed within workplaces
- You should develop a domestic violence policy for your service
- The domestic violence policy should be linked to other workplace policies so that perpetration is linked to performance management and conduct
- Caution should be used when discussing potential perpetration with staff. Perpetrators may become embarrassed, aggressive or defensive and staff safety should be considered. Challenging a perpetrator directly may inadvertently increase risk to the victim and therefore should be done with caution

Appendix 1: Definitions

Abuse (as defined by the Act): Physical, sexual, psychological, emotional or financial abuse

ACEs: Adverse childhood experiences. Traumatic events that children can be exposed to while growing up, that continue to affect them into adulthood. These can include neglect and physical, verbal and sexual abuse, in addition to factors within their home environments, such as exposure to domestic violence, family breakdown, and living in a home affected by substance abuse, mental illness or criminal behaviour. ACEs can affect neurological development resulting in difficulties with emotional control. Children who experience ACEs are more likely to adopt health-harming and anti-social behaviours as an adult, with an increasing number of ACEs resulting in an increased harmful behaviours³³.

Building Better Relationships (BBR): A programme for male perpetrators of violence and abuse within (heterosexual) intimate relationships. BBR is run within prison and community delivery sites and aims to increase understanding of motivating factors in domestic violence, reduce individual risk factors linked to violence and develop pro-social relationship skills

Client: a person experiencing violence against women, domestic abuse and sexual violence. This encompasses the terms “victim”, “survivor”, “service user” and “patient”. Different partners use different words to define their relationship to the person at risk and so the guidance reflects this.

In practice, those experiencing violence against women, domestic abuse and sexual violence select the term they prefer, where a term is required. It should generally be possible to use a client’s name rather than other descriptive terms.

Coercive Control: as defined by The Serious Crime Act 2015 is a purposeful pattern of behaviour which takes place over time in order for one individual to exert power, control or coercion over another³⁴.

Collaboration: a co-ordinated interagency response via a formal structure, or fora where the primary focus is to safeguard the victim, reduce secondary victimisation and hold perpetrators to account. The forum, should:

- (a) adopt consistent, joint policies and procedures, including an agreed risk assessment and risk management and safety plan,

³³ Public Health Wales <http://www.wales.nhs.uk/sitesplus/888/page/88504>

³⁴ Home Office (2016) *Controlling or Coercive Behaviour in an Intimate or Family Relationship Statutory Guidance Framework*. Home Office

- which co-ordinates and standardises the professional interventions for all those at risk and which reduces the risk of harm;
- (b) share information to increase the safety, health and well-being of adult victims/survivors and their children;
 - (c) work to to reduce repeat victimisation;
 - (d) improve agency accountability;
 - (e) improve support, including training, for all staff involved in domestic abuse cases; and
 - (f) determine whether the alleged perpetrator poses a significant risk to any particular individual or to the general community

Domestic abuse: Abuse where the victim is or has been associated with the abuser.

A person is associated with another person for the purpose of the definition of “domestic abuse” if they fall within the definition in section 21(2) or (3) of the Act.

Domestic Violence Perpetrator Programmes (DVPPs): group work programmes which work directly with perpetrators with the aim of changing their behaviour and stopping further abuse and violence.

Gender-based Violence: (a) violence, threats of violence or harassment arising directly or indirectly from values, beliefs or customs relating to gender or sexual orientation; (b) female genital mutilation; (c) forcing a person (whether by physical force or coercion by threats or other psychological means) to enter into a religious or civil ceremony of marriage (whether or not legally binding).

Harassment: A course of conduct by a person which he or she knows or ought to know amounts to harassment of the other; and for the purpose of this definition:

- (a) a person ought to know that his or her conduct amounts to or involves harassment if a reasonable person in possession of the same information would think the course of conduct amounted to or involved harassment of another person; and
- (b) “conduct” includes speech.

HMPPS: Her Majesty’s Prison and Probation Service, which manages the risk presented by perpetrators of VAWDASV in addition to providing interventions in both custodial and community settings.

Independent Domestic Violence Adviser (IDVA): Trained specialist worker who provides short to medium-term casework support for high risk victims of domestic abuse

Local Authority: A county or county borough council.

MARAC: Multi-Agency Risk Assessment Conference

MASH: Multi-Agency Safeguarding Hub

MAPPA: Multi-Agency Public Protection Arrangements

Prosperity for All strategy: The Welsh Government's strategy for taking forward its programme for Government that aims to deliver prosperity for all by focussing on the following themes: prosperous and secure; healthy and active; ambitious and learning and united and connected.

Perpetrator: either convicted or non-convicted individuals who use violence and abuse towards partners, ex partners or family members.

Primary Perpetrator: the person who has the relationship with the victim

Proxy perpetrators: third parties who engage in abusive behaviour towards the victim on behalf of the primary perpetrator

Public Service: services provided by the government or official body delivered for the benefit of the public. This can include services delivered through the third sector, through social enterprise or through services that are contracted out.

Relevant authorities: county councils, county borough councils, Local Health Boards, fire and rescue authorities and NHS trusts.

Secondary victims: individuals who are harmed due to the abusive relationship, for example children, family members, bystanders, new partners

Sexual exploitation (as defined by the Act): something that is done to or in respect of a person which

(a) involves the commission of an offence under Part 1 of the Sexual Offences Act 2003 (c. 42), as it has an effect in England and Wales, or

(b) would involve the commission of such an offence if it were done in England and Wales;

Sexual Violence (as defined by the Act): sexual exploitation, sexual harassment, or threats of violence of a sexual nature.

The Act: The Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015.

Victim: an individual who is subject to abusive behaviour by another individual

Violence against women: The experience of gender-based violence (as defined in the Act) by women.

Well-being of Future Generations (Wales) Act 2015: This Act aims to improve the social, educational, cultural and economic well-being of Wales. It requires public bodies to give greater consideration to the long term, work together in a more joined up way and work effectively with the public.

Welsh public sector: All relevant authorities as defined by section 14 of the Act.