

Domestic Abuse

**A Strategy for Guernsey
and Alderney**

2009-2012

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The fact that it happens within the home only makes the crime worse. Home is the place where everyone should feel safest.

Foreword

This document sends a clear message from Government. Domestic violence is a crime and is not acceptable in any circumstances. Domestic violence and abuse is a serious problem. It has a devastating impact on victims and their families.

On average, every week in the Bailiwick of Guernsey, the police attend over ten domestic incidents and deal with four domestic assaults on women and men, yet we believe that most domestic-related incidents are not reported. The recent Community Safety Strategy Survey, undertaken by the Home Department suggests that there is an under-awareness of the extent of domestic abuse in Guernsey.

Domestic abuse affects people right across our community - from all walks of life, from all cultural, social and ethnic backgrounds and across all age groups. The vast majority of victims are women, but a significant number of men are also affected and abuse also occurs in same-sex relationships. It is particularly disturbing for children, who are reported as being present in the same or next room in at least 30% of incidents of domestic abuse reported to the Police.

The States of Guernsey is determined to promote a zero tolerance approach and hold perpetrators of this insidious crime to account for their abuse, whilst enabling victims and their families to have access to the support they need.

The States of Guernsey acknowledges the excellent work that has been done since 2001 by Options (the Guernsey Domestic Abuse Forum), in raising awareness about domestic abuse and violence issues, and since 1998 by Guernsey Women's Refuge and, more recently, by Guernsey Women's Aid in supporting victims. We also wish to acknowledge the positive inter-agency relationships developed over the past decade by staff in all the relevant voluntary and statutory agencies. This inter-agency approach has been of enormous benefit in raising the standard of services for victims. The commitment and efforts of all those agencies is greatly appreciated and their experience and expertise will be invaluable as we seek to implement a new strategy by building on the solid foundations they have laid.

This strategy and the associated action plan set out a vision for the future, with aims and targets focusing on preventive measures and on the provision of better protection, justice and support services for victims and their children. All the statutory and voluntary agencies are already committed to working in partnership under the umbrella of Options and that commitment is vital to successful implementation of the strategy.

We must encourage everyone to end the silence on domestic abuse. We must educate children and the wider general public that domestic violence and abuse is totally unacceptable. Working together we can achieve our common goals and we can make a real difference to the lives of victims and their families.

Chief Minister

EXECUTIVE SUMMARY

Domestic violence and abuse is a serious problem in our island communities of Guernsey and Alderney. It occurs right across our society and it has devastating consequences for the victims and their families. It accounts for one in five cases of violent crime in the United Kingdom¹ and two in five cases of violent crime here². On average every week two people in the United Kingdom are killed as a result of domestic violence. In Guernsey there have been four unlawful killings as a result of domestic violence since 1999 (out of six in total) and one attempted murder (out of a total of two).

Every week about eight women and two men report a domestic related incident by a partner to the police in Guernsey³, yet violent incidents in the home are believed to be seriously under-reported. Children are very much the silent victims of domestic abuse. They may witness it or be subject to it but often their voices are not heard. In 30% of incidents reported to the Police children were present⁴. These experiences can affect their emotional, psychological, physical and sexual development and the abuse can have long-lasting consequences for them in childhood and in later life.

In the UK millions of pounds are spent every year across a range of services in dealing with domestic violence and its consequences. In 2001 the estimated cost to services (criminal justice, system, health, social services, housing, civil legal) in England and Wales amounted to £3.1 billion⁵. This, plus the loss of economic output due to domestic violence (£2.7 billion) and the ‘intangible’ human and emotional costs to victims, could amount to about £23 billion each year. Detailed costs to services for the Bailiwick of Guernsey are not known, but if extrapolated from the £3.1 billion for a population of 52 million could amount to approximately £4 million in our community.

Purpose of the Strategy

This document sets out a new strategy for the next 4 years for tackling domestic violence and abuse in the 4 key areas of **partnerships; prevention; protection and justice; and provision of support**. The strategy is the product of a wide-ranging consultation and collaboration process involving all the relevant States departments and statutory and voluntary agencies⁶.

Vision

The vision of the strategy focuses on meeting the needs of all victims who experience abuse through the development of better, more equitable, accessible and effective services; and on working towards the development of a society in which domestic violence and abuse is unacceptable and will not be tolerated. The ultimate goal is to put

¹ British Crime Survey 2000

² Guernsey Police Statistics 2006

³ Guernsey Police Statistics 2006

⁴ Guernsey Police Statistics 2006

⁵ The Cost of Domestic Violence (Dr. Sylvia Walby, University of Leeds) September 2004

⁶ Annex 3 - Consultation Summary

in place all practicable measures towards the elimination of domestic violence and abuse.

The strategy sets out the commitment of Government and all the partner agencies to adopting a consistent and long-term approach to the prevention of domestic abuse and an effective response where it occurs.

Overall Aims

The overall aims of the strategy are:

- To improve services and support for all victims of domestic abuse
- To develop and deliver a high quality co-ordinated multi-agency response to domestic abuse
- To further increase and develop awareness generally about domestic abuse and the measures in place to help the victims
- To educate children and young people and the wider general public that domestic abuse is wrong and is unacceptable and to enable them to make informed choices
- To hold perpetrators/abusers accountable and provide effective interventions for their behaviour.

Implementation

All the relevant agencies are committed to working in partnership to ensure there is a strategic joined-up approach taken to tackling domestic abuse.

The Action Plans set out a number of key action proposals and target dates for achieving progress over the next 4 years⁷.

The implementation of the strategy and the Action Plans will ensure a more effective response to domestic abuse across the Bailiwick of Guernsey.

Performance Indicators will be put in place across a range of services to measure the success of the strategy⁸. Reports on the progress of the strategy will be presented to the Social Policy Group twice each year.

⁷ Annex 4 Action Plans

⁸ Annex 5 Performance Indicators

SECTION ONE

This strategy aims to provide better protection, justice and support for victims of domestic abuse, to provide a sharper focus on prevention by highlighting the issues around of domestic violence and abuse, and to provide a clear structure for partnership working that requires and enables agencies to work together more effectively.

Definition

The definition of domestic violence and abuse which is used for the purposes of this strategy and which all relevant agencies are encouraged to use is:

“threatening behaviour, violence or abuse (psychological, physical, verbal, sexual, financial or emotional) inflicted on one person by another where they are or have been intimate partners or family members, irrespective of gender or sexual orientation.”

Background

The statutory and voluntary agencies have been aware of the existence of domestic abuse in Guernsey and Alderney for many years. However, agencies worked in isolation with no real ‘joined-up thinking’. This was highlighted in one specific case, where a victim described serious shortcomings and failures in the way her case had been dealt with by the criminal justice and support services. In response, Guernsey Police and the Probation Service proposed the development of a local multi-agency domestic abuse forum, to ensure that all agencies, both statutory and voluntary, would work together to improve the experience of victims to prevent this from happening again.

In 2001 an inaugural meeting was held involving representative Senior Officers from relevant States Departments and voluntary agencies, at which a commitment was made to work together under the umbrella of the forum, now known as Options⁹. The local forum was established reflecting best practice and guidance from the United Kingdom.¹⁰ Since that time Options has published strategy documents and provided regular updates of progress to members and to the Social Policy Group.

Options was originally established to assist female victims of domestic abuse. The domestic abuse advisory group now recommends that the definition of domestic abuse and the ethos of this strategy should be gender neutral and targeted at both male and female victims, albeit recognising that the latter tend to be in the majority and therefore may need greater resource provision. Historical references to Options strategy definitions and documents (e.g. as given below) therefore refer to female victims and assistance targeted at women. However, the advisory group recommends that new strategy documents be updated to become gender neutral.

⁹ Annex 2 – Options Structure and Membership October 2007

¹⁰ Break The Chain: Multi-agency Guidance for Addressing Domestic Violence 1999 (updated 2007 and available at <http://www.crimereduction.homeoffice.gov.uk/dv/dv08d.htm>)

As stated in the Options Strategy 2006¹¹, the purpose of Options is to establish and manage the co-ordination of a multi-agency organisation whose primary aims shall be: -

- The reduction of domestic abuse in Guernsey and the promotion of zero tolerance of domestic abuse;
- The education and raising awareness of the general public in Guernsey of: -
 - The nature and existence of domestic abuse in Guernsey as recognised by Options as being:-

“The physical emotional psychological or sexual abuse of a woman by her partner, a family member or someone with whom there is or has been a close relationship.”

- The extent of domestic abuse perpetrated on women and thereby either directly or indirectly on their children in a family environment by men who are known to them.
- The provision of support and assistance for such women and their children with the involvement of all relevant organisations, both voluntary and statutory.

Therefore, the overarching role of the forum is to encourage and promote the provision of services within all relevant statutory and voluntary agencies. An additional role is in awareness raising in the public arena.

This new strategy, which will be subject to ongoing review, sets the scene for the next 4 years. It builds on the evidence base of the Options Survey undertaken in 2004, on the 2006 Options strategy document and on the subsequent achievements of the voluntary and statutory agencies involved.

In August 2006 the Social Policy Steering Group¹² considered a paper by the Chief Probation Officer and Senior Manager, Community and Maternity Services on a proposal for a domestic abuse strategy. The Social Policy Steering Group agreed to the proposal for a domestic abuse strategy and agreed to appoint a Policy Development Officer for three or four months to put together a domestic abuse strategy. It was later suggested that this officer be seconded from another department for one or two days per week.

Further development of the strategy has been taken forward by the Domestic Abuse Strategy Advisory Group established in February 2007, co-ordinated by the Domestic Abuse Policy Development Officer, seconded from the Education Department for the equivalent of one day each week initially from February to November 2007 and then extended until February 2008.

¹¹ Annex 2 – Options Survey 2004 and Options Strategy 2005

¹² Since June 2007 this Group has been replaced by the Social Policy Group

In March 2007 questionnaires were sent to a wide range of organisations¹³ across the Bailiwick, including:

- the statutory and voluntary agencies already known to be actively involved in domestic abuse;
- other organisations, such as churches, employers, employee representative groups and schools.

Responses to the 2007 consultation indicate clearly that more needs to be done to achieve an effective response to domestic abuse. A number of meetings were subsequently held with a focus on the key areas that were identified as requiring development, in particular:

- specific issues relating to the island community in Alderney;
- accommodation options; and
- support for children and young people.

A more effective system of communication and collaborative working between departments and agencies is needed, to ensure that the needs of victims are met and that perpetrators are challenged and held responsible for their actions.

Throughout the development of the strategy there has been considerable communication with and research into the ways other communities tackle and respond to domestic abuse, in particular some of the jurisdictions that make up the British Isles: England, Scotland, Wales, Northern Ireland and Republic of Ireland and Jersey.

Outline of the Strategy and Action Plan

The strategy identifies what is required to tackle domestic violence and abuse effectively. It describes the overall strategic approach which will be adopted to achieve the aims. The Action Plans set out the key actions to achieve progress across a range of services over the next four years¹⁴.

The publication of this strategy is only the beginning of a process to address the serious problem of domestic violence and abuse. Success will only be achieved if all of the partners involved commit to taking positive action to address domestic violence through the implementation of the strategy.

Victims: throughout this strategy there are many references to victims. The term is intended to be all-inclusive to cover all persons who are affected by or who are survivors of domestic violence and abuse. This includes children and young people. Specific hard-to-reach groups that might be adversely affected are: victims in same-sex relationships; and victims with additional needs or disabilities.

¹³ Annex 3 – Consultation Summary 2007

¹⁴ Annex 4 – Action Plans

It is also suggested that when planning implementation, resources should be balanced to address the fact that the vast majority of victims are female. However, it is important that everyone is encouraged to report incidences of domestic abuse and that it is acknowledged that anyone can be a victim, or indeed a perpetrator, of domestic abuse.

Note about terminology: throughout the strategy references are made to domestic violence; domestic violence and abuse; and domestic abuse. These terms are deliberately used inter-changeably to highlight the fact that the problem is not restricted to physical violence but also involves psychological, verbal, sexual, financial and emotional abuse¹⁵.

Other Strategies

This Strategy will complement the proposed over-arching Strategy on Community Safety. It also complements the Children and Young People's Services Plan, in particular those elements which relate to the safety of children and young people and support for parents/carers and families.

It will also complement other relevant strategies which have been issued or are being developed, such as:

- Government Business Plan Billet d'Etat XVIII, 2007
- Operational Plans Appendix III of Billet d'Etat XVIII, 2007
- Drug and Alcohol Strategy Billet d'Etat XVIII, 2006

Why did my children have to lose everything including every photo of them growing up... everything that we ever owned, due to one man and his violence?

WHAT IS DOMESTIC VIOLENCE AND ABUSE?

Domestic violence and abuse is essentially a pattern of behaviour which is characterised by the exercise of control and the misuse of power by one person over another within an intimate relationship or a family. It is usually frequent and persistent. It can include violence by a son, daughter or any other person who has a close or blood relationship with the victim.

Domestic abuse occurs right across society. It knows no boundaries as regards age, gender, race, ethnic or religious group, sexual orientation, wealth, disability or geography, but in the majority of reported cases women are the victims.

¹⁵ See section 'What is Domestic Violence and Abuse?' Page 9

The abuse can go beyond actual physical violence. It can involve emotional abuse – for example: undermining of self-confidence; threats to others including children; controlling behaviour such as isolation from friends and family; control over access to money, personal items, food, transportation or the telephone; the destruction of property or pets; and stalking.

Domestic abuse includes abuse inflicted on, or witnessed by, children. The wide adverse effects of living with domestic abuse for children must be recognised as a child protection issue. The effects are linked to poor educational achievement, social exclusion and to juvenile crime, substance misuse, mental health problems and homelessness.

It is acknowledged that domestic abuse can also manifest itself through the actions of immediate and extended family members through the perpetuation of unlawful activities, such as child prostitution, forced marriage, and so called ‘honour crimes’. Extended family members may condone or even share in the pattern of abuse.

The violence is bad, but it’s the emotional side of what happens - the shame, the embarrassment and, because I’m a man, the not being believed is worse.

PATTERNS AND PREVALENCE OF DOMESTIC ABUSE

Domestic abuse is not a specific statutory offence. It is a term used to describe a range of criminal offences, but can also include patterns of abusive and controlling behaviour which may not be classed as crimes.

Criminal offences include disorderly behaviour, harassment and/or stalking, causing grievous bodily harm, sexual assault, attempted murder or actual murder.

It also describes behaviours which are morally abhorrent, and often hidden. There is a wide range of behaviours that can be termed psychological abuse that play an important role in controlling a victim. These ‘categories of torture’ were first identified in Bidman’s analysis of the methods used in prisoner of war camps to torture and control people.¹⁶ Amnesty International uses these categories to define torture and also accepts that the abuse of women can constitute torture.¹⁷

These categories of torture are:

- Isolation

¹⁶ Referred to by Graham, Rawlings and Rimini; 1998 ‘Survivors of Terror. Battered Women, Hostages and the Stockholm Syndrome;’ in K. Yllo and M. Bograd [eds]; Feminist Perspectives on Wife Abuse: London, Sage.)

¹⁷ Torture and ill treatment of women; Amnesty International Report; 2001

- Enforced Trivial Demands
- Threats
- Occasional Indulgences
- Degradation
- Display of Total Power
- Exhaustion
- Distorted Perspectives

Within our society, traditionally, domestic abuse has been a taboo subject, not discussed openly and dismissed by many as a private matter, with little or no emphasis on prevention. However, organisations such as Options, Guernsey Women's Refuge and Guernsey Women's Aid, child care agencies, the police and probation services have worked hard for many years to raise awareness about the problem, to prevent repeat abuse and to support victims.

Some myths exist about the causes of domestic violence and abuse. These myths include loss of control by, or provocation of, the perpetrators. Many people also believe that alcohol is the main cause. There are clear links between alcohol misuse and domestic abuse, in that the problem may be exacerbated and the violence more severe when there is alcohol involved, but alcohol is not the cause.

There is no single cause of domestic abuse. It comes from a combination of factors, including society's attitudes, community responses, and the individual psychology experiences of the victim and perpetrator. Most cases involve violence and abuse perpetrated by men against women, but there are also male victims of female violence and abuse and there are victims within same-sex relationships. Cases reported to the police in the Bailiwick show that 78% of victims of domestic abuse are female, mirroring UK figures, where 77% of victims are women.¹⁸

Essentially, domestic violence and abuse is a pattern of persistent behaviour by the perpetrator designed to achieve power and control over the victim.

Although domestic violence is chronically under reported, research and statistics indicate that in:

¹⁸ Home Office accessed at <http://www.homeoffice.gov.uk/crime-victims/reducing-crime/domestic-violence/>

England and Wales¹⁹	Bailiwick of Guernsey²⁰
Domestic violence accounts for approximately 16% of all violent crime (Source: Crime in England and Wales 2006/07 report)	Domestic violence accounts for approximately two in five cases (37%) of all recorded violent crime (i.e. assault)
On average, two women are killed every week by a current or former male partner	There have been four unlawful killings (three women and one child) that are domestic-related (out of a total of six) and one attempted murder (out of a total of two) since 1999
One incident of domestic violence is reported to the police every minute	On average every week in Guernsey, 8 women and 2 men report domestic-related incidents, 4 of which constitute assault
289 children calling ChildLine in 2005/2006 gave domestic violence as their <i>main</i> problem (of which 230 were girls and 59 were boys – i.e. 4 girls to every 1 boy). 1,432 children gave domestic violence as an <i>additional</i> problem in 2005/2006 (of which 1,151 were girls and 281 were boys). Therefore in 2005/2006, a total of 1,721 children calling Child Line spoke about domestic violence in their call. This was 1% of all callers. ²¹	300 children were present at 240 incidents reported to the police in 2007 (33% of all reported incidents) Known violence was a parenting factor for 43 children on the Guernsey Child Protection Register in 2007 (80%) ²²
Domestic Violence has more repeat victims than any other crime (on average there will have been 35 assaults before a victim calls the police) No other type of crime has a rate of repeat victimisation as high.	There were 290 repeat cases reported locally to the police in 2007. 80% of these were women.

¹⁹ Home Office accessed at <http://www.homeoffice.gov.uk/crime-victims/reducing-crime/domestic-violence/>

²⁰ Guernsey Police Statistics 2006

²¹ NSPCC accessed at http://www.nspcc.org.uk/inform/resourcesforprofessionals/statistics/keycpstats/11_wda48736.html

²² Bailiwick of Guernsey Child Protection Committee Annual Report 2007

Furthermore it should be noted that

- 30% of domestic abuse begins during pregnancy.²³
- Victims are at greatest risk of homicide at the point of separation or after leaving a violent partner.²⁴
- It is estimated that 1 in 4 women and 1 in 6 men will experience domestic violence in the course of their lifetime.²⁵ These ratios might appear to be similar across the gender divide, but this hides the fact that in the UK women are more likely to be repeat victims – 89% of victims suffering four or more reported incidents of abuse are women²⁶.
- Domestic violence in the UK currently claims 104 lives a year, 83 women and 21 men²⁷
- In 90% of cases children are reported as being in the same or next room. Children regularly say that hearing the abuse was worse than seeing it as they fear their mother is being killed.²⁸

The physical aspect is bad enough, but the scars eventually heal through time. The emotional scars never heal.

THE COST OF DOMESTIC ABUSE

Each year in United Kingdom millions of pounds are spent across a range of services in dealing with domestic abuse and its consequences. Significant resources are committed annually through:

- The criminal justice system (the police, the prosecution service, the courts, the probation service) in relation to victims and perpetrators
- The civil courts in dealing with family proceedings
- The provision of legal aid
- The various health and social services (in hospital and in the community) in providing services for victims and their families

²³ Domestic Abuse, BMA Report June 2007

²⁴ Lees, S. 'Marital rape and marital murder', In Hanmer, J et al. Home Truths about Domestic Violence: Feminist Influences on Policy and Practice: A Reader. London: Routledge, 2000.

²⁵ British Crime Survey, Home Office, 2000

²⁶ Crime in England and Wales 2006/07 report

²⁷ http://www.womenandequalityunit.gov.uk/domestic_violence/index.htm

²⁸ Childhood Experiences of Domestic Violence, McGhee 2000

- The housing services in providing housing, refuge accommodation and out-reach services
- The establishment of dedicated Domestic Violence Units within government at national and local level
- Funding of voluntary organisations such as Women’s Aid and the National Domestic Violence Helpline

In Guernsey and Alderney similar resources are committed in the criminal justice systems and through health and social services, although funding mechanisms are different. The voluntary agencies are largely funded by charitable donations. Accommodation services are provided by a range of agencies working alongside Housing Department, including Health and Social Services Department (St. Julian’s), and comprise a number of charitable organisations, such as Sarnia Housing, Guernsey Housing Association, Guernsey Women’s Refuge and Maison Saint Pierre.

Although locally it is not possible, at present, to put a hard figure on the total overall cost annually to society, because cases related to domestic violence and their associated costs are not currently tracked by the courts, Health and Social Services Department and other relevant agencies, this will change in the future.

As agencies adopt domestic abuse policies under the strategy and the collection of statistical data improves, it should be possible in future years to track cases and their associated costs and to start to assess annually the overall cost to the public of dealing with domestic abuse.

In the meantime some indication of the annual cost of dealing with domestic violence within the Bailiwick can be derived from recent research undertaken in England and Wales. Research published in September 2004 estimated the cost of domestic violence to society in England and Wales at £23 billion each year.²⁹ The methodology used was based on the Home Office’s framework for costing crime. Almost £6 billion of the total estimate for England and Wales was related to the direct cost of providing services to deal with domestic violence (£3.1 billion on police, criminal justice system, health and social services care, housing, and civil legal cases) and to the loss of economic output through time off work due to victims’ suffering (£2.7 billion).

The research indicated that it would be misleading and incomplete to restrict the economic costs of domestic violence to those associated with services and employment only. Like other crimes, domestic violence generates significant “intangible” costs associated with pain and suffering, and the research acknowledged that to omit these in relation to domestic violence would falsely represent this type of crime as less costly than other violent crimes. The research therefore followed the practice adopted by government departments, such as the Home Office and the Department for Transport, by estimating these human and emotional costs on the basis of the public’s ‘willingness-

²⁹ The Cost of Domestic Violence – Sylvia Walby (University of Leeds) September 2004

to-pay’ to avoid pain and suffering – this element accounted for £17 billion of the estimated £23 billion annual cost for England and Wales.

There has been no similar research undertaken in the Bailiwick. However, an approximate estimate of the annual costs here can be obtained by extrapolating the research figures for England and Wales on a pro-rata population basis. Using this process it is estimated that the direct cost of services (i.e. for police, criminal justice system, health and social services care, housing, civil legal cases and legal aid) could amount to about £4.2 million each year. The loss of economic output in Guernsey due to domestic violence could amount to a further £3.6 million and with a similar estimate for the “intangible costs” associated with the pain and suffering of victims the total cost could amount to almost £31 million each year in the Bailiwick.³⁰

These figures highlight the enormous cost of domestic abuse to society generally and the immense human and emotional costs to individuals and their families who suffer the violence and its consequences. The figures also underline the need to adopt a more strategic and co-ordinated approach to tackling the abuse, making the best use of available resources to provide better support to victims, and to make perpetrators more accountable for their actions.

I was five months pregnant and due to his beatings and kickings,
I finally lost the baby.

THE RESPONSE TO DATE

It is important to acknowledge that much excellent work has been done over the past decade, and continues to be done, by a number of voluntary and statutory agencies across Guernsey and Alderney to address the many different aspects of domestic abuse.

In 2001, Options, the Guernsey Domestic Abuse Forum, was established to bring together all the key players to share knowledge and experiences, to undertake awareness raising and training and to address issues at local level. Much progress has been made since then and Options and the agencies involved deserve much credit for the significant contribution they have made in working together to address the problems, to raise the profile of domestic abuse, and, most importantly, to provide help and support to victims.

It is also important to acknowledge some of the key initiatives which have been introduced over the last decade to help victims and their families.

- interagency training provided through Options since 2003, by trained trainers from some States Departments

³⁰ Annex 7 Conversion Spreadsheet based on research footnote 22 above

- the introduction in 2002 of a 24-hour Helpline by Options and the development of information packs and leaflets, which are available in English, Portuguese and Latvian, to reflect the diversity of the local community
- the continuing development of Guernsey Women's Refuge services at local level, including their outreach service, providing support for female victims and their children
- the development of a counselling service for women called 'Moving On' by Guernsey Women's Aid
- the positive arrest policy implemented by the Police with regular arrests of offenders when attending incidents, with or without formal complaints from victims, where there is evidence of an offence having been committed
- in recent years the Police and the Courts have developed better support for victims through the provision of a dedicated Domestic Violence Officer and improved Witness and Victim Support Services
- the Probation Service has undertaken the 'Change' programme with perpetrators as directed by the Court aimed at reducing the incidence of re-offending
- in 2008 the Bailiwick of Guernsey NSPCC has developed and launched by in a range of therapeutic services for children affected by domestic abuse.

These developments and the ongoing work of a variety of agencies have collectively contributed to an increasing awareness among the general public about domestic abuse and its consequences and about the services available to victims.

However, feedback from the 2007 consultation exercise indicated that there is a need to raise the profile further; to develop preventive work; to change attitudes; to make improvements in service provision; to develop education and training; and to improve co-operation and co-ordination among the range of policy-makers and service providers who have a role in addressing the problem.

We need to know that our abusers will face stiff penalties.
 We need to know that there is security and safety for us.
 We need to know that we can keep our homes.

PROBLEMS IN TACKLING DOMESTIC ABUSE

Domestic abuse is a complex issue that requires a strategic approach. It can be very difficult to deal with because much of the violence and abuse takes place behind closed doors. Many victims suffer in silence, afraid for themselves and their children and so most incidents of this crime go unreported. Some myths and outdated attitudes remain within our society about a form of violence that was historically acceptable.

The abuse occurs in relationships where emotions may be high and loyalties divided. Victims may disregard their own safety and stay in abusive relationships for reasons such as embarrassment, fear and confusion, financial insecurity or a desire to keep their families together

It is also clear from the responses to the consultation that these difficulties may have been complicated by an overall response which has not always been consistent. In addition, data on domestic abuse has not been collected routinely or in a standard format by many of the relevant agencies, with the exception of the Police.

There has also been constrained access to services for victims through: a lack of access to information; confusion about the roles of the various service providers; inconsistent geographical provision, particularly in Alderney; lack of or inconsistent funding; and a lack of overall co-ordination and monitoring.

Why should we leave our home? Why should our children be taken from their schools, family and friends?
My children and I are not criminals... but HE IS.

VISION AND COMMITMENT

The States of Guernsey acknowledges that domestic abuse is a serious problem in the islands and is committed to working towards its eradication. Every person should be able to live in a safe and secure environment in a society where domestic violence and abuse is unacceptable. Government recognises that it has a duty to do what it can to secure such an environment.

It is committed to improving protection for all victims of domestic violence and to providing them with appropriate information and support. All victims must be aware of the options open to them so that they can make informed decisions about the route they wish to take to end the violence and rebuild their lives.

Whether or not they seek the protection of the courts, victims must be made aware of, and have access to, all the support that is available from all the statutory and voluntary agencies.

Government is also committed to a more effective response to people who perpetrate domestic abuse and to persons convicted of domestic violence offences.

The States of Guernsey's vision for effectively addressing domestic abuse incorporates positive and consistent action as set out below. Section Two on the strategy's aims and delivery then detail how the vision can be achieved.

The Vision

The States of Guernsey's vision incorporates:

1. Consistent positive action from States Departments and other agencies, including:
 - A clear, unequivocal message that domestic violence is a crime, is unacceptable and will not be tolerated
 - A consistent demonstration of the importance of interagency collaboration and interagency policy implementation including good information sharing
 - The provision of dedicated resources to address policy and practical issues
 - Research and replication of best practice, effective responses and interventions.
2. The development of better, more equitable, accessible and effective service provision providing:
 - A co-ordinated network of services that meet the needs of all victims
 - Appropriate protection and support for all victims experiencing domestic abuse
 - Appropriate safe solutions for all victims escaping domestic abuse
 - Easily accessible information to ensure that help is available for any victim
 - Education and training to help prevent domestic abuse or to identify it early and provide help and support.
3. Improved protection and support for victims and effective deterrents through:
 - Holding perpetrators accountable for their behaviour
 - Changing the criminal and civil law where necessary.

What does the vision mean for victims, for children, for perpetrators, for service providers, and for society generally?

For victims who experience domestic violence and abuse, there should be:

- A clear message that domestic violence is a crime and that it will not be tolerated
- Less public silence and more debate about domestic violence and abuse and its consequences for victims and their children

- Co-ordinated services which prioritise the safety of victims and their families
- A range of services, sufficiently flexible to meet individual needs yet standardised enough for victims to be able to safely rely upon them
- An approach that encourages empowerment and self-determination.

For children and young people who live in abusive homes there should be:

- Services that protect them from the consequences of being exposed to domestic abuse
- Help, support and advocacy to ensure that they are not left to deal with their experiences alone
- Information that the abuse they have experienced is wrong, legally and morally
- Opportunities to share their experiences with other children so as to reduce their isolation.

For perpetrators of domestic violence and abuse there should be:

- Interventions designed to hold them accountable for their behaviour
- Opportunities to help them to address their offending behaviour
- Negative consequences sufficient to act as a deterrent.

For practitioners who provide services there should be:

- Training and support for all relevant staff
- Standard definitions relating to domestic abuse service provision allowing all agencies to work towards a common purpose
- Good practice guidelines and standards against which services can be assessed and compared.

For departments and agencies that resource domestic abuse services there should be:

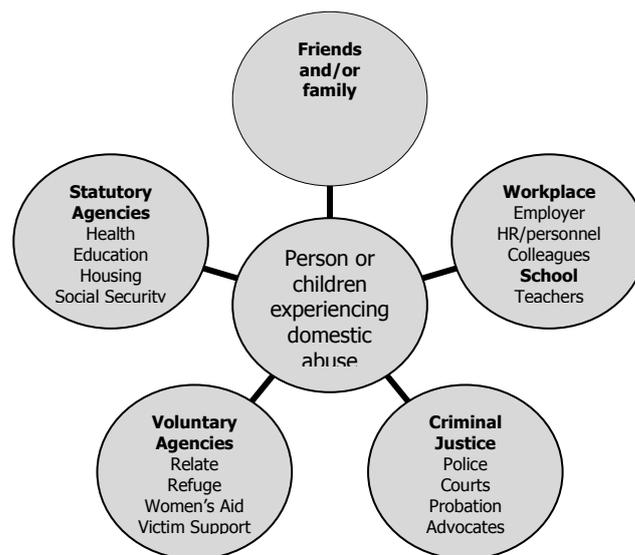
- Monitoring to track the effectiveness of the strategy
- Better data to ensure that future services can be targeted effectively.

The benefits for the population generally should be:

- Increased understanding of domestic abuse and its unacceptability
- Better information for victims and their family and friends who provide support

- A reduction in the prevalence and severity of domestic abuse
- A reduction in repeat victimisation
- A reduction in the long-term negative consequences of domestic abuse for victims and their children
- A reduction in the direct and indirect costs associated with domestic abuse
- A safer community

I am disabled and I fear reporting the abuse because I rely on him for personal assistance and financial support.
What if I can't find another carer?



Potential Contacts of Victims of Domestic Abuse

ROLES AND RESPONSIBILITIES

The key requirement for successful implementation of the strategy is commitment to a shared purpose across all the relevant partner departments and agencies, at every level. The States of Guernsey is committed to achieving sustained and effective action across a wide range of agencies and professional fields in pursuit of the strategy's aims and objectives.

The relevant States of Guernsey Departments and their agencies, including primary health care, will:

- ensure that the Government's commitment to tackling domestic violence and abuse in the islands of Guernsey and Alderney is known at all levels
- work together proactively and in partnership with voluntary and community organisations and with Options, the local domestic abuse forum, to take forward the strategy on a corporate basis
- promote, support and participate in relevant training initiatives for statutory departments and agencies
- ensure, as far as is possible, that adequate additional resources are allocated to implement the strategy
- ensure that other agencies to which they relate and employers generally are encouraged to proactively address domestic abuse and contribute to the implementation of the strategy
- ensure that appropriate sanctions and sentencing options are available to courts
- promote equality of opportunity for all in accessing services
- ensure there is monitoring and feedback about progress on implementation of the strategy across all departments and agencies.

The Criminal Justice Agencies (i.e. Guernsey Police, the Law Officers of the Crown, the Court Services and the Probation Service) will:

- ensure that domestic violence is dealt with as a crime wherever appropriate
- recognise that the way in which they respond to cases of domestic violence is critical to effective implementation of the strategy
- work effectively with other key partners to take forward the strategy on a corporate basis
- promote equality of opportunity for all accessing protection and justice services
- facilitate court-mandated perpetrator programmes in partnership with other agencies, as required.

Options, in its role as the local Domestic Abuse Forum will:

- ensure that representatives of all relevant agencies are included in partnership to take forward the strategy on a corporate basis
- adopt locally developed Good Practice Guidelines and Standards and audit and monitor their effectiveness

- develop local initiatives in line with the strategy's aims
- promote, support and participate in relevant training initiatives for statutory departments and agencies
- work with all the relevant agencies and with the Domestic Abuse Advisory Group to implement the strategy.

Relevant Voluntary Organisations will:

- work together proactively and in partnership with all the relevant agencies (statutory and voluntary) to take forward the strategy on a corporate basis
- promote equality of opportunity for all in accessing domestic abuse services
- provide constructive feedback on services received from various agencies and departments and make suggestions for improvement
- promote, support and participate in relevant training initiatives for statutory departments and agencies.

All the statutory and voluntary agencies are committed to working in partnership on Options and on the Domestic Abuse Advisory Group.

SECTION TWO

THE AIMS OF THE STRATEGY

The ultimate goal is to put in place all practicable measures towards the elimination of domestic violence and abuse. Progress towards that goal can be achieved through the following aims:

- To improve services and support for all victims of domestic abuse
- To develop and deliver a high quality co-ordinated multi-agency response to domestic abuse
- To further increase and develop awareness generally about domestic abuse and the measures in place to help the victims
- To educate children and young people and the wider general public that domestic abuse is wrong and is unacceptable and to enable them to make informed choices
- To hold perpetrators/abusers accountable and provide effective interventions for their behaviour.

These aims will be achieved through the successful implementation of all the elements of the strategy, as developed in the Action Plans.

The strategy is aimed at everyone in Guernsey and Alderney: victims who experience or witness domestic violence or abuse, the perpetrators of abuse, politicians, policy makers, service providers, people working within the justice system, and the general public – all have a role in the elimination of domestic violence and abuse.

I am elderly, treated like a child and isolated from my friends. Cheques have been cashed without my authorisation and I have been coerced into signing documents.

DELIVERING THE AIMS

This section sets out in some more detail, under the headings of Partnerships; Prevention; Protection and Justice; and Provision of Support:

- the main issues that need to be addressed
- the progress that has already been made
- broad proposals for achieving the aims of the strategy in the future.

Further and more specific details on initiatives, which translate the broad aims and themes into action points and target dates for achievement, are then set out in the Action Plans in Annex 4.

If sporting institutions took the issue of domestic abuse seriously it could be a really effective way to influence boys' and men's behaviour.

PARTNERSHIPS

There are a number of priorities that do not fall neatly within any of the subsequent sections on Prevention; Protection and Justice; and Provision of Support. They relate to training and administrative arrangements; interagency co-operation; and sharing of good practice. These are crucial to the successful implementation of the strategy. Effective partnerships are vital to underpin and ensure the success of initiatives under the three Ps of Prevention, Protection and Justice, and Provision of Support to ensure that the complex needs of victims of domestic abuse are met.

The overall **aim** of the strategy in relation to this component is:

- To develop and deliver a high quality co-ordinated multi-agency response to domestic abuse.

In 2004 the Home Office published guidance on working in partnership and the essential foundations for domestic violence strategies.³¹ These are outlined below, together with an indication of progress made in each area to date. A model depicting potential partners and structural arrangements is shown in Annex 1.

Establishment of a Domestic Abuse Advisory Group or Partnership

The development and delivery of a strategy is best overseen by a domestic abuse focused group or partnership, making use of existing expertise from a local domestic violence forum. Progress to date includes

- The development of Options in 2001 as the local Domestic Abuse Forum with the good inter-agency cooperation and communication that has been developed over a number of years among the key voluntary and statutory agencies.
- Establishing links and common issues through the Drug and Alcohol Strategy.
- The involvement of both departmental officials and Members of the States of Deliberation in the Inter-Governmental Raising the Standards Committee³² has been very beneficial in learning from the problems encountered by other jurisdictions and the adoption some of their initiatives and good practice guidance. Guernsey hosted the most recent inter-jurisdictional conference organised by the Committee in October 2007, focusing on partnership with business and the workplace.

The work of Options as the local domestic abuse forum offers a key opportunity for co-ordinating and improving the work of agencies at local level. However, this work can be hampered by its reliance on the already overstretched capacity of individual agency representatives. The ability of individual agencies and the collective forum to effectively progress this strategy will rely upon a commitment from senior policy makers able to allocate additional resources to its realisation, most notably in the establishment of a post of Domestic Abuse Strategy Co-ordinator, and also in the allocation of time to enable their representatives to participate fully. The expertise of the voluntary sector also remains crucial to successful multi-agency working.

Domestic Abuse Strategy Co-ordinator

Research³³ and UK government guidance shows that the appointment of a Domestic Violence Co-ordinator is of key importance in progressing interagency domestic abuse work. Co-ordinating the agencies, partnerships and organisations involved in domestic abuse, and managing their often complex relationships, is a considerable challenge and is resource intensive. In the UK, Government funding has been put in place to be used for dedicated Domestic Violence Co-ordinators, whose role is to co-ordinate efforts, gain ‘buy-in’ from partners and then manage the multi-agency strategy. Partnerships are

³¹ Developing Domestic Violence Strategies – A Guide for Partnerships, Home Office 2004

³² An initiative to help address domestic violence throughout the United Kingdom, the Republic of Ireland, Guernsey and, more recently, Jersey

³³ Hague, Malos and Dear (1996) Multi-agency Work and Domestic Violence: a National Study of Interagency Working

more likely to have met most or all of their targets over a 12 month period and to consider themselves as a model of good practice where such a co-ordinator is in place.

Locally, progress to dates includes:

- The appointment of a Research and Development Officer within the Health and Social Services Department from 2004-5, working closely with Options and other agencies. The Options Survey was undertaken in 2004 to determine the prevalence and extent of domestic abuse within the islands.
- The secondment, in 2007, of a senior officer from the Education Department for one day each week, initially for six months, but subsequently extended until February 2008, to develop this Strategy for the States of Guernsey Social Policy Group.
- The establishment of a two year post within Policy Council, reporting to the Social Policy Co-ordinator, to finalise the Domestic Abuse Strategy and undertake further consultation, commencing 2008 (to be shared with work on progression of Convention for the Elimination of Discrimination Against Women CEDAW and civil partnerships).

It is strongly recommended that funding is secured in order to establish a Domestic Abuse Strategy Co-ordinator within the States of Guernsey in order to progress the successful implementation of this strategy.

Common Definition of Domestic Abuse

Partnerships should agree with partners a core, common definition of domestic violence, as a pre-requisite to successful information sharing.

Through the engagement of partners within Options a shared understanding of domestic abuse has been in operation since 2001. It is recognised that this definition has not always been consistent with that adopted by individual agencies, and has been limited to abuse by male partner on female partner within or following an intimate relationship.

A core, common definition of domestic violence and abuse³⁴ is included in this document and is recommended for use by all relevant agencies.

Data Collection

It is widely recognised that data on domestic abuse should be collected and shared as part of the development of evidence based strategy, making use of as wide a range of sources as possible. Local consultation shows that few agencies routinely collect data in relation to domestic abuse.

³⁴ See page 10

Information Sharing

Information sharing protocols around domestic abuse should be developed, in line with Data Protection legislation, to ensure that victims and their families are safe and able to access the support they need.

Training

All professional and other relevant staff, particularly those in the health and social services and education sectors, but also those in a range of other statutory, voluntary and community sector organisations need to have appropriate guidance and training to enable them to identify victims of abuse early and offer help and support appropriately.

Progress to date includes:

- Basic awareness training on domestic abuse has been delivered by Options with a multi-agency team of trained trainers taking an interagency approach.
- Domestic abuse has been included explicitly within the Tier 2 Child Protection training ‘Working Together’ offered by Health and Social Services Department – Services for Children and Young People, in conjunction with Education, since 2005, under the auspices of the Bailiwick of Guernsey Child Protection Committee.
- Further training on the impact of domestic abuse on children and young people has been offered by Health and Social Services Department – Services for Children and Young People, in conjunction with Education and NSPCC, since 2006, under the auspices of the Bailiwick of Guernsey Child Protection Committee.

There needs to be further development and implementation of a Multi-agency Training Strategy on Domestic Abuse to provide different levels of training to different people in all the relevant organisations through Options, Policy Council Human Resources Unit and the Bailiwick Child Protection Committee Training Subgroup.

Measuring Progress

Domestic abuse strategies should have clear, objective, outcome focused aims, and performance indicators and targets against which progress can be measured. Structures should be in place to ensure regular monitoring of outcomes and accountability for resources deployed.

Key Priorities for the future

- The establishment of a Domestic Abuse Strategy Co-ordinator to co-ordinate many of the proposals outlined in the strategy and the Action Plans will ensure that action is taken to progress and implement decisions taken by the Domestic Abuse Advisory Group in collaboration with Options.
- Reviewing existing structures in order to clarify roles and responsibilities in implementing and monitoring the Strategy, building on current successful

partnerships. A possible model is shown in Annex 2, building on the successful structure currently in place within the Drug and Alcohol Strategy.

- A common definition of domestic violence and abuse³⁵ is included in this document and is recommended for use by all relevant agencies.
- The further development and implementation of a Multi-Agency Training Strategy on Domestic Abuse to provide different levels of training to different people in all the relevant organisations through Options, Policy Council Human Resources Unit and the Bailiwick of Guernsey Child Protection Committee Training Subgroup.
- Improving the collection and sharing of domestic abuse information and statistics within and among all relevant agencies.
- The development of Good Practice Guidelines and Standards for adoption by all relevant local agencies to improve consistency of approach across Guernsey and Alderney.
- The production of six-monthly progress reports to Social Policy Group to highlight the changing priorities and target dates for developing services and to monitor links with other existing or emerging social policy developments.
- Ongoing involvement in the Inter-Governmental Raising the Standards Committee to share our experiences with other jurisdictions and learn from theirs.

Summary of key partnership measures for the future

- Working together effectively to tackle domestic abuse
- Data collection and information sharing
- Reviewing best practice, core standards and service level agreements and dissemination of this information
- Training
- Ensuring that the domestic abuse strategy is reviewed at appropriate intervals and action plans are drawn up and followed
- Monitoring the performance of the strategy against its objectives
- Consultation with stakeholders to ensure that their needs are being met
- Working with other countries to share experiences and raise standards

³⁵ See page 10

PREVENTION

Preventing domestic abuse occurring in the first place is a priority. It is also essential that anyone affected by domestic abuse or violence has access to information and advice and that professionals know how to respond to early signs of abuse.

The overall aims of the strategy in relation to this component are:

- To further increase and develop awareness generally about domestic abuse and the measures in place to help the victims
- To educate children and young people and the wider general public that domestic abuse is wrong and is unacceptable and to enable them to make informed choices.

Actions under the Prevention strand of the strategy are therefore aimed at:

- preventing domestic abuse happening in the first place, through changing public attitudes to it (particularly among young people)
- general public education and media campaigns
- identifying and tackling risk factors e.g. during pregnancy; and links with alcohol and substance misuse

Education of Children and Young People

It is widely recognised that domestic abuse can be prevented from happening in the first place by promoting positive relationships and by confronting stereotypes. The hidden nature of domestic abuse must be challenged by bringing it into the open and communicating the clear message that domestic abuse is wrong and will not be tolerated in a healthy community.

A survey undertaken in England by NSPCC and Sugar Magazine in 2005 revealed that many teenagers are already embarking on abusive behaviours in their own relationships:

- 16% said they had been hit by a boyfriend
- 31% of teenage girls think that ‘cheating on a guy gives him the right to get aggressive’
- 41% would consider ‘giving a guy a second chance if he hit you’
- 33% of the teenagers experienced violent relationships within their family.³⁶

In 1998 a survey by the Zero Tolerance Trust found worryingly high acceptance of sexual violence in young people:

³⁶ Sugar NSPCC Report 2005

- 1 in 2 boys and 1 in 3 girls thought that there were some circumstances when it was okay to hit a woman or force her to have sex
- Over one third of the boys (36%) thought that they might personally hit a woman or force a woman to have sex
- Over half the young people interviewed knew someone who had been hit by their male partner and exactly half knew someone who had been sexually abused.³⁷

It is therefore important to educate children and young people in school so that future generations know about healthy relationships, and are informed that domestic abuse is a crime and is unacceptable.

There has been some significant progress in Guernsey in this area in recent years. Examples are:

- A group of representatives from the Education Department and schools was established in 2003 to formulate plans to incorporate education about domestic abuse in schools
- A successful pilot scheme to include education on domestic abuse through the Personal, Social, Health and Citizenship Education (PSHCE) programme was undertaken with Year 10 pupils at one local school in 2004
- The PSHCE Co-ordinator has circulated amended PSHCE documentation to schools, highlighting the place of domestic abuse education in the curriculum and has provided schools' PSHCE co-ordinators with training
- Preventive education work has been carried out in a number of secondary schools by the Refuge Co-ordinator since 2005
- In 2005 over 500 sixth form students attended a powerful awareness raising drama production by W@rn, highlighting issues surrounding domestic abuse.

The introduction of the revised Bailiwick of Guernsey Curriculum Statement (from 2008) will provide opportunities through various learning areas, but particularly in Personal, Health, Social and Citizenship (PSHCE), to get these messages across to children.

Awareness Raising

Educating the wider general public is a vital component to open up debate on the seriousness of the problem and to focus more attention on perpetrators.

Locally, this has been the focus of Options, with a number of high-profile publicity campaigns that have been successful in raising awareness and promoting the 24 hour

³⁷ Young People's Attitudes to Sex, Violence and Relationships accessed at <http://www.zerotolerance.org.uk/upfiles/young%20peoples%20attitude%2085.pdf>

helpline service for women affected by domestic abuse. The most recent campaign was the White Ribbon campaign in November 2007, held to coincide with the International Day for the Elimination of Violence Against Women. In addition the following developments have been progressed:

- Options produces high quality information booklets, leaflets, cards and posters in English, Portuguese and Latvian to provide information about the range of services available from different agencies, which are widely disseminated across the islands.
- Individual agencies produce information leaflets on their services, notably Women's Refuge, Women's Aid, Victim Support and Relate, specifying how they are able to support victims of domestic abuse.
- The Maternity Service is implementing its 'Procedure for Dealing with Suspected Domestic Abuse in Pregnancy', incorporating Routine Enquiry, a scheme to routinely ask pregnant women about domestic abuse during ante-natal checks
- The Health and Social Services Department's policies and procedures for Safeguarding Adults, which refer to domestic abuse, are nearing completion.
- Agreement has been reached with the Policy Council Human Resources Unit to introduce a civil service-wide policy and guidance on Domestic Abuse and the Workplace, with plans to introduce a training programme for managers and Human Resources staff.
- Some UK companies with local offices have adopted workplace policies as part of their wider business involvement with the UK Corporate Alliance Against Domestic Violence³⁸
- The Deanery Synod has appointed a Lay Member to advise on domestic abuse issues.

Publicity campaigns will continue to be organised on an ongoing basis. Information for victims will be further developed so that details about the help and support available from various agencies are readily accessible to anyone seeking it.

Workplaces generally provide excellent opportunities to offer help and support to victims. All major employers in the public, private, voluntary and community sectors will be encouraged to adopt workplace policies on domestic abuse.

Summary of key preventive measures for the future

- educating children and young people
- raising awareness and improving information

³⁸ <http://www.corporateallianceuk.com/home.asp>

- encouraging workplace policies

I was really lucky to have a boss who supported me when my ex-partner began hanging around where I worked.

I have moved away from my husband but I still feel that fear. I still look over my shoulder. I still peer round corners. I still search a room for him before I dare go in.

PROTECTION AND JUSTICE

There is much research and evidence to call on when looking at how to improve the experience of victims who seek or require the intervention of the police and the protection of the justice system.

It is vital that victims of violence and abuse have access to information about the criminal and civil law protections available to them and that they receive a positive response from government, the police and the criminal justice agencies.

The overall aims of the strategy in relation to this component are:

- To hold perpetrators/abusers accountable and provide effective interventions for their behaviour
- To improve services and support for all victims of domestic abuse.

Actions under the Protection and Justice strand of the strategy are therefore aimed at:

- Ensuring the safety of all those affected by domestic violence and abuse, including children, and holding perpetrators accountable for their behaviour
- Ensuring an effective police response to every reported incident of domestic abuse
- Ensuring all cases are risk assessed and appropriate protection put in place
- Engaging victims of domestic violence with the prosecution process and providing them with sufficient support to go through the process
- Ensuring that sentences are available that reflect both the crime and address offending behaviour
- Ensuring that victims are not deterred by the way they are treated at any stage of the justice process

- Ensuring that the civil and criminal law offers the maximum protection to all victims to stop the violence recurring
- Updating the law on domestic violence to give further protection to victims.

The Witness Service in Guernsey offers support to victims, witnesses and their family and friends before, during and after any trial. This includes visits to the empty courtroom in advance of the trial to explain procedures. The witness suite also has a video link where vulnerable and intimidated witnesses can give evidence. However, victims, often still under the influence of an abuser even after arrest, are sometimes isolated and reluctant to follow through a court process. Domestic abuse victims will have been made to feel powerless within the relationship, and the abuser may seek to reinforce these feelings through ongoing intimidation, which may make the victim reluctant to take steps to protect themselves. There are several other key elements which would help improve victim safety, enhance prosecutions and increase perpetrator accountability. The following are components of a comprehensive protection and justice system and indicate the current state of development in Guernsey.

Risk assessments

The police have recently introduced a ‘checklist’ assessment for use by all officers called to a domestic abuse incident, developed by the Metropolitan Police Service 2003³⁹. This domestic abuse assessment involves an objective scoring system using the CSPECSS model to determine levels of risk and so to determine the levels of intervention and protection a victim and children may need. It can also be used by the prosecuting services in the court process when considering bail and victim protection issues.

CSPECSS Model:

Children (Children are present in the household)

Separation (the victim is most likely to be at risk of death or serious harm in the two months following separation from a partner, or following disclosure of domestic abuse to an agency)

Pregnancy/recent birth (14% of maternal deaths in UK are attributed to domestic abuse – one third of victims are assaulted for the first time during pregnancy)

Escalation/repeat victimisation

Culture – this includes cultural barriers to reporting, such as shame or so-called ‘honour’ crimes

Stalking/harassment

Sexual assault⁴⁰

³⁹ Metropolitan Police Service 2003 accessed at <http://www.met.police.uk/csu/pdfs/AppendixIII.pdf>

⁴⁰ Presentation for Options Forum in Guernsey by Steve Mote (Hampshire Police) on 20th June 2007

It is essential that the assessments are introduced in collaboration with partner agencies to ensure that they are fully understood in order to ensure safety of the victim and their family.

MARAC – Multi-agency Risk Assessment Conferences

These are ‘multi-agency risk assessment conferences’ whereby representatives of key services share information and collectively determine actions (from the widest possible ‘menu’ of safety measures) to protect the safety of the victim and family. Cases are referred to MARAC based on risk assessment carried out by an individual agency, such as the Police. Only those cases deemed to be high or very high risk are subject to a MARAC. MARACs have good success in significantly reducing the rate of re-victimisation among the highest risk cases. In Wales, the successful development and introduction of risk assessment and MARAC brought the repeat victimisation rate down 38% to 8%, and the first 20 areas in England and Wales operating MARAC have halved the repeat victimisation rate in their areas.⁴¹ Cost savings to the criminal justice system and other services in Wales have been estimated at £70 million.

The police in Guernsey are in the process of investigating this model as a multi agency approach to those at the highest level of risk. The involvement of all relevant agencies, with training, will be essential.

Independent Domestic Violence Advisors (IDVA)⁴²

This advocacy worker provides a ‘one stop shop’, giving dedicated advice and assistance direct to victims to assure their safety through the process of criminal prosecutions, civil injunctions, housing and care of any children. These types of advocacy projects have proved that they are effective in terms of outcomes for the victim and in improving successful prosecution rates.

In Guernsey both Victim Support and the Refuge offer independent support to victims. There is specific training involved to take on the role of IDVA and it is suggested that the provision of this specialist service is further investigated under the auspices of one of the voluntary agencies currently involved in this work.

Court’s Approach

There is general understanding that domestic abuse cases present a complex and sometimes confusing set of problems to the judicial system; not least the high rate of withdrawal from prosecution and the repeat nature of the abuse. These problems led to the introduction of Specialist Domestic Abuse Courts in both USA and UK, which have proved successful in adopting a more ‘problem solving’ approach to justice.

An Integrated Court takes the concept of the specialist court, with trained personnel, further in that the presiding judge handles both civil and criminal issues affecting a single family. This avoids the victim having to deal with processes in different courts with regard to injunctions and child protection issues and criminal matters.

⁴¹ Presentation by Jan Pickles (O.B.E.) from Cardiff Women’s Safety Unit at the raising the Standards Conference, Guernsey, 2007

⁴² See Provision of Support Section page 36 and Action Plan page 86

There is already a high degree of integration in Guernsey, given that the Courts sit in the same building and are presided over by the same judges. It may not be possible to dedicate special courts to domestic abuse cases in Guernsey, as there may not be a sufficient number of cases, but the key components of the system, including training for prosecutors, judiciary and defence advocates, and clustering or fast-tracking of domestic abuse cases, could be introduced, alongside improved victim advocacy services as described above.

The Court is satisfied that clustering procedures, where all domestic abuse cases are made in one session, could be put in place, provided that this is supplemented by appropriate specially trained personnel, including prosecutors, IDVAs, police and probation officers.

Domestic Proceedings and Magistrates Court (Guernsey) Law, 1988.

In preparing the Strategy, it was noted that under the terms of the above Law, the Court is unable to suspend a sentence of imprisonment for breach of a Domestic Violence Injunction (DVI). It is recommended that the ability to hand down suspended sentences of imprisonment for such breaches would be a useful tool in trying to deter domestic violence.

It has also been observed that, at the present time, it is not possible to remand an individual in custody where he or she is contesting a breach of a DVI. It is recommended that legislation is enacted to remand individuals in custody in such circumstances.

The Court is supportive of these recommendations.

Supervised Child Contact

Child welfare principles state that it is normally in the best interests of a child to have ongoing contact with both parents. The Children Law (Guernsey and Alderney) 2008, states that it is the responsibility of the parents and any public authority to take reasonable steps to promote such contact. The Law requires the Health and Social Services Department to arrange for a child who is subject to a community parenting order to have reasonable contact with significant parental figures in their lives. A Supervised Contact resource will be essential to comply with this.

The majority of community parenting orders will be in place due to domestic abuse. Often, domestic abusers continue to abuse and control their ex-partner and children through child contact arrangements long after the relationship has ended, which is why supervised child contact is so important. A study by Women's Aid in 2004 found that 29 children in 13 families were killed between 1994 and 2004 as a result of contact arrangements in England and Wales.

It is recommended that Supervised Contact arrangements should be set up at the Roseville Contact Centre. The arrangements would be supervised by staff who would

be trained in accordance with National Association of Child Contact Centres (NACCC) guidelines to ensure that minimum standards are in place.

Perpetrator Programmes

Any work with the abusive party starts from the precept that responsibility for violence and abuse rests with the perpetrator, and that the safety and needs of the abused person and any children involved are taken as paramount. Any intervention with a perpetrator must be matched by the appropriate services to support the abused partner and children and keep them safe.

The Probation Service has for some time delivered the 'Change' perpetrator programme mandated by the court for perpetrators in the community and with perpetrators sent to prison. There is no current provision for perpetrators who may seek intervention on a voluntary basis or be referred by the Services for Children and Young People or Safeguarder Services in relation to child protection where there is no criminal process.

The Hampton Trust delivers perpetrator programmes with the associated women's support services in Hampshire and in Jersey. A representative has made a presentation to relevant agencies in Guernsey through the Bailiwick of Guernsey Child Protection Committee. Consultation locally showed that there is a need for an independently run perpetrator programme such as this, available to those referred through the criminal system or from another agency or civil court, or coming forward voluntarily. This may be a positive route forward for perpetrator services in Guernsey.

The Change programme is good and helpful and in my circumstance it proved beneficial to me even though I resisted initially. It should be made available to all perpetrators with the offer of full confidentiality.

Domestic Violence Homicide Reviews

Recent legislation in UK has established a statutory responsibility for agencies to undertake comprehensive review when there has been a domestic murder (homicide), to identify lessons to be learned and to improve interagency understanding and working. These have built on the good practice established through 'Serious Case Review', undertaken when there is a child death.

In Guernsey there have been four domestic related unlawful killings (three women and one child) and one attempted murder since 1999.

It is recommended that a mechanism be established in Guernsey to review domestic related deaths and serious injury, in order to identify lessons to be learned and improve interagency working and co-operation.

Summary of key Protection and Justice measures for the future:

- Improving and disseminating risk assessments for all victims
- Introducing MARAC for additional protection for high risk victims and their children
- Develop perpetrator programmes to include both court mandated and voluntary referrals
- Developing court processes in line with effective measures being used in other jurisdictions
- Providing consistent information on the law and legal process
- Integrating civil and criminal systems to make protection easier for the victim
- Establishing Domestic Violence Reviews where death or serious injury occurs to identify the lessons to be learnt and to improve inter-agency working.

I was in tears most of the time I was in court. Just being that close freaked me out even though I knew he couldn't do anything to me.

PROVISION OF SUPPORT

It is important that individuals who are experiencing abuse receive the support and services that allow them to identify and address their needs. Domestic abuse can impact on numerous aspects of people's lives; services need to reflect this by considering issues such as accommodation, finance, support for children and young people, health and emotional support.

Measures also need to be put in place to improve and monitor existing services in order to safeguard victims' ongoing safety. They can be further improved by implementing multi-agency data collection and information sharing processes and a greater degree of collaborative working across both States Departments and the voluntary sector. Failing to share information can leave service users at serious risk; however, protocols need to be in place in accordance with Data Protection legislation.

In working towards this strategy, specific gaps in existing service provision have been highlighted by professionals and volunteers working with victims of abuse. In particular, concern has been expressed about gaps in the accommodation options available, children's therapeutic services, and the lack of support mechanisms in place for the people of Alderney. Further work needs to be done to engage with survivors of domestic abuse in order to integrate their ideas and experiences of living with and combating abuse to future policy development.

The overall aims of the strategy in relation to this component are:

- To facilitate the development and delivery of a quality and co-ordinated multi-agency response to domestic abuse
- To improve the services and support for all victims.

Actions under the Provision of Support strand of the strategy are aimed at:

- developing a comprehensive range of accommodation options, with better help to support victims to stay in their own homes if appropriate
- helping victims who have ended or left a violent relationship to rebuild their lives
- providing support to children and young people affected by domestic abuse
- providing advice to anyone affected by domestic abuse and information about the range of support services available
- making sure that appropriate information on services and how to access them is available for the people of Alderney
- engaging with public health professionals at a strategic level.

Accommodation Options

Robust and effective housing measures are necessary for victims of domestic violence. UK Government best practice suggests that the following housing-related services should be available for:

- Support for victims to remain safely in their own homes
- Help for victims in managing their tenancies
- Services to help vulnerable people find, finance and secure accommodation
- Fast-track re-housing
- Appropriate temporary accommodation
- Emergency accommodation – Refuge Provision.

The importance to survivors of securing a safe place to live for themselves and their children is obvious. The standard of housing service that survivors receive can make the difference between staying safe or not.

Current accommodation services available in Guernsey comprise:

- Guernsey Women's Refuge opened in 1998 and is able to provide 24 hour emergency accommodation for women and their children (boys only up to the age of 14). Five rooms are available that can accommodate a maximum of two or three children. A charge is made for each night's stay.
- Maison St Pierre is able to offer accommodation for women and their children (boys only up to the age of 11) whilst awaiting/acruing points for States Housing (usually 6 months plus). Ten rooms are available for homeless women, referred by a range of other agencies.
- NCH Guernsey Youth Housing are able to support young people aged 16 to 25. Seven accommodation units (two flats and five bedsits) are available through a referral process, usually from Social Security, Probation or Prison. Short-term crisis accommodation can also be arranged. Support is also offered to help young people secure other independent accommodation. Workers also offer mediation support with families to enable young people to remain at home or move on to independent living.
- St. Julian's House is now under the management of Health and Social Services Department, with plans for redevelopment. It provides accommodation for homeless and other vulnerable adults (primarily elderly long term male residents) and emergency accommodation for a transient population of younger male adults and men. It has three beds for single women. The Annexe can offer 10 bed night stay accommodation, but with low occupancy rates, is currently used for outreach work/daycare provision.
- Guernsey Housing Association has over 160 properties available. 75% is provided to applicants from the States Housing Department waiting list. 40 properties are allocated from its own waiting list, under its own criteria. The income bar is currently higher than that of the States Housing Authority.
- Sarnia Housing was established as a charity 40 years ago to help homeless young families. Two houses are currently occupied by older people who have been resident upward of 25 years. The other two houses contain seven flats are available for young families as temporary emergency accommodation of nine months to one year, whilst awaiting/acruing points for States Housing.. Tenants need to be able to provide £50 deposit plus one week's rent in advance. Wherever possible, priority is given to women in the Women's Refuge with children, but the accommodation is always full, with a waiting list.
- States Housing Department, under current legislation, operates strict eligibility criteria based on age, income and dependant children. Arrangements can be put in place to change the name on the Tenancy Agreement, without having to vacate the property, where the victim meets the criteria for States housing.

Victims of domestic abuse may not be in a position to secure rental property in the private sector. Alderney residents have even less provision: for example, victims there who need emergency accommodation face the additional problem of having to leave the Island.

Non-local victims of domestic abuse have little security if they have been living in Guernsey with a local partner or under the license of their partner, and, along with Alderney residents, do not have rights of residency in Guernsey. Under the Housing Control Law, people who are occupying local market property in Guernsey by virtue of a spouse's/partner's housing licence and who, through domestic abuse, cannot remain living in the household of the licence holder, will require a housing licence in their own right to remain living in Guernsey, as they have no automatic right to do so. The Housing Department has indicated that it will consider each such application for a housing licence on its merits, taking into account factors such as the person's length of residence, their familial and like connections with the island, whether there are any children of the relationship, etc. The Housing Department has agreed to produce a guidance note for all agencies supporting victims of domestic abuse setting out the circumstances where a housing licence will be required, how to apply for a licence, what information the Department will consider when assessing the application and how this should be provided.

Residents of the other Bailiwick islands – Alderney, Sark and Herm – have no automatic right to live in Guernsey. The Housing Department has explained that, while it will consider applications for permanent housing licences from other Bailiwick residents suffering from domestic abuse, it is unlikely that these will be granted under existing law and policies. Discussions will take place with the Housing Department to determine whether it would be possible for victims of domestic abuse from Alderney and Herm, who are not residentially qualified to live in Guernsey, to be accommodated in Guernsey for a temporary period to access support services whilst a permanent solution to their accommodation situation is found, with a view to including the results of these discussions in the guidance note referred to above.

The following are components of current good practice initiatives in housing provision made for victims of domestic abuse alongside other vulnerable groups in need of housing in UK. Along with a full analysis of housing provision and need in the Island for domestic abuse victims, the feasibility of introducing these services should be assessed, in order to improve victim safety and aid the process of rebuilding lives.

'Sanctuary Models'

These provide security for victims of domestic violence, enabling them to remain in their own homes in situations where safety can be guaranteed and where they wish to do so. In UK the schemes are jointly operated by the police and the local domestic violence forum. Police attending incidents offer the service and outreach workers are available to talk individuals through their options. The scheme is open to women living in any tenure. Crime prevention officers make recommendations for suitable safety measures for their home, which are carried out quickly to retain the client's confidence. This provides security for victims, by providing locks, mortice bolts and 'strong rooms', allowing them to stay in their own homes.

‘Supporting People’ Schemes

Supporting People Commissioning Bodies provide an important service in improving local responses to domestic abuse. They plan and fund housing-related support services for vulnerable people. Commissioning Bodies, comprised of individuals such as health professionals and probation board members, are formed in order to develop strategies for the provision of housing-related support to vulnerable groups who they have identified as needing help in their area. Non-governmental organisations then tender to provide services.

Provision of emergency and transit accommodation

Sufficient emergency and temporary accommodation should be available to meet the needs of victims of domestic abuse. In particular, the needs of women with teenage boys or multiple children, Alderney residents and male victims are identified as lacking provision.

Rent Deposit Scheme

In the UK, schemes exist for local authorities to provide loans or bonds towards housing deposits. There is concern that some individuals fleeing domestic abuse are living in substandard or unsuitable accommodation because they are unable to secure a housing deposit and month’s rent in advance. Although the Social Security Department can cover the ongoing cost of accommodation for women who are unable to work because of caring responsibilities or health problems caused by domestic abuse, the Department does not currently provide deposits for accommodation. Consideration should be given to the establishment of a funding mechanism by which victims can access this type of support, perhaps in partnership with a voluntary organisation or public/private partnership.

She had just been beaten by her partner and was at the police station with her two children. They were all distressed and crying. The officer contacted the Refuge staff who arranged accommodation for them.

Rebuilding Lives

Work with voluntary organisations

There are already many excellent local services available for victims of domestic abuse within Guernsey. However work needs to be done through the Partnerships Action Plan to ensure good interagency co-operation and communication and that Good Practice Guidelines and Standards are in place for all relevant agencies. There should also be measures in place to avoid duplication of services, to increase accountability and ensure there is a consistency of approach across services generally.

The means of delivery of services to victims is a key aspect of the response provided, so measures should be in place to ensure that staff members are clear of their own roles in

responding to domestic abuse and those of other organisations. A protocol is currently in place between Police, Refuge and Victim Support.

Agencies should also develop an understanding of the diverse needs which victims and their children may have and be provided with the training necessary to attain a good understanding of child protection issues.

Additional services may also be required to meet the needs of specific groups such as those living in Alderney, male victims, victims in same-sex relationships, children, those who do not have English as a first language, victims of 'honour' crimes or forced marriages, women who are not accessing existing provision – for instance, women with older male children, older women, victims using drugs or alcohol, and those with learning disabilities or mental health problems.

Independent Domestic Violence Advisors (IDVA)

This advocacy worker provides a 'one stop shop', giving dedicated advice and assistance direct to victims to assure their safety through the process of criminal prosecutions, civil injunctions, housing and care of any children. In the UK, these types of advocacy projects have proved that they are effective in terms of outcomes for the victim and in improving successful prosecution rates.

In Guernsey both Victim Support and the Refuge offer independent support to victims. There is specific training involved to take on the role of IDVA and it is suggested that the provision of this specialist service is further investigated under the auspices of one of the voluntary agencies currently involved in this work.

Therapeutic Group Work

Support groups can provide an effective means of helping victims to rebuild their lives. They can also provide a clear link for survivors to add their ideas to strategy and policy development.

In 2007 Guernsey Women's Aid launched 'Moving On' – a service for women who have left an abusive relationship. Options also facilitated a group session for women in 2005, which was well supported, but disbanded when the Domestic Violence Research and Development post ended. As well as the evident therapeutic benefits of group work, the sessions were a useful means of adding the thoughts, ideas and experiences of survivors to ongoing policy development.

Support for children and young people

The evidence of the link between domestic abuse and child abuse⁴³, the views of those who responded to the consultation for the strategy and the hidden implications for children's emotional and social well-being point towards the need to develop more services specifically to support children.

⁴³ Estimates range from 30% to 66% depending on the study (Hester et al, 2000; Edleson, 1999) in Humphreys and Thiara 2002

Children may suffer both directly and indirectly if they live in households where there is domestic abuse. Domestic abuse is likely to have a damaging effect on the health and development of children and young people, and it is often appropriate for such children to be regarded as being ‘children in need’.

Children living in families where they are exposed to domestic abuse have been shown to be at risk of behavioural, emotional, physical, cognitive-functioning, attitude and long-term developmental problems. There may be serious effects on children who witness domestic violence, which can result in behavioural issues, absenteeism, ill-health, bullying, anti-social behaviour, drug and alcohol misuse, self-harm and psychosocial impacts⁴⁴.

They are at greater risk of exposure to poverty and homelessness, and detrimental effects on their short-term welfare and long-term life chances. In 2007, of the total of 286 young people approaching NCH Guernsey for support with accommodation, 25 females (out of 123 – 20%) and 33 males (out of 163 – 20%) are reported or are judged by staff to be victims of domestic abuse. Eight female (7%) and 38 males (23%) are reported or judged by staff to be perpetrators of domestic abuse.⁴⁵

The implementation of the new Children Law⁴⁶ and the Children’s Services Plan informed by Every Child Matters⁴⁷ provide an opportunity to ensure that the needs of children affected by domestic abuse are embedded into local services. Services should include:

- Improved support to parents through universal and targeted services for families
- Early intervention and protection, with improved information sharing between agencies, a shared needs assessment framework and assignment of lead professional in cases where a child faces multiple risk factors
- Greater accountability and integration of services locally, led by the Bailiwick of Guernsey Child Protection Committee.

However, it is important that domestic abuse is not treated as a separate area, but is mainstreamed and integrated throughout the children’s agenda.

In order to keep children who are living with domestic abuse safe, consideration should be given to adopting a consistent Risk Assessment Model, such as that developed by Barnardo’s in Northern Ireland,⁴⁸ overseen by the Bailiwick of Guernsey Child Protection Committee.

⁴⁴ Working Together to Safeguard Children 2006 pp202-3

⁴⁵ NCH Guernsey Annual Statistics 2007

⁴⁶ Children Law (Guernsey and Alderney) 2008

⁴⁷ Every Child Matters at <http://www.everychildmatters.gov.uk/>

⁴⁸ Assessing the Risks to Children from Domestic Violence, Julie Healy and Madeleine Bell accessed at http://www.barnardos.org.uk/p_p_briefing_no.7.pdf

Therapeutic Services

Bailiwick of Guernsey NSPCC has launched a range of services available from 2008 for children affected by domestic abuse summarised as follows:

- Individual sessions with children from 5 – 17 years old who have lived with domestic abuse but are now living in a safe environment. The aim of this work is to help children explore their emotions and feelings towards their parents. To help them develop coping strategies. We encourage them to build self esteem and resilience to enable them to recover and fulfil their potential.
- Sessions for non abusing adults who are or have been living in an abusive relationship in order to support them in the parenting of their child/children. The aim is to help them recognise their personal strengths and gain self esteem. To enable them to regain control of their lives and feel empowered.

This work can be linked together to enable the non abusing parent and the child to talk to each other in a safe environment about the impact of domestic abuse on them.

- Group work for children from 7 – 11 years who have lived with domestic abuse. The aim is to show children that they are not alone. Children can share their experiences in a safe and secure environment. These groups will be carefully selected in order to ensure the safety of the children in the group.
- Group Work for non abusing parents (Mellow Parenting) an accredited parenting programme. This is aimed at non abusing parents of children under five years old who recognise that the relationship with their children has been affected by living in an abusive environment. It is recognised that the ability of a parent to interact with their child in a positive way can be undermined by living with domestic abuse. This work highlights the positive interactions and supports the adult in parenting their child.
- Consultancy for other agencies who are working with children and families who have been affected by domestic abuse.

Information and Advice

Written information

Options has produced a range of posters and information booklets, leaflets and cards aimed at female victims. These leaflets also give information on advice lines for male victims, which are based in UK. The Guernsey Women's Refuge and Guernsey Women's Aid each produce leaflets about their respective services.

Domestic Abuse Helpline

Helplines can be an effective way of disseminating information about domestic abuse services. In December 2003 in England, a new confidential 24-hour National Domestic Violence Freephone Helpline, run in partnership between Women's Aid and Refuge, was launched. The Welsh national freephone helpline was launched in April 2004. These helplines provide a database of up-to date information on refuge vacancies and

other domestic violence services, for use by refuges and other specialist domestic violence service providers.

A domestic abuse helpline was set up and funded by Options in 2002. This is currently run by the staff at the Women's Refuge and is publicised in the various domestic abuse leaflets and posters that are distributed throughout the Island. The Guernsey Women's Refuge has also set up a separate helpline for Alderney residents.

Ensure that information is reaching minority and target groups

There is a need to identify key groups, make links with them and provide relevant, accessible information. Groups might include the Portuguese, Latvian and Polish communities; victims with additional needs such drug, alcohol or mental health issues.

Website

Options currently operates a website at www.domesticabuseguernsey.org.gg with links to national sites.

Health Services

Health services have a crucial role to play in responding to domestic violence and abuse as health professionals are frequently on the frontline in their work dealing with both the physical injuries of victims and children, as well as the impacts on mental health. Health professionals, particularly General Practitioners, are ideally placed to raise the issue of domestic abuse with service users and routinely provide information or refer to specialist support agencies.

The British Medical Association Report 2007 says that domestic abuse continues to be a major healthcare concern and that doctors and other health professionals need to ask the right questions about domestic abuse and respond appropriately. It states that addressing domestic abuse in the healthcare setting is a priority. In order to achieve this it recommends that all healthcare professionals:

- receive training in identifying and helping patients who are victims of domestic abuse
- ask patients appropriate questions in a sensitive and non-threatening manner in order to encourage disclosure of abusive experiences
- take a consistent approach to the referral of patients to specialist domestic abuse services.

Summary of key priorities for the future

- Further consultation with victims to identify their views
- Reviewing the range of accommodation options for vulnerable victims

- Investigate the introduction of trained Domestic Violence Advisors through one of the voluntary organisations.
- Continue collaboration with agencies to develop relevant outreach and other services
- Develop a comprehensive range of services for children and young people
- Review information and advice for victims available in a variety of media
- Develop support for Alderney residents
- Engage with public health professionals at strategic level

My ex-partner threatened to kill all our animals if we left...
He beat my son's dog in a rage, she was only trying to
protect us. I tried to stop him so he beat me instead.

DEVELOPMENT OF MINIMUM STANDARDS, RESOURCES AND STRUCTURES

The initial Action Plan⁴⁹ sets out under each of the 4 headings Partnerships; Prevention; Protection and Justice; and Provision of Services

- what action is proposed for implementation within the next 4 years (until December 2012);
- which Department or Agency is responsible for progress (and the lead department/agency where more than one is involved); and
- target date(s) for implementation of each action point.

The Action points in the Action Plan are linked to the Overall Aims of the strategy as set out earlier and to the previous section on delivery. The Action Plans will be reviewed annually from January 2010 and may be amended.

Development of Minimum Standards

The strategy sets out a basic framework for the delivery of effective services to domestic abuse victims. Essentially, however, the aims of the strategy will only be realised if there is a commitment across all the relevant service providers to minimum standards of service, and, ultimately, to the implementation of best practice. It is imperative, therefore, that all agencies ensure that they have the appropriate mechanisms in place to improve their responses to domestic abuse.

⁴⁹ Annex 4

A set of Good Practice Guidelines and Standards, aimed at service providers, will be developed using models already produced in other jurisdictions. These guidelines will assist in achieving a consistent approach to domestic violence and abuse across Guernsey and Alderney and should also ensure the promotion of equality of opportunity for all in accessing domestic abuse services.

Resources

As already indicated in the earlier section on The Cost of Domestic Violence, millions of pounds of public money are spent every year in dealing with domestic violence and its consequences. These resources are committed across a range of services, including: health and social care; housing solutions including refuge accommodation; police and other criminal justice services; civil proceedings; and through the funding of voluntary organisations who support victims of domestic abuse.

The effective implementation of the strategy will clearly have resource implications for the partner departments and agencies. The role of the Social Policy Development Officer in 2008 will be to undertake a cost benefit analysis, together with the relevant States Departments, on each of the initiatives in the action plans. It is likely that a report will go to the States of deliberation in 2009 and additional resources may be requested for the domestic abuse strategy from 2010-2012 for a single pot of funding, similar to the budget for the Drug and Alcohol Strategy.

More importantly, however, it is the people working within all the relevant departments and agencies who will be crucial to success. The training of all relevant staff will be vital to the early identification, protection, and provision of support to victims. The commitment of all the partner departments and agencies to embrace the strategy's vision together with the proposed roll-out of a multi-agency training strategy will also be central to achievement of the strategy's aims.

Successful implementation will also be heavily reliant on the co-operation of all the people and the agencies who work together. The structures which are in place to facilitate implementation are set out in Annex 1.

Measuring Success and Reviewing the Strategy

The strategy requires monitoring, evaluation and the capacity to change. Assessing the success of the strategy will require the development of a collection of performance indicators that cross departmental and agency boundaries and reflect the individual components of the strategy⁵⁰. States of Guernsey Departments, in partnership with all the relevant agencies, will therefore develop a set of performance indicators, against which year-on-year trends in the incidence of domestic abuse and the successful implementation of the strategy can be assessed.

A range of indicators is needed against which the success of the strategy can be measured. Domestic abuse, however, is an issue often involving many complex

⁵⁰ Annex 5 Performance Indicators

variables, therefore measurement of perceived success must be approached with some degree of caution. For example, there are many reasons why victims do not report the violence to the police or decide not to proceed through the criminal justice system.

Each component of the strategy will need to be operating effectively. Increased awareness of the problem amongst the general public and confidence in the criminal justice system should lead to increased reporting. The consistent application of police policy on domestic violence should lead to more arrests, to effective support for every victim and to the prosecution of perpetrators where appropriate. An increased confidence in the criminal justice process should also lead to a reduction in the number of cases where victims withdraw their evidence. Overall, increased reporting, more arrests, and a reduction in repeat victimisation should collectively lead, in time, to a real and sustained reduction in domestic violence.

An accurate assessment of the real levels of domestic violence will not be possible until there is progress in changing attitudes, so that all victims of domestic abuse feel safe in revealing the abuse they have experienced. While one of the main goals of the strategy is to bring about an overall reduction in domestic violence and abuse, there is a recognition that it will be difficult to measure this accurately, particularly in the early years.

There should also be a review undertaken, by or on behalf of the Advisory Group, after a 3/4-year period (2012) to assess the continuing relevance of the strategy itself.

ANNEX 1 - STRUCTURES

The following structure is recommended to oversee the further development and implementation of the Strategy, with effect from 2008.

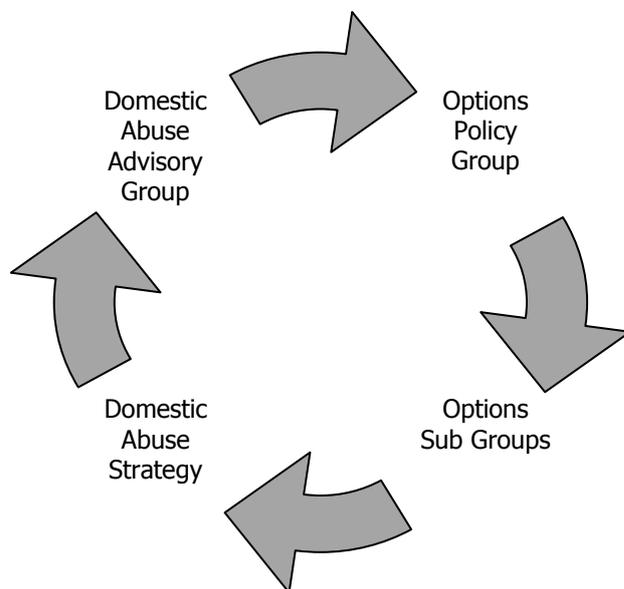
Domestic Abuse Advisory Group

A Strategy Advisory Group was initially established to prepare the strategy in February 2007; membership is set out overleaf. It is recommended that this group be formally established across States of Guernsey Departments (and extended to include representatives from Police, the Court, The Safeguarding Service, and Commerce and Employment) as the main driver for implementation of the strategy and for any future change or development of policies on domestic abuse.

Membership of this group will be at Senior Officer level, from the constituent members of Social Policy Group i.e. Commerce and Employment; Drug and Alcohol Strategy; Education; Health and Social Services; Home; Housing; Policy Council (Policy and Research Unit); and Social Security. Administrative support for the Advisory Group will be provided by the Domestic Abuse Strategy Co-ordinator, who will be responsible for co-ordinating the day-to-day work on the Strategy.

The Chief Officers of those departments represented on the Advisory Group may also be asked to meet twice each year to oversee Strategy development and report to the Social Policy Group, who will have political responsibility for the Strategy.

Links to Options, the Domestic Abuse Forum will be through the Domestic Abuse Advisory Group to the Policy Group of Options.



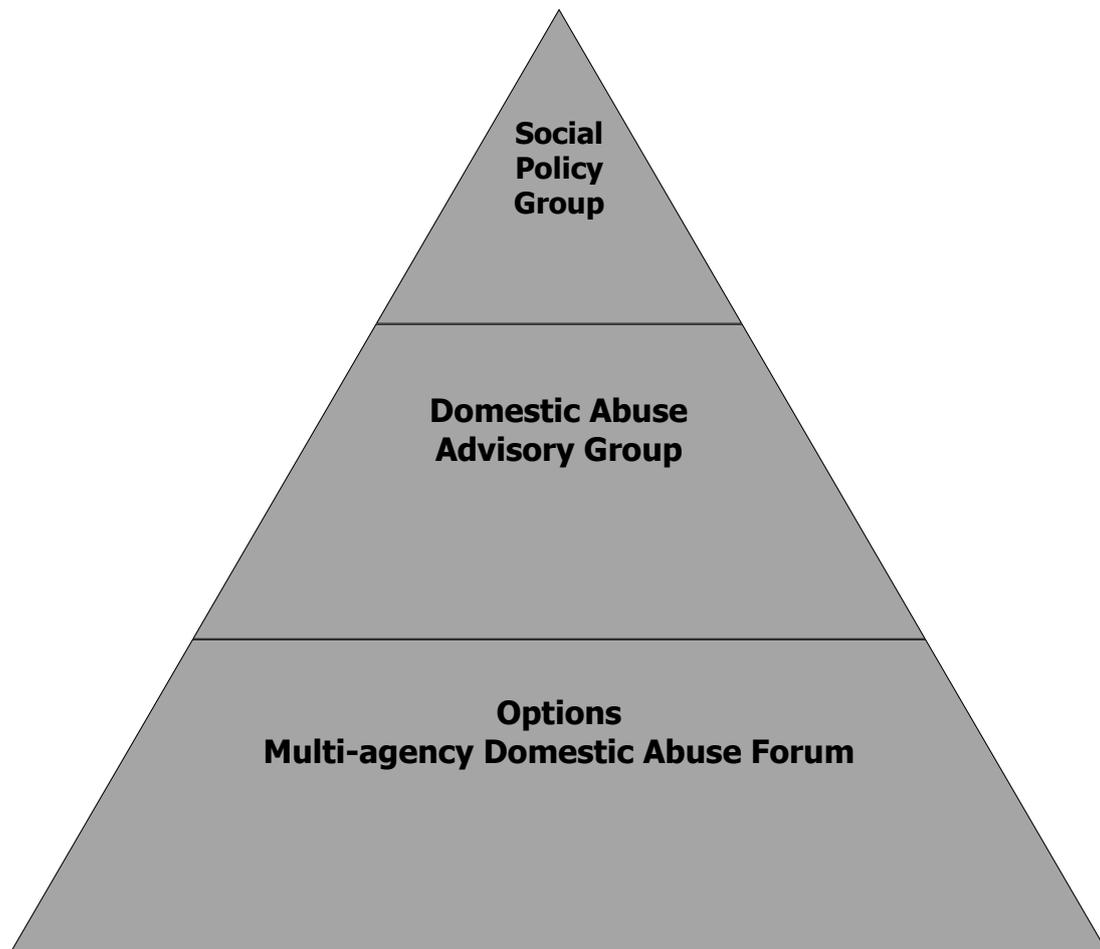
Domestic Abuse Strategy Advisory Group (February 2007 to February 2008)

Zoë Grainger (Chair)	Domestic Abuse Policy Development Officer (seconded from the Education Department)
Anna Guilbert	Chief Probation Officer, Probation Service Home Department
Fiona Richmond	Projects Officer, Supplementary Benefits Social Security Department
Debbie Pittman	Manager – Health Visiting and School Nursing Health and Social Services Department, Services for Children and Young People
Andrea Nightingale	Drug and Alcohol Strategy Coordinator Policy Council
Sarah Murphy	Social Policy Co-ordinator (from September 2007) Policy Council

Social Policy Group (February 2007 to February 2008)

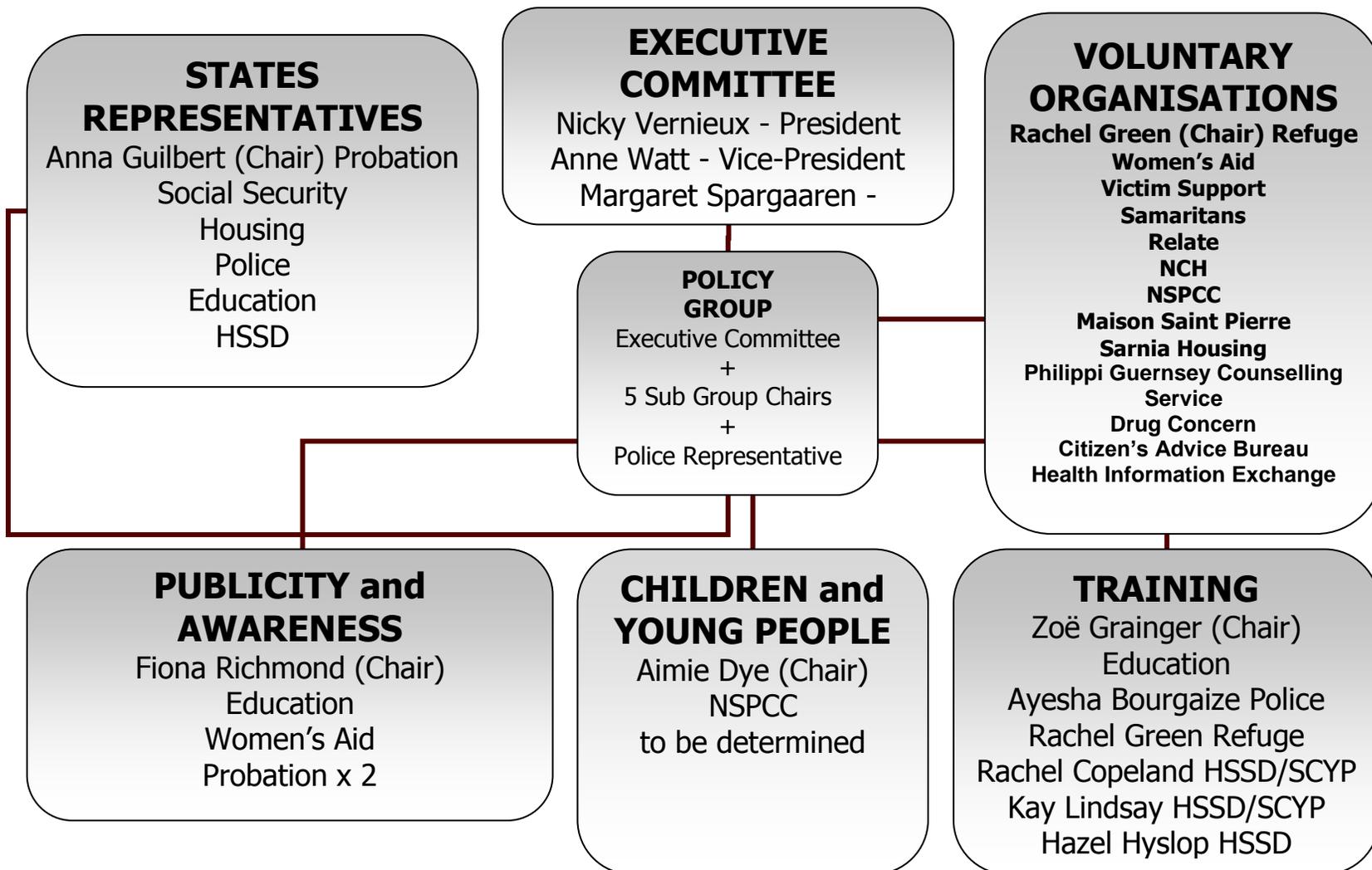
Deputy Peter Roffey, Minister, Health and Social Services (Chair)
Deputy Carla McNulty Bauer, Deputy Minister, Commerce and Employment
(Deputy Chair)
Deputy Barry Brehaut, Housing (until November 2007)
Deputy Dan Le Cheminant, Deputy Minister, Social Security
Deputy Jonathan Le Tocq, Deputy Minister, Treasury and Resources
Deputy Wendy Morgan, Deputy Minister, Education
Deputy Jenny Tasker, Home

Paul Veron, Head of Policy & Research Unit, Policy Council
Sarah Murphy, Social Policy Co-ordinator, Policy and Research Unit, Policy Council
(from September 2007)
Reg Avery, Director of Client Services, Treasury and Resources
Wayne Hassall, Senior Policy and Operations Officer, Commerce and Employment
David Hughes, Chief Officer, Health and Social Services
Natasha Keys, Director of Policy & Resources, Commerce and Employment
Stephen Langford, Chief Officer, Housing
Malcolm Nutley, Chief Officer, Social Security
Brian Richings, Chief Officer, Home
Derek Neale, Chief Officer, Education
Alun Williams, Lifelong Learning Manager, Education



ANNEX 2

Options – the Guernsey Domestic Abuse Forum



Options Survey 2004

This survey was undertaken in 2004 and highlighted the need for a Domestic Abuse Strategy. Copies of this are available at Sir Charles Frossard House and the Guille Alles Library.

Options Strategy 2006

Area of Development	Strategic Objective	Achieved To Date	Action / Task	Timescale	Key Personnel/ Responsibility	Method of Evaluation
1. Raise public awareness that domestic abuse is unacceptable and wrong	Develop media strategy	<ul style="list-style-type: none"> Regular input to media General awareness articles plus coverage of Forum events. 	<ul style="list-style-type: none"> Identify & submit articles to media Continue poster campaign Initiate media protocol regarding identification of victims in reportage 		Publicity & Awareness Group	Quantitative in relation to number of Press articles Qualitative – nature of articles
	Deliver awareness sessions to a range of organisations	List of agencies covered Soroptimists July 2005.	<ul style="list-style-type: none"> Develop awareness presentation Identify Options trainers willing/able to deliver Audit of agencies who we need to approach 		Policy Group Trainers Group Publicity & Awareness Group	Number of agencies approached Number of sessions delivered

	Increase the number of reported incidents of domestic abuse	<ul style="list-style-type: none"> • Police statistics • Police have implemented a positive arrest policy • Increased identification of DA issues in child protection. 	<ul style="list-style-type: none"> • Encourage increased reporting e.g. to health & midwifery 		SR Group VO Group	Agency statistics
	Develop a reliable database	<ul style="list-style-type: none"> • Survey carried out & published 2004 	<ul style="list-style-type: none"> • Agencies to record data on reported incidents • Develop protocol for sharing information on the number of incidents 		SR Group BoGCPC	

Area of Development	Strategic Objective	Achieved To Date	Action / Task	Timescale	Key Personnel Responsibility	Method of Evaluation
2. Maintain and develop the Options Forum to deliver a high quality, co-ordinated multi agency response to domestic abuse	Co-ordinate strategic policy & planning in all areas involving domestic abuse	<ul style="list-style-type: none"> • Strategy document published annually from 2002 • New Constitution from January 2005 • Action Groups [P&A, SRG, Trainers, Ed, Childrens] replaced subgroups from 2005 • Shared definition of domestic abuse 	Organise Strategic Planning Day Formalise mandate for each Action Group	April 2006	Policy Group SR Group	Action Plan for Strategy

	Provide & promote Forum events 3 times per year	<ul style="list-style-type: none"> • October 2005 W@rn Theatre Production • July 2005 Presentations by Options member agencies & Raising The Standards representatives • April 2005 Professor Audrey Mullender 	<ul style="list-style-type: none"> • 2006 – Strategic planning event to identify appropriate speakers • RTS Planning Meeting hosted by Guernsey May 2006 – Forum link (Christine Mann) • ‘Violence against women 365 International poster exhibition. • Raise funds for future speakers/events 		Publicity & Awareness group Policy Group	Quality speakers. Numbers attending. Media coverage.
	Establish a system for sharing information between agencies regarding their own initiatives & developments	Regular feedback from agencies at all Options meetings	<ul style="list-style-type: none"> • Identify initiatives & developments & share with Policy Group & Child Protection Committee 		SRG Children’s Group Education Group	Issues taken to BoGCPC & Social Policy Steering Group. Incorporated into Children’s Services planning

	Research & promote good practice in relation to domestic abuse	<p>Inclusion on Raising the Standards Group. Respect Newsletter forwarded to all members. Links with Jersey Forum. Attendance at National Conferences. Workplace Policy produced & circulated to HR. Antenatal screening initiative. Role of Education.</p>	<ul style="list-style-type: none"> • Produce code of good practice to distribute to all agencies – responding to women who disclose. • Promote the development of protocols / policies in relevant agencies e.g. workplace policies to HR departments / public and private sector • Establish an intranet ‘repository’ for research, articles etc 	Ongoing	SRG All individual members & Groups	Minutes of meetings. Regular updates to website. Take up of good practice initiatives in all agencies.
	Monitor the legislative framework within the Bailiwick of Guernsey	<ul style="list-style-type: none"> • Views submitted on local harassment legislation to Home Affairs Committee (2001) – now in law (2005) 	<ul style="list-style-type: none"> • Prepare report for Criminal Justice review with regard to vulnerable & intimidated witnesses. • Monitor developments. 		Legislation Group (convened when needed) SR Group	Indication of progress towards uptake of Part II, Chapter I of the Youth Justice & Criminal Evidence Act 1999 (video links in Court etc)

Area of Development	Strategic Objective	Achieved To Date	Action / Task	Timescale	Key Personnel Responsibility	Method of Evaluation
3. Promote the provision of a comprehensive range of services and support for women & children experiencing domestic abuse	Identify components of a comprehensive range of services		<ul style="list-style-type: none"> • Undertake audit of service provision • Note gaps in provision & plan how to provide key elements 		SRG Policy Group	Re-audit in 12 months
	Develop and disseminate information about services available to women & children	<ul style="list-style-type: none"> • Packs available in English 2002, Portuguese & Latvian 2004 	<ul style="list-style-type: none"> • Provide information packs to women reporting incidents • Develop & update website • Ensure comprehensive distribution of leaflets 		P+A	Audit of availability of materials. Survivor satisfaction rates.
	Identify how women & children can be better assisted	<ul style="list-style-type: none"> • Survivor leaflet published • Media articles by survivors 	<ul style="list-style-type: none"> • Views of survivor group gathered regarding proposed actions, via minutes 			Obtain ongoing feedback from service users
	Enable agencies to support and identify repeat victims		<ul style="list-style-type: none"> • Information and advice to agencies about identifying repeat victims 		SRG, Training, Policy Group	Audit of information to agencies

Area of Development	Strategic Objective	Achieved To Date	Action / Task	Timescale	Key Personnel Responsibility	Method of Evaluation
<p>Promote & support work holding perpetrators /abusers accountable and providing effective interventions.</p>	<p>Identify models for delivering perpetrator schemes for those going through criminal and non-criminal processes.</p>	<p>‘Change’ programme (Respect approved) being delivered to perpetrators in CJ system</p>	<ul style="list-style-type: none"> • Take proposals to CPC regarding comprehensive provision for perpetrators. • Train probation officers and other relevant staff in programme designed to support women and children at the same time as addressing male behaviour. 		<p>CPC, SRG (Probation and HSSD)</p>	<ul style="list-style-type: none"> • Perpetrators referred by the courts or prison are able to access a recognised programme. • Non CJ perpetrators able to access perpetrator programmes

	<p>Monitor the effectiveness of perpetrator schemes in regard to reducing repeat victimisation and re-offending</p>		<ul style="list-style-type: none"> • Develop cross-agency system ensuring all ex/partners of men on programmes are afforded relevant support 			<ul style="list-style-type: none"> • Numbers accessing the course are reported annually by Probation to Steering Group Including statistics on the support of partners/ex partners
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Area of Development	Strategic Objective	Achieved To Date	Action / Task	Timescale	Key Personnel Responsibility	Method of Evaluation
<p>Support and provide training and awareness raising courses to the public and private sector and the general public</p>	<ul style="list-style-type: none"> Promote interagency training within the States departments & voluntary agencies 	<ul style="list-style-type: none"> Annual Programme of 6 x 1 day Interagency Training established & delivered by Trainers' Group, made known to agencies through Training Diaries of Institute of Health Studies, HR Unit & Education – also open to voluntary agencies & others following basic awareness raising presentations Local trainers trained in 2001 + 2004 	<ul style="list-style-type: none"> To continue to develop Interagency Training 		<p>Policy Group Trainers' Group</p>	<p>Evaluation sheets at end of each course.</p> <p>Audit of all agencies represented.</p>

	<ul style="list-style-type: none"> • Include domestic abuse as part of 'Developing Safe Relationships' within Personal, Social & Health Education (PSHE) curriculum in schools 	<p>Pilot course run in secondary school.</p> <p>Materials on healthy relationships incorporated into PSHE.</p>	<ul style="list-style-type: none"> • Identify and disseminate material suitable for school pupils • Pilot use of materials in schools • Develop materials to support teachers 		Education Group	Audit of PSHE curriculum content and training to school staff.
	<ul style="list-style-type: none"> • Develop specific training programmes for schools 	<ul style="list-style-type: none"> • ½ day training established in 2004, plus whole school on request • Awareness raising presentations made to PSHE Co-ordinators 2005 	<ul style="list-style-type: none"> • To be made available on 2 occasions in 2006 		Education Department Trainers' Group Education Group	Audit of training.

	<ul style="list-style-type: none"> Promote specific training for professionals working with children's and families 	<ul style="list-style-type: none"> SCYP & NSPCC have planned training on the effects of DA on children Discussion regarding training for professionals undertake group work with children & mothers who have experienced DA 	<ul style="list-style-type: none"> Interagency training to take place in March & October 2006 		Children's group	<p>Post course evaluation.</p> <p>Number of key personnel trained.</p>
	<ul style="list-style-type: none"> Extend awareness course to community groups 	<ul style="list-style-type: none"> 	<ul style="list-style-type: none"> List groups to be approached Direct a specific speaker or Open Forum to this group 		Training, P&A, Policy group	<p>Numbers of community groups approached + attending</p>

ANNEX 3 - CONSULTATION SUMMARY

Methodology

In February 2007 the questionnaire was prepared in order to identify issues that should be included and addresses within the Strategy.

Meetings were convened with two key groups: representatives from relevant States Departments (i.e. those represented on Social Policy Group – Health and Social Services, Education, Home, Housing and Social Security); and representatives from the voluntary agencies known to be involved in Options (i.e. Women’s Refuge, Women’s Aid, Samaritans, Citizen’s Advice Bureau, Relate, Maison Saint Pierre, NCH, NSPCC and Philippi).

These meetings were intended to serve two purposes: to inform the agencies about the Strategy and the questionnaire about to be circulated; and to generate discussion about how services could be improved or developed. In effect these meetings proved extremely beneficial, as it became apparent that a number of individuals and agencies were not fully aware of developments taking place within other agencies, both in Guernsey and UK, in relation to domestic abuse.

Over 100 questionnaires were circulated to the agencies listed above, as well as to employers, churches, schools, doctor’s surgeries, trades unions and advocates. Each questionnaire was accompanied by a letter detailing the purpose of the questionnaire and the Strategy. Several responses were immediately followed up by telephone or email contact.

An initial analysis of the responses revealed three key areas of significant shortfall in provision that required more detailed investigation: accommodation options; support for children; and services in Alderney. A focus group was established for each aspect to explore these issues with key practitioners, in order to tease out areas of difficulty and possible solutions.

It has been a privilege to be involved in this work with a wide range of agencies and individuals. The response to the consultation for the Strategy has been overwhelmingly positive, and has, I believe, stimulated many agencies into taking steps in advance of the Strategy being published to address the obvious gaps in service provision. The consultation has also provided a platform for reaching a number of groups and individuals who were previously unaware of the existence of domestic abuse or the services available for victims in the islands.

Further work is required on establishing the views of victims, perpetrators and their families in a direct way, particularly establishing their views on the services provided, where they have had contact with specific agencies. This is an area that agencies can be directly involved in, with many already engaging with service users to improve their services.

Questionnaire

Department/Agency	Name of person completing this form Role
<p>KEY WORKERS Please identify key stakeholder practitioners within your department or agency (e.g. midwives, Accident & Emergency staff, front desk benefit officers, Reception staff, volunteer workers ...)</p>	
<p>STATISTICS 1. What statistics (if any) do you record routinely on domestic abuse in relation to a) victims? b) perpetrators? c) family members witnessing abuse e.g. children? 2. What use is made of these a) within your organisation? b) across agencies? 3. Are there any statistics you would wish to collect/use? Please enclose copies of any pro forma used for collecting information, if available.</p>	
<p>SERVICES 4. What services or interventions does your department or agency provide for a) victims? b) perpetrators? c) family members witnessing abuse? 5. What services would your department or agency wish to provide for a) victims? b) perpetrators? c) family members witnessing abuse? 6. What additional resources (if any) would be required?</p>	
<p>GAPS IN PROVISION 7. Are there any gaps in overall provision of services in relation to domestic abuse, across departments and agencies, that should be addressed within the Strategy? Please prioritise</p>	
<p>ANY OTHER INFORMATION 8. Please add any further information that should be taken into account in the preparation of the Strategy (attach further sheets if necessary)</p>	
<p>PARTICIPATION OF SERVICE USERS 9. Please identify any key workers willing to engage with service users to develop the Strategy 10. If key workers are able to identify service users who may be willing to be involved in the development of the Strategy, please identify the <u>worker</u> (do not give individual service user names)</p>	

Responses

Of the 100 questionnaires distributed 28 were returned completed. These returns can be broken down as follows (some of the returns are included more than once):

Type of Agency	Number of returns	Total number of questionnaires circulated
Statutory Agencies	12 (4)	13
Voluntary Agencies	9	16
Employers	4 (2)	27
Legal Services	2	16
Faith Community	4 including 2 collective responses	49
Health Care Providers	5	18
Total	36	139

() indicates the number of ‘zero’ returns i.e. agencies that responded but reported no direct contact with service users in respect to domestic abuse

Data Collection

Agencies that maintained client records were most likely to report that they record information regarding domestic abuse; these were largely kept within the individual client record, rather than recorded anonymously as a statistic. Data collected varied widely between agencies – see some examples of responses to questions on data collection on page 71 of this report. In general data was used within agencies and there was very little sharing of anonymised statistical information. Some agencies expressed a wish to see more general statistical information, e.g. the number of cases going through the court system and sentences given. Some agencies said they would consider keeping statistics on domestic abuse from users of their agencies, to assist an overall strategy. However, this would largely depend on whether the individuals concerned self-disclosed.

Services Provided

The following services were provided by different agencies:

Services for Victims

Type of Service	Provided by Number of agencies
Referrals	Referrals to other agencies 11
Support	Emotional support 5
	General advice 2
	Safety planning advice 1
	Telephone contact support 1
	Advocacy support 1

	Social work input	2
	Practical help	1
	Financial support	1
	Adult Counselling	3
	Child Counselling	1
	Internal anti-bullying	1
	Alarm provision	1
Information	General Information	2
	Information packs	1
	Leaflets displayed	2
	Information on website/internet help	1
Accommodation	Emergency temporary accommodation	1
	Accommodation	1
	Advice on tenancy rights	1
	Transfer of housing tenancy for victims	1
	Issue of compassionate Housing licenses where possible	1
Health	Medical treatment when required	1
	Health services for children	1
	Routine domestic abuse screening	1
	Secondary healthcare	1
Criminal Justice	Positive Police Response Policy	1
	Dedicated Domestic Abuse Police Officer	1

Services for Perpetrators

Type of Service		Number of agencies
Referral	Referrals to other agencies	2
Support	Social Work	2
	Support	1
	Support groups	1
	Encouragement to contact perpetrator helpline	1
	General advice	1
	Zero tolerance message	1
	Financial support	1
Information	General information	1
	Leaflets displayed	1
Counselling	Counselling in School	1
	Individual 1-1 counselling	1
	Couple counselling once screening has taken place to ensure abuse has stopped.	1
	Cognitive skills work	1
Health	Medical treatment when required	1
	Positive Police Response Policy	1

Criminal Justice	Assessment for Courts	1
	Risk management through MAPPA for serious offenders	1
	1-to-1 Perpetrator Programme for individuals with Court Supervision Orders	1

Services for Family Members

Type of Service		Number of agencies
Referral	Referrals	4
Support	Social work support	4
	Emotional support	3
	Practical help	1
	General advice	2
	Telephone contact support	1
	Play with children	1
Counselling	Counselling if on Supervision	1
	Challenging of male attitudes for those on Supervision	1
	1-to-1 counselling	1
	Counselling in School	1
Information	Leaflets displayed	1
	General information	1
Accommodation	Emergency temporary accommodation	1
	Accommodation	1
Criminal Justice	Dedicated Domestic Abuse Police Officer	1

Options has a leaflet explaining what services are available to victims of domestic abuse and how to access these services.

Gaps in Provision

Comments made, regarding services agencies would like to provide and/or gaps in provision, included: -

A Housing

- Housing – women often cannot move on as they cannot fund independent living especially if they have children. A better understanding is needed from States Housing and also private landlords.
- Easier access to States Housing for independent living for victims.

- Inter-agency work – especially with Housing to make it easier for a woman with children to be independent.
- Housing remains an issue with many families (mainly women and children) trapped as they have nowhere else to go.
- A safe place for male victims to go and with children if necessary.
- Emergency Housing. Often women fleeing abusive relationships who visit the Supplementary Benefits Section for financial support have problems finding housing. Although the Refuge is able to provide emergency accommodation, it is difficult for individuals with children to find housing in the private sector, especially if they need to get together a month's rent and deposit up front.

B Perpetrator Programmes⁵¹

- Often asked where the perpetrator can seek help so the relationship can be maintained. A 'change' or anger management type programme is most definitely needed.
- Other Relate Centres are piloting perpetrator programmes in the UK and it is possible that Relate counsellors here could get involved in providing services for perpetrators.
- Relate needs somewhere to refer perpetrators to when counselling is not considered suitable or safe. Perpetrators wishing to change their behaviour should be offered help before reaching the courts.
- An integrated programme such as that run by the Hampton Trust should provide simultaneous support for women and children whilst the perpetrator is helped to change his behaviour.
- Offending behaviour work to target perpetrators
- Somewhere for them to be referred to for help. A programme like the Hampton Trust would be ideal.
- For women offenders with a history of abuse the probation officers would offer some counselling but we do mainly offence based work. Psychology support is very hard to access, and we regularly have women requiring skilled psychological help.

⁵¹ NB anger management programme or 'counselling' is not always appropriate as it can give the perpetrator even more of an insight into their power over their victim/partner and can make the partner more unsafe.
http://www.equalities.gov.uk/archive/living_without_fear/images/05.htm
 There is no evidence in any of the research or other strategies that the provision of anger management /counselling reduces incidents of domestic abuse.

- Probation currently runs a 34 week programme with individual perpetrators, both in Prison and on Community Supervision (the Change Programme). We believe the most effective model for Guernsey would be an independently run group work programme as being developed in Jersey under the auspices of the Hampton Trust. The Probation Service is only able to take those who are convicted of a criminal offence. An independently run group work programme could also take referrals from Child Protection Services, self referrals and from Relate. The Hampton Trust would also set up the associated support services for partners which is good practice when taking any perpetrator through a process of change.
- A Perpetrator programme linked to support for victims.
- Perpetrator rehabilitation programme
- Support/education/prosecution if necessary.
- Provision (or better promotion of existing provision) for education / anger management etc. for the perpetrators of abuse.

C MARACs

- Consideration for MARACs and special courts to be included in the strategy.
- Multi-agency Risk Assessment Committee (MARAC) risk management procedures for women at high risk.

D Other Protection and Justice Measures

- Possible use of Restorative Justice approaches where appropriate.
- Help and assistance for victims/witnesses held in custody.
- A safe environment to meet away from Police Station, currently done in a public place.
- Take best practice from the specialist DA courts being piloted in the UK, especially the integration of criminal and civil proceedings.
- For partners of those on Programmes (see below) referrals to women's support worker throughout duration of Probation Contact with Perpetrator.
- Advocacy service through the court process for vulnerable women (this would require specially trained workers).

E Provision for men/other relationship abuse/abuse in same sex relationships

- Same sex relationships and minority groups

- Other relationship abuse e.g. parent/child/stepchild.
- Any support that can help male victims and those whose experience of abuse was in the past would be helpful.
- Same sex partnerships are often neglected.
- Information for men who are abused.
- There is no provision for male victims of domestic abuse.
- Provision (or better promotion of existing provision) for male victims of domestic abuse.

F Provision for Alderney Residents

- There is a lack of support for Alderney residents. There is currently nowhere for them to go, getting them off the island is difficult and when you do you have a housing problem in Guernsey. There is also the cost – who will pay.

G Children and Young People

- Support for teenagers witnessing / experiencing domestic abuse.
- To offer support to children and young people living in abusive households to enable them to keep safe and to be aware of what a healthy relationship should be. To be more active in our work with them.
- At present, Relate Guernsey does not offer services for children but could do so in the future.
- More therapeutic work with children and play work, one-to-one and group work.
- Therapeutic and supportive help for children which is readily available, accessible and non-stigmatising.
- Children's group. Information and support for step family relationships. Mother and child relationship building and preservation support.

H Information sharing, including between agencies

- Sharing information where appropriate with all other agencies working with abused women and their families.
- Closer links with the Police to be able to extend support and our service to the women who contact them or when an arrest of the perpetrator is made.
- Because of difficulties in confidentiality it is not always possible to refer on to other agencies.

- Inter-agency referral system.
- Provision of services to be more inter-linked and easier to access, and available to all
- Being able to refer to other specialist services as well as providing support
- Referring to specialist help.
- More information and advice available to prisoners whom may have been witnesses and/or victims. Information and guidance for family and domestic visitors to the prison.
- There should be an ability to share information without breaching data protection especially when there is a risk to a person. There are very few things we can share without permission.
- The need for Agencies to work closely together is the key priority.
- Information sharing across agencies.

I Other comments made

- Develop Outreach service – to be more active in the community. Make more awareness of refuge to women who are being abused and to other agencies including private sector.
- Psychological profiling of reasons for abusing behaviour could be advantageous. Psychiatric ‘self referral’ for courses such as anger management could be operated.
- Help when required through counselling agencies
- Financial support for the victim/family if considering independence. Childcare etc for women wanting to return to work.
- Victims who wish to leave their partners are already given sufficient support as their options are numerous. Options for couples who both want to stay together but need help to stop the violence are practically non-existent.
- Training and awareness raising mainly as people are still reluctant to ask about domestic abuse both with adults and children – possibly because they are not sure what advice to offer.
- Offending behaviour work specific to domestic abuse and possible parenting skills as a complimentary course as and when appropriate.
- Perhaps a meeting group where family members from different cases sit together and talk about what can be done and they can encourage one another, Domestic Violence could assist in these or other agency.
- Women’s support workers (advocates).

- Counselling [School]
- Services Co-ordinator. While many services already exist for those experiencing domestic abuse, there is little overarching co-ordination of these services. Women sometimes comment that they don't know who to approach – for instance, how to access legal or personal protection advice. There appears to be a need for a 'point of contact' to link users to services.
- Training of staff in awareness of domestic abuse issues.
- Support and education including counselling
- Education in identifying possible victims and perpetrators.
- Social care input and advice
- Link between domestic abuse and safeguarding adults at risk of abuse or neglect.
- Education – similar to Alcohol education- provided in schools. To provide details of agencies that can help victims / witnesses of Domestic Abuse.

ANNEX 4

This is the first Action Plan under the Bailiwick of Guernsey Domestic Abuse Strategy. It sets out a number of actions, initiatives or proposals to address domestic violence and abuse and improve services to victims, under the headings of:

Partnership; Prevention; Protection and Justice; and Provision of Support.

The Action Plan sets out:

- the actions proposed until 2012
- the department/agency with responsibility for implementation
- the target date for completion of each action.

The Domestic Abuse Advisory Group will be responsible for the development of future annual priorities in conjunction with Options, to take account of changing pressures, developments and available resources. These Action Plans should also account of other strategies which are likely to impact on services for all victims of domestic abuse. Note that the Domestic Abuse Advisory Group will be expanded to include representatives from other States Departments on the Options States Representatives Group and that this group will liaise closely with other members of the Options forum.

There should be communication and consultation at all levels to ensure that action plans are complementary and that good practice is shared.

Note that many of these actions and timescales will be dependent on the necessary resources being made available. The role of the Social Policy Development Officer over the next six months will be to amend the strategy following consultation with States Departments, NGOs and other interested parties and then to work out the resources that will be required to put the strategy into practice.

PARTNERSHIPS

Overall aims of the strategy are:

- To develop and deliver a high quality, co-ordinated multi-agency response to domestic abuse

Actions under partnerships are about:

- Working together effectively to tackle domestic abuse
- Data collection and information sharing
- Reviewing best practice, core standards and service level agreements and dissemination of this information
- Training
- Ensuring that the domestic abuse strategy is reviewed at appropriate intervals and action plans are drawn up and followed
- Monitoring the performance of the strategy against its objectives
- Consultation with stakeholders to ensure that their needs are being met
- Working with other countries to share experiences and raise standards

Key Action	Action Summary	Responsibility	Target Date	Success Criteria
Establish post of Domestic Abuse Strategy Co-ordinator	To co-ordinate and ensure implementation of this Strategy by relevant agencies	Domestic Abuse Advisory Group	2010	Domestic Abuse Strategy Co-ordinator in post. Regular reports indicating progress in implementing the Strategy, through monitoring of Performance indicators

Key Action	Action Summary	Responsibility	Target Date	Success Criteria
Review definition of domestic abuse	<p>To keep the definition of domestic abuse set out in this strategy document under review and to recommend changes to this definition, if appropriate, when the strategy is reviewed</p> <p>To encourage all relevant departments/agencies to adopt the Strategy's definition of domestic violence and abuse</p>	Domestic Abuse Advisory Group	Dec 2009	<p>Definition continues to follow best practice in other jurisdictions as well as remaining relevant to the local community</p> <p>Number of agencies formally adopting the definition</p>
Training Strategy	<p>To formalise and expand the multi-agency training on domestic abuse currently offered by the training subgroup of Options, in conjunction with PCHRU and Bailiwick of Guernsey Child Protection Committee</p> <p>To produce guidelines for issue to all Bailiwick of Guernsey States Members to raise awareness and to provide them with information and advice on how to handle approaches from victims and/or perpetrators</p>	<p>Domestic Abuse Advisory Group</p> <p>Domestic Abuse Advisory Group</p>	<p>2009</p> <p>2010/11</p>	<p>Service level agreement in place and agreed by relevant Departments and voluntary agencies</p> <p>All front-line personnel in key agencies to receive training. Systems in place to monitor attendance.</p> <p>Guidelines in place.</p>

Key Action	Action Summary	Responsibility	Target Date	Success Criteria
Review reporting structure	To formalise the terms of reference and membership of the Domestic Abuse Advisory Group and its relationship with Options and confirm the support of their political boards.	Domestic Abuse Advisory Group	2008	Terms of reference in place and agreed Extent to which all stakeholder organisations feel involved in the development of the strategy
	To keep under review the reporting structure for the strategy and the various working groups in existence and involved in the implementation of the strategy	Domestic Abuse Advisory Group	Reviews more frequent to begin with. (Initially quarterly for SPG)	Speed and quality of information disseminated Appropriate leadership and decisions made.
	To review and formalise the involvement of States employees representing Departments within Options	Domestic Abuse Advisory Group	2009	Relevant Departments to sign up formal representation within Options.

Key Action	Action Summary	Responsibility	Target Date	Success Criteria
Good Practice Standards/ Guidelines And Service level agreements	To develop and publish a set of guidelines aimed at ensuring consistency of approach by all service providers across Guernsey and Alderney and ensuring equality of opportunity in accessing domestic abuse services wherever possible	Domestic Abuse Advisory Group	2010/11	Draft guidelines prepared Consultation with stakeholder organisations Guidelines agreed and disseminated to stakeholders
	Ensure that service level agreements are in place where appropriate	Domestic Abuse Strategy Co-ordinator	2010	Service level agreements in place
Data Collection	To co-ordinate and develop an overall standardised framework and guidance for the collection, analysis and dissemination of meaningful anonymised data and statistics by relevant agencies at appropriate time intervals	Social Policy Development Officer/ Domestic Abuse Strategy Co-ordinator	2009	Format devised for collection and dissemination
	To develop a spreadsheet/database to collect this information, building on existing data collection pro forma held by Police	Social Policy Development Officer/ Domestic Abuse Strategy Co-ordinator	2009	Number of agencies submitting data in a timely manner

Key Action	Action Summary	Responsibility	Target Date	Success Criteria
Information Sharing	To produce guidance on the sharing of personal information in the context of domestic abuse for practitioners who work directly with victims or are involved in the assessment of risk	All partnership agencies to sign up to a memorandum of understanding.	2009	Guidance in place and approved by Data Protection Commissioner All relevant agencies signed up to use it.
Introduce a Multi-Agency Assessment Framework	Look at work currently being undertaken by HSSD re. Child Protection.	Children and Young People's Plan Implementation Group, CPC and Domestic Abuse Advisory Group	Ongoing	Framework in place All agencies signed up to use it.
Sharing Good Practice with other Countries	To continue Inter-Governmental Co-operation through the "Raising the Standards" Group involving: England, Wales, Scotland, Northern Ireland, the Republic of Ireland and Jersey	Domestic Abuse Advisory Group	Ongoing	At least one political representative and a senior staff member of the States Representatives Group to attend all raising the standards events

Key Action	Action Summary	Responsibility	Target Date	Success Criteria
Links with other social policy initiatives	To monitor and develop overlap/links and collaboration with other social policy initiatives to consider what information can be shared to highlight links between alcohol/substance misuse and minimise risks	Domestic Abuse Advisory Group / Social Policy Development Officer	Ongoing	Avoid duplication of effort or conflicting social policies
Mapping initiative across Govt Business Plan	Domestic Abuse Strategy is part of the Community Safety Plan (priority 7). There may be links to other areas of the Plan. To work with the implementation group for Children and Young People Law 2008, and Children's Services Plan 2007	Domestic Abuse Advisory Group Domestic Abuse Advisory Group		Mapping carried out Strategy part of Social Policy Plan Ensure that Plan is joined up and 'Staying Safe' fully integrated.

PREVENTION

Overall aims of the strategy are:

- To further increase and develop awareness generally about domestic abuse and the measures in place to help the victims; and
- To educate children and young people and the wider general public that domestic abuse is wrong and is unacceptable and to enable them to make informed choices.

Actions under Prevention are about:

- preventing domestic abuse happening in the first place, through changing public attitudes to it (particularly among young people)

- general public education and media campaigns
- encouraging workplace policies

Key Action	Action Summary	Responsibility	Target Date	Success Criteria
Education in Schools and Educational Establishments	<p>To encourage all schools and educational establishments to address domestic abuse through the strands of the revised curriculum to help form attitudes on unacceptability of domestic violence and to promote healthy relationships</p> <p>To produce information and guidelines on domestic abuse for all education staff – teachers, youth workers and education welfare officers</p> <p>To provide opportunities for training of education staff on domestic abuse</p> <p>To provide further training for teachers with particular responsibilities.</p>	Education	2010/11	<p>Children and young people are aware of what constitutes a healthy relationship and are able to recognise and challenge abusive relationships <i>(measured through the Young People’s Survey)</i></p> <p>Information approved by Education Board and disseminated across the service</p> <p>No. of staff aware of information</p> <p>No. of staff attending training</p> <p>No. of places taken up annually by Education staff</p>

Media Campaigns	<p>To develop ongoing campaigns to encourage anyone affected by domestic violence and abuse to seek help through a range of available services, including the Options domestic abuse helpline</p> <p>To monitor newspaper reporting on cases of domestic abuse</p>	<p>Domestic Abuse Advisory Group and Options Publicity & Awareness Group</p> <p>As above</p>	Ongoing	<p>Ongoing campaigns in place. No. of times campaigns mentioned in media</p> <p>Ongoing collection of data Regular critical analysis of data</p>
Work with sports/activity groups	To increase awareness of the strategy and its objectives	Domestic Abuse Advisory Group	2011	Percentage of sports groups who have information on domestic abuse
Domestic Violence and the Workplace	<p>To produce guidelines on Domestic Abuse and the Workplace, which take account of guidelines produced by trade unions;</p> <p>To encourage employers in the public, private, voluntary and community sectors to adopt the guidelines and introduce workplace policies;</p> <p>To encourage employers to join the UK Corporate Alliance Against Domestic Violence</p>	<p>PCHRU</p> <p>Domestic Abuse Advisory Group</p> <p>Domestic Abuse Advisory Group</p>	2009	<p>Policy in place and implemented. No. of States employed managers & HR staff attending training</p> <p>No. of employers implementing a workplace policy.</p> <p>No. of other manager/ HR staff attending training</p> <p>Establishment of Guernsey Corporate Alliance</p>

PROTECTION and JUSTICE

Overall aims of the strategy are:

- To hold perpetrators/abusers accountable and provide effective interventions for their behaviour; and
- To improve services and support for all victims of domestic abuse

Actions under Protection and Justice are about:

- ensuring the safety of all those affected by domestic violence, including children, and holding perpetrators accountable for their behaviour
- ensuring an effective police response to every reported incident of domestic abuse
- ensuring all cases are risk assessed and appropriate protection put in place
- engaging victims of domestic violence with the prosecution process and providing them with sufficient support to go through the process
- ensuring that sentences are available that both reflect the crime and address offending behaviour
- ensuring that victims are not deterred by the way they are treated at any stage of the justice process
- ensuring that the civil and criminal law offers the maximum protection to all victims to stop the violence recurring
- updating the law on domestic violence to give further protection to victims

Key Action	Action Summary	Responsibility	Target Date	Success Criteria
Risk Assessments	<p>Police to continue to use the CSPECSS risk assessment checklist. CSPECSS to filter out to other agencies, e.g. Schools, GPs, Safeguarding Service.</p> <p>Checklist to be used by prosecution in bail and sentencing processes to maximise protection for the victim</p> <p>Awareness training for other relevant agencies in the use and interpretation of the checklist Investigate and develop links with other assessment frameworks e.g. child protection.</p>	<p>Police</p> <p>Police, Law Officers, Probation</p> <p>Probation/Police</p> <p>Probation/Police</p>	<p>Ongoing</p> <p>June 2010</p>	<p>No. of agencies using the CSPECSS risk assessment model</p> <p>Number of agencies attending training</p>
Key Action	Action Summary	Responsibility	Target Date	Success Criteria
MARAC (Multi Agency Risk Assessment Conferences)	<p>Develop procedures and protocols for introducing the use of the MARAC approach with high risk cases. Investigate resource requirements for implementation.</p> <p>Arrange appropriate training for key staff in all relevant agencies.</p> <p>To develop support services for women and children who have links with perpetrators going through programmes.</p>	<p>Police</p> <p>Domestic Abuse Advisory Group</p> <p>Police / HSSD</p>	<p>Ongoing</p>	<p>Procedures and protocols in place</p> <p>Training in place</p> <p>Support services in place.</p>

Dealing with perpetrators	<p>To maintain a programme for court mandated offenders both in Prison and the community to reduce repeat victimisation and re offending.</p> <p>To investigate and plan an independently run perpetrator programme available to both those referred through the criminal and civil justice systems, voluntary referrals and referrals from other agencies including the child protection services.</p>	<p>Probation</p> <p>Probation</p>	<p>End of 2009/early 2010</p>	<p>No. of participants completing the programme</p> <p>Reduction in numbers at risk/re-offending</p>
Information Sharing	<p>To develop appropriate information sharing protocols between the police and child protection agencies.</p>	<p>Police, CPC</p>	<p>Ongoing</p>	<p>Information sharing protocols in place.</p>
Key Action	Action Summary	Responsibility	Target Date	Success Criteria
Developing Court processes	<p>To review and update Options Booklet referencing Domestic Abuse and the Law.</p> <p>To provide the judiciary with information on procedures being developed to protect victims, including use of risk assessments and specialist support services.</p> <p>To pilot the introduction of key components of Specialist Domestic Violence Courts, including clustering of domestic violence court cases.</p>	<p>Royal Court User Group</p>	<p>2011</p>	<p>Booklet produced</p> <p>Information provided to Judiciary</p> <p>Pilot carried out.</p>

	<p>To explore the feasibility of a developing a computerised record of domestic violence injunctions and non-molestation orders in conjunction with the criminal justice database</p> <p>To amend the Domestic Proceedings and Magistrates Court (Guernsey) Law, 1988, to give Magistrates the powers to issue suspended sentences for breach of DVIs and remand an individual in custody where he or she is contesting a breach of a DVI .</p>			<p>Introduction of key components of Specialist DV Courts if pilot successful.</p> <p>Research carried out and changes made where appropriate.</p> <p>Legislation updated.</p>
Supervised Child Contact	Supervised Contact arrangements put in place for families where domestic abuse means that unsupervised contact is not permitted by the Court.	Safeguarder Service	2010	Service in place. Number of sessions and appropriate staffing available to meet demand
Domestic Violence Reviews	To research the development of a set of procedures and guidance based on Domestic Violence Homicide Reviews for consultation.	Police./ CPC		A set of procedures and guidance in place approved by the CPC.

PROVISION OF SUPPORT

Overall aims of the strategy are:

- To facilitate the development and delivery of a quality and co-ordinated multi-agency response to domestic violence; and
- To improve the services and support for all victims.

Actions under Support are about:

- developing a comprehensive range of accommodation options, with better help to support victims to stay in their own homes if appropriate
- helping victims who have ended or left a violent relationship to rebuild their lives
- providing support to children and young people affected by domestic abuse
- providing advice to anyone affected by domestic abuse and information about the range of support services available
- making sure that appropriate information on services and how to access them is available for the people of Alderney
- engaging with public health professionals at a strategic level.

ACCOMMODATION

Key Action	Action Summary	Responsibility	Target Date	Success Criteria
Rent Deposit Scheme	Investigate the feasibility of introducing a bond or loan scheme to provide homeless victims with the means of securing a deposit and month's rent for accommodation.	SSD	2009	Report produced with recommendations for further action
Support for victims to remain safely in their own homes	Implement a 'Sanctuary Model' locally ⁵² . Assistance with locks/safety measures for those on very low incomes	Police SSD	2009 2009	Statistical evidence that fewer victims have to leave homes /use emergency /alternative accommodation.
Analysis of housing need and provision	Analysis of both need and existing provision of accommodation, including emergency and temporary	Social Policy Development Officer /Domestic	2010-12	Statistical evidence to inform future policies

⁵² See page 39 for explanation

Sole States Tenancy situations	Investigate feasibility of introducing legislation that would enable transfer of tenancy to victim in cases of sole tenancy of States Housing where tenancy is in the name of the perpetrator	Housing	2009	Guidelines in place
Housing Licensing Guidance	Work with the Housing Department to prepare a guidance document for use by agencies offering support and advice to victims of domestic abuse who do not hold Guernsey residential qualifications or a housing licence to reside in Guernsey in their own right – see page 39 for further information	Housing Department	2009	Guidance produced

REBUILDING LIVES

Key Action	Action Summary	Responsibility	Target Date	Success Criteria
Work with voluntary organizations	<p>Audit services currently provided by voluntary agencies with the objective of improving services for:</p> <ul style="list-style-type: none"> • female victims • male victims • victims in same-sex relationships • children and young people <p>Develop services to meet the needs of victims who are not accessing existing provision – for instance, women with older male children, women aged 40+, men, those using drugs or alcohol, those with learning disabilities or mental health problems.</p>	Domestic Abuse Strategy Co-ordinator	Ongoing	<p>Positive feedback on services via regular monitoring / audits.</p> <p>Service user satisfaction surveys</p> <p>Improved take up of services by these groups</p>
Independent Domestic Violence Advisors (IDVAs)	To investigate the need for independent Domestic Violence Advisors, possibly within one of the voluntary agencies currently in contact with victims	Police and Social Policy Development Officer	2010	Advisors in place. Ongoing monitoring of caseload.
Survivor Group to allow victims to share their experiences of domestic abuse.	Investigate model for establishing therapeutic group work, possibly within one of voluntary agencies currently working with victims	Domestic Abuse Strategy Co-ordinator	2010/2011	Group established Numbers involved in group

CHILDREN

Key Action	Action Summary	Responsibility	Target Date	Success Criteria
Support for children and young people affected by domestic abuse	To pilot a Common Assessment Framework	CPC and HSSD Children's Services and Children and Young People's Plan Implementation Group	Oct 08 With report back on pilot April 09	Implementation of agreed assessment framework
	To establish clear procedures in regard to domestic abuse for children in need.	CPC	Ongoing	Procedures in place Number of agencies aware of and using guidance
	To produce guidelines for professionals working with children affected by domestic abuse taking account of children's services planning	CPC	Ongoing	Guidelines produced
To implement and evaluate services for children and young people experiencing/witnessing domestic abuse	To review and evaluate services available for children and young people who have experienced or witnessed domestic abuse. This will include therapeutic/educational services for children who do not meet HSSD's thresholds	CPC	Ongoing	Services in place Evaluation undertaken

INFORMATION

Key Action	Action Summary	Responsibility	Target Date	Success Criteria
Ensure that information is reaching minority and target groups and that the needs of minority ethnic groups are met	Identify key groups, determine their specific needs and provide relevant, accessible information, get feedback on service provision from minority ethnic groups	Domestic Abuse Strategy Co-ordinator	2011	Statistical evidence of more individuals from these groups accessing services
Helpline	To ensure adequate helpline provision is available to all victims and monitor use	Domestic Abuse Strategy Co-ordinator	2009/10	Monitor number of calls received Put in place advertisements for the phone line

ALDERNEY

Alderney Domestic Abuse Group	<p>To establish a local domestic abuse group to</p> <ul style="list-style-type: none"> • consult with Alderney stakeholders • link to the Advisory Group and Options in Guernsey • provide a conduit for information on services available to a) local victims and b) local and visiting professional and voluntary workers • request and support locally based training on domestic abuse • Facilitate access to appropriate services. 	<p>Domestic Abuse Strategy Co-ordinator Police will continue to work with Alderney residents</p>	2011	<p>Advisory Group set up. Information on services available. Consultation carried out. Training on domestic abuse available Access to services monitored.</p>
Access to services	<p>To investigate funding to enable swift and easy access to Refuge accommodation in an emergency</p>	<p>Social Policy Development Officer to liaise with the Women's Refuge</p>	Ongoing	<p>Victims should be able to access funds allowing them to reach the Refuge within 24 hours of an incident occurring.</p>
Refuge Provision	<p>Ensure that funding is in place to allow women and children to travel to the Women's Refuge in Guernsey</p>	SSD	2009	<p>Funding in place.</p>

ANNEX 5 Performance Indicators

The performance indicators outlined below will be developed for use to measure the success of the strategy. It is recognised that these indicators may evolve or change over time.

These will include:

- information regarding the nature of services for victims of domestic abuse
- the number of new services or service level agreements
- the number of people using various services
- information on the types of services that victims want
- the number of agencies involved on Options, the domestic abuse forum
- the number of domestic abuse incidents reported to the police
- the number of domestic assaults and repeat domestic assaults
- the number of domestic abuse victims accessing Victim Support
- % victims expressing high level of satisfaction with service from attending Police Officers
- % victims expressing high level of satisfaction with treatment they receive within criminal justice process i.e. from Court officials, legal representatives, support services
- % victims expressing satisfaction with outcomes of prosecution

Partnerships

Overall aims of the strategy are:

- To develop and deliver a high quality, co-ordinated multi-agency response to domestic abuse

Associated Performance Indicators are:

- Number of Domestic Abuse Advisory Group meetings held
- Establishment of post of Domestic Abuse Strategy Co-ordinator
- Number of agencies involved and attending relevant meetings – Domestic Abuse Advisory Group, Options Policy group, Options Sub Groups and other working groups that may be established
- Number of contacts with agencies made by Domestic Abuse Strategy Co-ordinator
- Number of agencies adopting the Common Definition of Domestic Abuse

- Number of agencies collecting data on domestic abuse
- Number of agencies receiving training on domestic abuse
- Number of Raising the Standards meetings attended by Guernsey representatives

Prevention

Overall aims of the strategy are:

- To further increase and develop awareness generally about domestic abuse and the measures in place to help the victims; and
- To educate children and young people and the wider general public that domestic violence is wrong and is unacceptable and to enable them to make informed choices.

Associated Performance Indicators:

- incidence and prevalence rates disaggregated by gender (using statistics from the Options Helpline, Women's Refuge, Women's Aid, Maison Saint Pierre, NCH and NSPCC); police statistics; statistics from States Departments, such as Housing, Social Security and HSSD; and information collected via the Criminal Justice (Community Safety) Public Survey
- attitudes of people to domestic abuse (using the Criminal Justice (Community Safety) Public Survey);
- number of articles/campaigns across the range of media
- number of teachers participating in domestic abuse training
- number of schools/year groups receiving domestic abuse lessons from outside agencies
- number of schools incorporating domestic abuse in PSHCE lessons, by year group
- number of employers adopting domestic violence workplace policy and guidelines
- number of employers joining Guernsey Corporate Alliance (when established)

Protection and Justice

Overall aims of the strategy are:

- To hold perpetrators/abusers accountable and provide effective interventions for their behaviour
- To improve services and support for all victims of domestic abuse

Associated Performance Indicators:

- number of domestic abuse incidents recorded by Police, by gender
- number of reported domestic abuse incidents where children are present
- number of domestic assaults and repeat domestic assaults
- clearance rate for crimes with a domestic motivation
- number of crimes cleared by
 - charged/summoned
 - caution
 - complainant declined to prosecute
 - no prosecution directed
 - other
- number of crimes files, with a domestic motivation, passed to the Law Officers of the Crown
- number of prosecutions directed by the Law Officers of the Crown
- number of injunctions made
- number of breaches of Non-Molestation Orders recorded by Police
- number of breaches of Non-Molestation Orders charged/summoned by Police
- number of risk assessments completed, aggregated by level of risk
- number of MARACs held
- number of perpetrators on Perpetrator Programme
- number completing Perpetrator Programme

Support

Overall aims of the strategy are:

- To facilitate the development and delivery of a quality and co-ordinated multi-agency response to domestic violence; and
- To improve the services and support for all victims.

Associated Performance Indicator:

- % of victims satisfied with support received from different agencies (using surveys)

ANNEX 6 Bibliography

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Annex 7 Estimating the cost of domestic violence in an area⁵³

The estimates are based on The Cost of Domestic Violence, by Professor Sylvia Walby, for Department for Trade and Industry, September 2004 available from www.womenandequalityunit.gov.uk/research/cost_of_dv_Report_sept04.pdf

- The total cost of domestic violence in England and Wales was estimated to be £22.869 billion based on 2001 prices. This has been uprated by 10.46 per cent to allow for price increases between 2001 and 2006, using GDP deflators from HM Treasury 29 March 2006 budget deflator update. This gives an estimate of £25.262 billion for England and Wales in 2005-06. The different headings of costs have all been uprated in the same way.
- This method merely estimates costs for a local authority, solely according to its share of the England and Wales all ages population from the 2004 Office for National Statistics mid year estimates. The figures are based on national averages. They take no account of the impact of any higher costs in a particular area. Nor do they include any costs for education.

	UK costs	Estimated Guernsey Costs⁵⁴
Criminal Justice Agencies, e.g. Police, Probation, Prison	£1, 123, 414, 700	£1, 376, 500
Health	£1, 347, 655, 700	£1, 651, 300
Mental Health	£194, 415, 900	£238, 200
Social Services	£251, 857, 000	£308, 600
Housing and Refuge services	£174, 532, 500	£213, 900
Civil and Legal Costs	£344, 646, 400	£422, 300
Total Service Costs	£3, 436, 522, 200	£4, 210, 800
Employment Costs	£2, 951, 587, 000	£3, 616, 600
Human Costs	£18, 873, 808, 300	£23, 126, 100
Total Service, Employment & Human Costs	£25, 261, 917, 500	£30, 953, 500

⁵³ Sourced from Greater London Domestic Violence Project at www.gldvp.org.uk

⁵⁴ These figures have been reached by viewing the Guernsey costs as 0.0012253% of the UK figures, based on the Guernsey: UK population ratio. It should be pointed out that the levels of domestic abuse in Guernsey are slightly higher than those in the UK