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Date 29 July 2011

## **Consultation for draft Violence and Abuse Against Women and Girls Strategy Against Gendered Violence 2011-2014**

We have pleasure in sending you the draft Violence and Abuse Against Women and Girls strategy against gendered violence 2011-2014. This is issued today for consultation until 29 October 2011.

We would appreciate your comments and suggestions. This is a new approach and a very complex area – we have ourselves improvements to make and with your help hope and expect to improve it substantially, before it is finally published in November 2011. Once the text is finalised, the document will be formatted to make it straightforward to read.

You can comment by email, to [lesley.welch@bristol.gov.uk](mailto:lesley.welch@bristol.gov.uk) or through the Bristol Domestic Abuse Forum website on [www.bdaf.org.uk](http://www.bdaf.org.uk). If your comment is about a specific section, please put the page number and it will greatly help if you are able to suggest alternative and/or additional wording. However, more general comments are equally welcome.

If you would like a member of the Violence and Abuse Against Women and Girls (VAAWG) Strategy Group to present the draft strategy to your organisation, please contact me (bearing in mind that I am on leave 3<sup>rd</sup> – 12<sup>th</sup> August and again 9<sup>th</sup> to 19<sup>th</sup> September). The official consultation period is 29 July to 28 October 2011; however, it will be very helpful if you are able to get your comments to us by early October (though of course later comments will be considered up till 28<sup>th</sup> October).

Many thanks for your help,

Lesley Welch  
Domestic Abuse Strategy Coordinator

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Safer  
**Bristol**  
Crime, Drugs and Alcohol  
Partnership

**Violence and Abuse Against Women and Girls:  
a strategy against gendered violence  
2011 - 2014**

**Consultation 29 July 2011 to 29 October 2011**

Comments to:

By email to: [lesley.welch@bristol.gov.uk](mailto:lesley.welch@bristol.gov.uk)

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## Foreword

To be completed after the consultation has been completed and strategy amended (if necessary) – by Annie Hudson, Bristol City Council champion for Violence and Abuse Against Women and Girls, and Dave McCallum, chair of Safer Bristol Violence and Abuse Against Women and Girls Strategy Group.

Draft 1 for consultation

## **Our vision: what Bristol seeks to be**

Bristol is a city that is committed to equality between women and men, girls and boys, and does not tolerate or accept the use of gender-based violence against women and girls or male victims in any circumstances or for any excuse.

## **Our vision for Bristol is a city in which –**

### **Every adult survivor/victim, women or men, can expect:**

- To have their human rights upheld by local statutory and voluntary agencies
- To be believed (unless evidence shows otherwise) when they seek help against violence and abuse
- Their life choices to be respected and supported, provided they cause no harm to others
- Not to be exploited or abused due to their identity or circumstances, such as disability, vulnerability, immigration status, imposition of concepts of community or family honour, sexual orientation, substance misuse or being prostituted
- To have their needs and risk of violence assessed effectively and be offered or sign-posted to appropriate and welcoming sources of support and protection
- That they and their families, friends, neighbourhoods, work colleagues and statutory and voluntary service providers be given consistent, clear and repeated messages that violence and abuse against women and girls and male victims is unacceptable, whatever their race, age, gender, sexual orientation, faith or religion, lifestyles and choices, culture/community, health, wealth or social status

### **Every child and young person can expect:**

- To receive cultural and educational information and messages that violence and abuse against women and girls and male victims is unacceptable
- To be supported and protected, whether as children and young people affected by violence against their parents or carers, or as young people abused by partners, friends, or acquaintances
- Not to be exploited or abused due to their young age or vulnerability

### **Every perpetrator of violence against women and girls and male victims can expect:**

- To be sanctioned through due process of the criminal justice system for crimes of violence against women, girls or male victims, including threats, psychological violence, or control of the victim through threats and/or violence against friends and/or family including pets, criminal damage, stalking or harassment
- That no excuse will be accepted as justification, whether coming from the availability of pornography, sexualised images, prostitution, claimed cultural or religious beliefs, or experiences of abuse in childhood or adulthood
- To be offered information about behaviour change through local programmes and national agencies (for example, the Respect website / telephone line)

## What is meant by violence and abuse against women and girls(VAAWG) / gender-based violence

With increasing awareness raising from local, national and international activists, Bristol has developed a strategy to address all forms of violence and abuse against women and girls, and such forms of violence against male victims. The City's approach is based on a feminist analysis - in which violence and abuse against women and girls is linked to and is both a cause and effect of gender inequality - to best protect women, men and children and work towards prevention and complete eradication of such violations of human rights, challenging the inequalities between women and men and promote human rights. This approach also recognises that other areas of discrimination<sup>1</sup> both cause and effect risk from such forms of inter-personal violence and responses need to address those areas of discrimination specifically.

At the same time, this Strategy addresses domestic and sexual violence against men.

Work is fairly well developed on domestic and sexual violence and abuse but less so on the other strands and strategic development and operational responses continue to be developed. Although this strategic approach is wide-reaching, there is overlap with a considerably wider area of action, for example, issues of Licensing, and the work of the VAAWG Strategy Group will include the wish to link into these wider areas to ensure that safety is improved.

The United Nations *Convention on the Elimination of All Forms of Discrimination Against Women* definition of violence against women is "violence directed at a woman because she is a woman or acts of violence which are suffered disproportionately by women". Violence against women and girls includes domestic violence, rape and sexual violence, sexual harassment, child sexual abuse, female genital mutilation, forced marriage, crimes in the name of 'honour', trafficking and sexual exploitation.

The United Nations Declaration on the Elimination of Violence Against Women defines violence against women as encompassing, but not limited to, the following:

- (a) Physical, sexual and psychological violence occurring in the family, including battering, sexual abuse of female children in the household, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence and violence related to exploitation;
- (b) Physical, sexual and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women and forced prostitution;
- (c) Physical, sexual and psychological violence perpetrated or condoned by the State, wherever it occurs<sup>2</sup>.

The violence and abuse against women and girls / gender-based violence strands are as follows:

### Domestic violence and abuse

Bristol has a long record of public activity against domestic violence and abuse and was the location of one of the first women's refuges in the country, set up in 1974.

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1 For example racism, disablism and ageism (see Equality Impact Assessment page X

2 <http://www2.ohchr.org/english/law/eliminationvaw.htm>

Bristol Domestic Abuse Forum produced its first three-year strategy in 2000. In 2007 the Safer Bristol Partnership<sup>3</sup> of voluntary and statutory sector agencies acknowledged its strategic responsibility for addressing domestic violence and abuse and set up a new Domestic Violence and Abuse Strategy Group, producing its first three-year strategy in 2008<sup>4</sup>. Some results of that strategy can be seen on pages XX – XX – these are the result of multi-agency working across statutory and voluntary agencies, through a number of working groups. This period coincided with a new and distinctive awareness at government level, which crossed all criminal and civil justice agencies to produce a “Coordinated Community Response”.

Bristol Domestic Abuse Forum describes domestic violence and abuse as:

- The misuse of physical, emotional, sexual, psychological and/or financial control by one person over another who is or has been in a relationship. This includes family members.
- Domestic violence and abuse (DVA) covers a wide range of behaviours and may be actual or threatened.
- DVA includes forced marriage, so-called “honour”<sup>5</sup>-based violence, and female genital mutilation.
- DVA also includes the use of children to control an adult victim. Because of this, child abuse and domestic abuse can overlap.
- DVA is usually perpetrated by men against women, but not exclusively.
- DVA is a continuing pattern of events, behaviour and coercive control.
- DVA occurs in all groups and sections of society and may be experienced differently, due to, and compounded by race, sexuality, disability, age, religion, culture, class or mental health.<sup>6</sup>

The Safer Bristol Domestic Violence and Abuse Strategy Group merged in April 2011 into the Violence and Abuse Against Women and Girls Strategy Group (VAAWG).

### **Sexual violence**

In 2008/09, to improve the way agencies dealt with reports of rape and serious sexual violence, Safer Bristol published a Rape and Sexual Assault strategy<sup>7</sup>, noting that “sexual violence is one of the most serious and damaging crimes in our society” and that “sexual violence is both a consequence and cause of gender inequality”.

In 2010/11 the City took part in a government pilot looking at 3 themes:

- Improving healthcare pathways for victims
- Setting up a Sexual Violence MARAC for vulnerable victims
- Establishing a multi agency initiative to identify and target high risk offenders

Three working groups were set up to take these themes forward and are continuing to meet with very positive results. The Safer Bristol Rape and Sexual Assault Strategy Group

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<sup>3</sup> See members in Appendix X

<sup>4</sup> Insert weblink

<sup>5</sup> “Honour” is put into quotation marks throughout and described as “so-called” , to mark the objection that many feel in applying a positive word – “honour” - to violence which can only be considered as negative.

<sup>6</sup> <http://www.bdaf.org.uk/help-and-support/what-domestic-violence-and-abuse>

<sup>7</sup> Weblink

merged, as of April 2011, into the Violence and Abuse Against Women and Girls Strategy Group.

### **Forced marriage**

In 2005, the Home Office extended the definition of domestic violence to include forced marriage, described as “a marriage conducted without the valid consent of one or both parties, where duress is a factor” and that “the victims of forced marriage can be both men and women and marriages can take place either in the UK or abroad”<sup>8</sup>. The Foreign and Commonwealth Office and Department of Health make direct links between domestic violence and forced marriage, defining forced marriages as a form of domestic violence in itself, which may contribute to domestic violence after marriage<sup>9</sup>.

Bristol was chosen to take part in a Ministry of Justice Forced Marriage Pilot in 2010, testing aspects of the implementation of the Forced Marriage (Civil Protection Act (2008)). Safer Bristol has supported local community action against forced marriage and the Bristol Safeguarding Children’s Board set up a multi-agency sub group to draw up forced marriage protocols for all professionals working with children and young people. Forced marriage is within the Bristol definition of domestic violence and abuse and is now part of the Violence and Abuse Against Women and Girls Strategy.

### **Female genital mutilation (FGM)**

FGM – also described as “female genital cutting” or euphemistically as “female circumcision” - is a collective term used for a range of practices involving the removal or alteration of parts of healthy female genitalia for non-therapeutic reasons. Different degrees of mutilation are practised by a variety of cultural groups in the UK. The age at which such procedures are carried out varies from a few days old to just before marriage. The World Health Organisation notes: “female genital mutilation is a form of violence against girls and women that has serious physical and psychological consequences which adversely affect health and is a reflection of discrimination against women and girls.”<sup>10</sup>

Female genital mutilation is within the Bristol definition of domestic violence and abuse and is now part of the Violence and Abuse Against Women and Girls Strategy.

### **Human trafficking**

The definition of trafficking adopted by Bristol City Council<sup>11</sup> is the Palermo Protocol<sup>12</sup> and includes the threat or use of force, coercion, deception and abuse of power to control another person, for the purpose of exploitation. This includes exploitation of prostitution or

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<sup>8</sup> Duress has been recognised by UK courts to include emotional pressure as well as criminal actions such as assault and abduction (Home Office, 2005).

<sup>9</sup> Foreign and Commonwealth Office and Department of Health, 2003, quoted in McCarry, M. (2011) *Violence Against women and Service Needs of Black, Minority Ethnic and Refugee Women in Avon and Somerset*, Bristol: University of Bristol – research commissioned by Safer Bristol and due to be published in September 2011.

<sup>10</sup> \* World Health Organization. Regional Plan of Action to Accelerate the Elimination of Female Genital Mutilation in Africa. Brazzaville: WHO, 1997

<sup>11</sup> [www.bristol.gov.uk/committee/2010/ua/ua000/0225\\_4.pdf](http://www.bristol.gov.uk/committee/2010/ua/ua000/0225_4.pdf)

<sup>12</sup> *UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children. Supplementing the UN Convention Against Transnational Organised Crime*, UN 2000

other forms of sexual exploitation, forced labour or services, slavery, servitude and the removal of organs and includes the exploitation of both adults and children under eighteen years of age.

There is no current Bristol strategy against trafficking. The VAAWG Strategy Group has started to work closely with those involved in working in Bristol against trafficking to support their work.

## **Prostitution**

Safer Bristol has a Street Sex Market Strategy 2009-12<sup>13</sup> which is currently being refreshed. Avon & Somerset Constabulary are engaged in work to protect women engaged in indoor prostitution, which overlaps with protection for trafficked people and immigration control. There is no other current Bristol strategy against prostitution - the VAAWG Strategy Group has now started to work closely with those working in Bristol against the criminal aspects of prostitution to support their work.

## **Sexual harassment**

Sexual harassment most usually comes in a context of domestic and/or sexual violence and abuse.

Street harassment is the subject of an international campaign new to Bristol – Hollaback – that will be launched in August 2011. This campaign challenges those who feel a sense of entitlement that women are available for their use and abuse and who deny women's human rights not to be harassed and abused, which is fundamental to ending violence and abuse. It describes street harassment as *“a form of sexual harassment that takes place in public spaces. At its core is a power dynamic that constantly reminds historically subordinated groups (women and LGBTQ folks, for example) of their vulnerability to assault in public spaces. Further, it reinforces the ubiquitous sexual objectification of these groups in everyday life.”*<sup>14</sup>

Later this year revised guidelines to all Bristol schools on dealing with & reporting sexist abuses & sexual harassment in Bristol schools will be published.

## **National strategic guidance**

A cross party government strategy – *“Together We Can End Violence Against Women and Girls”* – was published in November 2009 and gave data on prevalence, trends and impact<sup>15</sup>. In November 2010, the coalition government published the *“Call to End Violence against Women and Girls”* which was followed in March 2011 by an *Action Plan*<sup>16</sup>. These documents categorised the work to be done under “Preventing violence”, “Provision of services”, “Partnership working” and “Justice outcomes and risk reduction”, a grouping Bristol's VAAWG Strategy has followed. The *“Call to End Violence against Women and Girls”* stresses the importance of prevention and also provided for 4-year funding, to be matched locally, for service provision by Independent Sexual Violence Advisors (ISVAs),

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<sup>13</sup> <http://www.bristol.gov.uk/ccm/content/Community-Living/Crime-Prevention/safer-bristol-partnership/street-sex-work.en>

<sup>14</sup> <http://hollaback-uk.blogspot.com/>

<sup>15</sup> <http://webarchive.nationalarchives.gov.uk/20100419081706/homeoffice.gov.uk/about-us/news/violence-against-women-and-girls.html>

<sup>16</sup> <http://www.homeoffice.gov.uk/publications/crime/call-end-violence-women-girls/>

Independent Domestic Violence Advisors (IDVAs) and Multi-Agency Risk Assessment Conferences (MARACs) Coordinators – Bristol has been successful in achieving this financial support and in match-funding it in its first year (2011-12).

## Scope of the problem

Up to three million women across the UK experience rape, domestic violence, forced marriage, stalking, sexual exploitation and trafficking, female genital mutilation (FGM) or so called “honour” violence each year.<sup>17</sup>

## Cost of domestic violence and abuse in Bristol<sup>18</sup>

Type of cost	National cost pp	Cost for Bristol
Criminal Justice System	£20	£8,799,244
Health care	£27	£11,878,979
Social services	£4	£1,759,849
Housing	£3	£1,319,887
Civil legal	£6	£2,639,773
<b>All services</b>	<b>£60</b>	<b>£26,397,731</b>
Economic output (loss of working days)	£51	£22,438,071
<b>Total</b>	<b>£111</b>	<b>£48,835,802</b>

This does not include the human and emotional cost of pain, which is estimated to be in the region of £144 million. This also cannot take into consideration the impact on future costs.

## Factors at play in the perpetration of violence against women, violence against children and sexual orientation violence

A model has been developed by Professor Carol Hagemann-White et al in 2010 for the European Commission<sup>19</sup>, that addresses multiple factors at different levels. Described in *A Different World is Possible*<sup>20</sup>, this model notes that “the perpetration of violence against women and girls arises through multiple and intersecting factors at different levels that makes it complex to prevent, since many forms are considered acceptable and normalised. The factors and levels are in turn connected through a range of pathways that make some individuals more likely to commit violence.

*It is important to emphasise that these are factors, not causal explanations. Every perpetrator makes a choice to use violence against women and girls and consequently must take responsibility for their actions. For instance, an individual’s abuse of alcohol does not cause*

<sup>17</sup> 6 Coy, M., Lovett, J. and Kelly, L., *Realising Rights, Fulfilling Obligations: A Template for an Integrated Strategy on Violence Against Women for the UK*, End Violence Against Women Coalition (2009).

<sup>18</sup> From *Domestic violence/abuse strategy 2008/11*, Safer Bristol

<sup>19</sup> Hagemann-White et al: *Factors at play in the perpetration of VAW, VAC and SOV, A multi-level interactive model*, Annex to: European Commission, Feasibility study to assess the possibilities, opportunities and needs to standardize national legislation on violence against women, violence against children and sexual orientation violence. Publications Office of the European Union (2010).

<sup>20</sup> End Violence Against Women Coalition: *A Different World Is Possible: a call for long-term and targeted action to prevent violence against women and girls*, EVAW Coalition (London 2011)

*them to perpetrate violence. It is the intersection of this factor in a pathway with multiple factors at different levels that makes it more likely that a perpetrator will choose to use violence. Thus, a factor at an individual life history level such as alcohol or drug abuse reflects correlations in the evidence base, and should never be interpreted as a single cause explanation.*

*However, by addressing the factors set out below, we can change the context which facilitates violence against women and girls. The model also encourages those undertaking interventions to be specific about which factors and pathways they are attempting to change: in this way prevention has to be more thoughtfully crafted to interrupt conducive contexts which make VAWG, and specific forms of it, possible and acceptable.”*

This model – which looks at the social and individual context of violence against women, underlies the Prevention agenda and action planning in campaigning, training and education intends to address the complexity of these factors<sup>21</sup>.

The model is shown at Appendix A.

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<sup>21</sup> page X

## Areas of improvement since the last domestic and sexual violence strategies (2008 – 11)

### Addressing every adult survivor/victim, women or men, we have:

- Funded a consortium of independent domestic violence advisors (IDVAs) to work cooperatively, developing good practice, collecting data, sharing training and supporting all victims/witnesses at the Specialist Domestic Violence court at the Magistrates' Court. This included funding for nationally accredited IDVA training for specialist DVA support workers across all specialist DVA agencies
- Ran a pilot IDVA service with the Ministry of Justice for victims of forced marriage and more recently match-funded a specialist IDVA working with black and minority ethnic women, in Next Link, who has generated further funding for a part time specialist forced marriage and honour based violence worker, giving victims the option of having a worker who is not from the South Asian community.
- Funded two independent sexual violence advisors (ISVA) working with survivors/ victims using The Bridge Sexual Assault Referral Centre (SARC).
- Established fortnightly Multi-Agency Risk Assessment Conference (MARACs) to safety plan for victims at highest risk of serious physical injury or death, including delivering training in risk assessment across statutory and voluntary agencies, funding the post of a NHS link specialist for MARAC referrals and the post of MARAC Coordinator. This has resulted in the reduction of repeat victimisation from 41% to 25%.
- Awarded mainstream funding for informative and supporting groupwork for women survivors of domestic violence and abuse. This has been independently evaluated as effective in increasing women's safety.
- Set up and funded The Bridge SARC for support and forensic examination (if wished) of victims of rape and sexual assault and, for women survivors of current and past sexual violence and abuse, Bristol Rape Crisis.
- Increased the number of safe house places for women fleeing domestic violence and abuse.
- Funded a safe house for victims of trafficking.
- Funded the Eden House Project for women who are at risk of offending and offenders and who are almost unanimously survivors of domestic and sexual violence and abuse.
- Improved police response times to emergency call-outs (999).
- Run a specialist police operation (Bluestone) and investigation unit in the police into crimes of sexual violence and piloted safety planning for high-risk victims of sexual violence.
- Improved links with drug and alcohol agencies, through attracting the Stella Mental Health Initiative, safer Bristol's Adult Drug Treatment Plan, and setting up a practitioners' network in Domestic Violence and Abuse and Substance Misuse.
- Increased awareness of specialist/compounding issues to particular vulnerable groups, eg. forced marriage, so-called 'honour'-based violence and female genital mutilation through training, campaigning and professional guidelines
- Increased multi-agency professional awareness of domestic violence and abuse, including more specialist knowledge such as impact on children and young people, gypsy and traveller communities, working with perpetrators, through training (including accredited training).

- Supported a community-based voluntary group to develop a support website<sup>22</sup> and training services in forced marriage.
- Set up a pilot IDVA service in Bristol Royal Infirmary's Accident and Emergency Department.
- Took part in a government pilot in sexual violence looking at: Improving healthcare pathways for victims; setting up a Sexual Violence MARAC for vulnerable victims; and establishing a multi agency initiative to identify and target high risk offenders.
- Delivered a comprehensive training package relating to all aspects of street sex work, produced by National Offender Management Service (NOMS) and was delivered by Project One25 to officers in the Probation and Prison services.

### **Addressing every child and young person, we have:**

- Developed a multi-agency referral team within the police Domestic Abuse Referral Team – DART), which includes a referral and assessment officer from Children and Young People's Services social care
- Developed resources for professionals working with children & young people; an early years' toolkit for children's centres, further developed and delivered training to schools and in other setting on the *Spiralling* toolkit for children aged 4 - 18
- Funded an independent sexual violence advisor (ISVA) working with child survivors/victims using The Bridge Sexual Assault Referral Centre (SARC), across the whole of Avon and Somerset – this has been supplemented with a further half-time post in 2011-12.
- Funded a Domestic Violence and Abuse Commissioning Projects Officer working with Children and Young People's Services (starting August 2011).
- Worked in schools, raising awareness of domestic and sexual violence and abuse through twilight and full day training sessions for staff in South Bristol and in the north, developing guidelines for tackling sexual harassment, supporting staff in curriculum work with year 9 in South Bristol schools, staff training sessions in early years.

### **Addressing every perpetrator of violence against women and girls and male victims, we have:**

- Developed a Ministry of Justice-accredited Specialist Domestic Violence Court in the Magistrates Court (2 days per week), training all magistrates and Crown Prosecution lawyers and ensuring systems for safe entrance/exit from the building and regular specialist independent support for victims/witnesses. This has resulted in an increase in convictions – from 4% of all reported incidents in 2006 to nearly 10% in 2010.
- Mainstream-funded and developed a new voluntary programme of behaviour change for male perpetrators of domestic violence and abuse (Splitz, started October 2010).
- Instigated a Probation Service 'fast-track' Integrated Domestic Abuse Programme (IDAP) for convicted male perpetrators, to reduce waiting times.
- Increased the police arrest rate of alleged perpetrators and detections of domestic and sexual violence cases (*data awaited*)
- Introduced a dedicated rape unit ("Operation Bluestone") in the Police and Crown Prosecution Service

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<sup>22</sup> <http://www.skyproject.org.uk/>

### Partnership working – we have:

- Encouraged and supported significantly greater involvement of men in this work, including the White Ribbon campaign<sup>23</sup> - we are working towards achieving White Ribbon City status.
- Joined funds from Bristol City Council and NHS Bristol to provide a pool of mainstream<sup>24</sup> funds for services of survivor groupwork, perpetrator behaviour change, community-based support and short-term funding for children's support work and training and development coordination on behalf of Bristol Domestic Abuse Forum.
- Named a senior director within Bristol City Council as a 'champion' for Violence and Abuse Against Women and Children – this is Annie Hudson, director of Children and Young People's Services. This follows the strategic commitment by statutory agencies and cross-Council support to tackle domestic and sexual violence and abuse and initiatives such as the City of Sanctuary.
- Worked with the University of Bristol to train and support GPs to recognising and supporting women (Iris project) and men (Provide project) affected by domestic violence and abuse.
- Significantly raised the profile of violence and abuse against women and girls through working every year with statutory and voluntary agencies and community groups to mark the United Nations International Day for the Elimination of Violence Against Women (November 25<sup>th</sup>), gaining significant media coverage and public awareness.

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<sup>23</sup> <http://www.whiteribboncampaign.co.uk/>

<sup>24</sup> Meaning statutory and long-term (3 yearly)

## Theme 1:

### Prevention – changing attitudes, behaviour and practices through education, training and campaigns.

#### **What does the evidence tell us Bristol needs:**

- On average in Bristol, 16% of people believe that domestic violence and abuse is a private matter. This ranges from 32% in one area to 7% in another.
- Incidents of domestic violence and abuse reported to the police have increased from 5000 per annum in 2005 to 7000 in 2010. The British Crime Survey 2001 showed that less than 1 in 5 incidents were reported to the police.
- In relationships where there is domestic violence, children witness about three-quarters of the abusive incidents<sup>25</sup>.
- There is evidence of a “high level of violence in young people’s relationships”, which “does not stop when a relationship ends”, with “very harmful consequences for young people, especially girls”.<sup>26</sup>
- Some Bristol schools are seeking to include curriculum work on VAAWG, though capacity to do this is limited in the absence of statutory inclusion in the Personal Social and Health Education curriculum.
- Bristol’s sexual violence pilot showed that people with learning difficulties are particularly at risk of sexual violence.
- The British Crime Survey showed that only 15% of rapes are reported to the police, 23% of women experience sexual assault and 5% experience rape. Most perpetrators are male and most victims are female.

#### **What we will do by March 2014, with available resources:**

##### **Objective 1: Education**

- Define healthy relationships as based on compassion, negotiation, respect for culture and diversity, human rights and equality.
- Offer awareness training to all Bristol schools and encourage them to incorporate prevention of violence against women and girls in the curriculum and become well prepared to support students and staff affected.
- Make available a pack of web-based resources to schools and colleges for students of all ages, including our *Spiralling* prevention toolkit, the Expect Respect lesson plans, ‘twilight’ lesson plans for staff in awareness and the use of *Spiralling*, information about other resources (such as the Respect toolkit for working with young people) and posters and leaflets for staff and students.
- Encourage schools to contact and familiarised themselves with local support agencies, including bringing them into schools training sessions.
- Develop links with Bristol universities, colleges and professional groups and offer trainers to incorporate violence and abuse against women and girls into the teacher training syllabus.
- Develop and maintain a web-based early years training pack and review annually.
- Deliver awareness training to all early years settings in children’s centres, day nurseries and nursery schools and any other early years settings that might arise.

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25 Royal College of Psychiatrists, 2004.

26 Barter et al, *Partner exploitation and violence in teenage intimate relationships*, (NSPCC 2009)

- Facilitate schools to have VAAWG policies and procedures.
- Develop Sex and Relationships Education (SRE) to include women's perceptions of body image.

### **Objective 2: Training**

- Maintain a regular programme of multi-agency domestic violence and abuse awareness training.
- Develop training in sexual violence awareness, including for primary care practitioners.
- Continue to roll out training in female genital mutilation.
- Maintain a pool of trained and accredited trainers in domestic violence and abuse, working to agreed and published standards.
- Check training delivered against the needs of professionals.

### **Objective 3: Campaigns**

- Continue to run three campaigns a year on domestic violence and abuse, with a main focus on November 25<sup>th</sup> UN International Day for the Elimination of Violence Against Women, Valentine's Day (February 14<sup>th</sup>) and summer.
- Coordinate domestic violence and abuse campaigns with other Violence and Abuse Against Women and Girls campaigns, including opposing the objectification of female bodies, to ensure maximum media attention and reach all sections of the community.
- Promote positive male images and engage men in all sections of Bristol society to support gender equality, human rights, oppose violence and abuse against women and girls and challenge gender stereotypes.
- Make resources (posters and leaflets) accessible as easily and cheaply as possible through the Bristol Domestic Abuse Forum website.

### ***What do we hope to achieve if additional resources are available:***

- Assess the training needs of professionals against National Occupational Standards.
- Develop further training opportunities at low or no cost.
- Extend publicity campaigns, using conferences, drama, film and social media to draw in broader sections of the community.
- Extend existing measures of public attitudes through the Quality of Life survey to focus on diversity communities.
- Work with agencies' communication teams to educate press re representation of women, including healthy images of women's bodies, and of violence towards women and girls in the media, including naming the crime.

***How we will know if we are making a difference:***

- Male violence against women will be acknowledged and addressed in training and publicity materials by all agencies. Protection measures will focus on changing abusive behaviour and not blaming the victim.
- All schools will have violence and abuse against women and girls embedded in their curricula and have the confidence and ability to support students, parents/carers and staff affected by it.
- Referrals to support agencies and to MARACs<sup>27</sup> from schools and other educational establishments will increase.
- Referrals and requests for support from members of the public and from other professionals to the police and to other agencies will increase.
- Perpetrators will increasingly seek support to change their behaviour.
- Public attitudes shown by the Quality of Life and other surveys will improve.
- Survivors will report better responses from professionals.
- Any domestic homicide and/or serious case reviews of child mistreatment will demonstrate greater awareness and faster, more appropriate responses by professionals.

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<sup>27</sup>Refer to explanation under “what we have improved since 2008”

## Theme 2:

### Provision – overseeing and improving support services for victims and survivors, including children and young people

#### *What does the evidence tell us Bristol needs:*

- XXXXX women sought support for domestic violence and abuse (DVA) from specialist services in 2010-11, an increase of XX% over 2007-08. Male victims of DVA numbered XXX in 2010-11, an increase of XX% over the 2007-08 figure.
- The police received XXXX calls for help for domestic and sexual violence in 2010-11 (XXXX women and XXX men), an increase of XX% over the 2007-08 figure.
- XXXXX women sought support for rape and sexual violence (SV) from The Bridge in 2010-11, an increase of XX% over 2007-08 when it first opened. Male victims of SV seeking support numbered XXX in 2010-11, an increase of XX% over the 2007-08 figure.
- This increased awareness of the right to support and demand for services meant that Bristol support services occasionally had to prioritise high-risk clients and ask lower risk clients to wait some weeks before they could offer them support.
- In 2005-06, Bristol University estimated that in their lifetimes, 4181 women and 388 men in the Bristol population would be subjected to domestic violence and sexual victimisation and stalking, by one or more perpetrators, at some point in their lives.
- Children and young people (under 18) were referred to Bristol City Council Children and Young People's Social Care service as living in homes where domestic violence and abuse had been reported in XXXX cases in 2010-11.
- XXX women involved in prostitution reported violent attacks in 2010-11.
- Bristol needs 43 safe house places for women fleeing domestic violence and abuse, based on a 1975 recommendation from a Home Affairs Select Committee, but actually has 28. In 2010-11 Next Link was unable to accommodate XX women who were eligible for their accommodation.
- On average there is a 3 month waiting list for sexual violence specialist counsellors.

#### *What we will do by March 2014, with available resources:*

##### **Objective 1: Support for adult survivors**

- Define support as offering both emotional support and practical safety options - housing, health advocacy, civil injunctions, evidence in criminal prosecutions, support for their children – to survivors in their homes and in safe housing, within a context of equality and human rights.
- Acknowledge that discrimination, specialist needs and cultural practices affect survivors of gendered violence in different ways – including forced marriage and so-called 'honour'-based violence, female genital mutilation, prostitution, substance misuse, serious damage to mental health, disability.
- Maintain support for women and men survivors of domestic violence and abuse at two levels: both citywide and local community-based specialist services.
- Maintain citywide support for women and men survivors of sexual violence, including in a domestic context.
- Maintain specialist support for black and minority ethnic women experiencing domestic violence and abuse.
- Maintain groupwork programmes of information and support for women survivors of domestic violence and abuse, for example the Freedom Programme.

- Support statutory and voluntary/community agencies with advice, training and networking to ensure that all services appropriately support a) victims of domestic and sexual violence who are subject to discrimination, including black and minority ethnic, disabled, substance misuse, sex workers; b) victims of culture-specific violence such as so-called 'honour' based violence and female genital mutilation.

## **Objective 2: Support for children and young people**

- Define children's support as primarily best achieved through supporting the non-abusing parent, emotional support to recover from trauma and safety planning.
- Acknowledge and work to correct any contradictions between child protection procedures and legal requirements for contact with an abusing parent.
- Maintain specific support for children of survivors engaging with domestic violence and abuse services.
- Maintain specific support for child victims of sexual violence.
- Work with schools and health centres to ensure support and treatment (where appropriate) for child survivors of domestic violence and abuse, forced marriage and female genital mutilation.

### ***What do we hope to achieve if additional resources are available:***

- Include harassment of women and girls in the hate crime agenda.
- Develop specialist support for lesbian, gay, bisexual and trans survivors of domestic and sexual violence and abuse.
- Develop specialist support for disabled survivors of domestic and sexual violence and abuse.
- Increase provision of specialist support services for survivors of domestic and sexual violence and abuse – proportionate to the estimated size of the problem in the city.
- Increase provision of specialist support for children affected and young people in abusive relationships.
- Provide support for women and men survivors of gendered violence with no recourse to public funds due to immigration regulations.
- Develop specialist confidential interpreting and translating services to ensure access to all survivors of gendered violence.

### ***How we will know if we are making a difference:***

- The number of survivors seeking and offered support and safety plans will be measured by all statutory and voluntary agencies and will increase.
- Repeat victimisation will be measured by all statutory and voluntary agencies and will decrease.
- The number of victims at all levels of risk who feel safe and confident to continually engage with support services will increase, especially in statutory services.
- Equalities monitoring will show increased numbers of victims at higher risk due to discrimination and vulnerability.
- Number of identified victims of all forms of violence and abuse against women and girls / gendered violence will go up.

- Attendance at Accident and Emergency due to injuries caused by domestic and sexual violence will go down.

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### **Theme 3:**

**Risk Reduction & Justice –identifying and assessing risk, protecting victims with civil and criminal legal interventions and addressing the behaviour of perpetrators by all available means including criminal and civil justice measures.**

#### **Objective 1 – Risk Reduction:**

##### ***What does the evidence tell us Bristol needs?***

The rights and needs of victims of VAAWG and their children are effectively met, through criminal and civil justice systems and multi-agency risk reduction measures.

##### ***What we will do by March 2014, in the context of limited resources:***

- All agencies are equipped to risk assess victims and refer to independent, specialist supported services, including the use of civil justice orders where appropriate (e.g. forced marriage protection orders);
- Multi-Agency Risk Assessment Conferences (MARACs) for both domestic abuse and sexual violence and participated in by all agencies to formally share information and identify co-ordinated plans to enhance the safety of the individuals at highest risk.
- Criminal proceedings are used to secure appropriate orders to enhance the safety of those at risk of VAAWG whenever possible (e.g. Protection from Harassment Restraining orders and Sex Offender prevention orders);
- Ensure the availability of support for perpetrators, both convicted and unconvicted, to assist them to recognise their destructive behaviour and take action to change it (e.g. IDAP, TVSOP, DV voluntary perpetrator programme)
- Maximise the appropriate use of third party disclosure to ensure that individuals who pose a high risk of harm are appropriately highlighted to those in a position to mitigate that risk (including through use of the child sex offender disclosure scheme).
- Establish a multi-agency safeguarding team to enhance the co-ordination, quality and effectiveness of protection and risk reduction activity across agencies and organisations
- Street sex workers continue to be facilitated to share information about perpetrators and have the opportunity to have photographic evidence of violent assaults taken by trained staff at a number of agencies which can be given to police at a later date to be investigated (“Visual Evidence Scheme”)
- Women engaged in on street prostitution are issued with safety information and a list of the relevant agencies connected to on street prostitution.
- Identified kerb crawlers issues with a requirement to attend a Change Course, ASBO’s and injunctions.

##### ***What do we hope to achieve if additional resources are available:***

- A survivors’ advisory panel to act as critical friend body identifying gaps in service and ensuring that services are appropriate to need;
- Establish sources of funding for civil remedies to those who otherwise would not have such access (e.g. those with no recourse to public funds);
- An advertising and marketing campaign to publicise services.

### **How we will know if we are making a difference:**

- Reduction of repeat victimisation of victims
- Proportion of VAAWG criminal cases where relevant protective orders are made upon conviction;
- Proportion of VAAWG criminal proceedings in which the victim engages;
- The establishment of a multi-agency process judged to be effective and timely;
- Increase in the rate of civil orders relevant to VAAWG made.
- Low re-offending rates for kerb crawlers having attended the change course

### **Objective 2 - Justice:**

#### ***What does the evidence tell us Bristol needs?***

Perpetrators are identified, they are held to account for their criminal behaviour and proportionate action is taken to ensure that they address their behaviour to prevent further victimisation.

#### ***What we will do by March 2014, in the context of limited resources:***

- High priority, timely and proportionate police response to VAAWG reports;
- Thorough investigation by appropriately trained officers;
- Maximise use of the SARC and support of IDVAs and ISVAs to gain and maintain engagement of victims;
- Further develop the SDVC and criminal courts in general to optimise the ability of victims and witnesses to testify effectively;
- Introduce a set of multi-agency risk assessment and integrated offender management processes to identify, target and then proactively address the behaviour and risks posed by the most serious and serial offenders (e.g. MAPPA, IOM, sexual violence perpetrator conferences)

#### ***What do we hope to achieve if additional resources are available:***

- Obtain evidence to assess the potential value of establishing Specialist Crown Courts
- Commission research into prevalence and reporting rates.

### **How we will know if we are making a difference:**

- Average speed of response by police to grade 1 and 2 incidents
- Detection rate for reported VAAWG offences
- Rate of successful outcomes in VAAWG criminal proceedings
- Reduction in recidivism of serial and serious offenders
- Reduction in repeat victimisation by the same offenders.

## Equalities Impact Assessment (EIA)

**The United Nations Declaration on the Elimination of Violence Against Women states their concern** that some groups of women, such as women belonging to minority groups, indigenous women, refugee women, migrant women, women living in rural or remote communities, destitute women, women in institutions or in detention, female children, women with disabilities, elderly women and women in situations of armed conflict, are especially vulnerable to violence.

**The Safer Bristol EIA looks at areas of discrimination and inequality and assesses what is currently known about each in relation to violence and abuse against women and girls and domestic and sexual violence against men.**

**In all areas of inequality, discrimination that is practised in society can both be a barrier to seeking help and can be used by an abuser to compound the abuse inflicted on the survivor/victim. Victims of minority group abusers may be loathe to seek redress in law against the abuser, because they fear the abuser will not be punished fairly.**

### Women and men, including transgendered people

#### Baseline data and research shows:

In the 2005 Snapshot study<sup>28</sup> 89% of individuals experiencing domestic violence and abuse were female and 11% were male. 85% of perpetrators were male and 15% were female. In 81% of cases, the victim was female and the perpetrator was male.

#### The differential impact is:

Of the three specialist support services in Bristol (Next Link, Victim Support and WISH), Next Link is a women-only service, in keeping with the gender equality duty (exemptions). All statutory services and legislation gives equal rights to male and female service users. Some believe that male victims feel they are not entitled to use domestic violence and abuse services; some professionals may also believe only women are victims.

### Black and minority ethnic groups, refugees and new immigrants

#### Baseline data and research shows:

In the 2005 Snapshot study there were more victims from Black and other minority ethnic groups than would be expected from the make-up of Bristol's population.

#### The differential impact is:

Analysis of the British Crime Survey<sup>29</sup> indicates that minority ethnicity does not impact on the incidence of domestic violence and abuse, that is, that DVA is not more common in minority ethnic groups than in the majority community. The Snapshot findings therefore suggest that organisations in Bristol are effective in reaching out to Black and other

<sup>28</sup> Westmarland, N., Hester, M. and Carrozza, A. (2005) *Domestic Violence in Bristol, Findings from a 24-hour snapshot (full report)*, Bristol: University of Bristol.

<sup>29</sup> Walby, S. and Allen, J. (2004) *Domestic Violence, Sexual Assault and Stalking: Findings from the British Crime Survey*, Home Office

minority ethnic communities. However, some agencies believe that members of newly arrived minority groups such as asylum seekers and economic immigrants may be unaware of their rights to protection and support. Immigrants whose right to remain in the UK depends on their abusive spouse's nationality rights may feel trapped to remain in the abusive situation. They have limited or no right to claim basic survival benefits (such as housing benefit and income support) and therefore be unable to survive without the abusive partner<sup>30</sup>.

## **People with physical/sensory impairments and learning difficulties**

### **Baseline data and research shows:**

In the 2005 Snapshot study showed that approximately 10% of survivors coming forward had a disability. The study also showed 29% of survivors had mental health problems and 15-22% of survivors with drugs and/or alcohol issues.

### **The differential impact is:**

National research<sup>31</sup> indicates that disability is an indicator of risk of more serious levels of physical violence. Mental ill health and the misuse of drugs/alcohol are known to commonly form barriers to individuals being given appropriate support against domestic violence and abuse<sup>32</sup>, where, for instance, the drugs/alcohol misuse is seen as the primary problem to be dealt with, before the domestic violence and abuse can be addressed. Where a disabled person's carer is abusive, the survivor/victim may be unable to survive without what care is given, however, abusive. A victim of a disabled abuser may feel unable to leave that individual without care. Learning difficulties and/or speech impairments may mean that the survivor/victim needs the abuser to facilitate communication and therefore will not approach an agency without specialist skills of communication for support against DVA.

## **Lesbian, gay and bisexual people**

### **Baseline data and research shows:**

In the 2005 Snapshot study 4% of cases were of female violence against women and 4% were of male violence against men. This study recorded only one case of same-sex abuse within an intimate relationship (involving men).

### **The differential impact is:**

A 2006 study showed DVA in same sex relationships is experienced in similar ways to abusive heterosexual relationships<sup>33</sup>. The assumption that DVA is only done by men against women may mean that some professionals will not believe victims in abusive same sex relationships who seek help. Professionals may also presume that a same sex individual who accompanies a survivor/victim to a meeting is a beneficial friend, rather than perhaps an abuser.

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<sup>30</sup> Kutan, B., & White, H (2005) *Research into the services available to survivors of domestic violence who have no recourse to public funds* (unpublished Safer Bristol/BDAF/Bristol Racial Equality Commission)

<sup>31</sup> Walby, S. and Allen, J. (2004), *op. cit*

<sup>32</sup> See Stella Project [http://www.gldvp.org.uk/module\\_images/StatsFINAL.doc](http://www.gldvp.org.uk/module_images/StatsFINAL.doc)

<sup>33</sup> Donovan, C., Hester, M., Holmes, J., & McCarry, M. (2006) *Comparing Same Sex Abuse in Same Sex and Heterosexual Relationships*, Universities of Sunderland and Bristol

## Older and younger people

### Baseline data and research shows:

In the 2005 Snapshot study the greatest proportion (35% of individuals experiencing domestic violence and abuse were aged between 25 and 34 years old.

However, research carried out for the London Metropolitan police found that young women were at the greatest risk of physical injury.

### The differential impact is:

National research<sup>34</sup> shows that young women 16 – 24 in abusive relationships are at greatest risk of serious physical violence. National research<sup>35</sup> showed that 4% of all older people experience abuse and neglect and that for more than half of them, the abuser is a partner or family member. Victims are predominantly women and abuse increases with age.

## Faith groups

### Baseline data and research shows:

Reports of research<sup>36</sup> show that there is no increase in incidence of DVA in different faith groups.

### The differential impact is:

Interpretation of beliefs by individual faith group members can be used to justify the subjugation of women and discriminated against groups such as lesbians, gay men and disabled people and the use of DVA to maintain the position of subjugation.

## Substance misuse and mental health

Women subjected to abuse are 9 times more likely to misuse drugs and 13 times more likely to misuse alcohol.

Perpetrators use alcohol and drugs as a way of controlling women, including in exploitation for prostitution and 'date rape'.

## Pregnancy and maternity

In approximately 30% of cases, domestic violence and abuse starts in pregnancy

<sup>34</sup> Walby, S. and Allen, J. (2004), *op. cit.*

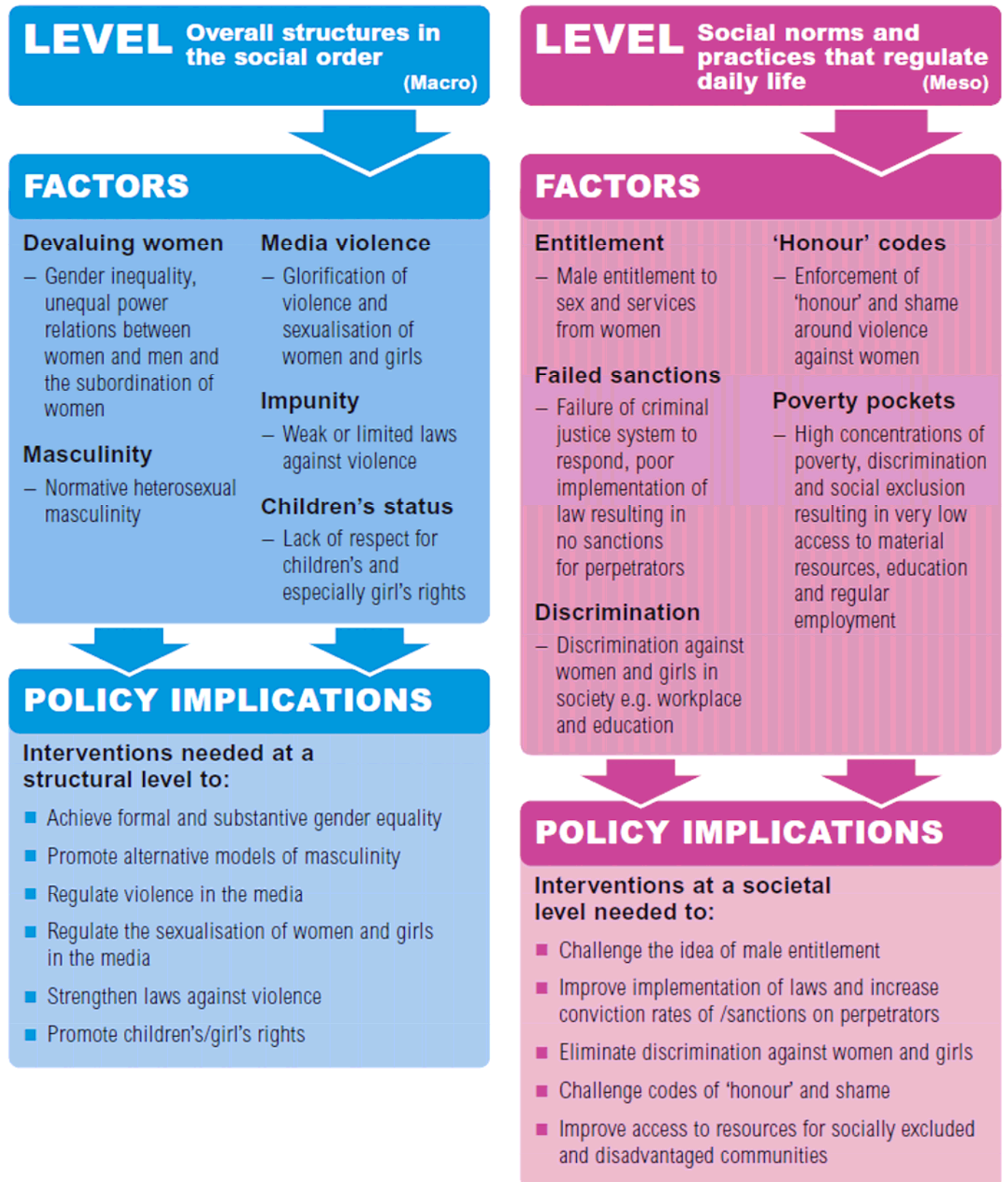
<sup>35</sup> Action on Elder Abuse (2007), *The UK Study of Abuse and Neglect of Older People*

<sup>35</sup> *Gender, violence and religion*, day Conference 2<sup>nd</sup> March 2007, University of Bristol

<sup>36</sup> *Gender, violence and religion*, day Conference 2<sup>nd</sup> March 2007, University of Bristol

## Appendix A: Hagemann-White model of factors at play in the perpetration of violence against women

The VAAWG Strategy Group is aware that the colours used below may be inaccessible to some people and is working to recreate them in more accessible colours.



**LEVEL** Day to day interactions in the immediate environment (Micro)

**FACTORS**

**Peer approval**

- Peer-groups support, valorise and reinforce VAWG

**Stereotypes**

- Rigid constructions of what is 'normal' for a man/boy/woman/girl

**Myths**

- Persistent stereotypes and misunderstandings about VAWG

**Rewards**

- Real or perceived rewards for violence

**Opportunity**

- Conditions that facilitate perpetration of VAWG

**Family stress**

- When pressures such as unemployment, social isolation and other stressors come together

**Obedience code**

- Different expectations of daughters

**POLICY IMPLICATIONS**

**Interventions needed in the immediate environment needed to:**

- Challenge peer support for violence
- Establish active peer disapproval of VAWG
- Transform gender stereotypes through education and public awareness
- Challenge myths about VAWG
- Ensure all schools and workplaces have effective policies, sanctions and redress for all forms of violence against women and girls
- Improve access to resources, education and support for families living in poverty, especially women and children
- Re-value daughters

**LEVEL** Individual life history (Ontogenetic)

**FACTORS**

**Masculine Self**

- Hostile towards women and approving of violence against women, need to prove self as 'real man'

**Emotional and cognitive deficits**

- Lack of empathy and respect for women and girls

**Growing up in families unable to provide basic care**

**Depersonalised sex**

- Sexual socialisation oriented to power and control

**Stimulus abuse**

- Abuse of pornography, alcohol and drugs

**Early trauma**

- Early exposure to violence in the home or abuse of trust

**POLICY IMPLICATIONS**

**Interventions needed at a personal and family level to**

- Promote alternative secure masculine identities that do not devalue women
- Expand perceptions of women and children, especially where they are seen/treated as property
- Increase family support and parenting programmes which address gender
- Promote sexual ethics and ethics of care through education
- Enable young men to critically assess pornography
- Ensure drug and alcohol abuse services are informed by understandings of VAWG
- Ensure that mental health care informed by understandings of VAWG
- Ensure support for children who have been abused

## **Appendix B:**

### **Partners in the VAAWG (gendered violence) Strategy Group:**

NHS Bristol:

Public Health

GPs

United Bristol Hospital Trust

Avon and Somerset Constabulary

Bristol City Council:

Children and Young People's Services

Equalities and Social Cohesion

Neighbourhoods (Housing & Homelessness)

Safer Bristol

Bristol Domestic Abuse Forum: represented by

Victim Support

Next Link

Wish

Novas Scarman Group (survivor groupwork)

Avon & Wiltshire Partnership Mental Health Trust

HM Courts Service

Fawcett Society

End Violence Against Women coalition

HM Probation Service

Bristol GPs

Draft 1 for consultation