



Plismona
yng Nghymru
Policing in Wales



Jenny Rathbone MS
Chair, Equality and Social Justice
Committee
Senedd Cymru/Welsh
Parliament

Emma Wools
Deputy Police and Crime
Commissioner for South Wales

13th October 2023

Dear Jenny,

Re: Equality and Social Justice Committee Inquiry

**Public Health Approach to Preventing Gender Based Violence (Policing in Wales
Submission) – Perpetrator Programmes**

Please find attached a supplementary report prepared on our behalf by Chief Superintendent Ian Roberts. This provides the additional information you requested about PCC and Police engagement with perpetrator programmes across Wales, in your letter dated 25th September 2023.

If you require any further information or assistance, please do not hesitate to get in touch.

Yours sincerely,

Emma Wools - Deputy Police and Crime Commissioner for South Wales

For, and on behalf of Policing in Wales Executive Group

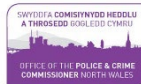
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Mae'r Comisiynydd a'i dîm yn croesawu gohebiaeth yn Gymraeg neu Saesneg
The Commissioner and his team welcomes correspondence in Welsh or English



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Equality and Social Justice Committee Inquiry

Public Health Approach to Preventing Gender-based Violence

Perpetrator Programmes

**Submission on behalf of
Policing in Wales**

Author	Chief Superintendent Ian Roberts
Role	VAWDASV/VAWG and Anti-Racism Lead, Policing in Wales
Contact	lan.w.roberts@gwent.police.uk
Date	13 th October 2023

Introduction

On 10th July 2023 senior representatives of the Policing Wales group gave oral evidence to the inquiry. On 25th September, further evidence was requested by the committee in relation to PCC and police engagement with perpetrator programmes across Wales.

This report sets out the information provided to me about programmes in each police force area and some of the issues surrounding this.

It is apparent within this report that programmes are not consistently available across Wales and there are many issues causing this, beyond the control of PCC's and Chief Constables. I would respectfully submit that the top three reasons are:

1. Availability of suitable programmes.
2. Limited funding and difficult choices about whether to commission victim support services or perpetrator programmes.
3. The voluntary nature of non-statutory programmes and evidence of low completion rates.

The introduction of the new two-tier model for pre-court diversion and the approval of the CARA model for roll-out across policing in Wales and England provides an opportunity for consistency of approach, with levers to compel perpetrators to complete the course.

Officers are made aware of pre-court diversion options primarily through domestic abuse training and directions given by staff in custody suites.

Policing in Wales representatives are engaged with all the VAWDASV Blueprint workstreams, including the 'Tackling Perpetrators' strand. Through this work, there is an intention to develop a clearer understanding of services at all three levels of prevention activity, and a more consistent and sustainable approach to commissioning.

The following sections outline engagement with programmes by police force area in Wales.

Dyfed-Powys Police Area

Programme	Attendance	Referral route	Eligibility	Funding	Longevity
Choices	Voluntary	Can take referrals from any agency	Open – community based	Funded jointly by strategic VAWDASV partners	Annual funding, moving towards multi-year arrangement
Stalking intervention	Voluntary	Police only	Identified based on risk	Funded jointly by strategic VAWDASV partners	Annual funding, moving towards multi-year arrangement
Intervention Hub	Voluntary	Can take referrals from any agency	Open – community based	Funded jointly by strategic VAWDASV partners	Annual funding, moving towards multi-year arrangement

Integrated Family Support Service	Voluntary	Can take referrals from any agency	Open – community based	Funded by Home Office DA Perpetrator Funding originally, now funded by PCC	Yearly funding approval
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All the above have been developed through work with experts such as Jayne Monkton-Smith and looking at local demand within Dyfed Powys and demographics/intelligence regarding the risk and type of DA being perpetrated. The work is overseen at the Regional Strategic VAWDASV Board by partners, with joint accountability for the funding and outcomes achieved by the programmes.

There is a DA and Stalking Coordinator post within Dyfed Powys Police who works closely with the Regional VAWDASV Advisor to ensure that police officers and frontline officers within partner agencies are aware of the referral routes, criteria and eligibility of each of the programmes. This post identifies risk within the perpetrator cohort and ensure referrals are made appropriately.

South Wales Police Area

The PCC continues to support the development of Domestic Abuse Perpetrator Programmes, ensuring all funded interventions are currently or actively working towards Respect accreditation and in line with the Welsh Government VAWDASV Perpetrator Standards. This provides the reassurance that services are delivered with integrity, in a safe and victim-focussed way.

To pull together the learning and development across the force area, South Wales OPCC leads a multi-agency group called the ‘Whole System Approach to Domestic Abuse Perpetrators Oversight Group’. The purpose of this group is to ensure that consideration is given across all risk levels, including Primary Prevention, Community-based behaviour change work, statutory programmes, high risk high harm interventions and in a prison setting.

It is supported by a governance framework, with clear and robust reporting and escalation processes. The members share learning and advise on strategic planning in relation to DA perpetrator work across South Wales, as well as contribute to gap analysis, identifying trends and overcoming barriers in service delivery and supporting and driving the implementation of a Whole System Approach.

Colleagues attend from statutory organisations including South Wales Police and HMPPS, as well as partners from non-government organisations (NGO’s), where they can share and access information on referral pathways and new services and disseminate wider throughout their organisations.

Funded Programmes

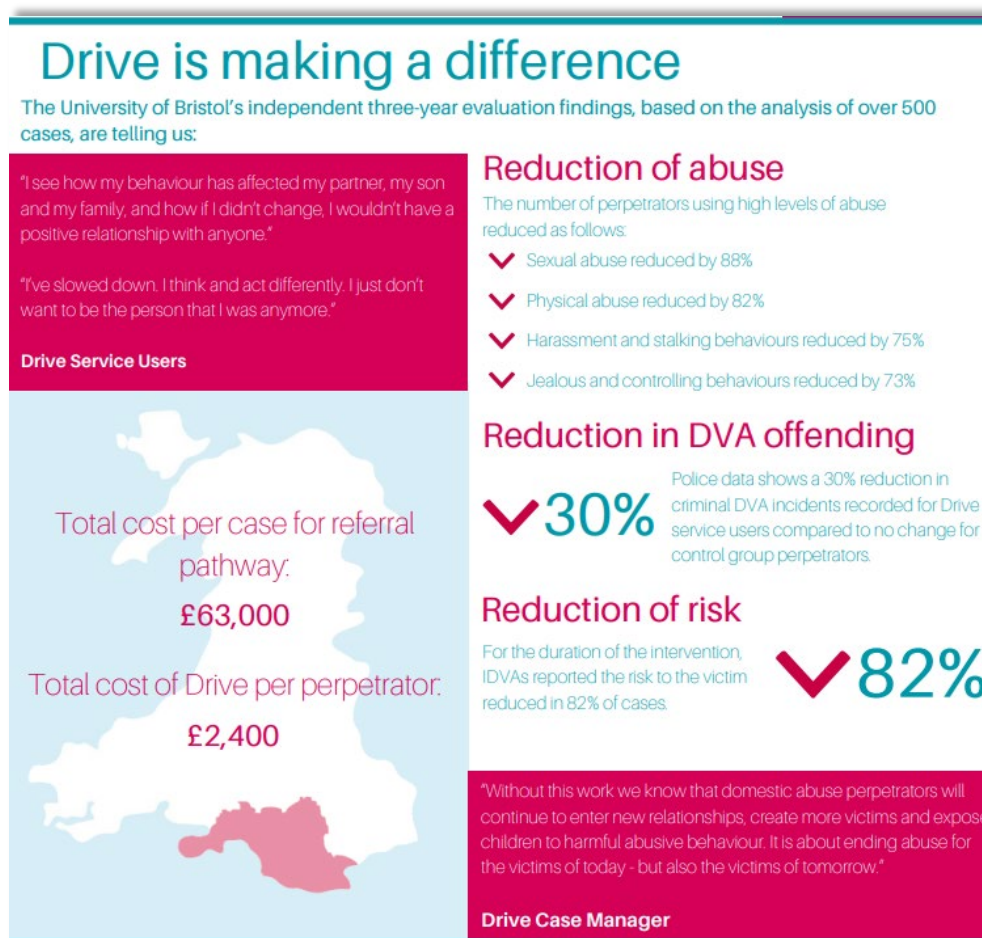
DRIVE Programme- Safer Merthyr Tydfil

This is a one-to-one approach for high-risk high harm perpetrators of domestic abuse. Drive case workers coordinate a multi-agency intervention that challenges and disrupts domestic abuse perpetrators, while identifying and addressing wider support needs that in turn reduce risk e.g., housing, substance misuse.

The Police and Crime Commissioner invested in an initial pilot of Drive in the Cwm Taf Morgannwg region. Following a successful evaluation of the pilot a decision made to roll-out wider, initially into Cardiff and the Vale, with Swansea Neath Port Talbot to follow. It is now embedded across the region. A collaboration with HMPPS has also led to a pilot of Drive in the custodial setting at HMP Swansea.

A three-year independent evaluation of the Drive Project pilot, undertaken from 2016 to 2019, is one of the largest evaluations of a perpetrator service and comprises a strong evidence base for its impact (findings shown in figure 1). A second phase of evaluation has been agreed to further build on the existing evidence base.

Figure 1. – Findings of the Drive Programme Evaluation



Drive caseworkers work closely with police colleagues with some office co-location, and daily contact to share information and manage risk. The referral pathway is via MARAC (Multi Agency Risk Assessment centre), and the victims liaison element is provided by specialist Drive IDVAs (Independent Domestic Violence Advocates).

Family Intervention Programme- Safer Merthyr Tydfil- Cwm Taf Delivery

The Family Intervention Programme provides specialist support for families experiencing domestic abuse who wish to remain together safely or be supported to separate amicably and positively co-parent. It adopts a holistic family centred approach so that services not only meet individuals' needs, but also contribute to the overarching whole family outcomes and enhance existing VAWDASV services including perpetrator interventions.

The service aims to:

- Bring the whole family closer together.
- Strengthen and improve family safety, well-being, and positive relationships.
- Ensure the family is seen through the child/young person's eyes with their wellbeing paramount.
- Ensure the responsibility for the abuse lies with the abusive parent.
- Ensure safety and risk always remain central to the model.

In 2021 the Programme was evaluated with positive findings, including increased skills, knowledge, and resilience to live together safely and reduction of the risk of children experiencing ACE's.

Referrals are mostly received from Children's Services due to the engagement with both parents, but self-referrals and those from other agencies are also accepted.

CLEAR- Safer Merthyr Tydfil, Cardiff and Cwm Taf Delivery

This preventative course is part of the wider 'Change that Lasts' Approach developed by Welsh Women's Aid in partnership with Respect. The course is part of a 'self-help' approach which facilitates men to identify their abusive tactics, take responsibility for them and learn new tools and strategies that can be used to promote a healthier relationship. 6 Sessions are run weekly on a one-to-one basis and are tailored to meet the needs of everyone. Each session lasts for approximately 1 hour – 1 1/2 hours.

The course focuses on:

- Raising awareness of violence against women and girls
- Identifying the impact of abusive behaviour on others
- Gendered inequalities
- Abusive tactics – identifying these behaviours within their own relationships
- Tools to promote healthier relationships – e.g., Time out
- Goal setting – to promote wellbeing and healthier relationships

Referrals are predominantly from Children's Services due to an established referral pathway, but self-referrals are encouraged as well as those from other agencies.

Programmes Not Funded by South Wales PCC

Driving Change- Safer Merthyr Tydfil- Delivered in Cardiff and Cwm Taf

A therapeutic treatment programme for men who have been violent towards an intimate partner. The core aim of the programme is to support and maintain the safety and wellbeing of all women and children, whilst holding perpetrators of domestic violence and abuse to account for their behaviour.

Driving Change provides challenge and also support to enable individuals to cease their violent and abusive behaviour with a view to them developing respectful, loving and responsible attitudes towards not only those around them but also towards themselves. Driving Change combines both one-to-one and group-based work, adopting a cognitive-behavioural and feminist approach within an explicit emotional and feeling framework rooted in psychotherapeutic and spiritual practice.

As in DRIVE, Driving Change will work very closely with partner support services, and works with those identified as medium/standard risk, with an option to refer up to Drive should further risks emerge. Victims and survivors are offered support either from within Safer Merthyr Tydfil or from specialist support services depending on local area.

Equilibrium- Swansea Council- Swansea Delivery

A community-based programme, that sits within Children's services, for fathers who use abusive behaviours towards their partners or ex-partners. Available in group work or one-to-one for those with additional needs, female perpetrators any other barriers which prevent them from participating in group setting. The core programme consists of 12 weekly sessions that challenge abusive cognitions and behaviours and provide positive coping strategies and alternative techniques to avoid escalation, reduce risk and enhance the safety and freedom of victims and their children. The associated victims are offered one to one or group support and can opt-in to an alternative course for victims to assist them in understanding their experiences and rebuilding self-esteem.

Referrals are received from involved workers, predominantly Children's Services, or through self-referral.

Inspiring Families- Calan DVS- Neath/ Port Talbot delivery

A trauma informed approach to supporting families where domestic abuse is a known component but they are choosing to stay together. Inspiring Families provides a 10-week assessment of all components of the family to highlight the current level of risk within the home, the dynamics and typology of abuse, and the potential for change. Inspiring Families works with any children and young people in the family aged four and above in order to ensure the voice of the child is captured in the final assessment. In order to be eligible for Inspiring Families support, there must be domestic violence identified as a concern/risk factor in the relationship and the service users must either be continuing or looking to continue their relationship in the future. There also must either be children living in, children looking to be returned to the family home or a pregnancy.

Adult family members are able to self-refer to Inspiring Families with no current safeguarding local authority's involvement, however, must be open and consenting to a voluntary referral to safeguarding if necessary. It is favourable that there is a local authority point of contact for safeguarding purposes, however this is not mandatory. Likewise, any agency working with an eligible family is also able to make a referral.

Re-provide- Calan DVS- SNPT and Bridgend Delivery

Trial intervention: 26-week group-based domestic violence perpetrator programme. It is suitable for men who are or have been using violence/abuse in their relationships with women partner(s) or ex-partners, are concerned about their behaviour, aged 21 and over and who live in the Neath Port Talbot, Swansea or Bridgend area. Men who take part in the trial will either join a 26-week group programme or be allocated to usual care. Those in the group programme will attend weekly group meetings covering topics including Building empathy; Domestic abuse and the impact on children; Rebuilding trust and respect.

Re-provide service users must be self-referred and outside agencies are able to sign-post to the programme. It is crucial that the referrals are self-referrals to address the behaviour during sessions. Both current and past partners of the service user are offered a Women's Safety Officer exclusive to the Re-Provide team as a result of a successful referral. Support is offered up to 6 months after having completed the sessions for the partners and ex-partners to support with and DVA concerns.

North Wales Police Area

Since 2018/19 North Wales have commissioned Relate Cymru to deliver the Choose2Change programme to male perpetrators of domestic abuse. Choose2Change delivers a Respect Accredited intervention to address domestic abuse. Since the Covid pandemic, the programme has been delivered online and has not returned to an in-person provision, due to the difficulties of accessing group programmes within rural North Wales. The programme is currently available in two cohorts, with a maximum of 5 men on each cohort. The programme offers men who have been abusive in intimate relationship/s an opportunity to change and a support service for the (ex) partners of the men engaging with the service. Both elements of the service work together to gain a full understanding of risk in each case and put in place a robust risk management plan. The service plays an active part on the multi-agency response to domestic abuse providing information about perpetrator risk and engagement at MARAC and Safeguarding arenas.

The group program consists of two assessment sessions to determine suitability and acknowledgement of responsibility of actions from the perpetrator. The group program is then delivered across 24 sessions consisting of 11 modules. The modules include Violence, Power & Control, Emotional Intimacy & the Effects of DVA, Jealousy, Parenting and Sexual Respect. It is a rolling programme for the group with various entry points across the program to allow for new starters to start looking and working on their behaviour as soon as possible, rather than lengthy delays in starting. The benefits of the rolling programme also

enable peer support and challenge by group members, which is often much more powerful than from professionals. Relate also offer an integrated partner support element within the programme, with a dedicated worker allocated to support the current/historic partner, where appropriate.

Since 2018/19, 108 men have been referred to the programme, 62 have had an assessment and started to attend sessions, but only around 20 have completed. The average completion rate from the assessment stage is 23%.

To try to address this high attrition rate and increase the numbers of men accessing behaviour change support, between 2020 and 2022 we also commissioned the Intervention Hub, an online project with Red Snapper Management Services. The Probation teams across North Wales utilised this and we had much better completion rates, but we were forced to stop commissioning the service in 2023/24 due to the lack of integrated partner support. (Without this, the provision did not meet Welsh Government Perpetrator Intervention Standards).

At an early intervention level, we are currently waiting for the roll out of CARA in North Wales and the OPCC are in talks with Gwent and South Wales Police, to look at how we can introduce the programme through the diversionary caution system. We would also like to introduce an early identification programme such as CLEAR, for those who are not identified through the criminal justice process, but we need to have a functioning DVPP in place before we can move forwards with this.

For the highest risk/highest harm cohort, NWP operate the ADAPT model, working with a small cohort identified through the RFGH algorithm. This is based around intensive work looking to pursue (divert where possible) and disrupt. The integrated services model involves Housing, Social Services, Community Mental Health, Drug and Alcohol services etc.

ADAPT was piloted through a successful application by NWP to the MOJ Perpetrator fund but has been adopted as a business as usual model now. Choose2Change is funded through the Welsh Government Regional VAWDASV Grant and CARA will be funded by the OPCC via the funding made available by the MOJ for this project.

The OPCC does not currently joint fund the community-based provision, due to questions around the value for money. The VAWDASV Joint Commissioning group (with the OPCC and Regional Advisor leading on the project) are currently looking at new ways to commission perpetrator interventions, especially how we encourage other providers to bring their services into North Wales, but this is seriously hindered by the relatively small amount of resource dedicated to this work and the year-on-year funding model. Recruitment and retention is such a difficult area at present and it means any new organisations/projects are effectively unable to apply for funding, as 12 months is not enough time to prove effectiveness.

Gwent Police Area

Currently, the force does not have access to any perpetrator programmes. Previously, the OPCC did commission Phoenix Domestic Abuse Service to provide a perpetrator programme, however, referrals into the service were particularly low as they required the consent of the alleged perpetrator to be referred. It wasn't an option as an out of court disposal, so there was no incentive for the alleged perpetrator to consent.

A great deal of messaging was circulated to make staff aware of the programme and the central Domestic Abuse Safeguarding Team (DAST) also checked custody each morning to identify any domestic abuse related detainees and to consider their eligibility for the programme. If it was felt that they would be eligible, the officer in the case was tasked with seeking their consent to refer them in. In nearly all instances, consent was declined. It was therefore felt that the service was not providing value for money, so the funding was withdrawn by the OPCC.

All student officers receive an initial input on domestic abuse as part of their basic training. A further input is then provided by a member of the DAST during their tier 2 course. DAST staff also provide DA inputs to Police Staff Investigators.

The most substantial investment the force has made in relation to domestic abuse training is DA Matters. This has been delivered to over 600 officers and staff to date and a full training schedule is in place for the next 18 months. This training focuses heavily on what the high-risk indicators are. Following this training, all staff are given the opportunity to become DA Champions. The aim is to train 100 DA champions by the end of the DA Matters training schedule. Currently there are thirty-six, but this will increase as the DA Matters course is delivered.

As it stands, GWP is due to be a pilot force for the new Domestic Abuse Protection Orders (DAPO) which allows positive requirements to be placed on an individual as well as restriction. One of the positive requirements can include attendance at a perpetrator programme. It is still unclear whether the Home Office will have funding available to make this provision available.

Stalking Protection Orders (SPO's) also allow us to mandate attendance at a perpetrator programme but as it stands this will not be an option until this provision is available.

Ends