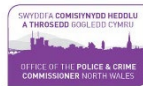




Plismona  
yng Nghymru  
Policing in Wales



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

**Emma Wools**  
Deputy Police and Crime  
Commissioner for South Wales

17<sup>th</sup> November 2023

Dear Jenny,

**Re: Inquiry into the 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, as requested in your letter dated 31<sup>st</sup> October 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

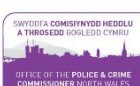
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Mae'r Comisiynydd a'i dîm yn croesawu gohebiaeth yn Gymraeg neu Saesneg  
The Commissioner and his team welcomes correspondence in Welsh or English



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Policing in Wales



**Senedd Cymru/Welsh Parliament**

**Equality and Social Justice Committee Inquiry**

## **Inquiry into the Public Health Approach to Preventing Gender-based Violence**

### **Perpetrator Programmes**

**Submission on behalf of  
Policing in Wales**

<b>Author</b>	Chief Superintendent Ian Roberts
<b>Role</b>	VAWDASV/VAWG and Anti-Racism Lead, Policing in Wales
<b>Contact</b>	lan.w.roberts@gwent.police.uk
<b>Date</b>	17 <sup>th</sup> November 2023

## Introduction

This report provides supplementary information to the inquiry, following the submission of earlier reports dated 25<sup>th</sup> August and 13<sup>th</sup> October 2023. Oral evidence was provided by senior representatives of the Policing in Wales executive group on 10<sup>th</sup> July.

Further to the report submitted on 13<sup>th</sup> October, this report summarises existing community-based, non-statutory domestic abuse perpetrator programmes that are either commissioned by, or available to police forces in Wales. It also responds to further clarification, as requested by the inquiry committee in its most recent letter dated 31<sup>st</sup> October.

## Summary of Perpetrator Programmes

### 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

## South Wales Police Area

Programme	Attendance	Referral route	Eligibility	Funding	Longevity
Drive Project	Voluntary	MARAC	High risk- multi agency selection through MARAC	Funded by PCC	Multi-year arrangement, current cycle...
Family Intervention Programme	Voluntary	Third party organisation or self (predominantly Children's Services)	Open community based- Whole Family Approach	Funded by PCC	Annual funding
Clear	Voluntary	Open- Prevention work often self-referral or Children's services.	Community based early intervention- not high risk	Funded by PCC and by strategic VAWDASV partners	Annual funding
Driving Change	Voluntary	Third party organisation or self	Medium/ Standard risk	Funded by strategic VAWDASV partners	Annually
Equilibrium	Voluntary	Third party organisation or self (predominantly Children's Services)	Medium/ standard risk	Funded by Local Authority	Multi-year funding (core business)
Inspiring Families	Voluntary	Third party organisation or self	Parties with children, looking to continue relationship		
Re-provide	Voluntary	Self-referrals	Males who have been using violence		

## North Wales Police Area

Programme	Attendance	Referral route	Eligibility	Funding	Longevity
Relate Cymru – Choose2Change	Voluntary			Welsh Government Regional VAWDASV Grant	Annually
Intervention Hub	Voluntary	Can take referrals from any agency	Open – community based		Commissioned service stopped in 2023/24 due to lack of integrated partner support.
ADAPT	Voluntary	High risk-multi agency selection through MARAC	High risk/high harm	MOJ Perpetrator fund	

## Gwent Police

Programme	Attendance	Referral route	Eligibility	Funding	Longevity
Phoenix DAS	Voluntary	Any agency can refer		Spot purchase arrangements	

### **Policing in Wales Considerations**

Tackling violence against women in girls has been reflected as a priority for PCC's and Chief Constable's in their plans for some time. In February 2023, The Home Office announced that Violence Against Women and Girls was to be added to the list of national policing priorities, set out in the Strategic Policing Requirement (SPR). This means that the issue has the same status as other threats to public safety such as terrorism, serious and organised crime, public disorder, cyber-attacks, child sexual abuse and exploitation, and fraud.

In the spring of this year, Police and Crime Commissioners and Chief Constables in Wales invested in the creation of a new Chief Superintendent role to help lead the work on VAWDASV/VAWG and Anti-Racism work across the four forces. The current post holder is Chief Superintendent Ian Roberts.

The Strategic Policing Requirement requires PCC's and Chief Constables to have due regard to national policing priorities when setting out their Police and Crime Plans and Operational Delivery Plans, and then allocating resources. The SPR also aims to ensure consistent and

cohesive approaches across force boundaries, and that effective partnerships are in place at all levels.

Whilst PCC's and Chief Constables are primarily accountable to their local communities and will shape services according to local context, the Policing in Wales structure aims to ensure common approaches wherever it is appropriate, feasible, and beneficial to the people of Wales.

PCC's face challenging decisions when deciding where to invest limited commissioning budgets. Currently, there is little consistency in the availability of appropriately accredited perpetrator services in each force area, and there are concerns about completion rates and outcomes, where attendance is voluntary.

That said, the South Wales PCC has made a significant investment in the development of the Drive programme, and this is an example of a successful perpetrator intervention programme, underpinned by ongoing evaluation.

### **Why is Attendance Voluntary?**

Attendance is voluntary for two main reasons:

1. Existing non-statutory programmes usually require a perpetrator to accept their behaviour and be willing to engage in change.
2. Police have no powers to require attendance or completion of a perpetrator programme without a conviction in the Criminal Courts.

Where a case is prosecuted and there is a criminal conviction, statutory programmes can be mandated as part of an offender's rehabilitation order.

Family Courts can also place certain requirements on perpetrators to attend programmes commissioned by the MOJ during civil proceedings.

### **Developments in the Gwent Region**

Below is a summary from the Gwent Police PCC's office, summarising, the actions being undertaken to improve access to perpetrator programmes in the region. Similar work is being undertaken, or will be taken, in all force areas and will be brought together through the Task Force arrangements.

*'A Tackling Perpetration Needs Assessments has been commissioned to undertake on behalf of the VAWDASV partnership and OPCC. This will inform the Serious Violence strategic needs assessment /VAWDASV programme of work.*

*First phase – A problem profile for VAWDASV in Gwent to be included in the Serious Violence Strategy. The strategy is to be completed by the end of January 2024. The profile will include data from partners to illustrate the profile of VAWDASV in the region.*

*Second phase – A longer term piece of work as part of the VAWDASV Delivery Plan to understand what interventions are available for perpetrators of all forms of VAWDASV in*

*Gwent and to determine what is needed to address the scope from Early Intervention and Prevention to Criminal Justice interventions.*

*This work will include the following key activities:*

- *Map existing and planned provision for VAWDASV perpetrators across Gwent.*
- *Analysis of available data relating to VAWDASV perpetration in Gwent.*
- *Identify sources of funding for perpetrator activity in the region.*
- *Examine the infrastructures for existing provision.*
- *Develop a problem profile of VAWDASV perpetration in Gwent.*
- *Prepare a report that examines all of the above.*

*In Gwent, there is currently limited provision from the Phoenix DAS offer of spot purchased DA programmes. Phoenix DAS was previously commissioned by the OPCC in Gwent, however a decision was made to decommission due to low referrals. Another issue was that perpetrators had to accept full responsibility for their actions to access the programme and due to the course being voluntary there was nothing to enforce engagement which also resulted in low numbers.*

*Building Better Relationships (BBR) is provided by HMPPS Interventions Services for those with a probation order. BBR is for adult men convicted of an Intimate Partner Violence (IPV) offence. BBR is a moderate-intensity cognitive-behavioural programme which recognises that IPV is a complex problem which is likely to have multiple causes. BBR responds to individual needs and provides opportunities to develop skills for managing thoughts, emotions, and behaviours.*

*Reducing the harm caused by Domestic Abuse (DA) is a priority for Gwent OPCC/Police and is a key commitment in the Gwent Police and Crime Plan. This is underpinned by the Welsh Government VAWDASV Workstream as well as the NPCC VAWG Strategy. Tackling Perpetrators of DA is also a pillar of the Gwent Regional VAWDASV Plan. The OPCC were successful in submitting a bid to the Home Office's DA perpetrator fund to seek funding for a DA perpetrator intervention in line with Project CARA and additional resources for MATAAC, a risk management approach for DA perpetrators.*

*CARA - Project CARA sits within the criminal justice system as an early 'awareness raising diversionary' intervention targeting offenders who have received a Conditional Caution. Through engagement in two workshops and feedback from victims, CARA enables offenders to understand what domestic abuse is, the impact and its consequences. Workshops are designed to maximise engagement with offenders and to nudge them into specialist services with the aim of reducing reoffending. This is joint commissioned with South Wales. Launch date in Gwent is 20/11/23.*

*MATAAC – Gwent Police have recently introduced the Multi-Agency Tasking and Coordination (MATAAC) process. This is where the highest risk repeat domestic abuse perpetrators are discussed in a multi-agency forum to divert, disrupt, and prevent offending. This is being piloted for 18 months and the first MATAAC in Wales. Although MATAAC has been running for a few years, there has been issues with staffing and commitments as this was supplementary*

*to existing roles. However, now with additional funding from the Home Office's DA perpetrator fund, Gwent Police are in the process of recruiting dedicated staff. Expected launch date is January 2024.*

*DAPO – The expected launch date is May 2024, subject to operational readiness. The Electronic Monitoring element has been delayed, launch date November 2024 (HO and MOJ accepted operationally forces need time to prepare). Regarding Perpetrator Programmes, virtual opportunities are being explored by the HO/MOJ provided by other services across the border. Also, Gwent are having to utilize existing services within the area linked to offending behaviour such as substance misuse/alcohol, mental health intervention etc. HO/MOJ have also alluded to the idea of top up funding being provided for selected programme providers, selected to carry out the role of responsible person.'*

### **Evaluation of Perpetrator Programmes in South Wales Police Area**

The Drive Project underwent a large-scale evaluation which was published in 2020. It is now in the early stages of the second round of evaluation funded by the PCC to expand the knowledge base and identify ways to enhance the service further.

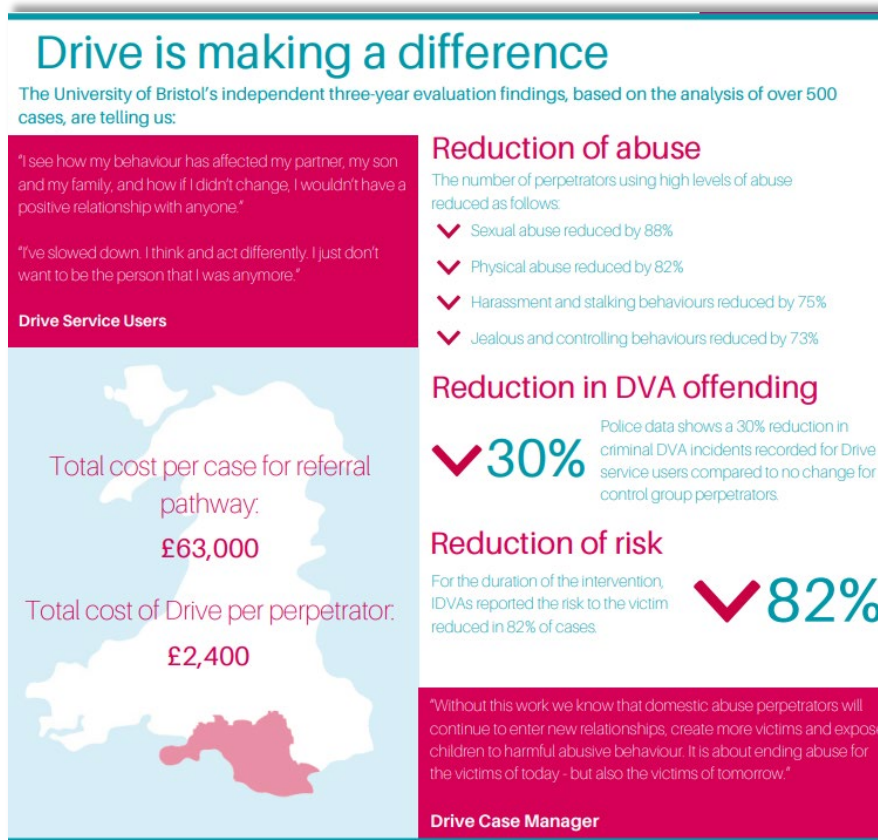
The Family Intervention Programme was independently evaluated in 2020, however the evaluation was significantly impacted by the COVID pandemic, so discussions are underway with the researchers to replicate and enhance the original evaluation.

Clear has been evaluated as part of the wider 'Change that Lasts Approach' evaluation, this in it's final stages of completion and we are awaiting the final report.

CARA has been extensively evaluated in other areas of the UK with significant positive results [PsyArXiv Preprints | The CARA \(Cautioning and Relationship Abuse\) Service Theory of change, impact evaluation and economic benefits study report \(osf.io\)](#)



Figure 1. – Key Findings of the Drive Programme Evaluation



## Next Steps

Changes in Ministry of Justice Policy on the use of pre-court diversion in domestic abuse cases will now enable police forces across the country to adopt the CARA (Cautioning and Relationships Abuse) model which has been subject to extensive evaluation, as explained in a previous submission to the inquiry. This paves the way for greater standardisation and places a requirement on perpetrators to engage as part of a conditional cautioning model.

Policing in Wales recognises the importance of perpetrator programmes at all levels of prevention work (primary, secondary, and tertiary), and as part of a public health approach to ending violence against women, domestic abuse, and sexual violence. The demand for perpetrator programmes far outweighs the budgets available to PCC's and so a whole systems response is essential. For that reason, Policing in Wales are active members of the VAWDASV Blueprint, and contributing to the work of the 'Tackling Perpetrators' workstream.

Policing in Wales has also established its own VAWDASV/VAWG Task Force, which is led Chief Constable Amanda Blakeman, and has senior PCC and force representation. This group aims to develop common approaches across police organisations in Wales on the key issues relating to VAWDASV, including perpetrator programmes. Gwent and South Wales Police forces are currently working together on the roll out of the CARA model, with a view to wider expansion across Wales following the initial pilot during 2024.