

CONSULTATION FOR THE SECOND MAYORAL STRATEGY ON VIOLENCE AGAINST WOMEN AND GIRLS (2013-17)

**Mayor's Office for Policing and Crime
(MOPAC)**

June 2013

This is a consultation document prepared in advance of the second VAWG strategy and is open for a two month consultation from 7 June to 9 August 2013. MOPAC is seeking views and feedback from Londoners to inform the final strategy. Please feedback via the online survey link:

<http://www.smart-survey.co.uk/s.asp?i=80661VBVV> or written responses to vawgviews@mopac.london.gov.uk

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INTRODUCTION

Violence against women and girls (VAWG) is one of the most serious and pressing issues facing women and girls in London. It has been described by the United Nations (UN) as 'perhaps the most pervasive violation of human rights' across the globe¹ and a form of discrimination that seriously violates and impairs or nullifies the enjoyment by women and girls of all human rights and fundamental freedoms².

More women and girls in England are affected by VAWG than stroke, diabetes and heart disease.³ This is why tackling VAWG is a top priority for the Mayor of London, Boris Johnson, and in April 2009, he launched London's first ever strategy to tackle this problem, *The Way Forward: a call to action to end violence against women*.

After extensive consultation, the final VAWG strategy was published and outlined a bold and ambitious approach, making London a national and global leader in seeking to end VAWG. It has been hailed by the women's voluntary and community sector as a beacon of excellence for other cities and countries and was highlighted as an example of good practice at the UN Commission on the Status of Women in February 2013.

This consultation document is a key step towards creating the Mayor's second VAWG strategy (2013-16) and aims to build on the progress made over the last four years in addressing VAWG in London.

The vision and overarching objectives of the first strategy remain the same. Before developing this consultation document MOPAC consulted key stakeholders on the London VAWG Panel. They agreed that the vision, strategic approach and our five key objectives are still as valid today as they were in 2010 and should therefore remain as the pillars of the second VAWG strategy for London:

- 1. London taking a global lead to prevent and eliminate VAWG**
- 2. Improving access to support**
- 3. Addressing health, social and economic consequences of violence**
- 4. Protecting women and girls at risk**
- 5. Getting tougher with perpetrators**

¹ United Nations, Remarks of Secretary-General Kofi Annan to the Inter-Agency Videoconference for a World Free of Violence against women, SG/SM/6919 WOM/1113

² United Nations Economic & Social Council. (19 March 2013). Agreed conclusions at the Commission on the Status of Women, Fifty-seventh session, 4-15 March 2013.

³ Taskforce on the Health Aspects of Violence Against Women and Children, Responding to violence against women and children - the role of the NHS (2010).

What is VAWG?

The UN defines 'violence against women' as any act of gender-based violence that is directed at a woman because she is a woman or acts of violence which are suffered disproportionately by women.⁴ This includes violence against girls and adult women; physical, sexual and psychological/emotional violence, economic abuse and sexual exploitation. VAWG can take place at home, work or in public places such as on the street or public transport. In most cases, women know the men who abuse them but VAWG can also be perpetrated by complete strangers. For a full list of the forms of VAWG covered by this strategy and their definitions please see pages 7-8.

What is the impact of VAWG?

VAWG prevents women from fully participating in public life, limits their freedom of movement and is a barrier to equality.

VAWG is a major cause of death and disability for women and is linked to mental health problems such as depression, post-traumatic stress disorder, anxiety, suicide and attempted suicide, self-harm, drug and alcohol addiction.

VAWG not only damages women and girls, it has devastating consequences for families, communities and society as a whole. It harms families across generations, leads to negative outcomes for children and young people and can increase their involvement in crimes such as anti-social behaviour and gang violence.

An integrated approach focused on prevention

The second VAWG strategy, like the previous one will be an integrated VAWG strategy with prevention at its heart. This means:

- Recognising the links and similarities between the different forms of violence. For instance victims of domestic violence often experience sexual violence. A significant proportion of women involved in prostitution have experienced childhood sexual abuse and domestic violence.
- Tackling all forms of VAWG in a joined up way, linking different forms of violence and addressing their underlying causes whilst recognising the specific issues associated to different forms of violence, developing specialist solutions and identifying any opportunities for learning
- Acknowledging the links between VAWG and other issues, and mainstreaming VAWG into other policies and strategies.
- A multiagency approach that makes the best use of resources, looking at the synergies and overlaps between different forms of VAWG to deliver what works for victim-survivors; working in partnership across multiple sectors with strong collaboration across the statutory and voluntary sectors in recognising the expertise and contribution of the specialist women's sector.
- Treating VAWG as a serious and intolerable crime, doing our utmost to clamp down on the perpetrators and hold them to account, whilst also recognising that many women and girls still choose not to report to the police so doing more to protect and support them outside of the criminal justice process.

⁴ United Nations, 2006, Secretary General's Report on Violence against women, Para 28 and 104

- Recognising that VAWG is neither natural nor inevitable, it can and should be prevented and eradicated through a more proactive response and greater investment in prevention initiatives. This includes transforming societal attitudes, through education and awareness-raising to create a culture that simply will not tolerate violence against women and girls in society.

Since the publication of *The Way Forward*, the landscape in which we tackle VAWG has changed considerably. Some of the most significant changes are listed below. The second strategy will take into account these changes and also reflect the change in the Mayor's role with the creation of the Mayor's Office for Policing And Crime (MOPAC) giving the Mayor greater responsibility for governance over the Metropolitan Police Service (MPS) and the wider criminal justice system and a duty to bring together partners working in the field of community safety to deliver and commission initiatives to prevent and respond to crime. The second strategy will be a lot more focused on action and the delivery of fewer commitments that we believe will have a bigger impact.

Key national developments

- New arrangements in the devolved health and care system, including Health and Wellbeing Boards, introduced in April 2013.
- Launch of the government's national strategy to tackle VAWG in November 2010 followed by three annual action plans launched in March 2011, March 2012 and March 2013.
- An extension of the definition of domestic violence to include those aged 16-17 and coercive control (March 2013).
- The publication of the Office of the Children Commissioner's interim report of the Child Sexual Exploitation in Groups and Gangs Inquiry (November 2012)
- In November 2012 the Protection from Harassment Act 1997 was updated by provisions made in the Protection of Freedoms Act 2012, creating two new offences for stalking.
- Publication of the final report of the Leveson inquiry (November 2012) which investigated the role and ethics of the press. As part of this inquiry, the EVAW Coalition presented written and oral evidence and a report on the way the media portrays women and reports on VAWG issues.
- A new 'Declaration against FGM' was signed by Ministers in November 2012 and the launch of a new CPS action plan on FGM to address the barriers to investigating and strengthening prosecutions.
- In June 2012, the government announced its intention to introduce a new criminal offence of forced marriage.
- The government signed up to the Istanbul Convention, the Council of Europe's convention on preventing and combating violence against women and domestic violence (June 2012)
- Launch of two national Home Office campaigns - Teenage Rape Prevention Campaign on 5 March 2012 and the Teenage Relationship Abuse Campaign to change and challenge attitudes, and prevent teenagers from becoming victims and perpetrators of sexual and relationship violence and abuse.
- Pilots of Domestic Violence Protection Orders and a Domestic Violence Disclosure Scheme (2012)
- The introduction of Police and Crime Commissioners and the creation of the Mayor's Office for Policing and Crime (January 2012), accountable to local

communities to cut crime with other changes to the way crime prevention and victims' services are commissioned from 2014.

- Publication of Home Office review into effective practice in responding to prostitution (October 2011)
- In 2011, the government signed up to the EU Anti-Trafficking Directive and published a trafficking strategy.
- The Bailey Review on the Commercialisation and Sexualisation of Childhood (June 2011) following on from the Inquiry into the sexualisation of young people review by Linda Papadopoulos (March 2010)
- Publication of multi-agency practice guidelines on female genital mutilation (April 2011)
- The Implementation of section 9 of the Domestic Violence, Crime and Victims Act (2004) making domestic homicide reviews a statutory responsibility for local authorities (April 2011)
- In 2010, Baroness Stern reviewed the handling of rape and sexual violence complaints by public authorities which was followed by a response by the Government to the recommendations in March 2011

Progress in London over the last four years

Both the GLA and MOPAC have worked closely with partners over the last four years to deliver and implement the commitments set out in *The Way Forward* strategy including:

- A quadrupling of Rape Crisis provision by opening three new centres and an expansion of the only centre in south London
- Greater focus on VAWG across London boroughs with the development of local VAWG strategies across eleven boroughs⁵ and London Councils' development of new pan-London VAWG provision focussed on forms of violence that until 2008 had received very little attention in London such as female genital mutilation, forced marriage and 'honour'-based violence.
- A shift towards a more preventative approach in recognition of the fact that VAWG is not inevitable and can be prevented including the funding of a sexual violence prevention campaign, work with young people in out of school settings such as youth clubs and the funding of a pan-London prevention initiative by London Councils.
- Improved our understanding of the nature and extent of VAWG in London as well as key policy issues through the publication of 'The Missing Link' report into harmful practices in London; the commissioning of a study into refuge provision in London and a (forthcoming) study into trafficking and prostitution
- Improvements to the way the Metropolitan Police Service respond to VAWG through the formation of a specialist command to respond to rape and sexual assault and the formation of a new specialist unit to tackle trafficking and prostitution.
- Scrutiny and support to all London boroughs through the Domestic and Sexual Violence Board to improve the way the MPS respond to incidents of domestic and sexual violence. This informed the first MPS Violence against Women annual report (2010) which provided a comprehensive overview of VAWG crimes in London with recommendations for service improvements to improve protection and support at a local level.

⁵ MOPAC survey into local VAWG responses (17 April- 3May 2013)

- An improved understanding of the nature and profile of VAWG in London and of the solutions, policies and services required to address this through the commissioning of independent research into forced marriage, FGM and “honour”-based violence, domestic violence refuge provision, trafficking and prostitution.
- Raising awareness of the issues and risks faced by gang-associated young women and girls so that this issue is now firmly on the agenda of relevant London partner agencies.
- Publication of information and resources on VAWG to raise awareness and improve access to help and support.
- A reduction of advertisements containing sexual services in local newspapers.
- The development of a rape action plan
- The creation of a multi-agency Human Trafficking and London 2012 Network and the delivery of an ambitious action plan including training for all front line police officers and single points of contact for child trafficking in each London borough.

Although the Mayor and MOPAC are proud of the achievements made so far, our ambition is nothing less than the eradication of VAWG and we are far from reaching that point. As the figures on page 9 demonstrate, VAWG affects hundreds of thousands of women and girls in London each year and these figures are the tip of the iceberg as most VAWG crimes never come to the attention of the police or other agencies.

In March 2013, the Mayor’s Office for Policing And Crime launched the Police and Crime Plan for London⁶. This included a number of key commitments around VAWG which will be outlined in more detail in the final VAWG strategy.

Equality Impact Assessment

VAWG is characterised by the use of power and control in public and private spheres, and is intrinsically linked with gender stereotypes that underlie and perpetuate such violence, as well as other factors that can increase women’s and girls’ vulnerability to such violence.⁷

This strategy is focused on the needs of women and girls and is a deliberate response to the disproportionate impact of VAWG crimes on women and girls. This does not mean that men are never victims of, for example, rape, forced marriage, or domestic violence, or even that women are not sometimes perpetrators.

A full equality impact assessment will be undertaken as we develop the final VAWG strategy.

⁶ <http://www.london.gov.uk/priorities/policing-crime/mission-priorities/police-and-crime-plan>

⁷ United Nations Economic & Social Council. (19 March 2013). Agreed conclusions at the Commission on the Status of Women, Fifty-seventh session, 4-15 March 2013

Consultation

This draft document has been developed following some initial consultation with London boroughs, the London VAWG Panel, The Rape and CJS Group and members of the Deputy Mayor for Policing and Crime's VAWG Reference Group.

This is a consultation document prepared in advance of the second VAWG strategy and is open for a two month consultation from 7 June to 9 August 2013. MOPAC is seeking the views and feedback from Londoners to inform the final strategy.

As part of the consultation, MOPAC has commissioned Imkaan to consult survivors of VAWG to ensure that their voices are heard and that their perspectives inform the development of the final strategy which will be published in autumn 2013.

Forms and definitions of violence against women

Domestic violence and abuse – a pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality. This can encompass, but is not limited to, psychological, physical, sexual, financial and emotional abuse.. In extreme cases this includes murder.

Female genital mutilation (FGM) – involves the complete or partial removal or alteration of external genitalia for non-medical reasons. It is mostly carried out on young girls at some time between infancy and the age of 15. Unlike male circumcision, which is legal in many countries, it is now illegal across much of the globe, and its extensive harmful health consequences are widely recognised.

Forced marriage – a marriage conducted without valid consent of one or both parties, where duress is a factor.

'Honour' based violence – violence committed to protect or defend the 'honour' of a family and/or community. Women, especially young women, are the most common targets, often where they have acted outside community boundaries of perceived acceptable feminine/sexual behaviour. In extreme cases the woman may be killed.

Prostitution and trafficking – women and girls are forced, coerced or deceived to enter into prostitution and/or to keep them there. Trafficking involves the recruitment, transportation and exploitation of women and children for the purposes of prostitution and domestic servitude across international borders and within countries ('internal trafficking').

Sexual violence including rape – sexual contact without the consent of the woman/girl. Perpetrators range from total strangers to relatives and intimate partners, but most are known in some way. It can happen anywhere – in the family/household, workplace, public spaces, social settings, during war/conflict situations.

Sexual exploitation – involves exploitative situations, contexts and relationships where someone receives 'something' (eg food, drugs, alcohol, cigarettes, affection,

protection money) as a result of them performing, and/or another or others performing on them, sexual activities. Violence, coercion and intimidation are common, involvement in exploitative relationships being characterised in the main by the person's limited availability of choice resulting from their social/economic and/or emotional vulnerability. Girls involved in or connected to gangs are at risk of sexual exploitation by gang members.

Sexual harassment – unwanted verbal or physical conduct of a sexual nature. It can take place anywhere, including the workplace, schools, streets, public transport and social situations. It includes flashing, obscene and threatening calls, and online harassment.

Stalking – repeated (ie on at least two occasions) harassment causing fear, alarm or distress. It can include threatening phone calls, texts or letters; damaging property; spying on and following the victim.

Faith-based abuse – child abuse linked to faith or belief. This includes a belief in concepts of witchcraft and spirit possession, demons or the devil acting through children or leading them astray (traditionally seen in some Christian beliefs), the evil eye or djinns (traditionally known in some Islamic faith contexts) and dakini (in the Hindu context); ritual or muti murders where the killing of children is believed to bring supernatural benefits or the use of their body parts is believed to produce potent magical remedies; and use of belief in magic or witchcraft to create fear in children to make them more compliant when they are being trafficked for domestic slavery or sexual exploitation. This is not an exhaustive list.

The extent of VAWG in London

Domestic violence

- There were 48,873 domestic violence crimes reported to the Metropolitan Police Service (MPS) in London last year (2012-13).
- Nationally the police remain unaware of 81 per cent of domestic abuse victims⁸.
- 25% of girls experienced some form of physical abuse at least once in their lifetime.⁹

Rape & other sexual offences

- There were 3043 rape offences, 7,982 serious sexual assaults and 1780 other sexual offences reported to the MPS in London last year (2012-13).
- In the 2011/12 Crime Survey for England & Wales, 13% of victims of serious sexual assault reported the incident to the police.¹⁰
- A woman is more likely to be sexually assaulted than she is to get breast cancer¹¹.
- 31% of girls reported experiencing some form of sexual violence at least once in their lifetime.¹²

Female Genital Mutilation (FGM), Forced Marriage & “Honour” based violence

- No prosecutions have been brought under the legislation prohibiting FGM which has been in place since 1985; however, the MPS investigated 46 allegations of FGM in 2008/09 and 58 in 2009/10.¹³
- A report published by FORWARD in 2007 estimated that in 2001, 4.5 per cent of maternities in Greater London were to women who were born in FGM practising countries and had some form of FGM.¹⁴
- The Forced Marriage Unit recorded 1485 cases of forced marriage across the UK in 2012. Of these cases, 21% were identified in London.¹⁵
- In 2012/13 there were 50 forced marriage offences and 180 “honour” based violence offences reported to the MPS

Trafficking and prostitution

- There were 447 trafficking for sexual exploitation offences reported to the MPS in 2012/13, a significant increase from 32 offences five years ago (2007-08).
- Data from the National Referral Mechanism shows that 2077 potential victims of trafficking were identified in 2011, of which 54% were female. Sexual exploitation was the most common form of exploitation recorded.¹⁶
- Project Acumen identified 2,600 female victims of trafficking for sexual exploitation in England and Wales and 9,600 who are considered to be vulnerable with elements of vulnerability to trafficking and/or cultural or financial factors which prevent them from exiting or seeking help to do so.¹⁷

⁸ <http://www.homeoffice.gov.uk/rds/pdfs08/hosb0308.pdf>

⁹ NSPCC (2009) Partner Exploitation & Violence in teenage intimate relationships

¹⁰ *Statistical Bulletin Focus on: Violent Crime and Sexual Offences, 2011/12* Office for National Statistics (Feb 2013)

¹¹ New Philanthropy Capital, 2008, *Hard Knock Life*

¹² NSPCC (2009) Partner Exploitation & Violence in teenage intimate relationships

¹³ Metropolitan Police Service (2010) Female Genital Mutilation Report: 8. 4 November 2010. Project Azure

¹⁴ Efua Dorkenoo, Linda Morrison and Alison Macfarlane (2007) *A Statistical Study to Estimate the Prevalence of Female Genital Mutilation in England and Wales*, London: FORWARD with The London School of Hygiene and Tropical Medicine and City University

¹⁵ Forced Marriage Unit, Statistics January-December 2012,

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/141823/Stats_2012.pdf

¹⁶ UKHTC: A Baseline Assessment on the Nature and Scale of Human Trafficking in 2011 SOCA (2012).

¹⁷ *Setting the Record: The Trafficking of Migrant Women in the England and Wales off-street prostitution sector*, ACPO (August 2010)

OBJECTIVE ONE: LONDON TAKING A GLOBAL LEAD TO ELIMINATE AND PREVENT VAWG

London is one of the few global cities in the world and faces the full spectrum of violence against women and girls (VAWG). MOPAC recognises that VAWG is neither natural nor inevitable. VAWG can and should be prevented and our long-term vision is of a society free of such violence. To reduce the prevalence of VAWG over time we must:

- Prioritise prevention and create a culture based on equal rights and respect
- Hold perpetrators of VAWG to account
- Ensure that women and girls have access to protection, justice and support to rebuild their lives

Some of the key achievements under the first strategy were:

- A strategic shift from a focus on domestic violence (DV) to a broader VAWG approach. When *The Way Forward* strategy was published, most boroughs had in place strategies and initiatives to tackle DV but not the broader forms of VAWG such as rape, forced marriage, prostitution etc. Now around 11 boroughs have VAWG strategies in place and a further 11 are in the process of moving from a domestic violence strategy to a VAWG strategy.¹⁸
- The launch of a successful campaign to raise awareness of sexual consent amongst young people which the Mayor delivered in collaboration with London's Havens¹⁹. The "Where is your line" film, which was awarded the prestigious Bronze Lion prize at the Cannes 2011 advertising awards, engaged with 163,000 users through YouTube.
- Under the leadership of the former Deputy Mayor for Policing and Crime, the MPS took robust action to address advertisements for sexual services in newspapers. This successfully led to a reduction of advertisements in some newspapers and a complete removal of the advertisements in some publications such as LOOT.
- In partnership with Tender, MOPAC worked to raise awareness of healthy relationships amongst young people. We commissioned a film²⁰ for use in out-of-school settings, such as youth clubs. This was developed and produced by young people and disseminated through social media channels, and then toured throughout all 32 London boroughs
- London Councils pan-London VAWG prevention programme which will deliver workshops, engagement activities and resources for 8 to 25 year olds and the professionals that look after them in schools, special schools, pupil referral units and other youth settings in all London boroughs.

The Mayor and the Deputy Mayor for Policing and Crime are proud of London's record in demonstrating leadership on the VAWG agenda. However, we cannot be complacent. London must continue to develop innovative policy and practice if elimination of VAWG is our ultimate goal.

¹⁸ MOPAC survey into local VAWG responses (17 April- 3May 2013)

¹⁹ The Havens are London's Sexual Assault Referral Centres that offer medical care and support to victims of rape and serious sexual assault.

²⁰ See <http://www.tenderchoiceproject.org.uk/>

Priorities for the next four years

In developing the Mayor's second VAWG strategy for 2013-16, the following priorities have been identified under the objective of 'London taking a global lead to eliminate and prevent VAWG':

1. Promote an integrated approach to VAWG locally

Political commitment is crucial to eliminating and preventing VAWG. While the Mayor will continue to use all of the levers at his disposal to provide strategic and political leadership across London, tackling VAWG is not something the Mayor can achieve alone. Local authorities have a significant role to play in developing, delivering and commissioning a wide range of services and initiatives to address the needs of their local communities. They also have a leadership role in the areas they serve, including within local Community Safety Partnerships, local Safeguarding Children Boards and Health and Wellbeing Boards.

VAWG is a multi-faceted issue that links to, and impacts on, a range of other social issues including poverty, unemployment, youth crime, homelessness, child abuse, health, and substance misuse. In order to tackle VAWG effectively, it is crucial that all London boroughs have local VAWG strategies in place and that VAWG issues are integrated into other policies and plans, including workplace policies. This in turn will have a positive impact on other policy priorities. For example, there is evidence that domestic violence may make boys and young men more vulnerable to getting involved in gang violence.²¹ Research commissioned by MOPAC found that approximately 1 in 3 violent young offenders have witnessed violence in the family context.²² Putting in place early interventions for children who witness domestic violence would therefore enhance violence prevention.

The UN Commission on the Status of Women has called upon states to mainstream a gender perspective into all legislation, policies and programmes, taking into account the needs and circumstances of women and girls.²³ All London agencies including local authorities should undertake an audit of existing plans, policies and strategies to establish any links with VAWG and consider how they can effectively mainstream VAWG into these. Local authorities that do not yet have local VAWG strategies in place should work with local Community Safety Partnerships and their local specialist VAWG voluntary and community groups to develop an integrated VAWG strategy that makes specific reference to children and young people. The Mayor would like to see every London borough have a VAWG strategy in place so that wherever a victim of VAWG lives she can expect a consistent response from local agencies and services.

Q.1 What role can MOPAC play to ensure that an integrated approach to VAWG is implemented locally across all London boroughs?

²¹ Centre for Social Justice (2009) Dying to belong, An in-depth review of street gangs in Britain.

²² An unpublished study commissioned by MOPAC (April 2012) analysing the YOT records of 315 violent young offenders (45 young offenders across 7 London boroughs) found that 33% had witnessed violence in the family context.

²³ United Nations Economic and Social Council. (19 March 2013). Agreed conclusions at the Commission on the Status of Women, Fifty-seventh session, 4-15 March 2013

2. Addressing harmful attitudes and behaviour at an early age to prevent VAWG

VAWG is preventable but to be effective it is crucial that we tackle the root causes by challenging and transforming the attitudes and beliefs that condone or tolerate it. Myths that normalise VAWG, which make excuses for perpetrators and blame victims are too common. For instance, 36 per cent of people believe that a woman should be held wholly or partly responsible for being sexually assaulted or raped if she was drunk, and 26 per cent if she was in public wearing sexy or revealing clothes.²⁴ One in five people think it would be acceptable in certain circumstances for a man to hit or slap his female partner in response to her being dressed in sexy or revealing clothing in public.²⁵ Almost half (43 per cent) of teenage girls believe that it is acceptable for a boyfriend to be aggressive towards his partner.²⁶

Attitudes and beliefs that tolerate and condone VAWG create a culture of impunity and this perpetuates VAWG. Transforming such attitudes is therefore key to eradicating VAWG. A shift in attitudes is an incremental process so we need to see this as long-term activity. A lack of immediate and tangible results is often a barrier to investment in prevention, however, MOPAC is committed to demonstrating leadership on the prevention agenda.

MOPAC believes that the only way to eliminate VAWG in the long-term is by educating young people and intervening early on to address concerning behaviour and wants London to show leadership in tackling these issues through schools. Education is essential to eliminating VAWG in the long-term. Attitudes that excuse and normalise VAWG must be challenged early. Schools and providers of out of school activities have a crucial role to play in educating young people about healthy, respectful and equal relationships through Personal, Social, and Health Education (PSHE) and Sexual & Relationships Education (SRE).

Schools not only have a duty to educate young people about healthy relationships and the dangers of VAWG but they also have a duty of care towards children and young people that have already witnessed or experienced VAWG. A YouGov poll commissioned by the End Violence Against Women (EVAW) Coalition highlighted that close to one in three 16-18 year old girls had experienced unwanted sexual touching at school and 71 per cent had heard sexual name-calling such as “slut” or “slag” towards girls at school daily or a few times per week, yet 40 per cent said they didn’t receive lessons or information on sexual consent.²⁷

Research indicates that the sexualisation and sexist stereotyping of women and girls has become prevalent across all forms of media from films, TV programmes, music videos, young women’s magazines, ‘lads mags’ and advertising and an increase in sexualised products being targeted at children and young people.²⁸

Pornography is also more readily available on the internet. The nature of pornography has changed and it has become increasingly dominated by themes of aggression, power

²⁴ Home Office, VAWG Polling, 2009

²⁵ Home Office, VAWG Polling, 2009

²⁶ NSPCC, Teen abuse survey of Great Britain (2005).

²⁷ EVAW (October 2010) Sexual harassment in schools

²⁸ Object (2009) Joining up the dots: why urgent action is needed to tackle the sexualisation of women and girls in the media and popular culture.

and control, blurring the lines between consent, pleasure and violence.²⁹ An investigation by the London School of Economics found that 90 per cent of youngsters between eight and 16 have accessed porn online, many without meaning to find it and most while doing their homework.³⁰ Schools have a fundamental role to play in helping children and young people understand the dangers of pornography as well as empowering them to question and challenge the sexualised nature of media and popular culture.

An NSPCC study³¹ highlighted the emergence of 'sexting' as another area of concern for young people, linking technology, social media and abuse. Sexting has been defined in the report as the 'exchange of sexual messages or images' and 'creating, sharing and forwarding sexually suggestive nude or nearly nude images'. They found that between 15 per cent and 40 per cent of young people were involved in sexting, and many were coerced into doing so. Girls were more adversely affected by 'sexting' than boys and did not feel sufficiently supported. Beatbullying³² found that a quarter of children who took part in their study had received an unwanted or nasty image that was sexually related, the vast majority of which were sent from someone the recipient knew.

VAWG places the educational attainment of girls at serious risk and can lead to behavioural problems, absenteeism and school drop-out. In order to meet their obligations under the Equality Act and child protection laws, schools and other educational institutions need to ensure that the school environment is a safe and supportive space for both boys and girls. The UK also has obligations to prevent VAWG under international human rights legislation including the European Convention on Human Rights and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).

Q2. How can MOPAC work with partners in London to ensure that harmful attitudes and behaviours are addressed at an early age to prevent VAWG?

3. Establish a Taskforce to formulate a preventative plan around harmful practices including FGM, HBV, FM and faith-based abuse.

In his manifesto, the Mayor pledged to establish a Harmful Practices Taskforce to confront female genital mutilation (FGM) and other harmful practices including so-called witchcraft killings and 'honour' crimes. The inclusion of harmful practices in his manifesto demonstrates political leadership on issues that until 2008 had received very little attention.

There is no universal definition nor is there an exhaustive list of harmful practices. The United Nations (UN) defines harmful 'cultural' or 'traditional' practices as: 'forms of violence that have been committed against women in certain communities and societies for so long that they are considered part of accepted cultural practice. These violations include female genital mutilation or cutting, dowry murder, so-called 'honour' killings,

²⁹ Papadopoulos, L. (2010) Sexualisation of Young People Review.

³⁰ Lizi Patch (31 March 2013) The day my 11-year-old son found violent porn on the web. The Independent (Last accessed on 1 May 2013)

³¹ A Qualitative Study of Children, Young People, and 'Sexting' NSPCC, 2012

³² Virtual violence: protecting children from cyber bullying, Beatbullying (2009)

early marriage and acid attacks. They lead to death, disability, physical and psychological harm for millions of women annually'.³³

Harmful practices, as forms of VAWG are rooted in gender inequality. The commonality between these forms of violence tends to be the existence of established hierarchical power-relationships between men and women and between parents and children.³⁴ Despite their harmful nature and their violation of international human rights laws, such practices persist because they are not questioned and take on an aura of morality in the eyes of those practicing them.³⁵

The focus of the taskforce will be on four types of harmful practices:

- Female genital mutilation
- Forced marriage
- 'Honour'-based violence
- Faith-based abuse

The taskforce acknowledges the fact that internationally the debate on harmful practices has not focused on practices that have originated in western societies. Furthermore, it is evident that new harmful practices are constantly developing, and existing harmful practices have altered as a result of globalisation, migration and practices against women. As a result, the taskforce will focus on the above four practices. However, members of the taskforce have agreed to keep a watching brief on emerging issues such as breast ironing, cosmetic surgery including clitoridectomy and labioplasty and the emerging reconstruction industry.

4. Improve the response to gang-associated women and girls

The Way Forward strategy highlighted the impact of gang violence on young women and girls including:

- Young women and girls occupying roles within gangs
- Young women and girls directly involved in offending (often under coercion) including hiding weapons and drugs for partners, brothers or associates fraud, "honey traps", set ups, violence, robbery, shoplifting etc
- Young women involved in or associated with gangs experiencing domestic and sexual violence from gang members.
- Sexual violence being used as a weapon between rival gangs

Until recently, gang-associated women and girls were largely ignored in policy and strategy documents. This resulted in inadequate systems, procedures, interventions and provision of support for gang associated women and girls as local approaches were shaped around the needs of men and boys.

³³ UNIFEM (2007) Violence against Women – Facts and Figures, available at www.unifem.org/attachments/gender_issues/violence_against_women/facts_figures_violence_again

³⁴ GLA (2011) The Missing Link: A joined up approach to addressing harmful practices in London. Authors: Sumanta Roy, Dr Patricia Ng & Ikamara Larasi (Imkaan) with Efua Dorkenoo OBE (Equality Now) & Professor Alison Macfarlane (City University, London).

³⁵ UN, Office of the High Commissions for Human Rights (undated) Fact Sheet No. 23, Harmful Traditional Practices Affecting the Health of Women and Children, available at www.ohchr.org/Documents/Publications/FactSheet23en.pdf (last viewed 21/5/11).

The Race on the Agenda (ROTA) Female Voice in Violence Programme and the Office of the Children's Commissioner's Inquiry into Child Sexual Exploitation in Gangs and Groups (CSEGG), has led to a much greater focus on the experiences and needs of gang-associated women and girls in government policy including in the Cross government action plan to tackle VAWG, the Ending Gang and Youth Violence strategy and the Tackling Child Sexual Exploitation Action Plan.

Under the first London VAWG strategy, the Mayor in partnership with ROTA, successfully got this issue on the agenda of the MPS and other London agencies through the coordination of a series of multiagency roundtable events to explore and develop solutions to the specific needs and risks faced by young women and girls.

Although, there has been significant progress over recent years at a policy level, there are still significant gaps in the implementation of policy and delivery at a local level. Service provision for gang-associated women and girls is patchy and inconsistent across London; local areas are not yet identifying young women and girls who are most at risk; gender specific gang exit provision is virtually non-existent, safeguarding policies do not take into account the specific risks faced by women and girls and there is very little work going on to challenge men and boys around violence and negative attitudes towards women and girls.

Q3. What role can MOPAC play to improve the way London agencies and local areas respond to gang-associated women and girls (both in terms of their victimisation and their offending?)

5. Tackling sexual harassment on public transport and in public spaces

Sexual harassment such as unwanted sexual contact or comments are unfortunately common experiences for some women and girls living in our capital. In May 2012, the EAW Coalition commissioned a YouGov opinion poll asking women in London about their experience of sexual harassment on the transport system and in other public places such as the street/parks/shops. The survey found that 43 per cent of young women in London (aged 18-34) experienced sexual harassment in public spaces over the last year and 41 per cent of women aged 18-34 have experienced unwanted sexual attention.³⁶ Close to one in three (29 per cent) 16-18-year-old girls say they have experienced unwanted sexual touching at school.³⁷ Transport for London's own research found that 15 per cent of women had experienced some form of unwelcome sexual behaviour on public transport, and that 90 per cent of respondents had not reported the incident to the Police or any other authority.³⁸

Sexual harassment or any form of unwanted sexual touching, contact and attention are intolerable. It can make women and girls feel intimidated and unsafe in our capital and limits their freedom of movement. This is unacceptable in the modern UK and MOPAC is determined to create a zero tolerance culture to such behaviour in London.

³⁶ YouGov opinion poll on sexual harassment (May 2012) EAW Coalition.

<http://www.endviolenceagainstwomen.org.uk/sexual-harassment>

³⁷ EAW (October 2010) Sexual harassment in schools, <http://www.endviolenceagainstwomen.org.uk/preventing-violence-against-women>

³⁸ ADD Reference SPA Future Thinking Quarterly Safety and Security Survey which is commissioned by TfL

Q4. What can TfL, MOPAC and partners do to address sexual harassment on public transport and in public spaces?

Q. 5 Objective one sets out MOPAC priorities for the next four years around London taking a global lead to eliminate and prevent VAWG. Do you agree with the priorities outlined in objective one?

- Yes
- No
- To some extent

Q.5a Please provide reasons for your answer.

OBJECTIVE TWO: IMPROVING ACCESS TO SUPPORT

Women and girls need access to high quality specialist services to enable them to escape violence and to support them to deal with the impact. Children and young people may also be affected by violence, either through witnessing violence experienced by their mothers or in their own relationships. Specialist support is required for children who witness violence and those experiencing teenage domestic violence and abuse or child sexual exploitation.

Most women and girls do not report violence to the police so the specialist VAWG sector plays a fundamental role in improving the outcomes for women and children affected by violence and abuse. Such services empower women by enabling them to talk about and make sense of the violence, find safety, seek justice, rebuild their lives and recover from the long-term consequences of violence. It is also crucial that statutory services are better able to identify VAWG, provide an appropriate response and refer women and girls onto specialist support.

When the Mayor was first elected in May 2008, specialist VAWG service provision in London was patchy and inconsistent. Most boroughs had in place some form of provision to address domestic violence (albeit at varying levels from borough to borough) but services to address other forms of VAWG were few and far between. Before the current Mayor, Boris Johnson, was elected, London lost two Rape Crisis Centres and was left with only one centre in Croydon, south London, on the brink of closure, with a waiting list of up to nine months for face-to-face counselling sessions. The Mayor recognised that this was simply unacceptable and took immediate action to expand Rape Crisis provision in our capital so that victims of sexual violence can access the support they need, when they need it.

Some of the key achievements under the first strategy were:

- An investment of £1.4 million between 2009-2012 and a further £620, 000 in 2012-13 on Rape Crisis provision which led to an expansion of services in the South London Rape Crisis Centre and the opening of three new Rape Crisis Centres to serve north, east and west London.
- Launch of the London Rape Crisis website and the “Know Where to Go Directory” (developed in partnership with Eaves for Women) a searchable, online database listing all VAWG provision in London to improve communication about services, to facilitate and improve access.
- Thanks to successful lobbying on behalf of the Mayor, Deputy Mayor for Policing and Crime, the VAWG Panel and the VAWG sector, London Councils decided to make VAWG a service priority area for their grants programme³⁹.
- This has led to the commissioning of a number of pan-London services tackling all forms of VAWG including:
 - Prevention work with children and young people
 - Advice, counselling and other support services for domestic and sexual violence
 - DV helpline and coordinated access to refuge provision

³⁹ For further information on the London Councils Grants Programme, please visit the London Councils website.
<http://www.londoncouncils.gov.uk/services/grants/news/pressdetail.htm?pk=1580>

- Specialist refuge provision for vulnerable groups such as women involved in prostitution, women with drug and alcohol addictions and trafficking victims
- Targeted services for women at risk of or experiencing “honour”-based violence, female genital mutilation, forced marriage and other forms of harmful practices
- Services for women offenders

Although a lot has been achieved over the last four years, we cannot be complacent. General Recommendation 19 of the United Nations Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) stipulates that public bodies should establish “support services for victims of family violence, rape, sexual assault and other forms of gender-based violence, including refuges, specially trained health workers, rehabilitation and counselling.”⁴⁰

The Mayor recognises that independent, specialist women-only VAWG services play a crucial role in supporting women to escape violence and reduce re-victimisation. Over the next four years, our focus will be on working with boroughs and London partners to end the postcode lottery for access to high quality VAWG provision.

Priorities for the next four years

1. Maintain funding for London’s four Rape Crisis Centres and three Havens (Sexual Assault Referral Centres)

The Mayor has committed to funding all four London Rape Crisis Centres throughout the entire Mayoral term at the current level of £155, 000 per centre per annum.

The demand for services at all four centres continues to increase and as the centres become more established, awareness will grow as will the waiting lists which means it will take longer for women and girls to access the crucial support they need. MOPAC’s ambition is for all women and girls in our capital who have experienced crimes such as rape and sexual violence to have access to appropriate support, when and where they need it.

As highlighted in *The Way Forward* strategy, MOPAC recognises that Sexual Assault Referral Centres (The Havens) also provide crucial support to victims of rape and serious sexual assault. The Havens offer high-quality victim care and clinical services such as forensic examinations in the immediate aftermath of rape and serious sexual assault. The services of the Havens are complementary to Rape Crisis provision.

2. Put in place provision to address domestic violence and abuse through the development of a pan-London service

In his manifesto, the Mayor pledged to work with partners to commission and fund a pan-London domestic violence service, and to maintain the number of Independent Domestic Violence Advocates (IDVAs). Domestic violence remains the highest volume component of VAWG offences. However, as with all forms of VAWG, we know it is under-reported. It is crucial that those at risk are able to access local support.

⁴⁰ <http://www.un.org/womenwatch/daw/cedaw/recommendations/recomm.htm>

Since the first strategy was launched, there have been a number of very welcome developments to address domestic violence. Most significantly, the government has amended the domestic violence and abuse definition to include those aged 16-17 years, in recognition that young people experience relationship abuse to the same extent as adults. Following this change, concerns have been raised that these young people may require support from existing domestic violence services, most of which are set up to meet the needs of adult women.

Levels of domestic violence service provision for adult women are patchy and inconsistent across London and the level of available provision does not always correlate with associated levels of reported domestic violence. Victim Support⁴¹ notes that both national and local research calls for greater funding for domestic violence and abuse support across London.

The Mayor wants to ensure that wherever they live, victims of domestic violence have access to a high quality, professional and specialist support service. He has committed to bring together key partners and funders including the Home Office, NHS, the Met Police (MPS), London boroughs, London Councils, the Crown Prosecution Service (CPS), HM Courts Service to develop a more coordinated and consistent pan-London approach to delivery. The pan-London DV service is not intended to replace existing local services but should complement existing provision and provide an additional resource where gaps exist.

How this service will be developed and commissioned will be informed by the independent analysis of victim support services across London which MOPAC has committed to in the Mayor's Police and Crime Plan 2013-16. In the meantime, the Mayor is keen to consult on any proposals for the function and focus of the pan-London domestic violence service, and some possible options are outlined in the box below for consultation.

Developing a pan-London DV service – options for consultation

- A pan-London young women's service. This option would ensure that teenagers who experience relationship abuse have specialist support tailored to their needs.
- A pan-London specialist IDVA service. This service would primarily address the lack of specialist IDVA provision for particular groups or in particular settings. These IDVAs would have specialist functions such as within housing departments, health centres or courts, or for target groups such as children and young people affected by domestic violence, BAMER women, or those with complex needs such as substance abuse issues or women involved in prostitution.
- A pan-London prevention service. This option would invest in and/or coordinate a more strategic approach to prevention and early intervention work to fund a large-scale more cost effective programme. This could include work to be delivered in schools and other youth settings.

⁴¹ Victim Support, (2012) *Listening and Learning: Improving support for victims in London*

- A pan-London domestic violence recovery service. This option would build on the London Rape Crisis Centre model to offer long-term support and counselling to enable full recovery and reduce the likelihood of re-victimisation.
- A pan-London Criminal Justice Support service. This service would further develop the Specialist Domestic Violence Court (SDVC) provision across London which provides an intensive support service to victims attending court. SDVCs are dedicated sessions within magistrates or Crown courts with specially trained magistrates and a wraparound support service for the victim. Key agencies involved in the SDVC are the Court itself, Police, CPS, IDVAs, Witness Service and the Probation Service. Analysis of seven years of operation in Hammersmith & Fulham show an 11 per cent increase in defendants convicted and 19 per cent decrease in victim withdrawal from the process.
- A pan-London domestic violence perpetrators service. This option would ensure that community interventions for perpetrators would be available in every London borough, and associated support for victims. Community perpetrators programmes would be accessible to the many perpetrators who do not receive any intervention to address their behaviour but who continue to harm their partners and their families.
- Additional suggestions for how a pan-London service could be established and operated are also welcomed.

Q6. Which of the above options would you most support? Do you have any other suggestions around pan-London domestic violence services that MOPAC could deliver?

3. Funding and commissioning specialist and innovative VAWG services

The Mayor's Office for Policing and Crime (MOPAC) prioritised funding for VAWG initiatives through the London Crime Prevention Fund (LCPF).⁴² A total of £3,585,425 funding from the LCPF has been allocated to VAWG initiatives. This represents an increase in funding for VAWG projects from the previous Community Safety Fund (though a direct comparison is not possible because the LCPF combines a number of funding streams). MOPAC also ensured that as far as possible, funding was invested in initiatives that were innovative, based on good practice, delivered in partnership with the specialist VAWG sector and aimed to tackle VAWG in an integrated manner, addressing the broader forms of VAWG (not just domestic violence) to support the Mayor's strategic approach.

Projects funded include:

- An intervention offering intensive support for high risk young women affected by sexual and physical violence through gangs and groups of young people in Croydon

⁴² MOPAC worked with London Councils to develop London's new commissioning arrangements for community safety and crime reduction funding. The London Crime Prevention fund replaces previous funding streams from the Home Office.

- A service to support women involved in prostitution to exit, as well as a Female Genital Mutilation service that will provide support for victims of FGM and for professionals in recognising and referring FGM cases in Newham
- A community support project reducing violence and abuse against women vulnerable due to substance misuse and cultural issues in Brent

As of 2014/15, the Home Office and the Ministry of Justice will be devolving the victims and witnesses fund to Police and Crime Commissioners. MOPAC intends to ensure that a proportion of this funding is used to centrally commission VAWG services in London, with a focus on service gaps and innovation.

4. Raise awareness of VAWG amongst friends and family members

Domestic violence homicide reviews have highlighted that in many cases, victims were not known to any support services or statutory agencies such as the police. This highlights the crucial role that friends and family members can play in preventing and responding to VAWG. MOPAC has published a series of Friends and Family leaflets (developed in collaboration with AVA) which provide guidance and help for friends and family members of victims of VAWG to enable them to provide a supportive response to friends or family members experiencing violence and abuse. The existing series comprise a leaflet for friends and family of victims of VAWG; for parents of an adolescent who has experienced VAWG; for young people on how to help their friends and for non-abusive partners of previous victims of VAWG⁴³

MOPAC distributed a total of 132,000 leaflets across all London boroughs. DV homicide reviews have also highlighted the issue of child to parent violence and also the fact that neighbours often know about DV but do not report it, so there is a general need to explore all ways of encouraging crime reporting.

Q7.What more can MOPAC do to raise awareness of VAWG and encourage reporting?

Q.8. Objective two sets out MOPAC priorities for the next four years around improving access to support. Do you agree with the priorities outlined in objective two?

- Yes
- No
- To some extent

Q.8a Please provide reasons for your answer.

⁴³ These leaflets were developed in collaboration with AVA and are available on the MOPAC website.
<http://www.london.gov.uk/priorities/policing-crime/mission-priorities/violence-against-women-girls/know-where-to-go/about-the-directory>

OBJECTIVE THREE: ADDRESSING HEALTH, SOCIAL AND ECONOMIC CONSEQUENCES OF VIOLENCE

We need to reduce the long-term consequences of violence, improve the life chances of the women and girls who experience it, and support them to rebuild their lives. The links between health and VAWG have never been clearer. Direct physical health consequences of sexual violence and child sexual abuse include physical injury, sexually transmitted infections and unwanted pregnancy. Long-term consequences include post-traumatic stress disorder, anxiety and panic attacks, depression, social phobia, substance abuse, obesity, eating disorders, self-harm and suicide⁴⁴. The social impact of experiencing VAWG can include withdrawal from family, friends, and the workplace⁴⁵, creating isolation to the extent that the survivor has been all but removed from society.

The economic impact is no less severe. Women experiencing VAWG can find their finances totally controlled by their partner. Financial problems may also arise indirectly from abuse, such as taking time off work due to recover from or hide injuries, or the emotional and mental health consequences of the abuse. Poverty can trap women in abusive relationships with partners or pimps. In the current financial climate, all this can be further exacerbated by loss of income and unemployment.

Some of the key achievements under the first strategy were:

- MOPAC has promoted a bold new approach to prostitution focused on exit and demand through the co-ordination of a series of events at City Hall to promote good practice targeting practitioners, policymakers, community safety leads and health commissioners.
- MOPAC worked with partners to convene a VAWG & Health group, with the aim of ensuring that if anyone discloses experiencing VAWG to health professional in London, that professional will know what to do next.
- MOPAC commissioned a study into refuge provision which informed a roundtable event in 2011 to explore the feasibility of a pan-London approach to the commissioning of refuge provision in London.
- The Mayor worked in partnership with Eaves to host a corporate sector event at City Hall to ensure that VAWG workplace policies are in place. Over 120 people attended including Heads of HR, Directors, and Heads of Corporate Social Responsibility from across a range of sectors including finance, banking, consulting, property, media/PR and umbrella bodies.
- A GLA workplace policy was developed and published in March 2013. The policy aims to heighten awareness of violence against women and girls and provide guidance for employees and management to address the occurrence of such violence and its effects on the workplace.

⁴⁴ *Better Health for Women* Women's Health and Equality Consortium (January 2013)

⁴⁵ *Propensity for Intimate Partner Abuse and Workplace Productivity: Why Employers Should Care*, Violence Against Women September 2008 vol. 14 no. 9, Sage Publications

Priorities for the next four years

1. Develop a more holistic response to women involved in prostitution to support women to exit

In *The Way Forward* strategy, the Mayor adopted a bold new approach to the way we tackle prostitution in our capital which acknowledged that regardless of whether they have been trafficked or not, women involved in prostitution are some of the most vulnerable in our communities. It is recognised that most women and girls enter prostitution through a lack of choice although there may be different degrees of coercion and control.

Key statistics on prostitution

- It is estimated that up to 5,000 of the estimated 80,000 people involved in prostitution in the UK are children.⁴⁶
- At least 137 have been murdered since 1990 and women in street prostitution are 12 times more likely to be murdered than the rate for all women in same age group in the UK.⁴⁷
- Studies show that between 32%⁴⁸ and 75%⁴⁹ of women involved in prostitution entered before the age of 18.
- Up to 72% of women involved in prostitution in the UK have experienced some form of childhood violence including emotional, physical, sexual and verbal.⁵⁰
- 70% of women involved in prostitution have spent time in care and nearly half report a history of childhood sexual abuse.⁵¹
- 79% suffer from physical or mental health problems⁵²
- 68% meet the criteria for Post-Traumatic Stress Disorder⁵³
- 83% have current or former problematic drug or alcohol use⁵⁴
- Only 19% of women working in prostitution in flats, parlours and saunas in London are originally from the UK.⁵⁵
- More than half of women in prostitution have been raped and at least 75% have been physically assaulted at the hands of the pimps and punters.⁵⁶
- 9 out of 10 surveyed women in prostitution want to exit.⁵⁷

⁴⁶ Home Office (2004), *Paying the price*

⁴⁷ Home Office (October 2011) *A review of effective practice in responding to prostitution*

⁴⁸ London Southbank University & Eaves (2012) *Breaking down the barriers. A study of how women exit prostitution*

⁴⁹ Benson, C. and Matthews, R. (1995), *Street prostitution: Ten facts in search of a policy* in *International Journal of Sociology of the Law*, Vol. 23, pp395-415

⁵⁰ London Southbank University & Eaves (2012) *Breaking down the barriers. A study of how women exit prostitution*

⁵¹ Home Office (2004), *Paying the price*

⁵² London Southbank University & Eaves (2012) *Breaking down the barriers. A study of how women exit prostitution*

⁵³ Farley, M. (ed) (2003). *Prostitution, Trafficking and Traumatic Stress*. New York: Howarth Press

⁵⁴ London Southbank University & Eaves (2012) *Breaking down the barriers. A study of how women exit prostitution*

⁵⁵ The Poppy Project (2004) *Sex in the City: Mapping Commercial Sex Across London*

⁵⁶ Home office (2004) *Solutions and Strategies: Drug Problems and Street Sex Markets*: London: UK Government

⁵⁷ Farley, M (2003) *Prostitution and Trafficking in Nine countries: An update on Violence and Post Traumatic Stress Disorder*. *Journal of Trauma Practice*, Vol.2, No.3/4, 2003

Under *The Way Forward* strategy, the Mayor promoted an approach to prostitution which focused on:

- The provision of holistic support to address the physical, sexual, substance use, mental health and housing needs of women to support women to exit prostitution and;
- Addressing the demand side of trafficking and prostitution
- Focusing enforcement on kerb-crawlers and those that pay for sex and not women involved in prostitution and;
- Facilitating the reporting of sexual offences and other crimes against women involved in prostitution through third party reporting schemes.
- Clamping down on those who control women in prostitution

MOPAC is committed to continue to do all that we can to implement the Mayor's vision for addressing this complex problem across London. Under the first VAWG strategy, the GLA and MOPAC promoted this approach through a number of seminars, workshops and meetings with borough community safety leads, health service commissioners and practitioners at City Hall. This resulted in a number of boroughs adapting their approach to prostitution and recognising it as a form of VAWG, however, we do not yet have a consistent strategic approach across London.

In January 2012, MOPAC commissioned a study into prostitution to improve our understanding of the changing nature of the sex industry in London, routes into prostitution and women's needs, indicators of trafficking and exploitation and examples of good practice in responding to prostitution. This highlighted that local responses to prostitution are inconsistent with only fourteen boroughs out of 33 classing prostitution as a VAWG crime and only 15 of the 33 London boroughs are covered by specialist services despite evidence of an active sex industry (both on and off-street) in the vast majority of London boroughs.⁵⁸

Most of the current service provision is focused on harm-minimisation which is a crucial element of support. However, this alone will not provide routes out for those women who wish to exit. The study also identified an increase in the number of non-British women selling sex on-street in a significant number of London boroughs, many of whom are thought to be from Romania. There is also evidence to suggest that women are now being exploited and controlled in on-street prostitution as well as off-street and that girls and young women under the age of 18 are being trafficked internally for sexual exploitation.⁵⁹

Q.9. What should a pan-London exit service for women wishing to exit prostitution look like? How should such a service be established and operated?

2. Improving and expanding community-based support for women offenders

Baroness Corston published her review of women in the criminal justice system, *The Corston Report*, in 2007 which called for a 'radical new ... woman-centred approach',

⁵⁸ Capital Exploits: A Study of Prostitution and Trafficking in London.(2013) Forthcoming study by Julie Bindel, Ruth Breslin and Laura Brown (Eaves for Women)

⁵⁹ Capital Exploits: A Study of Prostitution and Trafficking in London.(2013) Forthcoming study by Julie Bindel, Ruth Breslin and Laura Brown (Eaves for Women)

based around the development of specialised community-based women's centres as an alternative to prison for vulnerable women to address the roots of their offending including their histories of victimisation.⁶⁰

Despite some progress since the publication of the report in terms of an increase in the provision of community-based support and diversion for women offenders, recent reports by Women in Prison and the Prison Reform Trust demonstrate that more progress is needed.

Key statistics on women offenders

- Over the last 15 years, there has been a 114 per cent increase in women's prison numbers
- Over half the women in prison report having suffered domestic violence and one in three has experienced sexual abuse.⁶¹
- One in four women in prison has spent time in local authority care as a child and looked after children make up 55 per cent of young women in custody⁶²
- 40 per cent of young women in custody report having suffered violence at home and 30 per cent of young women in custody report having experienced sexual abuse at home.⁶³
- Of all the women who are sent to prison, 37 per cent say they have attempted suicide at some time in their life. 51 per cent have severe and enduring mental illness, 47 per cent a major depressive disorder, 6 per cent psychosis and 3 per cent schizophrenia.⁶⁴

Some evidence shows that women do better on community sentences than in custody. 51 per cent of women leaving prison are reconvicted within one year – for those serving sentences of less than 12 months this increases to 62 per cent.⁶⁵ In 2010 a higher proportion of women than men completed their community sentence successfully or had their sentences terminated for good progress on both community orders (69 per cent) and suspended sentence orders (74 per cent) versus 65 per cent on both orders for men.⁶⁶

Q.10. What role can MOPAC play in reforming the way the criminal justice system responds to women offenders in London?

3. Address the health impact of VAWG

Health services are often the first point of contact for victims of VAWG, although, they may not disclose the violence directly. Women and girls may present to a wide range of health settings with different issues that stem from VAWG. For instance, victims may

⁶⁰Baroness Corston. (2007) The Corston Report: A review of women with particular vulnerabilities in the Criminal Justice system <http://www.justice.gov.uk/publications/docs/corston-report-march-2007.pdf>

⁶¹ Corston, J. (2007) The Corston Report, London: Home Office

⁶² Bromley Briefings Prison Factfile November 2012, Prison Reform Trust

⁶³ Old Enough to Know Better? A briefing on young adults in the criminal justice system in England & Wales. January 2012.

⁶⁴ Bromley Briefings Prison Factfile November 2012, Prison Reform Trust

⁶⁵ Bromley Briefings Prison Factfile November 2012, Prison Reform Trust

⁶⁶ Women in Prison (August 2012) Prison Reform Trust

present in A&E with injuries following assault, GPs or mental health services with on-going depression or other mental health problems following abuse, or with maternity complications following FGM.

The impact of abuse on mental health and wellbeing is well-documented. Between 50 per cent and 60 per cent of women mental health service users have experienced domestic violence⁶⁷. 76 per cent of rape victims experienced post-traumatic stress disorder symptoms in the year following the assault⁶⁸. Research has demonstrated the links between child sexual abuse and teenage pregnancy⁶⁹ and in one study, over a third of pregnant teenagers had been sexually abused or exploited, and girls from minority ethnic communities were more likely to experience a pregnancy in adolescence⁷⁰. The enquiry into gang and group-associated child sexual exploitation conducted by the Office of the Children's Commissioner recommended in its interim report⁷¹ that all health agencies receive guidance to ensure effective information sharing on the issue of child sexual exploitation.

*The Missing Link*⁷², research into harmful practices in London, highlighted the links between harmful practices such as FGM and health. The report found that FGM is often identified only after complications linked to FGM are identified by maternity services and suggests that enquiry and assessment could be improved across the range of services, such as health and social care. It recommends training of all professionals that are likely to be in contact with a girl or woman at risk of FGM or forced marriage and/or 'honour'-based violence should be compulsory.

The use of 'routine enquiry' in maternity settings has been found to increase the identification of domestic violence⁷³. Enquiry in other health settings such as GP practices through the IRIS model have demonstrated improved identification and referral of victims to specialist services⁷⁴. It is clear that similar routine enquiry practices would help to ensure the health service does all it can to identify and address harmful practices and indeed other forms of VAWG.

The NHS also has a role in commissioning specialist services to respond to VAWG. Right now, there is great opportunity locally for health to contribute through incorporating the impact on VAWG on women's health into local Joint Strategic Needs Assessment documents, which in turn will inform Health and Wellbeing strategies as well as commissioning priorities.

⁶⁷ Department of Health, 2003, cited in *Statistics: health and domestic violence*, Women's Aid, 2008

⁶⁸ Resnick et al, 1987, cited in *A prospective examination of post-traumatic stress disorder in rape victims* Journal of Traumatic Stress July 1992, Volume 5, Issue 3, pp 455-475

⁶⁹ *Childhood Sexual Abuse and Adolescent Pregnancy: A Meta-analytic Update*, Oxford Journal of Pediatric Psychology, Volume 34, Issue 4, Pp 366 – 378. First published online: September 2008.

⁷⁰ *Ethnic differences in childhood and adolescent sexual abuse and teenage pregnancy*, Journal of Adolescent Health, Volume 21, Issue 1, July 1997, Pages 3–10

⁷¹ *The Office of the Children's Commissioner's Inquiry into Child Sexual Exploitation In Gangs and Groups*, Interim report (November 2012)

⁷² *The Missing Link*, Mayor of London/ Imkaan, 2011

⁷³ *Does routine antenatal enquiry lead to an increased rate of disclosure of domestic abuse? Findings from the Bristol Pregnancy and Domestic Violence Programme*. Price S, Baird K, Salmon D. (2007) Evidence Based Midwifery 5(3): 100-6

⁷⁴ *Identification and Referral to Improve Safety (IRIS) of women experiencing domestic violence with a primary care training and support programme: a cluster randomised controlled trial*, The Lancet Volume 378, 19 November 2011

Q.11 What role can MOPAC and partners play to ensure that the health response to VAWG is integrated into commissioning and the delivery of local services?

4. Emergency housing provision for those fleeing abuse

In 2011, a study was commissioned into refuge provision in London. The report found that London's refuges were providing a city-wide service to London's citizens. Most of the households moving into the refuge services in any one borough were from other London boroughs. It was less common for households to be from outside London and also less common for households to be from the same borough in which refuges were located. A total of 111 refuges were identified as operating at that time, from 31 providers. The vast majority of these providers were voluntary sector organisations.

The report informed a roundtable event in 2011. There was a consensus that cross-borough commissioning was highly desirable, but there were reservations about how this may be undertaken in practice, and a noticeable lack of data which could be utilised in order to take the first steps down this road. As a result of the learning from this, and following feedback from stakeholders and service providers, London Councils have introduced a strand of funding dedicated to building capacity in the sector to collate appropriate data to inform a picture of need.

Q.12 How can MOPAC work with boroughs to ensure that women and children continue to access sufficient and appropriate refuge space across London?

Q.13 Should refuge provision be commissioned on a pan-London basis and, if so, how would this operate in practice?

5. Help those who have been trafficked to recover and reintegrate

The hidden nature of trafficking makes it difficult to gain an accurate picture of its true scale and nature. Project Acumen, a study by the Association of Chief Police Officers (ACPO) estimates that there are at least 2,600 female adult victims of trafficking for sexual exploitation in England and Wales.

Key trafficking statistics

- 447 trafficking offences were recorded by the MPS in the last financial year .
- Data from the National Referral Mechanism shows that 2077 potential victims of trafficking were identified in 2011, of which 54% were female.
- 52 UK citizens were trafficked within the UK for sexual exploitation. 80% of these were female children

Women who have been trafficked are more likely than men to be at risk of re-trafficking. In one study, all of the cases of re-trafficking reviewed involved women⁷⁵. To help address this, MOPAC supports the European Communities Against Trafficking

⁷⁵ *The Causes and Consequences of Re-trafficking: Evidence from the IOM Human Trafficking Database*, IOM (2010)

(ECAT) Project⁷⁶, which aims to establish a multi-agency, best practice approach to whole community engagement in the prevention of human trafficking alongside victim-centred intervention and aftercare, which can be replicated transnationally. A multi-agency Police and non-governmental organisation team will establish a model of victim identification, rescue, support and reintegration in London alongside enforcement activities including dismantling criminal networks and prosecuting traffickers. Each European Union UK based Embassy will be supported to develop effective victim support responses.

Q.14 Objective three sets out MOPAC priorities for the next four years around addressing health, social and economic consequences of violence. Do you agree with the priorities outlined in objective three?

- Yes
- No
- To some extent

Q.14a Please provide reasons for your answer.

⁷⁶ The project is funded by the European Commission and is delivered in partnership by the Metropolitan Police Anti-Trafficking Unit, Rahab, STOP THE TRAFFIK, Borgorete, Caritas Lithuania and is supported by the Royal Borough of Kensington and Chelsea, City of Westminster, the London Mayor's Office for Policing and Crime and the Institution of the Ombudsperson for Children in Lithuania.

OBJECTIVE FOUR: PROTECTING WOMEN AND GIRLS AT RISK

We need to ensure that agencies understand the risks experienced by women and girls in London, and act to ensure effective and timely protection, and access to justice and support.

Domestic violence offences last year alone amounted an average of to 133.8 attacks per day. In that same period, on an average day, there were 8.3 rapes, and 21.8 other serious sexual offences. 1.2 trafficking for exploitation offences took place as well as 120.5 offences of harassment. Girls are as much at risk as adult women, if not more. Some types of VAWG, such as FGM, forced marriage, and other harmful practices are more likely to be directed at younger women. A third of reported rapes are committed against those aged under 18.⁷⁷

We know that these figures are the tip of the iceberg as the majority of women and girls do not report VAWG crimes to the police⁷⁸ and a significant proportion of those who do withdraw their complaints⁷⁹. We know that prevention is better than cure, and to intervene early in an abusive or dangerous situation is far preferable to avoid more serious harm and longer-term damage. It is crucial that women have confidence in the CJS to increase reporting across all forms of VAWG and as a result, increase women and girl's access to safety, support and justice and reduce the risk of re-victimisation.

A number of studies have shown in the policing context that perceptions of fairness and decent treatment were at times more important than effectiveness and outcomes in determining satisfaction and confidence. Research also highlights that the outcomes and sentence are highly influential on victims' views of the CJS.⁸⁰ It is clear therefore, that the process and the outcome both matter to victims of violence. Victims want to be treated with respect and dignity. Some rape victims have described the process, especially the trial as a "second assault".⁸¹

CJS responses have improved over recent years with the introduction of specialist teams at the MPS and the introduction of specialist domestic violence courts and sexual assault referral centres have all served to improve the victims experience as well support investigations and prosecutions. For instance, recent research⁸² into domestic violence victims' experience of the criminal justice system highlighted that around three-quarters found the police and the CPS either very helpful or fairly helpful, and the same proportion were either very satisfied or fairly satisfied with the outcome they got from going to the police. 55 per cent felt safer after the outcome, but 14 per cent felt less safe after the outcome. Whilst these findings demonstrate the improvements in the process for victims, there remains much more to be done.

Some of the key achievements under the first strategy were:

⁷⁷ Metropolitan Police Service data for 2012/13

⁷⁸ *Statistical bulletin: Crime in England and Wales, Year Ending December 2012*, Office for National Statistics

⁷⁹ *CEDAW Thematic Shadow Report on Violence Against Women in the UK*, Sen and Kelly (2007)

⁸⁰ Victims' views of court and sentencing (October 2011). Commissioner for Victims and Witnesses in England and Wales

⁸¹ Kelly, L. (2002) quoted in *The Way Forward: Taking action to end VAWG* (2010)

⁸² *Homicides, Firearm Offences and Intimate Violence 2010/11: Supplementary Volume 2 to Crime in England and Wales 2010/11* Home Office Statistical Bulletin (January 2012)

- All 32 London boroughs were scrutinised by the Domestic and Sexual Violence Board and a report detailing the pan-London issues identified and subsequent recommendations was published in 2011⁸³. The board was highlighted as a model of good practice by the United Nations Entity for Gender Equality and the Empowerment of Women.⁸⁴
- With the leadership shown by the Mayor, the MPS have undergone significant changes in the way it responds to VAWG offences. Sexual violence investigation teams were removed from small local units and transformed into a specialist Sapphire Command with a greater emphasis on victim care. Another specialist unit to tackle trafficking and exploitation was also created.
- The first joint MPA/MPS London Violence Against Women Annual report was published in 2010. The report combined data and commentary on rape, domestic violence, trafficking and other crimes in London and made recommendations for service improvements in the MPS such as the development of referral pathways to sexual violence support services, and refresher training on handling cases of domestic violence.
- A Human Trafficking and London 2012 Network consisting of over 60 agencies delivered an ambitious action plan to prevent the risk of an increase in trafficking. This included training for all front line police officers to identify indicators of and respond to trafficking; awareness raising materials distributed in hotels, to hospitals, and in minicabs; and information on VAWG included in athletes packs for the London Olympic Games. The Network was highlighted as a model of good practice by the Institute for Public Policy Research⁸⁵ and the Cambridge Centre for Applied Research in Human Trafficking⁸⁶

Priorities for the next four years

1. Make further improvements to protection and support to ensure a consistent service standard is delivered across London

In order to instil confidence in the criminal justice process, the initial response to victims must be consistent, and a professional initial response is more likely to lead to a better investigation and continued victim engagement with the process⁸⁷. This initial response must be informed by training, and research⁸⁸ suggests that police training initiatives work best when they are delivered 'top-down' and are mandated.

As outlined in the Mayor's Police and Crime Plan 2013-16, MOPAC requires the Commissioner to present clear plans outlining how the MPS intends to improve the support they give victims. This will include targeted programmes aimed at reducing victimisation in key areas such as VAWG. The MPS is also set to monitor the levels of repeat victimisation, the frequency of victimisation and seek assurance that the MPS is

⁸³ <http://policeauthority.org/metropolitan/dsvb/index.html>

⁸⁴ <http://www.endvawnow.org/en/articles/1104-oversight-by-independent-bodies.html>

⁸⁵ *The UK's response to human trafficking: Fit for purpose?* IPPR (July 2012)

⁸⁶ *Human Trafficking, Sporting Mega-Events, and the London Olympics of 2012*, Cambridge Centre for Applied Research in Human Trafficking (September 2012)

⁸⁷ *Policing Domestic Violence*, Richards, Letchford and Stratton, Blackstone's Practical Policing, Oxford University Press (2008)

⁸⁸ *What Works to Prevent Partner Violence? An evidence overview* STRIVE (December 2011)

offering effective, targeted support to repeat victims. This will be particularly pertinent to domestic violence cases which have a high proportion of repeat victimisation.

Q.15 What more can MOPAC do to ensure the MPS delivers a consistent service standard to victims of VAWG across London?

2. Improve the way the Criminal Justice System (CJS) responds to sexual violence

The recently published sexual violence bulletin⁸⁹ showed that whilst the criminal justice system response has improved, much more is yet to be done to ensure that those who have experienced sexual violence and other forms of VAWG are not dissuaded from seeking justice.

The average length from report to completion of case for all sexual offence cases was 496 days (for rape cases this increases to 675 days). The lengthiest time periods were 295 days between report and date of summons to court, and 181 days between first listing in magistrates court and completion of case (sentence or acquittal). For all criminal cases overall, the average time to complete a case is 154 days⁹⁰. There can be psychological benefits for victims in participation in the CJS, such as feeling safer when the perpetrator is punished, psychological healing if the offender accepts guilt/apologises, and restoration of trust in the community. This in turn will increase satisfaction and confidence in the CJS.

MOPAC is determined to lead the way in finding innovative solutions. In South Africa, specialist sexual violence courts have increased conviction rates and reduced delays. Over the five year period from 2001-2006 conviction rates rose by 9 per cent. In fact, between 2008/9 the sexual offences courts achieved an average conviction rate of 66.7 per cent. This may also be linked to the reduced turnaround time from investigation to prosecution, from up to five years, to less than six months. MOPAC is already committed to delivering one key goal in the Mayor's Police and Crime Plan, namely the ambition to have a speedier criminal justice process, with the goal to reduce delays in the criminal justice system by 20 per cent by cutting the time taken between and offence being committed and the case concluding in court.

Q.16 What more can MOPAC and criminal justice partners do to improve the response to sexual violence in the CJS?

3. Improve young women's access to appropriate protection and support

As of April 2013, the Government and ACPO definition of domestic violence changed to include 16-17 year olds. This now places a duty on statutory agencies to formally recognise the risk posed towards young people and address teenage relationship abuse. Given the prevalence of VAWG amongst young people in their relationships, MOPAC welcomes this change in definition.

⁸⁹ *An Overview of Sexual Offending in England & Wales: Statistics Bulletin* Ministry of Justice, Home Office & the Office for National Statistics (January 2013)

⁹⁰ *An Overview of Sexual Offending in England & Wales: Statistics Bulletin* Ministry of Justice, Home Office & the Office for National Statistics (January 2013)

Research conducted by the NSPCC⁹¹ found that 25 per cent of girls reported physical violence from their partners, 75 per cent of girls reported some form of emotional abuse and 33% of girls reported sexual violence. CAADA reviewed cases which went through the MARAC (Multi-agency risk assessment) process and found that 67 per cent of teenage victims are classified as high risk. Seventy per cent had reported to police (on average twice), Forty two per cent had visited their GP and twenty seven per cent had attended A&E as a result of the abuse⁹².

The London Rape Crisis Centres have also found that a significant proportion (just over a quarter) of their referrals are younger women under 25 years of age. The North London Rape Crisis Centre received referrals for thirteen young women under the age of sixteen in the year 2011/12, and some verbal reports of referrals from young women under fourteen. The West London Rape Crisis Centre found that a very high proportion (72 %) of young women under the age of 25 used their advocacy service.⁹³

MOPAC must ensure that London agencies are implementing the new definition of domestic violence and abuse and improve young women's access to appropriate protection and support, regardless of their age.

Q.17 How can MOPAC ensure that London agencies (for instance, local safeguarding children boards, children and young people's services, domestic violence services, the police, criminal justice agencies and the voluntary sector) improve access to protection and support for young women and girls who experience VAWG?

4. Undertake a pilot initiative to improve the identification, prevention and response to harmful practices in London

In 2011 the Mayor commissioned Imkaan to undertake a study examining harmful practices in London to address a knowledge gap on the needs of black, minority, ethnic and refugee (BAMER) women experiencing harmful practices (HPs). The study highlighted a number of issues with current policy and practice around harmful practices in London.

Key findings of The Missing Link Report on Harmful Practices in London

- High levels of under-reporting and very few cases come to the attention of the police or other statutory agencies due to multiple barriers that BMER women and girls experience.
- There have been no FGM prosecutions in the UK even though there has been specific legislation since 1985. There are likely to be similar issues around enforcing the new legislation making forced marriage a criminal offence when this is enacted if barriers to enforcement are not addressed.

⁹¹ *Partner exploitation and violence in teenage intimate relationships*, NSPCC/ University of Bristol (September 2009)

⁹² *CAADA Insights Factsheet: Teenage victims of Domestic Abuse* CAADA (2012)

⁹³ Forthcoming evaluation of the London Rape Crisis Centres by Women's Resource Centre.

- There is a lack of understanding and awareness of harmful practices and a reluctance to intervene due to cultural sensitivity and agencies concerned about being seen as racist. This means that professionals are missing opportunities to identify girls at risk and prevent harmful practices.
- Existing safeguarding procedures and frameworks are not consistently being used to protect girls at risk despite the fact that local authorities have a duty of care towards all children at risk .
- FGM and other harmful practices are not systematically integrated within local authority and local NHS policies, strategic plans, child protection policies and procedures which leads to inconsistent approaches and responses across London.
- Few staff in education, health, safeguarding, criminal justice agencies, housing and voluntary sector have had training on harmful practices leading to inadequate or poor practice.
- There are currently very few specialist services to prevent or respond to harmful practices in London and those that do exist face funding reductions.

To address these issues MOPAC will develop and implement a pilot initiative in a few London boroughs that focuses on improving the way professionals identify girls at risk of harmful practices, putting in place early interventions to safeguard girls at risk to prevent harmful practices, improving access to specialist support and where possible undertaking robust enforcement activity to secure prosecutions around harmful practices to hold the perpetrators to account and deter communities from committing these crimes.

Q.18 What should a pilot initiative focussed on harmful practices look like and in which boroughs should such an initiative be delivered?

5. Support gang-affected girls and women into a safer environment

The Way Forward strategy made a commitment to improve the response to young women and girls affected by gang violence. Over the last few years London has seen a rise in specialist service provision for young women and girls affected by gangs. Although provision is still patchy across London, there are some new initiatives and emerging promising practice around prevention and diversion.

The most significant gap remains exit provision for young women and girls.⁹⁴ Gang exit provision for boys is slightly more established but fails to consider the gender-specific risks, relationships and needs of girls who are fleeing criminal gangs. Male association is more likely to be linked to their own criminal activity, rather than through romantic or intimate relationships, and have been targeted at young men aged 18 -25, focusing on

⁹⁴ An unpublished study by Women's Resource Centre for MOPAC (2012) & Firmin, C. (2011) Female Voice in Violence. Final report on the impact of serious youth violence and criminal gangs on women and girls across the country. (Race on the Agenda). London

movement out of area, employment opportunities and gang mediation. While lessons can be learnt from this process it is not one that is directly transferable to females. This is significant as the more we identify and intervene with young women involved in criminal gangs, the greater the need will be to support these same women and girls to exit.

Without an exit strategy for girl gang members we can increase the risk to them when we intervene because young women exiting gangs are left with non-specialist accommodation which does not meet their needs nor addresses all of the risks they face. As highlighted in the recently published accelerated report of the Office of the Children's Commissioner's (OCC) Inquiry into Child Sexual Exploitation in Gang & Groups, there is an inconsistent use of, and over-reliance on, secure children's homes as a means of seeking to protect children from sexual exploitation. There is also evidence of children aged 16 and over being housed in foyer, bed and breakfast and hostel accommodation which places them at significant risk.⁹⁵

Q.19 What role can MOPAC play to ensure that gang-associated young women and girls have access to specialist provision to enable them to exit/escape gang violence?

6. Ensure learning from domestic violence homicide reviews and domestic violence protection orders is put into practice

In April 2011, the government enacted section 9 of the Domestic Violence, Crime and Victims Act (2004). This requires local authorities to undertake a multi-agency Domestic Homicide Review (DHR) following a domestic violence homicide. Prior to the enactment of section 9, there was no compulsion for any agency to conduct a formal review of actions taken (or not taken) following a domestic violence homicide. However, as of October 2012, only four have been published relating to cases in London, including in Brent and Hackney.

Prior to the enactment of section 9, a pan-London Annual Domestic Violence Homicide Review Report reviewed cases from 2008-09 and published a report. Since the 2011 Police Reform and Social Responsibility Act, it is clear that MOPAC has a role to play to coordinate and strategically support a range of agencies across London to learn from tragic events and support agencies to improve services accordingly. It is also important that London's criminal justice and community safety partners are in a position to identify whether previous recommendations have been acted upon appropriately and to ensure that London learns from past homicides.

Changes in civil protections have also taken place. The domestic violence protection notices and orders (DVPO) pilot allows a period of time for the victim to decide what steps to take following a violent incident, by stopping the perpetrator from contacting the victim or returning home for up to 28 days. An evaluation is due in mid- 2013.

Q.20 How can MOPAC ensure that the learning from domestic violence homicide reviews informs and improves practice in London?

⁹⁵ Office of the Children's Commissioner (July 2012). Briefing for the Rt Hon Michael Gove MP, Secretary of State for Education, on the emerging findings of the Office of the Children's Commissioner's Inquiry into Child Sexual Exploitation in Gang & Groups, with a special focus on children in care.

7. Improve women's safety on public transport

In his first term, the Mayor, through Transport for London (TfL), increased the number of dedicated officers policing the transport system. This included additional officers to police key transport hubs, the suburban rail network and to enforce the laws relating to taxis and private hire vehicles to help improve women's safety when travelling home at night. The Mayor also increased the number of warranted officers on public transport as part of an additional £42m funding for policing in 2011/12.

The Mayor's manifesto for re-election in 2012 pledged to prioritise women's safety on public transport. To achieve this, policing and transport partners are working together to tackle all forms of unwanted sexual behaviour on the transport system (see Objective One for details). One of the Mayor's key initiatives to improve women's safety is the Safer Travel at Night (STAN) initiative. STAN is a partnership between the Mayor, TfL, the Metropolitan Police Service (MPS) and the City of London Police (CoLP) which aims to improve the safety of women travelling at night by focussing on cab safety.

While travelling in London is safe for most people at night there are serious concerns about the dangers of unbooked minicabs picked up off the street. Unbooked 'minicabs' (including unlicensed cabs and licensed minicabs touting illegally) have been linked to serious crimes in London, including rape and sexual assault. STAN involves a programme of activities including industry regulation and licensing, enforcement and education. Considerable progress has been made in reducing the number of cab-related sexual offences since 2002. In 2011/12, official crime figures from the MPS showed that cab-related sexual offences were 42% lower than they were in 2002/3 (75 fewer offences).

Q. 21 What more can TfL and partners do to improve women's safety on public transport?

Q.22 Objective four sets out MOPAC priorities for the next four years around protecting women and girls at risk. Do you agree with the priorities outlined in objective four?

- Yes
- No
- To some extent

Q.22a Please provide reasons for your answer.

OBJECTIVE FIVE: GETTING TOUGHER WITH PERPETRATORS

The overwhelming majority of perpetrators of VAWG are men and boys. As most cases of VAWG never come to the attention of the criminal justice system, there are few sanctions for their behaviour. To effectively eliminate VAWG, we need to ensure that offenders receive appropriate sanctions by working with the criminal justice system to intervene with perpetrators of violence against women in order to stop the violence, hold them to account, change their behaviour and deter others.

We can never truly eradicate VAWG by working with women alone. Effective prevention to address attitudes among young people and robust action with perpetrators is vital to send a clear message that VAWG will not be tolerated in our society. We need a strong emphasis on prosecuting and convicting perpetrators and increasing the effectiveness of interventions and sanctions. It is also crucial that we identify opportunities for early interventions particularly with young men and boys and that we expand the range of community-based interventions.

In 2011-12, some 91,466 defendants were prosecuted for VAWG offences in England and Wales. The proportion of successful prosecutions rose to 73 per cent, delivering the lowest recorded attrition rates ever. However, in London, a total of 13,405 VAWG cases were prosecuted; a reduction of almost 12 per cent. Attrition for rape cases in London was 45 per cent, whilst for domestic violence it was 38.3 per cent of cases.

Whilst some excellent work is undertaken by dedicated professionals in the criminal justice system, very often cases take too long to progress, which in turn increases the likelihood of victims and witnesses disengaging from the process. The Mayor will ensure that the criminal justice system improves its service to Londoners by reducing court delays, giving victims a greater voice, ensuring a renewed focus on prosecuting and convicting perpetrators.

Some of the key achievements under the first strategy were:

- The MPS sanction detections for domestic violence offences have increased in the last year.⁹⁶ They have also increased for faith-based abuse and trafficking. This means more perpetrators for these offences have been brought to justice.
- In partnership with Tender, MOPAC raised awareness of healthy relationships amongst young people through an interactive film for use in out-of-school settings, such as youth clubs.
- MOPAC hosted a roundtable event with guest speaker Michael Kaufman, the creator of the White Ribbon campaign, on engaging men and boys to tackle VAWG.

Priorities for the next four years

1. Challenge the MPS and partners to improve the criminal justice response to VAWG

MOPAC Challenge is the principal mechanism through which the Mayor and the Deputy Mayor for Policing and Crime holds the Metropolitan Police Service and other agencies

⁹⁶ See Appendix One for details

to account. Each month experts in the field explore different themes from across the spectrum of crime and policing and the issue of violence against women and girls is regularly addressed through these meetings. Through the quarterly performance challenge, chaired by the Mayor, public confidence and key neighbourhood crimes including violence against the person are monitored. Through thematic challenges, the full array of VAWG issues will be explored and key agencies who act to address VAWG issues are challenged to work together and improve.

The average custodial sentence for rape was over eight and a half years.⁹⁷ In London the Mayor is committed to ensuring that sentences are not only proportionate and justified, but act as a deterrent and demonstrate that violence against women and girls is unacceptable. MOPAC is establishing a sentencing unit to monitor sentencing across a range of offence types, including VAWG cases, and where necessary providing a means by which appeals for unduly lenient sentences can be submitted.

Q.23 What more can MOPAC and partners do to improve the way the criminal justice system responds to VAWG?

2. Understand ‘what works’ with perpetrators of VAWG

As highlighted in *The Way Forward* strategy, the majority of perpetrators of VAWG never come to the attention of the CJS but when they do it is crucial that we get interventions right to stop their offending, reduce re-victimisation and increase confidence in the CJS. Given that the overwhelming majority of perpetrators remain outside of the CJS, we also need to ensure that there are appropriate and adequate perpetrator interventions outside of the CJS which do not rely upon a conviction.

The effectiveness of domestic violence perpetrator programmes in addressing abusive behaviour is still being established. Rajagopalan et al (2008) studied the effects of social services mandated participation by 76 men (and 98 women partners/ex-partners) in a community based programme in east London (DVIP – Domestic Violence Intervention Project). Men who participated in the programme stopped using violence, according to evidence provided by their partners/ex-partners. However, a Ministry of Justice report stated that a review of nine rigorous evaluations of DV treatment programmes in 2006 concluded that DV programmes ‘have yet to demonstrate reductions in recidivism’. Respect, the national Umbrella organisation for perpetrator programmes has commissioned a four year (2009-2012) multi-site research programme on the outcomes of men’s participation in UK community based domestic violence intervention programmes to compare the outcomes for women’s safety with women whose partners do not take part in an intervention. We will review this study when it is published to ensure that any learning and good practice is applied into commissioning frameworks in London.

Through the London Crime Prevention Fund, the Mayor is funding a number of projects in London boroughs to address the behaviour of domestic violence perpetrators, and these will be subject to monitoring and review processes. MOPAC recognises that interventions such as anger management, mediation or couples-counselling and alcohol sobriety schemes alone are not always appropriate interventions for domestic violence

⁹⁷ *An Overview of Sexual Offending in England & Wales: Statistics Bulletin* Ministry of Justice, Home Office & the Office for National Statistics (January 2013)

perpetrators. We will continue to ensure that any interventions developed, funded or commissioned by MOPAC are based on good-practice.

Many men are multiple abusers that perpetrate more than one form of VAWG. For instance, perpetrators of domestic violence are often perpetrators of sexual violence including stranger rape and child abuse. Some women are coerced into prostitution by abusive partners. A forced marriage will inevitably also involve coerced sex, and trafficked women and girls are often repeatedly raped. In the VAWG guidance for local areas⁹⁸ these arguments are outlined in order to demonstrate the need for holistic service provision. The same applies to services which address offending behaviours.

The development of the response to perpetrators both within and outside of the criminal justice system has been overwhelmingly directed towards perpetrators of domestic violence (DV). There are a number of good reasons for this; DV is a high volume crime and historically the strategic focus both nationally and locally has been on DV and not other forms of VAWG. However, if we want to prevent and eliminate all forms of VAWG, we need to ensure that we develop and evaluate appropriate interventions to respond to the broader spectrum of VAWG crime types.

Q.24 How can MOPAC improve our understanding of what works in addressing VAWG offending behaviour including domestic violence and abuse perpetrated by young men and boys?

3. Clamp down on traffickers, pimps and those who sexually exploit women and girls

The Police and Crime Plan 2013-16 outlines the Mayor's commitment to target the demand side of prostitution. MOPAC is clear that criminalising those involved in prostitution is not the aim of his policy – instead the focus must be on targeting those who pay for sex with exploited persons, kerb crawlers, those who control women in prostitution and all those who profit from the buying and selling of women's bodies.

MPS data shows that prostitution-related offences relating to exploitation (such as paying for sex with a child, controlling a prostitute for gain, keeping a brothel or arranging or facilitating child prostitution) have decreased significantly, from 115 in 2007-08 to 42 in 2012-13. At the same time, the MPS performance against them has also decreased slightly.

Q.25 How can MOPAC ensure that the MPS improves its performance on prostitution-related offences with a focus on those who exploit women and girls involved in or exploited through prostitution?

4. Challenging negative notions of masculinity and attitudes towards women and girls

Men and boys who commit VAWG offences will come into contact with dozens of professionals whose role it is to help them change their behaviour. These could be YOT or Probation workers, police officers, drug and alcohol support workers, prison officers, teachers, youth workers or others. This is particularly problematic in the context of

⁹⁸ <http://www.london.gov.uk/priorities/policing-crime/mission-priorities/violence-against-women-girls/local-vawg-guidance>

gangs and serious youth violence where work with men and boys is very gendered and professionals often hold harmful and stereotyped notions of masculinity.

The Female Voice in Violence report raised concerns about practitioners working to address gang-related issues without materials which have been gender-proofed and which were suitable for safely challenging male attitudes and behaviour towards women and girls.⁹⁹ Whilst good information does exist on how to work with young people¹⁰⁰ in this field, it is very role- and offence-specific and lengthy. Efforts have been made to collate effective practice¹⁰¹ but more could be done to make information accessible to practitioners.

The impact on children and young people as they grow into adults can be extreme. Children who experience or witness family violence in the home are significantly more likely to commit other crimes in later life, notably including an increase in their likelihood to commit sexual assault¹⁰². A joint inspection by the probation, police, prison, education, health, care and social services inspectorates recently highlighted that the early indicators of sexually abusive behaviour by young men and boys often against their peers or younger children, are too often disbelieved, denied or minimised and treated as a 'one off' by both professionals and families.¹⁰³ It is crucial that professionals address these problems at an early stage to avoid more serious, longer-term implications for both offenders and victims.

Q.26 How can MOPAC work with London partners to ensure that harmful attitudes and behaviours and negative notions of masculinity are addressed by all agencies and professionals who encounter them across sectors?

5. Understand the impact of stalking and harassment

Since *The Way Forward* was first published, the approach to tackling perpetrators of VAWG has developed considerably. At the national level, the government introduced legislation which addresses specific areas of VAWG. New stalking legislation came into effect last year. The new amendments to the Protection from Harassment Act 1997 create two new offences of 'stalking' and 'stalking that causes serious distress or fear of violence'.

Stalking offences have already been successfully prosecuted dozens of times. However, there were still 44,000 harassment offences in London in the last year alone. Furthermore, successful criminal justice outcomes for these offences have fallen in the last six years, from 2007-08 when 45.5 per cent of cases had a criminal justice outcome, to last year when only 24.8 per cent of cases resulted in a sanction detection. We need to understand the picture of harassment experienced by Londoners, and encourage authorities to take this crime more seriously.

⁹⁹ *Female Voice in Violence: A study into the impact of serious youth and gang violence on women and girls* Race on the Agenda, 2010

¹⁰⁰ *Young People who Sexually Abuse: Source document*, Youth Justice Board (2008)

¹⁰¹ <http://www.justice.gov.uk/youth-justice/reducing-re-offending/domestic-abuse>

¹⁰² *The Enemy Within: 4 million reasons to tackle family conflict and family violence* 4Children (2012)

¹⁰³ Criminal Justice Joint Inspection (February 2013) *Examining Multi-Agency Responses to Children and Young People who Sexually Offend*. A joint inspection of the effectiveness of multi-agency work with children and young people in England and Wales who have committed sexual offences and were supervised in the community.

Q.27 What can MOPAC do to improve our understanding of stalking and harassment in London and to improve the way authorities respond to these issues?

6. Target the 'critical few' – the most dangerous perpetrators

The 'critical few' are the individuals who cause the most harm to society. We know that gangs and gang activity includes sexual violence towards women and girls, sexual bullying and rape. From February 2012 the MPS has a command which identified 4,800 nominals and 435 gangs who are some of the most serious offenders in London. We will support and encourage the MPS Trident Gang Command to work with the MPS Sapphire Rape and Serious Sexual Offences Command to prioritise and bring to justice those who commit rape and sexual violence as part of their gang offending.

The introduction of the Police National Database in 2011 allows the police to track serial violent offenders. This presents an opportunity to build better intelligence on those who offend across the UK, and we will ensure that these men of violence who are violent in both public and private space, and who present a risk to anyone around them, are targeted and brought to justice.

Q.28 What more can the MPS do to ensure that they are targeting the most dangerous offenders who offend across different crime types?

Q.29 Objective five sets out MOPAC priorities for the next four years around getting tougher with perpetrators. Do you agree with the priorities outlined in objective five?

- Yes
- No
- To some extent

Q.29a Please provide reasons for your answer.

LEADERSHIP AND GOVERNANCE: MAKING THE STRATEGY WORK

The London VAWG Panel

The delivery of the London VAWG strategy will continue to be led by the London VAWG Panel which was established in January 2010, bringing together a range of agencies from across the statutory and voluntary sectors to work collaboratively on delivery and to hold each other to account.

The London VAWG Panel is co-chaired by the Deputy Mayor for Policing and Crime and Joan Smith (journalist, author and women's rights campaigner) and consists of representatives from a range of organisations including:

- Metropolitan Police Service
- Crown Prosecution Service
- London Councils
- National Health Service
- London Safeguarding Children Board
- Office of the Children's Commissioner
- Representatives from the specialist VAWG voluntary and community sector

The VAWG Panel will in turn report progress to the London Crime Reduction Board which is chaired by the Mayor and is the overarching pan-London board with responsibility for leading activity on crime reduction in London.

The London VAWG Panel will continue to improve coordination across agencies working on VAWG to develop a more joined up and consistent approach to VAWG in London and to ensure that partners are collaborating on these complex and multi-faceted issues that require multi-agency solutions. The VAWG Panel will oversee delivery of the Mayor's second VAWG strategy for London, monitor and evaluate the success of the strategy, identify any emerging issues and barriers to delivery and provide leadership for London on tackling VAWG.

The Deputy Mayor for Policing and Crime's VAWG Reference Group

The Deputy Mayor for Policing and Crime (DMPC) has established a VAWG Reference Group to provide him with independent advice on tackling VAWG in London. The purpose of the VAWG Reference group is to allow the DMPC to stay in regular contact with experts from the specialist VAWG sector to both hear about emerging issues and concerns on women's safety/VAWG in London. It will also seek their perspectives on activity being led by MOPAC and other London partners to tackle VAWG.

Other groups and networks

Underneath the VAWG Panel, there are a number of other groups, networks and time-limited working groups to take forward specific projects under the London VAWG strategy. At present, MOPAC coordinates the following groups:

- Harmful Practices Taskforce
- The Rape and CJS group
- London VAWG Co-ordinators Network

MOPAC Challenge

MOPAC Challenge is the principal mechanism through which the Mayor and the DMPC hold the Met Commissioner and his top team to account and review issues across the criminal justice system. Each month experts in the field are invited to explore different themes from across the spectrum of crime prevention, policing and the re-entry of offenders into society.

The DMPC will dedicate a number of MOPAC Challenge sessions to VAWG throughout this mayoral term. For further information about MOPAC Challenge, please visit the MOPAC website:

<http://www.london.gov.uk/priorities/policing-crime/how-we-work/mopac-challenge>

Measuring success

In the Police and Crime Plan 2013-16, the Mayor has set a target of 20 per cent reduction in recorded offences for key neighbourhood crimes such as robbery, burglary, and violence against the person. In recognition of the hidden nature of VAWG and the high levels of under-reporting across all forms of VAWG crime types, a reduction in recorded VAWG offences would not be desirable. Indeed, the aim is to close the gap between reported and unreported crime and build the confidence to report VAWG.

For the second VAWG Strategy, MOPAC would like to propose a selection of possible targets below which apply to the MPS and partners to focus attention on some challenging but deliverable goals, in a way that encourages join-up and does not lead to perverse incentives.

As part of this consultation, MOPAC is inviting comment on whether the following may be appropriate methods to judge performance:

- An increase in reporting to police of all VAWG offences
- An increase in the number of sanction detections for rape.
- An increase in victims who have contacted the police referred to specialist support
- A reduction in the number of complaints received by the MPS from victims of VAWG about how their case has been handled
- An increase in the number of pre-trial 'court familiarisation' visits for victims of VAWG
- An increase in the utilisation of special measures for victims giving evidence at court
- A reduction in attrition in VAWG cases from report to conclusion

Q.30 Measuring success

The document suggests a number of targets for measuring success. Do you think the suggested targets are suitable for measuring success of the strategy?

- Yes
- No
- To some extent

Please give reasons for your answer in the space below

Q. 31 Which, if any, of the suggested targets do you think should be prioritised?

Please give reasons for your answer in the space below

Q.32 Are there any other targets that you think should be included?

Please give reasons for your answer in the space below

Q.33 Do you have any other comments in relation to this strategy?

Acronyms

BAMER	Black, minority, ethnic and refugee
CEDAW	Convention on the elimination of all forms of discrimination against women
CJS	Criminal justice system
CoLP	City of London Police
CPS	Crown Prosecution Service
CSEGG	Child Sexual Exploitation in Gangs and Groups
DMPC	Deputy Mayor for Policing and Crime
DV	Domestic violence
ECAT	European Communities against Trafficking
FGM	Female genital mutilation
FM	Forced marriage
GLA	Greater London Authority
HBV	“Honour”-based violence
IDVA	Independent Domestic Violence Advocate
LCPF	London Crime Prevention Fund
MARAC	Multi-agency risk assessment conference
MOPAC	Mayor’s Office for Policing and Crime
MPS	Metropolitan Police Service
NHS	National Health Service
OCC	Office of the Children’s Commissioner
SDVC	Specialist Domestic Violence Court
STAN	Safer Travel at Night
TfL	Transport for London
UN	United Nations
VAWG	Violence against women and girls

SUMMARY OF CONSULTATION QUESTIONS

OBJECTIVE ONE: LONDON TAKING A GLOBAL LEAD TO ELIMINATE AND PREVENT VAWG

Q1. What role can MOPAC play to ensure that an integrated approach to VAWG is implemented locally across all London boroughs?

Q2. How can MOPAC work with partners in London to ensure that harmful attitudes and behaviours are addressed at an early age to prevent VAWG?

Q3. What role can MOPAC play to improve the way London agencies and local areas respond to gang-associated women and girls?

Q4. What can TfL, MOPAC and partners do to address sexual harassment on public transport and in public spaces?

Q. 5 Objective one sets out MOPAC priorities for the next four years around London taking a global lead to eliminate and prevent VAWG. Do you agree with the priorities outlined in objective one?

- Yes
- No
- To some extent

OBJECTIVE TWO: IMPROVING ACCESS TO SUPPORT

Q.6. In his manifesto, the Mayor pledged to work with partners to commission and fund a pan-London domestic violence service. MOPAC is keen to consult on any proposals for the function and focus of the pan-London domestic violence service, and some possible options are outlined in the box below for consultation.

Which of the below options would you most support?

Do you have any other suggestions around pan-London domestic violence services that MOPAC could deliver?

Developing a pan-London DV service – options for consultation

- A pan-London young women's service. This option would ensure that teenagers who experience relationship abuse have specialist support tailored to their needs.
- A pan-London specialist IDVA service. This service would primarily address the lack of specialist IDVA provision for particular groups or in particular settings. These IDVAs would have specialist functions such as within housing departments, health centres or courts, or for target groups such as children and young people affected by domestic violence, BAMER women, or those with complex needs such as substance abuse issues or women involved in prostitution.

- A pan-London prevention service. This option would invest in and/or coordinate a more strategic approach to prevention and early intervention work to fund a large-scale more cost effective programme. This could include work to be delivered in schools and other youth settings.
- A pan-London domestic violence recovery service. This option would build on the London Rape Crisis Centre model to offer long-term support and counselling to enable full recovery and reduce the likelihood of re-victimisation.
- A pan-London Criminal Justice Support service. This service would further develop the Specialist Domestic Violence Court (SDVC) provision across London which provides an intensive support service to victims attending court. SDVCs are dedicated sessions within magistrates or Crown courts with specially trained magistrates and a wraparound support service for the victim. Key agencies involved in the SDVC are the Court itself, Police, CPS, IDVAs, Witness Service and the Probation Service. Analysis of seven years of operation in Hammersmith & Fulham show an 11% increase in defendants convicted and 19% decrease in victim withdrawal from the process.
- A pan-London domestic violence perpetrators service. This option would ensure that community interventions for perpetrators would be available in every London borough, and associated support for victims. Community perpetrators programmes would be accessible to the many perpetrators who do not receive any intervention to address their behaviour but who continue to harm their partners and their families.
- Additional suggestions for how a pan-London service could be established and operated are also welcomed.

Q7.What more can MOPAC do to raise awareness of VAWG and encourage reporting?

Q.8 Objective two sets out MOPAC priorities for the next four years around improving access to support. Do you agree with the priorities outlined in objective two?

- Yes
- No
- To some extent

OBJECTIVE THREE: ADDRESSING HEALTH, SOCIAL AND ECONOMIC CONSEQUENCES OF VIOLENCE

Q.9. What should a pan-London exit service for women wishing to exit prostitution look like? How should such a service be established and operated?

Q.10. What role can MOPAC play in reforming the way the criminal justice system responds to vulnerable women in London?

Q.11 What role can MOPAC and partners play to ensure that the health response to VAWG is integrated into commissioning and the delivery of local services?

Q.12 How can MOPAC work with boroughs to ensure that women and children continue to access sufficient and appropriate refuge space across London?

Q.13 Should refuge provision be commissioned on a pan-London basis and how would this operate in practice?

Q.14 Objective three sets out MOPAC priorities for the next four years around addressing health, social and economic consequences of violence. Do you agree with the priorities outlined in objective three?

- Yes
- No
- To some extent

OBJECTIVE FOUR: PROTECTING WOMEN AND GIRLS AT RISK

Q.15 What more can MOPAC do to ensure the MPS delivers a consistent service standard to victims of VAWG across London?

Q.16 What more can MOPAC and criminal justice partners do to improve the response to sexual violence in the CJS?

Q.17 How can MOPAC ensure that London agencies improve access to protection and support for young women and girls who experience VAWG?

Q.18 What should a pilot initiative focussed on harmful practices look like and in which boroughs should such an initiative be delivered?

Q.19 What role can MOPAC play to ensure that gang-associated young women and girls have access to specialist provision to enable them to exit/escape gang violence?

Q.20 How can MOPAC ensure that the learning from domestic violence homicide reviews informs and improves practice in London?

Q. 21 What more can TfL do to improve women's safety on public transport?

Q.22 Objective four sets out MOPAC priorities for the next four years around protecting women and girls at risk. Do you agree with the priorities outlined in objective four?

- Yes

- No
- To some extent

OBJECTIVE FIVE: GETTING TOUGHER WITH PERPETRATORS

Q.23 What more can MOPAC and partners do to improve the CJS response to VAWG?

Q.24 How can MOPAC improve our understanding of what works in addressing VAWG offending behaviour including domestic violence and abuse perpetrated by young men and boys?

Q.25 How can MOPAC ensure that the MPS improves its performance on prostitution-related offences with a focus on those who exploit women and girls involved in or exploited through prostitution?

Q.26 How can MOPAC work with London partners to ensure that harmful attitudes and behaviours and negative notions of masculinity are addressed by all agencies and professionals who encounter them across sectors?

Q.27 What can MOPAC do to improve our understanding of stalking and harassment in London and to improve the way authorities respond to these issues?

Q.28 What more can the MPS do to ensure that they are targeting the most dangerous offenders who offend across different crime types?

Q.29 Objective five sets out MOPAC priorities for the next four years around getting tougher with perpetrators. Do you agree with the priorities outlined in objective five?

- Yes
- No
- To some extent

MEASURING SUCCESS

Q.30 The document suggests a number of targets for measuring success. Do you think the suggested targets are suitable for measuring success of the strategy?

- Yes
- No
- To some extent

Q.31 Which, if any, of the suggested targets do you think should be prioritised?

Q.32 Are there any other targets that you think should be included?

Q.33 Do you have any other comments in relation to this strategy?

PLEASE RESPOND BY 9 August 2013

VAWGVIEW@MOPAC.LONDON.GOV.UK

Or respond to the online survey at:

<http://www.smart-survey.co.uk/s.asp?i=80661VBUVV>