



BRIEFING PAPER

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Domestic Violence in England and Wales

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Summary

How big is the problem?

The Crime Survey for England and Wales (CSEW) estimates of domestic abuse are based on a relatively broad definition covering male and female victims of partner or family non-physical abuse, threats, force, sexual assault or stalking. The latest statistics show that:

- Some 7.5% of women and 4.4% of men were estimated to have experienced domestic abuse in 2016/17, equivalent to an estimated 1.2 million female and 713,000 male victims.
- Overall, 26% of women and 15% of men aged 16 to 59 had experienced some form of domestic abuse since the age of 16. These figures were equivalent to an estimated 4.3 million female and 2.4 million male victims.

What legal remedies are there?

There are both civil and criminal remedies for victims of domestic violence.

Section 76 of the *Serious Crime Act 2015* came into force in December 2015 and criminalises patterns of coercive or controlling behaviour where they are perpetrated against an intimate partner or family member. Several other criminal offences can apply to cases of domestic violence. These can range from murder, rape and manslaughter through to assault and threatening behaviour.

Civil measures include non-molestation orders, occupation orders and domestic violence protection orders (which can mean that suspected perpetrators have to leave their houses). The *Protection from Harassment Act 1997* (as amended) provides both civil and criminal remedies. These include non-harassment and restraining orders. A [Library briefing paper on the 1997 Act](#) discusses these in more detail.

What is the Government doing?

In March 2016, the Home Office published its [2016-20 strategy to end violence against women and girls](#). This included £80 million of dedicated funding to provide core support for refuges and other accommodation-based services, rape support centres and national helplines. A further £20 million was announced in the 2017 Spring Budget. Included within this £100 million total is a £17 million new Violence Against Women and Girls Service Transformation Fund to support local domestic abuse service provision.

In March 2018, the Government launched a [consultation](#) 'seeking views on both legislative proposals for a landmark draft Domestic Abuse Bill and a package of practical action.' Proposals include:

- the introduction of a statutory definition of domestic abuse;
- the creation of a new Domestic Abuse Protection Notice (DAPN), to be made by the police and a new Domestic Abuse Protection Order (DAPO) to be available to the courts in a wide range of circumstances
- a Domestic Abuse Commissioner
- Putting the Domestic Violence Disclosure Scheme into law

The Government has said it will publish a response later in 2018. The Home Affairs Committee published a [report](#) in October 2018 which the Committee hoped would inform the draft bill. Key recommendations included that the Bill and the Commissioner should cover violence against women and girls more widely to recognise the "gendered

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nature of domestic abuse”; that local authorities should have a statutory duty to provide refuge funding; and that the new Commissioner should conduct a comprehensive review of funding across all aspects of support for survivors of domestic abuse and sexual violence.

Related Library briefing papers

The Library has published [*Domestic violence: a select bibliography*](#) and [*Labour policy on Domestic Violence - 1999-2010*](#).

1. How does the Government define domestic violence?

There is currently no statutory definition of domestic violence, although the Government has said it will include one in the forthcoming Domestic Violence and Abuse Bill – see section 5 of this briefing paper below.

There is a cross-government definition of domestic violence, which was extended in 2013

However, there is a non-statutory cross-government definition. In March 2013, the Home Office extended this definition.¹ As a result the definition includes young people aged 16 to 17 (to raise awareness that young people can be victims) and coercive or controlling behaviour.²

The definition of domestic violence and abuse is:

Any incident or 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 the following types of abuse:

- psychological
- physical
- sexual
- financial
- emotional

Controlling behaviour

Controlling behaviour is a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour.

Coercive behaviour

Coercive behaviour is an act or a pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish, or frighten their victim.³

¹ The new definition was introduced following a Home Office [consultation](#) between December 2011 and March 2012

² Home Office, [Cross-Government definition of domestic violence: a consultation – summary of responses](#), September 2012, p19

³ Ibid

2. How big is the problem?⁴

2.1 Crime Survey for England & Wales

The most reliable estimates of the extent of domestic violence come from the Crime Survey for England and Wales (CSEW) formerly the British Crime Survey (BCS). The CSEW asks people about their experience as victims. Being a household survey, it picks up more crime than the official police figures, as not all crimes are reported to the police, let alone recorded by them.

Two sets of figures are available from the CSEW: the first, collected from the survey's inception in 1981, come from the results of face-to-face interviews; the second, available from 2004/05, come from confidential self-completion modules, which respondents complete in private by responding to questions on a computer. The unwillingness of respondents to reveal experience of domestic violence to an interviewer means that the first measure significantly underestimates the extent of domestic violence.

2.2 CSEW data

The CSEW estimates of domestic abuse⁵ are based on a relatively broad definition covering male and female victims of partner or family non-physical abuse, threats, force, sexual assault or stalking. Levels of domestic abuse have generally declined over the past decade. In the year ending March 2005 there were approximately 2.7m victims compared to just under 2.0m in the year 2016/17 - a reduction of 29%. The latest statistics also show that:⁶

- Some 7.5% of women and 4.4% of men were estimated to have experienced domestic abuse in 2016/17, equivalent to an estimated 1.2 million female and 713,000 male victims.
- Overall, 26% of women and 15% of men aged 16 to 59 had experienced some form of domestic abuse since the age of 16. These figures were equivalent to an estimated 4.3 million female and 2.4 million male victims.

The chart below shows the estimated number of victims of any domestic abuse reported in the self-completion module on intimate violence in the CSEW since year ending March 2005.⁷

Over a quarter of women, and over 13% of men have experienced domestic abuse since the age of 16

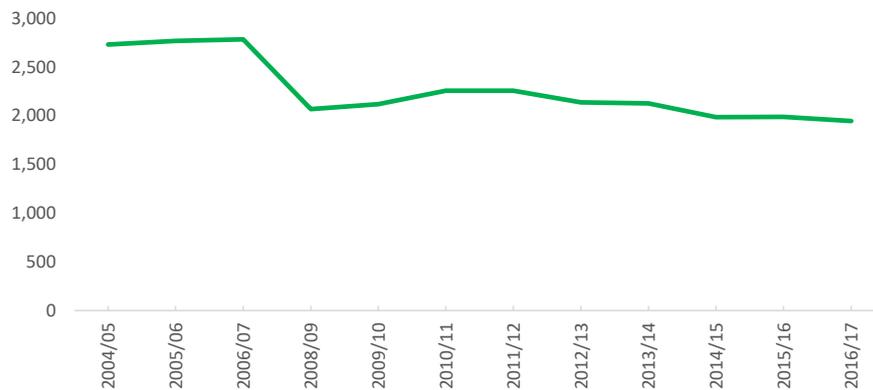
⁴ Grahame Allen, Social and General Statistics Section, House of Commons Library

⁵ Domestic abuse includes non-physical abuse, threats, force, sexual assault or stalking carried out by a current or former partner or other family member. 'Domestic abuse' is not directly comparable to the main CSEW 'domestic violence' category.

⁶ ONS, [Domestic abuse: findings from the Crime Survey for England and Wales: year ending March 2017](#), 8 February 2018

⁷ Data is not available for year ending March 2008

Estimated number of victims of intimate violence (000s)



Detailed breakdowns of CSEW domestic abuse can be found in Tables A1, A2, and A3 in the appendix.

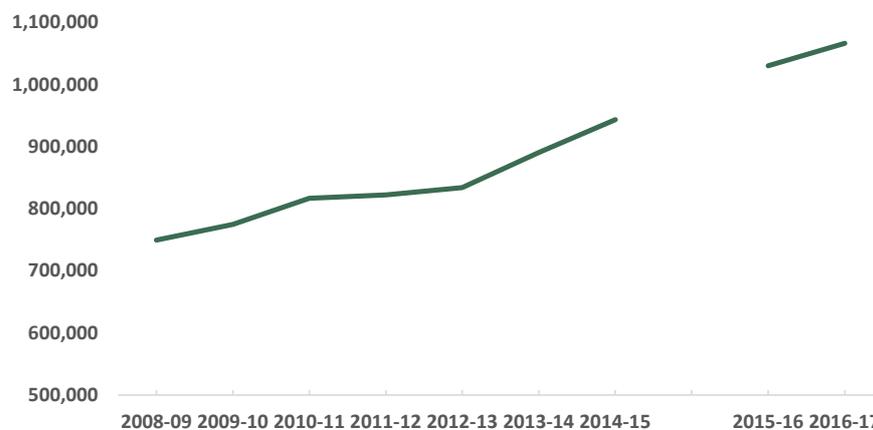
2.3 Police Recorded Crime data

Domestic violence offences are not published within the centrally collected police recorded crime series. Most offences are not specifically defined by law and details of the individual circumstances of offences are not collected.

Prior to April 2015, police forces did collect domestic violence incident data at police force area level. This information has been collected by the Home Office, and a full breakdown by force can be found in the appendix, however, it is unaudited and has not been classified as an official statistic.

The chart below illustrates the number of domestic abuse cases recorded by the 43 police forces of England & Wales between March 2008/09 and March 2016/17⁸:

Domestic abuse incidents recorded by the police



The number of cases recorded by the police has increased year on year

⁸ Data from 2015/16 are not comparable to those published for previous years due to a change in the coverage of the data collection.

from 2007/08. In 2014/15 the number of cases recorded reached 943,628 – this was a 43% increase on 2007/08.

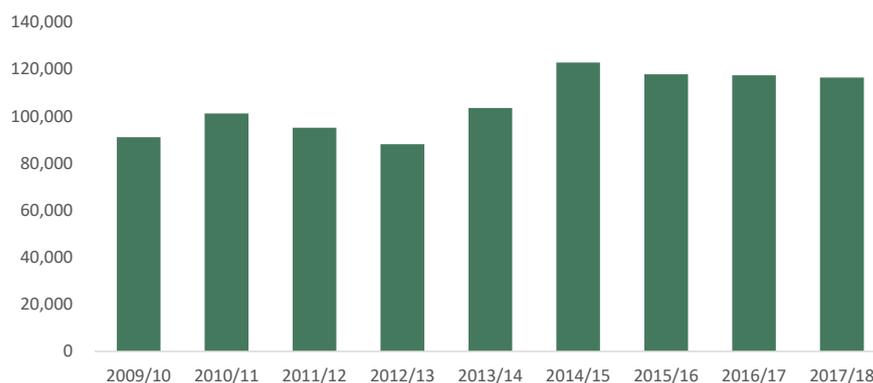
Data from 2015/16 are available but are not comparable to those published for previous years due to a change in the coverage of the data collection.⁹ According to this data, in 2016/17, there were just over 1 million domestic abuse-related incidents and offences recorded by the 43 police forces of England & Wales. Data by police force is given in Appendix table A4.

2.4 Crown Prosecution Service

The [Crown Prosecution Service \(CPS\) Violence against Women and Girls crime report](#) is an annual publication which contains information on domestic violence crimes.

In 2017/18, there were 116,574 domestic violence cases referred to the CPS by the police – a fall of 0.7% on 2016/17 (117,444 cases). Compared to 2009/10 the number of cases referred to the CPS increased by 29%.¹⁰

Volume of CPS referrals of domestic abuse from the police



This is not the same as the total number of people arrested for the offence. Between arrest and referral to the CPS the police may decide that no crime has been committed or that there is insufficient evidence to proceed.

Of the cases referred to the CPS in 2017/18 the decision to charge was made in 69.1% of cases, a slight fall in proportion from 2016/17 when 70.7% were charged. Just under 106,000 prosecutions against defendants were completed in 2017/18, a fall of 6% on the number for 2016/17 and a rise of 23% on the total for 2009/10.

⁹ ONS, [Focus on violent crime and sexual offences, England and Wales: year ending Mar 2016](#), 9 February 2017

¹⁰ CPS, [Violence against Women and Girls crime report 2017-2018](#), September 2018

3. What legal remedies are there?

3.1 Criminal law

Criminal offences

There is no specific criminal offence of domestic violence. Rather there are several possible offences for which perpetrators can be prosecuted. These can range from murder, rape and manslaughter through to assault and threatening behaviour.¹¹

Coercive or controlling behaviour

A new criminal offence of coercive or controlling behaviour against an intimate partner or family member came into force on 29 December 2015. The offence was created, following [consultation](#), through section 76 of the *Serious Crime Act 2015*. The maximum penalty for someone found guilty is five years' imprisonment or a fine, or both.

A [Home Office factsheet](#) summarises the legal position prior to the new offence:

Non-violent coercive behaviour which is a long-term campaign of abuse, may fall outside common assault, which requires the victim to fear the immediate application of unlawful violence.

Some patterns of non-violent domestic abuse could be captured by legislation that covers stalking and harassment. However, the law on stalking and harassment does not explicitly apply to coercive and controlling behaviour in intimate relationships...[and] is not designed to capture the dynamic of sinister exploitation of an intimate relationship to control another, particularly where a relationship is ongoing. The element of control is not such a feature of stalking or harassment, which is generally intended to intimidate or cause fear.

Domestic abuse adds an extra layer to such intimidation, with perpetrators operating under the guise of a close relation or partner to conceal their abuse, safe in the presumption that the victim is likely to want to continue a relationship despite the abuse. For these reasons, domestic abuse may be said to be more subversive than stalking...¹²

The factsheet said it was important that the new offence did not impact on "ordinary power dynamics in relationships":

(...) As such, the repeated or continuous nature of the behaviour and the ability of a reasonable person to appreciate that the behaviour will have a serious effect on its victim, are key elements of the new offence.

A defence is also included to provide a further safeguard against inappropriate use of the new offence. The defence will be available where the defendant can show that they believed they were acting in the victim's best interests and that their behaviour was objectively reasonable. This defence is intended to cover, for example, circumstances where someone was a carer for a

A new offence of coercive or controlling behaviour was introduced in December 2015

¹¹ These are discussed in Anna Matczak et al., [Review of domestic violence policies in England & Wales](#), 2011, pp10-12; See also Annex A to the Home Office [guidance on controlling or coercive behaviour](#) (December 2015)

¹² Home Office, [Serious Crime Act 2015 Fact sheet: Domestic Abuse Offence](#), March 2015, p2

mentally ill spouse, who by virtue of their medical condition, had to be kept in the home or compelled to take medication, for their own protection or in their own best interests. In this context, the spouse's behaviour might be considered controlling, but would be reasonable under the circumstances. The defence will not be available in cases where the defendant has caused the victim to fear violence.¹³

The Home Office has published [statutory guidance on the offence](#).¹⁴

The first statistics on coercive control published by the Crown Prosecution Service (in September 2016) showed five prosecutions were completed under the new offence between 29 December 2015 and end of March 2016.¹⁵

The Government's consultation on domestic abuse (see section 5 of this briefing paper below) asks whether more can be done to strengthen the law:

Since the introduction of the offence, more than 300 cases have been charged and reached a first hearing. Although it is still early days we are keen to identify areas that may strengthen the offence.

Question: Do you think there is further action the government could take to strengthen the effectiveness of the controlling or coercive behaviour offence?¹⁶

3.2 Civil law

There are two important civil law remedies under the *Family Law Act 1996* (as amended by Part 1 of the *Domestic Violence Crime and Victims Act 2004*) – occupation orders and non-molestation orders.

Occupation orders

An occupation order is a court order which governs the occupation of a family home. It can be used to temporarily exclude an abuser from the home and surrounding area and give the victim the right to enter or remain. In certain circumstances, the court may attach a power of arrest to the occupation order.

Non-molestation orders

A non-molestation order is a court order which prohibits an abuser from molesting another person they are associated with. Molestation is not defined in the Act but has been interpreted to include violence, harassment and threatening behaviour. An order contains specific terms as to what conduct is prohibited and can last for however long is

There is a range of civil remedies available, in various pieces of legislation.

¹³ Ibid

¹⁴ Home Office, [Controlling or Coercive Behaviour in an Intimate or Family Relationship: Statutory Guidance Framework](#), December 2015; See also Crown Prosecution Service [guidance](#) (December 2015)

¹⁵ CPS, [Violence against Women and Girls Crime Report 2015-16](#), September 2016, p33; see also CPS Press Notice, [CPS prosecuting and convicting more cases of rape, domestic abuse, sexual offences and child abuse than ever before](#), 6 September 2016

¹⁶ Ministry of Justice consultation, [Transforming the response to domestic abuse](#), March 2018, p54

deemed appropriate by the court. Breach of a non-molestation order is a criminal offence.

Practical information about how to apply for court orders is available from the Women's Aid [Survivors Handbook](#) (see [Getting an Injunction](#)) and the [Victim Support web pages on Getting Legal Help for survivors of domestic abuse](#).

3.3 Remedies in the Protection from Harassment Act 1997

The *Protection from Harassment Act 1997* (as amended) provides civil and criminal remedies. These include non-harassment and restraining orders. Library Briefing Paper 6648, [The Protection from Harassment Act 1997](#) discusses these in more detail.

The Government amended the 1997 Act from November 2012 to introduce two explicit offences of stalking. These are the subject of a separate Library Briefing Paper 6261, [Stalking: Criminal Offences](#).

3.4 Domestic violence protection orders

Domestic violence protection orders (DVPOs) were rolled out across England and Wales from March 2014.¹⁷

Under the DVPO scheme, the police and magistrates can, in the immediate aftermath of a domestic violence incident, ban a perpetrator from returning to their home and from having contact with the victim for up to 28 days. The scheme comprises an initial temporary notice (domestic violence protection notice, DVPN), authorised by a senior police officer and issued to the perpetrator by the police, followed by a DVPO that can last from 14 to 28 days, imposed at the magistrates' court. DVPOs are designed to help victims who may otherwise have had to flee their home, giving them the space and time to access support and consider their options.¹⁸

DVPOs were piloted in three police force areas in 2011/12. According to a Home Office evaluation of the pilot, "DVPOs were generally seen positively by practitioners and victim-survivors and were associated with a reduction in re-victimisation, particularly when used in 'chronic' cases."¹⁹

Home Office assessment of DVPOs

In March 2016, the Home Office published an [assessment of DVPOs](#)²⁰ This includes details of a number of stakeholder workshops which found:

¹⁷ [HC Deb 25 November 2013 c5-6WMS](#); The Labour Government had legislated for DVPOs in the *Crime and Security Act 2010*

¹⁸ Home Office, [2010 to 2015 government policy: violence against women and girls](#), May 2015

¹⁹ Home Office, [Evaluation of the pilot of Domestic Violence Protection Orders](#), November 2013

²⁰ Home Office, [Domestic Violence Protection Orders \(DVPO\) One year on – Home Office assessment of national roll-out](#), March 2016

Perceptions of the DVPO scheme

- The DVPO was viewed as positive as it provides victims with the immediate protection from a violent and / or abusive situation.
- A high level of awareness of DVPOs was reported by the practitioners taking part in the workshops who viewed them as a useful tool in helping to tackle domestic abuse.
- Magistrates suggested that understanding of DVPOs in their sector could be further improved through clearer guidance around the court process and, in particular, sentencing guidelines for breaches.
- Police participants reported a reasonably high level of awareness of DVPOs amongst frontline officers. There was lower levels of awareness amongst officers who were not regularly using them. Police participants suggested refresher training to those officers who had had limited contact with the scheme.

The DVPO process

- Police should consider the risks of coercive control in domestic violence cases to ensure DVPOs are not just targeted at cases with obvious signs of physical abuse.
- Those taking part in workshops highlighted the importance of proper risk assessment. This was thought to be particularly relevant in incidents where the issuing of a DVPO impacts on a perpetrator's contact with children in the household.
- Practitioners agreed DVPO conditions need to be proportionate, clear, necessary and enforceable.
- Criminalisation of breaches of a DVPO would bring advantages but also limitations.
- Practitioners agreed that establishing and maintaining good inter-agency communication and referral processes were key to the effectiveness of DVPOs.

Support service provision

- Findings showed a need to ensure victims are routinely made aware of local support ²¹

Police data showed that from implementation up to 31 December 2014, 3,337 DVPOs had been authorised, with 3,072 DVPOs granted by magistrates. 565 (18%) of DVPOs had been breached.

Data from the 17 police forces that submitted returns from 1 January 2015 to 31 July 2015 showed that a further 1,384 DVPOs were granted during this period. ²²

The assessment said that the Home Office would consider holding a public consultation on criminalising the breach of a DVPO. ²³

²¹ Ibid, p4

²² Ibid, p3

²³ Ibid, p6

Women's Aid said that the breach of a DVPO "must become a criminal offence" and that any consultation should not "drastically delay" victims from getting the protection they need.²⁴

The March 2018 Home Office consultation proposes that breach of the new Domestic Abuse Protection Order would be a criminal offence – see section 5.2 of this briefing paper below.

3.5 Domestic violence disclosure scheme

The domestic violence disclosure scheme (DVDS), often referred to as Clare's law, was rolled out across England and Wales from March 2014.²⁵

The scheme means that an individual can ask the police to check whether a new or existing partner has a violent past ("right to ask"). If police checks show that a person may be at risk of domestic violence from their partner, the police will consider disclosing the information ("right to know").

For further information and background see the Library Briefing Paper 6250, [Clare's law: the Domestic Violence Disclosure Scheme](#).

Home Office assessment of DVDS

A Home Office [assessment of DVDS](#) was published in March 2016.²⁶ This includes details of a number of stakeholder workshops which found:

Perceptions of the DVDS scheme

- The police and partner agencies were largely positive about the DVDS.
- Good practice was emerging, with some forces placing markers on the Police National Computer (PNC) following a disclosure to alert other officers to an individual potentially at high risk of domestic violence or abuse.

The disclosure process

- Police officers working on the DVDS felt that specialist officers working in domestic violence and abuse had a good knowledge of the scheme and further awareness raising with all frontline officers would be beneficial in order to further promote the scheme to the public and how they might access it.
- Practitioners felt that there was some variation across the country in the number of disclosures made by forces under the DVDS. This may be as a result of the staged roll out rather than differing practice. There will need to be a further assessment of use to test this.

²⁴ ["Women's Aid response to Home Office report on Domestic Violence Protection Orders \(DVPOs\)"](#), Press release, 8 March 2016

²⁵ [HC Deb 25 November 2013 c5-6WMS](#)

²⁶ Home Office, [Domestic Violence Disclosure Scheme \(DVDS\) One year on – Home Office assessment of national roll-out](#), March 2016

- Practitioners felt that there was some inconsistency in information given in disclosures and variation in the service provided to victims.

Support service provision

- The police felt that there could be better consistency between forces in the follow-up support given to those who received non-disclosures i.e. those who were told there was no information to disclose²⁷

Police data showed that from implementation up to 31 December 2014, a total of 4,724 applications had taken place with 1,938 disclosures made.

Data from the 15 police forces that submitted returns from 1 January 2015 to 31 July 2015 showed that a further 691 DVDS disclosure applications with 297 disclosures were made during this period.²⁸

New Home Office guidance

In December 2016, the Home Office produced [Domestic Violence Disclosure Scheme \(DVDS\) Guidance](#) covering:

- checks to be completed
- a set of minimum standards of information to be obtained from the applicant
- suggested forms of wording for communicating outcomes at each stage of the disclosure scheme process
- recommended minimum levels of knowledge and experience required by practitioners to discharge functions within the disclosure scheme effectively

Inconsistent application of the scheme

Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) produced a [thematic report on domestic abuse](#) in 2017. This found that police forces needed to raise awareness of the DVDS amongst victims and make sure victims are referred to appropriate support organisations. It identified inconsistencies surrounding the use of the scheme by police forces, noting the low volume of disclosures and "extremely wide" variation between forces on the use of 'right to know' and 'right to ask' disclosures.²⁹

When the Domestic Violence Disclosure Scheme was rolled out, it relied on the police's common law powers to disclose information where necessary to prevent crime. The Government's consultation document (see section 5 of this briefing paper below) proposes to put the scheme into law.

²⁷ Ibid, pp4-5

²⁸ Ibid, p4

²⁹ HMICFRS, [A progress report on the police response to domestic abuse](#), November 2017, p39

4. What is the Government doing?

4.1 Funding for domestic abuse intervention project

The Spending Review and Autumn Statement 2015 announced that a £15 million annual fund, equivalent to the VAT raised each year on sanitary products, would support women's charities.³⁰

In a joint press release of 25 November 2015, the Women's Aid and SafeLives charities announced that they had received £2 million from the fund to develop an early intervention project, "Sooner the Better":

This joint initiative will work across 10 sites in England to:

- Speed up the identification of domestic abuse and ensure victims and their families receive earlier help
- Provide proactive support to the whole family in the round, not just individual family members in isolation – ensuring that the right intervention from the right professional is available
- Understand and meet the needs of victim of domestic abuse, working towards long term recovery and independence
- Ensure better evaluation of what works to make families safe, and keep them safe
- Listen to women experiencing abuse, learning from their experiences and capturing the full costs of late intervention

Sooner the Better will result in the development of a replicable model which can be rolled out across the country from 2018.³¹

4.2 Ending violence against women and girls strategy 2016-20

On 8 March 2016, the Home Office published its 2016-20 [strategy](#) for ending violence against women and girls (VAWG).³²

The current VAWG strategy was published in 2016

Progress under the Coalition Government

The document summarises progress that the Coalition Government made in tackling VAWG:

Since 2010 we have made real progress. The prevalence of domestic and sexual violence and abuse has dropped according to the Crime Survey for England and Wales (CSEW) and, in 2014/15, we saw total prosecutions for VAWG offences reach the highest levels ever recorded.

³⁰ [Cm 9162](#), November 2015, para 1.144; For further detail on VAT on sanitary protection see [Library Paper 01128](#), 18 April 2016

³¹ ["Women's Aid and SafeLives welcome government £2 million for domestic abuse intervention"](#), SafeLives press release, 25 November 2015; See also: Polly Neate, ["Tampon tax: men should share the burden of ending domestic abuse"](#), *Guardian*, 25 November 2015

³² HM Government, [Ending Violence against Women and Girls Strategy 2016–2020](#), March 2016

Significant new legislation is now in place including specific offences of stalking, forced marriage, failure to protect from Female Genital Mutilation (FGM), and revenge pornography, as well as the new domestic abuse offence to capture coercive or controlling behaviour in an intimate or family relationship.

We introduced a landmark Modern Slavery Act, and rolled out Domestic Violence Protection Orders (DVPOs) and the Domestic Violence Disclosure Scheme (DVDS) nationally. We have introduced FGM Protection Orders and an FGM mandatory reporting duty, and strengthened measures to manage sex offenders or those who pose a risk of sexual harm.³³

Framework

The strategy's framework is based on:

- prevention
- the provision of services
- partnership working
- pursuing perpetrators³⁴

What is the vision for 2020?

The strategy's vision is that by 2020:

- There is a significant reduction in the number of VAWG victims, achieved by challenging the deep-rooted social norms, attitudes and behaviours that discriminate against and limit women and girls, and by educating, informing and challenging young people about healthy relationships, abuse and consent;
- All services make early intervention and prevention a priority, identifying women and girls in need before a crisis occurs, and intervening to make sure they get the help they need for themselves and for their children;
- Women and girls will be able to access the support they need, when they need it, helped by the information they need to make an informed choice;
- Specialist support, including accommodation-based support, will be available for the most vulnerable victims, and those with complex needs will be able to access the services they need;
- Services in local areas will work across boundaries in strong partnerships to assess and meet local need, and ensure that services can spot the signs of abuse in all family members and intervene early;
- Women will be able to disclose experiences of violence and abuse across all public services, including the NHS. Trained staff in these safe spaces will help people access specialist support whether as victims or as perpetrators;
- Elected representatives across England and Wales will show the leadership, political will and senior accountability necessary to

³³ Ibid, executive summary; For other useful summaries of developments under the Coalition see: Home Office, [2010 to 2015 government policy: violence against women and girls](#) (May 2015) and Home Office, [A Call to End Violence against Women and Girls Progress Report 2010–15](#) (March 2015)

³⁴ Ibid, p8

achieve the necessary change, and will champion efforts to tackle these crimes;

- Everyone in a local area will be able to hold their elected leaders to account through clear data on how local need is being met;
- There will be a lower level of offending through an improved criminal justice response and a greater focus on changing the behaviour of perpetrators through a combination of disruption and support; and
- A stronger evidence base of what works, and victim safety, will be embedded into all interventions to protect victims of VAWG.³⁵

4.3 Funding

The Government is providing £80 million of dedicated funding over the spending review period:

(...) This funding will provide core support for refuges and other accommodation-based services, helping local areas ensure that no woman is turned away from the support she needs. It will include specific provision for women from BME backgrounds, and innovative services for the most vulnerable with complex needs. The funding will also support a network of rape support centres, and a network of national helplines.³⁶

A further £20 million to tackle domestic violence and abuse was announced in the 2017 Spring Budget.³⁷ From April 2017, this funding has also supported the launch of a £15 million VAWG Service Transformation Fund to “support, promote and embed the best local practice.”³⁸

A Home Office blog summarised funding developments:

1. On top of £80 million pledged to support the Violence Against Women and Girls (VAWG) Strategy, a further £20 million was announced in the Spring Budget - bringing the total funding to £100 million.
2. A £15 million VAWG Service Transformation Fund included within this funding was open to Police and Crime Commissioners, local authorities and health commissioners to support community-based services and promote best practice. The fund encouraged commissioners to make joint bids for funding with women's charities and VAWG service providers to encourage a joined-up approach with a focus on early intervention as well as crisis response.³⁹

The successful bids were announced in July 2017, by which time the fund had risen to £17 million.⁴⁰ A written answer in October 2018 gave further details:

³⁵ Ibid, p14

³⁶ Ibid, p11

³⁷ HM Treasury, [Spring Budget 2017: support for women unveiled by Chancellor](#), 8 March 2017

³⁸ Ibid, p11; see also [PQ 33771](#), answered 19 April 2016

³⁹ Home Office Blog, [Home Office in the media: 9 March 2017](#)

⁴⁰ Home Office press release, [Home Secretary awards £17m to projects tackling violence against women and girls](#), 5 July 2017

Asked by [Vicky Foxcroft](#)

(To ask the Secretary of State for the Home Department, if she will make grants from her Department to local authorities to enable them to provide funds to victims of domestic violence.

Answered by: [Sarah Newton](#)

Answered on: 09 October 2017

The Home Office is providing £17m through the Violence Against Women and Girls Service Transformation Fund to support 41 local areas across England and Wales for services for victims and survivors of violence against women and girls, including domestic abuse.

This funding forms part of a wider commitment of £100m through to 2020, which includes a two-year £20m fund from DCLG to local authorities for refuges and accommodation-based services for 16/17 and 17/18 that is supporting 76 projects and creating 2,200 new bed spaces in refuges and other specialist accommodation. An additional £7.5m through the Tampon Tax Fund is also used to support charities that work with victims and survivors of violence against women and girls.

Police and Crime Commissioners are best placed to make decision about funding according to local priorities, and the Ministry of Justice provide them with £63m per year for support services for victims of crime in their local areas, including to victims and survivors of domestic abuse. Last year, the Government launched a 'National Statement of Expectations for Violence Against Women and Girls Services' to set out a clear blueprint for good local commissioning and service provision, which is available at https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/574665/VAWG_National_Statement⁴¹

4.4 Ratifying the Istanbul Convention?

The [Convention on preventing and combating violence against women and domestic violence](#) (the "Istanbul Convention") was adopted in April 2011. The Council of Europe website explains what the Convention means for state parties:

(...) Governments that agree to be bound by the Convention will have to do the following:

- train professionals in close contact with victims;
- regularly run awareness-raising campaigns;
- take steps to include issues such as gender equality and non-violent conflict resolution in interpersonal relationships in teaching material;
- set up treatment programmes for perpetrators of domestic violence and for sex offenders;
- work closely with NGOs;
- involve the media and the private sector in eradicating gender stereotypes and promoting mutual respect...⁴²

⁴¹ PQ 105024 [on Domestic Violence]

⁴² Council of Europe website, [The Istanbul Convention in brief](#) [accessed 5 May 2016]

Although the UK signed the Convention in June 2012, it has been criticised for not ratifying it.⁴³

The Government has said that amendments to domestic law - to take extra-territorial jurisdiction over a range of offences - are necessary before the Convention can be ratified:

(...) this Government remains committed to ratifying it but have made it clear that we will not do so until we are absolutely satisfied that we fully comply with all articles but amendments to domestic law, to take extra-territorial jurisdiction over a range of offences (as required by Article 44), are necessary before the Convention can be ratified...⁴⁴

The Government has also said that the "UK already complies with the vast majority of the Convention's articles through its comprehensive work to protect women and girls."⁴⁵

The [Preventing and Combating Violence Against Women and Domestic Violence Act 2017](#) came into force on 27 June 2017.⁴⁶ It requires the Secretary of State to lay a report before Parliament setting out the steps to be taken to enable the UK to ratify the Convention and the expected timetable, and to report each year on progress. Two such annual reports have been published and laid before Parliament.⁴⁷

This legislation began as a Private Members Bill introduced in the Commons by Dr Eilidh Whiteford, although the Government amended it on Report. Background is in Library Briefing Paper 7829, [UK policy on ratifying the Istanbul Convention on preventing violence against women](#) and Lords Library In Focus LIF 2017/22, [Preventing and Combating Violence Against Women and Domestic Violence \(Ratification of Convention\) Bill: Briefing for Lords Stages](#).

A Private Member's Bill, which came into force in June 2017, requires the Government to report to Parliament on progress on ratifying the Istanbul Convention, which requires Governments to take certain actions on domestic violence.

4.5 Suspects cross examining victims

The previous Conservative Government introduced provisions in the Prisons and Courts Bill 2016-17 to deal with the problem of alleged abusers being able to cross examine their victims in the family courts. Background is in [section 3.5](#) of Library Briefing Paper 7907, [The Prisons and Courts Bill](#). However, the Bill fell at the General Election.

The [Queen's Speech 2017](#) promised a Courts Bill which will "end direct cross examination of domestic violence victims by alleged perpetrators in the family courts and allow more victims to participate in trials without having to meet their alleged assailant face to face".⁴⁸

⁴³ ["Istanbul Convention: Britain drags its feet over women's rights"](#), *Independent*, 2 August 2015

⁴⁴ [PQ 26764](#) [on implementing the Istanbul Convention], answered 22 February 2016

⁴⁵ [PQ 10888](#) [on ratifying the Istanbul Convention], answered 14 October 2015

⁴⁶ Section 3

⁴⁷ Home Office, [Ratification of the Council of Europe Convention on combating violence against women and girls and domestic violence \(Istanbul Convention\) – report on progress 2018](#), October 2018, and Home Office, [Ratification of the Council of Europe convention on combating violence against women and domestic violence \(Istanbul Convention\): report on progress](#), November 2017

⁴⁸ Prime Minister's Office, [Queen's Speech and Associated Background Briefing, on the Occasion of the Opening of Parliament on Wednesday 21 June 2017](#) p40

However, when the Government launched a [consultation](#) on new domestic abuse legislation in March 2018⁴⁹ (see section 5 of this briefing paper below) it pointed to new [Family Procedure Rules](#) which allow vulnerable parties to family proceedings to give evidence behind a protective screen or via video link.⁵⁰ The consultation asks:

44 Are there other aspects of the criminal court treatment of vulnerable people which the family court could learn from?

Further background is in Commons Library Debate Pack 218/180 [Progress on protecting victims of domestic abuse in the family courts](#) which was prepared for the Westminster Hall debate of the same title which took place on 18 July 2018.⁵¹

The Courts and Tribunals (Judiciary and Functions of Staff) [HL] Bill 2017-19 (Courts Bill) was introduced in the Lords where it completed its stages with Third Reading on 13 November 2018. The Third Reading debate included this brief exchange:

Baroness Chakrabarti (Lab)

My Lords, I shall not trouble the House for long. Notwithstanding some differences of principle between us, I am very grateful to the Minister and his Bill team for the limited movement towards safeguards in the Bill, but it is a shame that the Bill was not a possible vehicle for the prohibition of cross-examination of domestic violence victims in the family courts. It is government policy and it would surely command cross-party and non-party support, so I hope the Minister will talk to his colleagues in government and make time for this discrete but vital measure before too long.

The Advocate-General for Scotland (Lord Keen of Elie) (Con)

My Lords, we are conscious of the need to address this measure and have of course addressed it in the past. I note what the noble Baroness, Lady Chakrabarti, has said on that topic but, nevertheless, I beg to move that this Bill do now pass.⁵²

The Government's [consultation document](#) (see section 5 of this briefing paper below) notes that victims of domestic abuse may already have access to special measures – such as giving evidence behind a screen – although it suggests that a legislative assumption that all such victims should be treated as eligible for special measures:

As a result, the prosecution would not have to establish eligibility for special measures on the grounds of “fear or distress”, simply that the special measure (such as a screen or evidence via video-link) is likely to improve the quality of the evidence and would not inhibit any party effectively testing that evidence. This would mean the victim would have greater certainty from the outset that they would not have to face the accused in court.⁵³

⁴⁹ Ministry of Justice consultation, Transforming the response to domestic abuse March 2018, p53

⁵⁰ See: [Practice Direction 12J - child arrangements & contact orders: domestic abuse and harm](#), r19(k)

⁵¹ [HC Deb 18 July 2018 cc131-152WH](#)

⁵² [HL Deb 13 November 2018 c1788](#)

⁵³ HM Government, [Transforming the response to domestic abuse](#), March 2018,p51

The consultation document goes on to ask for evidence that existing powers to prevent cross examination are not being used:

Cross-examination in criminal proceedings

At present if a defendant is unrepresented in criminal proceedings, the court can make an order to prevent the victim from being cross-examined by the defendant in person. Instead a lawyer will be instructed to do so on behalf of the defendant. The court can do this on its own or on an application by the prosecution.

Question: Do you know of instances in criminal proceedings when an application to prevent cross-examination of a victim by an unrepresented defendant has been denied in a domestic abuse case?⁵⁴

5. A draft Domestic Violence and Abuse Bill

The 2017 Conservative Manifesto repeated a promise to bring forward a Domestic Violence and Abuse Bill in “the next Parliament”.⁵⁵ On 21 June 2017, the [Queen’s Speech confirmed](#) that a draft Bill would be introduced in the 2017-19 session.⁵⁶

The Prime Minister, Theresa May, had previously announced “a major programme of work leading towards bringing forward a Domestic Violence and Abuse Act” on 17 February 2017:

Domestic violence and abuse shatters lives but the way we deal with it at the moment does not go far enough – with a plethora of different offences and procedures scattered across the statute book.

This lack of clarity has led to an unacceptable diversity across the country in terms of the degree of effort put in to try and tackle it. Although the prosecution of, and convictions for, such offences have started to improve in recent years, there is inconsistency in the use and effectiveness of the various law enforcement measures across the country.⁵⁷

In March 2018, the Government launched a [consultation](#) ‘seeking views on both legislative proposals for a landmark draft Domestic Abuse Bill and a package of practical action.

The [full consultation document](#) proposes:

- the introduction of a statutory definition of domestic abuse;
- the creation of a new Domestic Abuse Protection Notice (DAPN), to be made by the police; and
- a new Domestic Abuse Protection Order (DAPO) to be available to the courts in a wide range of circumstances
- a Domestic Abuse Commissioner
- Putting the Domestic Violence Disclosure Scheme into law⁵⁸

5.1 A statutory definition

The consultation proposes that the new statutory definition would be based on the existing cross-government definition, with some differences. Unlike the existing definition it would cover the concept of ‘economic abuse’ (including access to basic resources like food and clothing) rather than simply financial abuse:

The Government has said it will introduce a draft Domestic Violence and Abuse Bill in this session of Parliament.

⁵⁵ [Conservative Party Manifesto 2017, p58](#)

⁵⁶ Prime Minister’s Office, [Queen’s Speech and Associated Background Briefing, on the Occasion of the Opening of Parliament on Wednesday 21 June 2017](#), p37

⁵⁷ Prime Minister’s Office, Home Office, Ministry of Justice and the Rt Hon Theresa May MP, [Prime Minister’s plans to transform the way we tackle domestic violence and abuse](#), 17 February 2017

⁵⁸ HM Government, [Transforming the response to domestic abuse](#), March 2018

The proposed statutory definition would therefore define domestic abuse as:

Any incident or pattern of incidents of controlling, coercive, 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 sexual orientation. The abuse can encompass, but is not limited to:

- *psychological*
- *physical*
- *sexual*
- *economic*
- *emotional*

Controlling behaviour

Controlling behaviour is a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour.

Coercive behaviour

Coercive behaviour is an act or a pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish, or frighten their victim.⁵⁹

The new definition would be underpinned by statutory guidance.

5.2 New Domestic Abuse Protection Orders and Notices

The consultation proposes to replace the existing Domestic Violence Protection Notices and Orders with new orders. Other existing orders, such as restraining orders, non-molestation orders and occupation orders, would continue to exist “as these provide protection in situations other than domestic abuse”.⁶⁰ Key changes to the new order would include:

- flexibility over the length of time the it could last, in contrast to the current 28-day limit
- a link to the new statutory definition, which would mean it could apply where to cases involving abuse other than violence or threats of violence.

The consultation details other changes:

For the Domestic Abuse Protection Order we propose the following key elements to provide better protection to victims:

- Like the proposed notice, the circumstances in which the new order could be made would be linked to the new statutory definition of domestic abuse, extending its application to cases involving abuse other than violence or the threat of violence.

⁵⁹ p13

⁶⁰ p34

- The new order could be made by a court following a freestanding application, including by the victim and certain parties on the victim's behalf (for example a family member or support service), and could also be made by a court during any ongoing proceedings, including on conviction or acquittal in any criminal proceedings. The police would also have the power to apply for the new order, including after they had made a Domestic Abuse Protection Notice. In practice, this would mean that Domestic Abuse Protection Orders could be made in family, civil and criminal courts. By enabling these orders to be made across all jurisdictions we intend to provide flexibility and improve how the different jurisdictions can respond to domestic abuse.
- The new order would also be more flexible in terms of the conditions that could be attached to it, which could include both prohibitions (for example requirements not to contact the victim, including online, not to come within a certain distance of the victim, and not to drink alcohol or take drugs) and positive requirements. These positive requirements could include attendance at perpetrator programmes, alcohol and drug treatment programmes and parenting programmes. Electronic monitoring (for example location or alcohol monitoring) and notification requirements (for example the requirement for certain perpetrators to provide the police with personal information such as their address and details of relationship and family circumstances) could also be used as conditions attached to the new order.
- There would be flexibility as to the length of time that the new order could be in place: it could be for a period to be specified by the court or until the court made further order, in contrast to the current maximum duration for the existing domestic violence protection order of 28 days.
- It would be a criminal offence to breach a Domestic Abuse Protection Order.⁶¹

5.3 A Domestic Abuse Commissioner

The consultation proposes a statutory Domestic Abuse Commissioner to share best practice and raise awareness:

The Commissioner could work with local areas to ensure that services provided, whether working with victims, perpetrators or those at risk, are as effective, evidence-based and safe as they can be. They would also work with Wales' National Advisor for Violence Against Women, other forms of gender-based violence, domestic abuse and sexual violence. To achieve this, the Domestic Abuse Commissioner could have the powers and resources to:

- map and monitor provision of domestic abuse services against the National Statement of Expectations, and publish information to showcase and share best practice, as well as to highlight where local provision falls short of what is expected
- require local public bodies to cooperate and provide information
- oversee the Domestic Homicide Review Quality Assurance process (see section 4C), feeding lessons learned into their recommendations

- oversee compliance with the Specialist Domestic Abuse Courts Manual¹¹⁷
- publish findings in reports, which will be laid before Parliament
- provide recommendations to public bodies, including national and local government to improve the response to domestic abuse, accompanied with a duty on the responsible person/organisation to respond to these recommendations⁶²

5.4 The Domestic Violence Disclosure Scheme

As noted in section 3.5 of this briefing paper above, the Domestic Violence Disclosure Scheme was introduced without legislation, relying on the police's common law powers to disclose information where necessary to prevent crime. The consultation document notes Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services' criticisms about the wide discrepancies between forces in their use of the scheme and proposes to introduce a statutory duty on the police to have regard to the guidance:

Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) domestic abuse thematic report in 2017 reported that police forces need to raise awareness of the DVDS amongst victims and ensure victims are linked into specialist domestic abuse organisations who can provide additional support and advice. It identified inconsistencies surrounding the use of the scheme by police forces, noting the low volume of disclosures and the discrepancy between the use of 'right to know' and 'right to ask' disclosures.

To drive greater use and consistent application of the DVDS we propose to put the guidance underpinning the scheme into law, which would place a duty on the police to have regard to the guidance. We believe that this would strengthen the visibility, and therefore use, of the scheme, resulting in more victims and prospective victims being warned of the dangers posed by a partner and thereby preventing further instances of abuse.⁶³

5.5 Other proposals

Other proposals on which the Government has consulted included:

- Exploring further controlled and monitored use of conditional cautions – a formal police warning with conditions attached⁶⁴
- Improved management of repeat and serial perpetrators
- Improved work with perpetrators to change their behaviour

⁶² p65

⁶³ p41

⁶⁴ P60

5.6 The Home Affairs Committee Inquiry

The Home Affairs Committee published a report on [Domestic Abuse](#) which the Committee hoped would inform the content of the draft Bill.⁶⁵ The Committee welcomed the commitment to preparing a draft Bill, and the inclusion of economic abuse in the proposed definition. However, it regretted that the Government had confined the proposed scope to domestic abuse rather than all forms of violence against women and girls. Key recommendations included:

- that the bill and the statutory guidance should explicitly recognise “the gender inequality underlying domestic abuse”
- a new statutory responsibility on local authorities for refuge places to be available, supported by ring-fenced funding
- split payments of Universal Credit for all couples
- an analysis of the potential impact of domestic abuse leave
- a comprehensive review of funding of support for survivors of domestic abuse and sexual violence
- that the proposed Domestic Abuse Commissioner should be established instead as a Violence against Women and Girls and Domestic Abuse Commissioner, in recognition of the gendered nature of domestic abuse and its links to other forms of gender-based abuse.

5.7 What next?

The consultation closed on 31 May 2018. The Government received over 3,200 responses, which are currently being analysed.⁶⁶ The Government has said it will publish its response “later this year”.⁶⁷

⁶⁵ Home Affairs Committee [Domestic Abuse](#), 22 October 2018, HC 1015 2017-19, p3

⁶⁶ [PQ 157213 \[on Domestic Violence\] 3 July 2018](#)

⁶⁷ [HC Deb 11 October 2018 c334](#)

6. Further sources of information

The Crown Prosecution Service has published a [guide](#) for victims and witnesses of domestic violence. The CPS has also published [guidelines](#) for prosecutors.

The College of Policing (the professional body for policing) has published [authorised professional practice](#) on domestic abuse.

Some of the main sources of advice for victims are listed below:

- [English National Domestic Violence Helpline](#) **0808 2000 247**
- [Galop](#) (for lesbian, gay, bisexual and transgender people) **0800 999 5428**
- [Men's Advice Line](#) **0808 801 0327**
- [Wales Domestic Abuse Helpline](#) **0808 80 10 800**
- [Refuge](#)
- [Women's Aid](#)
- [SafeLives](http://www.safelives.org.uk/) <http://www.safelives.org.uk/>
- [Welsh Women's Aid](#)
- [National Centre for Domestic Violence](#)
- [Solace Women's Aid](#)
- [Respect](#)
- [Woman's Trust](#)
- [Southall Black Sisters](#)
- [Action on Elder Abuse](#)

7. Appendix

A1: Estimated number of victims of intimate violence in the last year, by headline category, year ending March, 16-59 years old (000s)							
Year	Any domestic abuse (1)	Any partner abuse (2)	Any family abuse (2)	Partner abuse (non-sexual)	Family abuse (non-sexual)	Sexual assault (any, including attempt)	Stalking
TOTAL							
2004/05	2,732	2,113	1,059	2,061	935	804	2,419
2005/06	2,769	2,142	1,073	2,089	948	815	2,451
2006/07	2,784	2,172	1,094	2,151	971	915	1,916
2007/08	..	..	..	1,967	652	812	..
2008/09	2,070	1,570	854	1,479	755	685	1,302
2009/10	2,119	1,650	791	1,591	700	664	1,336
2010/11	2,258	1,765	820	1,525	738	745	1,343
2011/12	2,258	1,685	866	1,754	708	777	1,389
2012/13	2,138	1,576	811	1,432	726	621	1,180
2013/14	2,126	1,608	717	1,428	640	482	1,132
2014/15	1,985	1,513	671	1,373	587	558	1,200
2015/16	1,989	1,517	682	1,342	611	645	1,210
2016/17	1,946	1,473	598	1,310	530	..	..
A2: Estimated number of victims of intimate violence in the last year, by headline category, year ending March, 16-59 years old (000s)							
MALE							
2004/05	1,000	752	389	713	352	154	1,423
2005/06	986	748	374	703	333	137	1,047
2006/07	1,017	769	406	760	359	154	908
2007/08	..	..	..	734	242	97	..
2008/09	666	470	322	448	299	85	586
2009/10	655	485	284	463	256	129	612
2010/11	763	569	313	488	280	128	659
2011/12	788	564	316	611	274	96	660
2012/13	708	492	298	442	284	131	413
2013/14	737	492	300	454	281	116	406
2014/15	643	448	254	413	231	113	395
2015/16	716	489	322	451	296	111	450
2016/17	713	491	261	450	240	..	..
A3: Estimated number of victims of intimate violence in the last year, by headline category, year ending March, 16-59 years old (000s)							
FEMALE							
2004/05	1,712	1,337	670	1,333	583	648	1,163
2005/06	1,810	1,452	686	1,382	593	790	1,169
2006/07	1,751	1,380	689	1,372	613	761	1,076
2007/08	..	..	..	1,201	411	710	..
2008/09	1,422	1,118	534	1,046	456	597	756
2009/10	1,484	1,183	509	1,153	446	539	767
2010/11	1,461	1,196	506	1,040	458	617	738
2011/12	1,469	1,117	551	1,140	433	680	780
2012/13	1,433	1,086	514	992	443	492	768
2013/14	1,389	1,115	417	973	358	366	726
2014/15	1,340	1,063	417	957	356	444	803
2015/16	1,272	1,028	360	891	315	533	759
2016/17	1,235	985	337	862	290	..	..

Notes:

(1) partner or family non-physical abuse, threats, force, sexual assault or stalking

(2) non-physical abuse, threats, force, sexual assault or stalking

... indicates not available

Source:

ONS, *Focus on Violent crime and sexual offences*, various editions, Appendix tables (Table 4.06 & 4.07)

ONS, *Domestic abuse: findings from the Crime Survey for England and Wales: year ending March 2017*, Appendix tables 6&7, 8 February 2018

Table A4: Domestic abuse incidents recorded by the police, year ending March

		2010-11	2011-12	2012-13	2013-14	2014-15	2015-16 (4)	2016-17
England	Avon & Somerset	15,648	15,356	15,290	18,653	23,065	24,974	26,355
	Bedfordshire	9,137	8,250	8,235	7,951	10,740	11,075	10,977
	Cambridgeshire	12,830	11,249	11,286	11,760	11,144	12,680	14,371
	Cheshire	5,887	4,186	4,537	4,112	4,666	8,003	9,156
	Cleveland	15,042	14,883	12,726	11,515	15,268	15,182	15,535
	Cumbria	6,455	6,422	6,547	6,932	7,060	8,490	7,725
	Derbyshire	17,912	17,345	17,631	18,558	18,509	19,275	18,415
	Devon & Cornwall	25,846	26,238	26,516	29,624	29,424	28,200	26,939
	Dorset	6,946	7,425	8,183	8,487	9,362	11,109	10,837
	Durham	13,025	13,330	12,301	12,787	13,570	19,757	22,946
	Essex	21,385	26,876	26,917	28,181	28,009	30,667	31,376
	Gloucestershire	7,639	7,076	5,652	4,861	6,456	11,638	8,626
	Greater Manchester	54,626	47,514	47,636	50,881	48,803	65,792	67,987
	Hampshire	24,009	24,206	25,140	26,621	28,930	47,995	33,496
	Hertfordshire	12,037	12,644	12,240	13,229	15,532	20,779	22,200
	Humberside	16,409	17,049	15,020	15,884	15,749	18,780	22,808
	Kent	21,633	22,509	23,275	25,419	28,213	33,196	36,236
	Lancashire	27,615	29,465	30,505	28,903	25,939	23,890	27,347
	Leicestershire	12,492	17,172	17,806	18,283	17,206	12,414	15,970
	Lincolnshire	7,232	8,762	9,984	10,242	10,327	10,276	10,226
	London, City of	107	90	106	86	132	167	181
	Merseyside	31,069	32,511	33,261	32,330	31,522	30,036	28,359
	Metropolitan Police	121,314	118,079	118,391	132,941	145,230	152,823	157,754
	Norfolk	8,546	9,878	10,288	10,753	12,481	15,880	15,793
	Northamptonshire	7,504	7,336	9,513	10,209	10,200	10,754	9,994
	Northumbria	7,277	8,108	8,611	9,588	10,159	14,125	15,793
	North Yorkshire	28,167	27,406	27,096	28,927	29,962	30,534	32,030
	Nottinghamshire	17,025	20,007	21,011	20,020	18,773	14,228	17,120
	South Yorkshire	23,725	24,079	28,601	33,431	33,135	32,135	33,875
	Staffordshire	22,486	20,412	20,331	20,940	18,590	25,280	26,044
	Suffolk	7,586	7,498	7,145	7,936	8,915	8,774	9,629
	Surrey	12,731	11,755	12,485	13,931	14,389	13,179	13,048
	Sussex	17,384	16,732	17,735	20,165	23,105	23,559	23,941
Thames Valley	32,320	32,821	34,125	37,174	41,846	26,910	29,964	
Warwickshire	7,855	7,805	7,434	7,079	7,045	9,794	11,132	
West Mercia	16,559	16,633	15,504	15,646	18,064	21,485	24,205	
West Midlands	41,494	30,137	27,853	41,886	49,047	52,042	52,363	
West Yorkshire	34,742	36,725	37,635	38,668	40,774	45,062	48,438	
Wiltshire	4,584	4,413	5,139	9,072	9,926	10,744	10,881	
England Total	776,280	770,382	779,691	843,665	891,267	971,683	1,000,072	
Wales	Dyfed-Powys	2,004	2,325	2,264	2,760	3,500	4,440	4,529
	Gwent	..	8,948	10,694	11,585	11,531	15,311	16,055
	North Wales	10,766	12,901	13,745	11,566	8,630	11,292	12,589
	South Wales	28,016	27,656	27,537	21,246	28,700	27,666	33,382
	Wales Total	40,786	51,830	54,240	47,157	52,361	58,709	66,555
E&W Total 43 Forces Total	817,066	822,212	833,931	890,822	943,628	1,030,392	1,066,627	

Notes:

(1) Police recorded crime data are not designated national statistics

(2) Domestic abuse incidents are defined as any incidence of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults, aged 16 and over, who are or have been intimate partners or family members, regardless of gender or sexuality

(3) Variations in figures may be due to changes in recorded practices over the time period shown

(4) Data for 2015/16 are not comparable to those published for previous years due to a change in the coverage of the data collection

Sources:

ONS, *Focus on Violent crime and sexual offences*, various editions, Appendix tables (Table 4.08)ONS, *Domestic abuse in England and Wales: year ending March 2017*, Appendix tables 5 & 8 combined, 23 November 2017

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