



Making the Grade? 2007

The third annual independent analysis of UK
Government initiatives on violence against women

Violence against women continues to persist as one of the most heinous, systematic and prevalent human rights abuses in the world. It is a threat to all women, and an obstacle to all our efforts for development, peace, and gender equality in all societies.

The United Nations family is stepping up its activities at all levels — from new initiatives by the Regional Commissions to better coordination and programming at the country level. Efforts are under way to raise public awareness, build political will and provide effective responses. And we are working on proposals to help States assess the scope, prevalence and incidence of violence against women, and respond to it more effectively.

I have decided to spearhead a system-wide campaign through 2015 for the elimination of violence against women. The campaign will focus on three key areas: global advocacy; United Nations leadership by example; and strengthened partnerships at the national and regional levels to support the work of Governments, civil society, the private sector and others. And I have called on the Security Council to establish a mechanism dedicated to monitoring violence against women and girls, within the framework of resolution 1325 (2000) on women, peace and security.

Violence against women is always a violation of human rights; it is always a crime; and it is always unacceptable. Let us take this issue with the deadly seriousness that it deserves.

Ban Ki-moon, Secretary-General, United Nations¹

Today there is an undeclared war against women in this country. This is no exaggeration.

Each year some three million women will experience violence in one form or another. Rape, or the threat of it; assault, often at the hands of someone they know; intimidation through stalking; sexual abuse, either by a member of their own family or someone they know, much of it routine and known to others in the family; genital mutilation; and forced marriage.

We are putting every public authority on notice. The Equality and Human Rights Commission intends to make the treatment of violence against women the first acid test of their fulfilment of their duties under the Act.

We expect everyone to sit up, pay attention and to provide adequate services; and I am saying this well ahead of their budget setting process, so there can be no excuses about lack of resources. If you don't provide, what you actually mean is that it doesn't matter enough to you. If so, fine, but we think that at least half the electorate needs to know that you really don't care. And we intend to tell them.

In twelve months' time we will ask public authorities where they stand. If they don't measure up, they can expect to be named publicly. If they don't act, they will see us at their doors with compliance notices. And if they still can't be bothered, they need to put their expensive lawyers on retainer today.

Trevor Phillips, Chair, Equality and Human Rights Commission²

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LETTER FROM THE CHAIR OF THE END VIOLENCE AGAINST WOMEN CAMPAIGN

Dear Friends

We are delighted to introduce this third annual report on violence against women in England and Wales.³

Violence against women is still far more widespread than most people realise; around half of all women will suffer some form of violence in their lifetime – be it sexual assault, stalking, or domestic violence. A conservative calculation of the costs to the state of sexual offences in 2003-04 is estimated at £8.5 billion;⁴ while a more comprehensive costing of domestic violence, including the cost to victims, adds up to £23 billion.⁵ Trevor Phillips, Chair of the Equality and Human Rights Commission, has called it ‘an undeclared war on women’.⁶



In 1995, the UK signed up to a global commitment at the UN to eliminate violence against women;⁷ more recently in 2006, in a detailed report,⁸ Kofi Annan, then Secretary General of the UN, re-affirmed the need for states to take integrated measures and flagged the development of global indicators to measure state progress. Making the Grade, which is produced each year by the End Violence Against Women (EVAW) Campaign, is an effort to assess the extent to which Government is working in a strategic and integrated way to address this issue and, by undertaking the same simple snapshot survey each year, progress can be tracked.

There is no doubt that some Departments are making headway in developing plans and monitoring success this year. A number of Departments were able to report progress: for example, the Crown Prosecution Service has begun to develop its own strategy on violence against women and reports significant benefits. This is welcome and ground breaking, as it uses a gender analysis to inform the delivery of an integrated service. A number of Departments also have undertaken innovative pilot projects in key areas, and with limited resources have taken real steps to try and tackle the problem: the list of good practice examples on page 20 illustrates such success. All this represents more investment and effort than has ever been made before, and we are encouraged by it.

At the same time, however, we still lack an overarching approach; there is a plethora of plans, all vital in themselves but lacking as yet a strategic overview from the top, pulling them all together and ensuring that the measures are integrated. We still see a number of Departments failing to understand how they can contribute to the wider Government effort; and too much of the progress remains limited to pilot projects with short term funding. This dislocation at the top is reflected in fractured services on the ground: a postcode lottery, which means women in some areas have access to a diversity of specialist responses, whereas in others, virtually nothing is available locally.

EVAW therefore renews for a third year the call for Government to adopt an integrated, strategic approach to ending violence against women, similar to that being put in place in Scotland. This year, when the UK will be examined on its 6th report to the United Nations CEDAW Committee,⁹ not only will this fulfil the undertaking we made in 1995 to take integrated measures, but we believe it is the only way to ensure clear allocation of resources, clear targets, and consistent service provision. We must deliver holistic protection, justice and support to women and girls wherever they face violence, and take effective measures to prevent and eliminate violence. To achieve this, every Government Department must play its part.

A handwritten signature in cursive script that reads 'Liz Kelly'.

Professor Liz Kelly

Chair, End Violence Against Women Campaign

EXECUTIVE SUMMARY

Violence against women affects us all; whether we have direct experience of it, know someone who has been in a violent relationship or sexually harassed at work or in the street. The threat and realities of violence are major factors in women's enhanced fear of crime, which in turn limits our access to public spaces. We are also all concerned about women trafficked into the UK and all sexual exploitation. As a society we pay, socially and financially, for the multitude of costs that violence results in. These are just a few of the ways that violence against women (VAW) cuts across all areas of life and therefore all areas of public policy.

VAW is a serious human rights abuse, recognised as a cause and a consequence of women's inequality. End Violence Against Women (EVAW) is a broad-based coalition of organisations who are calling for the UK Government to take action to end all forms of violence against women. Our vision is of a society where women and girls can lead their lives free from the threat and reality of violence.

What is Making the Grade?

Making the Grade is an assessment by members of the independent violence against women sector of how UK Government Departments tackle violence against women. It is based on the responses that Secretaries of State give to 12 questions, looking at how far there is a strategic framework to drive this work, alongside the basic components that must form a part of any strategy: a common definition; action plans; objectives and measures of progress; resources and capacity. Points are allocated up to a possible maximum of 150, and then calculated as a score out of 10. All the responses can be found online at www.endviolenceagainstwomen.org.uk.

Why does this matter?

The British Crime Survey 2005-06 shows that 23% of women and 3% of men experience sexual assault as an adult. In the same year, 14,449 offences of rape were recorded by the police – 92% of the victims were women. Only 15% of serious sexual offences against people over 16 are reported to the police; and of the rape offences

that are reported, fewer than 6% result in a conviction. Girls are more likely than boys to be sexually assaulted by a family member, a form of sexual violence that carries an increased likelihood of repeat victimisation and debilitating impacts into adulthood.¹⁰ The Forced Marriage Unit says that forced marriage involves threatening behaviour, assault, kidnap, abduction, imprisonment and, in the worst cases, murder. Sexual intercourse without consent is rape, regardless of whether this occurs within the confines of a marriage. A girl forced into marriage may be raped until she becomes pregnant.¹¹ 89% of those who suffer sustained domestic violence are women.¹² Out of an estimated 500,000 domestic violence related calls to the police, only around 7,000 incidents result in a prosecution.¹³ There is a significant link between maternal mortality and a history of psychiatric illness and domestic violence.¹⁴ 75% of those working in prostitution are girls or women.¹⁵ 70% of those in street prostitution began as children or teenagers; 85% report physical abuse in their family; 45% report sexual abuse in their family; 70% spent time in Local Authority care while children.¹⁶

EVAW's recent publication *Map of Gaps*,¹⁷ published in partnership with the Equality and Human Rights Commission, points out the following:

- A third of Local Authorities have no specialised violence against women support services.
- Most women have no access to a Rape Crisis Centre, and less than a quarter of local authorities provide any sexual violence service at all.
- A third have no services on domestic violence.
- Fewer than 10% of local authorities provide any specialised services for women and girls who face forced marriage, female genital mutilation or crimes in the name of honour.

What can Government do about this?

All parts of Government have a part to play in prevention, protection, and support for women

suffering from violence. Some lead in protection: the Home Office, Ministry of Justice, and the Crown Prosecution Service; others in prevention and support, such as Health and Department for Children, Schools and Families (DCSF). Attitudes that condone, ignore, or even encourage violence against women often start in childhood and must be addressed through the National Curriculum (DCSF). Poverty increases women's vulnerability to violence, and violence may make women poor: something that Her Majesty's Treasury (HMT), Department for Business, Enterprise and Regulatory Reform (BERR), Department for Work and Pensions (DWP) and Department for Innovation, University and Skills (DIUS) must tackle. There are links between violence against women and women's fear of crime, of going out at night and participating in public life; using public transport, or using our public parks and open spaces (Department for Communities and Local Government, Department for Transport); between violence against women and combat stress suffered by returning troops (Ministry of Defence); between violence against women and sport and sporting events, the commercial sex trade, and the sexualisation of women in the media (Department for Culture Media and Sport); between violence against women and social exclusion (Cabinet Office); between violence against women and the isolation of rural women (Department for the Environment, Food and Rural Affairs); between violence against women and the particular vulnerability of migrant and trafficked women (Home Office, Foreign and Commonwealth Office). Finally, all Departments that hold personal records or set policy for such records must hold them securely so that they cannot be accessed by perpetrators of domestic violence, forced marriage and crimes in the name of honour, female genital mutilation (FGM), stalking, and traffickers who are attempting to track women.

What did we find?

The first year that we published Making the Grade, few Departments scored well. Many scored nil, and a number said that violence against women had nothing to do with them. Last year two trends were discernible: a small number pulled ahead – Crown Prosecution Service

(CPS), Home Office, Department of Health; leaving a large group of Departments still underperforming, but a welcome fall in the number of Departments that claim to have nothing to do with violence against women. This year, there is further, although lamentably slow, progress. The best Departments have performed, on the whole, better again. This is good, but also means the majority are still performing poorly.

This year Departments should have been preparing to comply with the new Gender Equality Duty, which came into law in April 2007. This requires them not just to eliminate unlawful sex discrimination and harassment, but to promote gender equality between women and men. Their responses show that most have not identified violence against women as an extreme manifestation of gender inequality, nor seen the links between their policies and their impact on violence against women. Nor do they tackle the intersectional discrimination faced by, for example, black and minority ethnic and disabled women, migrant and trafficked women, which makes them more vulnerable to some forms of violence, and less able to get help.

This year, for the first time, two Departments failed to respond at all, despite much correspondence. They have both therefore scored nil. This has reduced the average score across Government to below last year's level. The scores are reproduced below. The Crown Prosecution Service achieved a highly commendable 7/10, coming top for the second year running; the Home Office came a close second; and a group of others gave some good accounts of their work, although they have some way to go. The lowest scoring departments do not recognise the relevance of violence to their remit.

	2005	2006	2007
Department for Business, Enterprise, and Regulatory Reform ^a	1	1½	½
Cabinet Office	½	1¾	1½
Department for Children, Families and Schools ^b	0	1	1
Department for Communities and Local Government	1	2	3
Crown Prosecution Service ^c	- ^d	6¾	7
Department for Culture, Media and Sport	0	¾	½
Ministry of Defence	1	1¼	½
Department for Environment, Food, and Rural Affairs	0	¾	0
Foreign and Commonwealth Office	3	2½	4
Department of Health	3½	4	4
Home Office	3	6	6
Department for Innovation, Universities and Skills ^e	0	1	½
Department for International Development	2½	2¾	4
Ministry of Justice	2½	5	3½
Department for Transport	0	¼	0
Her Majesty's Treasury	0	1¼	½
Department for Work and Pensions	0	¼	½
Average score across Government	1	2.28	2.18

a Previously Department of Trade and Industry

b Previously Department for Education and Skills(alongside DIUS)

c CPS responds for the Law Officers Department

d CPS was not invited to take part in the first edition

e Previously Department for Education and Skills

CHAPTER ONE - INTRODUCTION

This year's Making the Grade is the third annual report we have produced. It is independent of Government, being undertaken, scored and compiled to reflect the views of the independent violence against women (VAW) non-statutory sector, represented by members of the EVAW Campaign,¹⁸ the only coalition of its kind in the UK.

Making the Grade is an assessment of the work of each of the Government Departments in Westminster in tackling violence against women. The assessment is based on the evidence provided by each Secretary of State in response to 12 standardised questions. The questions seek to establish how far each Department has in place a strategic framework, and addresses the basic components that must form a part of any strategy: a common definition; action plans; objectives and measures of progress; resources and capacity.

We ask whether each Department works to the UN definition of violence against women, to which the UK Government is formally signed up: to our surprise, many do not. We ask about each Department's plans and objectives; how they measure the effectiveness of their initiatives; how they hold the bodies that undertake work on their behalf to account; and what resources they invest in violence against women-related work. The questions are designed to allow all Departments to score highly even if they manage policy areas that only indirectly address violence against women. If a Department can demonstrate (rather than simply assert) that a particular question does not relate to them, it is omitted from the scoring framework (for example, if a Department does not sponsor or commission work, question 5 is omitted). The questions are also geared to examine the policy processes and performance management systems that Departments have in place, rather than the quality of the substantive policies themselves.

The violence against women sector believes that this Government has done, and continues to do, more to tackle this human rights issue than any previous Government, and we applaud this commitment. However, although both the Liberal Democrat Party¹⁹ and the Conservative Party²⁰

have made a commitment to introduce an integrated strategy on violence against women, the Government has not as yet made such a commitment. Because of this, for women who experience violence, there continue to be gaps in support, protection and justice, due to policy deficiencies; as a society, we have yet to invest in meaningful prevention. These are some of the reasons why we believe that an annual audit is a useful barometer of how far this issue is being tackled strategically, and what improvements are being made in real terms. It also helps us pinpoint what needs to be prioritised. We view the recommendations we set out in this report as a constructive contribution to our collective commitment - the Government, the Third Sector, and civil society - to the goal set by the UN of eliminating violence against women.

This year we highlight examples of good practice from different Departments that all parts of Government could adopt and learn from, and which would support their compliance with the equalities and human rights duties by which they are bound.

Departmental responses show a widespread lack of understanding of the Public Equality Duties. Since 2000, all public bodies have been required not just to avoid discriminating unlawfully against people on grounds of race, but actively to promote racial equality in their policies. In 2006 and 2007 similar duties were imposed on the public sector in relation to disability and gender respectively. This has been a step change: it is no longer sufficient to simply treat everyone alike *regardless* of race, disability, or gender: now Departments and other public bodies must *promote* equality. This means that they must undertake analysis to establish any differences in the level of need for a particular service by women and by men and whether their policies inadvertently create, reinforce, or fail to address, historic inequalities. So, for example, it is no longer acceptable for a Department to argue that policies make no distinction between people of different races, because this might create a perception of unfairness. Compliance with the Race Equality Duty requires policies that are sensitive to the needs of different racial groups in

order to ensure equality of treatment and outcome. Equality is achieved through tailored services, not one-size-fits-all. The same applies to gender and disability, but a number of Departments state that their policies are deliberately gender-neutral.

We were disappointed, in the year that the Gender Equality Duty was introduced, to find that the recognition of inequalities that exists with respect to race and ethnicity was not evident with respect to gender. This is not fertile ground for the new legislation to take root in, and suggests complacency about equality between women and men which is not supported by the data on employment, income, wealth, access to public life, or violence. It suggests that there is a hierarchy of inequality, in which some communities of disadvantage are given less priority than others in terms of analysis, resources, and legal rights.

Commitments on violence against women

The UK is signed up to a number of international agreements on violence against women. The Foreign and Commonwealth Office Diversity Scheme notes:

The UK equality duties.....broadly reflect international human rights standards on equality and discrimination to which the UK has signed up.²¹

Global action

The UN definition of violence against women is contained in its Declaration on the Elimination of Violence against Women, 1993:²²

For the purposes of this Declaration, the term “violence against women” means any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life. Violence against women shall be understood to encompass, but not be limited to, the following:

(a) Physical, sexual and psychological violence occurring in the family, including battering,

sexual abuse of female children in the household, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence and violence related to exploitation;

(b) Physical, sexual and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women and forced prostitution

(c) Physical, sexual and psychological violence perpetrated or condoned by the State, wherever it occurs.

The Declaration calls on States to act with due diligence to prevent and respond to violence against women. In 1992, the Committee of the Convention on the Elimination Of All Forms Of Discrimination Against Women (CEDAW) adopted general recommendation 19, which defines gender-based violence as violence that is directed against a woman because she is a woman or that affects women disproportionately and declares it to be “a form of discrimination against women that seriously inhibits women’s ability to enjoy rights and freedoms on a basis of equality with men”. The general recommendation makes clear that “states may be ...responsible for private acts if they fail with due diligence to prevent violations of rights or to investigate and punish acts of violence, and for providing compensation”.²³

There is implicit recognition of violence against women as a gender equality issue in reporting under CEDAW but it is dealt with in most UK Government policies, and in Northern Ireland, as gender neutral. The UK report to the CEDAW Committee is strengthened by its references to Scottish policy responses which are more compliant with UN requirements and human rights. EVAW seeks to extend the Scottish good practice to the whole of the UK.

The United Nations Commission on Human Rights appointed a Special Rapporteur on Violence Against Women, including its causes and consequences, in 1994. In 2003 the Commission agreed this resolution:

“... *emphasized* the duty of Governments to... exercise due diligence to prevent, investigate and, in accordance with national legislation, punish acts of violence against women and to take appropriate and effective action concerning acts of violence against women, and to provide access to just and effective remedies and specialized, including medical, assistance to victims;

affirmed, in this light, that violence against women constitutes a violation of the human rights and fundamental freedoms of women and that violence against women impairs or nullifies their enjoyment of those rights and freedoms.”

The Special Rapporteur is mandated to transmit urgent appeals and communications to states regarding alleged cases of violence against women; undertake fact-finding country visits; and submit annual thematic reports. In her third annual report, she examined the concept of due diligence, and notes that under international law, the State is obliged to act with due diligence²⁴ to prevent, investigate, punish and provide remedies for acts of violence regardless of whether these are committed by private or State actors.

The UK signed up to the *Optional Protocol* to the Convention on the Elimination of All Forms of Discrimination against Women at the end of 2004.²⁵ This entitles individual women and groups of individual women to petition CEDAW on violations of the Convention. It also allows the Committee to launch enquiries into grave or systematic violations, including all forms of violence against women.

In his 2006 report on violence against women, the UN Secretary General calls for States to implement a Plan of Action in order to ensure compliance with their UN commitments.²⁶ He states that ‘the continued prevalence of violence against women is testimony to the fact that States have yet to tackle it with the necessary political commitment, visibility and resources... Work to end violence against women requires not only a clear demonstration of political commitment but also systematic and sustained action, backed by strong, dedicated and permanent institutional mechanisms.’²⁷ The report calls for a more cohesive and strategic approach from governments.

European action

The Roadmap for Equality between women and men for the period 2006-2010 was adopted by the EC on 1 March 2006. One of its six priority areas for action is the eradication of all forms of gender-based violence.²⁸

The Council of Europe (COE) Member States adopted an action plan in 2005 which included two concrete measures to combat violence against women: to set up a task force to combat violence against women, including domestic violence, and to launch a campaign. The campaign was launched in November 2006, and is being carried out jointly with the Parliamentary Assembly of the COE and the Council of Regional and Local Authorities. It focuses on domestic violence and covers four thematic areas: legal and policy measures, support and protection of victims, data collection and raising awareness. The COE has encouraged Member States to make progress in these areas during the campaign and requested that each State appoints a high-level official and focal point for the COE campaign. Member States have also been urged to run their own national campaigns in parallel or as a follow up to the COE campaign. In 2007 the COE held a series of seminars on the thematic areas as part of the COE campaign. The UK Government has appointed the official and focal point and several experts from the UK have attended some of the seminars but it has not launched a parallel national campaign.

In 2006 the Council of Europe published a stocktaking study²⁹ which assessed progress on the protection of women from violence. The stocktaking study was drawn from the results of the monitoring framework to evaluate progress and implementation of the recommendation that was sent to all member states in 2005. In 2007 the COE published an analytical study based on the results of the stocktake, to assess progress. However, the UK is notable for its absence, as it did not submit a response to the COE.

UK commitments on women's equality

The following extracts from the Statutory Code of Practice for the Gender Equality Duty set out

the legal requirements of the Duty and its relevance to violence against women:

All public authorities are legally required, when exercising their functions, to have due regard to the need:

- *to eliminate discrimination and harassment that is unlawful under the Sex Discrimination Act 1975 (SDA) and discrimination that is unlawful under the Equal Pay Act 1970 (EqPA)*
- *to promote equality of opportunity between men and women.*

The Duty requires public authorities to identify and tackle discrimination, to prevent harassment, and to ensure that their work promotes equality of opportunity between men and women. It is a form of legally enforceable 'gender mainstreaming' – building gender equality into the core business thinking and processes of an organisation. It is different from previous sex equality legislation in two crucial respects:

- *public authorities have to be proactive in eliminating discrimination and harassment, rather than waiting for individuals to take cases against them.*
- *public authorities have to be proactive in promoting equality of opportunity, and not just avoiding discrimination.*

In addition to the general duty listed above, there are specific duties that require listed bodies, including all Government Departments, to publish a Gender Equality Scheme, showing how they will meet the general and specific duties and setting out their gender equality objectives. They must consider the need to include objectives to address the causes of any gender pay gap. They must also gather and use information on how their policies and practices affect gender equality in the workforce and in the delivery of services; consult stakeholders (i.e. employees, service users and others, including trade unions) and take account of relevant information in order to determine their gender equality objectives; assess the impact of their current and proposed policies and practices on gender equality; implement the actions set out in its scheme within three years, unless it is unreasonable or impracticable to do

so; to report against the scheme every year, and review the scheme at least every three years.

The Code of Practice goes on to say:

The duty on public authorities to have due regard to the need to promote equality of opportunity between men and women is a new aspect of the SDA. In order to achieve actual equality of opportunity, it is necessary to recognise that in certain circumstances women and men, because of their sex or gender roles, are not in the same position. In some circumstances it may therefore be appropriate for public authorities to treat women and men differently, if that action is aimed at overcoming previous disadvantage.

Women make up the substantial majority of victims of domestic violence and rape. It would not be appropriate, therefore, for a local council to seek to fund refuge services on a numerically equal basis for men and for women. The promotion of equal opportunities between men and women requires public authorities to recognise that the two groups are not starting from an equal footing and identical treatment would not be appropriate.

*The Gender Equality Duty requires public authorities proactively to address the individual needs of women and men in all their functions... This might mean providing services to one sex only ... This could be an appropriate and sometimes even a necessary way of complying with the Gender Equality Duty if evidence shows that single-sex approaches are needed to allow both women and men to access public services equally or in order to deliver equality of outcomes. The most common examples of this in practice are rape crisis centres or refuges for women who are victims of domestic violence.*³⁰

Finally, the Code makes recommendations of good practice:

- *evidence of commitment from senior leaders, and evidence of the link to the authority's priorities and business plans, with separate action plans for individual identifiable departments*
- *the identification of individuals with responsibilities for taking action, and the allocation of specific budgets*

- *measurable and time bound indicators of progress towards the objectives*
- *measures to strengthen the capacity of the authority to meet the duty*
- *details of how impact assessment will be incorporated into the authority's decision-making process*
- *details of how the public authority will ensure the duty is met in procurement and partnerships*

The final report of the Equalities Review³¹ included violence against women and the Equalities and Human Rights Commission has incorporated it into its work.

In the Thematic Shadow Report to CEDAW on Violence Against Women, the authors say this:

‘A rule of ‘no recourse to public funds’ denies state support from those with uncertain immigration status, in turn limiting their access to services they cannot personally afford, such as refuge provision. Those who enter the UK on the basis of marriage are required to remain in that relationship for two years in order to secure residence and access to state support. Ending the relationship within that period, perhaps due to violence, means that women are less likely than others to be able to access support services such as refuges in the absence of access to welfare payments; immigration status therefore shapes the level and nature of protection from violence. There are only limited and discretionary allowances to remain in the UK in cases where proof of domestic violence can be given. The extension of the residence requirement in 2003 from one year to two years occurred in spite of continuous feedback to the Government from the voluntary sector of the damaging effects of the ‘one year rule’ on a small, but deeply oppressed, group of minority ethnic women living in the UK.’³²

We welcome the simplicity of the most recently announced Public Service Agreements (PSAs) As but criticise them for being almost entirely gender neutral, e.g. the PSA to Improve Children’s and Young People’s Safety makes only a single reference to boys, despite the fact that girls suffer more sexual abuse, rape, sexual exploitation and forced marriage. This is a

further example of how responses are neither integrated nor part of a long term, strategic approach.

There continue to be hopeful signs that there is support at the top for a strategic and integrated approach. The Government’s Violence Action Plan is an indication that action on different forms of violence against women may be joined up. We hope that, in line with the Gender Equality Duty, delivery of the Plan will be supported by a strong gender analysis.

CHAPTER TWO - METHODOLOGY

The methodology in this report draws on those in use across the world by international bodies such as the UN, and by aspects of scorecards and indicators used by researchers on violence against women with international reputations, some of whom are among EVAW's members and who contribute to the report every year. Scorecards are an accepted, and increasingly common, route to the monitoring of comparative performance and trends, in Government, business, social policy and human rights.

Making the Grade is based on the arguably simple premise that Secretaries of State should be in the best position to give a comprehensive account of their work on this issue. We therefore send a questionnaire to each Government Department at the same time each year, to allow them to plan for and prepare their response. We ask a set of generic and broadly framed questions which focus on the processes that Departments have in place to address violence against women (reproduced at Annex B). The Domestic Violence Virtual Unit that co-ordinates Government's policies on domestic violence commented on the complexity and quality of the questions last year and so this year we have sought to simplify them. There are 11 rather than 20 questions, with a 12th 'bonus' question that asks Departments to describe their successes. This is intended to allow Departments to showcase the good work they are doing, and give the best possible account of their work.

Although we should eventually like to be able to make an assessment of the success of substantive policies, at the moment we are unable to do so while so few have substantive policies in place. It is for this reason that we focus on the process that each Department follows, as until these are standardised we have no benchmarks with which to make meaningful comparisons. We therefore ask about an agreed definition; plans; target setting; monitoring; research; resources; and evaluation.

Audit framework

Our letter to all Secretaries of State this year is at Annex A. We included as usual an offer to all Departments to meet them to discuss their

responses and explain how violence against women could fit into their work priorities. Out of seventeen Departments, only five took this offer up: Cabinet Office; Department for Transport, Department for International Development, the Crown Prosecution Service and Department for Communities and Local Government. We were pleased with their willingness to engage, and hope more Departments will take up the offer next year.

Scoring framework

The questions and guidance on completion sent out to all Departments is included in Annex B. This is designed to give Departments the clearest possible sense of what we are trying to elicit with each question, as well as a contact point for further queries.

We include these in order to make the process transparent, and to demonstrate that we are not attempting to trap Departments into making poor responses, but precisely the opposite. The guidance we send to Departments on how they should complete their responses, and the data we are looking for, shows clearly that Making the Grade is an attempt by EVAW to engage with Government constructively, and to enhance their understanding of the relevance of violence against women, not only to their statutory responsibilities, but also to core business and priorities. We firmly believe that moving to a more integrated strategic framework will benefit not only women and children but also Government delivery.

It has also been argued by some that it is not realistic to expect all Government Departments to address violence against women. As Cabinet responsibilities are presently constructed, we do not believe this applies to any Department of State. And, of course, if it did, we would still expect to see processes in place in such a Department to address its responsibilities as an employer and to check the effect of new external public policies and arising issues, as compliance with the statutory Gender Equality Duty requires.

One of the key aims of Making the Grade has been to create a simple method of assessing

progress, year on year, until this is done routinely by the Government. Regular reshuffles of policy responsibilities within Government make comparisons between years difficult, however. In 2007, the following Departments³³ were reorganised:

The Department for Constitutional Affairs became the Ministry of Justice, taking over some of Home Office's responsibilities.

The Department for Education and Skills was split into the Department for Children, Schools and Families and the Department for Innovation, Universities and Skills.

The Department of Trade and Industry became the Department for Business, Enterprise and Regulatory Reform, losing its trade remit to DFID.

The Government Equalities Office was also established as a Government Department in July; there is therefore no scorecard for them.

In this report, in the interests of clarity we have used the new titles for Departments, even though the majority of the period covered by this audit predates the reshuffle.

For a comprehensive set of links between each Department's policy leads and violence against women, please refer to the individual scorecards in chapter four. In summary, however, we believe all parts of Government have a part to play in prevention, protection, and support for women suffering from violence. Some have a lead in protection: for example, the Home Office, Ministry of Justice, and the Crown Prosecution Service. Others have a role in prevention and support, such as Health and DCSF. These links include the connexion between attitudes that condone, ignore, or even encourage violence against women, which often start in childhood and must be addressed through the National Curriculum (DCSF). There are links between violence against women and poverty, which disempowers women and increases their vulnerability to violence, and may also be a consequence of violence – something that HMT, BERR, DWP and DIUS must tackle; between violence against women and women's fear of crime, of going out at night and participating in public life; using public transport, or using our

public parks and open spaces (DCLG, DfT); between violence against women and combat stress suffered by returning troops (Ministry of Defence); between violence against women and sport and sporting events, the commercial sex trade and adult entertainment industry, and the sexualisation of women in the media (DCMS); between violence against women and social exclusion (Cabinet Office); between violence against women and the isolation of rural women (DEFRA); between violence against women and the particular vulnerability of migrant and trafficked women (Home Office, FCO). Finally, all Departments that hold personal records or set policy for such records must ensure that they cannot be accessed by perpetrators of domestic violence, forced marriage and crimes in the name of honour, FGM, stalking, and traffickers who are attempting to track women.

We believe the scale and impact of violence against women is so significant now that no Department can argue that this is not an issue which needs to be prioritised under their Gender Equality Scheme. The British Crime Survey 2005-06 shows that 23% of women and 3% of men experience sexual assault as an adult. In the same year, 14,449 offences of rape were recorded by the police – 92% of the victims were women. Only 15% of serious sexual offences against people over 16 are reported to the police; and of the rape offences that are reported, fewer than 6% result in a conviction. Girls are more likely to be sexually assaulted by a family member, a form of sexual violence that carries an increased likelihood of repeat victimisation and debilitating impacts into adulthood.³⁴ The Forced Marriage Unit says that perpetrators of forced marriage – usually parents or family members - are liable to prosecution for offences including threatening behaviour, assault, kidnap, abduction, imprisonment and, in the worst cases, murder. Sexual intercourse without consent is rape, regardless of whether this occurs within the confines of a marriage. A girl who is forced into marriage is likely to be raped and may be raped until she becomes pregnant.³⁵

The Government says that domestic violence is the leading cause of morbidity for women aged 19-44, ahead of cancer and road accidents.³⁶ 89%

of the victims who suffer sustained domestic violence are female.³⁷ Although there are estimated to be some 500,000 domestic violence related calls to the police, only around 7,000 incidents result in a prosecution - a 1.7% prosecution rate.³⁸ There is a significant link between maternal mortality and a history of psychiatric illness and domestic violence.³⁹

70% of those working in street prostitution began as children or teenagers; 85% reported physical abuse in their family; 45% reported sexual abuse in their family; 70% spent time in Local Authority care while children.⁴⁰ This suggests it is not an informed career choice.

Making the Grade is usually published in November every year to mark UN Elimination of Violence Against Women Day. Letters are sent to each Secretary of State in Spring, with responses coming in between May and June; assessment, scoring and editing is completed over the summer, and the final document is signed off in early autumn by the ERAW Committee. This year some Departments requested that we defer sending the letters out until later so that they could respond in line with their business planning cycle, against which they would be ready to report slightly later. We therefore sent letters out this year on 8 May to each Secretary of State. Ruth Kelly, then Minister for Women, advised us in July that a single Government response would be furnished. This decision was reversed over the summer and most Departmental responses finally began to arrive in October. The final responses were only received after ERAW gave notice that we would make a formal request under the Freedom of Information Act. Two key Departments, DEFRA and DfT, failed to supply a response by the final deadline of 31 December. We very much regret that the process of getting replies took up to eight months this year and hope this will not be repeated. This also, of course, has meant that the period covered by the report is somewhat longer than the twelve months, April to March, over which we usually make the assessments.

This year saw the introduction of the new statutory duty to promote gender equality in April 2007. During the period we are assessing, Departments were preparing for the introduction

of the Duty. The Equal Opportunities Commission (now replaced by the Equality and Human Rights Commission) issued a statutory code of practice which says:

The Duty is intended to address the fact that, despite 30 years of individual legal rights to sex equality, there is still widespread discrimination – sometimes intentional, sometimes unintentional – and persistent gender inequality. Policies and practices that seem neutral can have a significantly different effect on women and on men, often contributing to greater gender inequality and poor policy outcomes. Individual legal rights have not been enough by themselves to change this. The Duty is intended to improve this situation, both for men and for women, for boys and for girls. Gender roles and relationships structure men's and women's lives. Women are frequently disadvantaged by policies and practices that do not recognise their greater caring responsibilities, the different pattern of their working lives, their more limited access to resources and their greater vulnerability to domestic violence and sexual assault.

We therefore look at Departments' response this year in the light of their compliance with this new Duty and their obligations under it.

The scores were compiled by members of ERAW with policy, research, or service expertise of the remit of the Department concerned. Scores were cross checked and moderated to ensure, as far as possible with such disparate responses, a consistent approach.

Readers will be able to compare the scorecard for each Department with the response from that Department; all the responses are reproduced online at www.endviolenceagainstawomen.org.uk.

CHAPTER THREE - FINDINGS AND RECOMMENDATIONS

Findings

1. Strategy

We still lack an integrated strategy that pulls together all the work across Government. The key ingredients are missing: a shared, internationally recognised definition, across Government; integrated plans and targets; resources and measured results. The inconsistencies of approach reported by Departments in this report confirm this. All our other observations flow from this basic finding. Even if one or two Departments were to score 10 out of 10, the average overall score for Government will remain low if the majority resist mainstreaming violence against women into their core business. That is precisely the point of arguing for an integrated strategy: individual initiatives, by committed ministers and officials, good as they are, can only ever be of limited success if they are undermined by contradictory initiatives and lacunae elsewhere.

2. Definition

It is difficult for Government to take a strategic view of anything of which they do not have an agreed definition and understanding. Currently only a few Departments (Department for International Development, Cabinet Office, and the Foreign and Commonwealth Office) work with the UN definition which the UK signed up to in 1995, which explicitly links violence against women to both human rights and gender equality. Many others refer to other definitions; most commonly the Home Office's latest re-working of 'domestic violence'. This ignores the clear gender basis of the crime, creates confusion rather than clarity and is out of step with global thinking. We commend the accessible and widely used UN definition of violence against women, recently recognised by the CPS: "violence against women is violence that happens because she is a woman or happens disproportionately to women". The key issue is that Departments recognise the connections between different forms of violence that affect "women *because* they are women or affect women *disproportionately*".

The Government could follow the example of the Scotland which has adopted an explicitly gendered definition of domestic abuse, and is moving to expand this into violence against women based strategic framework.⁴¹

3. Gender equality

Most Departments still fail to recognise, in their policies or practice, that violence against women is both a cause and a consequence of gender inequality. This must change if we are ever to address the root causes, and engage in effective prevention.

A skills deficit was evident in relation to understanding of the Gender Equality Duty (GED), which came into force in 2007. Far too many Departments held the view that it actually required them to be gender neutral. The Department of Health is an exception: recognising that

'under the GED being 'gender neutral' is neither sufficient or adequate - the gathering and analysis of evidence by gender, against the particular service or strategic objective, is now required'.

Some Departments, like the Home Office, also work to a definition of domestic violence that is gender neutral. This makes it difficult for them to ensure gender-sensitive policies and services are delivered on the ground, where it matters.

Failure by Government to both ensure the GED is widely understood, and to clarify that violence against women should be included within it, means not only that opportunities will be missed, but also that there will be predictable, negative consequences. We already have examples of local authorities using procurement and commissioning guidelines to seek a single provider for domestic violence services and insist that under the GED providers deliver services for women and men equally. This is neither legally correct nor empirically justified,⁴² but is having a corrosive effect on already insufficient service provision. This ungendered analysis begins with the ungendered definition at the top.

Most Departments have a Gender Equality Scheme that identifies some of the links between their policy focus and women's inequality, but few have actually measured the equality gaps nor have they identified objectives to close them. The current Minister for Women, Harriet Harman, has given a lead this year in setting targets across Government in the Equalities PSA⁴³ and along with other Ministers developed the targets on violence against women in PSA 23.⁴⁴ However gender was not mainstreamed into the other PSAs.

4. Leadership

Departments on the whole are failing to provide leadership on this issue. Their responses to question 5 – *How is violence against women addressed in the equality schemes of bodies undertaking work on behalf of the Department?* – showed a lack of guidance or oversight in relation to bodies undertaking work on their behalf in compliance with their statutory duties. This is particularly important in the case of Departments that sponsor independent inspectorates and regulatory bodies; they should be including GED compliance in their routine inspections.

5. Mainstreaming

There is a disconnect between Gender Equality Schemes (GES) and business plans. The analysis in the GES is rarely carried across into Departments' mainstream plans and objectives. In the responses to our questionnaire, Departments were rarely able to give evidence of gender inequality, or indeed violence against women, being considered in their general policy analysis.

6. Knowledge

The responses demonstrate a widespread lack of knowledge of gender inequality in general, and the specific dimension of violence against women in particular. The causes and impact of violence against women, its incidence, and the policy levers available to each Department to tackle it, have not informed the responses we received – with a few exceptions such as the Crown Prosecution Service (CPS). The current approach of addressing the different forms of violence separately limits the understanding

of the drivers and causes of violence against women and is not justified by research. The NSPCC criticised this in their response to the Home Office's sexual violence action plan, noting:

*domestic violence and abuse generally does include sexual assaults, sexual violence and abuse. A separation of the two phenomena is not supported by our practice.*⁴⁵

7. Resourcing

Resourcing is still unclear. Most Departments still failed to answer the question on resources – either by explaining how much money they spend on the issues, or by describing the training and other investments they make. Without this information, it is difficult to assess either value for money or the weight attached to addressing violence against women. This omission reflects a broader failure across Government to undertake a gendered analysis of their budgets. It also generates the inconsistent approach to funding services outlined in our recent publication 'Map of Gaps',⁴⁶ and a failure to join up the agenda and address the problem holistically. The maps themselves graphically illustrate the limited geographical reach of core Government policies: inconsistent provision of domestic violence courts, Sexual Assault Referral Centres and perpetrator programmes. They also confirm what EAW has noted for the last three years: chronic under-funding of sexual violence services and the absence of a coherent funding strategy to ensure sustainability of the entire violence against women NGO sector.

8. Lost opportunities

Despite two years of Making the Grade and statements from Ministers about the need to improve and their commitment to doing so, there is still a failure to address key parts of the agenda such as prevention, and promoting equality. Almost alone in Government, the CPS provides a model response which works constructively with the objectives of Making the Grade. These are: to assess the extent to which Government Departments work within a strategic framework on violence against women, analysing its impact on their business, building the internal capacity of

staff to undertake such analysis by training, research, and active engagement with external experts, via an excellent consultation process, and evaluating their effectiveness. The example of the CPS demonstrates that it is possible to answer the questions and provide thoughtful responses, and to use Making the Grade as a lever for change.

Good practice examples

1. Engaging with stakeholders

Both Transport and Cabinet Office met with EVAW members over the course of the year and this led to greater understanding through discussion of the connexions between the lead policies of each Department and violence against women. But it is therefore surprising and disappointing that Transport didn't finally supply the response they had prepared. CPS has worked closely with women's organisations including EVAW members in developing a CPS strategy on violence against women to be published in March 08. The Home Office has stakeholder groups on sexual violence, trafficking and sexual exploitation.

2. Engaging with the public

Cabinet Office has established a search function that allow their website to be searched for information on violence against women.⁴⁷

3. Use of the definition developed by the UN.

Only Cabinet Office, DFID and the Foreign and Commonwealth Office have adopted the UN definition. Most of the others work to the narrow definition of domestic violence created by the Home Office in 2004.

4. Develop a violence against women strategy

This is the key factor in creating a comprehensive and joined up programme of work. The Crown Prosecution Service are the first Department to develop such a strategy.⁴⁸ They have done this following an analysis of the issues, and working closely with stakeholders in Government and EVAW.

5. Identify equality gaps and set targets

The CPS's Single Equality Scheme sets measurable targets in priority equality gaps in the core business – for example, the target to reduce the percentage of domestic violent

cases that do not end in a conviction to 36% by the end of 2007. This compares with an average conviction rate for all crime of more than 82%.

6. Procuring services under equality principles

The Department of Health spends £15 billion on procuring goods and services; its Mosaic Project aligns race equality and procurement goals, based on the CRE guide, *Race Equality and Public Procurement*, which helps public authorities meet their duty under the Race Relations Act (RRA) when procuring goods, works and services from external suppliers. It explains how public authorities should take account of their duty to promote race equality in their general procurement policies and practice and, for individual contracts, at each stage of the procurement process. The methodology works with both the supply and the demand sides of the procurement process. Mosaic is now extending its work on race equality by looking at the promotion of wider equality strands within procurement, and has produced good practice guidance on integrating equalities into healthcare, entitled 'Beyond Procurement: connecting procurement practice to patients'.

7. Resource and train staff

DFID has set these targets in its Gender Equality Action Plan:⁴⁹

- DFID should improve the quality of the specialist skills on gender equality and women's empowerment that are available within the Department
- Policy Division should be given enough capacity to provide central support and guidance
- Gender equality should be set within a core technical competence framework for all advisory staff.
- Ensure that four, full-time staff equivalents are working on gender equality and women's empowerment.

8. Evaluate the effectiveness of their efforts

DCLG uses best value indicators to collate information about domestic violence services on the ground.

Recommendations

1. The UK Government should develop an overarching strategy and action plan to end violence against women. This would be overseen by a Cabinet Committee

(We) recognise that there are strong links – as well as considerable overlap – between domestic violence and sexual assault. Membership of the two inter-ministerial groups is vested in the same Minister to ensure consistency on cross-Departmental issues and commitments, and this coming year will see a greater merging of the two agendas. Bringing these work streams closer together will provide a more strategic framework for addressing gender-based violence as a whole.⁵⁰

This statement in the Ministry of Justice's Gender Equality Scheme acknowledges the unity of the agenda on violence against women and gives hope that the overarching strategy we seek could be implemented relatively easily.

2. The strategy should commit all Departments to working to the UN definition of violence against women

The key issue is that Departments recognise the connexions between different forms of violence that affect women *because* they are women or affect women *disproportionately*. This would avoid the silo mentality that dilutes current efforts.

3. The action plan would set integrated targets on a full range of priority areas, focusing in particular on prevention, early intervention and securing the sustainability of specialist services, and should be developed in consultation with the Third Sector

This would enable effort to be focused on key problems, and would avoid the problem of multiple plans on different forms of violence. Government has recently announced a new set of Public Service Agreements, which include targets on domestic and sexual violence. This is very welcome in itself, but within the targets only domestic homicides are measured. Setting a single target at the top will skew resources on the ground. A plan with *integrated targets* would avoid this problem.

4. Ring fenced investment should be made in services in the Third Sector

This should be compliant with the spirit of the Government's Compact on the Relations with the Voluntary and the Third Sector in England:⁵¹ that is, long term investment that secures current provision, and removes the constant threats of closure that destabilise local services. It should be ring fenced, and should be allocated in order to remove the post code lottery of local services, by expanding current capacity across the country to meet unmet demand,⁵² and ensure uniform coverage and resourcing.

5. Gender disaggregated statistics and other data need to be improved in order to inform the development of robust indicators on violence against women, to determine the incidence, and extent, of violence, including with respect to particular groups of women

There is a serious lack of gender disaggregated data available to policymakers. This needs to be addressed as a matter of urgency by the Departments that commission and publish such data; the Office of National Statistics; and other data providers. Most of the gender equality schemes examined in this report fell short because of lack of clear data to help officials identify equality gaps.

6. All Equality Schemes should recognise and incorporate violence against women as a key driver of gender inequality, and be linked to their corporate business plans

The Equality and Human Rights Commission has already announced it will be measuring Government's compliance with the GED on the basis of its work on violence against women.⁵³ Local authorities should acknowledge the GED as creating a de facto statutory duty to provide services. Government Departments need to set their own targets. Some Departments still claim to treat men and women alike without distinction, even though the Gender Equality Duty requires them to assess the differential impact of their policies on men and women. The comments on individual Departments in this report should help them develop this gender analysis, as should the examples of best practice, which we hope will be adopted more widely. We believe that these

considerations should also be given to the Disability Equality Duty and the Race Equality Duty.

7. Investment should be made in training and capacity building within Government on gender equality and violence against women

Few Departments were able to show in their responses that their staff were trained on the Gender Equality Duty or on violence against women.

8. An independent Observatory on violence against women should be established to monitor progress

Regular independent and expertly verified reports of progress would create a proper mechanism of accountability for Government; it would also drive a more strategic approach to leveraging resources and setting clear objectives, and would ultimately deliver better outcomes on the ground.

CHAPTER FOUR - SCORECARDS

DEPARTMENT FOR BUSINESS, ENTERPRISE, AND REGULATORY REFORM

1/2/10

What the Department says it does ⁵⁴

BERR's central purpose is to help ensure business success: it is the voice for business across Government. It leads the Government's drive to raise UK levels of productivity, create the conditions for business success and strengthen the economic performance of all the regions.

BERR has lead responsibility for championing the interests of employees and is responsible for policy on consumers; it has lead responsibility for employment relations. BERR leads on regulatory reform and the creation of fair markets, and sponsors the Low Pay Commission, which advises on the National Minimum Wage.

How this links to violence against women

- **Lost economic output for domestic violence alone, just in England and Wales, accounts for around £2.7 billion a year**
- **It is estimated that around half of the costs of such absence from work for injuries is borne by the employer and half by the individual in lost wages⁵⁵**
- **Lost output resulting from sexual offences costs England and Wales £1.19 billion per year⁵⁶**

Most job sectors are dominated by one sex or the other: it is one of the key causes of the gender pay gap⁵⁷ because the jobs dominated by men are better paid and those by women (mainly the 5 Cs – catering, cleaning, cashiering, caring, and clerical work) are the lowest paid. There is a key link between sexual harassment, a labour market segregated by gender, and the gender pay gap (closure of which is now a key Government priority in the Minister for Women's Equality PSA).⁵⁸ Research, primarily from the US, links violence against women with underachievement in employment.⁵⁹ The tendency to view all violence and bullying through an ungendered lens needs to be reassessed, especially in the light of the new Gender Equality Duty. BERR needs to research the impact of violence and sexual harassment on the pay gap, women's employment and productivity. BERR sponsors the Arbitration, Conciliation, and Advisory Service⁶⁰ (ACAS) which advises on sexual harassment and violence at work. This gives BERR a direct link to this issue.

Where a couple decides one parent wants to be at home for the children, the decision will often be taken on financial grounds; whoever earns less agrees to give up paid work: usually the woman. By the same token, while flexi working, family friendly policies and maternity benefits and parental leave are welcome, these are largely taken up by women.⁶¹ There is less acceptance of men taking these opportunities and this reinforces the belief that the child care role must be taken by women, and will keep women out of the workplace, or relegated to lower paid, lower valued and insecure work and careers. Women's consequent poverty and economic dependence on men increases their vulnerability to violence.

Good regulatory systems can help to reduce this. The regulation of pay rates via the national minimum wage has been of much greater benefit to women, as women dominate low paid jobs. Improvements in the level of the National Minimum Wage (NMW), to raise it above the level of inflation, would lift more women out of poverty, particularly for black and minority ethnic women who are less likely to work in unionised workplaces, and find it harder to enforce their rights to the NMW.⁶²

UK women are less likely to own their own business than women in other developed countries such as the US. Progress in this area would help the UK meet its targets to grow the number of small and medium sized enterprises in the UK. Aspirations to own business, or to make career progress, can be limited by legacies of abuse. Attempts in public policy to increase women's economic contribution must take account of this, and of the fact that female success can give rise to resistance and control from male partners and male colleagues. This is now widely recognised as a barrier to female participation in the economy in development projects, but is less recognised as a factor in the UK.

Question Number	Score	Comments
1. Can the Department provide evidence that it is working to the UN definition of violence against women agreed by the UK Government in the Beijing Declaration? (10 points)	0	No evidence of any definition of ‘violence against women’ to which the Department works. BERR states: ‘BERR’s role does not include any activities that are specifically intended to address the issue of violence against women.’ Puzzlingly, they then go on to recognise the relevance of ACAS’s role in addressing sexual harassment. If they had a definition of violence against women they might recognise the links.
2. What objectives has the Department set with regard to violence against women and how is it measuring its progress against them? (10 points)	0	None. All the quoted objectives reference broad gender issues.
3. Have you established a Plan of Action for combating violence against women? If so, please attach it. If not, please indicate if you intend developing a plan of action and over what timeframe. (10 points)	0	The response directs readers to the action plan in their Equality Scheme. However, this action plan does not address issues of violence faced by women, and it is not addressed anywhere else in the Scheme either. Despite discussion about promoting women’s participation in the labour market, there is no acknowledgement of the role violence can play in restricting women’s participation in economic activity.
4. What does the Department do to prevent and eliminate violence against women? (15 points)	1	They operate a zero tolerance of violence against women with regard to members of staff in BERR; but they are addressing violence only in respect to their own staff, rather than under their wider policy responsibilities.
5. How is violence against women addressed in the equality schemes of bodies undertaking work on behalf of the Department? (5 points)	0	There is no mention within the answer whether violence against women is actually addressed in the equality schemes of bodies undertaking work on behalf of the Department.
6. How does the Department assess the ways in which violence against women impacts on its business and has it commissioned research to inform the development of its work? (5 points)	0	Again the response refers solely to broad gender issues, and the Equality Scheme, neither of which seems to acknowledge the role that violence against women plays in affecting the policy areas that the Department bears responsibility for. The extensive screening for equality impact which is referred to, lacks a sound gender analysis.
7. How does the Department set standards on the provision of services associated with violence against women, including of commissioned services? Does the Department recognise and actively promote the role played by women-only services in this area? (10 points)	0	The commitment to robust impact assessments and equality impact assessments is welcome, but no examples have been given. The issue of violence against women is not considered within the remit of issues of gender and equality.
8. What evidence is there of improvement in the extent, quality of, and access to services overseen by the Department relating to violence against women and the outcomes associated with such interventions? (25 points)	2	BERR acknowledges the issue of violence against women, and refers to its membership of the Corporate Alliance Against Domestic Violence, and to ACAS guidance on harassment and bullying which is linked to general issues of violence experienced by women in the workplace and should be leading to improved outcomes for women. However, they give no evidence of this work bringing about improvements in services or outcomes.

Question Number	Score	Comments
9. How does the Department ensure that women facing additional barriers are able to access services? (10 points)	0	Reference to compliance with the general equality duties and its use of procurement to ensure compliance with equality legislation, but it does not go beyond requiring them not to discriminate. It is unclear why the Department only requires its top 50 suppliers to comply with the equalities legislation. However, the main point of this question – the need to consider under the definition of ‘gender’ different types of disadvantaged women – has been missed.
10. What evidence can you provide of violence against women being mainstreamed into the Department’s current policy priorities? (10 points)	0	The equality duty scheme referred to doesn’t make reference to the issues of violence against women, or how it is mainstreamed into current policy priorities.
11. What budget lines are attached to the Department’s initiatives on violence against women and what investment, training and development is associated with them? (20 points)	0	The response refers solely to staff groups looking at human resource issues. Again, the relevance to the policy agenda is missing. There is no evidence of training being given to staff to meet the Gender Equality Duty.
12. What successes and innovation has the Department created in addressing violence against women in the past year? (20 bonus points)	0	Refers again to its zero tolerance policy of violence against staff members and disciplinary action for perpetrators of domestic violence; but no evidence of how successful this is, is given.
Total score	3/150	This very poor score is due to BERR’s mistaken belief that their policy responsibilities have no relevance to addressing violence against women, and a poor understanding of the Gender Equality Duty.

BERR is notable for the disconnect between the specific relevance of gender inequality to its policy leads as identified in its Gender Equality Scheme, and the absence of any reference to inequality in its Corporate Plan. As the Plan was published six months after its Gender Equality Scheme, it is not unreasonable to expect to see the GES commitments incorporated into it. We are disappointed to find evidence to the contrary.

The GES goes some way to identifying key links between BERR policy and gender inequality, and this provides the potential for identifying some of the links to violence against women outlined above. But it lacks a clear understanding of gendered issues; for example, it rates the gender relevance of fuel poverty as low.⁶³

Disappointingly the GES references a number of staff equality groups but not a women’s group. BERR might improve its performance by accessing its own in-house experts on gender inequality – starting with the women who work there.

Cathy's story

“I was working in a small business, and I had to travel abroad with my boss, J. He told me he would be away for a few days, but he didn't return. Eventually I was told he wouldn't be returning. Details of his previous behaviour began to leak out. Just before I had joined the company he had apparently been extremely abusive to female members of staff. He had then taken a number of weeks off work, returning just prior to my arrival.

Then a colleague showed me a news item headlined “Rapist Jailed for Five Years”. The rapist was J. He had been jailed in June. I couldn't believe that I hadn't been warned. I called the court and was told court transcripts would cost £150 per hour of the case. I called the Home Office, who told me to call DCA, who put me in touch with the CPS who told me to call DCA. I was frantic. Finally I was given details of the Rape Unit at the Home Office and finally someone asked if I was ok.

I discovered J had been under a strict curfew and had been reporting daily to the police. To enable him to travel overseas with me, my employers had actually supported his application for the curfew to be lifted.

My CEO apologised but asked me not to tell anyone else. I agreed but I now regret that decision. Nothing has changed at the company, new people are not given criminal record checks, women are still sent on trips alone with men.”

Policy issues:

- Why was the curfew lifted?
- Cathy was not properly protected by her employer
- She found it hard to get information so she could protect herself
- Government officials failed, in the main, to recognise her fears and legitimate concerns

What the Department says it does⁶⁴

The Cabinet Office, together with Treasury, provides the ‘head office’ of Government. Its core functions are to support the Prime Minister in defining and delivering Government’s objectives; support the Cabinet, by driving the coherence, quality and delivery of policy and operations across Government; and strengthening the civil service, ensuring it has the skills, values and leadership to deliver the Government’s objectives. It leads on Capability Reviews, which look at the performance capability of every Department to ensure it can deliver on strategic priorities. It supports the Cabinet Committees, which co-ordinate ministerial efforts on strategic priorities that cut across the remit of a number of Departments. It houses the Social Exclusion Taskforce and the Office of the Third Sector.

How this links to violence against women

- **Children who experience domestic violence are more likely to be socially excluded; and to commit violence and property offences⁶⁵**
- **Women are three and a half times more likely to be subject to domestic violence if they find it impossible to find £100 at short notice, than if this was no problem⁶⁶**

It is crucial to give leadership across Government on the implementation of the Gender Equality Duty, and on tackling violence against women. Without central leadership, the work will lack co-ordination and cross Government work will not be managed effectively. This issue should gain traction and coordination across Departments from Cabinet Office. The capacity of the service to address these issues should also be addressed through systematic training for civil servants, on which Cabinet Office leads. Cabinet Office also houses the Social Exclusion Taskforce, which leads on work across Government on poverty and exclusion which are closely linked with some kinds of violence against women; and the Office of the Third Sector, which leads on Government’s engagement with the voluntary and community sector that provides many of the support services for women suffering from violence.

Question Number	Score	Comments
1. Can the Department provide evidence that it is working to the UN definition of violence against women agreed by the UK Government in the Beijing Declaration? (10 points)	6	Uses the full UN definition but as yet can provide little evidence that it is integrated into the Department’s work.
2. What objectives has the Department set with regard to violence against women and how is it measuring its progress against them? (10 points)	2	Violence against women is included in their gender equality scheme. However, this is an objective on scoping work only; it has not yet been carried forward into specific objectives or in establishing how progress will be assessed.
3. Have you established a Plan of Action for combating violence against women? If so, please attach it. If not, please indicate if you intend developing a plan of action and over what timeframe. (10 points)	0	Mention developing a plan within their equality scheme, but nothing in place yet. The response shows a clear commitment which should feed through into a higher score next year.
4. What does the Department do to prevent and eliminate violence against women? (15 points)	2	The response is short on concrete activity but the first steps are being taken.
5. How is violence against women addressed in the equality schemes of bodies undertaking work on behalf of the Department? (5 points)	0	No evidence given.

Question Number	Score	Comments
6. How does the Department assess the ways in which violence against women impacts on its business and has it commissioned research to inform the development of its work? (5 points)	1	The first steps of acknowledgement and awareness have been taken, but violence against women is not yet visible enough in the field of Social Exclusion and specific steps to address that are still needed. CO manages the Commission for the Compact with the Third Sector, a potentially useful tool for ensuring strong partnerships between violence against women service providers in the voluntary sector, and Government. There is evidence of intention to consult the relevant stakeholders, including the Women's Voluntary and Community Sector, but no action reported yet.
7. How does the Department set standards on the provision of services associated with violence against women, including of commissioned services? Does the Department recognise and actively promote the role played by women-only services in this area? (10 points)	3	No standards have been set but they have made a useful contribution to the violence against women infrastructure through funding the Women's Resource Centre, which has enabled and supported research into the value and effectiveness of women-only services. The Commission for the Compact could play a useful role here.
8. What evidence is there of improvement in the extent, quality of, and access to services overseen by the Department relating to violence against women and the outcomes associated with such interventions? (25 points)	1	Domestic violence is included in Social Exclusion Taskforce work but it lacks as yet a strong gender analysis. They indicate a willingness to consider this. If they recognise their policy functions as a service, and integrate violence against women into the policy product, especially more prominently in their social exclusion and third sector work, it would have positive outcomes for women affected by violence.
9. How does the Department ensure that women facing additional barriers are able to access services? (10 points)	1	Cabinet Office runs the Direct.Gov website, ⁶⁷ which allows the public to search Government services by 'violence against women'. This is an excellent example of making information about services accessible to a wide range of people. No other evidence on helping disadvantaged groups of women.
10. What evidence can you provide of violence against women being mainstreamed into the Department's current policy priorities? (10 points)	1	Some evidence of this beginning.
11. What budget lines are attached to the Department's initiatives on violence against women and what investment, training and development is associated with them? (20 points)	0	Not answered
12. What successes and innovation has the Department created in addressing violence against women in the past year? (20 bonus points)	0	Not answered
Total score	17/150	This score is low overall because Cabinet Office is not yet able to report concrete results from its early work on this issue. However, there are encouraging signs of engagement and leadership beginning to emerge. We need to see this addressed in Cabinet Office's high priority work, such as Social Exclusion Taskforce reports, and its strategy for training all civil servants across Government.

Cabinet Office is the corporate HQ for Government Departments and provides a lead on corporate issues, such as civil service training, and where a strategic, overarching lead is required. We would like to see Cabinet Office taking responsibility for action on violence against women by supporting a Cabinet Committee to coordinate a strategic, integrated approach.

Cabinet Office(CO) has not yet put in place all the mechanisms for supporting work against violence against women so its score for this year is still low. However, it is engaging enthusiastically with the agenda. In its Gender Equality Scheme it has committed to research on the impact of violence against women on the areas where it has a policy lead, specifically in the work of the Social Exclusion Taskforce and the Office of the Third Sector. CO also leads on diversity across the civil service, and acknowledges the relevance of violence against women to this work.

Cabinet Office is to be congratulated in taking the first critical step in recognising the need to work in this area and to engage with external stakeholders and experts in developing relevant structures and policies. However, in terms of this year's achievements, these are still as yet disappointing – for example, Social Exclusion Taskforce(SET) reports continue to be largely gender neutral. Reports published after this year's audit, such as *Reaching Out: Think Family*,⁶⁸ show encouraging signs which should raise next year's score. We would like to see SET taking a strategic lead on the connections between social exclusion and all forms of violence against women.

This year the Women's Resource Centre (WRC) has been appointed lead consultative NGO for the women's sector by the Office of the Third Sector. It is commendable that they have ensured that women's organisations have a voice. Usefully, as an EAW member, the WRC is able to bring an expert violence against women perspective to this role. We hope they will be invited to do so. The Office of the Third Sector should assess the gender impact of current funding policies, both nationally and locally. This should include an investigation into the extent to which a) support for specialised services is part of gender equality schemes; b) generic providers are being preferred in competitive tendering processes at local levels, squeezing out specialised women's services and c) funding for frontline services is compliant with the Government's Compact with the Third Sector.⁶⁹

DEPARTMENT FOR CHILDREN, SCHOOLS AND FAMILIES

1/10

What the Department says it does⁷⁰

Leads on achieving educational excellence and integrated children's services; leading on children's health and children's poverty - lifting more children out of poverty, and engaging disaffected young people.

How this links to violence against women

- **Half of young men and a third of young women think that it is acceptable for men to hit a woman or force her to have sex in some circumstances⁷¹**
- **There were 4,080 prosecutions for the rape and serious sexual assault of children in 2006 - 07, an increase of around 35% since 2005-06**
- **16% of girls aged 12 or under experience sexual abuse, against 7% of boys⁷²**
- **It is estimated that as many as 16,000 girls under 15 are at risk of FGM within the UK⁷³**

Girls and children are affected in many ways by violence against women. Children in homes where there is domestic violence are aware of what is happening and are damaged by witnessing it; they are frequently the object of abuse and violence themselves. The link between child physical abuse and domestic violence is high, with estimates ranging between 30% and 66% depending upon the context.⁷⁴ Girls are subject to incest, rape,⁷⁵ and sexual harassment. Domestic violence also plays a strong role in deprivation and criminality. Children who experience inter-parental conflict and violence are more likely to be delinquent, and also more likely to themselves commit violence and property offences. There were 13.6 million incidents of domestic violence in 1995, and 48 per cent of victims had children.⁷⁶ More widely, children absorb the culture of excusing and minimising violence against women, reproducing the tolerance of violence which we have seen in research and polling data over the last decade, and leading boys and girls to think it's ok to hit a girl. Schools are in an excellent position to identify and support children who are subject to violence and abuse at home. Long-term problems following child sexual abuse are significantly lower in those who, as adolescents, have any success at school (academic, social or sporting) that strengthens self-esteem and opportunities for effective social interaction with their peers.⁷⁷ Schools are also in a good position through the National Curriculum to shape the attitudes children and young people have to gender equality and respectful relationships, tackling violence against women at its roots. Through teaching media literacy they can help children understand the gender stereotypes perpetuated by the media. They need to combat the culture of sexual bullying in schools and it is particularly important for this to be tailored to address to the needs of those disadvantaged girls - for example, learning disabled girls, young lesbians⁷⁸ - who are especially vulnerable to harassment and sexual assault. Schools can also identify girls who are at risk of FGM and forced marriage within their community and offer them protection, support and advice. The FCO Forced Marriage Unit notes that extended absence from school/college, truancy, and drop in performance, low motivation, excessive parental restriction and control of movements, and a history of siblings leaving education to marry early, can all be signs of vulnerability to forced marriage.⁷⁹ The FCO includes as a key activity in its Forced Marriage Plan work with Department of Education and Skills (now DCSF) to target young and vulnerable people at risk of forced marriage.⁸⁰ More widely, schools can be a place of safety for children where services can be given that they would not otherwise be able to access. Better sex and relationships education can help girls and boys understand the importance of consent and can reduce teenage pregnancies; in a recent poll, nearly half of young people said that they were not taught about teenage pregnancy in school.⁸¹ All teacher training – Post-Graduate Certificate in Education (PGCE) and Continued Professional Development (CPD) – should address gender equality and violence against women as a core part of teachers' theoretical and practical framework.⁸²

Question Number	Score	Comments
1. Can the Department provide evidence that it is working to the UN definition of violence against women agreed by the UK Government in the Beijing Declaration? (10 points)	1	They do not cite a definition. They describe work on domestic violence, FGM, and trafficking. Issues such as forced marriage, honour crimes, children accused of “witchcraft and possession”, sexual bullying and harassment absent.
2. What objectives has the Department set with regard to violence against women and how is it measuring its progress against them? (10 points)	1	No objectives are given although there is an aim in the Every Child Matters programme of putting in place arrangements for earlier and more effective assessment and intervention for vulnerable children. The answer is limited to domestic violence. There is no description of measuring progress. We welcome the definition of ‘harm’ to include “impairment suffered from seeing or hearing the ill-treatment of another”.
3. Have you established a Plan of Action for combating violence against women? If so, please attach it. If not, please indicate if you intend developing a plan of action and over what timeframe. (10 points)	0	No plan.
4. What does the Department do to prevent and eliminate violence against women? (15 points)	3	There is no strategy to reduce violence against women, and no measurement of its impact or of current initiatives. There is no gender analysis of the issue; the response is gender neutral. We welcome initiatives like SEAL, but there is no mention of gender in the SEAL curriculum, nor will it be implemented in all schools. The bullying guidance mentioned refers only to homophobic bullying, and “sexual” or “sexist” bullying features only in overarching bullying guidance. It is important that specific guidance be developed. “Bullying” must be disaggregated in the research by gender. We welcome the materials developed under the “Improving Behaviour and Attendance” programme; violence against women needs to be integrated into them.
5. How is violence against women addressed in the equality schemes of bodies undertaking work on behalf of the Department? (5 points)	0	They state that any oversight of schools’ and other schemes would be for the Equality and Human Rights Commission. This is weak. We are not aware of any schools that have developed a GES and believe central leadership would be helpful. We would welcome more information around the implementation of Gender Equality Schemes in schools, and how violence against women is addressed in the schemes.
6. How does the Department assess the ways in which violence against women impacts on its business and has it commissioned research to inform the development of its work? (5 points)	1	Response is limited to domestic violence; nothing on the wider forms of violence against girls. Measurement is very thin. There is some research on the impact of domestic violence on children. Some assessment is happening through Ofsted, but the Department does not indicate using this. There does not appear to be an integrated approach to assessing impact.
7. How does the Department set standards on the provision of services associated with violence against women, including of commissioned services? Does the Department recognise and actively promote the role played by women-only services in this area? (10 points)	3	The PSA on children and young people’s safety is a very welcome and explicit commitment to improved service provision, although it is not based on a gendered analysis. The ‘Domestic Violence and Children: A vision for shared services’ and other guidance on standards mentioned, was not produced by the Department. Nothing on women-only services.

Question Number	Score	Comments
8. What evidence is there of improvement in the extent, quality of, and access to services overseen by the Department relating to violence against women and the outcomes associated with such interventions? (25 points)	0	None. Intention to “look at this in 2008”. We are delighted that the Department is committed to this; we will monitor progress and look forward to a higher score in 2008.
9. How does the Department ensure that women facing additional barriers are able to access services? (10 points)	1	The answer refers us to their Gender Equality Scheme which contains nothing about access to services or indeed anything about violence against women other than the need to address sexist bullying and be supportive to staff, and that they consult with Womankind and Women’s Aid.
10. What evidence can you provide of violence against women being mainstreamed into the Department’s current policy priorities? (10 points)	1	The answer refers to training on domestic violence and abuse for staff only, rather than on their policy remit.
11. What budget lines are attached to the Department’s initiatives on violence against women and what investment, training and development is associated with them? (20 points)	1	2 projects on domestic violence costing about £120k per annum. Nothing on training or developing internal capacity.
12. What successes and innovation has the Department created in addressing violence against women in the past year? (20 bonus points)	0	Answer refers us to these 2 projects above and to their domestic violence training; no evidence of the success of this work is given.
Total score	12/150	A poor response for a Department with such a key role and for one which benefits from the input of organisations like Womankind and Women’s Aid. On a regular basis we hear of stories of violence, abuse and discrimination in schools. We also know schools’ key role in early identification of someone at risk and signposting them on to help, educating and preventing violence and abusive attitudes. Schools themselves realise the impact of domestic violence and should realise the impact of other forms of violence against women.

The DCSF’s Gender Equality Scheme has some good points: multiple datasets for example so that intersectional disadvantage e.g. race/ sex, can be identified. They also acknowledge the need to reduce sexist and homophobic bullying. However, they do not go further and make clear connections with violence against women. They refer to transgender discrimination but again do not make the link with violence, which is one of the key forms of discrimination transgender people face. They are strong on the role of education in challenging the gender stereotypes which in turn support occupational segregation and thence the gender pay gap. However they fail to make similar connections to the learned gender roles and stereotyping that can lead to violence against women.

The Government’s Independent Advisory Group on Sexual Health and HIV has said:

Reported cases of rape and sexual assaults grow in number while prosecutions for these decline. It is therefore suggested that schools and informal youth settings address education work on these issues. This may be within SRE, as a way of exploring what is and is not acceptable in relationships, or within other parts of the curriculum dealing with violence – including domestic violence – and safety. Even better would be for it to be in both.⁸³

There is nothing in the document about the need to include in the National Curriculum teaching on sexual consent, respectful and non-violent relationships. There are a number of good projects in this area which could be rolled out across all schools.⁸⁴

What the Department says it does⁸⁵

DCLG works to create thriving, sustainable, vibrant communities that improve everyone’s quality of life; by building better homes; improving local public services; regenerating areas to create more jobs; working to provide a sustainable environment; tackling anti social behaviour and extremism. DCLG sets UK policy on local government and planning, and has responsibility for all race equality and community cohesion issues in England; and for civic engagement. During part of the period covered by this report, DCLG also had responsibility for the Women and Equality Unit, co-ordinating gender and other equalities work across Government, and also sponsored the Equal Opportunities Commission and the Women’s National Commission.

How this links to violence against women

- **20% of women, against 5% of men, feel ‘very unsafe’ when walking alone at night⁸⁶**
- **Domestic violence accounts for 13% of those accepted as homeless⁸⁷**

More cohesive communities will improve women’s security; and local government funds and oversees many of the services that support women who suffer from violence. Local public services need to be designed with violence against women in mind, and DCLG can influence this through local indicators, and through increased civic engagement by women themselves. Housing policy can improve refuges and sanctuary schemes for women who are fleeing domestic violence, allowing them to stay safely in their homes. Planning and regeneration can support safer public spaces that reduce women’s vulnerability to harassment and assault in the street. The costs of poor design include higher policing and health costs, and a rise in perceived risk of crime.⁸⁸ In terms of their wider equalities lead, DCLG had in the period covered by this report responsibility for making the links between gender inequality and violence against women, and were represented on the interdepartmental bodies working on various aspects of violence against women.

Question Number	Score	Comments
1. Can the Department provide evidence that it is working to the UN definition of violence against women agreed by the UK Government in the Beijing Declaration? (10 points)	4	Work on a number of forms of violence against women is referenced, including work on domestic violence, prostitution, trafficking, forced marriage, sexual violence and abuse, but they provide no Departmental definition, and it is not clear what the exact nature of this work is. They do provide a definition of domestic violence, but it is gender neutral.
2. What objectives has the Department set with regard to violence against women and how is it measuring its progress against them? (10 points)	4	DCLG references objectives on preventing and eliminating violence against women in Better And Safer Places To Live, and list key actions in their GES, but these are broadly aspirational rather than targets. No information on how progress is measured on eliminating violence against women.
3. Have you established a Plan of Action for combating violence against women? If so, please attach it. If not, please indicate if you intend developing a plan of action and over what timeframe. (10 points)	3	A high level list of activities is integrated into their gender equality scheme. This contains some actions and commitments to implement the gender equality duty, but no quantified equality gaps, resources or targets, so it is difficult to monitor effectiveness.

Question Number	Score	Comments
4. What does the Department do to prevent and eliminate violence against women? (15 points)	5	Some good initiatives reported but covering protection rather than prevention or elimination of violence. Strongly domestic violence focussed. It is not clear how much of the funding that is listed is actually spent on violence against women e.g. out of the total homelessness prevention grant, how much is spent on Sanctuary Schemes? Oversight of local services is still inadequate.
5. How is violence against women addressed in the equality schemes of bodies undertaking work on behalf of the Department? (5 points)	2	Some good examples from WNC and EOC; others less so e.g. Commission for Racial Equality, Fire & Rescue. No evidence that this work is centrally driven or co-ordinated in a strategic way by DCLG in its sponsorship role.
6. How does the Department assess the ways in which violence against women impacts on its business and has it commissioned research to inform the development of its work? (5 points)	2	Some data on housing and domestic violence are collated, and the gender equality scheme contains some commitments to future monitoring which, if carried through, will mainstream equalities impact assessments and raise next year's score.
7. How does the Department set standards on the provision of services associated with violence against women, including of commissioned services? Does the Department recognise and actively promote the role played by women-only services in this area? (10 points)	4	Amongst other relevant indicators on housing, Best Value Performance Indicator 225 ⁸⁹ (BVPI 225) is a good example of an indicator that assesses the provision and effectiveness of local domestic violence services, including sanctuary schemes. This good work on domestic violence needs to be expanded for other areas of violence against women. Nothing on women-only services.
8. What evidence is there of improvement in the extent, quality of, and access to services overseen by the Department relating to violence against women and the outcomes associated with such interventions? (25 points)	4	The only outcome reported here is on the increased take up of Sanctuary Schemes. They report it is too early with some areas of work for evidence to be available (e.g. BVPI 225). We look forward to publication of the evaluation.
9. How does the Department ensure that women facing additional barriers are able to access services? (10 points)	1	Very limited evidence of improved access to services. The response lists three projects directed at black and minority ethnic women, costing around £175k in 06/07.
10. What evidence can you provide of violence against women being mainstreamed into the Department's current policy priorities? (10 points)	0	DCLG says it is working towards mainstreaming.
11. What budget lines are attached to the Department's initiatives on violence against women and what investment, training and development is associated with them? (20 points)	5	Able to identify a number of domestic violence related lines, but not enough detail to be able to judge the effectiveness or adequacy of the spend, and the expenditure does not cover other forms of violence more widely. No information given on training and development.
12. What successes and innovation has the Department created in addressing violence against women in the past year? (20 bonus points)	5	A number of interesting initiatives, some of which are innovative, but most have not yet delivered.
Total score	39/150	

DCLG benefited this year from the lead role of the Women and Equality Unit as their focal point on violence against women, pulling together a coherent narrative. However, it is not clear how far this strategic leadership on violence against women will continue now that WEU has left the Department, and expanded into the Government Equalities Office.⁹⁰ The extent to which this issue has been mainstreamed into the core business will then become clear. The work was given impetus by the Best Value Indicator 225 on domestic violence, which has now been scrapped.

The lack of gender mainstreaming is apparent from the impact assessments which are published on the DCLG website. For example, the Housing and Regeneration Bill - Impact Assessment, published 16 November 2007, states:

... Nor will they have any race or gender equality impacts, as they will apply to all tenants who are eligible for the Right to Buy.⁹¹

This suggests that the Gender Equality Duty is being misinterpreted; the question of avoiding discrimination is being considered, but not the duty to promote equality. This means more than ensuring that a policy applies equally to both sexes.

The DCLG Gender Equality Scheme gives a good analysis of the relevance of violence against women to some aspects of the DCLG's remit. It focuses on domestic violence and housing provision, and should be more widely drawn – for example, sex trafficking and sexual violence also generate homelessness. The objectives are too widely framed to be measurable; there are no quantified equality gaps or targets set to reduce them, and without these the GES risks remaining a general statement of aspiration.

What the Department says it does⁹²

CPS is the independent state prosecuting authority in England and Wales. It works with other agencies within the criminal justice system to reduce crime; the fear of crime and its social and economic cost; to dispense justice fairly and efficiently and promote confidence in the rule of law. Its overall aim is to deliver a high quality prosecution service that brings offenders to justice, helps to reduce crime and the fear of crime, and thereby promotes public confidence in the rule of law through the consistent, fair and independent review of cases and through their fair, thorough and firm presentation at court.

How this links to violence against women

- Conviction rates for rape are at an all-time low of less than 6%
- There has never been a conviction for FGM
- Up to half of women prisoners have experienced domestic violence

Women surviving violence must have confidence in the CPS if they are to report crime and give evidence; the prosecution case must be well made if the perpetrators are to be punished. A high conviction rate may deter perpetrators and encourage victims to come forward; many perpetrators are repeat offenders so failing to bring them to justice has implications for future victims. At present we know that offences of violence against women are among the least reported crimes, and conviction rates are lower than for other crimes; and women will endure many successive assaults before they report domestic violence.⁹³ Just two doctors have been struck off the medical register for FGM although it has been illegal since 1985; girls are reluctant to report forced marriage, and crimes in the name of honour are rarely prosecuted. CPS has a role in a system that has been increasingly harsh to vulnerable women defendants and offenders – many of whom have a history of abuse related to their involvement in crime; 70% of female sentenced prisoners suffer from two or more mental health disorders.⁹⁴

Question Number	Score	Comments
1. Can the Department provide evidence that it is working to the UN definition of violence against women agreed by the UK Government in the Beijing Declaration? (10 points)	9	CPS has not adopted the UN definition but it has adopted a range of definitions to cover a wide range of different forms of violence. They recognise that a single overarching definition will allow them to undertake an integrated analysis and make better links between the different forms, and work on this is ongoing. This approach allows them to work with other Government departments that only recognise more limited definitions, but still make a more informed analysis themselves. Evidence of work across a range of forms of violence against women.
2. What objectives has the Department set with regard to violence against women and how is it measuring its progress against them? (10 points)	7	Clear objectives, senior commitment, and relevant performance management systems. They reference the development of their new violence against women strategy. They contribute to some of the cross government plans.
3. Have you established a Plan of Action for combating violence against women? If so, please attach it. If not, please indicate if you intend developing a plan of action and over what timeframe. (10 points)	7	The draft strategy constitutes a plan of action, but it is not in place yet. However, clear targets and objectives set within CPS underpin the cross Government plans. This includes specific targets on reducing the number of unsuccessful prosecutions. Action across a range of forms of violence against women with good prospects for the future violence against women strategy.

Question Number	Score	Comments
4. What does the Department do to prevent and eliminate violence against women? (15 points)	10	A range of good initiatives with specific outcomes attached, but need to see impact on convictions rates to score higher.
5. How is violence against women addressed in the equality schemes of bodies undertaking work on behalf of the Department? (5 points)	4	CPS requires the Bar to provide regular reports on its equality and diversity statement. The statement does not appear to cover violence against women except for sexual harassment. However, CPS supplements this by enforcing mandatory training and monitoring of standards of counsel at rape trials to reduce the high attrition rate, which is key to addressing this critical issue.
6. How does the Department assess the ways in which violence against women impacts on its business and has it commissioned research to inform the development of its work? (5 points)	4	Comprehensive analysis of impact plus research on forced marriage, honour crimes, and elder abuse; references HMCPSI reports e.g. on rape; uses seminars and monitors media reports. Would also like to see something on violence against women impact on women offenders, preferably jointly with other parts of the criminal justice system. CPS should carry out a gender impact assessment into the way it deals with women defendants and offenders.
7. How does the Department set standards on the provision of services associated with violence against women, including of commissioned services? Does the Department recognise and actively promote the role played by women-only services in this area? (10 points)	7	It requires counsel to meet mandatory standards for prosecuting rape trials. There are specific standards for victims of domestic violence, forced marriage, so-called honour crimes and FGM, rape, prostitution, trafficking and children. Policies being developed on elder abuse but not yet in place. Special measures are in place for vulnerable witnesses e.g. trafficked women. These standards are monitored. CPS notes the value of women-only services.
8. What evidence is there of improvement in the extent, quality of, and access to services overseen by the Department relating to violence against women and the outcomes associated with such interventions? (25 points)	11	Some good work in analysing the causes of high rates of attrition, but to score higher the rate needs to reduce. CPS's role in deciding on charges is a factor in the charge to conviction figures quoted. Good work on trafficking.
9. How does the Department ensure that women facing additional barriers are able to access services? (10 points)	8	Specific policies and training on a comprehensive range of diversity issues, including some groups that are sometimes less considered, like Travellers. Clear evidence of consideration given to addressing barriers.
10. What evidence can you provide of violence against women being mainstreamed into the Department's current policy priorities? (10 points)	8	A number of examples are given plus violence against women is in CPS's key priorities and in the Director of Public Prosecutions' personal objectives, the Corporate Business Plans and in all Area Business Plans.
11. What budget lines are attached to the Department's initiatives on violence against women and what investment, training and development is associated with them? (20 points)	12	An overall estimate of around £9 million of investment, against a total budget of around £4 billion, of which one quarter is spent on prosecutions work around domestic violence. A comprehensive training programme with 67% of staff trained on violence against women.
12. What successes and innovation has the Department created in addressing violence against women in the past year? (20 bonus points)	10	Increased rate of successful prosecutions in the specialist domestic violence courts.
Total score	97/150	

The CPS's Single Equality Scheme sets measurable targets in priority equality gaps in the core business – for example, the target to reduce the percentage of domestic violence cases that do not end in a conviction to 36% by the end of 2007. This compares with an average conviction rate for all crime of more than 82%. A similar target for rape would also be helpful.

In 2005/6 CPS undertook themed reviews of workforce representation, homophobic crime and rape; each of the first two areas was then required to develop action plans to improve outcomes for 2006/7 with this to be evaluated in 2007/8, but disappointingly rape was excluded – it is unclear why.

The Single Equality Scheme notes that the Criminal Justice System as a whole, including the CPS, in dealing with cases of rape needs significant improvement. It notes that an improvement plan is in development to radically improve performance, and we welcome this.

Their Scheme sets out how all policy work on violence against women is cross referenced in terms of formulation, implementation and dependencies. The gender analysis allows policy workers to recognise and deal with the overlaps between different forms of violence, and note that trafficked women and sex workers may experience rape and sexual abuse as well as domestic violence. However we would like to see the CPS mainstream its policy on VAW by giving consideration to its role in the disproportionately harsh treatment of women defendants and offenders in the criminal justice system. Although there is a long way to go to improve conviction rates for crimes of violence against women the Scheme is an excellent model to drive that change.

DEPARTMENT FOR CULTURE, MEDIA, AND SPORT

1/2/10

What the Department says it does⁹⁵

DCMS's priorities include: encouraging more widespread enjoyment of culture, media and sport; supporting talent and excellence in culture, media and sport; economic impact – realising the economic benefits of the Department's sectors; delivering a successful Olympics and Paralympics with a sustainable legacy.

How this links to violence against women

- **66% of women polled in Scotland by the Scottish Executive were concerned about the implications for local women's safety if an adult entertainment venue were to open locally, as were 57% of men⁹⁶**
- **International research shows the harm suffered by people used in prostitution: 89% want to escape; 60 – 75% of women in prostitution have been raped, 70 - 95% have been physically assaulted, and 68% meet the clinical criteria for post-traumatic stress disorder⁹⁷**

Research shows that sport⁹⁸ is linked with violence against women in a number of ways. International sporting events like the Olympics are associated with a rise in the sex trade and sex trafficking. More positively it can increase the self esteem of girls and women and thus reduce their vulnerability to domestic and sexual violence. DCMS oversees licensing policies for the commercial adult entertainment/sex industry, which is linked to violence against women, especially trafficking, sexual harassment and sexual violence. A significant body of research exists which demonstrates the links between the proliferation of pornography and sexual violence towards women.⁹⁹ In its responsibility for print, broadcast and other media, it oversees regulation of, inter alia, pornography on the internet and television; films, DVDs and computer games; and the wider mass media which may glamorise violence, reproduce gender stereotypes and print images that sexualise and degrade women. All these contribute to a hostile environment for women and girls. There is a wealth of evidence of the inequality of women in the media: research shows that 75% of the UK's news stories are about men; while men make up 82% of spokespeople and 77% of 'experts'. Conversely, women are more than twice as likely as men to be portrayed as victims in news stories.¹⁰⁰

Question Number	Score	Comments
1. Can the Department provide evidence that it is working to the UN definition of violence against women agreed by the UK Government in the Beijing Declaration? (10 points)	0	No. They refer only to the limited definition of domestic violence only adopted by the Inter Ministerial Group, and provide no evidence of how they work to this definition.
2. What objectives has the Department set with regard to violence against women and how is it measuring its progress against them? (10 points)	0	No targets, no measurement
3. Have you established a Plan of Action for combating violence against women? If so, please attach it. If not, please indicate if you intend developing a plan of action and over what timeframe. (10 points)	0	No action plan, no mention of developing one.

Question Number	Score	Comments
4. What does the Department do to prevent and eliminate violence against women? (15 points)	2	DCMS only recognises violence against women in relation to its own staff: they have a staff domestic violence policy and provide information on harassment at work. They do not claim to do any work on the relevance of violence against women to their policy responsibilities, although their PSA target on increasing the participation of women in sport provides them with a lever to do so proactively. Their oversight of the OFCOM Broadcasting Standards Code provides another opportunity: they note that this prohibits discrimination on grounds of gender. They also claim that the British BFC would reject any portrayal of sexual activity which involves lack of consent: but rape is regularly included in drama in titillating ways.
5. How is violence against women addressed in the equality schemes of bodies undertaking work on behalf of the Department? (5 points)	0	No guidance or leadership here; DCMS says it does not scrutinise the equality schemes of its public bodies. Both the Olympic Development Authority (ODA) and the Commission for the Built Environment (CABE) acknowledge in their gender equality schemes their responsibility for creating safe public spaces. The Victoria and Albert Museum has taken a policy decision not to differentiate between women and men in their policy on violence and aggression at work; it is questionable whether this can be compliant with the gender equality duty, which requires public bodies to assess the differential impact on women and men of their policies. The British Council plans to develop a violence against women policy, but they have put these plans on hold because of lack of funds, which is an indicator of the problems the lack of a UK strategy creates.
6. How does the Department assess the ways in which violence against women impacts on its business and has it commissioned research to inform the development of its work? (5 points)	0	No assessment of impact of violence against women.
7. How does the Department set standards on the provision of services associated with violence against women, including of commissioned services? Does the Department recognise and actively promote the role played by women-only services in this area? (10 points)	0	Sets no standards. DCMS commissions work from a number of sponsored and other bodies that link to violence against women, including regulation of the adult entertainment industry.
8. What evidence is there of improvement in the extent, quality of, and access to services overseen by the Department relating to violence against women and the outcomes associated with such interventions? (25 points)	0	No evidence given. DCMS's sponsored bodies deliver services that can reduce violence against women, such as robust regulation of pornographic images.
9. How does the Department ensure that women facing	0	Nothing relevant to violence against women, despite the links between the regulation of the adult entertainment industry and violence against migrant and trafficked women.

Question Number	Score	Comments
10. What evidence can you provide of violence against women being mainstreamed into the Department's current policy priorities? (10 points)	0	None
11. What budget lines are attached to the Department's initiatives on violence against women and what investment, training and development is associated with them? (20 points)	0	No money detailed; training on equality impact assessments includes something on gender, but not on violence.
12. What successes and innovation has the Department created in addressing violence against women in the past year? (20 bonus points)	0	
Total score	2/150	This is a particularly disappointing response because so much of DCMS' remit has strong links to violence against women.

We are pleased that in their covering letter DCMS commit to reviewing their Equality Scheme to include violence against women. At present, it makes some connections between women's equality and participation in sport. However, they do not make the wider connections with other Government objectives on reducing teenage pregnancies or obesity, and participation in sport, even though they have PSA targets on both issues. They do not make any links with violence against women, either in relation to sport or on media representation of women. The connexions with violence against women and their responsibilities to regulate the adult entertainment and sex industry and the broader links to trafficked and other vulnerable, especially young, women, are not made. Research on this area would help. On the positive side, they refer to the need to increase the diversity of their public appointments, and note that the Secretary of State has asked all NDPB Chairs to draw up strategies to achieve this – a good example of allocating personal responsibility for progress.¹⁰¹ All their project initiation documents and policy proposals need a statement of compliance on equality – considerably better than some Departments. They also set a target of generic equalities training for staff within six weeks of start and then role specific training on equality impact assessments. This, taken with their commitment to include violence in their Equality Scheme, should enable them to make progress.

MINISTRY OF DEFENCE

1/2/10

What the Department says it does¹⁰²

Ministry of Defence is a force for good in the world. It oversees the armed forces.

How this links to violence against women

- Ministry of Defence servicewomen report very high rates of sexual harassment
- In 2007, 88% reported experiencing *at least one* of a list of nine sexualised behaviours over the last 12 months
- 35% reported having experienced *every one* of the nine behaviours in the last twelve months¹⁰³

The Ministry of Defence is responsible for addressing violence against women both within forces families, including violence by returning troops suffering from post combat traumas and injury, and sexual assaults by servicemen on women living in garrison towns and on their fellow servicewomen: rates of sexual harassment in recent years have been so high that the EOC initiated a formal investigation, and made an agreement with the Ministry of Defence setting out how they were to tackle the problem.¹⁰⁴ The UK is a signatory to the United Nations Security Council Resolution 1325,¹⁰⁵ which requires all member states to include women in peace keeping and post conflict resolution initiatives. UK armed forces are bound to implement this, and it is a key part of addressing violence against women in conflict and post conflict situations. Work with women should play a key role both domestically, for example, in the Northern Ireland peace process; and overseas, in Iraq, Afghanistan and so on, to minimise violence against women. Ministry of Defence need to consider the impact of their deployment on women in the civilian population: there is plentiful evidence to show that the incidence of trafficking for sexual exploitation increases where Ministry of Defence and related defence and peacekeepers are deployed and indeed that in some cases there is complicity. In addition too there is also evidence to show that during a conflict the amount and severity of violence against women in the host population escalates and stays high for many years. Ministry of Defence should be having regard to such impacts and how they minimise the effect including in the long term after the conflict itself is over.

Question Number	Score	Comments
1. Can the Department provide evidence that it is working to the UN definition of violence against women agreed by the UK Government in the Beijing Declaration? (10 points)	1	Disappointingly, the Ministry of Defence state they have not found it necessary to adopt a formal working definition. It does some limited work on violence against women, on Security Council Resolution 1325 and internally on sexual harassment.
2. What objectives has the Department set with regard to violence against women and how is it measuring its progress against them? (10 points)	2	Again the Ministry of Defence states that it does not include specific objectives as it mainstreams gender throughout its planning process. However it does not include any indication of how this mainstreaming is monitored. It mentions an Action Plan on Sexual Exploitation and Abuse with no monitoring mechanism. It mentions the action plan to prevent sexual harassment within the armed forces but gives no further detail.
3. Have you established a Plan of Action for combating violence against women? If so, please attach it. If not, please indicate if you intend developing a plan of action and over what timeframe. (10 points)	1	They have no violence against women action plan and they do not intend to develop one. They contribute to the Cross Government Plan on Sexual Exploitation and Abuse. Because of the high level of sexual harassment in the forces, the EOC has required Ministry of Defence to adopt an Action Plan on Sexual Harassment.

Question Number	Score	Comments
4. What does the Department do to prevent and eliminate violence against women? (15 points)	2	They mention internal policies on harassment and domestic violence, including support and a helpline. An audit of individual and pre-deployment training recommended greater gender awareness; they do not state whether this will include violence against women. We hope to read of evaluated outcomes in next year's report. However as they have no definition and no targets, they do not have specific or trend information on what they are doing to prevent and eliminate violence against women.
5. How is violence against women addressed in the equality schemes of bodies undertaking work on behalf of the Department? (5 points)	0	The response does not include information on the bodies that Ministry of Defence sponsors or from which they commission work.
6. How does the Department assess the ways in which violence against women impacts on its business and has it commissioned research to inform the development of its work? (5 points)	0	They do not have an overarching assessment of violence against women and its impact on their work. They have not commissioned research. They say they are prepared to do so if the need arises, but it is difficult to see how they would identify this in the first place.
7. How does the Department set standards on the provision of services associated with violence against women, including of commissioned services? Does the Department recognise and actively promote the role played by women-only services in this area? (10 points)	0	The Ministry of Defence says that this is not applicable to its role. No information is given on standards of conduct in conflict or peacekeeping or in providing support to a civilian population. Service standards could be improved by considering all-female deployments such that carried out by Indian police women to Liberia – whose impact has been positive. ¹⁰⁶ They have not analysed or introduced targets relating to the positive impact of the deployment of female personnel. Internally, no data are kept on violence against women, so domestic violence and sexual harassment is hard to track.
8. What evidence is there of improvement in the extent, quality of, and access to services overseen by the Department relating to violence against women and the outcomes associated with such interventions? (25 points)	0	There is some work being undertaken with Action Plans on Sexual Abuse and Exploitation and they are addressing high levels of sexual harassment in the armed forces via an action plan. However no evidence of improvements in access, quality or quantity of work on violence against women.
9. How does the Department ensure that women facing additional barriers are able to access services? (10 points)	0	The Department fails to address this question. It only mentions in passing that its operation personnel deal with culturally sensitive issues and try to engage with women who are often marginalised through women's organisations.
10. What evidence can you provide of violence against women being mainstreamed into the Department's current policy priorities? (10 points)	0	Although they say that they mainstream violence against women into their work they do not say that they do so into their Departmental priorities nor do they provide any evidence of having done so.
11. What budget lines are attached to the Department's initiatives on violence against women and what investment, training and development is associated with them? (20 points)	0	There is no specific funding attached to violence against women or investment, training or development, out of a budget of £30 billion.

Question Number	Score	Comments
12. What successes and innovation has the Department created in addressing violence against women in the past year? (20 bonus points)	0	The UK National Action Plan on 1325 was completed in August 2006 along with Foreign and Commonwealth Office and DFID. It is not clear what innovations/ successes have resulted from this.
Total score	6/150	The Department has a big budget and a great influence across the world. It really could do a lot better if only it would introduce violence against women as a priority (given that it works in conflict zones this would seem natural) and introduce specific targets. They could have targets on deployment of female personnel; on gender based violence programmes that they work in conjunction with on the ground; and links with service providers who could build the capacity of NGOs in post conflict settings. We need to see evidence of work with forces personnel to ensure that they do not violate the rights of women and girls either at home or when deployed.

The Ministry of Defence has produced an Equality and Diversity scheme¹⁰⁷ (EDS) that contains broad commitments to eliminate discrimination but sets no quantified targets on reducing the various equality gaps. In relation to violence against women, targets to reduce sexual harassment would be a useful starting point. The EDS is disappointingly short on targets given that both the CRE and the EOC have been working with them to effect improvements in their equality practices: in the case of the CRE, since 1998.¹⁰⁸ In 2005, the EOC, using its powers under the Sex Discrimination Act, embarked upon but immediately suspended a formal investigation. The suspension was conditional on the Armed Forces' fulfilment of an Agreement and Action Plan to prevent and deal effectively with sexual harassment, until June 2008, when the Commission will determine whether the Armed Forces have complied fully with the Agreement, including achieving the agreed outcomes and targets.¹⁰⁹

The EOC noted that 'By signing this Agreement, the Ministry of Defence has recognised the need to urgently and systematically tackle sexual harassment in the Armed Forces. On the basis of complaints received by the EOC, information supplied by the Ministry of Defence, and the findings of the Armed Forces' own surveys, there is clear evidence that, despite the efforts that have been made, significant sexual harassment still exists across the Armed Forces. This would justify a Formal Investigation using our legal powers; however, we have chosen to suspend the Investigation as the Ministry of Defence has convinced us that they are going to take decisive and immediate action to tackle the problem'.¹¹⁰

Despite this however, this issue has not been clearly incorporated into the scheme. Given the prevalence of sexual harassment by servicemen of their own colleagues, Ministry of Defence should consider whether there is a possibility that servicemen might also harass civilian women.

As they already have close relations with FCO and DFID, both of whom have well developed understanding of gender disadvantage and rights, they might work with them to develop a more proactive approach in their EDS and more widely.

What the Department says it does¹¹¹

DEFRA's role is to secure a healthy, resilient, productive and diverse natural environment, by reducing the environmental impact of the lifestyles we lead, the products that the country's economy produces and consumes, and the waste we produce; to reduce the global impact of our food production and consumption. DEFRA does this while maintaining high levels of protection of human, animal, and plant health. DEFRA champions Sustainable Development, helping Government as a whole to deliver economic, social and environmental sustainability, and is the focal point for rural policy; supporting strong rural communities and ensuring that dispersed rural needs are reflected in social and place-based policies across Government.

How this links to violence against women

- **Rural women find it hard to access services: abused women in parts of Scotland have had to travel more than 80 miles to reach a Women's Aid refuge.** ¹¹²

Rural women who suffer from violence are more isolated than urban dwellers, and have less access to support services. What research has been done suggests there may be differences in the experiences of rural women.¹¹³ Poverty, lack of public transport, and decreased access to many resources (such as advanced education, job opportunities and adequate child care) all make it more difficult for rural women to escape abusive relationships or access sexual violence support services. Rural health care providers may be acquainted with or related to their patients and their families, creating a barrier to disclosing abuse.¹¹⁴ Geographical isolation and cultural values, including strong ties to the land and kin all increase the challenges faced by rural women.¹¹⁵ Travelling women suffer from high rates of violence and need tailored services.

*DEFRA submitted no formal response from their Secretary of State to the questionnaire this year, despite indicating their intention to do so. They did send an email which with their agreement we reproduce in full (available online with other responses at www.endviolenceagainstwomen.org.uk) We have not scored this as it does not provide a response that is comparable to the others. Their formal score this year is therefore **NIL**.*

DEFRA's Joint Equality Scheme does not seem to be compliant with the requirements of the Equalities Act as, at the time of publication, the DEFRA website still refers to a document that is out for consultation ending on July 24, 2007. Under the Equality Act 2006 public bodies were required to publish their Gender Equality Schemes by 30th April 2007. This consultation document is weak on gender and on women. It has a strong focus on disability and ethnicity, neither disaggregated by gender. The health of bees, and rabies policy, are identified as relevant to their equalities plan, but rural services and the rural economy is not listed as having any relevance to gender inequality or women. It notes that Regional Development Agencies (RDAs) must include rural, ethnic groups, and the Voluntary and Community Sector (VCS) in their work, but not women. This may be due to their limited definition of 'disadvantaged' as referring mainly to ethnic minorities. The particular problems of, for example, older women, ethnic minority women, travelling women, disabled women, lesbians and transgender women are nowhere discussed. The scheme is also very short on identified quantified equality goals and setting priorities. It will be difficult to monitor the effectiveness of this scheme as it is currently laid out, because there are no clear objectives.

What the Department says it does¹¹⁶

The Foreign and Commonwealth Office works for UK interests in a safe, just and prosperous world: to make the world safer from global terrorism; create an international system based on the rule of law; support an effective EU in a secure neighbourhood; promotion of UK economic interests in a global economy; sustainable development, underpinned by democracy, good governance, and human rights; high quality consular services and regulation of entry to and settlement in, the UK in the interests of sustainable growth and social inclusion.

How this links to violence against women

- **Hundreds of young people in the UK (particularly girls and young women), some as young as 13, are forced into marriage each year; some are taken overseas¹¹⁷**
- **The UN estimates that between 250,000 and 500,000 women were raped in the 1994 genocide in Rwanda¹¹⁸**

The UK's role in international human rights work includes making a contribution to global and United Nations initiatives on violence against women. This includes initiatives like the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), which requires signatory states including the UK to report its progress on women's rights every four years; and UN Security Council resolution 1325,¹¹⁹ which requires that women play a full role in peacemaking and post conflict resolution.¹²⁰ The Foreign and Commonwealth Office's consular services support women and girls, who are taken overseas for FGM or for a forced marriage. In recognition of this, the Foreign and Commonwealth Office runs its own Forced Marriage Unit (FMU).

Question Number	Score	Comments
1. Can the Department provide evidence that it is working to the UN definition of violence against women agreed by the UK Government in the Beijing Declaration? (10 points)	8	Provides evidence of having negotiated this definition at the UN in 1995 on behalf of the UK Government and of promoting it within other agendas, as well as good evidence of working to it.
2. What objectives has the Department set with regard to violence against women and how is it measuring its progress against them? (10 points)	5	We welcome the fact action plans exist and are being monitored quarterly against performance indicators, albeit they are disappointingly limited to forced marriage and gender, peace and security targets. This shows a lack of recognition of the whole range of violence against women (it would have been very relevant to mention trafficking and migration). It is not clear how this work is being evaluated and it is more project-based than strategic or mainstreamed. Not much measurement.
3. Have you established a Plan of Action for combating violence against women? If so, please attach it. If not, please indicate if you intend developing a plan of action and over what timeframe. (10 points)	3	There is no plan of action for combating violence against women as such, but we note that the Forced Marriage Unit has, in consultation with external stakeholders, constructed a two year plan, and there is a plan on 1325. Clearly there is recognition that violence against women is relevant in many of the areas in which the Foreign and Commonwealth Office is working. However there is no evidence that violence against women objectives feature in the delivery plans in the UK or overseas.

Question Number	Score	Comments
4. What does the Department do to prevent and eliminate violence against women? (15 points)	8	They have concrete projects, but they appear to be short on evidence of evaluation and some programmes, for example, Chevening may or may not address violence against women. There are practical provisions for staff experiencing domestic violence. The UK Government should ratify the Council of Europe Convention on Action against Trafficking in Human Beings quickly; we encourage the Foreign and Commonwealth Office to take a lead. There are a number of positive and innovative initiatives around the world, but work on violence against women continues to seem ad hoc and left to the individual or particular Mission to determine to what extent they will commit resources.
5. How is violence against women addressed in the equality schemes of bodies undertaking work on behalf of the Department? (5 points)	1	Global Opportunities Fund requires applicants to identify the gender impacts of their projects. It is not clear if they are also required to evaluate whether these impacts were achieved. No detail of any other bodies undertaking work on behalf of the Department is given which suggests that there is no overarching strategy on how the Foreign and Commonwealth Office ensures that violence against women is addressed in a consistent way by external bodies.
6. How does the Department assess the ways in which violence against women impacts on its business and has it commissioned research to inform the development of its work? (5 points)	1	No research has been commissioned. Evidence of a good assessment of the impact of forced marriage but not of other forms of violence against women.
7. How does the Department set standards on the provision of services associated with violence against women, including of commissioned services? Does the Department recognise and actively promote the role played by women-only services in this area? (10 points)	4	We welcome the publication of guidelines for police, social workers, teachers, registrars and health professionals and the fact that these are statutory, which creates a minimum standard. However, these are limited to forced marriage only. There is no mention of female genital mutilation (FGM), immigration/sex trafficking. They quote “strong support” for women-only services but don’t give details about resource allocation. We welcome the initiative to revive the national Forced Marriage Working Group to map gaps and problems.
8. What evidence is there of improvement in the extent, quality of, and access to services overseen by the Department relating to violence against women and the outcomes associated with such interventions? (25 points)	5	There is no explicit mention of improving the extent, quality and access to services. In addition, there is no monitoring; therefore the impact is not being measured. Increasing awareness of services is limited to forced marriage and therefore does not cover all violence against women: for example, FGM. We welcome the national publicity campaign that led to an increase in people seeking help.
9. How does the Department ensure that women facing additional barriers are able to access services? (10 points)	4	There is some work, for example on human rights defenders (through the EU and Iran) and the internally displaced in Sudan; on support to black and minority ethnic women in the UK, especially in accessing Foreign and Commonwealth Office’s work on forced marriage, but it does not explain exactly how the Department ensures they are able to access these services. We welcome the launch of a strategy to promote the human rights of LGBT people and the initiative to encourage governments to sign the UN Convention on Rights of Persons with Disabilities. Nothing on outcomes, or on issues such as FGM.

Question Number	Score	Comments
10. What evidence can you provide of violence against women being mainstreamed into the Department's current policy priorities? (10 points)	4	We welcome the attempt to advance the mainstreaming of forced marriage issues and a lot of work is going on, however, we are not sure that the initiatives mentioned actually add up to real mainstreaming. Project-based rather than strategically planned and evaluated. Work on forced marriage for example could easily be extended to FGM with relative ease, and for little extra investment.
11. What budget lines are attached to the Department's initiatives on violence against women and what investment, training and development is associated with them? (20 points)	6	Money is being spent, but there seems to be no mechanism to ensure a specific level of resource allocation for projects on violence against women. We welcome the fact staff are receiving human rights training but we would want to see more specific training around gender equality and violence against women in order to provide practical tools for staff to address these issues in their work. This does not seem to have been addressed since the last Making the Grade Report. Development training within the Chevening Programme recognises that a "gender is a key factor in determining the extent to which different groups of women and men are able to articulate their needs and promote their rights as citizens to achieve a more socially just society". Violence against women against women is relevant to all courses taught and should be integrated across all of them as a fundamental human rights issue.
12. What successes and innovation has the Department created in addressing violence against women in the past year? (20 bonus points)	10	A long list is provided which shows a good understanding of the integrated and cross cutting nature of violence against women, but the work consists of specific projects that might address violence against women, rather than mainstreaming violence against women, and relies heavily on the FMU.
Total score	59/150	It is noted that significant time and effort has gone into preparing a comprehensive response. The Foreign and Commonwealth Office needs to try to spread its good practice from certain NGO-inspired and engaged work such as the Forced Marriage Unit.

Foreign and Commonwealth Office provided a professional and comprehensive response. This Department does not count violence against women within its core remit but it has done a lot to identify the links with violence against women and in doing some progressive work.

Its FMU continues to be highly regarded not just by the EVAW members who prepared this report and others working on this issue but by the women affected by forced marriage – a key test.

The response exemplifies what can happen when a Department considers the issues in the round and builds on a gendered analysis to identify and implement links with its lead responsibilities (e.g. work at the United Nations Commission on the Status of Women; supporting lead Departments in international negotiations where violence against women is included; ensuring that consular services provide support for women at risk of violence and its aftermath, and also take preventive measures). Performance management on forced marriage is excellent, with some clear targets which are monitored and evaluated.

We would like to see more systematic evaluation across the piece: most of the examples are piecemeal and follow up and results are not clear. Our concern about the lack of evaluation is exacerbated by the fact that a number of the projects listed in last year's response are unchanged this

year (e.g. Congo and Iraq). Some projects listed last year, like those in Russia and Albania, are not referenced at all, leaving the results unknown.

If the Foreign and Commonwealth Office undertook this work in a more strategic way, the effectiveness of the work would be clearer. Staff are initiating some excellent projects, but without an overarching strategic framework of clear objectives and evaluation.

The Foreign and Commonwealth Office's Diversity Equality Scheme¹²⁰ identifies five gender equality objectives, three of which are on staffing issues. Of the two that relate to policy, one measures perception and the other deals with mainstreaming, but neither identifies the quantified equality gaps that the Department is trying to close, so it is difficult to see how achievement might be monitored. The Foreign and Commonwealth Office launched a mainstreaming guidance booklet in 2004, and although plans are in hand to update it, there seems to have been no evaluation of its effectiveness. The aim of equality schemes is to make *measurable* progress.

The Foreign and Commonwealth Office falls into the trap of setting out objectives 'regardless of gender' rather than identifying gender difference as one of the key ways of designing appropriate services. The case study on UKTI gives a number of examples of women-focused projects but give no quantified outcomes. The FMU example is much more compelling, with a set of identified problems and a strategy in place to addressing them in terms of prevention, justice, and support, backed up by a training programme. A similar strategy for work on women in business would produce similar quantified outcomes.

What the Department says it does¹²²

The aim of DH is to improve the health and wellbeing of people in England, with special attention to the needs of disadvantaged groups and areas.

How this links to violence against women

- **The health-related costs of rape are £73,487 per case**
- **Between 50% and 60% of women using mental health services have experienced domestic violence**
- **Up to 20% are currently being abused¹²³**

Violence is a leading cause of women’s morbidity.¹²⁴ The NHS is uniquely placed to help women who are experiencing domestic abuse by identifying early signs of abuse and helping them to access support services. Women experiencing intimate partner violence seek care from emergency departments approximately three times more often than non-abused women.¹²⁵ Domestic violence often starts or escalates during pregnancy and is associated with increases in rates of miscarriage, low birth weight, premature birth, foetal injury and foetal death. Rape has costs for the victim which are on average three and a half times greater than those for other sexual assaults.¹²⁶ FORWARD estimates that as many as 66,000 women in the UK are living with the effects of FGM and around 16,000 girls under 15 are at risk of FGM within the UK; clinics that can offer treatment are overwhelmed by demand.¹²⁷ The effects on mental health of being sexually harassed or stalked; from working in prostitution or being trafficked into it, are well-documented. Women asylum seekers are frequently survivors of violence in their country of origin, sometimes through torture, including rape, which leads to long term effects on health.

Question Number	Score	Comments
1. Can the Department provide evidence that it is working to the UN definition of violence against women agreed by the UK Government in the Beijing Declaration? (10 points)	4	Puzzlingly, DH says it is <i>meeting</i> the objectives of the Beijing Platform for Action, but is <i>working</i> to the agreed Government definition of domestic violence. The evidence has a strong domestic violence focus, and includes some work on forced marriage, FGM, and, through the VVAPP ¹²⁷ programme, work particularly on the mental health aspects of domestic violence, trafficking, prostitution, sexual violence.
2. What objectives has the Department set with regard to violence against women and how is it measuring its progress against them? (10 points)	2	They give limited evidence of objectives. They contribute to the cross government domestic violence action plan and the sexual violent action plan through the interministerial groups. No departmental objectives are mentioned in the response apart from the VVAPP which has objectives on mapping and on benchmarking. No data on how the Department is measuring progress.
3. Have you established a Plan of Action for combating violence against women? If so, please attach it. If not, please indicate if you intend developing a plan of action and over what timeframe. (10 points)	2	No plan of action this year. They are planning a National Violence and Abuse Strategy on Health for 2008, with a gendered perspective, so we look forward to this feeding into a higher score next year. They contribute currently to the Home Office cross Government plans on domestic violence, sexual violence, prostitution, and trafficking.

Question Number	Score	Comments
4. What does the Department do to prevent and eliminate violence against women? (15 points)	7	They evidence work on guidance and training for health professionals and some projects such as the creation of codes to identify violence issues on patients' records, which will create useful data. They also have a policy on violence as it affects staff focused on domestic violence and assault by the public.
5. How is violence against women addressed in the equality schemes of bodies undertaking work on behalf of the Department? (5 points)	0	The answer does not address the equality schemes of the bodies that they sponsor or from whom they commission services. They put a non discrimination clause in their grants contracts, but this simply seems to require voluntary organisations to abide by the law.
6. How does the Department assess the ways in which violence against women impacts on its business and has it commissioned research to inform the development of its work? (5 points)	3	Names two projects related to violence against women: a review of screening on domestic violence; and VVAPP mapping of research.
7. How does the Department set standards on the provision of services associated with violence against women, including of commissioned services? Does the Department recognise and actively promote the role played by women-only services in this area? (10 points)	4	They have guidelines, rather than standards, for service providers on areas covering domestic violence, sexual violence, and childhood sexual abuse. This is the first step towards setting and monitoring service standards. No mention of women-only services.
8. What evidence is there of improvement in the extent, quality of, and access to services overseen by the Department relating to violence against women and the outcomes associated with such interventions? (25 points)	6	They list a number of programmes designed to improve the Department's services in relation to violence against women: routine enquiry on domestic violence; data sharing with Crime and Disorder Reduction Partnerships; and some pilots in PCTs. No information about whether these have led to improvement outcomes, except for the Domestic Violence Specialist Courts (to which DH makes a supplementary contribution).
9. How does the Department ensure that women facing additional barriers are able to access services? (10 points)	4	They name some reports and events held around the needs of LGBT people; young people; Asian women and disabled women. However, this is not a concerted strategy: it will raise awareness, but not ensure access. It is unclear how they relate teenage pregnancy to violence against women.
10. What evidence can you provide of violence against women being mainstreamed into the Department's current policy priorities? (10 points)	4	<p>They provide limited evidence of mainstreaming, covering drugs, alcohol, and the sexual health of refugees, and mention contributions to 20 cross Government policy documents. They have provided handbooks and guidance to professionals.</p> <p>Following staff feedback they have set up seminars to address bullying and harassment within DH; there is no staff policy on violence in place yet, but it is planned for.</p>

Question Number	Score	Comments
11. What budget lines are attached to the Department's initiatives on violence against women and what investment, training and development is associated with them? (20 points)	8	They jointly funded the National Domestic Abuse Co-ordinator post to June 2007 (this funding has now ended and may have consequences next year, as they relied greatly on the expertise provided via this post). They are funding the VVAPP work, social exclusion programme, a handbook on responding to domestic abuse, and gave around £278,000 last year to 12 mental health voluntary and community organisations providing services for victims of abuse. Given the huge budget of the Department these investments could be greater. Equalities impact training is in place for all staff but there is no information about whether this covers violence against women.
12. What successes and innovation has the Department created in addressing violence against women in the past year? (20 bonus points)	9	Gave some examples of seminars and joint working with the HO with the idea of strengthening local partnerships; also some pilots on data collection as well as the VVAPP; work on forced marriage and a DVD on FGM. This would have gained a higher score had there been stronger evidence of success attached to these initiatives.
Total score	53/150	Despite great efforts by a number of officials, and some good initiatives, there is little evidence of targets, monitoring or evaluation. The work is strongly focused on Domestic Violence and abuse and seems not to be mainstreamed and properly resourced.

Research shows that depending on the context, among developmentally disabled adults, as many as 83% of females and 32% of males are the victims of sexual assault,¹²⁹ and that women with disabilities are raped and abused at a rate at least twice that of the general population of women.¹³⁰

DH Single Equalities Scheme makes a commitment to 'levelling' up, so that all the rights given to specific groups are applied across the board. Its governance section is particularly helpful – it has set up an Equality Delivery Assurance Group, whose role it is to connect organisational objectives with the equality agenda. It is reviewing its PSA targets to link DH core business with equality and human rights. All these mainstreaming mechanisms should make it easier for DH to be compliant with the spirit and the letter of the legislation.

DH recognises that under the Gender Equality Duty, being 'gender neutral' is no longer sufficient or adequate – the gathering and analysis of evidence by gender, against the particular service or strategic objective, is now required.¹³¹ This marks it out from other Departments that still make a virtue of being gender neutral. The VVAPP outcomes are as yet unclear and limited to mapping; the benchmarking of service outcomes has not been undertaken yet. The appointment of a National Domestic Violence Co-ordinator has enabled good progress to be made on key issues, and this is recognised in this year's score. However, the funding has now ended and it will be difficult to make the same progress without this expert in place. Given the Department's extensive budget it is disappointing that these initiatives appear to be starved of proper funds.

What the Department says it does¹³²

Home Office's aim is to protect the public and secure our future; help people feel secure in their homes and local communities; cut crime, especially violent crime, and crime related to drugs and alcohol; lead visible, responsive and accountable policing; protect the public from terrorism; secure our borders, and control migration for the benefit of our country safeguard people's identity and the privileges of citizenship. Home Office helps build the security, justice and respect that enable people to prosper in a free and tolerant society. The Home Office has responsibility for the law dealing with pornography, indecent displays, public indecency and obscenity, lap-dancing and stripping.

How this links to violence against women

- **Over 90% of rapes are committed against women, and fewer than 6% of reported rapes lead to a conviction**
- **21% of girls are victims of sexual abuse before they are 16, almost twice as many as boys¹³³**
- **Half of all women will suffer from some form of violence in their lifetime – stalking, domestic violence, sexual harassment or sexual assault¹³⁴**

Home Office's responsibility for safety and security has a direct link to tackling violence against women. In terms of making people feel safe and secure in their homes and communities, they have a role in preventing violence against women. Lone parents are twice as likely to be the victims of violence as the average person;¹³⁵ 95% of lone parents are women. On prostitution, policy focuses on kerb crawling, but only a minority of men buy sex 'on street'; most trafficked women are in off street prostitution.¹³⁶ Lap dance clubs are a form of commercial sexual exploitation, which promote the sexual objectification of women and contradict efforts to promote gender equality. They are licensed in the same way as public houses and cafes, with a Premises Licence. Until they are licensed as Sex Encounter Establishments, local authorities cannot effectively put conditions or restrictions on them, for the safety of the women who work in them or who live near them. The 'adult entertainment' industry exploits trafficked women. Through the Borders and Immigration Agency, Home Office leads on migration. Refugee women are often survivors of violence that has occurred in their country of origin.

Question Number	Score	Comments
1. Can the Department provide evidence that it is working to the UN definition of violence against women agreed by the UK Government in the Beijing Declaration? (10 points)	5	HO states that it works to the UN definition, as agreed and signed up to by the UK Government in 1995, but has created its own more limited definition of domestic violence, agreed in 2004 by the Inter-Ministerial Group on Domestic Violence. They note that this latter definition replaces various definitions previously used by other Departments and agencies. It is not clear why they have developed this more limited definition which inter alia excludes girls under 18. HO cites strategy documents and communications work as evidence of its gendered <i>approach</i> (as opposed to the gender neutral definition itself). Evidence of a range of work given.

Question Number	Score	Comments
2. What objectives has the Department set with regard to violence against women and how is it measuring its progress against them? (10 points)	7	A high score which recognises that objectives are set in a series of plans on domestic violence, sexual violence, trafficking and prostitution and forced marriage. The objectives are limited and do not cover other areas such as forced marriage and 'honour' crimes and the predominant focus is on domestic violence, with sexual violence sometimes an add-on without related actions within the indicators: the lack of mandated targets in this area is problematic. We note that PSA targets have recently been announced which should mean a higher score next year. In terms of measurement, there is guidance but no targets for CDRPs. The only clear monitoring is of the domestic violence arrest rate and rape attrition within Rape Performance Group.
3. Have you established a Plan of Action for combating violence against women? If so, please attach it. If not, please indicate if you intend developing a plan of action and over what timeframe. (10 points)	6	There is no violence against women action plan and no plans to develop one. Instead there is the Violence Action Plan (forthcoming, referenced in the response) and individual action plans on domestic violence, ¹³⁷ sexual violence, ¹³⁸ trafficking, ¹³⁹ and prostitution. ¹⁴⁰ Forced marriage, 'honour' crimes and FGM are covered by the domestic violence plan and are mentioned in the sexual violence action plan. The plans and the indicators within each plan are very helpful, although there are gaps and inconsistencies e.g. in the level of attention paid to prevention and early intervention in each. However, the lack of any overarching and gendered strategy weakens the cohesion between the various plans and in practice leads to fractured services on the ground, as the majority of Home Office's resources and attention go to domestic violence. It also means that the case for investment in prevention which would impact across all violence against women indicators is diluted.
4. What does the Department do to prevent and eliminate violence against women? (15 points)	10	HO refers to the content of its action plans on domestic violence, sexual violence, trafficking and prostitution. While there is absolutely nothing on prevention in the domestic violence plan, there are lengthy sections in the sexual violence, trafficking and prostitution plans. The first two also include indicators. The trafficking and prostitution plans both have sections on tackling demand, which is very positive, but the treatment of prevention in the prostitution plan in terms of involvement is almost entirely focused on children and young people, with little on adult women.
5. How is violence against women addressed in the equality schemes of bodies undertaking work on behalf of the Department? (5 points)	0	Only mention of HO's own scheme not those of other agencies and sponsored bodies, or of other providers.

Question Number	Score	Comments
6. How does the Department assess the ways in which violence against women impacts on its business and has it commissioned research to inform the development of its work? (5 points)	3	Substantial research is listed on a range of forms of violence against women, particularly in terms of crime, which is obviously a key part of HO's business. However, almost all the research referenced was carried out in previous years (2004, 5, and 6) or is planned for next year. Only one piece is reported for this year on the rate of attrition in rape cases. There are no published figures for national attrition rates for violence against women other than rape. Other research planned for 2006/7 – on how Domestic Violence and sexual violence impact on minority groups such as men, women from black and minority ethnic communities and lesbian gay bisexual and transgender people, was deferred due to lack of funding.
7. How does the Department set standards on the provision of services associated with violence against women, including of commissioned services? Does the Department recognise and actively promote the role played by women-only services in this area? (10 points)	6	Work in progress for developing standards is ongoing although but not yet fully in place, and if completed effectively should strengthen services and feed into a higher score next year. HO says it recognises the value of women-only services and uses as evidence its involvement with the VVAPP, the sexual violence action plan, the Victims' Fund and ISVAs. More evidence of secure funding would be welcome.
8. What evidence is there of improvement in the extent, quality of, and access to services overseen by the Department relating to violence against women and the outcomes associated with such interventions? (25 points)	15	Some evidence of improvement through IDVAs, SARCs and MARACs is provided. The impact of MARACs is not yet clear; the application of the model is not yet uniform. ISVAs have yet to be evaluated. All these initiatives only benefit victims once they are in the CJS process, despite evidence that most victims never report. There is no information on improvements to VCS services, which is a route to encouraging more women who wish to report to do so. The VVAPP service mapping and benchmarking that is meant to form a baseline has not yet been evaluated. We lack still robust enough trend data to show how violence against women is being reduced by HO initiatives. A strategy would allow these initiatives to be mapped and tracked more securely.
9. How does the Department ensure that women facing additional barriers are able to access services? (10 points)	5	The information provided addresses black and minority ethnic women, LGBT and women victims of sexual violence. There is no mention of women with disabilities/mental health issues, refugee and asylum-seeking women, children and young people, transgender or travelling women, although future scoping work may identify some of these groups.
10. What evidence can you provide of violence against women being mainstreamed into the Department's current policy priorities? (10 points)	5	There is evidence that domestic violence and to a lesser extent sexual violence have been mainstreamed into HO priorities, e.g. in the PSAs and Crime Strategy. Outside the expert lead units, it is not clear from the answer how far other parts of the Home Office recognise violence against women as impacting on their other policy leads – particularly migration.

Question Number	Score	Comments
11. What budget lines are attached to the Department's initiatives on violence against women and what investment, training and development is associated with them? (20 points)	9	<p>There is little centralised spending as this is devolved to local bodies that make their own decisions (though HO is encouraging them to prioritise violence against women). HO's new strategy on prostitution has no money behind it; no money will mean the UK will not fulfil its obligation to address demand under the UN protocol.</p> <p>Nevertheless there are several streams of money for violence against women over the current year: £7.85 million on domestic violence (to domestic violence co-ordinators, MARACs and domestic violence services), £3 million to sexual violence support services (SARCs, ISVAs and VCS) and £2.4 million over next 2 years on trafficking services (Poppy).</p> <p>This spending is very low in terms of HO budgets and the demand for services; and the cycles are short-term, often being renewed year on year. Disappointingly, there is no information about investment in training and development to develop HO's capacity in this area.</p>
12. What successes and innovation has the Department created in addressing violence against women in the past year? (20 bonus points)	12	<p>The decrease in domestic violence and domestic violence homicides is encouraging. Asking police forces to enact the recommendations of Without Consent cannot be called a success unless they do it (too early to tell) but the mechanisms put in place and their positive response are promising. Most of the trafficking initiatives pre-date the past year. Most are unquantified successes around process, with the only outcome being 62 prosecutions, which seems small relative to the estimates of around 4000 trafficked women in the UK at any time.</p> <p>Innovation/success around forced marriage, FGM and 'honour' crimes is not mentioned, and while successful prosecutions in specialist DV courts are increasing, conviction rates in rape cases continue to be shockingly low.</p>
Total score	83/150	<p>There continues to be much good work and commitment to addressing violence against women in the HO, although this is expressed in relation to individual forms, especially domestic violence, rather than violence against women as a whole. There is greater recognition of sexual violence than in previous years and both domestic violence and sexual violence are more prominently located within HO's current priorities and objectives. Although forced marriage, 'honour' crimes and FGM fall within the HO's domestic violence definition, they are frequently absent from policy initiatives. This may stem both from their conflation with domestic violence, and from working to two conflicting definitions within the HO (see question 1). We welcome the prominent placing of domestic violence and sexual violence in the most recent PSAs and the Crime Strategy.</p>

The Home Office flags up the crucial importance of its cross Government work as lead Department on this issue, and has put resources and sustained effort behind this. However, there is little evidence that through this role they are successfully creating real mainstreaming in other Departments, as the responses from other Departments in the rest of this report indicate. Getting Departments to sign up as members of the Corporate Alliance against Domestic Violence has proved a lengthy process, even though membership only requires them to support their employees if they suffer domestic violence. Getting Departments to sign up to stretching targets on their policy areas and putting resources into cross Government plans appears even more difficult, judging by some of the responses in this report.

Home Office has some good structures in place – for example, the Domestic Violence Virtual Unit (DVVU) acted as an innovative mechanism last year for tracking achievements against the Domestic Violence Action Plan across key Departments – but it lacked resources and not all Departments were as active in the DVVU as they should be. Some failed to engage at the right level of seniority or to the full extent. Most crucially, however, its focus on domestic violence not only limits its effectiveness but also creates an artificial policy silo that has been replicated in fractured services at grassroots level, with local authorities overwhelmingly selecting domestic violence initiatives to fund, to the detriment of sexual violence services. The loss of so many Rape Crisis Centres over the last few years can be traced to the priority given to domestic violence. An integrated strategy would guard against this.

This division at policy level, together with the Home Office’s ungendered approach, has harmed relations with the Third Sector service providers, who have consistently argued against it.

SARCs are focused on providing services to those few women who are prepared to report to the police, and provide crisis help only, not long term support and counselling. The Third Sector still picks up the vast majority of sexual violence cases - up to 85%. Given the minimal number of SARCs, they cannot be described as a solution to the deficit of sexual assault services.

Similarly, Multi-Agency Risk Assessment Conferencing (MARAC) is an excellent mechanism. This is a tailored assessment procedure for cases involving domestic violence. Conferences are held on a monthly basis to discuss the highest risk cases, and involve representatives from police, probation, local authority, health, housing, children’s and women’s services. An evaluation reports that *‘MARACs make a real difference. In Cardiff, repeat victimisation has reduced from 30% to less than 10% in two years. The success of the programme could be attributed to understanding the risks associated with each domestic violence victim and addressing the complex needs of each victim’s family’*.¹⁴¹ However, MARACs are not routinely working effectively as the model is often undeliverable on the ground. Cases are dealt with in as little as ten minutes due to the weight of work, and the lack of knowledge among the agencies involved; they rely strongly on the expertise of the Third Sector, who are not funded to participate. The funding for associated IDVAs remains uncertain and they are already having to ration their services to the most dangerous and complex cases.

More generally funding from the Home Office to the Third Sector is not routinely Compact compliant. Many organisations are given funding for one or two years.

The Gender Equality Scheme was completed over a very short timescale making proper consultation difficult. It lacks clear targets, particularly on violence against women.

The lack of mainstreaming across Government, the focus of domestic violence at the expense of other linked forms of violence, the lack of gender analysis in the policy thinking reflected in a poor quality Gender Equality Scheme, would all be addressed by an overarching strategy on violence against women, using the holistic UN definition and setting joined up objectives that deliver joined up services. We hope the new Tackling Violence Action Plan will begin moves in this direction, informed by a robust gender analysis.

DEPARTMENT FOR INNOVATION, UNIVERSITIES AND SKILLS 1/2/10

What the Department says it does¹⁴²

Inter alia, DIUS creates wealth and grows the economy through innovation and research; improves skills throughout the working life; builds social and community cohesion through improved social justice, civic participation, and economic opportunity, by raising aspirations and broadening participation, progression and achievement in learning and skills; strengthens further and higher education.

How this links to violence against women

- 16- to 19-year old women are over four times as likely to have reported being raped in the last year than women from any other age group¹⁴³

Women’s poverty and economic dependence on men is one of the factors that make them more vulnerable to violence from their partners, and more widely, to working in employment where they are vulnerable to sexual harassment. In extreme cases, women may be forced by poverty and lack of better career choices to work in the sex trade and related areas where rates of sexual assault are high.

Greater access to credit to start their own businesses; greater access for women returning for breaks to bring up children to improve their skills and education; access to further qualifications to allow them to move into better paid and more secure employment, will all help to protect women who are currently vulnerable to violence. However, there is research evidence that women improving their relative status and position prompt violence and harassment from male partners and even male colleagues; women’s aspirations and success need to be understood as having safety consequences.

With regard to DIUS’ responsibilities for the student population, there is plenty of research to show that young women and girls are especially vulnerable to violence. Age is the biggest risk factor for experiencing sexual victimisation; women aged 16 to 24 are more likely to say they had been sexually victimised in the last year than older women.¹⁴⁴ If universities use their own procedures when sexual assault is reported, any subsequent legal case can be jeopardised. Stalking and harassment often takes place in educational establishments.

Question Number	Score	Comments
1. Can the Department provide evidence that it is working to the UN definition of violence against women agreed by the UK Government in the Beijing Declaration? (10 points)	0	No definition given or evidence of work across the possible range of issues, so no score. However, it is encouraging that they make the link between psychological harm and occupational segregation and thus to the gender pay gap – BERR has not made the same connection in its own remit.
2. What objectives has the Department set with regard to violence against women and how is it measuring its progress against them? (10 points)	0	They do not set objectives. If they had given more information about their targets on participation, demonstrating their relevance, they might have scored.
3. Have you established a Plan of Action for combating violence against women? If so, please attach it. If not, please indicate if you intend developing a plan of action and over what timeframe. (10 points)	0	No plan or intention to create one. They claim to mainstream but there is no evidence of this and only general comments about equalities and skills as though this is meant to cover it. Shows no understanding of the concepts in question or why they are relevant to the Department’s work.

Question Number	Score	Comments
4. What does the Department do to prevent and eliminate violence against women? (15 points)	4	DIUS lists a set of projects (e.g. on pastoral support, and learner involvement strategies) that suggest a recognition that barriers to learning could potentially include issues of violence against women; however this seems an accidental by-product of work aimed at the socially excluded; there is nothing that shows they have actually built violence against women issues into their work and planned for them. There is also a standard workplace policy on domestic violence. The covering letter mentions some potentially relevant activities.
5. How is violence against women addressed in the equality schemes of bodies undertaking work on behalf of the Department? (5 points)	0	Violence against women is not considered in the schemes. Given the prevalence of sexual violence and harassment against young women, and the numbers of young women who are in the student population, this is surprising. Moreover, the DIUS gender equality scheme includes addressing sexist and homophobic bullying as one of its key objectives, so it is even more surprising that the DIUS has not given greater strategic leadership to get this included in other bodies' schemes.
6. How does the Department assess the ways in which violence against women impacts on its business and has it commissioned research to inform the development of its work? (5 points)	0	No. The NSSQR report they refer to does not mention violence against women.
7. How does the Department set standards on the provision of services associated with violence against women, including of commissioned services? Does the Department recognise and actively promote the role played by women-only services in this area? (10 points)	0	The answer refers us to questions 8 and 9 but in fact no material in these answers addresses this issue either.
8. What evidence is there of improvement in the extent, quality of, and access to services overseen by the Department relating to violence against women and the outcomes associated with such interventions? (25 points)	0	The answer does not seem to show understanding of the issue or what are, could and should be the responsibilities of DIUS. The answer assumes that because 75% of FE learners are female that therefore access is satisfactory. There is no analysis or context. A complacent response that has nothing to do with violence against women.
9. How does the Department ensure that women facing additional barriers are able to access services? (10 points)	2	<p>There is a specific reference to needs of speakers of other languages which is welcome, and recognition of the links between acquiring skills and raising self esteem which can be applied in a domestic context to resisting violence and ill treatment. However, there is no strategic recognition that violence against women in all its forms – e.g. forced marriage; sexual assault; sexual harassment – might prevent women and girls from accessing education or interrupt it/ limit achievement, nor of what DIUS might do to address this.</p> <p>DIUS seems to have a workplace policy which only addresses domestic violence.</p>

Question Number	Score	Comments
10. What evidence can you provide of violence against women being mainstreamed into the Department's current policy priorities? (10 points)	0	The answer claims that it is already integral though provides no evidence at all to support such an assertion which frankly is at odds with the tenor of all their responses which would tend to show limited understanding of violence against women and its relevance to the DIUS and its functions.
11. What budget lines are attached to the Department's initiatives on violence against women and what investment, training and development is associated with them? (20 points)	0	No figures provided; no mention of training for staff.
12. What successes and innovation has the Department created in addressing violence against women in the past year? (20 bonus points)	0	DIUS says it has run a successful advertising campaign about why it is important to take up skills and education, but gives no evidence to support this.
Total score	6/150	This score is very disappointing for a new Department that has higher education in its remit. They might be expected to have identified this as an issue for students and one on which strategic leadership might make effective inroads, and add to the efforts of individual institutions of learning.

DIUS claims to mainstream violence against women into all its policy areas, but provided little evidence to support this. On skills, they rightly made the link with routes out of poverty and vulnerability to violence. However, they did not explain how the Innovation remit in their title relates to this issue.

Their HR support seems good but there is no evidence of incidence, effectiveness, or satisfaction rates. The Gender Equality Duty requires the DIUS to have undertaken gender analysis to see where the gender equality gaps are – on skills, on further education, and so on. However, there were no statistics given on women's inequality or any indications of how they are measuring or closing such gaps. This lack of compliance with the GED of course goes beyond violence against women.

This is all the more disappointing as the GES¹⁴⁵ that DIUS works to does acknowledge the prevalence and effect of sexist and homophobic bullying in education. However, the lack of training reflects the poor commitments given in the DFES GES. Considering DIUS' bread and butter is education and training, this is surprising.

What the Department says it does¹⁴⁶

DFID leads the British Government’s fight against world poverty. It works to meet the UN Millennium Development Goals which inter alia include: to promote sexual equality and give women a stronger voice; to improve the health of mothers; and to combat HIV and AIDS. DFID works with multilateral institutions such as the UN and the EU.

How this links to violence against women

- **Around the world, at least one in three women has been beaten, coerced into sex, or otherwise abused in her lifetime**
- **An estimated one in five women will be a victim of rape or attempted rape; South Africa has the highest rate of rape in the world and some of the highest rates of HIV infection - over 22% of sexually active adults¹⁴⁷**
- **75% of young people (15 to 24) in Africa who are living with HIV are young women. Due to persistent gender inequalities, the proportion of women and girls living with HIV is increasing¹⁴⁸**

DFID’s work on women’s inequality and poverty has clear links with violence against women. The incidence of AIDS can be reduced by increasing the empowerment of women to negotiate safe sex with infected partners. The health of mothers is impacted by the prevalence in many countries, including some communities in the UK, of Female Genital Mutilation (FGM). Violence is used as a means in many countries of reducing women’s autonomy, opportunities, education and employment. The unintended effect of women’s greater empowerment can be to increase male violence. Increasing women’s equality will improve the development prospects of the smaller economies and tackling violence against women is a key way to do so. Reducing the risk of rape to schoolgirls in some African countries would increase their school attendance; reducing economic inequality would erode the push factors that lead to women in developing countries being trafficked into the UK and elsewhere. UN Security Council Resolution 1325 requires governments to ensure that women are included in all post-conflict peace building and development. Research shows that peace agreements, post-conflict reconstruction, and governance do better when women are involved. In Uganda, the women’s peace movement offers training in conflict resolution and trauma counselling within families and in community disputes – which has successfully reduced violence.¹⁴⁹

Question Number	Score	Comments
1. Can the Department provide evidence that it is working to the UN definition of violence against women agreed by the UK Government in the Beijing Declaration? (10 points)	9	They cite the UN definition as their framework and list a broad range of different forms of violence against women that their work addresses. A comprehensive response showing good understanding of violence against women, in all its forms, as inequality.
2. What objectives has the Department set with regard to violence against women and how is it measuring its progress against them? (10 points)	7	There are particular commitments and projects (not always framed as objectives) on specific areas of women’s rights (maternal health, HIV and girls’ education) and a welcome reference to work on UN SCR 1325 and on trafficking.
3. Have you established a Plan of Action for combating violence against women? If so, please attach it. If not, please indicate if you intend developing a plan of action and over what timeframe. (10 points)	2	No plan. There is a review underway which may lead to a plan on violence against women – this is a little surprising as they show a good understanding of the interrelatedness of poverty, obstacles to development and violence against women and so one would expect and can only hope that this will result on a plan of action on violence against women. They contribute to the cross Government Trafficking Action Plan and the 1325 Action Plan.

Question Number	Score	Comments
4. What does the Department do to prevent and eliminate violence against women? (15 points)	9	There is a welcome and specific reference to the impact of social attitudes on violence against women and supporting work to challenge these attitudes. There is a good understanding of poverty, inequality and discrimination as causes and consequences of violence against women and projects include attitudes, education etc. However, it is noticeable that the support and work is concentrated on women and women's organisations and women's projects. We would not want to see any reduction in support or voice to such organisations but there also needs to be complementary work on holding men accountable and challenging men's attitudes.
5. How is violence against women addressed in the equality schemes of bodies undertaking work on behalf of the Department? (5 points)	0	No information on sponsored bodies given. For grants, gender criteria generally rather than specifically for violence against women are included in application forms; guidelines will be reviewed. No indication that the gender impact claimed is evaluated. Procurement guidelines do not cover violence against women – a missed opportunity.
6. How does the Department assess the ways in which violence against women impacts on its business and has it commissioned research to inform the development of its work? (5 points)	3	There is a 5-year research programme which includes violence against women, and guidance is being developed on violence against women and its impact on achieving the Millennium Development Goals; but the Equalities Impact Toolkit does not cover violence against women - a key omission.
7. How does the Department set standards on the provision of services associated with violence against women, including of commissioned services? Does the Department recognise and actively promote the role played by women-only services in this area? (10 points)	4	There appears to be significant support to women's organisations but DFID says it does not set central standards. It is difficult to do so in the wide range of contexts in which DFID operates, but we would advocate some standards (e.g. broad adherence to CEDAW principles, for example) with an acceptance of deviation where local circumstances dictate. Unless this is done, projects on such areas as community based law and justice solutions cannot assure access to justice for women. It is not enough that the project application claims to address women's needs unless standards concerning women's rights are maintained.
8. What evidence is there of improvement in the extent, quality of, and access to services overseen by the Department relating to violence against women and the outcomes associated with such interventions? (25 points)	0	An assessment of DFID's work on violence against women was completed in 2006 but the results are, disappointingly, not described.
9. How does the Department ensure that women facing additional barriers are able to access services? (10 points)	0	There is a social exclusion strategy that is meant to facilitate access for various excluded groups including women. There is no other information; a disappointing response.

Question Number	Score	Comments
10. What evidence can you provide of violence against women being mainstreamed into the Department's current policy priorities? (10 points)	4	There does appear to be a commitment to broadening the remit around gender inequality, development and violence against women as well as evidence of some mainstreaming, but this needs to be strengthened.
11. What budget lines are attached to the Department's initiatives on violence against women and what investment, training and development is associated with them? (20 points)	5	Funding is based on country strategies and competitive project bidding so there are no data on expenditure. It is not possible to assess from this answer whether this funding is adequate, and no information is given on staff training.
12. What successes and innovation has the Department created in addressing violence against women in the past year? (20 bonus points)	10	A long list of relevant projects, albeit it is not clear to what extent they have been successful or how this is to be measured. However the good range shows creativity in directly addressing the human rights issue and challenging attitudes.
Total score	53/150	DFID's level of understanding of violence against women as embedded in gender inequality ensures that some good work is done. This score could easily be considerably higher with the addition of some clear targets, resources and evaluation to make the work more strategic in design and more demonstrably successful.

DFID's Gender Equality Duty Scheme 2007 – 2010¹⁵⁰ contains a number of examples of good practice that other departments could adopt. For example, para 1.22 says this about the links between equality for staff and equality in policy:

We also recognise that work to promote gender equality in our policy and programmes, and in our employment practice are interdependent and mutually reinforcing. To be credible in urging partners to take action to reduce gender inequality and discrimination, we need to demonstrate our own commitment to gender equality within DFID, in terms of workplace policy and the signals that we give to staff about the seriousness with which the organisation views the issue.

They are also excellent on procurement, setting a clear and simple target at para 3.8:

The UK suppliers and partners to DFID are representative of both men and women in equal numbers.

They describe good governance structures in the Action Plan. Some of their objectives are aspirational rather than specific e.g. 'an increased number of civil society organisations will be actively able to take on board gender equality in their work'. This could be sharpened up.

Most encouragingly, they include gender based violence as a key activity in their gender equality action plan.

What the Department says it does¹⁵¹

The Ministry of Justice oversees the courts, the legal system, prisons and probation, constitutional affairs, human rights and marriage.

How this links to violence against women

- Up to half of women prisoners have experienced domestic violence
- Up to a third of women prisoners have been the victims of sexual abuse¹⁵²

Violence against women is a violation of human rights and arguably, inasmuch as the state is failing to protect women in the UK from rape (the conviction rate is currently less than 6%), it is in breach of its ‘due diligence’ obligations.¹⁵³ The courts and the legal system play a crucial role in addressing violence against women after it has occurred, by applying sanctions to the perpetrators; the probation service has a key role in protecting women after the event by tracking and helping with the rehabilitation of offenders. This also prevents future violence as most perpetrators are repeat offenders. The prison service has a similar protective and rehabilitative function. Forced marriage is increasingly being referred to the criminal justice system. It is a form of violence that especially affects ethnic minority and lesbian women and can lead to murder. A high proportion of women in the criminal justice system have backgrounds of victimisation. Women offenders’ experiences of violence may contribute to high levels of mental health problems among women prisoners. 70% of female sentenced prisoners suffer from two or more mental health disorders, and 15% of sentenced women prisoners have previously been admitted to a mental hospital; 37% have previously attempted suicide. 40% of women in prison have received help for a mental or emotional problem in the year prior to custody.¹⁵⁴ On reception to prison, 78% of women exhibited some level of ‘psychological disturbance’, compared to 15% of the general population.¹⁵⁵ 16% of women in prison self-harm, compared with 3% of men,¹⁵⁶ and research shows that past victimisation is likely to be linked to self-harm by women offenders.

While there appears to have been significant improvement to the standard of healthcare in prisons since its management was transferred to the NHS, prison regimes must recognise that a large proportion of women in prison have been victims of abuse, and health services in the prison system must be in a position to address the resultant needs of these women.

Question Number	Score	Comments
1. Can the Department provide evidence that it is working to the UN definition of violence against women agreed by the UK Government in the Beijing Declaration? (10 points)	3	They provide evidence of working across a range of forms of violence, although they work to a domestic violence definition only, broadened to include forced marriage, ‘honour crimes’, and harmful traditional practices. They point out that their definition is gender neutral. They do not include any violence by strangers in their definition, either rape, sexual harassment, sexual assault, stalking, or sex trafficking; and, puzzlingly, they claim this definition underpins the work of the Inter-Ministerial Group on Sexual Offences, of which Ministry of Justice is a member.
2. What objectives has the Department set with regard to violence against women and how is it measuring its progress against them? (10 points)	3	Ministry of Justice contributes to the objectives of the national domestic violence delivery plan and sexual violence and abuse action plan. They are monitoring the performance of specialist domestic violence courts and have led some improvements in the laws e.g. on stalking. More information about how they measure progress would be useful.

Question Number	Score	Comments
3. Have you established a Plan of Action for combating violence against women? If so, please attach it. If not, please indicate if you intend developing a plan of action and over what timeframe. (10 points)	3	No plan of action. Ministry of Justice contributes to the national domestic violence delivery plan. Also mentions the sexual violence and abuse action plan but no clarity about Ministry of Justice role. The two plans of action cover much of the key areas of concern.
4. What does the Department do to prevent and eliminate violence against women? (15 points)	8	A range of good initiatives on both the civil and criminal side, although focused on protection rather than prevention; need to see evaluation and impact on conviction rates and repeat offending to score higher.
5. How is violence against women addressed in the equality schemes of bodies undertaking work on behalf of the Department? (5 points)	0	No information is given about the schemes of the large number of bodies working on their behalf. The web link given only lists the bodies Ministry of Justice sponsors, suggesting that there is no oversight within Ministry of Justice of sponsored bodies' equality schemes and what they contain. More information here could lead to a higher score.
6. How does the Department assess the ways in which violence against women impacts on its business and has it commissioned research to inform the development of its work? (5 points)	2	Ministry of Justice say they do nothing specific on women but report potentially relevant research across a number of mainly domestic violence related issues. It is not clear however if the research includes a gender analysis or how it fits in with Ministry of Justice's objectives on violence against women, e.g. evaluation of safe contact gateway forms, women in prison review.
7. How does the Department set standards on the provision of services associated with violence against women, including of commissioned services? Does the Department recognise and actively promote the role played by women-only services in this area? (10 points)	3	Unhelpful gender neutral stance stressed, stemming from a misunderstanding of the Gender Equality Duty which requires public bodies to take account of gender inequality, not ignore it. But some useful work being developed in relation to specialist courts, advocates and women in prison. No guidance yet on standards, but they say they are developing some e.g. for women's prisons and IDVAs– which should raise next year's score.
8. What evidence is there of improvement in the extent, quality of, and access to services overseen by the Department relating to violence against women and the outcomes associated with such interventions? (25 points)	10	A number of good and potentially very helpful initiatives but need to see more evidence of the impact and outcomes, to score higher.
9. How does the Department ensure that women facing additional barriers are able to access services? (10 points)	4	Very focused on domestic violence and civil process. Nothing specific to other violence against women. Good on language and financial barriers but not others such as disability. The specific needs of ethnic minorities (beyond language), the disabled should have been ascertained through the equality impact assessment process, so detailed assessments should be readily available to answer this question. Additionally, nothing on the specific needs of, for example, Travellers, LGBT, or transgender clients.
10. What evidence can you provide of violence against women being mainstreamed into the Department's current policy priorities? (10 points)	0	No information.

Question Number	Score	Comments
11. What budget lines are attached to the Department's initiatives on violence against women and what investment, training and development is associated with them? (20 points)	6	Ministry of Justice made one of the best answers provided here, giving a breakdown of some parts of their budget. However, it seems to cover only domestic violence, reinforcing the problem identified in question 1 over using a definition of violence against woman that is limited to domestic violence. Second it shows the small size of the budget: out of a budget of £9.7 billion per annum, training and other domestic violence initiatives – research, pilots, and guidance - seem to cost in the order of £600,000.
12. What successes and innovation has the Department created in addressing violence against women in the past year? (20 bonus points)	4	Development of Family Justice Council
Total score	46/150	Many of Ministry of Justice's responses describe only the cross cutting government plans lead by other departments without clarity on which of the specific objectives they are delivering on. Evidence of some good initiatives but not of full mainstreaming yet.

The DCA recognises that there are strong links – as well as considerable overlap – between domestic violence and sexual assault. Membership of the two inter-ministerial groups is vested in the same Minister to ensure consistency on cross-Departmental issues and commitments, and this coming year will see a greater merging of the two agendas. Bringing these work streams closer together will provide a more strategic framework for addressing gender-based violence as a whole.¹⁵⁷

This statement in Ministry of Justice's Gender Equality Scheme¹⁵⁸ acknowledges the unity of the agenda on violence against women and gives hope that the overarching strategy that we seek will begin to be implemented over the next year.

The Gender Equality Scheme includes some good analysis of gender based violence – more than many others – but does not set clear targets to close the equality gaps. Work to improve women's confidence in the criminal justice system and the courts, and the availability of special measures for intimidated witnesses, could form a sensible basis for such targets.

Case Study

C left her husband A after many years of sexual, physical and emotional abuse of her, and repeated violence against their children. After the separation, C began to suspect that the children were being sexually abused by their father - the school also had these suspicions and as a result C moved the children away from London and contacted Social Services. A sought 50-50 care of the children. C felt that the Children and Family Court Advisory and Support Service (CAFCASS) guardian glossed over the violence to C and the children, and even reproached her for not taking the lead in conciliation discussions. C's mental health suffered; she could no longer afford to fight A for care, so she dropped the case. C believes that A is now sleeping in the same bed as the children although this is in breach of a court order.

Policy issues:

- How is the safety of women and children prioritised by agencies?

What the Department says it does¹⁵⁹

The Department for Transport's core remit is transport that works for everyone; to strengthen the safety and security of transport; and to enhance access to jobs, services, and social networks, especially to the most disadvantaged.

How this links to violence against women

- **Women are four times more likely than men to be the victim of sexual assault, harassment or being exposed to on public transport¹⁶⁰**

Nearly a third of households in Britain - around 13 million people - do not have a car. The number of people who rely on public transport is even higher because, even in homes where there is a car, not all household members have ready use of it. Women, for reasons connected to poverty and economic dependence on men, are statistically less likely to have sole use of a car; they are more likely to be dependent on public transport.¹⁶¹ Most public transport users rely on buses, especially people on low income. Women are in the majority on buses and on foot; men are in the majority on trains, motor cycles and bicycles.¹⁶² Many women perceive public transport to be unsafe, especially at night, and this curtails their ability to take employment where there is a significant commute or where late working hours are involved; or to undertake further education in the evenings, to participate in public life,¹⁶³ or to socialise. Older women are especially affected by this. Among those aged 60 or over, women are around four times as likely to feel very unsafe out at night as men: 25% compared with 7%. Among women aged 60 and over, those from lower income households are one and a half times as likely to feel very unsafe out at night as those from higher income households: 31% compared with 19%. The comparable figures for men are 11% and 5% respectively.¹⁶⁴ Research shows that rape is the crime women fear most, and affects their willingness to go out at night or use buses and trains, particularly at night or outside busy periods. They also experience sexual harassment on public transport. Disadvantaged women such as the disabled, or women from some ethnic minority communities, can be especially limited in their freedom to travel. Rural women in particular, who are more isolated than urban women, need transport if they are to access services in the aftermath of violence.

*Despite interest and engagement from the Department for Transport, the Secretary of State did not provide a reply to our letter of 8 May 2007 by the final deadline of 31 December. They therefore score **NIL**.*

The DfT Gender Equality Scheme¹⁶⁵ only mentions violence against women briefly and although it identifies the issues faced by women, especially around safety and security, it lacks clear objectives and targets to address the equality gaps.

HER MAJESTY'S TREASURY 1/2/10

What the Department says it does¹⁶⁶

HM Treasury is responsible for formulating and implementing the UK Government's financial and economic policy. They aim to raise the rate of sustainable growth and achieve rising prosperity and a better quality of life with economic and employment opportunities for all. Key objectives are to promote efficient, stable, and fair financial markets, for users and the economy; promote a fair, efficient and integrated tax and benefit system with incentives to work, save and invest; eradicate child poverty; promoting UK economic prospects by pursuing increased productivity, efficiency, stability and prosperity, especially protecting the most vulnerable. Improve the quality and cost effectiveness of public services; achieve world class standards in financial management in Government; protect the environment by delivering sustainable outcomes through evidence based policies

How this links to violence against women

- **Domestic violence costs the state individuals around £23 billion per annum in England and Wales¹⁶⁷**
- **The cost to the state alone of sexual offences in 2003-04 is estimated at £8.5 billion¹⁶⁸**

Treasury is in a unique position to influence the way Government tackles violence against women, as it controls two key performance levers: they determine the budgets of all Departments, and the content of each Department's Public Service Agreement, which contains their published objectives. Through the Comprehensive Spending Review they review and reallocate funds over a three yearly cycle to reflect arising priorities.¹⁶⁹ However, despite the wealth of evidence of gender inequality and violence against women distorting economic growth and increasing public spending, a number of Departments have produced ungendered PSAs, or failed to prioritise violence against women, or have identified lack of resources as a reason for failing to take action. Lack of public funding has meant that so far there is no secure funding for services on violence against women, leading to a postcode lottery; the loss of half of all rape crisis centres over the last ten years and funds for only a small number of SARCs, so the potential for investment in prevention and protection save on this expenditure is enormous and deserves Treasury's attention. Mothers experiencing domestic violence are also more likely to become lone parents, less likely to be earning independently, and more likely to report their families getting into financial difficulties, with family income sometimes withheld from the victim and child as part of the pattern of abuse. All of this means those mothers are more likely to have lower incomes and places their children at greater risk of suffering poverty and higher risk of offending.¹⁷⁰ Treasury included domestic violence in their Review of Child Poverty¹⁷¹ in 2004 but a number of the recommendations and initiatives, such as the introduction of a Best Value Indicator on domestic violence and a national domestic violence coordinator in the Department of Health, have now been stopped.

Question Number	Score	Comments
1. Can the Department provide evidence that it is working to the UN definition of violence against women agreed by the UK Government in the Beijing Declaration? (10 points)	0	HMT is not using the UN definition. It cites the UK Government's definition of domestic violence only and no evidence of work done against this definition is given.
2. What objectives has the Department set with regard to violence against women and how is it measuring its progress against them? (10 points)	1	Gender equality scheme refers only to participation in the Inter-ministerial Group and achieving value for money in the national strategy on domestic violence. No indication of how it is measuring success. Disappointingly, no links are made with Treasury objectives on poverty, growing the economy, and investing in spend-to-save initiatives in the public services.

Question Number	Score	Comments
3. Have you established a Plan of Action for combating violence against women? If so, please attach it. If not, please indicate if you intend developing a plan of action and over what timeframe. (10 points)	0	The Inter-Ministerial Group again. No specific Treasury role explained: they say they are ensuring value for money, but provide no evidence of how they have done this.
4. What does the Department do to prevent and eliminate violence against women? (15 points)	2	The Inter-Ministerial Group again. Overseeing role. No evidence of pro-active approach or awareness of impact other Departments should be having through effective prevention and elimination strategies.
5. How is violence against women addressed in the equality schemes of bodies undertaking work on behalf of the Department? (5 points)	0	Refers to the Discrimination Law Review and notes that it follows their position on procurement. Gives no information on how they give a strategic steer to the bodies they sponsor.
6. How does the Department assess the ways in which violence against women impacts on its business and has it commissioned research to inform the development of its work? (5 points)	0	No attempt to answer the question. Given Treasury's role, violence against women should be identified as a barrier to increasing the productivity of the economy and the expanding economic and employment opportunities for all; and a key factor in improving the quality and cost-effectiveness of public services.
7. How does the Department set standards on the provision of services associated with violence against women, including of commissioned services? Does the Department recognise and actively promote the role played by women-only services in this area? (10 points)	1	No explanation of how it uses its oversight role to set standards. Nothing on women-only services.
8. What evidence is there of improvement in the extent, quality of, and access to services overseen by the Department relating to violence against women and the outcomes associated with such interventions? (25 points)	0	No evidence provided.
9. How does the Department ensure that women facing additional barriers are able to access services? (10 points)	0	Response does not address how they ensure the specific disadvantage of some groups of women is tackled effectively.
10. What evidence can you provide of violence against women being mainstreamed into the Department's current policy priorities? (10 points)	1	Diversity champion but no other evidence of any violence against women mainstreaming
11. What budget lines are attached to the Department's initiatives on violence against women and what investment, training and development is associated with them? (20 points)	0	HMT simply indicates that funding is available without giving any of the information requested. No detail on training for staff or other investment.
12. What successes and innovation has the Department created in addressing violence against women in the past year? (20 bonus points)	0	They list a number of initiatives, all of which seem to belong to other Departments.

Question Number	Score	Comments
Total score	5/150	HMT is failing to support the Government's work on ending violence against women: next year we hope to see adequate funding channelled into sustainable services, and sharper PSA targets.

The Treasury Gender Equality Scheme is a disappointing document. The many references to the Disability Equality Duty rather than the Gender Equality Duty show that Treasury's Disability Equality Scheme has been carelessly updated to meet the requirement to publish a Gender Equality Scheme. There is no analysis of the gender equality gaps that Treasury is seeking to close, and no objectives set against them, which should be the core of any scheme. Its diversity plan makes little mention of gender, focusing instead on disability and race.

There are two exceptions to this: they reference child tax credit and working tax credits as a means of promoting gender equality through improving women's access to employment; and, encouragingly, it acknowledges domestic violence as a key equality issue and claims to be working on this via its attendance at the Inter Ministerial Group on domestic violence. It describes its role on the Group as ensuring that the Domestic Violence Action Plan delivers value for money, but provides no evidence as to how this evaluation by the Paymaster General was carried out, what criteria were applied, or what the results were. This is disappointing, given the evidence that investment in violence against women would lead to public savings.

DEPARTMENT FOR WORK AND PENSIONS 1/2/10

What the Department says it does¹⁷²

DWP works to end child poverty; help people into work and support those who can't; improve rights and opportunities for disabled people, leading on this issue across Government; and build a fair and inclusive society. It also leads on older people across Government.

How this links to violence against women

- **Women from households with an income of less than £10,000 per year are more than three times more likely to have reported being raped than women from households with an income of more than £20,000 a year¹⁷³**
- **Women are three and a half times more likely to be subject to domestic violence if they find it impossible to find £100 at short notice, than if this was no problem¹⁷⁴**

Violence against women is both a cause and consequence of women's inequality, and is closely linked with women's poverty, which in turn has clear connections with children's poverty. Addressing violence and its legacies means women can maintain employment and achieve their potential. Improving women's access to well paid work, via childcare support and financial help, to training and otherwise to a secure income, has an impact on reducing their vulnerability to violence. Unemployment and economic inactivity are associated with a higher rate of domestic violence and sexual assault for women.¹⁷⁵ Rates of sexual assault are twice as high among those who would find it impossible to find £100 compared with those for whom it was no problem.¹⁷⁶ Disabled women are known to be more likely to suffer from violence than other women. Learning disabled women and girls suffer from particularly high rates of sexual assault and sexual harassment. All this has an impact on their ability to live independently and their dependence on incapacity benefits. Older women suffer from elder abuse which some research shows to be gendered; in a recent study¹⁷⁷ for the Department of Health, women over 65 were more than three times as likely to experience mistreatment than men; 80% of the perpetrators of the interpersonal abuse (i.e. physical, psychological and sexual abuse combined) they reported were men and 20% were women. Older women are often poor – their average income after retirement is around 57% of men's. Economic dependency resulting from lack of access to paid work (especially well-paid work), lack of independent income, and lack of access to appropriate housing are associated with domestic violence.¹⁷⁸

Question Number	Score	Comments
1. Can the Department provide evidence that it is working to the UN definition of violence against women agreed by the UK Government in the Beijing Declaration? (10 points)	1	They acknowledge the UN definition, but only give evidence of working on domestic violence, and state that their definition is gender neutral. The evidence they give relates mainly to their work with their own staff; evidence of their work with their considerable client base of the poorest and most excluded women in the country, is sparse. They do not give us access to the intranet data they refer to.
2. What objectives has the Department set with regard to violence against women and how is it measuring its progress against them? (10 points)	1	They state that they set an objective to publish an agreed policy statement on domestic violence for staff. Their policy is limited to domestic violence as it affects their own staff only, with no attention paid to their wider policy responsibilities to the public. No data on measurement.
3. Have you established a Plan of Action for combating violence against women? If so, please attach it. If not, please indicate if you intend developing a plan of action and over what timeframe. (10 points)	0	They state that 'No plan of action is required'

Question Number	Score	Comments
4. What does the Department do to prevent and eliminate violence against women? (15 points)	3	No active prevention strategy. Nothing on violence against women, mental health and benefits; or sexual harassment for employees. They merely say that they are 'where possible, flexible in providing support to those suffering from domestic violence'. They explain their good cause provisions, which exempt women from giving details of a violent partner, but give no evidence of how they track the effectiveness of this policy in reducing the risk to women. No other preventive strategies e.g. via the Older Persons' Strategy, via Office of Disability Issues initiatives, or 'no recourse' cases.
5. How is violence against women addressed in the equality schemes of bodies undertaking work on behalf of the Department? (5 points)	0	Just a general equality provision in contracts; nothing specific on violence against women. No information about the bodies that DWP sponsors (Health and Safety Commission; Health and Safety Executive; Remploy)
6. How does the Department assess the ways in which violence against women impacts on its business and has it commissioned research to inform the development of its work? (5 points)	0	Domestic violence only; gender neutral.
7. How does the Department set standards on the provision of services associated with violence against women, including of commissioned services? Does the Department recognise and actively promote the role played by women-only services in this area? (10 points)	0	No standards described beyond a private room and the option of a female officer. DWP's front line services have a significant impact on survivors of violence, as they may need short term financial support. Tailoring services to meet those needs is essential and clear standards are needed under the Gender Equality Duty.
8. What evidence is there of improvement in the extent, quality of, and access to services overseen by the Department relating to violence against women and the outcomes associated with such interventions? (25 points)	1	They only think it necessary to address this issue for their staff, not for their large client base; no evidence of improvement given except that the need for more Asian counsellors for the staff support service has been identified and will be addressed in future. Nothing about JCP, CSA or any of their other services to the disabled, sick and lone parents or the elderly. No evidence of evaluation of the effectiveness of the measures that are listed.
9. How does the Department ensure that women facing additional barriers are able to access services? (10 points)	1	There are 'tailored services' for women in refuges; they recognise older and disabled women's access needs but not their greater vulnerability to violence. There is nothing on sexual identity/ transpeople – especially tricky for benefits that are based on gender; there is nothing on access for the learning disabled, travelling women, rural or ethnic minority or trafficked or migrant women.
10. What evidence can you provide of violence against women being mainstreamed into the Department's current policy priorities? (10 points)	0	No evidence that violence against women is recognised as a significant issue related to poverty, worklessness, benefits.

Question Number	Score	Comments
11. What budget lines are attached to the Department's initiatives on violence against women and what investment, training and development is associated with them? (20 points)	0	No information about budgets and nothing on training on violence.
12. What successes and innovation has the Department created in addressing violence against women in the past year? (20 bonus points)	0	Nothing innovative; they did make staff aware of internal domestic violence policy and appoint a Gender Champion – however, no success measures.
Total score	7/150	

Overall, this was a disappointing response, mainly because DWP does not seem to have learned much from last year's Making the Grade, when they only scored a quarter of a point; or the previous year when they scored nothing. This was because they fail to recognise the relevance of violence against women to their policy work and look only at the impact of violence against women on their staff. While this is an important step, the impact on their policy has a far greater effect on women across the UK.

DWP's equality scheme¹⁷⁹ notes that 25% of disabled people experience hate crime and harassment, but says nothing about the gendered nature of this abuse, or about violence against women as a gender equality issue. The different parts of the DWP family have prepared their own schemes. Their objectives are very high level and do not identify clear equality gaps nor set targets to close them. The best data are given for their staff and the gender gap in pay and grading; this needs to be extended so that the same level of analysis is available on DWP's policy remit.

The question of advertising exploitative jobs in the sex industry has not been satisfactorily addressed, despite the fact that there is research evidence of high levels of sexual harassment and sexual violence in this sector. Taking DWP's responses over the last three years together, we see very little improvement; nor has DWP taken up our offer, made every year, to meet us to discuss these issues. In the light of the new GED, this is very disappointing and it is hard to see how they are compliant with the GED at present.

CHAPTER FIVE

WHAT'S HAPPENING IN SCOTLAND?

Since devolution, violence against women work has developed on a different path in Scotland. The Scottish Partnership on Domestic Abuse, established under the Scottish Office but reporting to the new Scottish Parliament in 2000, emerged in a specific time and place with particular histories. Dissent over the woman-unfriendly policy making of a number of governments, strong campaigning at local level over the previous 30 years by feminist activists, the establishment and expansion of a network of rape crisis and domestic abuse refuge and support services for women, and the launch and dissemination of the Zero Tolerance campaigns were particularly influential. During the work of the Partnership, the first modern MSPs were elected and took their seats and the new Scottish Parliament opened its doors. A truly historical 33% of those MSPs were women, again as a result of intense campaigning.

These events were preceded, surrounded, and followed by social and political discourse, debate, and decision making about the potential forms and meanings of the new institutions to women in particular as well as to the whole country. This debate included the definition of domestic abuse and its position in the framework of violence against women as gendered violence—*violence against women as cause and consequence of women's inequality*.

What is different in Scotland? Following the publication of the National Strategy to Address Domestic Abuse, the Scottish Executive—in close collaboration with the VAW sector—set up a National Group to carry the work forward. The group broadened its remit from domestic abuse to violence against women and set up an Expert Committee, chaired by Sandy Brindley from Rape Crisis Scotland, to issue a strategic framework on violence against women defining violence against women and making recommendations for a way forward. The definition includes domestic abuse, rape, prostitution and other forms of commercial sexual exploitation, traditional harmful practices, child sexual abuse. At the same time, the 32 multi-agency partnerships located in local

authorities committed to a transformed focus from domestic abuse to violence against women (and Government has supported development of guidance for partnerships to work on all areas of violence against women); 15 training consortia are delivering multi-agency training across Scotland; substantial (but never sufficient) sources of funding for violence against women work have been established including Rape Crisis Specific Fund, Children's Services Fund re domestic abuse, core funding for Rape Crisis Scotland, Scottish Women's Aid, the VAW Fund, Child Sexual Abuse Services Fund (not located within violence against women agenda).

Since devolution, VAW activists in statutory and voluntary sector organisations have worked along with politicians and officers within the Scottish Government—clearly influencing the way forward on violence against women work. One result has been that rape crisis provision has developed significantly in the last four years thanks to ring-fenced government funding. Almost double the number of rape crisis centres exist in Scotland than were in place at the start of 2004. All rape crisis centres, historically underfunded even within the VAW context, have used capacity-building funding from the Scottish Government to improve their services for women and girls.

All this is just a good beginning. For example, significant concerns remain regarding the criminal justice response to violence against women. Despite genuine attempts by the Scottish Parliament to improve legal responses to rape, the conviction rate for rape in Scotland is now under 4%, with only 3.9% of rapes reported to the police leading to a conviction. Sanctioning of men for domestic abuse, criminalising demand for prostitution, pornography and other forms of sexual exploitation, delivering a culture-wide message about violence against women—all are works in progress. The way forward in Scotland is clear, possibly because the links between violence against women and the unequal position of women in public and private spaces have never been clearer.

ANNEX A

Letter from EAW to Secretaries of State - example

8th May 2007

Dear Secretary of State

A year ago Baroness Prosser of Battersea wrote to you in her capacity as Chair of the Women's National Commission to ask for your help in compiling an analysis of Government work to address violence against women. The report, *Making the Grade? 2006 An independent analysis of Government initiatives on violence against women*, which included Baroness Prosser's letter and your Department's reply, along with those of other Government Departments, was published in November 2006. We sent you a copy of the report then but have enclosed another copy for ease of reference.

I am writing to you now, on behalf of the members of the End Violence Against Women campaign (members are listed at the end of this letter) to start the process for this year's report. As last year, this will be published by EAW (see www.endviolenceagainstawomen.org.uk), and once again we are focusing on the strategic framework underpinning the work your Department undertakes on violence against women.

This year we are seeking to assist, as we did last year, and provide not only a detailed checklist of questions but also, following discussions with officials, guidance to make clear what we are looking for. We have also asked for specific information/evidence regarding the new Gender Equality Duty and prevention initiatives. In broad terms, however, we are still seeking to establish what **qualitative** and **quantitative** measures you have in place to assess the effectiveness of your work, and what resources (human, financial and training) you allocate.

I should be grateful if you would respond by **Friday 29th June 2007** so that we can begin to identify progress and any successes in policy and provision.

In the meantime, we are keen to assist Departments in providing the fullest possible response. Please contact Holly Dustin on 020 7 033 1559 or email holly.dustin@amnesty.org.uk if you would like more information on any aspect of this work.



Professor Liz Kelly, CBE

Chair, End Violence Against Women

ANNEX B

Questions and guidance for Making the Grade 2007

Background:

The guidance aims to help Government Departments in completing the Making the Grade questionnaire. Building on the experience of the first two years of Making the Grade we have made changes this year to reflect new developments such as the implementation of the Gender Equality Duty and the Council of Europe stocktake on violence against women strategies.

The new questions are listed below, with guidance as to what we are looking for and an indication of the points associated with each question.

Definition

1. Can the Department provide evidence that it is working to the UN definition of violence against women agreed by the UK Government in the Beijing Declaration? (10 points)

In 1995, the UK Government signed the Beijing Declaration and Platform for Action on Violence Against Women. The Platform for Action includes the following definition of violence against women:

‘The term “violence against women” means any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life. Accordingly, violence against women encompasses but is not limited to the following:

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

The question is seeking evidence that Departments are working to this broad definition and addressing the range of forms of violence against women. Evidence could include:

- The definition that the Department is working to and when and how this was adopted;
- Initiatives to address the range of forms of violence against women.

Commitment

2. What objectives has the Department set with regard to violence against women and how is it measuring its progress against them? (10 points)

This question is seeking evidence that the Department is adopting a strategic approach to violence against women. Please list the Department’s objectives in relation to violence against women and explain how progress towards achieving them is being measured. This should include any performance indicators that have been set, how often progress is assessed and how the objectives and performance management framework relate to the Department’s overall business planning and performance management approach. Both the UN and the Council of Europe have identified violence against women as a key barrier to gender equality. As such, addressing violence against women

should form a key element of Departmental equality schemes (for gender and for race and disability). Women with disabilities and women from black and minority ethnic communities may be at particular risk of some forms of violence against women and may face additional barriers in accessing services. As a result, violence against women should also be addressed within disability and race equality schemes. Please extract elements relating to violence against women from your Departmental disability and race equality schemes and attach to your response. If you prepared a response to the EU stocktake you may also wish to use that material here.

3. Have you established a Plan of Action for combating violence against women? If so, please attach it. If not, please indicate if you intend developing a plan of action and over what timeframe. (10 points)

The Council of Europe and United Nations have both identified the importance of developing clear plans of action in improving governmental responses to violence against women. Please attach a plan of action if you have developed one. The following criteria will be used to score your plan:

- the range of forms of violence against women covered;
- the degree to which actions address the areas of *provision* of services, *protection* from violence and *prevention* of violence against women;
- the clarity of objectives and actions to achieve them;
- the relevance and likely impact of the proposed actions;
- the timeframe for implementation;
- the performance management framework associated with the action plan.

If you have not developed a separate action plan, but have integrated clear objectives and related actions on violence against women into your Departmental business plan, then we will accept these objectives and actions as an action plan and score on the same basis as set out above. Please extract the relevant objectives and actions from your business plan and attach the extract to your response.

If you have neither a separate plan of action nor objectives and actions within your business plan, please indicate whether you intend to develop an action plan and over what timeframe.

4. What does the Department do to prevent and eliminate violence against women? (15 points)

In signing up to the Beijing Platform for Action on violence against women, the Government committed itself to taking action to prevent and eliminate violence against women. Please provide evidence of initiatives and actions that your Department is taking in this area in addition to any you have already mentioned. These could include:

- changes to legislation and/or practice to increase sanctions for acts of violence against women and increase the availability of redress for women who have suffered violence;
- measures to ensure the protection of women and girls subjected to violence;
- access to support, compensation and healthcare for victims of violence;
- support and funding for school and community based education and training programmes to change attitudes to violence against women, including harmful cultural practices such as female genital mutilation;
- initiatives to rehabilitate perpetrators;
- initiatives to promote equality between girls and boys, women and men as they impact on violence against women, and to challenge stereotyped roles for men and women, especially through education;

- supporting and promoting the key role of universal services such as primary health care, family-planning centres and schools in providing information and education related to abuse;
- ensuring services are accessible to women facing additional barriers including women with disabilities, migrants and refugees;
- raising awareness of the responsibility of the media in promoting non-stereotyped images of women and men, as well as in eliminating patterns of media presentation that generate violence;
- developing programmes and procedures to eliminate sexual harassment and other forms of violence against women in schools, workplaces and elsewhere. Each Department's policy remit will link with different aspects of violence against women.

5. *How is violence against women addressed in the equality schemes of bodies undertaking work on behalf of the Department? (5 points)*

Please include information on how violence against women is addressed within the equality scheme of all bodies undertaking work on behalf of the Department ranging from formally sponsored bodies to organisations contracted to the Department.

Remit and delivery

6. *How does the Department assess the ways in which violence against women impacts on its business and has it commissioned research to inform the development of its work? (5 points)*

Violence against women is a complex issue and has a wide range of impacts on both an individual and societal level including on health, mental health, educational attainment, confidence, and participation in public life, ability to work, career and promotion prospects, housing needs, use of public spaces and services, mobility, vulnerability to substance abuse, fear of crime, poverty and social exclusion. However until recent years, violence against women has been largely hidden, its existence and consequences unacknowledged. As a result Departments may not always have considered how violence against women impacts on their business.

This question is looking for evidence of how the Department is actively looking at how violence against women may be affecting its business. For the Department of Work and Pensions that might mean considering how violence against women might result in poverty, sickness and incapacity, or in barriers to work; for the Department for Education and Skills it might mean thinking about the impact of violence against women on the achievement of the five Every Child Matters outcomes; for Health, the proportion of GP and hospital time taken up in dealing with violence against women related injuries and mental health problems.

Please provide details of any research that has been commissioned, seminars organised or policy initiatives undertaken aimed at assessing the impact of violence against women.

7. *How does the Department set standards on the provision of services associated with violence against women, including of commissioned services? Does the Department recognise and actively promote the role played by women-only services in this area? (10 points)*

Historically public service responses to violence against women have often been poor. Statutory providers have often failed to recognise the extent and impact of violence against women, hold perpetrators accountable, provide support and protection for victims and work to prevent violence. Such failures have resulted in needless deaths, long term physical and psychological injuries to women and their children, and material harm to women including loss of their children, homes, jobs, friends and families.

This picture has been changing over recent years but in order to improve responses it is essential that there are clear standards for services, rooted in evidence of what works. Standards should address both specialist violence against women services and wider services likely to have significant contact with victims of violence against women such as child protection services. Please provide information on any standards that you have set, the information base that supports the standards and how these standards are promoted and implemented.

Women's organisations have played a key role in challenging statutory services to improve their responses and championing the needs of women and girls who are victims of violence. Many women prefer women-only services and are more confident to seek help and support in a women-only setting. Please indicate how the Department supports women-only provision.

8. What evidence is there of improvement in the extent, quality of, and access to services overseen by the Department relating to violence against women and the outcomes associated with such interventions? (25 points)

This question seeks to assess the impact of initiatives and policies on the ground. For all Departments, please provide performance and evaluation data relating to the key objectives and actions outlined in questions 2 and 3. Please include any other information about the performance of services that your Department is responsible for.

For the criminal justice related Departments, please include information on trends in reporting, prosecution, conviction, sentencing and rehabilitation. We are looking here for evidence of how services have made a difference on the ground.

9. How does the Department ensure that women facing additional barriers are able to access services? (10 points)

The UN Beijing Platform for Action acknowledges that some women face additional barriers to accessing services. Please provide information on the availability and accessibility of services to:

- girls;
- women whose first language is not English;
- women with disabilities;
- women from black, Asian and minority ethnic communities;
- women with no recourse to public funds;
- lesbians;
- older women;
- Travelling women, and women in rural areas.

Many women will fall into several of these categories so please include initiatives that address multiple discrimination. Please include information on any specialist services that the Department has supported or developed.

10. What evidence can you provide of violence against women being mainstreamed into the Department's current policy priorities? (10 points)

The Beijing Platform for Action anticipated that governments would mainstream violence against women. As outlined already, violence against women has many consequences, which may impact on the Department's business in many ways. Please provide evidence of how action against violence has been mainstreamed. Here you are asked to explain how the issue is routinely considered by all policy areas, not just those with a clear connexion to violence.

Resources

11. What budget lines are attached to the Department's initiatives on violence against women and what investment, training and development is associated with them? (20 points)

The United Nations and Council of Europe have identified the financial resources deployed against violence against women as a significant issue. Government research has put the cost of domestic violence alone at £23 billion per annum in England and Wales alone.¹⁸⁰ Please indicate:

- what budget is associated with the Department's work on violence against women;
- the Department's total budget;
- what you have done to reduce the costs accruing to the area where your Department has responsibility.

The UN Beijing Platform for Action anticipated significant investment by governments in developing services and investing in the people who deliver them. Please indicate what training and development is associated with the Department's initiatives on violence against women and what other investment, such as information technology, voluntary sector funding etc has been made.

Additional questions

12. What successes and innovation has the Department created in addressing violence against women in the past year? (20 bonus points)

This is an opportunity for you to highlight the areas of work that you are doing on this issue which may not have been covered elsewhere.

Thank you

Thanks for your time in responding to the questionnaire. If you have any comments or queries please contact Holly Dustin, EAW manager, at Holly.Dustin@amnesty.org.uk, or for general advice Sue Green, Director of the Women's National Commission at Susan.Green@communities.gsi.gov.uk

END NOTES

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