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**Association of Chief Police Officer of England,
Wales & Northern Ireland**

Honour Based Violence Strategy

Status: This Crime Business Area Guidance, which has been written following extensive consultation with partners from across sectors and with survivors of forced marriage and other forms of honour-based violence sets out proposals for moving forward the response of the police to honour based violence and the development of a coordinated national police Honour Based Violence Strategy and two-year action plan. It has been agreed by ACPO Cabinet. It is disclosable under the FOIA 2000, has been registered and audited in line with ACPO requirements and is subject of Copyright.

Implementation

Date:

Review Date:

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Foreword by Commander Steve Allen, Association of Chief Police Officers (ACPO) lead for Honour based Violence

It is my pleasure to commend to colleagues this Honour Based Violence Strategy. The Strategy, the first ACPO has developed, has been written following extensive consultation with partners from across sectors and with survivors of forced marriage and other forms of honour-based violence.

Forced marriage and other forms of honour-based violence have been the focus of much police, public and media attention in recent years. My predecessors, Carole Howlett (former Chief Constable of Norfolk Police) ACPO lead for Forced Marriage and Andre Baker (former Metropolitan Police Service lead for murder in the name of so-called honour) made great strides in raising the profile of these two particular manifestations of HBV.

The work that has taken place over the past six years clearly demonstrates the commitment of the United Kingdom's police and criminal justice agencies to develop an effective response to incidents of HBV by ensuring the safety of victims and potential victims and holding perpetrators to account. This work has included the publication of guidelines for police, health, social service and education officials dealing with incidents of forced marriage and other forms of honour based violence developed in partnership with the Home Office and Foreign and Commonwealth Office's Joint Forced Marriage Unit. These guidelines, as a consequence of the Forced Marriage (Civil Protection) Act 2007 will be placed on a statutory footing during 2008. This will require every police service to have regard to the guidance in structuring and delivering its response to honour based violence.

The work has also included contributing to conferences and seminars with community leaders, religious leaders and the women's sector, the development and delivery of bespoke training for officers and the forging and maintaining of links with law enforcement colleagues in Europe, the Indian sub-continent and the Middle East.

All of this has occurred at a time when domestic abuse has been the focus of much political, public and media attention. The past few years has seen significant national developments including the Female Genital Mutilation Act 2003, the Domestic Violence, Crime and Victims Act 2004, the publication of the National Domestic Violence Action Plan and Sexual Abuse Action Plan, the publication of the Joint Home Office/Foreign and Commonwealth Office Action Plan on Forced Marriage, the rollout of Specialist Domestic Violence Courts, and the development of the Forced Marriage (Civil Protection) Act 2007. This has, and will continue to have, an impact upon honour based violence and other manifestations of family violence as awareness of these issues continues to be raised and work develops in the future. Indeed honour-based violence is one of the priorities for the new Violent Crime Action Plan.

However, there is still much to be achieved if victims are to be empowered to come forward and seek help and offenders to be held accountable for their actions. There is more to do so that agencies have a better understanding of the issues and most importantly that victims no longer have to suffer in silence. Moreover, if we are to address honour based violence effectively it is vital that this is done in partnership with agencies from all sectors and with communities and survivors.

This document sets out proposals for moving forward the response of the police to honour based violence and the development of a coordinated national police

Honour Based Violence Strategy and two-year action plan. Specific recommendations for individual forces are included at Appendix A.

Together we must work towards achieving our vision:

- Everyone who is, or may become a victim of HBV has the confidence and trust in the police service to seek our help.
- That the police service provides an appropriate response on every occasion our help is sought; recognising and responding effectively to risk and holding offenders to account.
- That the police service is part of a knowledgeable, responsive and accessible partnership that includes government, statutory agencies at national and local level, voluntary sector organisations, and communities.
- That the police service demonstrates clear leadership on the issues at the same time as supporting the partnership to develop the capacity and capability of community leadership. Solutions will ultimately be community-driven.

On average, to the best of our knowledge, 12 people are murdered every year for transgressing someone else's perverted notions of honour. We do not know how many commit suicide as an alternative or an escape. We know that around 500 men and women report to us every year their fear of being forced into marriage, or their experience of rape, assault, false imprisonment and much more as the consequence of being in a marriage without their consent. The police response to this issue has nothing to do with political correctness and nothing to do with inappropriate sensitivities. The police response is about saving life, protecting those at risk of harm and bringing perpetrators to account. We have an absolute duty to uphold the law and to protect the Human Rights of our fellow human beings.

I commend this strategy to you.

Steve Allen
Commander

SECTION 1 – TERMINOLOGY AND DEFINITIONS

1.1 Much has been said over the years by academics, practitioners and survivors about the terminology used to collectively describe the various forms of violence committed in the misguided and misplaced notions of so-called 'honour' and 'dishonour'. There is, of course, no 'honour' in the abuse of individuals, including children's human rights or the exertion of power and control by some over others. However unacceptable in their interpretation, the motivation of offenders is honour. Undoubtedly the debate will continue and alternatives will continue to be offered for consideration. For the purposes of this document and for the work it sets out for the future the term 'honour based violence' (HBV) is being used in line with that widely used by our partner agencies in the United Kingdom and overseas. The term is used in this document to include Forced Marriage (FM) (so often the driver for or context in which HBV is committed) and Female Genital Mutilation (FGM).

1.2 The ACPO definition of Honour Based Violence is:

'Honour based violence' is a crime or incident, which has or may have been committed to protect or defend the honour of the family and/or community'.

1.3 Further Explanation

'So-called Honour Based Violence' is a fundamental abuse of Human Rights.

There is no honour in the commission of murder, rape, kidnap and the many other acts, behaviour and conduct which make up 'violence in the name of so-called honour'.

The simplicity of the above definition is not intended in any way to minimise the levels of violence, harm and hurt caused by the perpetration of such acts.

It is a collection of practices, which are used to control behaviour within families to protect perceived cultural & religious beliefs and/or honour. Such violence can occur when perpetrators perceive that a relative has shamed the family and / or community by breaking their honour code.

Women are predominantly (but not exclusively) the victims of 'so called honour based violence', which is used to assert male power in order to control female autonomy and sexuality.

'Honour Based Violence' can be distinguished from other forms of violence, as it is often committed with some degree of approval and/or collusion from family and / or community members.

Examples may include murder, un-explained death (suicide), fear of or actual forced marriage, controlling sexual activity, domestic abuse (including psychological, physical, sexual, financial or emotional abuse),

child abuse, rape, kidnapping, false imprisonment, threats to kill, assault, harassment, forced abortion. This list is not exhaustive.

Such Violence cuts across all cultures, nationalities, faith groups and communities. It transcends national and international boundaries.

1.4 Definition of Forced Marriage (accepted by HM Government and other statutory agencies, including ACPO)

Is a marriage conducted without the valid consent of one or both parties where duress is a factor. (A Choice by Right June 2000).

Duress has been recognised by the Court of Appeal, which stated that the test for duress was "...whether the mind of the applicant (sic victim) has been overborne, however that was caused".

For further discussion of the issues around definitions see Appendix B.

SECTION 2 - INTRODUCTION

2.1 This is the first ACPO Honour Based Violence (HBV) Strategy. A brief history of ACPO involvement in the issues is at Appendix C. The strategy sets out the next stage of work to be undertaken by police services across England, Wales and Northern Ireland. The work relies on effective partnerships with statutory, voluntary and community sector organisations and with central government. The sharing of good practice and developmental work with colleagues in ACPO (Scotland) is also important to delivering a UK-wide approach. This strategy builds on the excellent work already undertaken by a number of police services to address HBV (in its various manifestations) and sets out an integrated strategic approach in light of the current policy and legislative context.

2.2 HBV is a cultural, not a religious phenomenon. It impacts in a range of communities. Among the challenges for the service is to develop responses that keep people safe and hold perpetrators to account without stereotyping, stigmatising or making assumptions about any given individual or community. That will be achieved through a focus on recognising and responding to risk, a focus on criminality and understanding HBV as a fundamental breach of Human Rights. HBV, including FM and FGM is perpetrated against adults and children for a number of reasons. Research indicates that these reasons include:

- Protecting family 'honour' or Izzat;
- To control un-wanted behaviour and sexuality (including perceived promiscuity or being lesbian, gay, bisexual or transgender);
- As a response to family, community or peer group pressure;
- Strengthening family links;
- Protecting perceived cultural and/or religious ideals (mis-guided or dated);
- Retaining wealth, property or land within the family;
- Preventing unsuitable relationships;
- Assisting claims for residence and citizenship in the UK;
- Perceived immoral behaviour including

Inappropriate make-up or dress;
Possession and / or use of a mobile telephone;
Kissing or showing other forms of intimacy in public;
Rejecting a forced marriage;
Being a victim of rape or other serious sexual assault;
Inter-faith relationships;
and seeking a divorce.

The above list is not exhaustive.

2.3 The commission of crimes against victims can also be accompanied by other forms of controlling behaviour including;

- House arrest;
 - Excessive restrictions;
 - Denial of access to any form of telephone, internet; friends or contact outside the immediate family; and
 - Denial of access to passports, birth certificates, bank accounts and other forms of official documentation.
- 2.4 Police services in the United Kingdom have been at the forefront of developing responses to HBV, FM and FGM. This work has been taken forward by committed and professional individuals – police officers and police staff - at all levels of the organisation. Many of those individuals have undoubtedly saved lives by recognising and responding to the danger in which others find themselves. However, there has also been concern at the sometimes disjointed and inconsistent nature of the police and collective partnership response to these issues. This strategy addresses those constructive comments by bringing together a number of distinct, yet inter-connected areas of work under a single strategic framework.
- 2.5 The contribution of partners is critical to police success. The service relies upon their collective expertise, experience and community networks. It is recognised that many such organisations exist on limited and far from certain resource bases and that many working in this area do so as volunteers.
- 2.6 HBV brings with it many challenges for the service. The single most significant challenge is to ensure that every member of the service who may be the first point of contact for someone at risk has sufficient understanding of what is required to begin that person's journey from victim to survivor.
- 2.7 During 2008, guidance published by ACPO and the joint Forced Marriage Unit (FMU) in 2005 will be refreshed and put on a statutory footing as a consequence of the Forced Marriage (Civil Protection) Act of 2007. This document, available through the FMU website provides a comprehensive guide to staff on how the service must respond to reports relating to Forced Marriage. Chief Officers should now ensure there is wide awareness of this guidance across their organisation and require that structures are in place to deliver compliance with its requirements.
- 2.8 HBV means criminal offences. Assault, false imprisonment, rape, child abuse and murder are among the offences that victims will suffer (see Appendix D for further discussion of the issues around children). There is no question about where these offences sit in police, or community priorities.

3. SECTION 3 - THE VISION, MISSION AND AIMS

3.1 The Vision

- Everyone who is, or may become a victim of HBV has the confidence and trust in the police service to seek our help.
- That the police service provides an appropriate response on every occasion our help is sought; recognising and responding effectively to risk and holding offenders to account.
- That the police service is part of a knowledgeable, responsive and accessible partnership that includes government, statutory agencies at national and local level, voluntary sector organisations, and communities.
- That the police service demonstrates clear leadership on the issues at the same time as supporting the partnership to develop capacity and capability within community leadership. Solutions will ultimately be community-driven.

3.2 The Mission

- 3.2.1 With partners, to tackle and prevent honour based violence by protecting vulnerable people and affected communities, holding perpetrators to account and raising awareness of the issues.

3.3. Aims

- 3.3.1 The aims of this strategy are reproduced from and in line with the priorities of the police in responding to incidents of domestic abuse¹, but adapted for HBV:

- To protect the lives of both adults and children who are at risk of honour based abuse;
- To investigate all reports of honour based violence;
- To improve the police service's service delivery to victims and potential victims;
- To facilitate effective action against offenders so that they can be held accountable through the criminal justice system;
- To adopt a proactive, multi-agency approach in preventing and reducing honour based violence;
- To increase awareness of the nature, extent and impact of honour based violence; and
- To eradicate the causes of honour based violence.

- 3.3.2 It is essential that this strategy is explicitly linked to national strategies for Domestic Abuse, Child Abuse, Safeguarding Adults, Protecting the Public, Serious Sexual Offences and others. These links will include, *inter alia*:

- Information sharing and intelligence analysis;
- Development of an overarching partnership framework for tackling serious violence with an emphasis on problem solving;
- Development of national and local targets for reducing violence (Assessment of Policing and Community Safety);
- Implementation of Every Child Matters; and
- Community Cohesion & Community Engagement strategies.

¹ NPIA Guidance on Investigating Domestic Abuse 2008

- 3.3.3 The legal obligations which underpin the above aims include the duties within the Human Rights Act 1998 and European Convention on Human Rights to protect life and to protect individuals from inhuman and degrading treatment. Both the Convention and other legislation, such as the Race Relations Act 1976 [as amended by the Race Relations (Amendment) Act 2000], place a clear responsibility on public authorities to fulfil these obligations without discriminating on any grounds. All victims of HBV/FM should receive an appropriate and effective service according to their individual needs. All allegations should be effectively investigated and perpetrators held accountable through the criminal justice system, without discrimination.
- 3.3.4 Chief Officers should establish and implement policies and standard operating procedures, which ensure that the police response to HBV fully supports and achieves these priorities. Police officers and police staff members should maintain and enhance public confidence by delivering these priorities in a professional, effective, caring and empathetic manner.
- 3.3.5 To achieve these aims and fulfil these obligations, partnership working with other law enforcement agencies, criminal justice agencies, other statutory and voluntary sector organisations and our communities is essential.

SECTION 4 – PRIORITIES FOR THE POLICE SERVICE

- 4.1 To identify the scale of HBV in all police services across the UK.
- 4.2 To ensure that victims and potential victims have the trust and confidence² to come forward and report their fears and/or actual violence.
- 4.3 That support, advice and protection are readily accessible and available to victims and potential victims.
- 4.4 That an ACPO Communication Strategy is developed relating to HBV (which should include community consultation and marketing strategies). To ensure there is consistency in use of terminology, key messages and good practice from and across the Police Service. That key messages include that HBV/FM are unlawful and an abuse of Human Rights and will not be tolerated in any form.
- 4.5 That communities are engaged in and empowered to develop solutions with adoption of a zero tolerance approach to all forms of HBV/FM.
- 4.6 To develop monitoring systems and compliance mechanisms with specific reference to implementation of ACPO Forced Marriage Guidance (2005) and related guidance, including this ACPO Strategy.
- 4.7 To ensure mainstreaming of HBV within existing policy and strategy frameworks e.g. protecting vulnerable people, Human Resources policies, Child Protection etc, whilst recognising the distinct and specific dynamics that require a specialist response.
- 4.8 To ensure that a productive partnership is constructed with HM Government .
- 4.9 To ensure the provision of high quality HBV training.
- 4.10 To develop an accessible resource base available to all officers and staff in police services across the country.
- 4.11 To develop a pool of informed 'knowledge specialists'³ or tactical advisers across the country who will be able to provide additional support, assistance and guidance to managers and front-line workers managing or otherwise responding to incidents of HBV. See Appendix E for proposed roles and responsibilities.
- 4.12 To include HBV in the performance management framework.
- 4.13 To secure support for the inclusion of HBV in local and HMIC inspection regimes e.g. Protecting Vulnerable People.

² Lawrence Inquiry Report: That a Ministerial Priority be established for all Police Services: "To increase trust and confidence in policing amongst minority ethnic communities".

³ It is recommended that knowledge specialists or tactical advisers are deployed across statutory agencies e.g. CPS, Health, Social Services etc. They should be split into Strategic & Operational advisors.

- 4.14 To track cases through the Criminal Justice System.
- 4.15 To work towards ensuring that HBV issues and the risks posed to victims and witnesses are incorporated within witness protection programmes, Witness Mobility Scheme and other support mechanisms or schemes.

SECTION 5 – BENEFITS/OUTCOMES

- 5.1 Fewer victims of violence
- 5.2 More perpetrators brought to justice
- 5.3 Increased community trust and confidence in police
- 5.4 Increased community intelligence
- 5.5 Increased capacity and capability in community organisations
- 5.6 Increased community cohesion
- 5.7 More complete evidence base on which to build future action
- 5.8 Consistent level of service across UK
- 5.9 More effective partnership across violence agenda

SECTION 6 – DELIVERING THE PRIORITIES FOR ACTION

6.1 Identifying the scale of the problem & Data Collection

- 6.1.1 Accurately identifying the incidence of forced marriage was one of the key objectives of HM Government's 'A Choice by Right' published in 2001 and which led to the establishment of the ACPO Forced Marriage Working Group. Although significant work has been undertaken to develop data collection and analysis of honour based violence incidents reported to police there is still much work to be done in this area.
- 6.1.2 Identifying the scale of the problem is essential if services are to be underpinned by an evidence base; are to be tailored to the needs of the communities being served; are to be sensitive and appropriate and are to be developed in line with identified and/or emerging trends and patterns. By identifying the scale of honour based violence police services will be able to allocate resources appropriately, target interventions, deploy more effectively and achieve the business benefits previously identified.
- 6.1.3 The ambition is to achieve consistency in terms of identifying an honour based violence incident, recording such incidents and the collation and analysis of this data. As this work is significantly underway in some forces it is proposed that best practice and a 'core' agreed template for collation and analysis is developed to ensure it meets intelligence standards and is National Intelligence Model compliant.
- 6.1.4 It is important that mechanisms are put in place to ensure the collation of data from all police services. Regular reports (every six months) will be required by the ACPO and Home Office HBV Working Groups so that a more complete view of the scale of HBV is available.
- 6.1.5 The ACPO (2008) definition articulated in this strategy will assist in this process.

6.2. Building trust and confidence

- 6.2.1 Trust and confidence are pre-requisites if victims and those at risk are to be empowered to come forward, report and seek advice and support in order to end the violence and/or risk of violence. Services and responses to HBV must reflect the expressed needs of service users. Front line responders must know that the victim has a *fundamental right to be believed* unless of course, there is irrefutable evidence that the crime or incident reported didn't take place. However to this end decision makers must exercise caution and where appropriate seek the advice of specialists.
- 6.2.2 In addition the police service's front line responders must know what to do if a victim or potential victim attends a police station or stops them in the street to report a crime or incident or otherwise asks advice. Police officers, police staff members and their managers must have sufficient knowledge or be sign posted to specialist knowledge and advice if the victim/potential victim is to be provided with accurate and timely advice. Victims' must leave the interaction with police feeling they have been dealt with in a professional, effective and empathetic manner. Such feelings may influence whether or not a victim follows the officer's advice or further engages with police.

Under no circumstances must a victim or potential victim ever be turned away and told that honour based violence is nothing to do with the police.

- 6.2.3 Engagement with survivors and specialist support groups is key in developing, implementing and reviewing services. We need to ensure that the support infrastructure is in place to receive female and male victims of such violence if we are to gain, retain and maintain their trust and confidence as again this may influence their decision to receive effective, sometimes life saving support. In addition this may affect how they communicate their experiences to other victims.
- 6.2.4 There is also an identifiable need to engage with affected communities, faith groups and their leaders, men's groups and the wider community.
- 6.2.5 It is essential to recognise and communicate that no major religion in the world supports or otherwise condones forced marriage or the commission of murder, rape, sexual or physical assaults or the abuse of women and children. Yet many perpetrators (male and female) use such violence to control victim's behaviour in order to protect perceived cultural, religious beliefs and / or honour. It is therefore essential that the police service seeks to influence religious & community leaders and decision-makers from across the faith spectrum to speak out against the commission of such unlawful acts, to work with their congregations to eradicate the abuse of women, men and children and to work publicly with statutory and non-statutory agencies to educate and to eradicate honour based violence.
- 6.2.6 The trust and confidence of communities in the police is essential if the police service is to be entrusted with the community intelligence needed to counter HBV and other violent criminality. Work in this field with communities affects many other aspects of policing and has an influence on community cohesion, counter terrorism and so forth.

6.3 Witness Protection

- 6.3.1 The care and protection of victims and witnesses has been identified as an important issue across the spectrum of violence and has been raised as a matter of concern by some strategic partners (statutory and voluntary); particularly in maintaining the safety and confidence of victims and witnesses involved in protracted legal proceedings. That said, there is also evidence that HBV victims and potential victims sometimes do not want to 'criminalise' their families or faiths and so are not prepared to provide statements or otherwise engage with the criminal justice process. Nevertheless these young women and men still face serious violence, which often presents a threat to life.
- 6.3.2 Responsibility for protecting the victim rests with the police and other agencies notwithstanding the level or perceived level of support provided by the victim.

6.3.3 There is already UK legislation, namely Serious Organised Crime and Police Act (SOCPA) 2005⁴ (ss 82 -94), Human Rights Act 1998 (Art 2, 3, 8) and Case law which influence this aspect of policing.

Section 82 (1) SOCPA states that;

'A protection provider may make such arrangements as he considers appropriate for the purpose of protecting a person of a description specified in Schedule 5 if—

- (a) the protection provider considers that the person's safety is at risk by virtue of his being a person of a description so specified, and*
- (b) the person is ordinarily resident in the United Kingdom'.*

In addition Section 82 (4) SOCPA states;

'In determining whether to make arrangements under subsection (1), a protection provider must, in particular, have regard to—

- (a) the nature and extent of the risk to the person's safety,*
- (b) the cost of the arrangements,*
- (c) the likelihood that the person, and any person associated with him, will be able to adjust to any change in their circumstances which may arise from the making of the arrangements or from their variation or cancellation (as the case may be), and*
- (d) if the person is or might be a witness in legal proceedings (whether or not in the United Kingdom), the nature of the proceedings and the importance of his being a witness in those proceedings'.*

6.3.4 The Human Rights Act 1998 plays a significant role in determining and influencing police officers decision-making in honour based violence matters.

ARTICLE 2 RIGHT TO LIFE⁵ states;

'Everyone's right to life shall be protected by law. No one shall be deprived of his life intentionally save in the execution of a sentence of a court following his conviction of a crime for which this penalty is provided by law'.

6.3.5 In terms of current witness protection arrangements there is reliance upon the victim becoming a witness and entering the criminal justice

⁴ www.opsi.gov.uk/acts

⁵ Deprivation of life shall not be regarded as inflicted in contravention of this Article when it results from the use of force which is no more than absolutely necessary: (a) in defence of any person from unlawful violence; (b) in order to effect a lawful arrest or to prevent the escape of a person lawfully detained; (c) in action lawfully taken for the purpose of quelling a riot or insurrection.

area, coupled with life threatening risk factors before being considered for inclusion in a witness protection scheme.

- 6.3.6 The ACPO HBV lead will work with ACPO Witness Protection lead to progress the issue nationally but the urgency of the issue is such that individual police services should review current witness protection arrangements to ensure the inclusion of victims of potential HBV.
- 6.3.7 Police officers and staff conducting risk assessments in relation to HBV should have a thorough knowledge of the risk factors and be able to develop an effective bespoke victim risk management or safety plan. It is essential that services ensure that staff have sufficient training and knowledge to conduct effective, culturally sensitive and accurate risk assessment processes.
- 6.3.8 ACPO, under the Domestic Abuse portfolio, is currently developing work around a common risk assessment framework that will incorporate the specific risk issues relating to HBV, which will be available to forces during the latter part of 2008.

6.4 Protecting victims and potential victims in the workplace

- 6.4.1 Police employees will be the victims and the perpetrators of domestic abuse, honour based violence and its various manifestations. Many of these incidents are serious sexual and physical assaults, threats to kill, malicious communications and harassment.
- 6.4.2 For some victims there are many barriers to reporting domestic abuse and honour based violence and there are still notable levels of under-reporting. This is particularly pertinent to police employees for a variety of reasons including;
 - fear that their colleagues might discover their situation and they will lose their respect;
 - fear that the investigating officer will be known to them;
 - embarrassment;
 - where the perpetrator is also an employee, fear that they might access reports; and/or
 - the possibility that the perpetrator may lose their job and pension rights if convicted.
- 6.4.3 All police services should now have internal employee domestic abuse policies, which govern how police employees are managed as victims of such crimes. It is essential that these policies give active consideration to the inclusion of honour based violence.

6.5 Mainstreaming of HBV within existing policies

- 6.5.1 There has been much debate across agencies about whether HBV should be mainstreamed within existing policy and strategy frameworks or whether it should be a discrete and distinct area of work.
- 6.5.2 Those in favour of mainstreaming within existing policy and strategy frameworks for domestic abuse and violence against women refer clearly to the current sources of support available to victims and those at risk of HBV already being situated within the women's voluntary sector and within the domestic abuse and child protection units of the

police and other statutory agencies. In addition to this the argument is made that HBV must be mainstreamed if service provision to minority communities is to truly reflect need and to avoid the issue being marginalised.

- 6.5.3 Great strides have been made in recent years, including the establishment of the Forced Marriage Unit and legislative changes. However, work remains to be done. Work to tackle HBV has been developed through existing mechanisms including relevant policies and strategies for domestic abuse, child protection, sexual violence and abuse, missing persons, homicide and violence against women. Specialist service provision for those at risk of HBV is currently based within the women's and domestic abuse sectors and therefore links must be made and maintained which could be underpinned by mainstreaming of these issues.
- 6.5.4 Police data shows that HBV incidents come to the attention of police and other service providers through a number of means e.g. domestic abuse, child protection, missing persons, threats to life etc.
- 6.5.5 The incorporation of HBV within these existing frameworks will reduce and avoid unnecessary duplication of work, avoid unnecessary diversion of staff, aid signposting to relevant and specialist service providers and ensure links are made with inter-connected issues.
- 6.5.6 However, there have been some calls for the separation of honour based violence work from mainstream policy and strategy as it is felt that by its very nature it should be distinct. Reference is made to the specific notions of 'honour' and its application in some communities. Agencies calling for the separation of HBV from other policy frameworks state that the current ACPO definition for domestic abuse is not applicable to all cases of HBV due to the limited list of family members, thereby ignoring the role of the community in such cases, and the clear demarcation of the definition to those aged 18 years and over. Potential victims and perpetrators also sit outside the current domestic abuse definition. Those in favour of separation state that HBV does not and cannot sit within one policy framework. There are concerns about 'dilution' and that HBV will become lost within a wider policy framework and therefore must remain distinct from domestic abuse and child protection.
- 6.5.7 Irrespective of whether HBV is mainstreamed or not there is consensus amongst partner agencies that utilising existing mechanisms for tackling violence must be a component of this priority. In recent years there have been significant developments in relation to both domestic abuse and sexual violence with the rollout of Specialist Domestic abuse Courts, Multi-Agency Risk Assessment Conferences (MARACs), Independent Domestic abuse Advisers (IDVAs), Independent Sexual Violence Advisers (ISVAs), risk identification and management tools etc. Victims and those at risk of HBV must be able to access the support and advice network for related issues such as domestic and/or sexual violence wherever possible. It is essential that training for IDVAs and ISVAs incorporate HBV to ensure appropriate service delivery that meets need. MARACs process is available for managing high-risk HBV cases where appropriate. These initiatives apply to adult victims of HBV.
- 6.5.8 As Safeguarding Children's Boards are established and Children's Trusts developed the needs of those at risk of honour based violence must be

addressed through these forums. There have been calls for young people at risk of HBV to be included on Contact Point⁶.

- 6.5.9 This is a contentious debate that reflects different approaches and different levels of development in different parts of the country.
- 6.5.10 This strategy is clear on the requirement for individual police services to have policy and standard operating procedures in relation to HBV. ACPO/FMU Guidance 2005 provides a resource for those embarking on the process.
- 6.5.11 In terms of policing structures, there are examples of services where responsibility for HBV sits squarely within Domestic Abuse Units and other examples where it sits under Community/Diversity Units. What is clear is that HBV has its own particular dynamics. Different police organisations will take different views on where responsibility sits in their structures. The critical issue is that, wherever it sits, staff are equipped to recognise and deal with the particular dynamics and to build and maintain the partnership and community links required to be successful in this work. It is clear that this work requires specialist knowledge. It is also clear that if the service relies on traditional domestic abuse units to do this work without providing them the particular knowledge and skills they need they are likely to be found wanting.
- 6.5.12 The ambition is to mainstream HBV within the framework of Public Protection. This will require partnership commitment to the issues and police services are encouraged to seek the opportunities within Local Area Agreements and Local Strategic Partnerships to obtain buy-in at local level.

6.6 Relationship with HM Government

- 6.6.1 The criminal justice process can be only a part of an effective response to HBV. The issues span a number of government departments including those responsible for health, education, social services, criminal justice, immigration and crime.
- 6.6.2 ACPO has already made contributions to debates about legislation, to the inclusion of HBV in the recently published Violent Crime Action Plan, to the Home Affairs Select Committee Inquiry into Domestic abuse and Forced Marriage, and to current discussions about implementation of the 2007 Act.
- 6.6.3 Work will continue, as part of the cross-governmental working group, to ensure that issues are raised and progressed at a national level in a way that best supports the delivery of service locally.

6.7 Provision of high quality training

- 6.7.1 The availability and delivery of training is essential to the delivery of this strategy. Various core training is currently being reviewed by the National Police Improvement Agency to ensure that issues arising from HBV are an explicit part of training in areas such as child protection, rape and sexual offences, missing persons etc.

⁶ National Information Sharing Index of children at risk

- 6.7.2 Additionally, and in the interim, there are a number of community-based organisations who can and are delivering awareness raising sessions. South Wales Police have designed and delivered a package that they are willing to make available to other forces.
- 6.7.3 Work is being commissioned in London to produce a DVD that can be used to raise awareness of front line staff. It is intended to distribute this product to the service via force HBV champions.
- 6.7.4 A key component of successful training/awareness raising is the inclusion of survivor experience.

6.8 Honour based violence resource tool.

- 6.8.1 The need to access relevant information, guidance, support, and research has been identified as a key issue for many practitioners. It is important that learning and best practice are disseminated as widely as possible in a timely manner and is accessible.
- 6.8.2 The HBVWG is committed to the development of an accessible resource tool for practitioners that will both improve service delivery and share best practice and learning.
- 6.8.3 In recent years there have been a number of legislative changes that have an impact on responses to honour based violence including the Domestic abuse, Crime and Victims Act 2004, Female Genital Mutilation Act 2003 and Sexual Offences Amendment Act 2005. Access to information about legislative developments in the civil and criminal law for England and Wales, Scotland and some overseas jurisdictions has been called for by many practitioners as it would assist operational responses and acknowledges the cross border and/or jurisdictional nature of many honour based violence incidents.
- 6.8.4 Links to international partners via website based resources will also aid and support the overseas element of this work.

6.9 'Knowledge Specialists' / Tactical Advisers

- 6.9.1 There are a growing number of professionals who have been identified as 'knowledge specialists' for HBV. This pool of people includes specialist investigators, practitioners from across sectors, analysts, academics, policy makers etc. Currently there is a small core group of individuals within the police service who have been identified as being 'informed' in HBV matters and who are constantly called upon for advice and support by colleagues across the country. It is essential if we are to ensure continued service delivery improvements and for staff development that this knowledge and expertise is cascaded widely through the police service particularly as officers who have developed an 'informed' knowledge base in this area of work move on to other operational areas and are unable to retain direct involvement with HBV.
- 6.9.2 There is a requirement for the development of a two-tier pool of tactical advisors; - strategic and operational - drawn from police services, criminal justice agencies, statutory, voluntary and community sectors, academics, policy makers etc from across the country.

6.9.3 The first priority is to develop a network of tactical advisers across the police service, CPS, social services and other key agencies. This proposal is in the early stages of development, in response to recommendations from practitioners both within and outside of the police service.

6.9.4 The identified 'knowledge specialists', who will undergo a programme of training, will be a vital resource in disseminating knowledge and improving the response to victims/survivors of HBV. ACPO will make details available to Chief Officers as the network develops. What is clear from the outset is that Chief Constables retain the responsibility for conducting investigations and managing risks – this initiative is about ensuring we use a national pool of knowledge as effectively as possible in support.

6.10 Performance

6.10.1 ACPO will discuss further with HM Government including HBV in an appropriate performance management framework, including within Public Service Agreements and Assessment of Policing and Community Safety⁷ targets. HBV receives specific mention within the Violent Crime Action Plan.

6.11 Monitoring and compliance

6.11.1 Chief Officers need to have mechanisms in place to monitor implementation and compliance with this strategy, service delivery, implementation and compliance with risk assessment tools, relevant guidance, policies and service standards.

6.11.2 ACPO will monitor the delivery of this strategy, through the supporting action plan, which will be led by the ACPO National HBV Working Group, accountable through the Crime Business Area.

6.11.3 Many partner agencies have for some time called for implementation and monitoring of the use of the ACPO Forced Marriage Guidelines as a means of ensuring improved service delivery to victims and those at risk of honour based violence. The ACPO Forced Marriage Guidelines were first published in 2002 and amended in 2005. In light of recent developments in legislation⁸, policy and strategy for domestic abuse, sexual violence and child protection, the Guidelines must be revised. The Forced Marriage (Civil Protection) Act 2007 (once enacted) places these Guidelines on a statutory footing. This will be an area of work to be undertaken and taken forward by the ACPO HBV Working Group.

6.11.4 It is recommended that HMIC incorporate HBV in future inspections for relevant and related thematic inspections e.g. domestic abuse, child protection etc.

⁷ APACS has been introduced by the Home Office for the 2008/09 financial year.

⁸ Forced Marriage (Civil Protection) Act 2007

6.12 Tracking cases through the criminal justice system

- 6.12.1 Work is underway in a number of police services to track domestic abuse cases, through the criminal justice system to monitor outcomes, attrition rates, identify opportunities for early intervention, and identify best practice.
- 6.12.2 The Crown Prosecution Service⁹(CPS) has already begun work to track cases of honour based violence as part of a pilot scheme that has included the flagging of HBV cases, the quality assuring of cases and the training of 25 specialist prosecutors. The CPS is working to the same definition of HBV as the police.
- 6.12.3 The Forced Marriage Civil Bill received Royal Assent on 26th July 2007. The Bill has yet to be enacted, however, the tracking of civil measures will become a notable component of any future work to track and monitor outcomes in HBV cases.
- 6.12.4 Tracking and monitoring of HBV cases, monitoring the implementation of DA homicide reviews (subject to the enactment of section 9 Domestic abuse, Crime and Victims Act 2004) where HBV is identified and evaluation and review of policies and procedures are key elements in ensuring that service provision is appropriate and reflects service users' needs. Furthermore this case tracking process will also identify key areas for improvement for police, CPS, and the judiciary.

⁹ www.cps.gov.uk

SECTION 7 – SHARING INFORMATION

- 7.1 One of the major concerns expressed by both statutory and voluntary agencies in the domestic abuse and HBV fields is the uncertainty surrounding information sharing.
- 7.2 This strategy does not address the issue directly but links itself explicitly to the work on information sharing being progressed through the wider Domestic Abuse Portfolio.
- 7.3 There are information sharing issues that the service can address. One such relates to the movement of a victim/survivor into a force area different to the one in which they reported, as part of a safety plan. On occasions this occurs without the receiving force being aware of either the circumstances or the risk affecting the individual. This clearly inhibits the ability of the force to respond appropriately.

SECTION 8 - THE INTERNATIONAL DIMENSION

- 8.1 Although not included in the statement of priorities, the international dimension of work to tackle HBV is an important one. The issues associated with HBV cut across regional, national and international boundaries. The work first established by the Foreign and Commonwealth Office in 2001 had as one of two objectives the establishment of links between United Kingdom police services and police services in the Indian sub-continent in recognition of the Government casework in this area. Since then a number of police services have developed effective partnership links with overseas colleagues, in the Indian sub-continent, Europe and Turkey, responding to incidents of HBV.

- 8.2 The ACPO lead for honour based violence must ensure that all future international work in relation to HBV is coordinated and consistent with the ACPO HBV Strategy and Action Plan.

SECTION 9 - IMPLEMENTATION AND GOVERNANCE AND RESOURCES

- 9.1 This strategy will be delivered through the mechanism of an action plan that will identify specific actions under the priorities and set timelines and milestones.
- 9.2 The HBVWG will maintain oversight of progress, supported by a regional network of practitioners. These networks will support the single points of contact (SPOC) that now exist in every force.
- 9.3 HBVWG will be accountable to the Domestic Abuse Portfolio under which it sits which, in turn, will report to the Crime Business Area.

9.2. Resources

- 9.2.1 There is a range of practical resources available to the service, including analysis, information and tactical options.

SECTION 10 - CONCLUSION

- 10.1 Honour based violence and its various manifestations is a complex and sensitive area of police business. Police officers and staff must never lose sight of the fact that they are interacting with extremely vulnerable women and men¹⁰, who are often asked by agencies to make life changing decisions in an extremely short space of time. Many honour based violence victims, as in mainstream domestic abuse, just want the abuse to stop. They fear 'criminalising' their parents, families and/or their faith group and fear being isolated from their communities.
- 10.2 Staff members interacting with victims and potential victims must deal with them in a caring, empathetic manner and take positive action as necessary. Police employees must deal with the situation in a culturally sensitive way, and where there is any doubt whatsoever they must seek advice and guidance. Under no circumstances must victims ever be told that honour based violence is not a job for the police service.
- 10.3 Whilst we engage in this sensitive area of policing we are saving lives, protecting vulnerable people and influencing other key areas of work through impacting on community trust and confidence.
- 10.4 The police service and its partners have achieved much over the last few years. There is, however, a recognition that there is more work to be done to empower victims to seek police help, empower our staff to make informed decisions and take positive action, and to ensure that offenders are brought to justice.

¹⁰ 15% of the cases managed by HM Government's Forced Marriage Unit relate to males

Recommendations to Forces

1. That the service adopts the proposed HBV definition and "further explanation". *Para 1.2*
2. That each force puts in place the mechanism to record the number of HBV incidents reported. *Para 6.1*
3. That data is reported by forces to ACPO Honour Based Violence Working Group in a form to be specified, bi-annually. *Para 8.14*
4. Chief Officers should establish and implement policies and standard operating procedures, which ensure that the police response to HBV fully supports and achieves the priorities in this strategy. *Para 5.4*
5. Such policies and procedures must be consistent with ACPO/Forced Marriage Unit Guidance 2005 that will be placed on a statutory footing during 2008.
6. Mechanisms to ensure and test compliance must be an integral part of such policies and procedures. *Para 8.11.1*
7. Chief Officers should ensure that accountability for HBV issues is explicit at senior level. *Para 6.7*
8. Chief Officers should decide how force structures accommodate the response to HBV. The rationale for such decisions should be recorded. Chief Officers may find it of value that HBV will be included within domestic abuse portfolio as it is in ACPO Crime Business Area. *Para 8.5*
9. Chief Officers should satisfy themselves that risk assessment frameworks take account of the particular risk factors, and combination of risk factors, that pertain to HBV. *Para 8.3*
10. Current public protection partnerships and arrangements should be reviewed to ensure they take account of the dynamics and risks around HBV cases. *Para 6.7*
11. That forces should review their witness protection arrangements to ensure that they can accommodate those at risk who are yet to be either victims of or witnesses to crime. *Para 8.3*
12. That forces ensure when a victim/survivor is moved to another force area as part of a safety plan, that a formal process for briefing the receiving force on circumstance and risk is in place. *Para 9.3*
13. Chief Officers should ensure that specialist and other staff receive relevant training. *Para 8.22*
14. Forces should ensure that access to guidance and support materials is simple and widely publicized to staff. *Para 8.8*
15. Internal domestic abuse policies (i.e police officers and staff as perpetrator or victim's) should reflect the particular issues around HBV. *Para 8.4*

16. BCU Commanders should seek to influence LSP, LAA / CDRP partners to develop local partnership responses to HBV. *Para 8.5.12*
17. That Chief Officers continue to support force engagement in Regional Practitioner networks. *Para 11.*
18. That Force HBV leads ensure local organizations working with HBV victims, survivors and policy are identified and brought into partnership in relation to training and service delivery. *Para 5.5*
19. ACPO encourage HMIC to inspect forces against ACPO HBV standards as they emerge. *Paragraph 8.11.4*

Appendix B

Defining Honour based Violence

There has been much debate amongst practitioners and academics about the nature of honour based violence. The use of the term 'honour' in relation to violence perpetrated against women, men and children has been challenged by academics and professionals alike. There is not, and indeed cannot be any 'honour' or justification for the abuse of human rights of others. However, throughout this paper the term honour based violence has been adopted to frame the various forms of violence that take place as a result of notions of so called honour and in line with the terminology used by academics across the world in relation to such violence.

It must be noted that 'honour based violence' is not a form of violence but the reason or motive given or assumed for violence. Societies have used cultural and/or religious justifications for male violence against women, children and often other men, based on traditional notions of patriarchy, women as property and acceptable behaviour. Such notions are often supported by varying degrees of social collusion and approval.

Many agree that honour based violence should sit within the wider framework of violence against women. This acknowledges the gendered nature of honour based violence as the vast majority of victims and those at risk are female and that honour based violence takes place overwhelmingly within families. However there remains the significant issue of male victims and their ability to access services and safety.

However, there appears to be less consensus as to whether or not honour based violence should sit within the framework of domestic abuse. Some of the reasons cited for this include the nature of honour based violence as being different to domestic abuse in that the perpetrator is often NOT an intimate partner or family member and that there may be multiple victims and/or multiple perpetrators in honour based violence crimes.

The ACPO definition of domestic abuse is:

“any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adult, aged 18 and over, who are or have been intimate partners or family members, regardless of gender and sexuality.” (family members are defined as mother, father, son, daughter, brother, sister and grandparents, whether directly related, in-laws or step-family) [ACPO 2004].

The ACPO definition of domestic abuse has been cited as problematic when dealing with honour based violence particularly as many victims are under 18 years of age.

In addition to this the definition limits what counts as family members. Research and past cases have shown that for honour based violence cases the list should include aunts, uncles, cousins and others (i.e. suspects) within the extended family in order to recognise the wider role of the family within minority communities. Although cases show that much of the violence does originate from intimate partners and the immediate family, further violence can be instigated by extended family members and members of the community

who support the family's actions or collude in or perpetrate the violence on behalf of the family.

There is also the issue of how and when an incident can be defined as honour based violence. Those incidents occurring in communities where we know honour is a factor may be identified if the perpetrator or victim cites honour as a factor. However in cases where honour is not mentioned by either party or occurs in a community not currently recognised as one in which honour based violence takes place, the incident may not be identified appropriately. There is however a need for a 'front line' working definition to enable our police officers and staff members to readily identify what they are dealing with so that they can take effective action to safeguard the vulnerable victim(s) and witness(es).

The ACPO definition of Honour Based Violence is:

'Honour based violence' is a crime or incident, which has or may have been committed to protect or defend the honour of the family and/or community'.

Further Explanation

'So-called Honour Based Violence' is a fundamental abuse of Human Rights.

There is no honour in the commission of murder, rape, kidnap and the many other acts, behaviour and conduct which make up 'violence in the name of so-called honour'.

The simplicity of the above definition is not intended in any way to minimise the levels of violence, harm and hurt caused by the perpetration of such acts.

It is a collection of practices, which are used to control behaviour within families to protect perceived cultural & religious beliefs and/or honour. Such violence can occur when perpetrators perceive that a relative has shamed the family and / or community by breaking their honour code.

Women are predominantly (but not exclusively) the victims of 'so called honour based violence', which is used to assert male power in order to control female autonomy and sexuality.

'Honour Based Violence' can be distinguished from other forms of violence, as it is often committed with some degree of approval and/or collusion from family and / or community members.

Examples may include murder, un-explained death (suicide), fear of or actual forced marriage, controlling sexual activity, domestic abuse (including psychological, physical, sexual, financial or emotional abuse), child abuse, rape, kidnapping, false imprisonment, threats to kill, assault, harassment, forced abortion. This list is not exhaustive.

Such Violence cuts across all cultures, nationalities, faith groups and communities. It transcends national and international boundaries.

Definition of Forced Marriage, accepted by HM Government and other statutory agencies, including ACPO is:

Is a marriage conducted without the valid consent of one or both parties where duress is a factor. (A Choice by Right June 2000).

Duress has been recognised by the Court of Appeal, which stated that the test for duress was "...whether the mind of the applicant (sic victim) has been overborne, however that was caused".

Forced Marriage is a violation of internationally recognised human rights and contrary to UK Law, namely the Matrimonial Causes Act 1973, which states that a marriage shall be voidable if "either party to the marriage did not validly consent to it, whether in consequence of duress, mistake, unsoundness of mind or otherwise".

We have begun more fully to recognise the diversity of honour based violence victims and potential victims, whether by gender, gender identity, ethnicity, religion (or no religion), belief (or no belief), disability, sexuality or age.

We have learnt that concepts of honour and shame have long been associated with Lesbian, Gay, Bisexual and Transgender (LGBT) people in affected communities, where there are issues of actual or threatened forced marriage and where the potential for other forms of honour based violence are seen as a significant and real threat. There is much evidence to support that LGBT people from within affected communities are being forced into marriage to 'cure' their sexuality or address their gender identity.

In addition there is also a wealth of evidence, which highlights that people with disabilities e.g. wheel chair users, mental illness sufferers etc. have been or are being forced into marriage. There are a number of reasons for this including;

- parents wishing to find a partner for their disabled adult children, who can then care for them as the parents grow older;
- Assisting claims for residence and citizenship in the UK; and
- Retaining wealth, property or land within the family.

Review of ACPO work to date on Honour based Violence

In August 1999 the Home Office established a Working Group to investigate the problem of forced marriage in England and Wales and to recommend proposals for tackling it. Following extensive consultation with agencies including police and women's groups, *A Choice by Right* was published in June 2000 clearly stating that forced marriage is an abuse of human rights and containing the following definition:

A marriage conducted without the valid consent of both parties, where duress is a factor. (A Choice by Right – June 2000).

This definition has been universally accepted across the UK.

Following publication of *A Choice by Right*, the Foreign and Commonwealth Office (FCO) funded a project to develop links between UK police services and their counterparts in the Indian sub-continent. FCO records show that approximately 300 cases per year of British nationals being forced into marriages in Pakistan, India and Bangladesh. In February 2001, a number of UK police services including West Yorkshire, West Midlands, Metropolitan Police, Leicestershire, Lothian and Borders, South Yorkshire and Greater Manchester Police, accepted an invitation to take part in the FCO project. All of the forces involved in the project are responsible for policing large, diverse communities with origins in the sub-continent and had already begun to develop links with colleagues in this area. It was out of this work that the Association of Chief Police Officers established a Forced Marriage Working Group (ACPO FMWG) reporting to the ACPO Domestic abuse and Race and Diversity business groups.

Following the murder of the late Ms Heshu Yones along with the findings of the DA Multi-agency Homicide Reviews recommending that honour killings required further research and analysis to identify the signposts to murder, the police began to focus on another aspect and form of honour based violence – so-called honour killings.

In May 2003 an Honour Killings Gold Group was established.

Between 2001 and 2006 the ACPO FMWG and the Honour Killings Homicide Prevention Group, in conjunction with partner agencies from across sectors, achieved a great deal in terms of raising awareness of these two forms of honour based violence and developing and improving the police responses to such incidents.

In addition to this, the Metropolitan Police Service also began work with affected communities to address female genital mutilation (FGM).

The FGM project has focused on work with communities informing them of the health and legal consequences of continuing to practice FGM. The project has supported communities to develop responses with agencies and has often been led by community members and in community languages. The project has received national recognition with the granting of a national Diversity Award.

In addition to the above some other notable achievements include:

- The creation and dissemination of national guidelines for police responding to incidents of forced marriage;

- Guidance for officers responding to murders in the name of so-called honour;
- Produced a Problem Profile of Forced Marriage Incidents
- Produced analysis of murders in the name of so-called 'honour'
- Production of a Tactical Menu of Intervention Options for policing and resource document;
- Developed effective and positive partnership working with a range of agencies working in domestic abuse and related fields;
- Led a number of regional, national and international conferences;
- The development of training for specialist and front-line officers;
- Incorporated honour based violence into training as part of implementation of risk identification, assessment and management tools;
- Assisted in the development of the Changing Lives Project; a community cohesion based programme to address a range of violence issues in the black, minority ethnic and refugee communities (BMER) that is being rolled out in the UK and is cited as a model of best practice; and
- Commissioned a Community Engagement Project;

The above list is not an exhaustive but examples of the breadth of work undertaken by both Groups.

In April 2006, the Murder in the name of so-called Honour Homicide Prevention Gold Group and ACPO FMWG were merged to form the ACPO HBV Working Group. This merger was undertaken in recognition of the need for an integrated, strategic approach to that incorporates all forms of honour based violence currently identified and is flexible enough to incorporate new and emerging issues that may present themselves without the need for further duplication and/or repetition of previous work but learns the lessons from what has gone before and makes the links. The ACPO Honour based Violence Working Group was formed from the membership of the Honour Killings Gold Group and ACPO FMWG.

Children and Young People

A notable number of victims of reported honour based and forced marriage in the UK are under 18 years old. It is likely that reported cases are a significant under-estimation, with many crimes and incidents either being unreported.

As with adults, honour based violence manifests itself in a diverse range of ways with children and young people including forced marriage (FM), rape, physical assaults, kidnap, threats of violence (including murder), female genital mutilation (FGM) or witnessing violence directed towards a sibling or indeed another family member. Female genital mutilation, which is an offence contrary to the Female Genital Mutilation Act 2003, can result in severe physical and psychological injuries, is almost bespoke to female children and young people i.e. those under 18 years old.

The above clearly highlights honour based violence as a **child protection** matter where children are at risk of **significant harm** through physical, sexual, psychological and emotional abuse.

Significant harm is defined as;

'as a situation where a child is suffering, or is likely to suffer, a degree of physical, sexual and/or emotional harm (through abuse or neglect), which is so harmful that there needs to be compulsory intervention by the child protection agencies into the life of the child and their family'.

Honour based violence, including FM and FGM is perpetrated against adult and children for a number of reasons. This includes;

- Controlling un-wanted behaviour and sexuality (including perceived promiscuity, being LGBT);
- Protecting family 'honour' or Izzat;
- Responding to family, community or peer group pressure;
- Strengthening family links;
- Protecting perceived cultural and/or religious ideals (mis-guided or dated);
- Retaining wealth, property or land within the family;
- Preventing unsuitable relationships;
- Assisting claims for residence and citizenship in the UK;
- Perceived immoral behaviour including
 - Inappropriate make-up or dress;
 - Possession and / or use of a mobile telephone;
 - Kissing or showing other forms of intimacy in public;
 - Rejecting a forced marriage;
 - Being a victim of rape or other serious sexual assault;
 - Inter-faith relationships; and
 - Seeking a divorce.

The above list is not exhaustive.

The commission of crimes against victims can also be accompanied by other forms of controlling behaviour including;

- House arrest;
- Excessive restrictions;
- Denial of access to any form of telephone, internet; friends or contact outside the immediate family; and
- Denial of access to passports, birth certificates, bank accounts and other forms of official documentation.

Honour based violence is very clearly a **child protection matter**. There is already a statutory framework in place, which safeguards the rights and welfare of children with inter-agency involvement.

Local Safeguarding Children's Boards (LSCB)¹¹, which were established by the Local Safeguarding Children Boards Regulations 2006 have accountability for;

- (a) developing policies and procedures for safeguarding and promoting the welfare of children in the area of the authority, including policies and procedures in relation to—
- (i) the action to be taken where there are concerns about a child's safety or welfare, including thresholds for intervention;
 - (ii) training of persons who work with children or in services affecting the safety and welfare of children;
 - (v) safety and welfare of children who are privately fostered;
- (b) communicating to persons and bodies in the area of the authority the need to safeguard and promote the welfare of children, raising their awareness of how this can best be done, and encouraging them to do so;
- (c) monitoring and evaluating the effectiveness of what is done by the authority and their Board partners individually and collectively to safeguard and promote the welfare of children, and advising them on ways to improve;
- (d) participating in the planning of services for children in the area of the authority;
- (e) undertaking reviews of serious cases and advising the authority and their Board partners on lessons to be learned.
- (a serious case is one where abuse or neglect of a child is known or suspected; and either the child has died; or the child has been seriously harmed and there is cause for concern as to the way in which the authority, their Board partners or other relevant persons have worked together to safeguard the child)
- (3) An LSCB may also engage in any other activity that facilitates, or is conducive to, the achievement of its objective.

The Every Child Matters (www.everychildmatters.gov.uk/) programme sets out a framework of services that cover children and young people from birth to nineteen. The new [Children Act 2004](#) provides the legal framework for this reform.

¹¹ Came into force on 1st April 2006.

The Children Act 2004 places a duty on services to ensure that every child, whatever their background or circumstances, to have the support they need to:

- ***be healthy;***
- ***stay safe;***
- ***enjoy and achieve through learning;***
- ***make a positive contribution to society; and***
- ***achieve economic well-being.***

Section 11 of the Children Act 2004 places a statutory duty on key people and bodies to make arrangements to safeguard and promote the welfare of children.

The Police Services must use this existing framework to more effectively tackle, prevent and manage such crimes against our children and young people.

A key theme interwoven throughout this strategy, which is relevant to both adult and child victims, ***is effective joined up partnership working***. This ethos is embodied in many publications already most notably *Working Together* and in *The Victoria Climbié Inquiry Report*. Indeed this Inquiry Report made a number of recommendations, which impacting on the need for more effective partnership working.

“ There can be no excuse or justification for failing to take adequate steps to protect a vulnerable child, simply because that child’s cultural background would make the necessary action somehow inappropriate”

Para 16.11 The Victoria Climbié Inquiry Report

This partnership should include Police, Education, Health (Primary Care and Mental Health Trusts), Local Authorities [Social Services, LSCB etc] and other local strategic partners – statutory and Non-Government Organisations (NGOs).

There is evidence, for example from around the UK, that children (primarily girls) of school age are missing from school and have been removed from registers. Some reasons presented for this include that they are being schooled at home, attending school in another Local Authority area or have willingly emigrated with their families. How accurate is this?

This identifies the need to work in the effective joined up way across the partnerships previously mentioned.

Further to this, the UK has had domestic legislation out-lawing Female Genital Mutilation since 1985 in the shape of the Female Circumcision Act 1985 and the Female Genital Mutilation Act 2003, yet there is still to be a prosecution for crimes associated with this aspect of honour based violence. This again, is an indicator that there should be awareness training around the subject, which should be conducted in a multi-agency context. It further highlights the necessity to work in a joined up effective partnership way.

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The key priorities for the ACPO HBV Strategy have been identified from:

- Consultation with practitioners from across sectors;
- Consultation with survivors;
- The extensive work carried out to date by the ACPO Forced Marriage Working Group and MPS Murder in the name of So-called Honour Homicide Prevention Gold Group;
- The findings of all the research and analysis including the problem profile audit and problem profile of forced marriage incidents, analysis of 10 years of honour related murders, debriefs of murders and 'near misses' developed by MPS Homicide Prevention Unit;
- The current framework set out in the Home Office and Foreign and Commonwealth Office Joint Action Plan: 'Forced Marriage – the Overseas dimension' and the Forced Marriage Two Year Strategy 2007-09;
- The current national policy and strategy framework for domestic abuse as outlined in the National Domestic abuse Plan;
- The current national policy and strategy framework for sexual violence and abuse as set out in the Cross Government Action Plan on Sexual Violence and Abuse;
- Drawing upon research and reports for HBV and related issues e.g. domestic abuse, child protection, sexual offences etc from the United Kingdom and overseas; and
- Drawing on best practice from developments in related areas e.g. domestic abuse, child protection etc.

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List of Abbreviations

Appendix F

ACPO	Association of Chief Police Officers
BMER	Black, minority ethnic and refugee
CPS	Crown Prosecution Service
DCLG	Department for Communities and Local Government
DfES	Department for Education and skills
DA	Domestic Abuse
F & CO	Foreign and Commonwealth Office
FGM	Female Genital Mutilation
FM	Forced Marriage
FMWG	Forced Marriage Working Group
HBV	Honour Based Violence
HMIC	Her Majesty's Inspectorate of Constabulary
HRA	Human Rights Act 1998
LGBT	Lesbian, Gay, Bi-sexual and Transgender
LSCB	Local Safety Childrens' Board
MPS	Metropolitan Police Service
IDVA	Independent Domestic Violence Advisers
ISVA	Independent Sexual Violence Advisers
MARAC	Multi-agency Risk Assessment Conferences
NGO	Non-Government Organisation
NPIA	National Police Improvement Agency
SOCPA	Serious Organised Crime and police Act 2005
UK	United Kingdom
WNC	Women's National Commission

ACPO Workbook

WORKBOOK FOR THE CREATION OF ACPO GUIDANCE/PRACTICE ADVICE

No new work to develop Guidance etc. can be commenced unless a Workbook, with the first page completed and accompanied by a completed Appendix 'A' is first submitted, through the Head of the Business Area, to the ACPO Programme Support Office for approval. This workbook, with all sections completed, must be included in the final document as an Appendix and submitted, through the Head of the Business Area, to the Programme Support Office for quality assurance prior to submission to Cabinet for approval as ACPO Doctrine.

Title of Draft Guidance/Practice Advice Document

ACPO Honour Based Violence / Forced Marriage Strategy

ACPO Reference Number

Unique reference number: 2008/14

ACPO Commissioning

Name of ACPO Business Area:	Crime
Head of Business Area commissioning the work:	CC Ian Johnston
Date Authorised:	June 2006
Projected date of completion:	Nov 2008

Person Completing Work Book

Name:	Force Address:
Nikki Hubbard	Metropolitan Police New Scotland Yard Broadway, London
Email address:	Contact Tel. No:
'Nikki.Hubbard@met.pnn.police.uk'	07920 295613

Date the first page of this Workbook was completed and forwarded to the [Programme Support Office](#):

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For ACPO use only

Date QA check completed:	27 August 2008
Date referred to HBA:	27 August 2008
Date Guidelines/Practice Advice signed off by HBA:	27 August 2008

SECTION A - FOR USE ONLY WHERE AN EXISTING GUIDANCE OR PRACTICE ADVICE DOCUMENT IS BEING AMENDED AS THE RESULT OF A REVIEW

A.1 Title of original document:

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A.2 Date of publication of original document:

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SECTION B – IMPACT UPON OTHER ACPO BUSINESS AREAS

B.1 Give details of the impact on/dependencies with other ACPO Business Areas and existing Guidance/Advice

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If B.1 applies, please inform the relevant ACPO Policy Officer who will consult across other business areas

SECTION C - ACPO EQUALITY IMPACT ASSESSMENT TEMPLATE (DIVERSITY AUDIT) AS AGREED WITH THE CRE

C1. Identify all aims of the guidance/advice

C.1.1 Identify the aims and projected outcomes of the guidance/advice:

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C.1.2 Which individuals and organisations are likely to have an interest in or likely to be affected by the proposal?

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C2. Consider the evidence

C.2.1 What relevant quantitative data has been considered?

Age	
Disability	
Gender	
Race	
Religion / Belief	
Sexual Orientation	

C.2.2 What relevant qualitative information has been considered?

Age	
Disability	
Gender	
Race	
Religion / Belief	

Sexual Orientation	
<u>C.2.3 What gaps in data/information were identified?</u>	
Age	
Disability	
Gender	
Race	
Religion / Belief	
Sexual Orientation	
<u>C.2.4 What consideration has been given to commissioning research?</u>	
Age	
Disability	
Gender	
Race	
Religion / Belief	
Sexual Orientation	

C3. Assess likely impact

C.3.1 From the analysis of data and information has any potential for differential/adverse impact been identified?	
Age	
Disability	
Gender	
Race	
Religion / Belief	
Sexual Orientation	
<u>C.3.2 If yes explain any intentional impact:</u>	
Age	
Disability	
Gender	
Race	
Religion / Belief	
Sexual Orientation	
C.3.3 If yes explain what impact was discovered which you feel is justifiable in order to achieve the overall proposal aims. Please provide examples:	
Age	
Disability	
Gender	
Race	
Religion / Belief	
Sexual Orientation	

C.3.4 Are there any other factors that might help to explain differential /adverse impact?	
Age	
Disability	
Gender	
Race	
Religion / Belief	
Sexual Orientation	

C4. Consider alternatives

C.4.1 Summarise what changes have been made to the proposal to remove or reduce the potential for differential/adverse impact:
C.4.2 Summarise changes to the proposal to remove or reduce the potential for differential/adverse impact that were considered but not implemented and explain why this was the case:
C.4.3 If potential for differential/adverse impact remains explain why implementation is justifiable in order to meet the wider proposal aims:

C5. Consult formally

C.5.1 Has the proposal been subject to consultation? If no, please state why not. If yes, state which individuals and organisations were consulted and what form the consultation took:	
<p>Consultation has taken place across the 8 pilot sites and with relevant partners such as CPS and HMCS who are major stakeholders in the POC processes. Wider consultation has taken place with 'experts' in the field due consideration has been given to all relevant recommendations from reviews stretching back to 2004. In fact the project lead has been involved in most of these reviews in some form so has the required understanding to ensure the Practice Advice will meet the needs of the service into the future.</p>	
Age	
Disability	
Gender	
Race	
Religion / Belief	
Sexual Orientation	
C.5.2 What was the outcome of the consultation?	
<p>Positive feedback and views of consultees have been considered so they can assess potential impact of implementation on their own organisations. This work is ongoing and the ACPO POC team has now been funded by the Home Office to ensure the findings can be implemented and continuous dialogue can take place to minimise impact</p>	
Age	
Disability	
Gender	
Race	
Religion / Belief	

Sexual Orientation	
C.5.3 Has the proposal been reviewed and/or amended in light of the outcomes of consultation?	
C.5.4 Have the results of the consultation been fed back to the consultees?	

C6. Decide whether to adopt the proposal

C.6.1 Provide a statement outlining the findings of the impact assessment process. If the proposal has been identified as having a possibility to adversely impact upon diverse communities, the statement should include justification for the implementation:

C7. Make Monitoring Arrangements

C.7.1 What consideration has been given to piloting the proposal?
C.7.2 What monitoring will be implemented at a national level by the proposal owning agency and/or other national agency?
C.7.3 Is this proposal intended to be implemented by local agencies that have a statutory duty to impact assess policies? If so, what monitoring requirements are you placing on that agency?

C8. Publish Assessment Results

C.8.1 What form will the publication of the impact assessment take? Attachment of this form

SECTION D - HUMAN RIGHTS REVIEW

D1. Does the proposal have significant human rights implications, either for the public or for the Police Service? Answer YES or NO:

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If NO, go straight to Section E

If YES, answer the following questions and consider seeking legal advice

D.1.1. Who will be affected by this proposal?

- *Consider not only the direct subject of the proposal, but also other people who may be affected (e.g. bystanders, victims, general public, police staff, subject's family)*

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D.1.2 Which of their rights are being protected?

- *E.g. the right to life; right to security; freedom of belief, expression or assembly; right to family life; right to privacy; right to property*

D.1.3 For each person or group of people, which of their Convention rights may the proposal potentially interfere with and how?

- *E.g. right to life; prohibition of degrading treatment; right to liberty; right to fair trial; right to due process; right to privacy; freedom of belief, expression, assembly and association*

Answer the following questions in respect of each interference with a right.

D.1.4 Is the interference legal? Explain in full:

- *e.g. European legislation, Act of Parliament, statutory instrument, statutory codes, common law*

D.1.5. Is the interference necessary? Explain in full:

- *It may for example be justified if it protects others' rights, e.g. right to life; right to security; freedom of belief, expression or assembly; right to family life; right to privacy; right to property*
- *What "legitimate aims" under the Convention are being pursued in interfering with the right?*

D.1.6 Is the interference proportionate? Explain in full:

- *What practical alternative actions are available? Will any of these not interfere or interfere less with a right? If they will, why are they not being used?*
- *Is the interference the least intrusive means available?*

D.1.7 Having considered the above points, do you consider that the proposal -

(a) Breaches a Convention right? YES or NO:

(b) Is vulnerable to challenge? YES or NO

Note: interference with a right does not equal a breach – if an interference is justified, there is no breach.

If the answer to (a) or (b) above is YES and you consider that there is a breach of a Convention right or that the proposal is vulnerable to challenge, seek legal advice.

SECTION E - DATA PROTECTION REVIEW

E.1 Does this proposal relate in any way to the processing of personal data? Answer YES or NO. If NO, go straight to Section F.

If YES, outline how it complies with the Data Protection Act, listing the principles summarised below. The ACPO Data Protection and FOI Portfolio Group will provide assistance in identifying and addressing compliance:

The Principles:

- a) *Personal data shall be processed fairly and lawfully ...*
- b) *Personal data shall be obtained only for one or more lawful purposes ...*
- c) *Personal data shall be adequate, relevant and not excessive in relation to the purpose for which it is processed*
- d) *Personal data shall be accurate and, where necessary, kept up to date*
- e) *Personal data processed for any purpose shall not be kept longer than is necessary for that purpose*
- f) *Personal data shall be processed in accordance with the rights of data subjects under the Act*
- g) *Appropriate technical and organisational measures shall be taken against unauthorised or unlawful processing of personal data ...*
- h) *Personal data shall not be transferred to any country outside the European Economic Area (EEA) unless the country or territory ensures an adequate level of protection for the rights and freedoms of data subjects in relation to processing of personal data*

SECTION F - HEALTH & SAFETY REVIEW

F.1 Does this proposal have significant health and safety implications for the public or for police staff? Answer YES or NO.

If YES, answer questions F.2. & F.3. If NO, go straight to Section G1.

F.2 Explain how the risks to health and safety have been assessed and what control measures have been put in place:

F.3 What are the health and safety duties and who is responsible for them? Explain in full:

SECTION G - BUREAUCRACY REVIEW

- G.1 List the forms or databases that police staff will be required to complete as part of this proposal:

- G.2 Give details of how you have reviewed the need for, content of and appropriateness of the forms or databases. Have you reduced their quantity or content?

Factors to consider:

- Whether the benefit of gathering the information exceeds the effort
- The cumulative impact – especially when there is repeated entry of the same information
- Retention period – is the information disposed of at the optimum time?

SECTION H - FREEDOM OF INFORMATION REVIEW

- H.1 Is this reviewed proposal exempt from publication under the FOIA? Answer YES or NO:

NO

IF NO, go straight to Section I. If YES, give full details of the exemptions that apply and the reasons for them at H.2.1 – 2.3 below:

- H.2 Reasons for Non- or Partial Disclosure under Freedom of Information Act 2000

- H.2.1 Is this document completely non-disclosable? Answer YES or NO

SECTION I – IMPLEMENTATION AND EVALUATION

- I.1 Now that the audit is complete the Guidance/Advice document should be prepared for consideration by the Head of Business Area - either for approval and sign-off or, in some cases, referral to ACPO Cabinet or Council. Please follow the attached ACPO Practice Guidance/Advice Template.

- I.2 Please ensure that a full consultation on the content of the final draft document is conducted with stakeholders, both internal and external and ensure that their views are fully considered. Please detail below the organisations/individuals consulted:

- I.3 Full consideration should be given to the following:

- Financial implications/benefits

- Resource implications/benefits
- Potential performance/service improvements
- Risks
- Learning requirement

Monitoring and Review

I.4 Detail below the on-going effects of this proposal:

Improvements in Police performance in removal of criminal assets

I.5 How will it be monitored?

As above – systems already exist

I.6 By whom?

Cmdr Steve Allen

I.7 At what intervals?

Monthly with more detail every quarter

I.8 When is the next review of this proposal planned?

Note. Diversity Reviews are required at least every 3 years under the RRAA but this review is in relation to the ongoing relevance of the document. If you consider that an earlier review is needed, please give the reasons and explain what process is in place to prompt those in post at that time to conduct the review:

September 2011