

Domestic Abuse Bill New Clause 32 and 33: A Legislative Duty and National Requirement to Proactively Identify, Assess and Manage Serial and Serious Domestic Violence Perpetrators and Stalkers

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Terrorism begins at home. It's time to join the dots.

Currently, domestic abuse costs society at least £66 billion a year.² This estimate does not include stalking or the psychological impact of stalking and therefore the cost is likely much higher.

Three women are murdered by male partners or ex-partners every two weeks. It's currently five women a week since lockdown began. This does not include stalking related murders of women where there is no relationship.

The murders do not happen in a vacuum. These are murders in slow motion – the 'drip-drip-drip' happens over time on an escalating continuum. The "incident-led" approach to patterned crimes like domestic abuse and stalking is very costly must be stopped as women are paying with their lives and perpetrators are offending with impunity.

One murder costs £2m on average to investigate³. One call-out to the police costs roughly £1500.

Responding to perpetrators time and time again is incredibly costly and many commit domestic abuse as well as other crime⁴. Many predatory stalkers, sex offenders and serial killers abuse their partners.

Police research⁵ found that 1 in 12 of domestic rapists were raping outside the home. Once a violent and controlling man leaves a partner, it does not mean the violence ends. Evidence suggests they find new partners to abuse. Many had extensive histories of abusing multiple women.

¹ This briefing was compiled in conjunction with specialists including police officers, MAPPP chairs, domestic abuse charities, stalking experts, professionals from perpetrator programmes and victims.

² <https://www.gov.uk/government/publications/the-economic-and-social-costs-of-domestic-abuse>

³ This does not include any trial or review process

⁴ [Getting Away with it: A Profile of the Domestic Abuse Sexual and Serious Offenders, Richards 2004](#)

⁵ Stanko, E., Kielinger, V., Paterson, S., Richards, L., Crisp, D and Marsland, L. (2003). Grounded Crime Prevention; Responding to and Understanding Hate Crime in 'Crime Prevention- New Approaches' (eds). Helmut Kury and Joachim Obergell-Fuchs; Richards 2004 Getting Away With It; Richards, L., Letchford, S and Stratton, S. (2008). Policing Domestic Violence. Oxford: Oxford University Press; Richards, L, and Aubeelack, A. (2009). Protecting the Public and Vulnerable Persons in Clive Harfield (eds) Police Operational Handbook: Practice and Procedure. Oxford: Oxford University Press.

Men who rape are good candidates for sexual violence for both significant women and anonymous women and domestic-related sexual assault is a good indicator of repeat victimisation, risk of harm and potential lethal violence. Yet out of just under 400 DV sexual and serious offenders **only 2% (6) were convicted (the longest prison sentence was 14 months)**, despite the fact they were committing serious crime and are dangerous. Most got away with it – and continue to offend with impunity, which is alarming and unacceptable.

Some get away with it and escalate to rape and murder outside the home such as John Duffy, David Mulcahy, Peter Tobin, Levi Bellfield, John Taylor, Anthony Hardy, Mark Dixie and Ian Huntley.

In many terrorist attacks, the perpetrators have practiced at home before their public outbursts⁶. In her book *Home Grown*, Joan Smith, Chair of the Mayor of London's Violence Against Women and Girls Board, highlights multiple cases including Khalid Masood (born Adrian Russell Elms) who drove across Westminster Bridge in 2017 targeting pedestrians and stabbed to death PC Keith Palmer. **He had a string of criminal convictions for offences involving violence including controlling and physically assaulting multiple women.**

[Nazir Afzal](#), a solicitor and former chief crown prosecutor for the north-west of England says: "The first victim of an extremist or terrorist is the woman in his own home." He points out that 25,000 men are on the radar of police and the security services as potential terrorist threats. "You can't monitor 25,000. **But you shouldn't have to. You already know which ones to target by flagging up violence against women as a high-risk factor.**"

If we want to stop men murdering women at alarming rates, stop serial killers in their tracks, terrorist attacks and mass murder, we have to get much more serious about focusing on the perpetrators when victims of domestic abuse and stalking report to police, particularly when the perpetrator has abused multiple women.

For too long the approach has been to focus on repeat victims – to identify and track them. High risk cases are heard at the MARAC (a multi-agency risk assessment conference for victims). Research by Bristol University has found that a perpetrator who has been assessed as high risk and whose case is heard at MARAC generates costs of £63,000 to police, the justice system, health and other services.

It's ironic that professionals load the victim up with actions and a safety plan and rarely do any multi-agency problem solving and risk management regarding the perpetrator.

This is an alarming and significant gap in public protection across the UK. Serial domestic violence and stalking perpetrators have never been a priority or focus despite my raising it continuously since my [Getting Away With It report \(2004\)](#).

The Bichard Inquiry (2004) further highlighted a failure to manage the intelligence and to share information within and across police services and partner agencies about a serious and serial domestic and sexually violent perpetrator - Ian Huntley - who was an unconvicted dangerous person. This public protection gap has still not been fully addressed.

⁶ Joan Smith (2020) *Home Grown: How Domestic Violence Turns Men Into Terrorists*

Furthermore, [HMIC Domestic Abuse Is Everyone's Business \(2014\)](#) report again highlighted **that police forces were not systematically flagging and targeting serial and serious perpetrators yet HMIC highlighted that this was core business for volume crime. Surprisingly, the 2015 progress report failed to even mention perpetrators.**

Zoe Jackson's 2016⁷ probing research highlighted that very little has changed since the HMIC report, although there are pockets of good practice carved out by a few leaders in four areas Essex, Hampshire, North Yorkshire and Northumbria. These areas are taking a multi-agency approach, however, none of the approaches are co-ordinated or consistent with each other nor are they joined up.

Co-ordination, consistency and join up is key. Perpetrators travel. They learn the systems. They change their names. They try and fly under the radar. Police officers say themselves that when offenders move and are new to the area, they have no history about the perpetrator. This was highlighted in the Bichard Inquiry and has still not been remedied. It is detailed information, context and case management information and intelligence that is required, not merely a crime category such as 'criminal damage' 'interfering with a motor vehicle' 'burglary' on PND/PNC, without any context this on its own may seem insignificant and unconnected. Most often this is DV and/or stalking related crimes, however, it's been pled down to something much lesser. This is exactly how the pattern is missed and the dots are not joined up – and margin of error that we want to mitigate against as it has such a grave consequence.

[HMIC and HMICPSI Living In Fear report \(2017\)](#) into stalking found **100% failure** rate across six police forces and Crown Prosecution Service areas. Again, there is systemic failure when it comes to taking stalking seriously. Most often cases are dealt with as harassment and there is no join up regarding perpetrators.

The multi-agency response to perpetrators must be significantly improved, consistent and co-ordinated by the statutory authorities charged with public protection in order to save lives and save money.

What change is needed?

We must improve the way we deal with dangerous serial perpetrators in this country.

With the murders of women increasing, large strategic funding is needed along with a radical overhaul of systems, processes and culture – one where we stop asking “why doesn't she leave” to “why does he continue to abuse and how do we engage and stop him.”

We must support victims and their children and keep them safe. In order to do this, we must shift our focus to the perpetrator and their behaviour.

⁷ Zoe Jackson's research (2016) found that post the HMIC Domestic Abuse is Everyone's Business report only 13 police forces were doing anything proactive regarding perpetrators and only 4 of those were multi-agency approaches <https://www.aurorand.org.uk/news/serial-perpetrators>

Currently, domestic abuse and stalking are the *only* crimes where repeat and serial perpetrators are not proactively identified. In other words, the abuser can act with impunity and is no more likely to go to prison or be seen as any more serious if they abuse harm or kill, one woman, three women or 18 women.

Past behaviour is the best predictor of future behaviour. If an offender's serial, repeat or high-risk offending behaviour, is left unchecked, they are on a timeline to murder.

To shift culture and our focus to perpetrators, law change is required to ensure a **systematic standardised, co-ordinated and problem-solving approach.**

Systems, process, attitude and cultural change is urgently needed along with a database to ensure the collection and collation of data about perpetrators as well as accountability and a governance framework. Information and intelligence **must** be shared across police services and local authority borders when perpetrators move from area to area and from victim to victim – which they will do.

We must track the perpetrators, not the victims. This will also enhance the accurate and up-to-date information and intelligence for Clare's Law – the Domestic Violence Disclosure Scheme - and ensure perpetrators do not just 'disappear' – which they do currently.

Put simply, this must be core business that is consistent across the UK, rather than an 'add-on' driven by passionate, well-meaning professionals. This is too important - women are being killed by dangerous men at pandemic rates and the problem is getting worse.

Since lockdown began 35 women and children (four) have been brutally murdered. These are not first-time offenders. No-one starts with murder as their index offence.

The Solution

Multi-Agency Public Protection Panels (MAPPPs) already exist as a statutory requirement to manage perpetrators across England and Wales and the Violent and Sexual Offenders Register (ViSOR) – the database - supports the process and allows for standardised and meaningful data collection, case management and governance.

Currently, the information on Police National Database is very hit and miss with some forces uploading key information whilst others, more commonly, simply inputting the offence with no other contextual information. Context and nuanced detail is crucial when risk assessing and risk managing offenders. This cannot be done blind.

This is very problematic regarding Clare's Law Disclosure as it often means information is missing, particularly as it's commonplace for domestic abuse and stalking cases to be downgraded to common assault (not strangulation) criminal damage, harassment (not stalking), burglary, interfering with a motor vehicle (not attempted murder) and so the 'drip-drip-drip' insidious and terrifying pattern of behaviour is routinely missed.

We must ensure professionals have the tools they need to join the dots to keep women and girls safe. The ACPO lead Brian Moore understood this and in 2009 recommended this happen.

A database approach is needed to ensure all data regarding the offender and their risk management is joined up and included on one integrated offender and case management system.

An integrated approach using ViSOR will ensure a collaborative approach to the collection, analysis and management of data focused on domestic abuse or stalking perpetration which improves safety and develops effective multi-agency interventions.

ViSOR is owned and managed by the College of Policing. It is a database of records of those required to register with the Police under the Sexual Offences Act 2003 (the 2003 Act), **those jailed for more than 12 months for sexual and violent offences, and those thought to be at risk of offending.**

However, in many domestic violence and stalking cases prosecutions are rare and when convictions occur, unduly lenient sentences result for stalking, domestic violence and coercive control – namely, weeks, months or suspended sentences – which in no way reflects the severity of the crime.

Currently 80% of stalkers do not face a charge (2017-18). Out of 10, 214 only 1,822 were charged; 212 were convicted and only 48 went to prison. Furthermore, most cases are crimed as harassment or something lesser and across 2018/19 there was a 10% decrease in stalking prosecutions (Violence Against Women and Girls 2018/19) and it's anticipated with the new Stalking Protections Order, this will continue to decrease.

In 2016, only 37 stalking offenders and 93 'harassment' offenders received a sentence of 12 months imprisonment or more and were therefore automatically eligible to be managed under the MAPPA process as 'Category 2' offenders. However, we do not know how many of these offenders were either referred to, or subsequently managed under, MAPPA but as the number of automatically eligible offences is low, and the number of prosecutions for serious harassment and stalking is considerably higher, **we can infer that a substantial number of potentially dangerous individuals were not managed under recognised offender management processes.**

Stalkers have specific and complex needs to address due to their fixated and obsessive behaviour. Currently, there's a lack of suitable programmes for stalkers that will reduce the likelihood of reoffending and protect members of the public.

Therefore, the current MAPPA category provisions do not work for stalkers. They are unlikely to serve 12 months or more and stalking and coercive control are not seen as serious crime.

This is what we must change and the creation of a new Category, Category 4 Serial and Serious Harm Domestic Violence and/or Stalking Perpetrators (Refer to section: How would MAPPA+ work in practice?) would create that change.

Taking action now will ensure the police, prison and probation service come together and **make the links across offending behaviour and public protection. It will ensure join up of intelligence and information and accountability and governance an effective case management system is important. Hence a separate database from ViSOR makes no sense.**

Information held on VISOR includes: Full name • Home address • Date of birth • National Insurance number • Bank details • Passport details (if held) • Additionally, when visited by MAPPA officers, they will be invited to, but need not, provide: • Employers name and address • ISP details • Car registration • Telephone number(s) Offenders must inform the police within three days if there are any changes in their name, address, bank details, passport or other ID document.

Offenders must also inform the police at least seven days in advance of any foreign travel and they must register any addresses in the UK at which they stay for more than a total of seven days within any 365 day period. Offenders must confirm their registration annually and the length of time for serial DV perpetrators and stalkers should be in line with length of time sex offenders must register for.

Where the offender is:	They will be subject to the notification requirements for:
Sentenced to 30 months or more	An indefinite period
Admitted to a hospital subject to a restriction	An indefinite period
Sentenced to imprisonment for a term of 6 months but less than 30 months	10 years
Sentenced to imprisonment for 6 months or less	7 years
Admitted to hospital without a restriction orders	7 years
cautioned	2 years
Given a conditional discharge	The duration of the conditional discharge
Given any disposal (such as a community punishment or fine)	5 years

That is, if they have not needed to inform the police of any changes above, they must attend a designated police station to register if they have not done so for a year. Failure to comply is an offence, subject to a penalty five years imprisonment.

MAPPA+ Meetings

With MAPPA, the prison and probation service lead and chair meetings as well as police, which is why MAPPA is the correct forum. However, it must be enhanced to MAPPA+ for it

to work MAPPA+ would include other specialist domestic violence and safeguarding agencies including specialist caseworkers like Independent Domestic Violence Advisers and Caseworkers and stalking services including Independent Stalking Advocacy Caseworkers must be invited to attend, as they hold the specialist knowledge about the dynamics of coercive control and stalking.

Why MAPPA+?

Over the years we have seen pioneering projects and initiatives including Proactive Task Force and the Risk Assessment Management Panels (RAMP Metropolitan Police Service 2001 and 2006), Serious Offender Team (West Yorkshire Police 2009), Strathclyde's Domestic Abuse Task Force (2010), MATAC (Northumbria 2015), Serial Priority Perpetrators Project (Hampshire 2018), and Drive (2018) trying to move the needle, focus on perpetrators and plug this gap, with varying success.

Firstly, all of these initiatives were and are police led and personality driven. This creates multiple and compounding points of failure. Having worked in the police for a decade I know only too well that when leaders move on, the work stops and the legacy is dismantled by the new leader (promotion culture).

Further, if it is not statutory, not all agencies or professionals are keen to participate. The evidence shows that perpetrators do not engage either. Additionally, during times of austerity, these 'add-on' initiatives are viewed as 'luxury' projects and are always the first to go. If it is not a statutory approach, different systems and processes will again be created bespoke to a local area and so areas are not able to talk the same language about risk or risk management. All of this creates a disjointed and haphazard approach to serious crime and public protection – all of which plays to the advantage of the perpetrator, presenting opportunities for non-compliance, as well as for perpetrators to game the system (many know it well) and they fall between the stalls.

This must not be solely police led. Too much responsibility is placed on the police to fix all crime related problems and other partners are better placed to take leadership responsibility for perpetrators. It must be police, probation and prison services – those charged with responsibility for offender management.

This must be core, mandated business, with funding attached. What gets measured and what's a priority and mandated gets done – and both performance monitoring framework and data collection are essential to success, particularly as we know that perpetrators are resistant to change, are likely to change their name and move area.

A "please sit round the table and share information" or 'tea and cake' light touch approach to major and serious crime is not good enough. **We must set this up to succeed and develop an approach that has teeth i.e. a statutory approach whereby the perpetrator takes it seriously and fears the consequences for non-engagement and compliance.** We must implement systemic change and create incentives in an environment for positive change related behaviour to occur. as well as serious, real life consequences for non-engagement. We know this works.

How many offenders are we talking about?

In London, the Metropolitan Police Service in 2002 out of 387 offenders, 20% (77 perpetrators) were targeted by the Proactive Task Force including home visits, Violent Offender Orders, developing bad character evidence and engaging in direct surveillance.

In West Yorkshire the Serious Offender Review Team reviewed 800 police records, resulting in the identification of 488 potential repeat suspected perpetrators. Of these 8% (38 perpetrators) were high risk and targeted proactively including home visits, Violent Offender Orders, developing bad character evidence and engaging in direct surveillance. All 488 offenders were flagged as being of interest and if any new intelligence came in, the subsequent investigation was reviewed by an experience Detective Inspector, or the intelligence was brought to the attention of the Divisional Intelligence co-ordinator. This meant key intelligence and investigative opportunities were not missed and the dots were joined up.

In Strathclyde the Domestic Abuse Task Force (DATF) took a proactive, preventative approach to tackling serial perpetrators. The DATF identified previously unmanaged high-risk perpetrators through intelligence and analysis systems. Once identified the Taskforce uses surveillance operation and the proactive enforcement of warrants and/or bail conditions as the first steps towards intervention. Proactive problem solving takes place, for example, if a perpetrator has a history of violence at football matches they are contacted before a big game and warned, warning letters are sent to perpetrators, home visits, execution of outstanding warrants and signposting to partner agencies who engage and safety plan with the victim.

In Hampshire between 01/10/2016 and 1/10/2019 (approx.) 259 serial perpetrators were identified who had abused 552 victims and affected 449 children. A multi-agency problem solving approach includes undertaking home visits, surveillance, prioritisation of calls and referral to partner agencies to address substance abuse and behaviour change programmes.

To start with, there were over 1095 serial perpetrators referrals:

- 1089 were male offenders, 6 female
- 557 Priority Perpetrator Identification Tool⁸ (PPIT) assessments were completed
- Following on from these PPITs being completed, the number considered to be Serial/ Priority Perpetrators was 259

The criteria for inclusion with the project as part of the Domestic Abuse Prevention Partnership (DAPP) is that perpetrators must not be:

- Subject to NPS or CRC management
- Subject to MAPPA category 1 or 2 management
- Have been charged with an offence with an impending court date. If they are found not guilty at Court we can look at them then, but all the time they have a pending court date we can't start an intervention.

⁸ Identifies serial, repeat, high risk offending <http://orca.cf.ac.uk/75006/>

The reason that the PPIT assessments completed does not match the referral number is because they have not met these criteria or could be living out of area. This again is an important reason for this to be a national and mandated process otherwise a post code lottery and incomplete offender profiles and management result.

In Northumbria just under 5,000 perpetrators were responsible for half of the 30,000 domestic abuse calls the force received every year. Identified serial perpetrators are referred into the [Multi-Agency Tasking and Coordination \(MATAC\)](#) process where key partners agree a bespoke set of interventions using a domestic abuse ‘toolkit’. This can include targeting and disrupting perpetrators and or supporting them to address their behaviour. The project includes best practice from housing provider Gentoo which offers perpetrators housing alternatives if they engage with appropriate conditions of residency such as signing up to an Acceptable Behaviour Agreement.

How would MAPPA+ work in practice?

We recommend that a new category under **MAPPA+** be introduced: **Category 4 Serial and Serious Harm Domestic Violence and/or Stalking Perpetrators.**

Police, Probation and Prison must proactively identify serial perpetrators under this new Category and co-ordinate a risk management plan to engage, problem solve and/or target perpetrators.

Serial is defined as two or more victims where the perpetrator has been convicted for one domestic violence and/or stalking related offence, caution, acquittal or where orders exist including a Domestic Violence Protection Order, Stalking Protection Order, Restraining Order, Non-Molestation Order, Criminal Behaviour Order and/or Violent Offender Order. The category must also include those thought to be at risk of offending.

Serious Harm is defined as a risk which is life threatening and/or traumatic, and from which recovery, whether physical or psychological, can be expected to be difficult or impossible (Home Office 2002, OAsys 2006)

These orders must be used along with clear positive obligations just like Risk of Sexual Harm Orders are used for sex offenders. Positive obligations would be placed on a perpetrator including:

1. They must attend a treatment programme;
2. If they change their name, they must notify police;
3. If they move they must notify police;
4. If they go abroad they must notify police;
5. If they start a new relationship, they must notify police.

A **Serial Priority Perpetrator Caseworker** would be required in every area to work across Police and partner agencies, funded by the Police and Crime Commissioner. They would have responsibility for collating and assessing cases and selecting them to be heard at MAPPA+.

The following case studies highlight the problem of women being routinely failed across the country:

Case 1:

Kerri McAuley was brutally murdered by Joe Storey in Norwich in January 2017. Kerri suffered 19 injuries to her head and Storey broke every bone in her face. He then smeared her blood on his face and took a selfie before leaving her to die.

Storey had **violently attacked five previous girlfriends dating back to 2008**, and at the time of the murder had **three restraining orders to protect former partners**.

Before the murder, the terrified mother-of-two endured four hours of being attacked and locked away by Storey. She escaped bloodied and beaten, wearing just her underwear, through the window of her home. She called 999 and for 22 minutes pleaded for help, telling the call handler about previous assaults for the first time and saying she was scared of further attacks. She feared he would kill her.

In July 2016 Storey **received a restraining order for this prolonged and vicious attack** – just like ones he had breached repeatedly against his previous partners. Six months later, Kerri was dead. Why wasn't Storey's violent history of abuse joined up? Why wasn't Kerri protected?

The domestic homicide review found that had Storey been charged and convicted when he attacked Ms McAuley in July 2016 "he may have received another prison sentence and this may have prevented the murder of Ms McAuley."

In addition had he then been under the scrutiny of the Multi-Agency Risk Assessment Conference (MAPPA) – a monthly meeting where professionals share information on high risk cases – it "MAY have meant more cross-agency resources were alive to his potential and this MAY have had a deterrent effect". Under the new proposed system, Storey's case would be heard as a Category 4 case at MAPPA+ and it would ensure professionals are assessing him and not focusing on Keri and 'why she went back to him'.

Case 2

Cherylee Shennan was stabbed to death outside her home by convicted killer Paul O'Hara in March 2014 in front of police officers who had been called to investigate reports of domestic abuse.

O'Hara was previously given a life sentence in 1998 for **killing ex-partner Janine Waterworth** but was released on licence in 2012. **He had other previous serious convictions for violence against women. He had been assessed in prison as displaying traits of psychopathy. At the time of his release he was assessed as posing a serious risk to women.**

Despite his history, O'Hara's risk was not required to be managed by multi-agency meetings under the Multi-agency Public Protection Arrangements (MAPPA).

The family first suspected that O'Hara was abusing Cherylee when they saw her with serious facial injuries at a family gathering on Bonfire night. At the time, Cherylee gave an alternative explanation for the injuries. However, on 1 March 2014, she told her sister Ellen that it was O'Hara who had caused the injuries; that he had also fractured her jaw; and that he had held her hostage at knife point. She also told her sister his offending history. The family called the police.

Police officers attended, without any knowledge of O'Hara's history. They discovered his history on doing a PNC check at Cherylee's home. But they viewed the murder as 'historic' and took no positive steps to arrest O'Hara. Nor did they take a full account either from Cherylee, who was frightened and fearful of the consequences of police involvement, or from the family members present who could confirm the injuries they had seen.

Coroner James Newman published a 'prevention of death' report, raising alarms over the lack of inter-agency communication between probation services and police⁷. In his findings, he questioned the role of MAPPA (Multi-Agency Public Protection Arrangements) for the county.

He said: "Following (O'Hara's) release there were no local MAPPA meetings, no inter-agency meetings and no significant inter-agency communications regarding the perpetrator, no detailing of his licence conditions, and no information regarding either his nature or the trigger factors of his offending.

*My concern is despite this, and the findings of the report, **there is still no mandatory process for the sharing of information between agencies where the offender, despite a known extensive history of domestic abuse and identified trigger factors, is then managed at MAPPA.**"*

*Before her killing, the inquest heard how Cherylee had suffered a broken nose, repeated facial bruising and a broken jaw at O'Hara's hands. She was held hostage at knife-point at least twice. **O'Hara would meet Category 4 criteria and could be risk managed by MAPPA+.***

Case 3

Stephen Williams was sentenced to two years in prison on May 29 2020 for a horrific campaign of mental and physical abuse on his 18 year old girlfriend. She is 10 years younger than him.

He held a knife to her throat, punched in the face, poured corrosive cleaner over her head and threatened to kill her. He coercively controlled her and made her give up her job as a hairdresser & her family and friends. His controlling behaviour went on for months and he made her travel with him in his HGV lorry cab to make sure she didn't talk to anyone.

He threatened to kill her mother, sister and little brother. He punched her in the face, bit the back of her neck and said he would 'break every bone in her body.' He pulled her finger back

causing ligament damage and fractured her rib. Her sister called the police and she was taken to hospital.

Williams was arrested and pleaded guilty to controlling and coercive behaviour in an intimate relationship; assault by beating; assault occasioning actual bodily harm; causing an unauthorised transmission from prison, and; witness intimidation.

***A former partner** gave evidence at court about his abuse. Williams asked her to retract her statement and threatened her by saying ‘I will get out of her one day and you will regret it.’*

*The Judge described him a controlling and manipulative bully and said “I have come to the view that you pose a significant risk of harm to your female partners.” **Williams was sentenced to two years** in prison and made the subject of a restraining order, forbidding him to see or contact his ex-partner for two years.*

*It’s clear **Williams is a risk to future women** and he will likely spend one year in prison unsupervised. Upon his release, he should be categorised as Category 4, included on ViSOR and managed via MAPP, with involvement from relevant local specialist domestic violence services. An order should be placed on him regarding if he moves, starts a new relationship, or changes his name as well as attendance at an accredited perpetrator programme.*

Case 4

***Helen Pearson** called Devon and Cornwall Police 144 times over five years. She was being terrorised and stalked by a man who asked her to go out with him to see a band. She told Police she thought the person writing threatening graffiti saying, “Die Helen Die”, damaging her car and putting her windows of her flat in was Joe Willis. She had met him once at a Mind meeting and he asked her to go and see a band. She declined and he reacted very badly. However, despite being terrorised in her own home and escalating abuse where the stalker targeted Helen and her parents, the police did not investigate him nor was he ever spoken with despite the fact he had a history.*

Two weeks before Willis grabbed Helen off the street and stabbed her eight times with a pair of scissors, he left a dead and tortured cat on her doorstep.

At no point was Helen or Willis proactively risk assessed or managed.

Case 5

Levi Bellfield raped and abused all of his partners as well as many more women and girls. There was extreme coercive control and domestic terrorism. Becky Wilkinson, Emma Mills and Jo Collings reported Levi Bellfield to police for domestic abuse and stalking. They were not taken seriously, and charges were dropped.

Bellfield was prolific. There were 51 intelligence logs and 55 crime reports relating to Bellfield’s escalating abuse including, kidnap, 6 ABHs, 3 GBHs, 3 rapes, indecent assault, domestic violence, harassment, affray, drugs, possession of an offensive weapon, deception,

affray, impersonating a police officer and murder and yet he was not convicted for any of these serious crimes

Bellfield stalked Emma and inserted himself back in her life after she came out of a refuge in Woking. He moved himself into her flat in Collingwood Place. Bellfield said he would not hurt her again. He didn't raise a hand to Emma again but he harmed other girls and women, escalating to murder. Milly Dowler went missing outside Collingwood Place. He abducted, raped and killed Milly and concealed her body in Yateley Heath Woods, where his former girlfriend rode her horse.

In 2003 Bellfield stalked and murdered Marsha McDonnell as she got off a bus in Hampton having been to the cinema in Kingston that night.. In May 2004 Bellfield stalked and attempted to kill Kate Sheedy as she alighted off a bus in Isleworth. Bellfield used his car as the weapon. And in August 2004 he stalked and murdered Amélie Delagrang on Twickenham Green.

The links were not made until it was too late.

*Rapists and serial killers do not wake up one day and suddenly kill women. They practice at home. Bellfield was a prolific offender, although unconvicted, just like Huntley. **MAPPA+ and Category 4 would potentially prevent serial rapists, serial murder and terrorism, given the link to abusing and harming significant women in their lives.***

Case 6

Ian Huntley abused at least 10 previous girlfriends including his ex-wife, Claire Evans and Maxine Carr. In 1994 he dated 16-year-old Amanda Marshall and was controlling to her.

In 1995 he married 18-year old Claire Evans. DShe suffered years of coercive control and physical and sexual abuse. He strangled her over the kitchen sink. Claire said he enjoyed her fear. He sexually assaulted her, attacked her in the shower, hacked off her hair and she was forced to abort their baby after Huntley threatened to hurt it.

In 1996 he dated 14-year-old Janine Oliver. She was a child. He cheated on her throughout. In 1996 Huntley locked 12-year-old Louise Tinmouth in her room and demanded sex. In 1996 Huntley locked 15-year-old Chantal Lea on her apartment and abused her. Again, she was a child.

In 1997 he raped 15-year old Katie Webber and forced her to eat cat food. She thought she was pregnant and when she told him he pushed her down the stairs. He charmed her and beat her and she was too scared to leave. She was a child.

In 1998 he met 19-year-old Becky Bartlett in a Grimsby nightclub. He singled her out. Two months in she thought she was pregnant and he punched her in the stomach. He was controlling and a bully and demanded that the house was spotless.

In 1999 he met Abby Rimmer. He was a controlling bully.

He then dated Maxine Carr. Maxine was a repeat victim of domestic abuse. Huntley abused her too.

In between dating and abusing multiple young girls, many of whom reported him to police, Huntley he was raping young women who were coming out of nightclubs. A police officer wrote on the intelligence database "Huntley is a serial rapist" yet no action was taken and his case was not heard at MAPPA.

10-year olds Holly Wells and Jessica Chapman went missing in August 2002. Huntley abducted, raped and killed them.

The Bichard Inquiry found that there was a failure to manage the intelligence and to information share within the police service and across agencies. This case should have rung serious warning bells had the dots been joined up about Huntley's escalating behaviour.. Under this new provision Huntley would be heard as a Category 4 offender.

Case 7

Kirsty Treloar was stalked and murdered by Myles Williams weeks after she gave birth. Williams was on bail for attacking her previously. Kirsty was terrified of Williams, with good reason. He had beaten her before and sent her a text saying that he had made a New Years resolution not to harm her again.

But when Kirsty refused to see him Williams broke into her family home and stabbed Kirsty 29 times in front of the 26-day old baby and tried to kill Kirsty's brother and sister when they tried to protect her. He dragged Kirsty out by her hair and put her in his car. He then left her body behind wheelie bins near the abandoned car two miles away.

It came out at court that Williams had a history of violence towards other women. He assaulted his ex-girlfriend, kicked and threatened her when she was five months pregnant. Why was this not joined up beforehand? The Judge said he presents a danger to all women.

Case 8

Nicholas Allen coercively controlled and stalked Justene Reece. Justene took her own life and wrote in her note that she had "run out of fight." Allen desecrated Justene's mother's grave, he threatened to kill her children and he made her life unbearable, the Judge said. **Justene had reported Allen 34 times to Staffordshire Police.**

16 allegations were not cross referenced with any previous reports. Seven of the 14 police call outs were not cross checked at all. **It was revealed in court that Allen had a string of convictions for violence against women and girls including harassment – stalking.** After Justene's death, Allen was convicted of stalking, coercive control and manslaughter. Why wasn't Allen arrested and charged? Why was his history not joined up? Allen was jailed for 10 years in 2017. He will be out in a few years and any future relationship that he has, will no doubt be the same.

Case 9

Anne-Marie Nield suffered multiple fatal injuries in an assault at the hands of her jealous and controlling ex-partner, Richard Howarth at her home in Manchester.

*Howarth had been on police bail at the time of her murder, pending a trial for an alleged assault against Ann Marie some months earlier. Anne-Marie had reported him numerous times to police. He was controlling, had smashed her phone during an argument, had damaged her front door, assaulted her numerous times and **strangled her**.*

*Howarth was already known to Greater Manchester Police for a **“history of violence” against other women** and Howarth was categorised as a ‘serious’ and ‘serial perpetrator,’ having committed offences of violence towards previous partners. However, each time Anne-Marie reported it was treated as an isolated ‘incident’ and she was not told under the Domestic Violence Disclosure Scheme about his history of violence to other women*

Despite identifying Howarth as a serial perpetrator there was no multi-agency risk management framework in place. Howarth would meet Category 4 criteria and could be risk managed by MAPPA+.

Case 10

Paul Moses stalked his ex-girlfriend when she ended the relationship. He followed her in his car and would go to her gated property and let himself in to her house. He was caught on the victim’s cameras. He would call her up and call her a ‘slag’ and assaulted her.

*Throughout the trial his behaviour was minimized despite the fact that in court it was revealed that Moses has **eight convictions including affray in 2007 and breaching a non-molestation order against a different woman in 2019. Moses is a serial stalker and the current victim knew nothing about his past.***

On June 9th 2020, the Judge sentenced Moses to nine months in prison and gave him a restraining order. It makes no difference that he has stalked multiple women and unfortunately in a few months’ time, he’ll come out and stalk other women.

Given his convictions, no-one would know his previous convictions relate to stalking multiple women. We need a proactive approach and a database approach to managing the information and intelligence and managing the perpetrator.

Case 11

Lyndsey Yarwood asked Wiltshire Police whether her abusive partner, Brian Cox, had a history of abuse under the Domestic Violence Disclosure Scheme. A police officer told her he did not. Weeks later Cox seriously assaulted Lyndsey leaving her with black eyes and bruises to her body.

*Lyndsey posted her injuries on social media and other women came forward and said they had been abused by Cox. Cox was arrested for assault causing actual bodily harm and put before the court. Despite pleading guilty, Cox received an **18-month sentence suspended for two years**, in other words he walked free from court. This sentence is absolutely pitiful but not an anomaly. What message does this send out? The next woman Cox has a relationship with will know nothing about his history and will be at risk of serious harm.*

Case 12

Paula McNeill was brutally assaulted by David Kerr in Mull, whilst they were away for Valentine's Day last year. She then received a call from a police officer asking her to collect David Kerr from the cells.

Kerr repeatedly hit Paula's head against the car steering wheel and continued to beat her up in a hotel room culminating in him smashing up the room.

*Despite injuries and hotel staff corroborating what happened police did not take this seriously nor did they join up his **two previous convictions for seriously assaulting a former partner in Wales**.*

*One of the previous assaults by Kerr in Wales included breaking into the home of his ex-partner, Amy Clarke, and strangling her until she passed out. Strangulation is a high-risk factor to serious harm and homicide. It increases the risk sevenfold. **Paula knew nothing about Kerr's his previous violent history**. Offender's travel and their histories – convicted and unconvicted - must travel with them. The dots must be joined up.*

Case 13

Maria Stubbings, from Chelmsford, Essex, was found dead in her home on 19 December 2008. Marc Chivers was found guilty of her murder in December 2009 and was sentenced to a 'whole life' sentence.

***Chivers had killed his former partner Sabine Rappold, in 1992 in Germany**. He had strangled her with a piece of rope. He was sentenced to 15 years in 1993 in Germany. On his release in January 2008 he was deported to the UK where he met Maria in early 2008 while she was walking her dog. The relationship was short and violent.*

*Chivers was arrested and remanded in custody for **seriously assaulting** Maria on 16 July 2008. He was given **a 4-month jail sentence on 13 October 2008** but released immediately given his time spent on remand. Before Chivers was released from prison, Essex police disabled an alarm in Maria's home. **On his release, no conditions were placed on Chivers and no steps were taken by Essex police to provide protection for Maria**.*

The Multi Agency Public Protection Panel concluded Chivers did not fall within their remit.

On 3 December 2008, Maria's friend Claire Oliver contacted the police to express concern that Chivers may have assaulted Maria again. No action was taken in response to her call.

*Maria contacted the police on 11 December 2008 asking about a restraining order, saying Chivers was hanging around her home and had burgled it while she was out, and that she was **concerned for her safety**. She contacted police again, twice, on 12 December.*

*On 12 December a police officer called Maria to say they had found Chivers with her son in his car. She was very upset. They drove her son home and she told them again that she had reported a **burglary** to the police. Chivers had broken in and stolen Maria's medication – this was not a normal burglary. **This was stalking**.*

On 13 December officers contacted Maria. She sounded strange on the phone and the officer believed that Chivers might be with her, so they decided to visit her. Police attended her home and she did not let them in the house. They asked her to sign their notebook to say she didn't want to proceed with the matter, even though they believed Chivers might be there in the house at the time. They closed the case. This was the last time the police saw her alive.

Maria's son is believed to have been in the house after her murder with his mother's undiscovered body and her killer. Chivers is reported to have followed him around to ensure he did not discover the body.

On 17 December, a police officer failed to attend the house to check on Maria after being instructed to do so. An officer from the Domestic Violence Unit became concerned for Maria when she saw Maria's calls about Chivers on the police log. Officers were told to attend her home. On 18 December, Marc Chivers answered the door and told them that Maria was away. They took no steps to search the property and left having asked Chivers to inform Maria that they had called.

Police attended again on 19 December, this time with explicit instructions to arrest Chivers and search the property. They searched the property and found Maria's body in the downstairs bathroom. She had been strangled with a dog lead. They finally arrested Chivers.

Case 14

David Gikawa stabbed his ex-partner **Linah Keza** to death in her east London home. She reported him to the Metropolitan Police Service numerous times and she went to a solicitor to seek a non-molestation order. She highlighted in detail how, over four years, she was harassed, stalked, coercively controlled, intimidated and abused by a man who punched her, attempted to strangle her, suffocated her with a pillow, put a knife in her mouth, threatened to kill any man who came near her and was known to carry a gun in her statement.

"I believe that I will be at risk of significant harm if the respondent is not ordered to stop immediately ... I am petrified ... I do not want to live a life of violence anymore," she said. Linah finally ended the relationship in June 2013.

Gikawa, a heavy drinker, had eight convictions and had been in prison. In 2006 he accepted a caution for assaulting a partner. A probation report in July 2013 warned that Gikawa was stalking Linah.

The police, when called out, failed to check the intelligence. On July 28 she called the police three times as he was stalking her and he was outside her house. He slashed her friend's car tyres and threatened to harm him in Ugandan. Although they identified a number of high risks in the DASH Risk Model, they categorised it as medium risk and failed to fully investigate.

On 31 July, Gikawa entered Linah's home and stabbed her three times in front of their two-year-old daughter. **This was a high-risk case that would fall into Category 4 MAPPA+.**

Case 15

Serial rapist Joseph McCann was mistakenly released from prison early and went on to rape, sexually assault and attack 11 women and children.

McCann had a string of convictions and received his first term behind bars at the age of 15. While he had no convictions for sexual offences, **he did have a history of violence and threats towards his partners but the dots were not joined up.**

McCann was described as a "complex and dangerous offender who can be intimidating and controlling, yet was able to present himself positively to staff". Offender managers described him as "menacing and manipulative".

A perpetrator's domestic violence history is very important when assessing risk. If he harms significant women that he is supposed to care for, he will harm other women.

Quotes from Survivors and Professionals

"It's way past time serial abusers & stalkers were treated with the same gravitas as sex offenders and managed in a similar fashion. Abusers and stalkers seem to regard the law and any type of victim protection order with contempt. It's time they were registered in the same way as sex offenders and they must be made accountable for their actions and monitored/managed to change their behaviours. Victims have rights too and it's time this was realised. The threat of being placed on the register may prevent risk escalating to serious harm, so earlier identification and registering could give victims more protection – more than what my daughter Jane had – a serial abuser's right to freedom was deemed more important than my daughter's right to safety. This must change." **John Clough, MBE, father of A&E nurse Jane Clough who was stalked and murdered by Jonathan Vass**

"How is it right that I was victim 18? I did everything right and I was attacked and almost killed by Jason Smith. My children and I have to live with the impact of his attack on me every single day, and with him coming out of prison, without me being notified, it just adds insult to injury. Why are his rights more important than mine and my children's safety? And what about the next woman he targets? What about her safety? Does she not deserve to know?" **Zoe Dronfield, survivor of a near lethal attack by Jason Smith who abused 18 women before Zoe**

"The proactive identification, assessment and management of serial and serious domestic violence offenders and stalkers could have saved me from being shot by Darren Williams, and my son, Jack, taking his own life. Darren had been convicted for violence and for

assaulting his previous girlfriend after she took out an injunction. He was known for firearms and had previously been convicted after an arsenal of weapons were found under his bed. His violent history should have been joined up. Despite this, nothing was done to protect me and Jack and I have paid for that and I lost my son too. The culture urgently has to change, where the perpetrator is the focus and his risk and dangerous behaviour is joined up before it's too late and even more women and children are harmed and lives are destroyed. This will save countless lives." **Rachel Williams, survivor, shot by Darren Williams**

"In December of 2013 my daughter, Jayden Parkinson, was murdered by her ex-boyfriend, Ben Blakeley, in Didcot. Oxfordshire. During the eventual 5-week trial, three previous girlfriends testified that they too had been abused by Blakeley. In my opinion, had there been some sort of register that could have been accessed to check on his background, then perhaps my daughter may have still been with her family today. Since the murder of my daughter I have met other families whose daughters have been murdered by abusive male partners, and in many cases these abusive male partners have been known to the Police and have had records of abusive behaviour. Therefore, I strongly believe that a register of domestic abusers has become a necessity if society is to have any chance of dramatically reducing the incidents of domestic abuse which too often results in murder of their victims." **Samantha Shrewsbury, Jayden's mother.**

"My mum, Maria Stubbings was murdered by convicted killer Marc Chivers. My mum was failed and the lessons have not been learned. Our current system is failing women and children – violent men must be made visible. Men with violent histories must be checked and joined up. Too often we focus on the victim. It's time for change and genuine accountability by the system and perpetrators. It's unacceptable that domestic abusers and stalkers are the only criminals that are not proactively identified and monitored as being serial perpetrators. Statutory agencies (police, prison and probation' must be charged with the responsibility for proactively identifying, assessing and managing serial and serious domestic violence perpetrators and stalkers" **Celia Peachey, daughter of Maria Stubbings who was murdered by Marc Chivers in 2008 after he came out of prison for murdering Sabine Rappold in Germany.**

"I found Laura's work on this particularly important and personal as my own little sister was raped and murdered by a man who had raped two women before her. The question of what difference will this make is a difference I wish were true. A difference that makes me angry it's not already done. Because the problem is simply that institutions meant to protect us don't listen to women's voices and dismiss their experiences. Our bodies are piling up as a result." **Gemma Aitchison**

"The importance of proactively identifying, assessing and managing serious and serial domestic abusers cannot be overstated. As a survivor of serious domestic abuse from a serial perpetrator, I know only too well what difference can be made to many victims, including me, if he had been managed years ago when his offending first came to light. Even now, he has served a lengthy prison sentence and his probation has ended, he is not being managed and will no doubt go on to commit further serious crimes. I always thought I was lucky to escape with my life, the next victim may not be so lucky." **Charlotte Kneer, survivor and CEO Reigate and Banstead Refuge**

"I know how much damage serial perpetrators of domestic abuse can cause. They abuse and control a partner, and if that person is eventually helped to get away, the serial perpetrator will find another. This can go on until there are a trail of partners and families, traumatised and abused - often with children who are also victims. When I was the Police and Crime Commissioner for Northumbria just under 5,000 perpetrators were responsible for half of the 30,000 domestic abuse calls the force received every year. Clearly these are people who can wreak havoc. It is time there were targeted and focused controls introduced along with powerful levers for them to change their behaviour.

I support this call for a national co-ordinated response to deal with perpetrators which will allow persistent and dangerous offenders to be tracked and monitored wherever they are in the country so that victims – and potential victims – are offered a much-increased level of protection. I will be writing to Alex Chalk MP and Victoria Atkins MP asking them to include a provision in the Domestic Abuse Bill currently going through Parliament which ensures that serial perpetrators are recognised and managed on a multi-agency basis." **The Victim's Commissioner for England and Wales, Dame Vera Baird QC**

"I am a Consultant Forensic Psychologist and have assessed and managed dangerous offenders for over 20 years. Many of the high-risk violent offenders I have worked with have an extensive history of domestic abuse with multiple victims. The fact there is still no process for identifying, assessing and managing serial domestic abuse perpetrators is quite frankly shocking. As a Forensic Psychologist I assess risk, identify patterns in offenders' behaviour and I treat and manage risk. I know how domestic abuse perpetrators minimise, deny and continue to perpetuate abuse again and again, victim after victim! I have lost count of how many offenders I have treated where the serious domestic abuse within their offending has not been the focus of attention. We know that past behaviour is the best predictor of future behaviour. We know that controlling behaviour and stalking is correlated to serious violence and homicide and yet serial offenders displaying such behaviour are not identified and managed. There are many factors involved in tackling domestic abuse but to protect women and children from repeat serious perpetrators it is imperative serial domestic abuse offenders are managed in the same way violent and sex offenders are." **Dr Keri Nixon**

"The only sustainable and realistic way to tackle domestic abuse is to focus our efforts on identifying and managing perpetrators. They are the cause of domestic abuse. Not the victim, not the relationship. Nothing 'drives' or 'provokes' them to abuse, they actively choose to behave in this way. And they do so time and again. Actively managing these offenders in the same way that we manage other serious violent criminals like terrorists and sex offenders is the only way to prevent future harm. This sends out an important message that domestic abuse will not be tolerated." **Professor Elizabeth Yardley**

"At the Centre of Women's Justice we regularly see cases where police, prosecutors and probation have failed to identify serial offenders and or simply fail to pursue measures to prevent those offenders from going on to further offend, sometimes with fatal outcomes Any measures which can help prevent serious harm or murder of women and children is to be welcomed." **Harriet Wistrich, Director Centre for Women's Justice**

“Serial domestic violence perpetrators are criminals of the highest order.” **Professor Evan Stark**

“We have risk identification tools and methods, we know about the danger of certain patterns. There really is no excuse for ignoring this information for such a dangerous element in our communities. Early intervention is the most effective. The longer they get away with their abuse, the more entitled they may feel, and the more likely they are to continue. The outcomes are always bad.” **Dr Jane Monkton Smith**

“I find it frustrating how we are managing offenders. Information is not joined up and we are not told about intelligence until after a major incident and spend weeks or months chasing after information. Training has not changed the way such cases are managed.” **Probation Officer**

“This is worthy campaign and you may remember that I wrote to Parliament in 2015 asking for an amendment to Dangerousness Provisions (Criminal Justice Act 2003) following R v Knight, which would allow Judges to pass extended sentences once the defendant was found to be Dangerous, as per the definition.” **Mark Sallis, former Police Officer who worked on Raymond Knight case**

“There is a major black hole in the management of domestic violence perpetrators.” **Police Officer**

“The information on PND is very hit and miss. Rarely is there any detail about the offence which makes it impossible to understand context and inform risk assessment and case management.” **Police Officer**

“Sadly, there are numerous Domestic Homicide Reviews that reveal perpetrators with long histories of controlling and coercive behaviour, rape and violence against multiple partners. These are not rare incidents, and as difficult as it is to imagine, we currently have a criminal justice system with such ineffective identification and monitoring of serial and serious domestic violence perpetrators and stalkers that some have killed as many as 3 partners. There needs to be a significant shake up in how criminal justice agencies respond to this. Unless public policy reflects a national response we will continue to see poor intelligence sharing and unsafe decision making around serial/serious domestic violence perpetrators both living in the community and those being released from prison. I would strongly urge that the DA Bill uses the opportunity to influence positive change and to push for a national co-ordinated response to dealing with these individuals. We need to move away from a post code lottery approach, based on the passion and goodwill of professionals in agencies and police forces. Instead it is vital that we establish a standardized approach to ensure that perpetrators posing the highest risk are effectively identified, tracked and monitored, regardless of where they live in the country.” **Chantal Hughes, Chief Executive, The Hampton Trust**

“As a matter of urgency for victims both current and future, serial and series perpetrators of domestic violence and stalking must be proactively identified, assessed and managed. The Criminal Justice System is actively failing without such a data base as perpetrators are able

to continue with impunity and victims are paying the ultimate price - they are losing their lives.” **Shona Priddey, JP**

“Proactively identifying and assessing serial and priority perpetrators is essential to the protection of women. It’s time the onus was put on men who seek to repeatedly terrorise women and children. Too many women have lost their lives trying to manage dangerous men that the system already knew about. It’s time those men knew that we as a society will track and monitor their behaviours if they continue to terrorise women and children.”

Shonagh Dillon, CEO Aurora New Dawn

“Too much emphasis has been placed on victims to change their life’s or victims are blamed for the abuse inflicted on them for far too long. Serial abusers and stalkers have been emboldened to continue their offending behaviour with impunity whilst victims are blamed, judged and punished. An innovative approach in targeting serial and serious perpetrators of domestic abuse and stalking is needed and a serial register is the first step. As a society we need to hold this cohort to account and ensure victims lives are at the forefront in decision-making. Make no mistake, more lives will continue to be lost unnecessarily due to systemic societal and professional failures if we do not ensure effective training is provided to front-line staff and perpetrators effectively targeted.” **Stephanie Challis, Senior Independent Stalking and Advocacy Caseworker, Independent Stalking Advocacy Caseworker & Domestic Abuse Trainer**

“It is crucial that we proactively manage and identify, as well as assess, serial domestic abuse perpetrators and stalkers to ensure victim safety. It is unacceptable that a perpetrator should be allowed to inflict harm repeatedly freely without being monitored. Time and again victims discover they are not their perpetrators first victim often leading them to ask how and why they’ve been able to abuse/stalk again. We must stop serial and serious perpetrators with proactive management.” **David Challen, son of Sally Challen**

“We are supporting Paladin’s call for serial domestic abusers and stalkers to be proactively identified, tracked and managed.” **Solace Women’s Aid**

“It’s vitally important we use this opportunity to bring in robust legislation to hold serious domestic violence perpetrators to account. For too long they have been allowed to ruin lives. We must learn from the multiple homicide reviews and act now” **Kelly Andrews CEO Belfast and Lisburn Women’s Aid**

“Protecting victims from serial perpetrators of domestic violence needs to be at the core of the Government’s Domestic Abuse Bill. The police need to be given the tools to be able to track the perpetrators of this heinous crime. In London alone, there were over 13,600 repeat victims of domestic abuse in the first 9 months of 2019. Protecting victims needs to be the Government’s number one priority and that’s why we are urging all MPs to support New Clause 33 which would do just that by tracking repeat offenders.” **Len Duvall, OBE AM London Assembly**

“FiLiA and YES Matters UK supports the new Clause 49 of the Domestic Abuse Bill. Recognition of the patterns in male violence is hugely important. In fact, the state fails to

*protect Women without it. A register of serial perpetrators and their monitoring and management would save the lives of many women and children” **Filia and Yes Matters***

“I am a Criminal Barrister of 6 years’ experience in the Crown Courts of England and Wales, predominantly based on the Northern Circuit. In the past six years, there has never been a time when I was not instructed to prosecute or defending a case of serious domestic violence. I have been involved in cases of serious domestic assault leaving permanent scarring, stabbings, strangulation, arson, torture, psychological abuse, stalking and rape. It is the norm for me to be able to count multiple cases of serious domestic violence in my caseload. Most people accused of serious domestic abuse in the Crown Court already have one or more previous convictions of violence, criminal damage or harassment against the same partner, a previous partner, or a family member.

Frequently these convictions are for serious offences, and the previous partner has a restraining order against the defendant. It is not an unfamiliar sight to see expired restraining orders that have run for five years or more, during which time the abuser moved on to a new relationship, wherein the behaviour was repeated. Claire’s Law is not adequately protecting victims(who are predominantly women).

*I am also routinely instructed in sex cases where offenders are being managed by an offender manager (usually a Detective Constable from the local force’s PPU unit) and a probation officer. They are monitored at regular intervals and are kept on a database. They must abide by notification requirements, including full disclosure of aliases, present address, phone number, email addresses and bank accounts. Stricter orders are put in place for high risk offenders, termed Sexual Harm Prevention Orders (SHPOs). The slightest breach brings them back before the Court. These requirements do not offer absolute protection from recidivism, but when properly monitored the risk of an offender falling off the radar, moving away or changing their name to subvert social services and reoffend is greatly reduced. Much can be learned from the way sex offenders are managed. Furthermore, monitoring abusers in this way would serve to stigmatise convictions in a way that may have a real deterrent effect. **Criminal Barrister***

*“It’s absurd that domestic abuse perpetrators are treated differently from any other violent or sexual offender. There’s a huge opportunity to better protect victims and intervene and prevent future abuse.” **Rachel Riley, TV Presenter***

In Summary

Women and children are being failed and left at risk on a daily basis. This is systemic failure and institutional incompetence. Even when perpetrators are put before the court, sentences are pitiful. For MAPPA+ to work, Category 4 is required along with quality multi-agency training across complimented by clear guidance ahead of implementation to include direction that relevant local specialist domestic abuse agencies and stalking services must be included at the MAPPA+ meeting.

This will create urgently needed cultural, attitude, systems and law change which states: you MUST focus on the perpetrators who commit the most harm; you MUST put intelligence and information on the system and share it across police, probation and prisons; you MUST use an integrated approach and system and collect national data, and;

you MUST take proactive action to ensure the safety of women and children and future victims. An integrated, consistent and collaborative multi-agency approach led by statutory agencies with specialist domestic abuse and stalking professionals at the problem-solving table will save lives and money.

Laura Richards, July 5 2020

**Criminal Behavioural Analyst, Founder, Paladin National Stalking Advocacy Service
Former Head of the Homicide Prevention Unit, Violent Crime & Intelligence Unit and
Sexual Offences Section, New Scotland Yard
Former ACPO/NPCC Violence Adviser**