



Llywodraeth Cymru
Welsh Government

Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015

Explanatory Memorandum
incorporating the
Regulatory Impact Assessment

April 2015

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PART 1

1. Description

1. The provisions of the Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act are intended to ensure a focus across the public sector on the prevention of these issues, the protection of victims and the support for those affected by such issues.
2. The Act places duties on the Welsh Ministers, County and County Borough Councils (“Local Authorities”) and Local Health Boards to prepare and publish strategies aimed at ending violence against women, gender-based violence, domestic abuse and sexual violence. The Act further provides a power to the Welsh Ministers to issue guidance to relevant authorities¹ on how they should exercise their functions with a view to contributing to ending gender-based violence, domestic abuse and sexual violence. The Act also contains provision to enable the Welsh Ministers to require Local Authorities, by regulations, to publish information about how the Local Authority’s education functions are being exercised to promote the purpose of the Act. The Act further contains provision for the appointment of a National Adviser.

¹ Local Authorities, Local Health Boards, National Health Service Trusts and Fire and Rescue Authorities.

2. Legislative background

3. The National Assembly for Wales (“the Assembly”) has the legislative competence to make provision in the Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act by virtue of Part 4 of the Government of Wales Act 2006 (“GoWA 2006”). The relevant provisions of GoWA 2006 are set out in section 108 and Schedule 7.
4. Paragraphs 5, 9, 12, 15 of Part 1 of Schedule 7 set out the relevant subjects which give the Assembly legislative competence to make the provisions set out in this Act. The relevant paragraphs are reproduced below:

5 Education and training

Education, vocational, social and physical training and the careers service.
Promotion of advancement and application of knowledge.

Exception —

Research Councils.

9 Health and health services

Promotion of health. Prevention, treatment and alleviation of disease, illness, injury, disability and mental disorder. Control of disease. Family planning. Provision of health services, including medical, dental, ophthalmic, pharmaceutical and ancillary services and facilities. Clinical governance and standards of health care. Organisation and funding of national health service.

Exceptions—

Abortion.

Human genetics, human fertilisation, human embryology, surrogacy arrangements.

Xenotransplantation.

Regulation of health professionals (including persons dispensing hearing aids).

Poisons.

Misuse of and dealing in drugs.

Human medicines and medicinal products, including authorisations for use and regulation of prices.

Standards for, and testing of, biological substances (that is, substances the purity or potency of which cannot be adequately tested by chemical means).

Vaccine damage payments.

Welfare foods.

Health and Safety Executive and Employment Medical Advisory Service and provision made by health and safety regulations.

12 Local government

Constitution, structure and areas of local authorities. Electoral arrangements for local authorities. Powers and duties of local authorities and their members and officers. Local government finance.

“Local authorities” does not include police authorities.

Exceptions—

Local government franchise.

Electoral registration and administration.

Registration of births, marriages, civil partnerships and deaths.

Licensing of sale and supply of alcohol, provision of entertainment and late night refreshment.

Anti-social behaviour orders.

Local land charges, apart from fees.

Sunday trading.

Provision of advice and assistance overseas by local authorities in connection with carrying on there of local government activities.

15 Social welfare

Social welfare including social services. Protection and well-being of children (including adoption and fostering) and of young adults. Care of children, young adults, vulnerable persons and older persons, including care standards. Badges for display on motor vehicles used by disabled persons.

Exceptions—

Child support.

Child trust funds, apart from subscriptions to such funds by—

- (a) a county council or county borough council in Wales, or
- (b) the Welsh Ministers.

Tax credits.

Child benefit and guardian's allowance.

Social security.

Independent Living Funds.

Motability.

Intercountry adoption, apart from adoption agencies and their functions, and functions of “the Central Authority” under the Hague Convention on Protection of Children and Co-operation in respect of Intercountry Adoption.

The Children's Commissioner (established under the Children Act 2004 (c. 31)).

Family law and proceedings, apart from—

- (a) welfare advice to courts, representation and provision of information, advice and other support to children ordinarily resident in Wales and their families, and
- (b) Welsh family proceedings officers.

5. None of the provisions of the Act fall within any of the exceptions specified in Part 1 of Schedule 7 to GoWA 2006, or apply otherwise than in relation to Wales, or confer, impose, modify or remove (or give power to confer, impose, modify or remove) functions exercisable other than in relation to Wales, or breach any restrictions in Part 2 of Schedule 7, having regard to any exception in Part 3 of that Schedule from those restrictions.

3. Purpose and intended effect of the legislation

6. The overarching objective of the Act is to improve the Public Sector response in Wales to gender-based violence, domestic abuse and sexual violence. It is intended to provide a strategic focus on these issues and ensure consistent consideration of preventive, protective and supportive mechanisms in the delivery of services.
7. The Welsh Government recognises in Wales, consistent with the rest of the world, women are disproportionately impacted by all forms of intimate violence. In recognition of this, the Act contains provision to require persons exercising relevant functions under the Act to have regard, along with all other relevant matters, to the need to remove or minimise factors which increase the risk, or exacerbate the impact, of violence against women and girls. Although the prevalence and severity of gender-based violence, domestic abuse and sexual violence disproportionately affects women, the Act recognises anyone can be affected by such violence and abuse. Victims can be from across the whole spectrum of society, including older people, all ethnicities, religions and beliefs, people with disabilities and people from the Lesbian Gay Bisexual and Transgender community.

Improving the response of public bodies

Issue

8. Although much has been done in Wales to tackle the issues of gender-based violence, domestic abuse and sexual violence, the issues persist.
9. The Office for National Statistics publishes annual figures on Violent Crime and Sexual Offences based on the Crime Survey for England and Wales (CSEW) as there are no Welsh specific figures. The 2012/13 CSEW self-completion module on intimate violence, asked of adults aged 16 to 59, covers experience of emotional, financial and physical abuse by partners or family members, as well as sexual assaults and stalking by any person. It found:
 - a. There were 7.1% of women and 4.4% of men in England and Wales who reported having experienced any type of domestic abuse in the last year, equivalent to an estimated 1.2 million female victims of domestic abuse and 700,000 male victims;
 - b. Overall, 30% of women and 16.3% of men in England and Wales had experienced any domestic abuse since the age of 16, equivalent to an estimated 4.9 million female victims of domestic abuse and 2.7 million male victims;
 - c. All types of domestic abuse (partner or family, non-physical abuse, threats, force, sexual assault or stalking) have shown a significant decrease from

- 2004/05 to 2012/13. However the figure is still at 5.7% for adults aged 16 to 59;
- d. More women than men have experienced intimate violence across all headline types of abuse asked about, which included all types of domestic abuse, sexual assault and stalking, since the age of 16;
 - e. In the last year, partner abuse (non-sexual) and stalking were the most common of the separate types of intimate violence: 4% of women and 2.8% of men reported having experienced partner abuse (non-sexual); 4.1% of women and 1.9% of men reported having experienced stalking;
 - f. 2% of women and 0.5% of men had experienced some form of sexual assault (including attempts) in the last year; and
 - g. 2.2% of women and 1.5% of men experienced family abuse (non-sexual) in the last year.
10. In a report to the Welsh Government, commissioned to inform the policy development of the Act, Robinson et al² obtained the most recent British Crime Survey³ data (2011/12), disaggregated for Wales. This data shows in Wales, women experienced twice the levels of 'any domestic abuse' (11.1% compared to 5.1% for men) while rates of 'any sexual assault' were also higher for women (3.2%) than men (0.7%). The data also indicated more women reported being stalked than men (7.8% compared to 3.5%).
11. Two women a week are killed by a partner or ex partner and a third of those who experience domestic abuse have considered suicide.⁴ Crown Prosecution data for 2012-2013⁵ indicates there were 5,290 domestic violence cases in Wales. Of these, 4,179 (79%) resulted in conviction. The percentage of convictions is up from 75% in 2011-2012. Multi agency risk assessment conferences dealing with the most high risk cases are up from 5,074 to 5,585 in 2013, with 6,715 children involved in these cases. Of these, 1,340 were repeat cases⁶.
12. 1% of cases handled by the Forced Marriage Unit originate from Wales⁷. Estimates from the Foundation for Women's Health, Research and Development (FORWARD) show around 66,000 women resident in England and Wales had been subjected to female genital mutilation (FGM)⁸.

² Robinson et al., *The Welsh Government's proposed 'Ending Violence Against Women and Domestic Abuse (Wales) Bill': Recommendations from the Task and Finish Group 2012*.

³ The British Crime Survey has now become the Crime Survey for England and Wales (CSEW).

⁴ Home Office and CAADA (2012) *A Place of Greater Safety*

⁵ Sixth CPS Violence against Women and Girls (VAWG) annual report.

⁶ Home Office and CAADA (2013)

⁷ Between January and December 2011, the unit dealt with 1,468 cases

⁸ Foundation for Women's Health, Research and Development – FORWARD (May 2013) via Women's Aid Statistical Bulletin

13. Whilst the incidence of these issues is alarmingly high, those who experience gender-based violence, domestic abuse and sexual violence are known to under report and all prevalence figures must be treated as under-estimates.
14. Population-based estimates applied to the Sylvia Walby 2009 report⁹ on the costs of domestic abuse suggest domestic violence costs Wales £303.5m annually – £202.6m in service costs and £100.9m to lost economic output. These figures do not include any element of human and emotional costs, which the research estimates costs Wales an additional £522.9m. In valuing the human and emotional costs, Walby followed the methodology of a Home Office study looking at the costs of crime¹⁰ which used survey based estimates of the public's 'willingness-to-pay' (WTP) to reduce the risk of experiencing the pain and suffering associated with crimes of differing severity. The WTP estimates are multiplied by the number of crime occurrences to generate the aggregate figure. Combining the financial and human costs provides a total figure of £826.4m. These figures do not include other forms of gender-based violence and sexual violence which also produce significant human, emotional and financial costs to society. Based on the substantial costs of domestic abuse to the economy, Walby argues the additional investment in Public Services¹¹ to reduce domestic violence to be cost effective.

Policy background

15. Tackling gender-based violence, domestic abuse and sexual violence is a complex issue with various Public Sector organisations involved, and with no single organisation having lead responsibility in Wales. The issue is further compounded by the current devolution settlement by which the Welsh Government has responsibility for some, but not all, areas of Government dealing with violence and abuse within communities in Wales.
16. Evidence presented in the Welsh Government's 10,000 Safer Lives Report¹² demonstrated the importance of strategic direction and leadership in tackling these issues. The Report noted where domestic abuse was a strategic issue for the Local Service Board it had led to effective changes across Public Sector services.

⁹ Walby, S., *The Cost of Domestic Violence: Update 2009*.

¹⁰ Brand, S. and Price, R., *The Economic and Social Costs of Crime, Home Office Research Study 217, 2000*.

¹¹ Public Services are services delivered for the benefit of the public. This can include services delivered through the third sector, through social enterprise or through services that are contracted out. There is no clear and agreed definition of exactly what the Welsh public sector is, or which organisations it includes.

¹² *10,000 Safer Lives Project – Improving the way the public services respond to prevent instances of Domestic Abuse, Welsh Government, April 2012*.

17. The 10,000 Safer Lives project also reviewed the barriers to providing a good service to the victims of abuse (medium and standard risk¹³) in Wales. The review found the approach to sharing information on, and managing of, medium and standard risk victims of domestic abuse was inconsistent across Wales. Multi-agency training was also identified as a key tool in improving services for medium and standard risk victims of domestic abuse, and again it found current provision was variable across Wales.
18. Successful approaches to tackling gender-based violence, domestic abuse and sexual violence are associated with multi-agency responses, ensuring the services and expertise of partner agencies are built into the development of effective local strategies. Evaluation studies of Domestic Abuse Multi-Agency Risk Assessment Conferences (MARACs), first piloted in Cardiff in 2003, indicate MARACs (where statutory and third sector agencies share information about high-risk victims of domestic abuse in order to produce a co-ordinated action plan to increase victim safety) have led to significant improvements in the safety of victims and their children and promote better standards of professional practice¹⁴.
19. To draw together these successful approaches requires leadership and strategic direction. Both the 10,000 Safer Lives project and the Robinson report recognised a leadership gap in relation to domestic abuse and wider issues of violence against women and sexual violence in Wales. As Robinson et al. concluded:

“Leadership is sorely needed because there is evidence of good practice but no one at senior level to take responsibility for embedding this across Wales. Leadership is required because many of the issues are sensitive, disturbing and ‘below the radar’ of both frontline professionals and most citizens. Leadership is essential for translating policies and strategies into the sorts of services that will make a difference on the ground, through effective planning, supporting and resourcing frontline professionals. Finally, leadership is required because the Welsh Government’s commitment in this area, as indicated by this legislative initiative, must lead to an effective and sustainable programme of change.”

Changes required to current arrangements

20. In order to ensure a strategic focus and improved response to address the issues of violence against women (the most prevalent form of gender-based violence), domestic abuse and sexual violence, the Welsh Government published a White Paper in November 2012¹⁵, which outlined a number of legislative and policy proposals. The proposals underpinned the Welsh

¹³ Services for those who are regarded as high-risk have been established in Wales via the MARAC process.

¹⁴ Robinson A. L. (2004). *Domestic Violence MARACs (Multi-Agency Risk Assessment Conferences) for Very High-Risk Victims in Cardiff: A Process and Outcome Evaluation*. School of Social Sciences: Cardiff University

¹⁵ Consultation to end violence against women, domestic abuse and sexual violence (Wales): <http://wales.gov.uk/consultations/people-and-communities/vawwhitepaper/?status=closed&lang=en>

Government's 'Right to be Safe Strategy'¹⁶, and focused on the aspects of prevention, protection and support.

The changes to be made by the Act to take forward some of these proposals are set out below.

Violence against women and girls

21. In recognition of the disproportionate impact of gender-based violence, domestic abuse and sexual violence on women and girls, the Act includes a specific provision relating to violence against women and girls.
22. It requires persons, in exercising specified functions under the Bill, to have regard, along with all other relevant matters, to the need to remove or minimise any factors which increase the risk of violence against women and girls, or exacerbates the impact of such violence on victims.
23. This reflects the Welsh Government's long-standing recognition of the higher prevalence and disproportionate impact of gender-based violence, domestic abuse and sexual violence against women and girls. It further outlines the recognition of the gendered nature of gender-based violence, domestic abuse and sexual violence as mostly perpetrated against women and girls by men, and that this is both a cause and consequence of gender inequality. This section therefore provides a focus on violence against women, whilst ensuring the Act extends to all female and male victims of gender-based violence, domestic abuse and sexual violence.
24. Local Strategies must be based on a robust needs assessment which will identify where women and men require different services and support. Authorities, in the preparation and implementation of these strategies, will be expected to focus on the different needs of victims, recognise gender is an important consideration and reflect that in the services which are provided. Where evidence highlights the need for gender specific services, this should be reflected in Local Strategies, which acknowledge the differences in services these groups require and are proportionate to need.

National Strategy

25. In recognition of the importance of leadership and the Welsh Government's continuing commitment to tackling these issues, the Act provides provision to require the Welsh Ministers to prepare and publish a strategy to contribute to the pursuit of the purpose of the Act. The purpose of the Act is to improve:
 - a. arrangements for the prevention of gender-based violence, domestic abuse and sexual violence;
 - b. arrangements for the protection of victims of gender-based violence, domestic abuse and sexual violence;

¹⁶ 'Right to be Safe' strategy (2010)

<http://wales.gov.uk/topics/housingandcommunity/safety/domesticabuse/publications/besafe/?lang=en>

- c. support for persons affected by gender-based violence, domestic abuse and sexual violence.
- 26. The duty enshrines the commitment of the Welsh Ministers to contribute to the pursuit of this purpose in statute.
- 27. The Welsh Ministers are under a duty to ensure all persons who they consider appropriate are provided with an opportunity to comment before they publish the first National Strategy, or they revise the National Strategy.

National Adviser

- 28. The importance of leadership is recognised within the Act, which places a duty on the Welsh Ministers to appoint a National Adviser to provide expert advice and assistance to the Welsh Ministers in achieving the purpose of the Act.
- 29. Making the appointment a statutory duty on the Welsh Ministers acknowledges the high priority which the Welsh Government attaches to addressing these issues, as well as the need for long-term policy commitment and planning in this area. The National Adviser will be appointed in accordance with the Code of Practice for Ministerial Appointments to Public Bodies which is published by the Commissioner for Public Appointments.
- 30. The role is not that of a civil servant but is a statutory advisory role. The National Adviser will work alongside the Government to advise and assist the Welsh Ministers in tackling these issues. In accordance with the Code of Practice, the National Adviser will be expected to abide by the Nolan principles of public life that apply to all public servants.
- 31. The local coordination of services, performance monitoring, information sharing and data collection were just some of the issues identified in the White Paper as inconsistent. Whilst some localisation of services is expected across Wales to reflect local need and demand, there is a clear need to promote best practice and high quality standards. An element of the National Adviser's role will be, on behalf of the Welsh Ministers, to work with Public Services across Wales to promote best practice, and support the high quality and standards required by the Welsh Government.
- 32. The National Adviser will also have a key role in reviewing the actions being taken by Public Sector bodies in Wales under the duties imposed by the Act, and advising the Welsh Ministers of the findings.
- 33. The Act also includes references to a "Ministerial Adviser". During stage 3 scrutiny of the Bill, amendments were tabled to the Bill to change the title of the Adviser from "Ministerial Adviser" to "National Adviser". These amendments sought to substitute "National Adviser" for every reference to "Ministerial Adviser". Some of the amendments were not agreed and therefore some references to "Ministerial Adviser" remain although they refer to the same person. The functions of the Adviser however remain the same.

Local Strategies

34. In accordance with the Programme for Government commitment, the Act places a duty on Local Authorities and Local Health Boards to prepare and publish joint Local Strategies for tackling gender-based violence, domestic abuse and sexual violence.
35. The currently published Single Integrated Plans (SIPs) and supporting needs analyses do not all address the issues of gender-based violence, domestic abuse and sexual violence, as there is no specific statutory requirement to do so. This can result in less than satisfactory consideration of these issues at the strategic planning stage. Most of the published needs analyses have some consideration of reported incidents of domestic abuse, although this is not done in a consistent manner with differing data sets being used. The consideration is also usually confined to domestic abuse, with little or no consideration of the wider issues of gender-based violence and sexual violence. The current plans also show consideration of the issue in the needs analysis does not always result in inclusion in the resulting plan, even where an increase in incidents is identified.
36. The Act seeks to address this gap by providing a particular focus on these issues to ensure consideration of them by Local Authorities and Local Health Boards as part of the strategic planning process, with the aim of raising the profile of the issues and raising its priority across the Public Sector. The Act requires the strategies to focus on the elements of prevention, protection and support.
37. The Act requires Local Authorities and Local Health Boards to take into account the most recent assessment for the area of the Local Authority under section 14 of the Social Services and Well-being (Wales) Act 2014. It also requires Local Authorities and Local Health Boards to take into account strategic assessments prepared in accordance with regulations made under section 6 of the Crime and Disorder Act 1998 relating to reducing crime and disorder, combating substance misuse and reducing re-offending. This is to ensure the approach adopted by Local Authorities and Local Health Boards to these issues is based on evidence and proportionate to the identified needs.
38. As is currently the case with other similar requirements, it is intended Local Authorities and Local Health Boards could choose to fulfil the strategy requirement in this Act by way of the single integrated planning process. It is intended to encourage Local Authorities and Local Health Boards, through guidance, to incorporate the planning requirements set out in this Act into the wider planning process.
39. Local Authorities and Local Health Boards are under a duty to ensure all persons they consider appropriate are provided with an opportunity to comment before they publish their first Local Strategy and revising their Local Strategy.

Guidance

40. The Act provides the Welsh Ministers with a power to issue guidance to relevant authorities (Local Authorities, Local Health Boards, Fire and Rescue Authorities and NHS trusts) on how they should exercise their functions with a view to contributing to the pursuit of the purpose of the Act.
41. For example, guidance could require local authorities to designate a member of staff for the purpose of championing the tackling of gender-based violence, domestic abuse and sexual violence matters in schools and other settings. The guidance may also address awareness raising through, for example, public education, the Ask and Act process, the commissioning of services, workplace policies, training for staff and the sharing of information. Asking and acting is aimed at providing the support to front line professionals who come into regular contact with victims of gender-based violence, domestic abuse and sexual violence to ask potential victims about abuse or violence, in certain circumstances, and where appropriate, to act so suffering and harm is reduced. Any guidance issued by the Welsh Ministers under this power would have to be followed by the relevant authorities. An authority could only depart from the guidance if they identified an alternative way of doing so. In such circumstances the authority would need to publish details of the alternative approach. In the event the Welsh Ministers considered it unlikely such an approach would contribute to the pursuit of the purpose of the Act, the Act provides a reserve power of direction for Welsh Ministers to require authorities to follow the guidance.
42. Such guidance will provide for the sharing of best practice and will assist in the promotion of consistency and high quality standards across Wales. The Act provides provision requiring the Welsh Ministers to consult with appropriate persons on a draft of any proposed guidance, or revision of the guidance. The Welsh Ministers must also lay a copy of the draft guidance before the National Assembly. The Assembly may resolve not to approve the draft guidance, which would prevent the Welsh Ministers from issuing the guidance in the form laid before the Assembly. The Welsh Government would therefore undertake a public consultation, including a regulatory impact assessment, before issuing or revising any guidance under section 15 of the Act.

Education

43. The White Paper Consultation on policy and legislative proposals outlined measures to improve education and awareness about violence against women, domestic abuse and sexual violence in educational settings. Whilst there is strong practice in some schools across Wales, this is not consistent. The Act therefore provides the Welsh Ministers power to make regulations to require Local Authorities to report on how they are addressing gender-based violence, domestic abuse and sexual violence within their educational functions, including any action taken within schools.

44. Local Authorities, reporting annually on the actions they are taking, will provide the Welsh Government with a comprehensive picture of measures in place across Wales and the evidence on which to base future further requirements.
45. This information will also provide the National Adviser with a robust evidence base to ensure Local Authorities are held to account for the actions being undertaken in their area, which will help inform the development and improvement of Local Strategies and practice.
46. The Act also provides the Welsh Ministers and the Higher Education Funding Council for Wales (HEFCW) with the power to issue guidance to the governing bodies of institutions in Wales within the higher and further education sectors. Such guidance may be provided to institutions on ways in which they can contribute to the pursuit of the purposes of the Act and the National Adviser may provide any assistance to Welsh Ministers and HEFCW when developing the guidance.
47. Welsh Ministers and HEFCW are under a duty to consult with whoever they consider relevant before publishing and issuing the guidance to governing bodies, this would include consultation with the institutions themselves. The guidance may outline measures that an institution could take to raise awareness in relation to gender-based violence, domestic abuse and sexual violence and governing bodies and institutions must have regard to the guidance that is issued.

Purpose and intended effect of the Act

48. The Welsh Government's principal policy aim in this area is to reduce the rates of gender-based violence, domestic abuse and sexual violence in Wales. The Act supports this aim by seeking an improved public sector response to tackling these issues. The main aims of the Act are to improve arrangements to:
 - a. promote awareness of, and to prevent, protect and support victims of gender-based violence, domestic abuse and sexual violence ;
 - b. strengthen the strategic leadership and accountability for gender-based violence, domestic abuse and sexual violence; and
 - c. improve the consistency, quality and join-up of service provision in Wales.
49. The Act will promote awareness of the issues of gender-based violence, domestic abuse and sexual violence through the creation of a National Adviser post. Such a statutory role to advise on these issues does not currently exist in the UK, this would therefore be the first role of its kind.
50. The duty on Local Authorities and Local Health Boards to jointly prepare and publish a strategy will ensure transparency around the extent of the issue in a local area and the proposed actions to be taken to address it. This is required

to raise awareness amongst both professionals working in the Public Sector and the general public. Issues such as domestic abuse, which effect 1 in 4 women in their lifetime and 1 in 6 men, are often hidden issues. In order to improve the response, earlier intervention is required, which in turn requires a specific focus on these issues to work towards removing the stigma attached to them by demonstrating the importance of tackling these issues at both a national and local level.

51. Both the National Adviser and the strategy requirements strengthen strategic leadership and accountability. The strategy requirements will ensure consideration of the issues as part of the strategic planning process.
52. The Act will improve the consistency and quality of service provision in Wales by enabling the Welsh Ministers to issue guidance to relevant authorities on, amongst other things:
 - a. the steps an authority may take to increase awareness or change attitudes to gender-based violence, domestic abuse and sexual violence, such as designating a member of staff to assist with a programme of public education;
 - b. the commissioning of specialist advice on gender-based violence, domestic abuse and sexual violence;
 - c. the circumstances where it is safe and appropriate to 'Ask and Act';
 - d. the appropriate actions that should be taken when someone has a reason to suspect that gender-based violence, domestic abuse and sexual violence is taking place;
 - e. workplace policies to promote the well-being of policies affected by gender-based violence, domestic abuse and sexual violence;
 - f. training for members of staff of a relevant authority;
 - g. the sharing of information between relevant authorities and others; and
 - h. the co-operation arrangements between relevant authorities, and between relevant authorities and others.

Scope of the Act

53. The Welsh Government recognises the gendered nature of domestic abuse and sexual violence as mostly perpetrated against women and girls by men and this is both a cause and consequence of gender inequality. Whilst the Welsh Government recognises the disproportionate affect of such abuse and violence on women, it is committed to supporting all victims of gender-based violence, domestic abuse and sexual violence.

54. The Act addresses domestic abuse and sexual violence perpetrated against all people in Wales, irrespective of gender or sexual orientation. The Act also addresses violence perpetrated against a woman or man arising directly or indirectly from values, beliefs or customs relating to gender or sexual orientation.
55. The Act has been drafted so as not to restrict Local Authorities and Local Health Boards when formulating their strategies, the Welsh Ministers in formulating their National Strategy or the National Adviser in taking forward their work programme. It is important the definitions in the Act are sufficiently broad so as not to inadvertently limit the ability of public services to respond to violence against women, gender-based violence, domestic abuse and sexual violence.
56. The priority areas for action will no doubt change over time and we need to provide the flexibility for National and Local Strategies to focus on the key issues affecting Wales at different points in time. As the local strategies will be based on robust needs assessments, this will ensure a focus on the key needs of a local area, which is likely to have a greater impact.
57. The broad definition of domestic abuse covers abuse by partners, previous partners and family members. This definition includes less prevalent forms of abuse such as honour based violence. There are a broad range of behaviours captured within the definitions, which would include any forms of violence or abuse aimed at exercising a degree of coercion or control over a victim. Further examples of behaviours captured by the definitions are included in the Explanatory Notes below.
58. The Act and any guidance will seek to support and complement existing safeguarding procedures concerning children under the age of 18, it will not replace them.
59. The Act does not make provision for the National Adviser to deal with individual cases of gender-based violence, domestic abuse, or sexual violence in Wales. These remain the responsibility of the appropriate authorities such as the police, probation services, Crown Prosecution Services and adult and children's safeguarding services and statutory partnerships such as multi-agency risk assessment conferences (MARACs) and multi-agency public protection arrangements and Community Safety Partnerships.

Territorial Extent

60. This Act applies in relation to Wales.

Risks

61. The risk of not introducing the Act is the identified aims of increasing awareness, strengthening leadership and accountability, and improving the consistency and quality of service provision will not be achieved. Without

achieving these aims, the overarching aim to improve the Public Sector response in Wales to gender-based violence, domestic abuse and sexual violence will not be achievable.

62. Without the statutory framework to ensure the consideration of these issues at a national and local level, there is a risk tackling these issues will not be seen as a strategic priority. Additionally, without the use of statutory guidance to set the framework within which the aspects of prevention, protection and support should be addressed, there is a risk the current inconsistencies in quality and service response will remain.

Implementation and delivery plan

63. The main elements of this legislation are included on the face of the Act. There is provision within the Act for the Welsh Ministers to issue statutory guidance to support the implementation of the proposals.

64. The Welsh Ministers intend to issue guidance to assist the relevant authorities in meeting the requirements of the Act. The guidance will, for example, assist in delivering on the required Local Strategies by providing advice and best practice on effective multi-agency collaboration and information sharing, workplace policies, commissioning services, and delivering training through the National Training Framework.

65. Subject to the approval of the Act by the National Assembly and subsequent Royal Assent, implementation will be phased. It is proposed the following provisions will come into force on the day Royal Assent is received:

- section 1; and
- sections 24 to 26.

49. It is then intended that sections 14 to 21 will come into force two months after the Act receives Royal Assent.

50. The remaining provisions will come into force subsequently by way of an order made by statutory instrument.

51. The anticipated milestones are as follows:
Advertisement for National Adviser – Spring 2015
Appointment of National Adviser – Summer 2015
Publication of National Strategy – Spring 2016

4. Consultation

52. The Welsh Government consulted on a White Paper to end violence against women (the most prevalent form of gender-based violence), domestic abuse and sexual violence between 26 November 2012 and 22 February 2013. In addition eight consultation events were held across Wales involving members of the general public and stakeholders. A youth specific (14-15yrs) event was also organised in partnership with the National Society for the Prevention of Cruelty to Children (NSPCC). A copy of the White Paper together with a summary of responses can be accessed at:

<http://wales.gov.uk/consultations/people-and-communities/vawwhitepaper/?skip=1&lang=en>

53. The White Paper invited comments on a number of policy and legislative proposals. In total 147 responses were received, which came from the following types of organisations:

Third sector organisations	52
Individuals	23
Individual professionals from the sector	23
Public sector bodies	20
Political interest	10
Professional bodies	8
Multi-agency forums	5
Religious groups	3
Commissioner offices	3
Total	147

54. The proposals in the White Paper received a positive response. However, not all of the proposals discussed in the White Paper are being taken forward within this Act.
55. The section below outlines the proposals in the White Paper which have not been included in this Act:

- **Proposal related to healthy relationship education and a whole school approach**

56. There was overwhelming support in the consultation responses for the proposals in the White Paper. There was also significant support for healthy relationship lessons to be made compulsory via the curriculum.

Professor Graham Donaldson's report, *Successful Futures*, which reviewed the curriculum and assessment arrangements in Wales, was published on 25 February 2015. Professor Donaldson suggests that the new curriculum should be structured around six Areas of Learning and Experience – one of which should be Health and Well-being. It is here that healthy relationships would feature. A *Great Debate* on the report

recommendations is currently underway and specific representation from the Violence against Women, Domestic Abuse and Sexual Violence sector will be involved in developing the proposals.

57. As well as the specific provision in the Act with regards the Welsh Ministers' regulation making powers to require publication of information by Local Authorities regarding action taken under their education functions that contributes to the purpose of the Act (see paragraph 42 above) and the statutory guidance in relation to a whole education approach, including in respect of Champions, to be issued under section 15, supporting measures to ensure schools embed violence against women, gender-based violence, domestic abuse and sexual violence more generally are also underway:

- a. Additional funding has been provided to Hafan Cymru to extend the National Spectrum Schools Programme. Delivery of the National Programme began in late summer 2014. Additional School Liaison Officers, a Schools Liaison Manager and Administrative Assistant were recruited for the Project. Between March 2014 and April 2015 Spectrum sessions were delivered to over 16,000 children and over 1,300 adults in 121 primary and secondary schools across Wales. Funding has also continued to support children in the community through the Welsh Women's Aid Children Matter project.
- b. The Department for Education and Skills has reviewed its *Keeping Learners Safe* statutory guidance. This guidance was published on 14 January 2015 and includes a much more robust section on gender-based violence, domestic abuse and sexual violence, as well as FGM and Forced Marriage and strengthens the role of Designated Senior Persons for Child Protection on these issues.
- c. A thematic review of healthy relationships education is being proposed during the 2016-17 academic year, by which point the current reforms will have had an opportunity to bed in.
- d. Training through the National Training Framework will be offered to all schools to ensure:
 - i. school governors and every member of staff is aware of gender-based violence, domestic abuse and sexual violence and knows how to get help for children and young people or indeed for themselves or their colleagues who may be victims (level 1);
 - ii. a proportion of school based staff can act upon the recognition of the indicators and respond to young people

effectively, including providing efficient access to risk assessment, safety planning and support (level 2); and

iii. there is at least one member of staff within each school who can support staff in managing difficult cases, offer enhanced knowledge and support to children and young people and promote increased awareness of gender-based violence, domestic abuse and sexual violence within education setting (level 3).

e. The Welsh Government also intends to publish a *Whole Education Approach Good Practice Guide* ahead of the 2015-16 academic year. This will showcase the excellent practice which exists across Wales. It will also support and encourage those schools we know need to do more to do so by learning from others. Welsh Women's Aid are taking forward work on this Guide and will be consulting widely on its content.

- **Proposal related to safe accommodation**

58. Evidence shows over the last 5 years around 880 households are accepted as homeless each year where the main reason for loss of home is the violent breakdown of a relationship. This accounts for around 15 per cent of all households accepted as homeless¹⁷.

59. The White Paper recognised the importance of the provision of a spectrum of safe accommodation options, informed by risk assessment and the choice of the service user. This work is being considered further in light of the changes being made as a result of the Housing (Wales) Act 2014. This Act proposes where a person is homeless or threatened with homelessness a Local Authority will have a duty to take reasonable steps to prevent or relieve homelessness. In addition to these duties Local Authorities will also be under a duty to secure the provision of information and advice relating to preventing homelessness, securing accommodation when homeless and accessing any other support available.

60. If a person with whom a dependant child resides or might be reasonably expected to reside was without accommodation the Local Authority would be under a duty to secure interim accommodation whilst fulfilling any duties owed under the new Housing (Wales) Act 2014 in relation to homelessness.

61. The Renting Homes (Wales) Bill, which was introduced into the Assembly on 9 February 2015, includes Provision for a statutory 'prohibited conduct term' to be included in every rental contract for housing. Combined with a more flexible approach to joint tenancies, this will enable perpetrators of

¹⁷ <http://wales.gov.uk/statistics-and-research/homelessness/?lang=en>

domestic abuse to be evicted while leaving the victim and any children to remain in their home.

5. Power to make subordinate legislation

62. The Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015 contains provisions to make subordinate legislation. The following table sets out in relation to the provisions:
- a. the person upon whom, or the body upon which, the power is conferred;
 - b. the form in which the power is to be exercised;
 - c. the appropriateness of the delegated power;
 - d. the applied procedure (affirmative, negative, no procedure) if any.

Summary of powers to make subordinate legislation

Section	Power conferred on	Form	Appropriateness of delegated power	Procedure	Reason for procedure
Section 6(3)(b)	Welsh Ministers	Direction	Provides the Welsh Ministers the flexibility to direct local authorities and Local Health Boards to review their strategy in the event circumstances suggest a review should take place, for example in the event the Welsh Ministers decide to review the National Strategy.	No statutory procedure.	Relates to the review of Local Strategies and therefore the circumstances in which the direction would be used may change from time to time. Therefore no statutory procedure provides the Welsh Ministers the flexibility to react quickly to changes in circumstances ensuring the timely review of strategies at a local level.
Section 7(2)	Welsh Ministers	Regulations	Provides the Welsh Ministers the flexibility to prescribe additional information or further assessments which must be taken into account in preparing local strategies.	Negative	Prescribes technical matter of detail which may change from time to time.
Section 9(2) Inserts a new section 29 (6A) into the Education Act 1996	Welsh Ministers	Regulations	Provides the Welsh Ministers with the flexibility to instruct local authorities about the type of information that should be published about the education provision being provided which promotes the purposes of the	Negative	By virtue of section 569 of the Education Act 1996, regulations under sections 29 are subject to the Negative resolution procedure. Applying the Negative procedure to

			Act, and how often.		these Regulations ensures a consistent approach to the making of regulations under section 29 of the Education Act 1996.
Section 15(1)	Welsh Ministers	Guidance	Suitable for guidance as it enables the Welsh Ministers to provide relevant authorities with up to date information on best practice and how an authority should exercise its functions to contribute to the overarching objectives set in the Act. Guidance provides flexibility as it may be necessary to update it on a regular basis.	Procedure as set out in section 16 of the Act (Consultation and National Assembly for Wales procedures). The Welsh Ministers required to consult on draft guidance, and to lay draft guidance before the Assembly. The guidance may not be issued if Assembly resolves not to approve draft.	The requirement for consultation is to ensure the views of those impacted by any guidance are fully taken into account. The requirement to lay the draft guidance before the National Assembly and to receive approval provides an opportunity for scrutiny.
Section 19(2)	Welsh Ministers	Directions	This direction power will apply to particular authorities and will be made in specific circumstances which will require the Welsh Ministers to respond quickly where required to do so.	No statutory procedure.	Provides the Welsh Ministers with the flexibility to react quickly to secure compliance with guidance issued under section 15.
Section 25(3)	Welsh Ministers	Order	Suitable for Order as provision relates to coming into force date to be decided by the Welsh Ministers.	No statutory procedure.	These orders will be confined to commencement and are technical in nature.

6. Regulatory Impact Assessment

63. A Regulatory Impact Assessment has been prepared in accordance with Standing Order 26.6(vi) as is attached at Part 2.

PART 2 – REGULATORY IMPACT ASSESSMENT

7. Options

64. This regulatory impact assessment is structured around each element of the Act, as follows:
- A. The Duty to Prepare and Report on National Strategies;
 - B. The Duty to Prepare and Report on Local Strategies;
 - C. The Power to make Regulations under the Education Act 1996;
 - D. The Power to Issue Statutory Guidance and the Duty to Follow Such Guidance;
 - E. Appointment of a National Adviser.
65. A number of options were considered for the delivery of the policy aims behind each of the main elements of the Act. The options are identified below. Each of the options has been examined in terms of how far they would achieve the Welsh Government’s policy objectives. The costs and benefits of each option are set out in Chapter 8 of this Explanatory Memorandum.

A. The Duty to Prepare and Report on National Strategies

Option 1 – Do Nothing/ Keep using Existing Strategies

66. Do nothing is not an applicable option as the final report for the current National Strategy, ‘*The Right to be Safe*’, was published in June 2014. There would therefore be no overarching National Strategy in place if this option was taken forward.

Option 2 – Produce a Non Legislative National Strategy

67. This option would involve producing a new National Strategy, outside of legislation, to replace the existing strategies.

Option 3 - Introduce an Assembly Bill to Address the Policy Objectives.

68. This option involves including provision in the Act for a specific duty to be placed on the Welsh Ministers to prepare and develop National Strategies to tackle gender-based violence, domestic abuse and sexual violence in terms of prevention, protection and support for victims.
69. This option would require the Welsh Ministers to review the National Strategy within six months of a general election of the National Assembly and at any other time.

B. The Duty to Prepare and Report on Local Strategies

Option 1 – Do Nothing

70. Doing nothing in this case means not imposing a specific duty on Local Authorities and Local Health Boards to prepare, publish and report on Local Strategies for tackling gender-based violence, domestic abuse and sexual violence.
71. Some Local Authorities currently include actions for tackling domestic abuse in their Single Integrated Plans (SIPs). However, the currently published SIPs and supporting needs analyses do not all address the issues of gender-based violence, domestic abuse and sexual violence, as there is no specific statutory requirement to do so.

Option 2 - Use Existing Legislation to Implement Change

72. An alternative option is not to specifically include provision for Local Strategies in this Act, but instead to use existing legislation to require Local Authorities and Local Health Boards to set objectives relating to gender-based violence, domestic abuse and sexual violence. This would involve using a range of existing legislative mechanisms to try and achieve the policy intent.
73. These include exploring the possibility of making joint regulations with the UK Government under section 6 of the Crime and Disorder Act 1998 in relation to the reduction of crime and re-offending. Section 6 requires specified Public Bodies to prepare a strategy for the purpose of reducing crime and disorder, combating misuse of drugs, alcohol and any other substances and the reduction of re-offending. The specific matters which must be addressed within crime and disorder strategies are prescribed by regulations. Regulations can specify the objectives to be addressed in a strategy and performance targets in respect of those objectives including the reduction of a particular crime or disorder. Regulations could therefore provide that crime and disorder strategies must in particular address crimes associated with gender-based violence, domestic abuse and sexual violence.
74. This option could also involve making regulations under section 40 of the National Health Service (Wales) Act 2006. Section 40 requires Local Authorities and Local Health Boards to jointly formulate and implement a strategy for the health and well-being of the people of their area. Regulations may provide for particular matters which strategies must address and therefore as with crime and disorder strategies, the regulations could be re-made to specifically refer to gender-based violence, domestic abuse and sexual violence as matters which must be addressed by strategies.
75. In addition to the new regulations, this option could also rely on section 15 of the Social Services Well-being (Wales) Act 2014, which places a duty on Local Authorities to make provision for a range and level of services for a number of purposes including to contribute towards preventing or delaying the development of people's needs for care and support, reducing the needs for

care and support and preventing abuse or neglect. It also requires Local Health Boards to have regard to the importance of such preventative services in the exercise of their functions. The provision could therefore result in enhanced services being provided by Local Authorities and Local Health Boards to seek to prevent gender-based violence, domestic abuse and sexual violence.

Option 3 - Introduce an Assembly Bill to Address the Policy Objectives

76. The Act provides a specific focus on these issues. It enables a specific duty to be placed on Local Authorities and Local Health Boards to prepare and publish Local Strategies outlining how they propose to improve arrangements for tackling the issues of gender-based violence, domestic abuse and sexual violence in terms of prevention, protection and support for victims. It also provides the provision to require them to report on the progress of the strategies on a yearly basis.

C. Power to make Regulations under the Education Act 1996

Option 1 – Do nothing

77. This option would mean the Welsh Government would not have the power to require Local Authorities, by regulations, to publish information on how they were addressing these issues within their educational functions, including schools. Whilst there is excellent practice in some schools across Wales, this is not consistent. This option would not therefore provide the Welsh Government with a comprehensive picture of the interventions in place across Wales and the evidence on which to base future further requirements.

Option 2 – Provide the Welsh Ministers with a Regulation making power to require Local Authorities to provide an annual report on educational activity in their area

78. This option involves amending the Education Act 1996 to enable the Welsh Ministers to make regulations to require Local Authorities to publish information on how they are addressing these issues within their education functions, including schools. This option will therefore provide the Welsh Ministers and the National Adviser with a comprehensive picture of the interventions in place across Wales and the evidence on which to base future further requirements.

D. Power to Issue Statutory Guidance and the Duty to Follow Such Guidance

Option 1 – Do Nothing

79. This option would mean the Welsh Government would not provide Local Authorities and Local Health Boards with any guidance regarding preventing gender-based violence, domestic abuse and sexual violence, and the protection and support of victims. This option would not provide the

opportunity for the Welsh Government to share best practice or promote consistent high quality service provision across Wales. Under this option it would be for each Local Authority and Local Health Board to determine individually how best to achieve the objectives of prevention, protection and support.

Option 2 - Use Non-statutory Guidance to Implement Change

80. This option involves the Welsh Government issuing non-statutory guidance to Local Authorities and Local Health Boards regarding preventing gender-based violence, domestic abuse and sexual violence, and the protection and support of victims. This option provides an opportunity for the Welsh Government to share best practice and promote consistent high quality service provision. Under this option, Local Authorities and Local Health Boards would be encouraged to follow the guidance issued by the Welsh Government, but the guidance would not be enforceable. A Local Authority or Local Health Board could therefore choose to ignore the guidance in its entirety.
81. Under this option the guidance could, amongst other things, address awareness raising through, for example, public education, the Ask and Act process, training for staff, multi agency fora and sharing of information. Asking and acting is aimed at providing the support to encourage front line professionals who come into regular contact with victims of gender-based violence, domestic abuse and sexual violence to ask potential victims about abuse or violence in certain circumstances, and where appropriate, to act so suffering and harm is reduced. Information sharing is concerned with encouraging the safe and legal sharing of information on victims of abuse and violence to ensure appropriate action is taken so suffering and harm is reduced.

Option 3 – Provide the Welsh Ministers with a power to issue guidance and requirement for specified bodies to follow

82. This option involves providing the Welsh Ministers with a power to issue guidance to relevant authorities¹⁸ in support of the purpose of prevention, protection and support. Under this option the guidance could, amongst other things, address awareness raising through, for example, public education, the Ask and Act process, training for staff, multi agency fora and sharing of information.
83. This option provides that any guidance issued by the Welsh Ministers under this power would have to be followed by the specified authorities. These authorities could depart from the guidance if they identified an alternative way of doing so. In such circumstances the authority would need to publish details of the alternative approach. In the event the Welsh Ministers were unconvinced the published approach would not be as effective as the approach set out in the guidance published by the Welsh Ministers, this option provides a reserve power of direction for the Welsh Ministers to require

¹⁸ Local Authorities, Local Health Boards, Fire and Rescue Authorities and NHS Trusts.

authorities to follow the guidance. Such guidance could require relevant authorities to implement best practice and assist in the promotion of consistency and high quality standards across Wales.

E. Appointment of a National Adviser - Including the Functions, Plans and Reporting Arrangements

Option 1 – Do Nothing

84. Under this option there would be no specific leadership role created to assist in the achievement of preventing, protecting and supporting victims of gender-based violence, domestic abuse and sexual violence.

Option 2 – Introduce an Assembly Bill to Appoint a Commissioner

85. This option would provide for the creation and appointment of a Commissioner to consider the issues of gender-based violence, domestic abuse and sexual violence. Under this option, an office to support an independent Commissioner would need to be created, as such a structure does not currently exist. As with option 3, legislation would be required to create such an entity.

Option 3 - Introduce an Assembly Bill to place a duty on the Welsh Ministers to appoint a National Adviser

86. This option involves the creation of a statutory advisory 'National Adviser' role to consider the issues of gender-based violence, domestic abuse and sexual violence. Under this option, an office to support the National Adviser is not required, as they would work alongside the existing official structures within the Welsh Government. This option places a duty on the Welsh Ministers to appoint such a National Adviser, thus enshrining the role in statute. This option also enshrines the functions of such a National Adviser in statute.

8. Costs and Benefits

87. This chapter contains the cost benefit analysis of the options detailed at Chapter 7.

Costs

88. Currently the Violence against Women and Domestic Abuse Team in the Welsh Government has a revenue budget of £4m in 2014/15. The Welsh Government programme costs associated with this Act will be met from this budget.

A. The Duty to Prepare and Report on National Strategies

Option 1 – Do Nothing/ Keep using Existing Strategies

89. Under this option, the existing strategies would not be updated or replaced and as such there are no additional costs associated with this option.
90. The cost of producing the current Right to be Safe Strategy was approximately £10,700. This is based on one Executive Band 2 (EB2) civil servant working full time on the strategy for a period of 8 weeks¹⁹. The strategy has now been completed and the final report was published on the Welsh Government website in June 2014. The cost of taking forward the actions in the Right to be Safe Strategy was met from the annual revenue budget of the Violence against Women and Domestic Abuse Team, Welsh Government.

Option 2 – Produce a Non Legislative National Strategy

91. There would be a cost to the Welsh Government in producing, publishing and implementing new National Strategies with regards to gender-based violence, domestic abuse and sexual violence.
92. The staff cost of producing a strategy is estimated as £10,700. This is based on the cost of producing the current strategy and assumes one EB2 Civil servant working full time on a National Strategy for a period of 8 weeks²⁰.
93. The Violence against Women, Domestic Abuse and Sexual Violence Advisory Group has already been established by the Welsh Government with a membership of key stakeholders. There are no direct costs associated with the running of the Group. The cost to the Welsh Government of providing secretariat support to the Board is estimated to be £1,250. This is based on

¹⁹Welsh Government staff costs presented in this RIA are based on the Central Services Operation Team's Pay Band Costs. Gross pay cost includes: salary; and employers national insurance and pension contributions.

²⁰*Ibid*

one Management Band 2 (MB2) spending 8 days a year supporting the Group. The Group's remit is to have oversight of the Welsh Government's strategy for tackling all forms of violence against women (which is the most prevalent form of gender-based violence), domestic abuse and sexual violence. The new draft Strategy would be submitted to the Group for consultation and consideration, followed by an open on-line consultation of 12 weeks. As the consultation would be on-line there would be no distribution or printing costs. The cost to the Welsh Government of analysing the consultation responses and any subsequent re-drafting is incorporated in the EB2 staff costs for producing the strategy outlined above.

94. The cost to the Welsh Government of taking forward a new strategy is estimated based on the work of one EB2 civil servant working full time (at a gross cost of £69,408 per annum) on the implementation and annual reporting of the strategy and other elements of the Act, plus one MB1 civil servant working full time (at a gross cost of £51,912) on the implementation of the strategy and other elements of the Act.
95. Therefore the administrative costs are estimated to total £121,320 per annum. This cost would be accommodated within existing Welsh Government Departmental programme budgets.
96. It is important to note however, the roles identified above will cover more than just the implementation of the Strategy. The posts will also be responsible for delivering other elements of this Act, such as, the development and publication of reports; providing guidance on and scrutinising Local Strategies (element B of the Act); the development, consultation and implementation of guidance (element C); engaging with the National Adviser (element D); and consultation with the relevant sectors on this work. However, as the majority of this work will also be part of the National Strategy these costs are difficult to separate out. An additional MB1 civil servant, working 35 weeks a year, will support the implementation of the strategy and the delivery of all other elements of the Act (at a cost of £34,941) This added to the cost identified above (£121,320) totals £156,261 per annum. This figures includes all implementation responsibilities and therefore the Welsh Government administrative costs are not identified separately for the other elements of the Act.
97. The cost of implementing a National Strategy would need to be considered at the time of development. As outlined above, the Welsh Government would undertake a public consultation prior to finalising a National Strategy.
98. The table summarises the estimated gross administrative costs for this option.

Table 1. Costs of Option 2 (and Option 3)

	2014-15	2015-16	2016-17	2017-18	Total
Welsh Government (£)					
Preparing a National Strategy		10,700 1250			11,950
Supporting implementation ¹		156,261	156,261	156,261	468,783
Total		168,211	156,261	156,261	480,733

¹ On going annual costs for the Welsh Government support includes the time to report on the national strategy.

Option 3 - Introduce an Assembly Bill to Address the Policy Objectives

99. The cost of developing and implementing a strategy is expected to remain the same regardless of whether it is statutory or non-statutory. The Welsh Government costs under this option are therefore as set out in Table 1.
100. Under this option, the Welsh Government will be required to publish a set of National Indicators against which to measure progress made towards achieving the objectives set out in the National Strategy. The current Programme for Government includes a number of indicators relating to gender-based violence, domestic abuse and sexual violence which are reviewed and updated on an annual basis. Associated costs in relation to developing, publishing or updating these indicators are incorporated within the staff costs set out under this option.

B. The Duty to Prepare and Report on Local Strategies

Option 1 – Do Nothing

101. There are no additional costs associated with this option. As noted above, a number of Local Authorities already include the issue of domestic abuse within their SIPs. Those which do not will not be required to do so under this option.

Option 2 - Use Existing Legislation to Implement Change

102. There will be a cost to Local Authorities and Local Health Boards under this option as they will be required to complete a Local Strategy on gender-based violence, domestic abuse and sexual violence.
103. The estimated staff costs for creating a Local Strategy will be approximately £8,300 per local area. This cost is split between the Local Authority and the Local Health Board and is estimated as 10% of the time of a Local Authority

Principal Officer at point 49 on the authority pay scale (£42,032 per annum)²¹ and 10% of a Band 7 time of a NHS employee at point 34 of the pay scale (£40,558 per annum)²². This equates to approximately £182,600 for Wales as a whole on the current basis of 22 Local Authorities in Wales.

104. As the publication requirements are already set out in the relevant existing legislation, this option does not impose any new publication requirements and therefore there are no additional costs.
105. Local Authorities should already be, and in this option would continue to, carry out this work as part of the production of their SIPs, which they all currently complete. Therefore the costs of preparation and publication should already be accommodated in their budgets.

Option 3 - Introduce an Assembly Bill to Address the Policy Objectives

106. As with option 2 there would be costs to Local Authorities and Local Health Boards as they would be required to complete a Local Strategy on gender-based violence, domestic abuse and sexual violence.
107. Also as with option 2, the estimated costs for creating a strategy are anticipated to be approximately £8,300 per Local Authority split between the Authority and Local Health Board (see option 2). The total cost across Wales is therefore estimated to be approximately £182,600 (every five years) on the current basis of 22 Local Authorities in Wales.
108. Each strategy should take account of the most recent needs assessment for the local area. These needs assessments are a requirement under section 14 of the Social Services and Well-being (Wales) Act 2014 and as such this does not represent an additional cost from this Act.
109. The Act does not impose how the strategies should be published. Local Authorities currently consult on and publish their SIPs on their website and it is anticipated they would take the same approach for these Local Strategies.
110. Each year, the Local Authority and Local Health Board will be required to produce a report setting out the progress made towards achieving the objectives set out in the Local Strategy. The estimated cost for a Local Authority and Local Health Board to produce this report is anticipated to be approximately £1,650 per annum. This is based on 2% of the time of a Local Authority Principal Officer at point 49 on the authority pay scale (£42,032 PA)²³ and 2% of a Band 7 time of a NHS employee at point 34 of the pay scale (£40,558 PA)²⁴. This represents an annual cost of £36,300 across the whole of Wales on the current basis of 22 Local Authorities in Wales.

²¹ From the National Joint Council Salary Scale 2013-2014

²² NHS Pay Scales

²³ From the National Joint Council Salary Scale 2013-2014

²⁴ NHS Pay Scales

111. Again, the Act does not impose how the reports should be published and so it is assumed Local Authorities will publish the report on their existing website.
112. Under this option, there would be a cost to the Welsh Government for producing guidance for Local Authorities and Local Health Boards on their strategies; in scrutinising the reports and strategies from them combined; and ensuring they are in line with the National Strategy and guidance set out by the Welsh Government. This function would fall to the existing resources within the Welsh Government as costed within the section on the preparation and reporting of the National Strategy (see summary Table 1 for the cost of these resources per annum).
113. The table summarises the estimated costs across Wales, excluding Welsh Government costs, for this option.

Table 2. Costs of Option 3.

	2014-15	2015-16	2016-17	2017-18	Total
Welsh Government¹ (£)					
N/A	0	0	0	0	0
Local Authorities & Local Health Boards (£)					
Preparing a Local Strategy			182,600		182,600
Reporting on the Local Strategy ²				36,300	36,300
Total (£)	0	0	182,600	36,300	218,900

¹ On going annual costs for the Welsh Government support are included with the time on the national strategy (see Table 1).

² On going annual cost to report on the local strategies.

Summary Table of Estimated Costs for the Options for the Duty to Prepare and Report on Local Strategies

Table 3. Summary Table for All Options

<u>Organisation Incurring Costs</u>	<u>Cost Type</u>	<u>Area of Cost</u>	<u>Cost (£)</u>
Option 1			
N/A	N/A	Total	0
Option 2			
Local Authority	Preparing a Local Strategy	Staff Costs	4,200
Local Health Board		Staff Costs	4,100
		Publication Costs	0
		Total (per LA & LHB)	8,300
		Total (across Wales)	182,600
Option 3			
Local Authority	Preparing a Local Strategy (initial)	Staff Costs	4,200
Local Health Board		Staff Costs	4,100
		Publication Costs	0
		Total (per LA & LHB)	8,300
		Total (across Wales)	182,600
Local Authority	Reporting on a Local Strategy (per annum)	Staff Costs	840
Local Health Board		Staff Costs	810
		Publication Costs	0
		Total (per LA & LHB)	1,650
		Total (across Wales)	36,300

C. Power to make Regulations under the Education Act 1996

Option 1 – Do nothing

114. As this option would not require the publication of information, there are no additional costs associated with this option.

Option 2 – Provide the Welsh Ministers with a Regulation making power to require Local Authorities to publish information on educational activity in their area

115. Whilst the exact content of the Regulations to be made under this provision is subject to consultation and subsequent consideration, there will be a cost to Local Authorities when regulations are made under this option as they will be required to publish information on the actions being taken to tackle these issues within their education functions, including schools. A further RIA will be undertaken when regulations are made. However, every effort will be made to limit the additional burden on Local Authorities by using existing data collection methods.

116. It is anticipated the annual report will be published alongside the annual report for the Local Strategy, the additional cost is therefore likely to be minimal.

Whilst the exact content of an annual report is yet to be determined, the cost of producing the annual report for the Local Strategy provides a comparable example of the potential costs. As the annual report covers a wider range of information, for illustrative purposes half the costs for a Local Authority of producing the annual report have been used. The estimated staff costs for the collation of the information and publication of the report will therefore be approximately £2,100 per local area. This cost is based on an estimate of 5% of the time of a Local Authority Principal Officer at point 49 on the authority pay scale (£42,032 per annum)²⁵. This equates to approximately £46,200 for Wales as a whole on the current basis of 22 Local Authorities in Wales.

117. As the publication requirements are already set out in the relevant existing legislation, this option does not impose any new publication requirements and therefore there are no additional costs.

Table 4. Summary Table for All Options

<u>Organisation Incurring Costs</u>	<u>Cost Type</u>	<u>Area of Cost</u>	<u>Cost (£)</u>
Option 1			
N/A	N/A	Total	0
Option 2			
Local Authority	Preparing an annual report	Staff Costs	2,100
		Publication Costs	0
		Total (per LA)	2,100
		Total (across Wales)	46,200

D. Power to Issue Statutory Guidance and the Duty to Follow Such Guidance

Option 1 – Do Nothing

118. As this option does not require the production of any guidance there are no costs associated with this option.

Option 2 - Use Non-statutory Guidance to Implement Change

119. The costs associated with this option are the cost of producing any guidance and the subsequent implementation costs. There are a number of potential aspects upon which the Welsh Government may wish to issue guidance to assist authorities in achieving the policy aims. Whilst certain examples of matters upon which guidance may be issued have been expressly referred to in the Bill, these are not exclusive and guidance in relation to further matters is likely to be required in the future. There are a number of key areas which were mentioned in the White Paper and upon which the Welsh Government has prepared example draft guidance. As such, the costs below are based on the example draft guidance. The costs associated with issuing guidance on either a statutory or non-statutory basis are assumed to be the same. This assumes full compliance with non-statutory guidance in order to provide a complete

²⁵ From the National Joint Council Salary Scale 2013-2014

picture of the potential costs. The Welsh Government would undertake a public consultation prior to issuing either non-statutory or statutory guidance.

National Training Framework

120. The National Training Framework on Violence against Women, Domestic Abuse and Sexual Violence will aim to create a consistent standard of care for those who experience gender-based violence, domestic abuse and sexual violence, and an unfailing standard of service throughout the Public Service to this client group.
121. The National Training Framework will be split into six levels, each aimed at a particular audience, aligned to the requirements of those who experience gender-based violence, domestic abuse and sexual violence, with an outline of the key competencies and knowledge required at each professional level.
122. There is an opportunity cost associated with requiring groups of employees to undertake training – namely, the time which might otherwise have been spent on other job related activities. For example, the opportunity cost of a nurse receiving training under the Ask and Act element of the framework is the time spent on the training which might otherwise have been spent with patients. The value of this time is assumed to be equal to the salary for the relevant employee(s).
123. Level 1 training will be aimed at all staff within the Public Service²⁶, with particular focus on those with public facing responsibilities. This will capture the widest audience and be delivered via an efficient method, such as eLearning, with a view to raising awareness of gender-based violence, domestic abuse and sexual violence, recognising it and knowing where to get help. This has required a one off spend for the Welsh Government of £40,560 to procure an eLearning package and supporting materials. This has also required an EB2 level's time to develop content and monitor this work. In subsequent years this time will also be required to promote and refine the package. It is expected the time required for promotion will decrease during subsequent financial years. The cost of the time of an EB2 is included in the full time resource identified and accounted for in Table 1 above. A further £15,000 has been forecast in financial year 2017-2018 to fund revision and an update of the package.
124. The eLearning package will take each learner no longer than forty five minutes to complete. Whilst not a direct financial outlay for the Public Sector, there is an opportunity cost associated with encouraging Public Sector workers in Wales to undertake this eLearning. Based on approximately

²⁶ Please note in the context of the National Training Framework the Public Service is defined based on an estimate of 'devolved public sector workers' in Wales – this includes the devolved civil service, local authorities, health, education authorities and WGSBs. Although not devolved, Police Authorities are included as they are partly funded by the Welsh Government. 'Devolved public sector workers' excludes non-devolved civil servants (such as those working for HMRC and the DVLA), military personnel and people employed by Public Corporations (such as S4C and Cardiff Bus etc.) in Wales.

284,000 Public Sector workers in Wales and an average opportunity cost of £7 per half-hour²⁷, this is estimated to be around £2,982,000 to cover completion by every member of the Public Service. This cost has been allocated across three years of delivery (£994,000 for each financial year 2015 -2016 to 2017-2018). A 10% annual staff turnover rate has been assumed for the Public Service which would suggest an estimated opportunity cost to the Public Service of £298,200 for completion of new staff per annum. This cost falls to the relevant Public Sector organisations.

125. Level 2 training will be aimed at professionals who are coming into frequent contact with potential victims (such as midwives), and will aim to equip them with the necessary skills and knowledge to fulfil their duty of recognising the signs and symptoms of gender-based violence, domestic abuse and sexual violence, 'asking' about it and 'acting' on the response. Whilst this training is also aimed at a very large audience it is proposed this training be classroom based for several reasons:
126. As an acknowledgement attitudinal change in relation to gender-based violence, domestic abuse and sexual violence is as important as skill development and this change is best achieved in a classroom environment.
127. As an acknowledgment the requirement to Ask and Act will be intimidating for many of the professionals involved in the work and to provide a learning environment where these fears can be explored and overcome.
128. To facilitate thorough explanation of the issue and to dispel the myths and judgments associated with gender-based violence, domestic abuse and sexual violence.
129. The detailed costs of provisions to support Ask and Act are outlined separately in the subsequent section and included in a separate table (see Table 6). As this section provides the full detail of how this guidance has been calculated, including a yearly breakdown of the estimated costs to the Welsh Government and opportunity costs to Public Services, they are not included in Table 5 below. However it is noted the estimated direct cost to the Welsh Government of this guidance over years 2014/2015 to 2017/2018 will be £346,000 (see table 6)
130. Level 3 training will apply to any professional who has a lead responsibility for their profession (e.g. safeguarding nurses, specialist midwives, specialist social workers, school safeguarding leads). Its aim is to provide enhanced training for those with a pivotal role in victim and child protection and to ensure these professionals are skilled not only in victim focussed work but in mitigating the impact on children, and managing and acknowledging the risk posed by the abuser - specifically where the professional is working with a family. It will also include those with a local champion role.

²⁷ Estimated using data from the Annual Survey of Hours and Earnings (ASHE) 2013.

131. The cost of level 3 training is estimated to require an initial financial outlay of £40,000 during 2015-2016 to procure a training package and to train appropriate members of the Regional Consortia in this advanced content at current market prices. The cost to cover required trainer time to deliver this training is estimated as £12,000 per annum, providing a total of £52,000. £52,000 has been allocated in 2016 -2017 and 2017- 2018 to accommodate calls within the public consultation to consider widening the professional groups who could gain access to this training.
132. The opportunity cost associated with the time required by those professions deemed relevant for this training is estimated to be £44,500 per year. As this is not an actual direct financial cost it is not proposed this would be met by the Welsh Government.
133. Level 4 includes specialist accredited qualifications for those professionals who will be responsible for the support, risk assessment and safety management of victims (e.g. Independent Domestic Violence Advisers (IDVA), Independent Sexual Violence Advisers (ISVA), Outreach workers, floating support workers, refuge workers). It will also draw together the currently ad hoc training courses offered across Wales in specialist subjects into a national, consistent plan which is accessible across Wales.
134. Forty eight training places have been funded during financial year 2014-2015 at a cost of £104,000 (see annex.1), to meet an unmet demand for training for Independent Domestic Violence Advisers working in Wales, despite an existing Home Office bursary.
135. Further conversations will be undertaken with the UK Government, following the General Election, to ascertain their future plans in relation to this bursary scheme. However, in the interim an allowance to cover the cost of specialist training at level 4 has been allocated within each financial year of delivery covered by this document. This figure varies around £65,000 per year and will be used for relevant specialist CPD activity per year. The vast majority of those who will access this training are employed within the charity sector. The opportunity cost of those professionals time is estimated to be around £70 per day and this is the basis for each annual approximation in Table 5.
136. There is a significant amount of training on subjects related to gender-based violence, domestic abuse and sexual violence on offer across Wales. Work is required to align these courses, standardise their content and ensure coverage across Wales. A project was commissioned in financial year 2014-2015 to begin this work and explore accreditation options at this level. The cost of this project was £14,875.
137. During the course of the Bill through the Assembly several training requirements arose. Training at level 4 for Local Health Boards and MARAC and "Honour" based violence for police was funded. The total spend on level 4 during financial year 2014-2015 is £176,515.

138. Level 5 provides a level of specialist managerial training, proposed for those who lead specialist organisations to ensure they support the specialist workforce in more robust ways, are better skilled at data monitoring and can work effectively and flexibly within changing commissioning environments. These posts would include community based service managers and refuge managers.
139. As a specialist training programme the intended reach of level 5 training is relatively small compared to its preceding levels. £39,445 has been spent in financial year 2014-2015 to train and accredit two specialist service managers per Local Authority, the opportunity cost for which is approximately £16,280. Demand for such training is high and as such, further funding will be allocated to additional delivery of this training in financial year 2015-2016 (£30,000). Further training is planned for subsequent years but this will depend on national demand and whether other training needs are identified for priority. An additional programme requirement of a proportion of an EB2 level's time will be required to monitor the outcome of the training, this cost has already been accounted for in the two full time programme resources identified in Table 1.
140. Level 6 will encompass a strategic engagement plan alongside a series of short films, entitled the "Strengthening Leadership Series" addressed at Public Service leadership to ensure they understand their responsibilities with regard to gender-based violence, domestic abuse and sexual violence as both a workforce and service user issue.
141. The strategic engagement plan will utilise Ministerial and senior official visits, speeches and presentations and the role of the National Adviser. The plan will use existing events, Boards, Groups and other opportunities to engage senior Public Service leadership and a specific conference for this audience, held during 2014-2015. A financial outlay of £6,000 is required for the Strengthening Leadership Series in 2014-2015. This will provide six short films, disseminated through the Welsh Government's You tube channel. The impact of these films will be assessed in Spring 2015 and should they prove successful, a further £6,000 annual outlay thereafter will support the creation of ongoing resource and support for this audience. Further support for this work will be provided by the two full time programme resources identified and accounted for in Table 1.
142. In total, delivery of the National Training Framework is estimated to have a direct financial cost of £1,100,873 over four years.²⁸ This will be met by the Welsh Government from DRC and programme budgets. There is also a total opportunity cost of £5,867,398 to the Public Sector in Wales. As this is not a direct financial cost, it is not proposed this will be met by the Welsh Government. An annual cost summary of the National Training Framework is provided at Table 5 (this does not include Ask and Act). A more detailed breakdown of the total cost is at Annex 1.

²⁸ Please note this summary includes the cost of delivery of the training for Ask and Act which is outlined as a separate cost later in the document. These costs are not duplicated.

Table 5. Summary of Costs of the National Training Framework (estimated)

NO ASK AND ACT	2014-2015	2015-2016	2016-2017	2017-2018	Total per training level
Direct costs to Welsh Government					
Level 1	40,560			15,000	55,560
Level 2	0				0
Level 3	0	52,000	52,000	52,000	156000
Level 4	176,515	67,000	65,000	67,000	375,515
Level 5	39,445	30,000	30,000	30,000	129,445
Level 6	6,000	6,000	6,000	6,000	30,000
Total per annum	262,520	155,000	153000	170,000	740,520
Opportunity costs					
Level 1		994,000	1,292,200	1,292,200	3,578,400
Level 2	0				0
Level 3	0	44,500	44,500	44,500	133,500
Level 4	45,024	22,512	87,100	89,780	244,416
Level 5	16,280	16,280	16,280	16,280	65,120
Level 6	0	0	0	0	0
Total per annum	61,304	1,077,292	1,440,080	1,442,760	4,021,436

¹ Costs for level 2 of the National Training Framework are not summarised here as they are summarised later in this document. See Table 5.

Ask and Act

143. The primary objective of Ask and Act is to encourage relevant professionals to “ask” potential victims about the possibility of gender-based violence, domestic abuse and sexual violence where such abuse is suspected and to “act” so suffering and harm as a result of the violence and abuse is prevented or reduced. This will be facilitated through guidance and accompanied by a training programme delivered through the National Training Framework. As such the costs of Ask and Act are two fold - the cost of producing the guidance and the costs of running the training programme.
144. The guidance will be developed through existing Welsh Government programme resource. Please note initial drafts of the guidance have been produced, and have already been costed in this RIA as part of the Welsh Government full time resource costs under the section on Preparing and Reporting on National Strategies (see summary Table 1 costs per annum).
145. The training will be delivered through a regional, dissemination model which utilises the expertise of the Public and Specialist Services in gender-based violence, domestic abuse and sexual violence, and the structures of particular professions. A training package, supporting materials and dissemination support, will be procured, the best estimate of this cost is approximately £25,000 (to provide tailored content for each section of the audience). The provider of this package will train a national training pool of approximately 160 trainers in 2015/16, at a cost of £71,000 to the Welsh Government. These trainers will be selected based on specific criteria and could work in the Public or Third Sector. Through Regional Training Consortia, supported and monitored within a Regional and National Leadership Infrastructure, overseen by the National Adviser and Welsh Government officials, training for the relevant professions will be delivered by these “trained trainers” on a regional basis, with the aim of training every relevant profession by 2020.
146. It is therefore estimated the regional dissemination of training will have an initial total one-off cost to the Welsh Government of £116,000. This reflects the current market costs for similar programmes and will cover the creation of the training package by an expert provider, the recruitment, training of the initial pool of 160 trainers (approximately £71,000 as outlined above), an independent evaluation to run alongside implementation (£25,000 per year for three years) and the opportunity cost of attendees.
147. Included in the total one off cost is the opportunity cost to Public and Third Sector organisations who nominate staff, associated with the time the 160 trainers spend away from their day-to-day activities. This one-off cost is estimated to be approximately £26,000.
148. Once trained, the 160 trainers will be expected to roll-out the regional model. The cost of delivering the training is estimated to be £121,600 per annum over the period 2015-16 to 2017-18. This cost is calculated based on the estimated time required by the trained trainers away from their regular job. As

they will be providing training provision, this is considered a direct cost and therefore it is intended this cost will be covered by the Welsh Government. Included in the cost is an evaluation of this programme, which will run for three years at a cost of £25,000 per annum between 2015 -2016 and 2017-2018.

149. There is also an opportunity cost associated with the time required for the relevant professions²⁹ to access training on Ask and Act. This is estimated to be £923,000 per annum and is based on a roll-out over 4 years (2015-16 to 2018-19), there being approximately 34,600 Public Service employees in relevant professions in Wales and an assumed average day rate of £80 per Public Service employee. This cost will fall to the relevant Public Sector organisations.
150. The benefits of the proposed Regional Dissemination Model are vast: it utilises the existing expertise which is held regionally and, with appropriate management, monitoring and leadership, creates a sustainable model through which levels of the National Training Framework can be delivered. There are cost-benefits of standardisation related to improved and integrated service models, systems, and knowledge dissemination which will have cost-savings overall. In order to achieve this sustainability investment in the Regional Consortia will be required beyond the initial outlay, during financial years 2014-2015 and 2015-2016. Through financial years 2016-2017, 2017-2018 and 2018 -2019 the centralised “train the trainer” (TTT) programme will continue and 50 new trainers will be trained per year, therefore sustaining the Regional Consortia and supporting staff turnover. This will be delivered at an estimated cost of £20,000 per annum which covers the cost of the procured central delivery. No delivery costs are assumed as the package procured in year 2 will be fit for purpose. As with the initial year of provision, there is an associated opportunity cost to Public and Third Sector organisations for the time required to train the 50 trainers. This is estimated to be approximately £8,000.
151. The aim of Ask and Act is to increase identification of those experiencing gender-based violence, domestic abuse and sexual violence and as such consideration will be given to the impact of this increased identification on specialist and Public Services. It is difficult to cost this increase at present, but Walby’s research on the costs of domestic violence suggest increased utilisation of Public Services in tackling these issues does increase the cost of services. However she also links the development of and increased utilisation of Public Services with a decrease in domestic violence, as a result of which, the costs for business and the wider society of domestic violence have declined.
152. The Welsh Government has commissioned several pieces of research to consider current, detailed local spend on specialist services, the reach and

²⁹ See Annex 3 – *Summary of the ‘Relevant Professionals’ as Highlighted in the RIA Costs for Ask and Act Guidance*. The list provided is not exhaustive and there may be additional roles which require training, based on local need.

purpose of such funding. This data will inform the Welsh Government's National Funding Strategy and will also inform the Regulatory Impact Assessment which will be undertaken before any statutory or non-statutory guidance on Ask and Act is issued for consultation. It is also expected the number of clients accessing specialist and Public Services, including the Criminal Justice System, will increase (although the Criminal Justice System will not be the chosen route of many who disclose).

153. A summary table of the cost of Ask and Act is provided below.³⁰

Table 6. Summary of costs of Ask and Act

	2014-15	2015-16	2016-17	2017-18	Total
Welsh Government (£)					
Guidance ¹	0	0	0	0	0
Initial training		116,000			116,000
Regional Model			102,000	102,000	204,000
Additional train the trainer (TTT)			20,000	20,000	40,000
Total	0	116,000	122,000	122,000	346,000
Public Services² (£)					
All Trainees			923,000	923,000	2,769,000
Total	0	0	923,000	923,000	2,769,000

¹On going annual costs for the Welsh Government support is included in the time to report on the national strategy (see Table 1).

²These costs represent the opportunity costs associated with staff receiving training and therefore not a direct outlay for Public Services.

Multi Agency Fora

154. The Multi Agency Fora guidance will formalise and standardise existing good practice and provide a structure on which additional fora, to assess low and medium risk, can be developed to meet local need.

155. The guidance will not recommend a single model of Multi Agency work. As stated above it will seek to formalise and standardise existing good practice to ensure consistency in terms of quality of service across Wales. All areas of Wales are already engaged in multi agency work (there is full National coverage of the Multi Agency Risk Assessment Conference (MARAC) model which addresses high risk individuals) and as such no additional cost burden should be incurred by the Public Service.

³⁰ Please note these costs are also the costs of delivering level 2 of the National Training Framework (as outlined in the subsequent section). These costs are not duplicated they are separated here for clarity of cost per piece of guidance. The total costs to produce the guidance are covered through the costs of creating the Multi Agency Fora guidance, monitoring thereafter and the costs of the National Training Framework.

- 156. An external expert in the development, implementation and quality assurance of multi agency fora for all levels of risk has been contracted to prepare this guidance. The cost of this contract was £8,400. This is a one-off cost to the Welsh Government.
- 157. Project Management and any supplementary work required will be provided from existing Welsh Government Programme resource. The costs of these are accounted for within the two full-time programme resources identified in Table 1 above, as they are difficult to separate out.
- 158. Ongoing monitoring of the outcomes of national Multi Agency Fora will be undertaken by the National Adviser.
- 159. A cost summary is provided below.

Table 7. Summary of Costs of Multi Agency Fora

<u>Activity</u>	<u>Cost (£)</u>
Development of guidance by external expert (one off)	8,400
Cost to Public Services	0
Total one off cost (2014-2015)	8,400

Commissioning guidance

- 160. The commissioning guidance will provide a comprehensive outline of the considerations to be made when procuring specialist service provision for gender-based violence, domestic abuse and sexual violence.
- 161. The guidance will be developed in partnership with a stakeholder Task and Finish group and will outline the Welsh Government requirements for a nationally consistent model of service delivery to those affected by gender-based violence domestic abuse and sexual violence.
- 162. The overarching objective of the guidance is to ensure consistent consideration of the prevention, protection and recovery needs of service users within a risk and needs led framework. It will outline the usefulness of pooled and joint funding, quality principles for delivery, a structure through which outcomes for work with those who have experienced gender-based violence, domestic abuse and sexual violence should be measured and the capacity requirements of service provision.
- 163. The development of such guidance will be provided from existing Welsh Government Programme resource. The costs of these are accounted for within the two full-time programme resources identified in Table 1 above.

Guidance on working with perpetrators

164. The guidance on working with perpetrators of domestic abuse within the relevant authorities will be developed in partnership with the National Probation Service Wales and subject to wider stakeholder scrutiny during development workshops.
165. The guidance will focus on the professionals within the relevant authorities who encounter and work with perpetrators of domestic abuse within their generalist roles and provide strategic, operational and frontline guidance for practice.
166. Such guidance is not intended to require relevant authority workers to provide specialist support or intervention to perpetrators of domestic abuse; its aim is to support this audience to incorporate simple practice variations into their work to better consider the risks a perpetrator may pose to family members and staff, to better respond to their support needs, to engage more effectively in multi agency practice and ultimately to hold perpetrators accountable for their abusive behaviour,
167. The development of such guidance will be provided from existing Welsh Government Programme resource. The costs of these are accounted for within the two full-time programme resources identified in Table 1 above.
168. In addition to the guidance, in preparing the National Strategy, consideration will need to be given to steps the Welsh Ministers could take in assisting the development of perpetrator programmes, including developing the evidence base. There will be a key role for the National Adviser in providing the necessary expert advice on the way forward. The Adviser will be able to consider how the National Strategy might progress this important area and, as a consequence, inform the preparation of Local Strategies.
169. Work is also underway outside of the Act to support such guidance. The Welsh Government is jointly funding, with National Probation Service Wales and Welsh Police Forces, a significant piece of research into the management of high risk and serial perpetrators of domestic abuse and sexual violence. The research will help inform future collaborative responses to perpetrators across the criminal and social justice sectors and, therefore, is widely anticipated. The research should be completed by December 2015. The Welsh Government is also working with the National Probation Service to develop a publicity campaign specifically targeting perpetrators and those agencies and organisations who work with them.

Option 3 - Introduce an Assembly Bill to Address the Policy Objectives

170. The costs associated with this option are the same as those outlined in option 2. As with option 2, there are a number of potential aspects upon which the Welsh Government may wish to issue statutory guidance to assist authorities in achieving the policy aims. Also as outlined, it is not clear at this stage the exact aspects upon which guidance would be issued to authorities. There are a number of key areas which were mentioned in the White Paper consultation and upon which the Welsh Government has prepared example draft guidance.

As such, the costs outlined in option 2, which also apply here, are based on that example draft guidance. The costs associated with issuing it on either a statutory or non-statutory basis are the same. The Welsh Government would undertake a public consultation, including a regulatory impact assessment, before issuing either non-statutory or statutory guidance. The administrative costs to the Welsh Government of analysing the consultation responses and associated with monitoring and reporting on the implementation of the guidance are included in the two full-time Welsh Government resources identified and accounted for in Table 1. Additionally, the monitoring of the use of the guidance by Local Authorities and Local Health Boards would be part of the role of the National Adviser who has been costed in the subsequent section at Table 10.

Summary Table of Estimated Costs for the Options for the Power to Issue Statutory Guidance and the Duty to Follow Such Guidance

Table 8. Summary of Costs for All Options

<u>Organisation Incurring Costs</u>	<u>Cost Type</u>	<u>Area of Cost</u>	<u>Cost (£)</u>
Option 1			
N/A	N/A	N/A	0
Option 2 and 3			
Welsh Government	National Training Framework	Total financial outlay over 4 years	1,100,873
Public Services		<i>Opportunity costs over 4 years (not a direct out lay)</i>	<i>6,763,422</i>
Welsh Government	Ask and Act Guidance	Total financial outlay over 4 years	346,000
Public Services		<i>Opportunity costs over 4 years (not a direct out lay)</i>	<i>2,769,000</i>
Welsh Government	Multi Agency Fora Guidance	Total Initial Cost	8,400
Public Services		<i>Total Cost</i>	<i>0</i>

E. Appointment of a National Adviser on Gender-based Violence, Domestic Abuse and Sexual Violence - Including the Functions, Plans and Reporting Arrangements.

Option 1 – Do Nothing

171. There are no additional costs associated with this option.

Option 2 – Appoint a Commissioner

172. The costs associated with establishing a Commissioner to consider the issues of gender-based violence, domestic abuse and sexual violence fall to the Welsh Government.

173. Recruitment costs under this option are expected to be approximately £11,000 due to the post coming within the remit of the Commissioner for Public Appointments. This includes the cost of advertising the position in the local and national press, appointing an Independent Assessor to oversee the process, establishing a selection panel, providing administrative support throughout the process and candidates expenses.
174. The Welsh Government will also incur on-going costs for the salaries of the Commissioner and their support staff and also office costs.
175. It will be for the Commissioner to determine the appropriate structure of their support team. However, given the scope of the work it is anticipated the Commissioner would require a team of no more than 10 people. The proposed UK Modern Slavery Commissioner is considered to be a reasonable comparator, the cost for this role and support staff is estimated to be between £300,000 and £500,000. On this basis, it is assumed the staff costs for a Commissioner would be £400,000 per annum.
176. The on-going office costs for the Commissioner option, include premises, training, ICT and Communications. At this stage, there is a degree of uncertainty surrounding what these costs might be. Table 8 presents an upper and lower estimate of the potential annual costs based on the published accounts for existing Welsh Government Commissioners and pro-rated to reflect the anticipated size of the support team. The total cost is expected to be between £585,000 and £630,000 per annum.

Table 9. Estimated annual office costs

	Lower (£)	Upper (£)
Premises	45,000	50,000
Office costs	40,000	50,000
Training	10,000	10,000
Audit	5,000	10,000
Communications	20,000	25,000
ICT Expenses	15,000	15,000
Work programme	35,000	50,000
Contingency	15,000	20,000
Total	185,000	230,000

Table 10. Summary of costs of Option 2

	2014-15	2015-16	2016-17	2017-18	Total
Welsh Government (£)					
Support and monitoring ¹	0	0	0	0	0
Recruitment of a Commissioner		11,000			11,000

Commissioner and staff salaries ²		400,000	400,000	400,000	1,200,000
Office costs		185,000 - 230,000	185,000 - 230,000	185,000 - 230,000	555,000-690,000
Total	0	596,000 – 641,000	585,000 – 630,000	585,000 – 630,000	1,766,000 – 1,901,000

¹On going annual costs for the Welsh Government support are included in the time on the national strategy (see Table 1).

² On going annual costs of a Commissioner post plus other office staff.

Option 3 - Introduce an Assembly Bill to appoint a National Adviser

177. The costs associated with the appointment of an independent National Adviser will fall to the Welsh Government. The costs mainly relate to the Adviser's salary but there will also be transitional costs associated with recruitment as with option 2.
178. Based on similar recruitment exercise undertaken previously under the public appointments process, the recruitment and appointment costs are estimated to be approximately £11,000. This includes the cost of advertising the position in the local and national press, appointing an Independent Chair to oversee the process, establishing a selection panel, providing administrative support throughout the process and candidates expenses.
179. The Welsh Government wish to attract candidates with the experience and expertise to provide informed advice to the Welsh Ministers so they are able to set the agenda and develop policy in these sectors. The National Adviser will need to work confidently with Ministers and senior officers across all Welsh Government departments. Therefore although not a civil service post, the role was assessed to determine a salary level, taking into account the demands of the role. Annual salary costs for the National Adviser will be accommodated through the Welsh Government's departmental programme budget, and set within the Executive Band 1 (Grade 6) of the Welsh Government pay scale, with an average annual salary of £58,000. When on-costs (including NI contributions, pension and IT costs) are included the cost increases to approximately £81,500 per annum. However the role would be located within a Welsh Government office, therefore no additional office facilities will be required, and the administration support will be provided by Welsh Government staff so no further resource would be required (this is the two full time programme resources identified in Table 1).
180. The remaining cost is expected to cover the travel and subsistence costs associated with the National Adviser's functions and duties.
181. The table summaries the estimated costs for appointing a National Adviser.

Table 11. Summary of costs of Option 3

	2014-15	2015-16	2016-17	2017-18	Total
Welsh Government (£)					
Support and monitoring	0	0	0	0	0
Recruitment of a National Adviser	0	11,000	0	0	11,000
National Adviser	0	54,000*	81,500	81,500	217,000
Total	0	65,000	81,500	81,500	228,000

¹On going annual costs for the Welsh Government support are included in the time on the national strategy (see Table 1).

² On going annual costs of a National Adviser post.

182. These estimated costs are based on a National Adviser working full time on the issues of gender-based violence, domestic abuse and sexual violence, so are the highest possible costs. It has not yet been determined if a part-time role is required and if so how often this would be.

Summary Costs for Legislation

183. The table below summarises the additional costs of legislating to achieve the policy aims to end gender-based violence, domestic abuse and sexual violence. The table considers the costs over the next four years as this is the time period specified for the National Training Framework, however some of these costs will be ongoing annual costs (as noted in the table). The costs have been taken from the rest of the Regulatory Impact Assessment.

Table 12 Summary of the additional costs of the legislation

	2014-15	2015-16	2016-17	2017-18	Total
Welsh Government (£)					
Preparing a National Strategy		11,950			11,950
Supporting implementation ¹		168,211	156,261	156,261	480,733
National Training Framework	262,520	155,229	153,229	170,229	741,207
Ask & Act		116,490	122,000	122,000	360,490
Multi-agency Fora Guidance	8,400				8,400
Recruitment of a National Adviser		11,000			11,000
National Adviser ²		54,000	81,500	81,500	217,000
Total (£)	270,920	516,880	512,990	529,990	1,830,780
Local Authorities & Local Health Boards (£)					
Preparing a Local Strategy			182,600		182,600
Reporting on the Local Strategy ³				36,300	36,300
Total (£)	0	0	182,600	36,300	218,900
Public & Third Sector (opportunity costs)⁴ (£)					
National Training Framework	61,304	1,077,288	1,482,956	1,462,856	4,084,404
Ask & Act			923,000	923,000	1,846,000
Total (£)	61,304	1,077,288	2,405,956	2,385,856	5,930,404

¹ On going annual costs for the Welsh Government support are included in the time on the national strategy (see Table 1).

² On going annual costs of a National Adviser post.

³ On going annual cost to report on the Local Strategies.

⁴ These costs represent the opportunity costs associated with staff receiving training and may include the Welsh Government, Local Authorities and Local Health Boards

Benefits

184. The policies considered in this RIA relate to the provision of information and ensuring appropriate leadership and strategies are in place to seek to end gender-based violence, domestic abuse and sexual violence. It has not been possible to determine the potential impact of the proposals on the number of incidents of gender-based violence, domestic abuse and sexual violence in Wales and consequently, it has not been possible to place a value on the benefits associated with the proposals. For this reason, any decision must be based upon more general considerations.
185. Such considerations include the possibility the absence of a statutory basis would increase the likelihood some organisations would fail to adopt best practice strategies in this area. This could have severely adverse consequences, but the nature of this possibility is such it is not feasible to assign a quantitative probability to it on the basis of objective evidence. Wider experience, however, suggests that across policy areas the chances of Public Bodies failing to adopt best practice are far from negligible. Given the relatively low costs and potential seriousness of the adverse consequences in the present case, a decision to proceed on a statutory basis is defensible in this context.

A. The Duty to Prepare and Report on National Strategies

Option 1 – Do Nothing/ Keep using Existing Strategies

186. As highlighted in the costs section above, this option would not incur further resources in terms of time and costs to the Welsh Government or Local Authorities and Local Health Boards. However it would not achieve the policy aim to promote National leadership, accountability and coherence at the National level for the issues regarding gender-based violence, domestic abuse and sexual violence.
187. The Welsh Government has produced strategies concerning violence against women (which is the most prevalent form of gender-based violence) and domestic abuse since 2005. The latest being the ‘Right to be Safe Strategy’ published in 2010 and reported on annually³¹. The ‘Right to be Safe Strategy’ is due to be completed in 2014 and so there would be no overarching National Strategy in place if this option was taken forward. However there is still a need for strong National leadership and a clear strategic direction to be provided, as well as reflecting new policy and evidence in these areas.

³¹<http://wales.gov.uk/topics/people-and-communities/safety/domestic-abuse/publications/besafe/?lang=en>

Option 2 – Publish a Non Legislative Strategy

188. As highlighted in option 1, the Welsh Government currently has non-legislative strategies concerning violence against women and domestic abuse in place, including the ‘Right to be Safe Strategy’ published in 2010, therefore there are no new benefits of this option except in removing the need and cost of producing new legislation.
189. A new, updated, National Strategy of this type could include further aspects which may not have been covered by existing strategies, such as female genital mutilation (FGM) and forced marriage, and could include delivery of the policy aims, and provide assistance in the successful development and implementation of Local Strategies. However, this option would not provide as strong a demonstration of the continuing commitment and leadership of the Welsh Government to tackling these issues. A non legislative solution would not enshrine the commitment to have a National Strategy in statute. Additionally, a non legislative solution for a National Strategy could be perceived as being inconsistent with a legislative solution at a local level. This in turn could result in a National Strategy not being viewed as setting the direction for Local Strategies.

Option 3 - Introduce an Assembly Bill to Address the Policy Objectives

190. A legislative requirement to have a National Strategy provides a strong demonstration of the leadership and commitment of the Welsh Government to tackling gender-based violence, domestic abuse and sexual violence for this and future Governments. Such a National Strategy would provide clear strategic direction at the highest level and would assist in the successful development and implementation of Local Strategies.
191. As with option 2, a National Strategy could also seek to ensure Local Strategies were informed and supported by the National approach to addressing gender-based violence, domestic abuse and sexual violence. The benefit of this option is if both are statutory requirements, both would be working to a common purpose set within the legislation, which would provide a more coherent approach. This would assist in achieving the policy aim of ensuring consistent consideration of prevention, protective and supportive mechanisms on the delivery of services.
192. The benefit of strong leadership was evidenced in the 10,000 Safer Lives Report³². The Report noted where domestic abuse was a strategic issue for the Local Service Board it had led to effective changes across Public Sector services.

³² 10,000 Safer Lives Project – Improving the way the public services respond to prevent instances of Domestic Abuse, Welsh Government, April 2012.

Preferred option

193. The preferred option is option 3 - Introduce an Assembly Bill to Address the Policy Objectives
194. This option will assist in achieving the policy objectives as well as raising the profile of gender-based violence, domestic abuse and sexual violence in Wales. At a strategic level it will provide strong strategic direction, promoting consistency and best practice in the way in which these issues are tackled across Wales.

B. The Duty to Prepare, Publish and Report on Local Strategies

Option 1 – Do Nothing

195. This option has no new benefits as it will not change how Local Authorities and Local Health Boards currently consider and tackle issues concerning gender-based violence, domestic abuse and sexual violence.
196. The strength of the current approach is there are a wide range of innovative services and support which reflect local priorities. However, without clear strategic oversight this can result in best practice not being shared and a lack of consistency and varying standards of service provision. As highlighted in Chapter 7, SIPs are currently the main strategic planning document for a Local Authority, and would therefore, under existing legislation, be the place to contain any strategies they currently have with regards to gender-based violence, domestic abuse and sexual violence. As there is not currently a statutory requirement to have such a strategy, this can result in less than satisfactory consideration of these issues at the strategic planning stage.
197. This option would fail to provide a clear focus on gender-based violence, domestic abuse and sexual violence at the strategic level, to ensure consideration of the issues in the delivery of services. It would not therefore achieve the overarching policy aim of improving the public sector response in Wales to gender-based violence, domestic abuse and sexual violence.

Option 2 - Use Existing Legislation to Implement Change

198. There are currently numerous statutory duties on Local Authorities regarding the development of plans and strategies. The Welsh Ministers have issued guidance (Shared Purpose – Shared Delivery (Chapters 2, 3, 5 and Annex A)) in respect of the formulation of plans and arrangements, monitoring and review of implementation, and the legislative requirements of existing statutory planning duties³³. The benefit of this option is by issuing regulations under existing legislation to specify the consideration of gender-based violence,

³³ The guidance is issued under s45 of the Local Government (Wales) Measure 2009, s40(7)(b) of the National Health Service (Wales) Act 2006, s25(8) of the Children Act 2004 and s12 of the Children and Families (Wales) Measure 2010.

domestic abuse and sexual violence, it could be easily incorporated into the existing route which provides for the preparation of those strategies.

199. However, this option involves the use of regulations under a number of existing Acts, as none of the Acts alone would fully provide for the policy aims sought. Such a piecemeal approach is unlikely to achieve the policy objective of providing a particular strategic focus on these issues, which could get lost in the wider legislative requirements of these existing Acts.
200. This option also fails to demonstrate the importance the Welsh Government places on tackling gender-based violence, domestic abuse and sexual violence at both a National and Local level.

Option 3 - Introduce an Assembly Bill to Address the Policy Objectives

201. The benefit of a specific duty on Local Authorities and Local Health Boards to have a Local Strategy for tackling gender-based violence, domestic abuse and sexual violence is it ensures consideration of them as part of the strategic planning process. This will ensure leadership and accountability for tackling the issues at a local level. This will in turn raise the profile of the issue across the Public Sector by ensuring mechanisms are in place to promote consideration of the issues in the delivery of services, which in turn should lead to earlier intervention. A further benefit of a statutory requirement is providing a consistent purpose for the strategies to work towards, related to prevention, protection and support.
202. As previously highlighted, the current situation with regards to Local Authority Strategies is they are published as part of their SIPs and supporting needs analyses (see Chapter 7). However these do not always address the issues of gender-based violence, domestic abuse and sexual violence as there is no specific statutory requirement to do so, which can result in less than satisfactory consideration of these issues at the strategic planning stage and insufficient targeting of services as a result.
203. Most of the published needs analyses have some consideration of reported incidents of gender-based violence, domestic abuse and sexual violence (and, within this, most consideration is confined to domestic abuse). However, this is not done in a consistent manner with differing data sets being used by different authorities (some use police data, some use referrals to service providers etc.). The recent plans have shown consideration of the issue in the needs analysis does not always result in inclusion in the resulting plan, even where an increase in incidents is identified.
204. The benefit of this option and the aim of placing a statutory duty on Local Authorities and Local Health Boards (jointly) will specifically address this gap by ensuring together they consider gender-based violence, domestic abuse and sexual violence as part of the strategic planning process.

205. Evidence presented in the Welsh Government's 10,000 Safer Lives Report³⁴ demonstrated the importance of strategic direction and leadership in tackling these issues. The Report noted where domestic abuse was a strategic issue for the Local Service Board it had led to effective changes across Public Sector Services. Successful approaches to tackling gender-based violence, domestic abuse and sexual violence are associated with multi-agency responses, ensuring the services and expertise of partner agencies are built into the development of effective Local Strategies.

Preferred Option

206. The preferred option is option 3 - Introduce an Assembly Bill to Address the Policy Objectives.
207. This option would satisfy the policy aims by ensuring Local Authorities and Local Health Boards have a strategic focus on gender-based violence, domestic abuse and sexual violence in their local area, and raise the profile of issues across Wales.

C. Power to make Regulations under the Education Act 1996

Option 1 – Do nothing

208. This option will not achieve the policy aim to improve arrangements for the prevention of gender-based violence, domestic abuse and sexual violence in Wales.

Option 2 – Provide the Welsh Ministers with a Regulation making power to require Local Authorities to publish information on educational activity in their area

209. This option involves amending the Education Act 1996 to enable the Welsh Ministers to make regulations to require Local Authorities to publish information on how they are addressing these issues within their education functions, including schools. This option will therefore provide the Welsh Ministers and the National Adviser with a comprehensive picture of the interventions in place across Wales and the evidence on which to base future requirements.
210. The benefit of this option is that it will provide a robust evidence base to ensure Local Authorities are held to account for the actions being undertaken in their area, which will help inform the development and improvement of Local Strategies and practice.

³⁴ 10,000 Safer Lives Project – Improving the way the public services respond to prevent instances of Domestic Abuse, Welsh Government, April 2012.

D. Power to Issue Statutory Guidance and the Duty to Follow Such Guidance

Option 1 – Do Nothing

211. This option will not achieve the policy aim to improve the consistency, quality and join up of service provision in Wales.

Option 2 - Use Non-statutory Guidance to Implement Change

212. This option proposes the publication of non-statutory guidance to Local Authorities, Local Health Boards, Fire and Rescue Authorities and NHS Trusts on gender-based violence, domestic abuse and sexual violence.

213. The use of non-statutory guidance would not provide a requirement on the relevant authorities to follow the guidance and therefore, they could choose not to follow the guidance. As such, the specific benefits identified from having a consistent guidance on the specific aspects outlined below might not be achieved.

214. As outlined in cost section, it is not clear at this stage the exact aspects upon which guidance would be issued to authorities. There are a number of key areas which were mentioned in the White Paper consultation and upon which the Welsh Government has prepared example draft guidance. As such, the benefits below are based on that example draft guidance. The Welsh Government must consult such persons as they consider appropriate before issuing guidance under the Act.

215. The benefits of introducing the guidance proposed in the cost section are as follows.

National Training Framework Guidance

216. The National Training Framework is being developed to support a consistent approach to training, on gender-based violence, domestic abuse and sexual violence, across Wales. The benefits of the proposed regional dissemination model are vast, it utilises the existing expertise which is held regionally and, with appropriate management, monitoring and leadership creates a sustainable model through which levels of the National Training Framework can be delivered.

217. The benefits of introducing the National Training Framework are:

- to create a consistent and unflinching standard of care throughout the Welsh Public Service to those who experience gender-based violence, domestic abuse and sexual violence through a nationally standardised training and competency framework and in doing so;
- consolidate a variety of training programmes (ranging from basic awareness raising across the entire Public Service workforce to specific

role related training and strategic leadership engagement) into a single, centrally managed, funded resource.

Ask and Act

218. The primary objective of Ask and Act is to require relevant professionals to “ask” potential victims about the possibility of gender-based violence, domestic abuse and sexual violence in certain circumstances and to “act” so suffering and harm as a result of the violence and abuse is reduced.
219. The Welsh Public Service has a vital role to play in supporting disclosures by clients and strengthening the services they receive. A more consistent approach to identifying victims, assessing risk and referring appropriately is required across Wales.
220. Currently Public Services in Wales do not adhere to routine or consistent protocols to better identify gender-based violence, domestic abuse and sexual violence, respond appropriately to the risks those who experience them face, the health impact, the experience of their children or to refer to specialist support. As such victims of these issues are often not identified and are missing out on vital services available to them through the Welsh Public Service and specialist sector.
221. Asking patients about abuse in some specialised health care settings is considered good practice by professionals in those fields³⁵. The National Institute of Health and Care Excellence (NICE) and the World Health Organisation³⁶ recommend a system of targeted (or clinical) enquiry across Health and Social Care to better identify and therefore respond to domestic violence and abuse.
222. Providing guidance to support such an approach would therefore lead to:
- increased confidence on the part of professionals to identify and deal appropriately with cases of gender-based violence, domestic abuse and sexual violence, as well as identifying other complex needs such as mental health and substance misuse;
 - lead to increased referrals and interventions for those identified which provide specialist support based on the risk and need of the client;
 - ultimately to pro-active engagement, across the Welsh Public Service, with those who are vulnerable and hidden, at the earliest opportunity, rather than only reactive engagement at the point of crisis; and
 - the creation of a culture across the Welsh Public Service where the experience of gender-based violence, domestic abuse and sexual violence

³⁵ NICE (2014)

³⁶ *World Health Organisation guidelines on responding to intimate partner violence and sexual violence against women*

is an accepted area of business and where disclosure is supported, accepted and facilitated.

223. As identified in the costs section, an increase in referrals and interventions may lead to an increased demand and therefore cost to Public Services. However this increased cost is far outweighed by the decrease in the cost of lost economic output and the decrease in the human and emotional costs of the issues.³⁷ The development and increased utilisation of Public Services has also been credited (in part) with contributing to a decrease in the amount of domestic violence.
224. Previous research would indicate improved work within the Public Service should provide a reduction in the total cost of domestic violence over a relatively short period of time which will outweigh the costs of increased disclosures. Walby's³⁸ 2009 update (from 2004 research) showed the total cost of domestic violence had fallen by £23 billion to around £16 billion per year and this decrease had been partly achieved by the development and increased utilisation of Public Services. She concluded investment in Public Services to reduce domestic violence is cost effective.

Multi-Agency Fora guidance

225. Those who experience gender-based violence, domestic abuse and sexual violence, often have multiple, competing needs which require a series of interventions across a spectrum of services.
226. There are already examples of Multi Agency Fora which have a solid evidence base and are operating well. However these Fora are not always consistently attended by all relevant members of the Public Service, nor are they always in receipt of referrals from these services. The guidance will outline how Public Services should collaborate within Multi Agency Fora to:
- increase the safety of those affected by gender-based violence, domestic abuse and sexual violence;
 - increase the safety of children who live with gender-based violence, domestic abuse and sexual violence;
 - hold perpetrators accountable for their actions; and
 - create effective prevention strategies.
227. A strong multi agency response to those experiencing gender-based violence, domestic abuse and sexual violence is evidenced to improve victims' safety, a number of agencies need to be involved and the number of interventions offered to each client directly relate to their safety following intervention³⁹.

³⁷ It is also likely this decrease is an under-estimate as it refers only to domestic violence and not other forms of gender-based violence such as sexual violence, Forced Marriage or Female Genital Mutilation.

³⁸ Walby, S., *The Cost of Domestic Violence: Up-date 2009*.

³⁹ Howarth, E, et al., A, *Safety in Numbers: A Multi-Site Evaluation of Independent Domestic Violence Advisor Services*, November 2009.

<http://www.caada.org.uk/policy/research-and-evaluation.html>

228. Essentially evidence shows the more services and interventions co-ordinated on behalf of the victim, the more likely they are to experience cessation of the abuse.⁴⁰ It is also true to say that victims need not just specialist services, but a 'model of continuing safety' to address the many needs which develop over a period of abuse.⁴¹ Only a small number of victims report to the police and a smaller percentage again proceed through the Criminal Justice System. Whilst a co-ordinated community response ensures the Criminal Justice System serves the needs of all victims who access it, it also acknowledges it is just one aspect of a fully functioning coordinated approach. Health, Children's Services, Safeguarding Vulnerable Adults Services, Education and Housing, in addition to a plethora of voluntary agencies who often provide specialist support in this area, are crucial in achieving an effective response to gender-based violence, domestic abuse and sexual violence.
229. The benefits of introducing guidance on Multi-Agency Fora are:
- the formalisation of the long established understanding that a co-ordinated, multiple agency response is the only way to effectively address the risks and needs of those experiencing gender-based violence, domestic abuse and sexual violence⁴²; and
 - to support a process which is well evidenced as an effective means of addressing gender-based violence, domestic abuse and sexual violence, improving the safety and well-being outcomes of victims, contributing to a cessation of abuse and which has proven cost benefit.⁴³

Option 3 - Introduce an Assembly Bill to Address the Policy Objectives

230. This option proposes making provision in the Act for statutory guidance to Local Authorities, Local Health Boards, Fire and Rescue Authorities and NHS Trusts on gender-based violence, domestic abuse and sexual violence.
231. It is considered this is the most appropriate mechanism identified which would provide for guidance on aspects such as awareness raising through public education, Ask and Act, training for staff, multi-agency collaboration and sharing of information.
232. As outlined previously, it is not clear at this stage the exact aspects upon which guidance would be issued to authorities. There are a number of key areas which were mentioned in the White Paper and upon which the Welsh

Information was gained from IDVAs in 7 services in urban, suburban and rural locations. Information was gathered from 2567 victims at the point of referral and from 1247 at the close of the casework or after 4 months, whichever came first.

⁴⁰ *Ibid*

⁴¹ *Ibid*

⁴² *Coordinated Community Response Model Online Toolkit: <http://www.ccrm.org.uk/>*

⁴³ *A Place of Greater Safety - CAADA (2012) Existing high risk services across the UK cost £70M to run and for every £1 spent, £2.90 is saved*

Government has prepared example draft guidance. The specific benefits related to the example draft guidance outlined in option 2 above also apply to this option. The Welsh Government would undertake a public consultation before issuing either non statutory or statutory guidance.

233. As well as the benefits outlined in option 2, the additional benefit of this option is the relevant authorities would be under a duty to follow the guidance. The only way in which an authority could depart from the guidance was if they identified an alternative way of doing so. In such circumstances the authority would need to publish details of the alternative approach. In the event the Welsh Ministers were unconvinced of this approach, this option provides a reserve power of direction for the Welsh Ministers to require authorities to follow the guidance. This therefore provides significant weight to any guidance issued under this option.
234. Such guidance will require the implementation of best practice and will assist in the promotion of consistency and high quality standards across Wales.

Preferred Option

235. The preferred option is option 3 - Introduce an Assembly Bill to Address the Policy Objectives
236. This option would contribute to the achievement of the policy objectives by providing consistency and ensuring the implementation of best practice in the way in which these issues are tackled across Wales.

E. Appointment of a National Adviser - Including the Functions, Plans and Reporting Arrangements.

Option 1 – Do Nothing

237. There are no additional benefits associated with option.

Option 2 - Appoint a Commissioner

238. There was widespread support from stakeholders in response to the White Paper both through written responses and accompanying consultation events for the Welsh Government to take action to address leadership gaps at both a National and Local level. A small number of stakeholders made the case for a 'Champion' or 'Commissioner' who could ensure all services and agencies were performing to a quality standard. Twenty five respondents, out of the 124 who directly answered the question, called for the creation of a Commissioner.
239. One of the benefits of such a role, suggested by stakeholders, was it could help gender-based violence, domestic abuse and sexual violence become a priority across the Public Sector. The role could also be key in providing an expert perspective to assist in the development and implementation of a

National Strategy by the Welsh Government. However, these elements can be incorporated within the proposed National Adviser role.

240. However the establishment of a Commissioner with the oversight powers envisaged by some respondents to the consultation would require the establishment of an independent Commissioner's Office. As no current structures exist to support such an Office, this would require the creation of an entirely new entity, with the requisite support staff. The cost of establishing such an entity is prohibitively high and disproportionate to the policy aims sought. In view of the focused remit of the post, comparable models, such as the Children's Commissioner in England, cost in excess of £1.4m a year. The estimated annual costs for the Modern Slavery Commissioner, their support staff and activities would be between £300,000 and £500,000.
241. In addition to the prohibitive costs, the policy rationale for such a role is to strengthen strategic leadership and accountability. In order to support the National and Local Strategies, close working relationships will be required with the Welsh Government. An entirely independent role is not therefore required to fulfil the policy objectives. There is no requirement for the role to fulfil other functions proposed by consultation respondents, for example to consider and represent individual cases, as this does not provide the strategic oversight required. It also impinges on other existing roles, such as the Public Service Ombudsman for Wales.

Option 3 - Introduce an Assembly Bill to Appoint a National Adviser

242. The White Paper consultation proposed the creation of an 'Independent Ministerial Adviser'. This was proposed as a stand alone post, without staff or offices, working directly to the Welsh Ministers.
243. Respondents welcomed the proposal for the creation of a National Adviser post, with 95 (of the 124 who directly answered the question) agreeing with the creation and proposed functions of the role.
244. As with option 2, the main benefits of the appointment of a leadership role such as a National Adviser are:
- to encourage all services and agencies to perform to a quality standard, encouraging the coordination of services, performance monitoring, information sharing and data collection;
 - to provide an expert perspective to assist in the development and implementation of the National Strategy. The expertise of the National Adviser would be vital in advocating for the promotion of the objectives set in the National Strategy across Welsh Government. This is intended to ensure the experience and expertise is brought to bear across the Welsh Government and so help the development of more coherent and consistent policy and decision-making;

- to provide a focus to ensure tackling gender-based violence, domestic abuse and sexual violence is a priority across the Public Sector;
 - to address the issues of strategic incoherence, inconsistency of approach and lack of leadership at both a Local and a National level in Wales (which were identified in the Task and Finish Group Report and acknowledged in the White Paper);
 - to encourage and share good practice in the treatment of tackling gender-based violence, domestic abuse and sexual violence.
245. In addition, appointing the Adviser via an Assembly Act allows for more specific statutory functions to be added to the role to ensure they fulfil all the aims of the policy. For example the role would support the Welsh Ministers in raising awareness of the issues associated with tackling gender-based violence, domestic abuse and sexual violence.
246. The Adviser would be under a duty to report to the Welsh Ministers on a frequent basis as determined to keep the Welsh Ministers up to date on the issues in this area. The post holder could report directly to Ministers on progress achieved in pursuing the purpose of the Act – to improve arrangements for preventing gender-based violence, domestic abuse and sexual violence and protecting victims of such abuse and violence and the support of all persons affected by such abuse and violence.
247. Finally the creation of a statutory advisory role, which is appointed by the Welsh Ministers, is needed to ensure ownership of this issue at a strategic level. Tackling issues regarding gender-based violence, domestic abuse and sexual violence is a complex issue with various agencies involved, yet at present no agency has lead responsibility for this in Wales.
248. The benefits of such a leadership role were outlined in both the 10,000 Safer Lives Report⁴⁴ and the Robinson⁴⁵ report, which recognised a leadership gap in relation to domestic abuse and wider issues of violence against women (the most prevalent form of gender-based violence) and sexual violence in Wales. As Robinson et al. concluded:

“Leadership is sorely needed because there is evidence of good practice but no one at senior level to take responsibility for embedding this across Wales. Leadership is required because many of the issues are sensitive, disturbing and ‘below the radar’ of both frontline professionals and most citizens. Leadership is essential for translating policies and strategies into the sorts of services which will make a difference on the ground, through effective planning, supporting and resourcing frontline professionals. Finally, leadership is required because the Welsh Government’s commitment in this area, as

⁴⁴ Welsh Government, *10,000 Safer Lives Project: Final Report* (April, 2012)

⁴⁵ Robinson, A., Brisbane, J., Farrar, J., Hardy, P., Jones, B., Pickles, J., and Shepherd, J., *The Welsh Government’s Proposed ‘Ending Violence against Women and Domestic Abuse (Wales) Bill: Recommendations from the Task and Finish Group* (24 August, 2012)

indicated by this legislative initiative, must lead to an effective and sustainable programme of change.”

Preferred Option

249. The preferred option is option 3 - Introduce an Assembly Bill to Appoint a National Adviser.
250. The creation of a statutory advisory role, which is appointed by the Welsh Ministers, is needed to ensure ownership of the issue at a strategic level. The role would also seek to improve joint-working operationally, both within and across government departments and the identified regional structures.
251. Given the cross-cutting nature of the policy area, enshrining the role in statute was considered to best fulfil the key policy objective of ensuring these issues are core business across the Public Sector. This would be achieved as legislation would place a duty on the Welsh Ministers to appoint such an Adviser. The Adviser would assist the Welsh Ministers in the development of any policy which impacted on these issues.
252. In addition, enshrining the role in statute provides the credibility and authority required for the Adviser to work with Local Authorities, Local Health Boards and other key stakeholders in ensuring the effective implementation of the remaining duties in the Act. Legislating to create such a post will future proof the role and so recognise the need for long-term policy commitment and planning in addressing these issues.

Summary

Overall Preferred Option

253. Introducing an Assembly Bill to Provide for the policy aims.
254. The overarching objective of the Act is to improve the Public Sector response in Wales to gender-based violence, domestic abuse and sexual violence. It is intended to provide a strategic focus on these issues and ensure consistent consideration of preventive, protective and supportive mechanisms in the delivery of services.
255. Gender-based violence, domestic abuse and sexual violence remain hidden issues, the true extent of which has for too long been under the radar of public awareness. In addition to the benefits as stated for option 3 of each of the main policy aims, the overall benefit is a Act will set out in one place for the first time the Welsh Government’s legislative framework for addressing the issues of gender-based violence, domestic abuse and sexual violence in Wales in terms of prevention, protection and providing support for victims. It also provides the legislative strength to ensure these areas do not go unnoticed in the future.

256. Finally, in terms of cost and benefits, as highlighted in Part 1 of this Explanatory Memorandum, the devastating consequences for the individual and family of domestic violence was quantified by Sylvia Walby⁴⁶. Population-based estimates applied to the Walby report suggest domestic violence costs Wales £303.5m annually – £202.6m in service costs and £100.9m to lost economic output. These figures do not include any element of human and emotional costs, which the research estimates costs Wales an additional £522.9m⁴⁷. This provides a total figure of £826.4m. These figures do not include other forms of gender-based violence and sexual violence which also produce significant human, emotional and financial costs to society. Based on the substantial financial costs of domestic abuse to the economy, Walby argues the additional investment in Public Services to reduce domestic violence to be cost effective.
257. The estimated additional costs of this Act are between £1.1 million and £2 million per annum during the next four financial years (2015-16 to 2018-19). These costs need to be set in the context of the estimated annual cost of domestic abuse in Wales (identified above). Whilst it has not been possible to quantify the benefits associated with these proposals, it follows there would only need to be a relatively small impact on the number and/or severity of gender-based violence, domestic abuse or sexual violence incidents for the benefits of the proposals to outweigh the additional costs.

⁴⁶ Walby, S., *The Cost of Domestic Violence: Up-date 2009*.

⁴⁷ See paragraph 11.

9. Post implementation review

258. The Welsh Government's principal policy aim in this area is to reduce the rate of gender-based violence, domestic abuse and sexual violence. The Act supports this aim by seeking an improved Public Sector response to gender-based violence, domestic abuse and sexual violence. The main aims of the Act are to improve arrangements to:
- i) promote awareness of, and to prevent, protect and support victims of gender-based violence, domestic abuse and sexual violence;
 - ii) strengthen the strategic leadership and accountability for gender-based violence, domestic abuse and sexual violence; and
 - iii) improve the consistency, quality and join-up of service provision in Wales.
259. In the National Strategy we will monitor progress via a set of National Indicators.
260. In line with the arrangements for monitoring the 10,000 Safer Lives project, a range of measures for monitoring progress against this policy will be identified. These can be broken down into 2 main sets:
- **Population indicators** which help to quantify the achievement of an outcome and provide context, and can be characterised by common agreement and ownership. It is recognised no single organisation can be held to account in delivering an outcome such as "people are safe and feel safe". It is therefore unlikely we can expect there to be a discernable change in population indicators which can be directly attributed to Welsh Government-led or funded initiatives, particularly in the short term. However, the Welsh Government and the partners it funds all have a part to play and this activity may have an effect on the trend of a population indicator, along with many other organisations and factors.
 - **Performance measures** as a measure of how much is done, how well a programme, agency or service system works and, crucially, whether anyone is better off as a result. This approach enables us to hold partners to account for what they have agreed to deliver in terms of individual policies, services and programmes making a difference to their client population.
261. It is recognised an assessment of the policy is challenging. For the most part quantified outcomes are likely to be difficult to discern in the absence of a counterfactual (an estimation of what would have happened in the absence of the various interventions). However implementation can be evaluated through process evaluations. This type of evaluation aims to understand the process of how policy has been implemented and delivered, and will include assessments of its effectiveness. Proposals for an evaluation framework are being developed.

PART 3 – LINKS TO IMPACT ASSESSMENTS

262. Below are provided the website links to the Welsh Government website to the following impact assessments which have been completed with relation to the Act if further information is required on these areas:

Equality Impact Assessment

Children’s Rights Impact Assessment

Privacy Impact Assessment

Welsh Language Impact Assessment

Sustainable Development Impact Assessment

Competition Assessment Filter Test

Rural Proofing Impact Assessment

<http://wales.gov.uk/legislation/programme/assemblybills/domestic-abuse/?lang=en>

ANNEX 1 - Summary Table of National Training Framework Costs

Summary of National Training Framework costs

Year	Training level	Activity	One off costs	WG programme costs	Opportunity costs to Public service	Costs of funding regional training programmes 1.2 and 3	Total cost (excl oppt cost)	Total cost inc oppt cost	WG Total financial outlay (exc programme costs)
Year 1 (2014-2015)	All	Design guidance		14,052	0	0	£14,052	£14,052	0
	1	Design and development of eLearning programme and awareness raising campaign. Intensive roll out of the programme and encouragement to senior Public Service leadership to	40,560	7,026	0	0	£47,586	£47,586	40,560

		subsume completion of programme into organisational learning and development time commitment and, in longer term as part of induction training.							
	2	Design and development of training product and implementation plan, including integration of training into existing training packages	0	11,710	0	0	£11,710	£11,710	0
	3	No activity	0	0	0	0	£0	£0	0
	4	IDVA training for 48 IDVAs available across Wales.	104,000	0	45,024	0	£104,000	£149,024	104,000

		ISVA training?	0	0	0	0	£0	£0	0
		Mapping and delivery plan of specialist subject training across Wales and creation of consistency	14,875	0	0		£14,875	£14,875	14,875
		MARAC training for LHBs	17,640						17,640
		HBV training for police forces in Wales	40,000						40,000
	5	Launch training activity	39,445	1,171	16,280	0	£40,616	£56,896	39,445
	6	Strengthening Leadership Series developed and actioned	6,000	2,891			£8,891	£8,891	6,000
Year 1 Total			262,520	36,850	61,304	0	241,730	303,034	262,520
Year 2 (2015-2016)	1	eLearning programme offered to all new employees as part of Public Service		2,342	994,000		£2,342	£996,342	0

		induction.							
	2	Develop training, launch regional training model and begin evaluation	£116,490.00	11,710			£128,200	£128,200	116,490
	3	Activity with Care Council Wales for integration in to CPEL programme.		2,342			£2,342	£2,342	0
		Develop training, launch regional training model and begin evaluation	40,000		44,496	12229	£40,000	£84,496	52,229
	4	Delivery plan of specialist subject training across Wales		2,342			£2,342	£2,342	0
		Specialist CPD training	67,000	0	22,512	0	£67,000	£89,512	67,000
				0	0	0	£0	£0	0

	5	Ongoing delivery	30,000	0	16,280	0	£30,000	£46,280	30,000
	6	Strategic engagement plan developed and actioned for Public Service leadership with Ministerial Advisor as figurehead	6,000	1,652			£7,652	£7,652	6,000
Year 2 Total			259,490	20,388	1,077,288	12,229	279,878	1,357,166	271,719
Year 3 (2016-2017)	1	eLearning programme offered to all new employees as part of Public Service induction.		2,342	1,292,200		£2,342	£1,294,542	0
	2	Regional training model continues (and evaluation)	19,672	11,710	922,987	101916	£31,382	£954,369	121,588
	3	Continue regional training model	40,000		44,496	12229	£40,000	£84,496	52,229
	4	Delivery plan of specialist subject	0	2,342	0	0	£2,342	£2,342	0

		training across Wales							
				0		0	£0	£0	0
				0		0	£0	£0	0
		Specialist CPD training	65,000		87,100		£65,000	£152,100	65,000
	5	Continued delivery?	30,000	0	16,280	0	£30,000	£46,280	30,000
	6	Strategic engagement plan developed and actioned for Public Service leadership with Ministerial Advisor as figurehead	6,000	1,652		0	£7,652	£7,652	6,000
Year 3 Total			160,672	18,046	2,363,063	114,145	178,718	2,541,781	274,817
Year 4 (2017-2018) INDICATIVE FUNDING	1	eLearning programme offered to all new employees as part of Public Service induction plus review of programme	15,000	2,342	1,292,200		£17,342	£1,309,542	15,000

	2	Regional training model continues (and evaluation)	19,672	11,710	922,987	101916	£31,382	£954,369	121,588
	3	Continued training model	40,000		44,496	12229	£40,000	£84,496	52,229
	4	Delivery plan of specialist subject training across Wales	0	2,342	0	0	£2,342	£2,342	0
			67,000		89,780		£67,000	£156,780	67,000
	5	Continued activity	30,000	0	16,280	0	£30,000	£46,280	30,000
	6	Strategic engagement plan developed and actioned for Public Service leadership with Ministerial Advisor as figurehead	6,000	1,652		0	£7,652	£7,652	6,000
Year 4 Total			177,672	18,046	2,365,743	114,145	195,718	2,561,461	291,817
Total over 4 years			860,354	93,330	5,867,398	240,519	896,044	6,763,442	1,100,873

ANNEX 2 - Summary of the ‘Relevant Professionals’ as Highlighted in the RIA Costs for Ask and Act Guidance

Public Service organisations should consider the following professional roles to be “relevant” in the function of Ask and Act. Local Authorities and Local Health Boards, as employers of these professionals should ensure they are adequately trained (in training courses offered through the National Training Framework) and supported to implement Ask and Act in an empathic and safe way and monitor practice to ensure the clients safety and well-being is central to all work.

Local Health Board
<i>Midwives Health Visitors General Practitioners Accident and Emergency staff Substance misuse Community Psychiatric Nurses Mental Health Crisis team District nurses Paramedics</i>
Local Authority
<i>Child Protection Social Workers Safeguarding Vulnerable Adults Social Workers Safeguarding leads in Education School nurses Housing options and Homelessness officers Youth Offending Team Representatives</i>
Fire and Rescue Authority
<i>All firefighters with community based responsibilities</i>

Note - This list is not exhaustive and there may be additional roles which require training, based on local need. In order to identify whether a profession should be deemed “relevant” the following criteria should be applied:

“Relevant” criteria

A relevant professional is:

In a public facing role, coming into regular contact with the general public

and;

in a role where the experience of their client group of gender-based violence, domestic abuse and sexual violence complicates and impacts on the nature of the clients engagement with the service offered in that role.