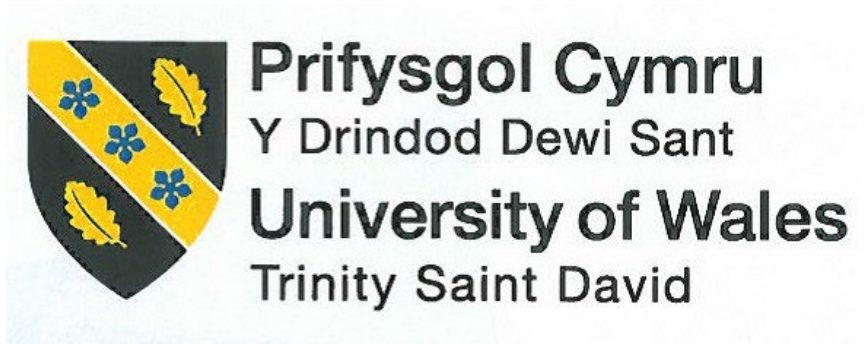




A critical analysis of the use of Domestic Violence Protection Orders in Dyfed Powys Police

MSc Leadership (Strategic and Operational Policing)

Wayne Bevan 2017215

Declaration

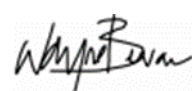
I declare that I am the sole author of this study and has not previously been accepted as part of any other Masters' submission.

Signed:  (candidate)

Date: 7th July 2023

STATEMENT

This work is the result of my own investigations, except where otherwise stated. Other sources are acknowledged by giving explicit references. A bibliography is appended.

Signed:  (candidate)

Date: 7th July 2023

Acknowledgements

I express my sincere thanks to the many people who have assisted me over the past three years. I would like to thank my family for their patience and support over the course of the studying for this qualification. I would like to specifically thank my supervisor Alison Cooke for guiding me through the complexities involved in this study. Finally, I would like to thank the many people who agreed to take part in this research, in particular the interviewees and representatives of the Legal Services team along with the colleagues that supported me.

Abstract

Introduction. The use of Domestic Violence Protection Orders (DVPOs) is becoming an increasingly significant tool and method for Policing to respond and tackle domestic abuse, one of the most pressing social issues in contemporary society. The negative consequences on the mental and physical wellbeing of the victims, as well as their families and society have led policymakers to implement various measures, including DVPOs to protect victims from further harm. Empirical evidence on the use of orders has largely been thematic and focussed on repeat victimisation and attempts to assess effectiveness, rather than understanding the use and attitudes by the practitioners. The aim of this research was to assess the use and attitudes towards the necessity of the orders to protect the victim survivor from further abuse, focusing on the considerations and factors of the workforce of one police force, Dyfed Powys Police.

Methods. A mixed method approach of a focus group, observation, interviews, and an online survey was developed and targeted across four groups involved at different stages of a DVPO journey: the DVPN Applicant (Police Investigator), the Authoriser (Police Superintendent); the DVPO Applicant (Legal Services) and the Victim Supporters (External agencies) impacted.

Results. In total 69 completed surveys were considered across the groups supported by the interviews with key individuals in each area. The analysis suggests that the assessment of necessity for DVPOs is inconsistent with little development since the implementation evaluation. The increasing use indicating a positive response to a high harm area but creates a significant impact on the workforce and somewhat less so on the victims enacted to protect.

Discussion. This study highlights that the recommendations made since their implementation have yet to be adopted and assessments of effectiveness continue to be difficult and unanswered. This paper is the first research apparent study to evaluate their use in this geographical area and to assess the understanding of the orders amongst the workforce as they become closer aligned to criminal law in the form of Domestic Abuse Protection Orders.

Word count: 13,711 (including abstract).

List of tables and figures

- Figure 1: Percentage of domestic abuse-related legal decisions that resulted in a charge, by police force area - year ending March 2022
- Figure 2: Use of DVPOs by Dyfed Powys Police (Apr 17 - Mar 22).
- Figure 3: The Research Onion
- Figure 4: Factors considered by the Applicant
- Figure 5: Factors considered by the Authoriser
- Figure 6: Factors considered by Legal Services
- Figure 7: Correct identification of offence for a DVPO breach
- Figure 8: Feedback received by the Authoriser post DVPN
- Figure 9: Awareness of the changes to legislation with the introduction of DAPOs
- Figure 10: Total views on most appropriate skills and role at DVPO hearings
-
- Table 1: Participants in research methods
- Table 2: Anonymity

Contents

Acknowledgements	2
Abstract	4
List of tables and figures.....	5
Introduction	7
Rationale for research.....	8
Dyfed Powys Police	9
Aims and Objectives	11
Design	11
Literature Review	13
Tackling domestic abuse.....	13
Protective Orders	15
DVPOs.....	17
Evaluations	18
Criteria	21
Enforcement	24
Outside of the UK.....	25
Summary	26
Research Methodology.....	27
Theory	27
Design	30
Sampling.....	30
Methods.....	32
Data Analysis.....	36
Limitations.....	36
Research ethics	37
Summary	38
Data Analysis	39
Respondents.....	39
Establishing the knowledge and understanding of DVPOs in DPP	40
Explore the considerations made for the necessity of DVPNs and DVPOs	43
The assessment of effectiveness of DVPOs by DPP	45
Understand the impact of increasing use of DVPOs.....	49
Assess the impact of DVPOs on victims and perpetrators.....	52
Summary	52
Conclusion	54
Bibliography	56
Appendices	61
Appendix A – Survey invitation and example	61
Appendix B - Survey & responses – Applicants.....	62
Appendix C - Survey & responses – Authorisers.....	72
Appendix D - Survey & responses – Legal Services	79
Appendix E - Survey & responses – Victim Supporters	86
Appendix F – List of additional material.....	91

Introduction

Domestic Violence Protection Notices (DVPNs) and Orders (DVPOs) were introduced as part of the Crime and Security Act 2010, legislation introduced by the UK government to tackle domestic abuse.

The main aim of a DVPO is to provide immediate protection to victims of domestic abuse by enabling the police to issue a formal notice to perpetrators (the abuser), with specified restrictions, such as excluding them from the family home, attending nearby locations and contact with the victim or others affected (such as children).

Any officer or investigator can identify the need or opportunity to apply for a notice to be served upon a perpetrator, but the authorisation is at the level of a senior Police leader (Superintendent). The notices are predominantly applied for and issued on individuals who have been arrested for a domestic abuse incident and are not charged with a criminal offence. The authorised notice (DVPN) is served upon the perpetrator(s) specifying certain prohibitions that will last for 48 hours, instigating an application at a Magistrates court, to be approved for conversion into a Domestic Violence Protection Order (DVPO), that can last for a period of between 14 and 28 days (Home Office, 2022). The civil order is instigated by the police, with or without the victims support and has a civil threshold (balance of probabilities).

They are used by Policing to reduce the risk to victims and wider public, prevent further harm and remove or override the decision making from vulnerable and intimidated people. The orders are used as a tactical option when the evidence gathered or missing is insufficient to proceed with a criminal case (Home Office, 2016). There is a risk that perpetrators may resume their abusive behaviour once the order has expired, or non-compliance is unseen or not enforced. The consequences at court for breaches when they are identified, remains a research point (Bates, et al., 2018).

In February 2014, the legislation and orders were rolled out nationally to all Police forces, following an initial 15month pilot undertaken by three police forces. An evaluation of this pilot (Kelly, et al., 2013) identified recommendations for actioning, however these areas remain live issues according to more recent research (Smith, 2016; Jones 2020; Blackburn & Graca, 2021; Speed & Richardson, 2022).

Rationale for research

‘DVPOs...are not worth the paper they're written on’ (BBC, 2023), is a damning insight into the views of victims of domestic abuse seemingly protected by the legislation, yet Policing continues to invest heavily in the legislation.

The impact assessment by the UK government identified that Initial set-up costs to police forces was £3.1m, and annual costs of £5.0m, £1.0m to the criminal justice system, and a predicted value of cost over ten years to be £55.1m (Home Office, 2013).

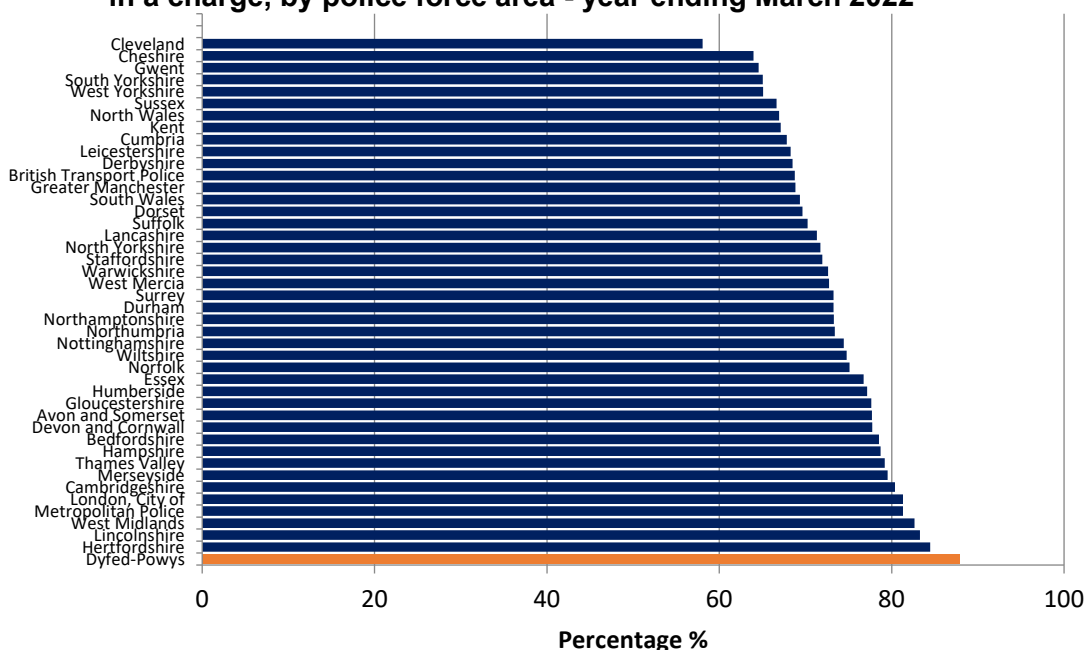
During 2021-22, Police forces in England and Wales issued 11,336 DVPNs and 10,167 (90%) were subsequently granted by the court as DVPOs (Office for National Statistics (ONS), 2022). This is a 300% increase over five years from 2016-17, when 3,698 DVPOs were granted by the Magistrates (Office for National Statistics (ONS), 2018).

A factor to the rise may be the a ‘super-complaint’ made in 2019 by the Centre for Women’s Justice to the Policing Inspectorate, His Majesty’s Inspectorate of Constabulary, Fire and Rescue Services (HMICFRS). The complaint is regarding Policing’s alleged failure to use protective measures to safeguard women and girls and sets out that the police are not using civil orders including DVPOs effectively (Centre for Womens Justice, 2019).

Dyfed Powys Police

The focus of this research will be the use of DVPOs in one Police force, Dyfed Powys Police (DPP). The force area consists of the former counties of Dyfed and Powys, now split into four unitary authorities, namely Carmarthenshire, Pembrokeshire, Ceredigion and Powys (Dyfed-Powys Police and Crime Commissioner, 2023). According to 2022 data, DPP has the highest percentage of domestic related prosecutions across England and Wales, presented in figure 1.

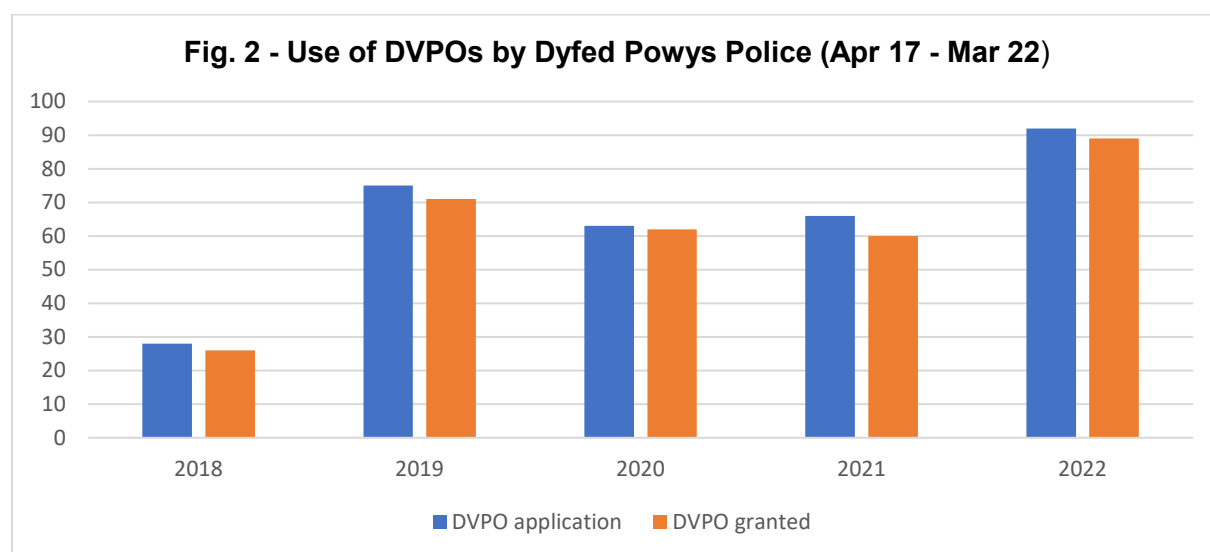
Fig.1 Percentage of domestic abuse-related legal decisions that resulted in a charge, by police force area - year ending March 2022



(Office for National Statistics (ONS), 2022)

DPP also has a national high 87% of all prosecutions resulting in a conviction. Although this figure is impressive, these are the abuse cases that have met the evidential thresholds and deemed appropriate for prosecution. In comparison to the total domestic related matters reported, the national trend and performance in prosecutions is deemed inadequate (Home Office, 2018). The number of domestic abuse-related prosecutions in England and Wales has decreased each year since the year ending March 2017, from 93,593 to 53,207 in the year ending March 2022; a 43.2% decrease (Office for National Statistics (ONS), 2022).

In 2021-22, DPP recorded 5,600 crimes of domestic abuse and this represented 13% of its total crime during the same period (Office for National Statistics (ONS), 2022). This is a 18% increase from 2017-18 and is attributed to two factors. Firstly, the COVID-19 pandemic, with victims being trapped with their abusers due to lockdown restrictions (Bates, et al., 2022; Ivandic, et al., 2020). Secondly, the organisation was required to improve its ability to identify victims and crimes from domestic reported incidents from their Inspectorate (HMICFRS, 2022).



(Office for National Statistics (ONS), 2018-2022)

As outlined in fig.2, DPP has increased its use of DVPOs significantly over the past 5 years (Office for National Statistics (ONS), 2022) and was above average in its application at court with a 95% success rate, in comparison to a 90% success rate nationally over that same period. In the year ending 31 March 2021, Dyfed-Powys Police made an average of 12.5 DVPO applications per 1,000 domestic abuse related crimes. This is higher than the national average of 10.1 applications per 1,000 (HMICFRS, 2022, p. 22).

Each of these factors draw attention to further research and justification to add to the knowledge of this area.

Aims and Objectives

This research aims to assess the use, understanding and attitudes towards the ever-increasing use of notices and orders, and aims to do so by following the set objectives:

- Evaluate the use of DVPOs in Policing and DPP.
- Conduct a literature review of the legislation and evaluation of the orders since their implementation.
- Establish the knowledge and understanding re: DVPN and DVPO applications in DPP.
- Explore the considerations made for the necessity of DVPNs and DVPOs.
- Investigate how DPP assess the effectiveness of the orders.
- Understand the impact of the increasing use of DVPOs.
- Assess the impact of DVPOs on victims and practitioners.
- Present findings in concluding remarks regarding the use of DVPOs and discuss any improvements that could be made towards legislative changes, based on the research undertaken.

Design

This study will be structured into five areas with a focus on DPP, in which there is an association with by the researcher, and to do so by focussing on the objectives. This first Introductory chapter provides a brief outline of the research and rationale within this subject area. Chapter two will focus on the analysis of the existing research through a critical review of literature and data, focussing on the evaluations that have been undertaken since their implementation. Chapter three will provide a through explanation of the methodology and rationale for the qualitative and quantitative research undertaken. The fourth chapter will provide an analysis of the research results and relate this to the previous chapters. A final section will present concluding remarks from the research undertaken and aim to address each objective.

The references to Domestic abuse and violence require clarity and definition. For the benefit of this research, it will be referred to as Domestic abuse (DA), rather than violence (DV), to reflect the inclusion of any behaviour that leads to physical, psychological, or emotional injury to individuals including coercive behaviour, force, or threats, that occur within intimate or non-intimate partner relationships. DA is defined as:

“any incident or pattern of incidents of controlling, coercive, threatening behaviour, violence or abuse between those aged 16 or over who are, or have been, intimate partners or family members regardless of gender or sexuality. The abuse can encompass, but is not limited to psychological, physical, sexual, financial, emotional.”
(Home Office, 2023)

Throughout this research, the person reporting or experiencing abuse will be referred to as a victim, and the abuser, as a preparator.

Literature Review

Tackling domestic abuse

There is a long history and significant arena of research of the harm and prevention of domestic abuse. The range of abuse related research is however heavily focussed on attrition rates (Hester, 2006; McPhee, et al., 2022); predicting and prevention of further harm (Thornton, 2017; Sherman, et al., 2014; Bessant, 2015), assessment of victims (Sherman & Neyroud, 2012) and the behaviours of perpetrators (Humphreys & Thiara, 2003).

Despite this well researched and publicised serious issue, domestic abuse continues to be a problem in the UK. Over 1.3 million women and 695,000 men in England and Wales (8.2% of the population) experienced domestic abuse in the fiscal year 2018-19 (Office for National Statistics (ONS), 2021). Every year more than 100,000 people in the UK are at high and imminent risk of being murdered or seriously injured because of domestic abuse (Safelives, 2023). The Select Committee on Home Affairs has reported that this abuse costs the criminal justice system £1.1 billion every year (Home Office, 2013).

Despite numerous efforts to reduce cases, crime trends for domestic offences in policing show that the problem is increasing. There has been an increase in domestic abuse-related crimes from 509,239 incidents in 2015-16, to 835,273 in 2019-2020 (Office for National Statistics (ONS), 2021). There were 373 domestic homicides recorded in the three-year fiscal period ending in March 2021 (Office for National Statistics (ONS), 2022), representing 20% of all murders in UK. Every homicide costs the justice system approximately £180,000 and bears an overall cost to public services of approximately £1.8m (Home Office, 2013). Domestic abuse accounts for 15% of all violent crimes in the UK (Office for National Statistics (ONS), 2021) and for those who survive the harm, the rates of conviction have remained low.

Several factors have contributed to the increase in domestic abuse cases. Firstly, the COVID-19 pandemic has increased the levels of social and economic stress, leading to domestic conflicts (Bates, et al., 2022; Ivandic, et al., 2020) that resulted in an increase of up to 30% in some countries (Safelives, 2023). Increased awareness of domestic abuse and a willingness of victims to report incidents has also contributed to the increase (Sherman & Neyroud, 2012). However, the true extent is not known with the figure believed to be significantly more as domestic abuse is heavily underreported (Safelives, 2023) and victims may be reluctant to report to the police. Fear of retaliation, social stigma (Sherman, 1992), and a lack of confidence in the police and its ability to help are some of the reasons why victims may not report abuse (Myhill, 2019). Recent cases whereby police were the perpetrators, such as the killing of Sarah Everard (BBC, 2021) and serial sexual offending by David Carrick (The Guardian, 2023), have done little to bolster the trust in Policing amongst victims.

Historically, the police response to domestic abuse was characterised as a reluctance to intervene unless the violence employed was regarded as very serious (Cross & Newbold, 2010). Hoyle (1998, p. 78) outlines negative aspects of police culture are contributory factors to an overall poor response to abuse. Although that study analysed cases from the 1980s and 1990s, it repeated other research (Sherman, 1992) that arrests are too low, prosecutions inadequate, convictions are rare and little evidence of imprisonment sanctions for the perpetrators. The analysis however did not outline or present solutions to the majority (three quarters) of women interviewed for the research, who wanted advice as opposed to action (Hoyle, 1998). In an exploratory study of police attitudes and decision making around DA, it was outlined that over the subsequent 20 years, Policing has done little to improve its decision-making, arrest rates and recognition that the abuse is wider than couples and families fighting and arguing (Myhill, 2019).

Understanding what constitutes a positive outcome in abuse cases remains difficult. A prosecution or conviction may not be the victims desire and attrition may not be a negative,

dependent on circumstances and management of safety (Hester, 2005). This study of abuse and attrition examined the trajectories of reports of abuse with intimate partners (n = 869) and found that victims simply wanted an end to abuse with a need for long term measures and protection (Hester, 2005, p. 86). The influence of the victims voice on police decision making may however be at odds with a drive to improve investigation outcomes through league tables (Stanko, 2008) and a policing performance regime (National Police Chiefs Council (NPCC), 2022).

A recent study (McPhee et al, 2022) analysed domestic abuse between intimate partners (n=400) and concluded that the likelihood of a criminal justice outcome was low detailing that the presence of children, vulnerabilities and lack of physical harm reduce these prospects further. This study highlights that data quality and understanding case closure rationales are heavy limitations to statistically significant or holistic understanding of the issues. A review of this study identifies the inability of the research to differentiate between victim support and evidential difficulties and outlines the subjectivity in cases as important.

These repeated studies, experiments and analysis have created a warehouse of research and together with high profile cases and downturn in criminal justice prosecutions referenced, has triggered a recent drive by the UK government to tackle and enhance focus on Violence against Women and Girls (VAWG) through the Home Secretary tacking responsibility for a national strategy (Home Office, 2021). This strategy promotes the enacted legislation as part of the tools to those supporting and tackling domestic abuse, such as the introduction of DVPOs.

Protective Orders

There are many interpersonal or behavioural protection orders for abuse within families or relationships currently available to individuals and/or authorities in England and Wales, and each differ.

- Restraining orders.
- Occupation orders.
- Non-molestation orders.
- Forced Marriage Protection Orders.
- Female Genital Mutilation Protection Orders.
- Stalking Prevention Order.
- DVPOs.

The Forced marriage, Female genital mutilation and Stalking orders will not be the focus of this study and are specific to their definitions and not limited to domestic abuse. Restraining orders (ROs) are issued under the Protection from Harrassment Act 1997 (section 5) but are only granted in and from criminal proceedings, and as such have a higher threshold and must be supported strongly by evidence (Strand, 2012). Occupation orders (OOs) are differentiated into declaratory and regulatory orders and are specific to residences and martial homes under the Family Law Act 1996 (further amended by the Domestic Violence Crime and Victims Act 2004) (Speed & Richardson, 2022, p. 183). These have been in steady decline since 2003 and have, to some extent, been replaced by DVPOs (Bates & Hester, 2020, p. 133). Non-molestation orders (NMOs) are victim instigated, in that they can apply for the order themselves and each of these have a specific power of arrest for a breach. As they are civil, they have the lower balance of probabilities threshold but provide an overall aim to prevent abuse, stalking and harassment by preventing victim and perpetrator contact, restricting attendance at key locations such as family home or place of work. They differ from DVPOs as they are purely applied and paid for by the victim, as opposed to instigated by authorities. In 2020, 36,952 NMOs were made (an increase of 89% over the past ten years) (Office for National Statistics (ONS), 2022). It is estimated that DVPOs will reach 55,000 per year once fully embedded and supersede many other orders such as non-molestation and occupation orders (Home Office, 2013). Kelly et al (2013) outline that the enhanced legal standing will be

a positive for authorities and victims, but other findings indicate that victims still want the option of controlling their own futures and protection through NMOs (Bates, et al., 2018, p. 149).

DVPOs

The concept of DVPN/DVPOs was developed in 2009 and followed on from a report on behalf of the Association of Chief Police Officers (ACPO) in Tackling Perpetrators of Violence against Women and Girls, which identified a gap in the protection given to victims of domestic abuse (Home Office, 2013).

The use of DVPOs has steadily increased since their introduction. In their first fifteen months, 414 DVPOs were issued within the trialling forces (Kelly, et al., 2013), and in 2022, there were 12,935 notices served by police forces in England and Wales (Office for National Statistics (ONS), 2022). Despite their continued and increased use, there is a discernible gap in the literature of work regarding DVPNs and DVPOs (Bates & Hester, 2020, p. 135). DVPOs were not introduced as a long-term solution for protection (Home Office, 2016), but a tool to ensure the immediate safety of victims while more in-depth investigation or support could be conducted without interference or influence. Policing, the only body that can issue a notice or apply for the order, has no legal requirement to do either, nor to conduct welfare checks or enforce the prohibitions contained within an approved DVPO. However, DPP as with any other public body is governed by Article 2 of the European Court of Human Rights (ECtHR) to protect life (Bessant, 2015, p. 103). As outlined in chapter one, the increasing use would indicate that DPP sees value in the use of the orders to prevent harm and reduce risk to victims from reports or indication of abuse.

The statutory provision of DVPOs has now been superseded in more recent legislation as set out in the Domestic Abuse Acts 2013 and 2021 following a UK Government consultation (Home Office, 2018). The DVPOs remain as civil orders, enacted to enable the police to

provide immediate protection. DVPOs will become known as Domestic Abuse Protection Orders (DAPOs) as a development in the UK that came into effect in April 2021 alongside the Domestic Abuse Acts (Home Office, 2022). The orders are yet to be adopted but are set to enhance their legal credence in protecting victims beyond violence or the fear of it and will include coercive and controlling behaviour. The orders will aim to reduce further harm by prohibiting the abuser from engaging in specified conduct or enforcing positive requirements on the perpetrator. DAPOs could also be obtained by various parties outside of Policing, last for up to two years, with the possibility of extension and a breach would be a specified criminal offence (Home Office, 2022). It could therefore be assessed that their use will continue to rise.

Evaluations

The effectiveness of DVPOs as a police tool in the UK has been a subject of debate and analysis amongst researchers since their implementation. The assessment of the initial pilot (Kelly, 2013) was completed with recommendations as part of their subsequent roll out. There have been thematic analysis in individual forces such as in London (Blackburn & Graca, 2021), Hertfordshire (Smith, 2016) and North Wales (Jones, 2020) along with other assessments in the UK (Ewin, et al., 2020; Speed & Richardson, 2022).

The evaluation studies do identify common threads and research frustrations. These include issues with data quality, access to victims and perpetrators and understanding of effectiveness or defining success. Measuring the achievements or outcomes of DVPOs and DVPNs can be done in different ways. Some victims will deem success as the abuse stopping during a continuance of the relationship, whilst others may view a criminal conviction for the perpetrator as needed (Safelives, 2023). An indicator of success could be whether victims used the time that the orders were in place to provide an opportunity to seek longer-term strategies to escape abusive relationships. Kelly et al (2013) identified from the sampled group, very few victims did this. The researchers in this study used a mixed methods approach, combining qualitative and quantitative data to match cases that did, to those that did not use DVPOs. The methods

were used to assess effectiveness and implementation, the views of practitioners, victim survivors and perpetrators and the overall value for money DVPOs provide. The evaluation reviewed each DVPO issued during the pilot phase (n=414), but less than a third of these (n=123) were deemed reliable for the analysis. The findings were not anticipated and detailed an increase in incidents of abuse after a DVPO was granted, following the first incident reported. This would however support other research that the risk of further abuse is at its highest immediately after an order is imposed (Benitez, et al., 2010, p. 384). The Home Office led evaluation identified many issues and made corresponding recommendations, including the need for specific training to all involved in the process, from DVPO applicant, authoriser, representative at court along with those allocated for enforcement or victim support. It also highlighted the time constraints, differing levels of knowledge and understanding across those involved at differing stages of the DVPO processes. It did detail that DVPOs provided a net economic and social impact through prevention and is contrary to the views that they are policing on the cheap (Crompton, 2013). It could not however be proven or evidenced that the DVPOs directly impacted the reduction in other less chronic cases. Burton (2018, p. 543) speculates that this could be because of the cost of doing so, particularly, if the victim exceeds the threshold for Legal Aid, relating to the period after 28 days whereby civil orders become the responsibility of the victim unless it is attached to a criminal conviction or charge, such as a restraining order.

Blackburn and Graca (2021) conducted a comparative analysis of cases (n=263) when a DVPN was issued in the Metropolitan Police Service (London) during 2016 and 2017. The study was purely retrospective, reviewing secondary data focussing on the characteristics and dynamics of each case such as relationships and genders. The study supports the 2013 evaluation that empowerment to victims would be benefited through a more joined up criminal justice approach with enhanced prohibitions or positive requirements of a perpetrator, that are proposed with DAPO implementation. The findings identified that DVPOs are ineffective in a long-term disruption of abuse. It was identified that a >20% error rate in the cases reviewed

hampered the findings and that the selected sample cases were repeat victims. The conclusions were therefore limited and highlighting that determining the use and effectiveness was not straightforward.

In a thematic assessment of DVPN and DVPOs efficacy in Hertfordshire Constabulary (Smith, 2016), it was clear that the understanding and use by Policing was not aligned to the legislation and guidance. In 12.5% of the cases assessed (n=74), the DVPO was granted incorrectly (illegally) and concerning the comparative study showed a high level of reoffending from those issued with DVPOs to those with no order or prohibitions. This could be explained with the proactive enforcement opportunities that arise from DVPO restrictions, or victim feeling supported to report more incidents. However, the study does support that enforcement of protection orders equates to higher rate of re-victimisation (Benitez, et al., 2010) and a lack of monitoring of offenders post order is a key reason for reducing reoffending (Jones, 2020, p. 85).

More recent research (Jones, 2020) was seemingly over ambitious in its attempts to interview groups of victims and perpetrators (10-15 each). The resulting findings were based on interaction with a smaller sample of victims (n = 8) and a single perpetrator, in cases whereby a DVPO was issued in the North Wales Police area. The research used semi-structured interviews of these groups along with practitioners (n = 7), to evaluate the effectiveness, level of protection provided, victim experience and the overall outcomes of the orders. The study findings differed to others concluding that many victims felt more protected after the DVPO was issued, and all participants reported that the orders had a positive impact on their wellbeing. The overall findings outlined the frustration of all towards the lack of punishment imposed for breaching (predominantly fines) and police lacking capacity to monitor compliance of the prohibitions.

Criteria

In order for a notice (DVPN) to be considered and authorised, the following four elements of the below must all be met:

1. The perpetrator (abuser) is an adult (18years or over).
2. The relationship involves an intimate partner (current or former), cohabitant, parent or relative.
3. The perpetrator has used or threatened violence towards the victim survivor on this occasion.
4. An order is deemed necessary to protect the victim survivor from further abuse.

The first two elements of this criteria are objective and easily assessed. The third and fourth considerations are subject of interpretation and this subjectiveness will be the key focus of this research.

The reference to *used or threatened* allows a wide interpretation of the behaviour causing or indicating violence. National support and guidance for Policing is commonly provided from its independent public body, the College of Policing (CoP). The guidance provided on DVPOs from CoP does little to provide clarity on the criteria and definition of terms and stipulates that strict bail conditions should be sought instead of DVPOs in order to pursue criminal charges (College of Policing, 2015).

The term *violence* is not defined within the legislation or guidance but indicates some form of act and does not routinely associate with non-physical abuse. The term violence is assessed by researchers as the threshold for an assault (Kelly, 2013, p. 60).

The *deemed necessary to protect* is the key assessment that is difficult to configure amongst existing literature. Policing (and other bodies) assess incidents and victims using a risk

assessment tool named a Domestic Abuse, Stalking and Harassment and Honour Based Violence Risk Assessment (DASH). This was developed from within Policing (Richards, 2009), and further developed for other agencies who deal with victims (Safelives, 2023). The DASH is a question set (27 in total) asked by the person (usually the officer in attendance) with the victim to understand the true picture of abuse within this relationship (intimate and non-intimate). The outcome is a subjective assessment, but the answers assist the interviewer to categorise the risk to the person as standard, medium or high. This is well embedded in Policing, but has been subject of continued analysis and deemed too subjective for the varying understandings and assessments by front line officers (Robinson, et al., 2016) and does little to assist predicting or preventing DA related homicide cases (Thornton, 2017). The DASH has been deemed to be more suitable to specialist staff rather than interactions between a victim and a police officer, sat within the family home promptly after an incident (Myhill, et al., 2023, p. 19). This recent mixed method study (Myhill, et al., 2023) was based on the quantitative analysis of over 100,000 DASH risk assessments completed by a wide array of officers (n=3079), and qualitative assessment of previous projects between the three researchers. Its findings support the inconsistency derived from the subjectivity within the DASH, widened further through a lack of training and cultures in differing police forces. The research is underpinned by other studies and publications (Robinson, et al., 2016; Ewin, et al., 2020), that conclude that most of the DASH questions are unnecessary during the initial response to reports of abuse to assess future risks. Identification and scoring of risks clearly assist Policing to prioritise and focus the need to intervene, but predicting further harm remains difficult. Thornton (2017) found that the UK policing have been ineffective in doing so, despite using different approaches such as offender monitoring, predictive algorithms, and multi-agency assessment to understand and address the underlying issues. However, the conclusions were not considerate of its findings that in over half (55%) of the domestic homicide cases available for review, no actual policing contact existed with victims prior to the fatal incidents assessed, and hence unable to identify the risks or subsequent harm.

It seems DVPOs are deemed to be the stop gap for the standard and medium risk cases, whereby high-risk victims are afforded extra support through the allocation of independent support through Advisors (IDVA) and subject of inclusion and discussion within Multi Agency Risk Assessment Conferences (MARAC) chaired by the Police. In the pilot study (Kelly, 2013, p. 17), only 19% of all DVPO cases were high risk and a decline in more recent studies showing 8% of the DVPO cases classed as high risk (Blackburn & Graca, 2021, p. 32). The level of risk is therefore seemingly a limiting factor for the consideration, that conflicts with the early implementation guidance provided (Home Office, 2013).

DVPOs are open to all family dynamics including, but not restricted to, spouses, siblings, and same sex relations but cannot relate to any victim or perpetrator under 18. However, the dynamics often include the presence of and/or impact on children, but this is not referenced in the guidance and remains absent from most evaluations and is seemingly another less impact factor for consideration. The support of a victim is not required (only their views) in the DVPN authorisation process and subsequent DVPO application and should not be a high influential factor in the application (Blackburn & Graca, 2021).

In terms of support, the introduction of IDVAs was as a direct result to the low attrition rates of domestic abuse in the UK. There were clear benefits of this role as identified through the health pandemic (Ivantic, et al., 2020). The evaluations reviewed and referenced failed to acknowledge that IDVAs only engage with victims if they are deemed at high risk, and as established, account for less than 10% of the abuse incidents involving DVPOs (Blackburn & Graca, 2021). This however may not be a negative. Recent research outlines that IDVAs are having little tangible impact (Ross, et al., 2022). This recent quasi-experimental comparison of domestic abuse cases (n=559) found that criminal cases with IDVAs providing support to victims correlated to a significant higher case of repeat and further serious harm (Ross, et al., 2022). Although the research was limited to the study of cases that had reached the criminal justice system, DPP and Policing should take note of these findings particularly as it continues

to invest in IDVAs, with the belief that they play a key role in working with victims and the use of DVPOs (Calan DVS, 2023).

There are differences between a victim focussed approach as opposed to a victim led discourse, and the latter is clearly important and a fundamental reason for the existence of DVPOs. Evidence-led prosecutions remain open to Policing and the Crown Prosecution Service (CPS) by charging or summoning perpetrators in a criminal case, proceeding without the victim support and providing the court, judge or a jury with the facts as they are presented. There are many ways of adducing evidence through witness evidence, along with passive data such as CCTV or the telephone recording to emergency services, or footage of the camera worn by the attending officer(s) and any injuries apparent or third-party disclosures. As outlined in fig. 1 DPP is seemingly leading the way in its success rate in presenting cases to its prosecuting agent.

Enforcement

When a DVPO is breached (reported or established), there are several potential legal outcomes. It is not a specific criminal offence, something recommended following the pilot (Kelly, et al., 2013, p. 4), but a perpetrator can be arrested and detained for up to 24 hours, before being brought to a court for the offence of Contempt of Court. The sentencing for such an offence is limited and dependent on various factors, including the severity of the breach and the history of the perpetrator, such as a fine, Community Order, Suspended Sentence, or Imprisonment. The prosecuting agent (in attendance at court) for a breach of a DVPO, is the Police. Since the creation of the CPS in 1986, Policing has moved away from leading in court cases and as such this practice has been removed for some time. As such, since the implementation of DVPOs and reinvigorated need for court skills, Policing has tried to adapt to improving its work with specialist DVPO teams set up by forces (Kelly, 2013). This however has not translated into success (Centre for Womens Justice, 2019, p. 38). The pilot study found this created issues, with the legal services team in Wiltshire Police being overwhelmed

by the work and the force had to invest in specialist officers to process the DVPNs into DVPO applications (Kelly, 2013, p. 40). These court skills and constrained powers available to Magistrates who do form the assessment that a perpetrator was guilty of a breach, have created frustration amongst groups. The study in North Wales Police found that 73.3% of interviewed participants (practitioners and victims) believed that the sanction for breaching a DVPO was insufficient (Jones, 2020, p. 86). This is seemingly a view shared by perpetrators, as the threat of punishment to reduce reoffending for a breach of an order was negated in other research (Smith, 2016, p. 65). Blackburn & Graca (2021, p. 33) believe this is due to the temporary nature of the order and seemingly forms the basis of the extended timescales introduced in the evolution to DAPOs.

Outside of the UK

There are longer standing assessments of DA related orders that appear similar to DVPOs in the United States (US), Australia and within Europe and the research is far more extensive (Benitez, et al., 2010; Cordier, et al., 2021; Fitzgerald & Douglas, 2020; Durfee & Messing, 2012; Moracco, et al., 2010). However, their extensive use and correlation to their effectiveness remains unanswered and varies by jurisdiction.

Several studies analyse this issue from distinct perspectives. Simmons, et al., (2008) found that in the US, the efficacy of such protection orders is compromised due, in part, to ongoing victim-blaming attitudes within the judicial system. Moreover, Logan & Walker (2009) expose that these protective measures may be paradoxically inaccessible or detrimental for certain marginalised demographics, highlighting issues of inequity, especially affecting immigrant women and communities of ethnic minorities. Limited by the quality of the secondary data reviewed, Moracco, et al., (2010) conducted a case study analysis of DVPOs cases, and found that below half (49%) of orders were actually granted following application at court, and in more recent retrospective research, Durfee & Messing (2012) found that only 32% US victims received the qualifying protection they were eligible for.

In Australia, Erez & Harper (2018) observed that adherence to the protection order is heavily influenced by cultural factors and personal beliefs, notably impacting the level of effectiveness. The concluding remarks from more recent research in Australia indicates that they are further ahead in civil provisions than the UK, where orders can now be applied for by anyone, including via online applications, without police assistance or requirement for legal aid (Fitzgerald & Douglas, 2020, p. 193.). McFarlane, et al. (2017) found that while DVPOs brought temporary relief to victims, insufficient enforcement procedures and lack of incorporating victim perspectives resulted in repeated violations.

Collectively, these studies reveal that while orders are implemented to protect, their effectiveness is limited without comprehensive support, cultural consciousness, and systemic change.

Summary

The findings of this research suggest that DVPOs are increasing, yet an understanding of the use, necessity and measurement of effectiveness by Policing remains unanswered. Throughout this literary review the existing research findings have been diluted by data access and quality, predominantly focussed on the behaviours of victims and perpetrators and activity as a consequence of the order. There is little access to the investigators who do or should consider the use of the notice and order application in the first instance. From the evidence presented it seems clear that an assessment of policing views and attitudes towards DVPOs and DVPOs remain significantly important, particularly in their conversion into DAPOs and anticipated increased use.

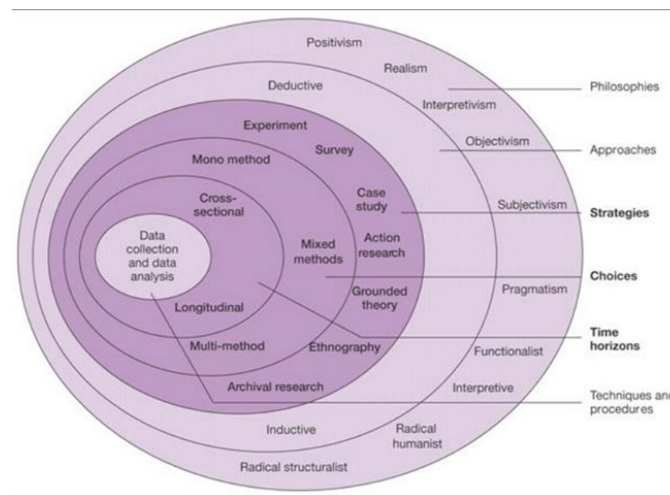
Research Methodology

This chapter will detail the methods undertaken to meet the research objectives. As identified from the literary review, authors and researchers have aimed to assess and understand the use and effectiveness of DVPOs in differing ways. These included mono method quantitative strategies using secondary data (Blackburn & Graca, 2021) and with a thematic focus (Smith, 2016), while others conducted mixed methods with a deeper analysis (Jones, 2020) with set research questions (Kelly, 2013). Each had difficulties and limitations in accessing individuals and groups and were hampered by the reliability and consistency of data quality. The methodology for this research will aim to overcome such obstacles and minimise the dilution of findings through an appropriate research strategy and collection of data.

Theory

Research can be assessed to be a systematic investigation to establish facts or principles, or the collection of such (Oxford University Press, 2022). Research theory forms the spine of any study acting as an underlying framework that guides and informs the process. It comprises the set of principles, propositions, or concepts that explain or predict the phenomena being investigated. Drawing from established theories outlined in chapter two, the research theory should guide the variables and inform the design, interpretation, and conclusions. Research strategies and methods are assessed and presented by many (Silverman, 2016; Creswell, 2018; Teddlie & Tashakkori, 2016; Saunders, et al., 2009). A well-presented strategy, tailored towards students and researchers, was developed by Saunders, et al. (2009), into six elements. Each are represented in the form of the 'research onion'. Fig.3 illustrates the theory, depicting the layers that need be assessed through the strategy and approach.

Fig. 3 The research onion



(Saunders, et al., 2007, p. 132)

The research onion is useful to work towards an appropriate data collection process, but it is important to understand that there is no right or wrong method (Knox, 2004), but a justification for the techniques used (Saunders, et al., 2009). It was identified that to assess the effectiveness of DVPOs, a randomised controlled trial would be the best solution (Kelly, 2013, p. 56). This method along with quasi-experimental design, were both discounted before the commissioned authors were instructed for the pilot evaluation and each was deemed as infeasible with both data quality and consistency factors undermining the research. This was supported in more recent research themed and inductive to specific areas in Hertfordshire (Smith, 2016) and North Wales (Jones, 2020), detailing that it was too difficult to assess repeat victimisation.

Typically, an inductive approach is associated with qualitative methods, and deductive leading to a quantitative approach. This study is a critical analysis and exploration of the ever-increasing use of DVPOs and focusses on the attitudes and understanding of those involved in the process. There is no deductive theory to test such as seeking to validate the effectiveness of DVPOs with predictions or validation but aims to understand their use by following the objectives set out. At the point of research proposal, it was evident that a case

study or longitudinal type design require a far wider period to assess, with many ethical restrictions and considerations with the limitations in accessing personal information. This would be useful in assessing the effectiveness of DVPOs to victims, by following a specific case and obtaining views and data at specific time during a relationship, or the timespan of one or more orders for instances. A longitudinal design may be best suited for future research with the same participants or multi-dimensional in comparing DVPOs and DAPOs. Nevertheless, this was deemed inappropriate for this study without access to these groups of individuals and within the academic year restraints. A cross sectional research (Saunders, et al., 2007), conducted at a single point in time, was more appropriate in this study.

Although there were constraints for this research detailed further in this chapter around access and timescales, a mono approach was considered for data collection, but the researcher did not believe that a single method would align to the objectives. The quantitative data around DVPNs and DVPOs (such as number of those granted or subsequent breaches), would not provide an appropriate collection of data. The single methods undertaken in some research (Smith, 2016; Blackburn & Graca, 2021) are well justified, but in comparison to the findings obtained by the mixed and multi methods of others (Kelly, 2013; Jones, 2020), a deeper analysis to the understanding and findings were presented. The use of mixed-methods research enables researchers to address research questions that cannot be answered using a single method. According to Creswell & Plano-Clark (2018), mixed and multi-method research allows researchers to collect diverse perspectives and data types, leading to a more holistic understanding of the matter under investigation. Through a combination of quantitative and qualitative data, researchers can verify and validate their findings, leading to increased confidence in research results through triangulation. This approach helps reduce researcher bias and enhances the credibility of findings (Teddle & Tashakkori, 2016). Additionally, this allows for the exploration of unexpected findings that may have been overlooked if a single method was used.

Design

This study employed a cross-sectional, correlational design to collect quantitative and qualitative data using mixed methods. This was done via bespoke surveys, in-depth interviews, group work and observations across the target groups of those applying, authorising, and impacted upon by DVPNs and DVPOs. The data obtained will form part of a thematic analysis across the sampling group and research methods.

The research is inductive through the analysis and evaluation of the considerations within DPP to understand how and when DVPOs are deemed to be appropriate. As the literary review concluded, scientific or action research proved disproportionately limiting to research in this area and is ill-suited and difficult to undertake due to the sensitives and inaccessibility to domestic abuse victims and perpetrators, and insufficient secondary data available.

Sampling

Dyfed Powys Police was selected based on ease of access to the organisation. The first stage of the process was the securing the agreement from the relevant organisation to be engaged within this survey and the collection of secondary data. A fundamental part of this research was to identify the different groups involved in the consideration and application of a DVPN and subsequent court order (DVPO). A non-probability sampling method was used based on the subjective judgment of the researcher (Creswell and Plano Clark, 2018). This was chosen to best achieve the objectives, and breakdown the journey or path of the DVPN and DVPO process. The convenient sampling was therefore broken down into four categories:

- The Applicant - The investigator applying for a DVPN to be authorised.
- The Authoriser – the Police Superintendent asked to review and authorise a DVPN.
- The Court Representative – the DVPO Police representative at court.
- Victim Support – those supporting victims (seemingly) protected by DVPNs and DVPOs.

Applicant

Across DPP, there are teams of investigators, each in a dedicated role conducting investigations into reports of domestic abuse. The individuals are in contact with victims and/or perpetrators. This may be prior to arrest, but certainly following the arrest of an alleged perpetrator and during the subsequent period of detention in custody prior to any release. Each of these individuals are in a position of responsibility whereby they would assess if a notice or order would be suitable, and then contact and apply to the authoriser (Superintendent). The sample size across these teams was 95 different people with differing levels of skills, experience, and qualifications, that align to the DASH grading of each domestic. This group were subject of a mixed methods through a bespoke survey approach, supported by an interview from a participant within the group.

Authorisers

The DVPN is considered and authorised by a Police Superintendent. There is no dedicated person, but dependent on time of day and relevant coverage, it may fall on any one of eight individuals, and this is often late at night when a detained person is due to be released. The release may be with no further action, unconditional release or conditional on police bail. This group were subject of the mixed methods of a bespoke survey to all and an interview from a participant.

Court Representative

In DPP, it was established that the legal services department had responsibility for all DVPO applications at court and were responsible for the post DVPN process instigated following the authorisation. Consent was granted and upon the sharing of the research objectives with participants for the survey, it was clear this group were passionate and had extensive experience in the DVPO processes. Knox (2004, p. 119) outlines that it is important to avoid constraint by individual research approaches and methods, resulting in the missing out on

innovative or creative data collection methods. As such, the researcher enhanced this area beyond bespoke surveys and interview, with a focus group and observations of DVPO applications at court. This was conducted with the trained lawyers, facilitators and administrators who each had clear views and parts to play in the process pertinent to this study.

Victim Support

Policing and DPP are the only body involved in the application and enforcement of a DVPO. However, safeguarding of the victims that the orders are enacted to protect falls into the category of many other public and third sector organisations. These include adult and children protection obligations undertaken by local authorities, the local health boards, housing associations and charitable organisations. Each of these are members of the local MARACs and this membership became the target group for this study.

Methods

The four multi methods were conducted following consent and completed chronologically.

Focus group

A focus group offers rich, detailed data, enabling researchers to gain a deeper understanding of participant behaviours and motivations (Stewart, et al., 2007). It allowed for dynamic discussions, encouraging diversity of views and thereby contributing to more solid research findings (Catterall & Maclaran, 1997) and enabled the researcher to have an opportunity to engage with each legal representative involved in the DVPO applications. From a visit and time with the Legal services department it became clear the team had significant experience and understanding of the issues and views of the DVPO processes and were sighted on legislative changes towards the use of DAPOs.

The study commenced with a focus group and provided the researcher with the issues faced by the Legal team and allowed observation and a rapport with the participants. The outcome also assisted in the design of questionnaires and interviews. This focus group was conducted face to face within the environment of the department office and through semi structured and open questions, several anonymised examples and issues were highlighted and raised that created further discussion. No specific cases or private information was discussed or shared, and researchers notes retained.

Observations at Court

The Legal team members undertake the responsibility, along with other tasks, to process the authorised notices into an approved order at court. As identified, this must occur within a maximum period of 48 hours and conducted at a local magistrate court. The researcher expanded the methods from initial proposal into observation following the focus group, by attending court to hear and listen to the legal discussions for DVPO applications. It was understood that observation permits first-hand interpretation of real-world phenomena (Denzin, 2017), allowing the researcher to gather insights from direct engagement and contextual understanding, facilitating a holistic picture often missed by quantitative alone (Bryman, 2016) and this can often lead to the unveiling of unanticipated findings (Gillham, 2008). Attendance at a local Magistrate court was conducted with three uncontested DVPO hearings. The applications are public hearings and did not require specific permission or impact on ethical considerations.

Survey

All eligible investigators within DPP received an invite via an email. It outlined the nature of the study and the detail of the questionnaire and the estimated time it will take to complete the survey, which in this case was 10-15 minutes. This email also provided the unique online survey hyperlink that provided direct access to the start of the online survey (Appendix A). The surveys were tailored to each group but maintained a core of questions to assess

understandings and attitudes across the facets of the journey of a DVPO from notice to application to outcome at court. Each survey was consistent across the sampled groups in allowing the participant to:

- Maintain anonymity if chosen.
- Provide detail of how long their element of the process took.
- Outline the training/guidance that they had been provided, and if that was sufficient.
- Using a scalar (of 1-10) with highest number indicating their confidence in the understanding of the legislation and orders.
- Outline their individual experience of orders with free text answer opportunities to questions.

Other questions and statements of the survey were bespoke to the targeted participants.

The quantitative data obtained from the surveys assisted in understanding frequency and standardise the data collection and generalise and compare results. The consistent questions across all groups formed a comparative analysis and allow identification of themes in certain elements of the DVPO process. To provide flexibility to enhance the number of participants and maximise responses, the survey was able to be completed via the scanning of an attached QR code or clicking on a link within that email. The survey results were retained by the researcher only and it did not allow others beyond the targeted groups to access the link or results.

The survey design was mixed method to encompass both qualitative and quantitative questions, such as the use of a Likert scales and a follow up question to rationalise the choices made. For consistency and qualitative insight beyond other methods, the final two elements of the survey across all four groups are identical:

“I make the following comments regarding my experiences with DA Protection Notices and Orders...” and;

“I make the following recommendations to improve the effectiveness of DA protection notices and orders....”.

There was an unlimited free text box available to respond to each of the above allowing qualitative analysis from a wider group beyond those interviewed and from the focus group.

Interviews

Dependent on individual preferences and availability, the interviews were conducted face to face or virtually. Each interviewee was provided with the opportunity not to be recorded and for those done virtually, the camera was left off and audio recorded only. It was important to place some structure to the interview through prepared notes. However, it was recognised that structured interviews would be too rigid for this research. Semi-structured interviews offer flexibility, allowing for in-depth exploration of complex topics (King, 2004). They also permit tailored follow-up questions, enabling the researcher to delve deeper into participant responses, thereby enhancing the richness and validity of data collected (Arksey & Knight, 1999) and therefore allowed a probing of the answers and obtaining of a deeper understanding (Saunders, et al., 2009).

The timescales proposed meant that the ambitious interviews of two or more people from each group had to be scaled down, due to both accessibility and timeliness. As such, one participant was interviewed from within each of the four groups.

For the qualitative methods, all notes written down during each interview, focus group and observations at court were retained (see Appendix F). For the interviews not conducted in person, Microsoft Teams was used to enable the online recording. The recording platform allowed for prompt automated transcript but there were quality issues anticipated (Hurst, et al., 2019), and as such verbatim transcripts were made from the video playback.

Data Analysis

For the surveys the design was simple and allowed prompt and tailored dissemination via Microsoft Forms. Importantly, it ensured the responses to be immediate, visible and researcher notified upon completion and enabled the collection and analysis of the data into Microsoft Excel for analytical purposes. The quantitative data will be presented using these data sets and imported in tables, images or charts into this document as deemed appropriate following the analysis. This triangulation will be used to provide comment in the relevant sections to address the research objectives.

A thematic approach would be adopted by the researcher to manually analyse the qualitative data. Thematic data analysis is a widely used qualitative research method which identifies, analyses, and interprets patterns of meaning (themes) within qualitative data. This allows more flexible research design and contextual understanding as it can be implemented across a variety of theoretical and epistemological approaches and help to illustrate the complexities of meaning within a dataset (Braun & Clarke, 2006).

The analysis would be grouped and aligned to the objectives and merged into specific or broad themes together with other method results and existing literature.

Limitations

All research methods have limitations, and none is perfect (Breakwell, et al., 2020, p. 306). The main limitation to this study is the true impact of the orders from whom the legislation was introduced to protect, victims of domestic abuse. The research objectives are specifically aimed to understand the views from within policing and from those in supporting and safeguarding roles. However, the literary review highlights this may not always be victim-led (their preference of action). Nevertheless, an analysis and understanding of the views of

policing in a perceived victim-focussed approach will provide insight and data collection towards the research objectives.

A second limitation is the focus on one police force that is relatively small when compared with other constabularies across England, Wales and the one force approaches in Scotland and Northern Ireland. As such, the sample size cannot be assessed to be wholly reliable beyond DPP.

Research ethics

The study was approved by University of Wales Trinity St. David's Ethics committee. The ethical concerns raised related to the clarification of interaction with victims, and the researchers access to information as a manager within DPP.

The researcher was considerate of being an insider researcher with access to and working knowledge of the organisation and working practices (Saunders, et al., 2017). It was understood and acknowledged from the outset of this research, that an assessment of the effectiveness in preventing further harm, understanding their success and the views of victims or perpetrators would not be possible. Although some research did have access to domestic abuse victims and a single perpetrator (Jones, 2020), the legality in accessing personal information, inability to conduct case studies and risk of contact with victims, was not supported or in line with policies and legislation such as Management of Police Information (MOPI), Data Protection and Human rights.

To ensure an appropriate consent process, all surveys commenced with the option for the respondent and responses to be anonymised (at that point or in the future). During the interviews, they were commenced with participants knowledge of a recording, transcription, and anonymity. Every participant was forwarded the invite for the survey individually, to

ensure there was no pressure or collusion from others with sight of those asked to participate. It was also important to consider that across the sampled groups, no individuals were unique in roles or positions that would jeopardise the anonymity and protection offered to participants.

Summary

The mixed-methods research offered numerous benefits when conducting a dissertation (Saunders, et al., 2009). This approach enabled the researcher to address the identified objectives, increase the credibility of research findings through triangulation and enhance understanding and areas for further research. Secondary data used for this study comprised of official statistics and reports available on the Dyfed Powys Police website, government publications and academic journals. This study also aims to add to the body of knowledge on the topic particularly as Policing has yet to implement recommendations from previous studies (Kelly, 2013) and head towards new legislative changes of DAPOs (Blackburn & Graca, 2021).

Data Analysis

The aim of this research is to evaluate the use of DVPOs within one police force, Dyfed Powys Police (DPP). Previous chapters have outlined the rationale, assessment of other research, studies and literature and methods to gather information. This chapter will detail and analyse the results of the justified methods.

The mixed method approach outlined that a thematic approach would be beneficial (Saunders, et al., 2009) and will do so in a comparative and holistic way. The analysis will be broken down into topics and themes in line with the research objectives. For the purposes of this chapter, the below terms will be used to divide the four sampled groups and the full results contained within the Appendices. The content of the interviews, focus group and observations are available upon request to the researcher.

- Applicant – those assessing when a DVPN is appropriate and making the applicant internally for authorisation. The survey results are contained within Appendix B.
- Authoriser – Police leader (Superintendent) authorising the DVPN and subsequent instigation of a DVPO hearing. The survey results are contained within Appendix C.
- Legal Services – the individuals form within the Legal team processing the DVPN into a DVPO hearing and making the written and verbal application at court on behalf of DPP. The survey results are contained within Appendix D.
- Victim Support – Individuals outside of DPP supporting victims of DA including those protected by a DVPO. The survey results are contained within Appendix E.

Respondents

The responses from participants were positively high and prompt to the invitation across three of the groups, with a limited response from external agencies (Victim supporters).

Table 1: Participants in research methods

Data source	Participants	% of total applicable
Applicant survey Police Constables and Detectives Constables	53	56%
Authoriser survey Police superintendents	7	88%
Legal Services survey Legal services staff	5	100%
Victim Support survey IDVAs, local authority and third sector agencies	4	20%
Focus group Legal services dept	5	100%
Interviewees 1 each from Applicant, Authoriser, Lawyer, and Victim supporter	4	100%

This research did not warrant the gathering of identification details or personal information and the ability to be anonymous was clearly important for the Applicants with many participants using this option as detailed in table 2.

Table 2 – Anonymity

Remain anonymous		
Applicant	45/53	92%
Authoriser	0/7	0%
Legal Services	2/5	40%
Victim Support	2/4	50%

Establishing the knowledge and understanding of DVPOs in DPP

The importance of training to build confidence and usage were key recommendations from the initial evaluation of the implementation of DVPOs (Kelly, 2013, p. 7). To provide context to their self-assessment, subsequent multi choice options allowed participants to detail with more than one option how they have learnt and understood the process. As the survey results highlight, across all survey respondents (n=69), including the legal services sampled group, only one single respondent from the Applicant group indicated that formal training had been

provided. Half of the victim supporters indicate they had received no training or guidance whatsoever (Appendix E – Q8). Most of the Authorisers did not assess this as an issue, with 86% indicating that they did not require further guidance. To understand how this correlates to practice and workplace confidence, the participants in this study were asked to self-grade their confidence in the DVPN/DVPO process on a scalar of 1-10. The Applicant group, who are the key individuals as without their knowledge, assessment, and application, the DVPO process would not commence, scored the lowest average of precisely 6/10 (somewhat confident). The highest were the victim supporters (averaging 8.6/10) who as domestic abuse specialists could be predicted, but were higher than those with the legal background and presenting DVPO applications at court (averaging 8.4/10). When comparing the results of the respondents detailing the training and support, a gap in training is highlighted amongst the Applicants in particular. The qualitative data supports this with the Applicant detailing in an interview that this was frustrating. The interviewee explained *“The first time I completed a DVPN, I asked a colleague for a copy of theirs. Neither of us could find the guidance on the force intranet site and I had to contact an Inspector for a recent a good example”* [Applicant].

The interviewee highlighted further that *‘I sent it for authorisation but had no feedback if it was any good or if I had done it right.* This comment is supported from others. The qualitative open questions at the conclusion of the survey, were thematically assessed and training featured heavily (n=13) across the Applicants. The selected comments from the survey results (Appendices B - Q16) include:

“I have never been given training”,

“There should be training about how to complete DVPN's as it is not straightforward”,

“I have only ever had to complete two DVPN's with no training or guidance...”,

“Although I have not completed many, I find the advice given and expectations differ each time they have been completed...”.

The consequences of this go beyond missing opportunities to safeguard victims, as there is seemingly the impact on others within the organisation. The standards and quality of the paperwork associated with applications is a notable issue that arose from the research methods undertaken with the Legal Services team. The focus group identified key issues in addressing errors or lack of information. This resulted in the *'running around to chase officers who are now in bed after working late hours'* [Legal Applicant], with a collapsing timescale (48 hours to court hearing), in order to collate and present material and information required for a successful or effective hearing and DVPO application to be granted.

There is a tangible impact, understanding that *"we (Legal Services team) have had to attend court, pay the hearing fee simply to state that we will not be pursuing the DVPO, because of issues in the DVPN process not followed appropriately"*. This example was evident and witnessed during the observation at court as part of this research. The Legal Services survey results (Appendix D) outlined a further theme with each of the respondents referencing requirements to improve standards in the DVPO paperwork. During the focus group with Legal Services, it was commented that: *"We have had large numbers of DVPNs with errors (incorrect names/details and/or failure of forms being signed correctly."* This was supported further by another participant from the same team outlining: *"Better attention to detail, more careful consideration of whether a DVPN is appropriate, proportionate, and necessary."* [Focus Group – Legal Services].

These findings support the recommendations of the pilot evaluation (Kelly, 2013) with the need for further training or guidance, and highlights the consequences of deficiency in DVPO applications concluded by others (Smith, 2016, p. 62), supported in more recent research (Jones, 2020, p. 25), and further recommended prior to the forthcoming legislative changes in DAPOs (Speed & Richardson, 2022, p. 205).

Explore the considerations made for the necessity of DVPNs and DVPOs

To explore the necessity to protect victims from further harm as the fourth criteria in the legislation, a Likert scale was used (see Appendix A) to assess holistically and comparatively the factors and considerations. The statement was tailored to each of the three sampled groups - Applicant, Authoriser and Legal Services. It required respondents to grade each element, with a choice of essential, important, desirable, or irrelevant. The factors were chosen based on the mandatory factors of the legislation and the impactful factors were derived from the literary review including victim support (Bates & Hester, 2020), risk grading (Robinson, et al., 2016), previous offending history (Sherman, et al., 2014) and repeated victimisation (Ewin, et al., 2020). The results are displayed across the three figures (4-6) for illustration.

Fig.4 Factors considered by the Applicant

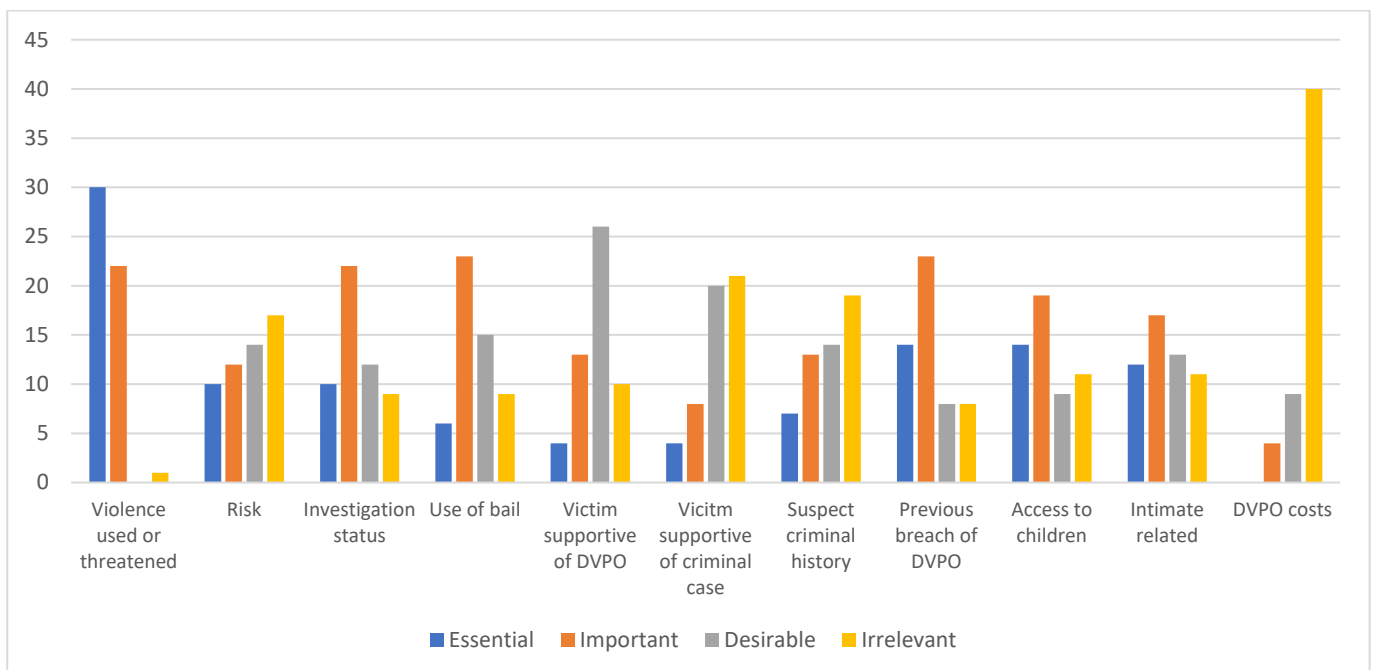


Fig.5 Factors considered by the Authoriser

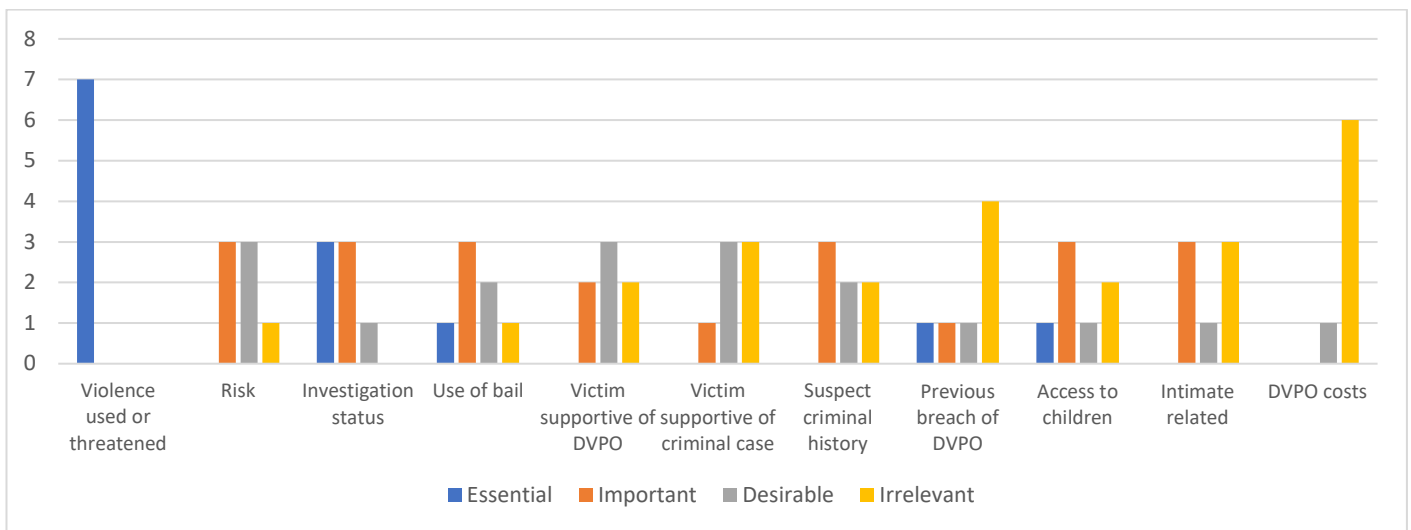
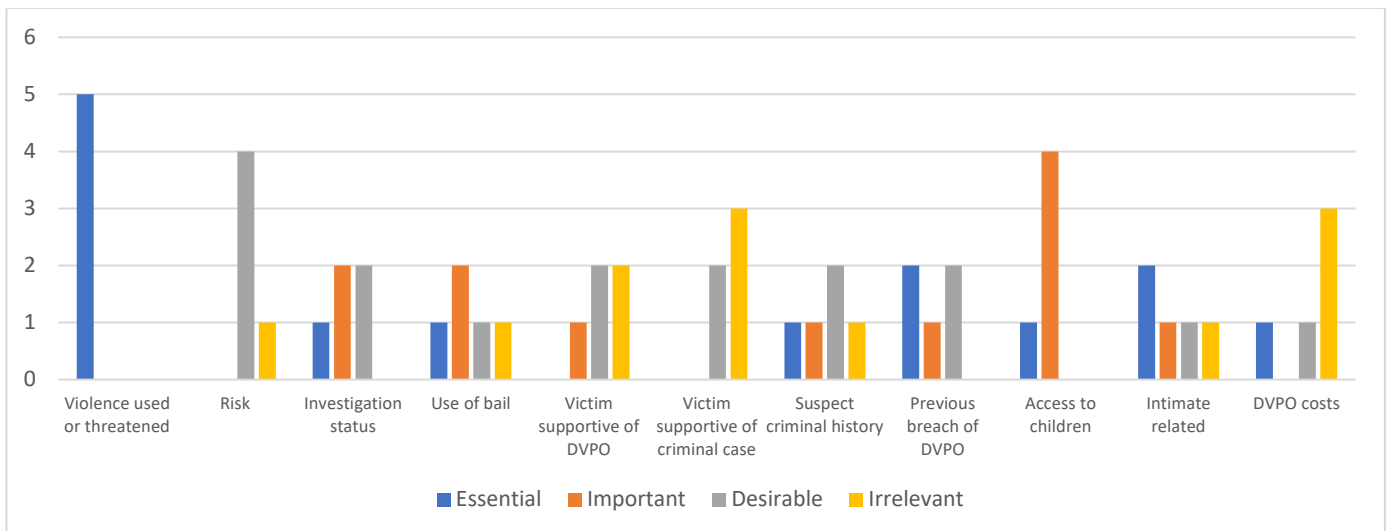


Fig.6 Factors considered by Legal Services



Violence being used or threatened is an essential part of the legislation and as such was reflective of the essential elements as identified across every participant within the Legal services and Authorisers. However, only 57% of the Applicants who instigate the process felt it was essential, albeit 42% did regard it as important. There was clear disparity across the three groups in each of the other areas for consideration.

There was inconsistency in the importance of the risk identification (DASH grading) deemed to be an important factor in the policing response to DA (Robinson, et al., 2016) along with

victim support (Safelives, 2023), yet both are seemingly minimised factors in the use of DVPOs by all teams in DPP. The convictions and criminal history of the perpetrators are also key in preventing further harm (Thornton, 2017), yet deemed as desirable or irrelevant by the majority across each group. There was a big importance placed by the Applicants and Legal Services of the previous disregard of prohibitions from repeated perpetrators, but notable insignificance on this element by the Authoriser with most assessing it as irrelevant. This was repeated in the relationship being intimate (as opposed to sibling/spouse), a factor for both the Applicant and Legal Services, but not the Authoriser. In an interview with an Authoriser, there was however recognition of risk and other factors.

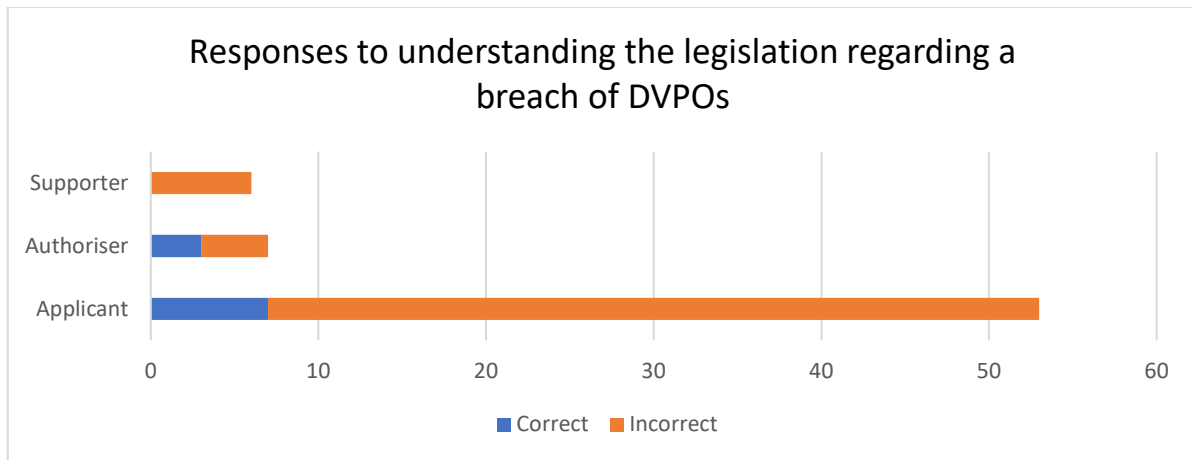
“There has to be some prevailing risk that we need to mitigate. Article 2 (European Convention for Human rights), that’s the usual tipping point for me, we’ve obviously got a positive obligation to act as a public body, the Police, arising from past incidents, we’ve got a duty to act to protect people so if those things are present I’m then on to looking is that reflected in the paperwork.” [Authoriser]

There was consistency across all three groups regarding the importance placed on the presence or access to children, and little consideration on the costs or if the victim was supportive, desirable at best in most cases. This would reflect the ethos of the legislation in acting in the victims’ best interests (Home Office, 2013) and provide some understanding how DPP has an above average rate of applications compared with other forces (Office for National Statistics (ONS), 2022).

The assessment of effectiveness of DVPOs by DPP

The evaluation studies referenced focussed heavily on breach of orders. It was evident from the focus group that a breach of a DVPO is a conviction for contempt of court was basic knowledge from within the Legal services team. However, it was included in the bespoke survey to all other groups to assess the understanding as it was clearly a frustrating element from other thematic research (Smith, 2016; Jones, 2020).

Fig. 7 - Correct identification of offence for a DVPO breach



Very few participants understood the offence recorded from a breach of the prohibitions of a DVPO and may go some way to understand the frustrations regarding the perceived lenient results at court. In an interview it was stated that *“there is nothing more demoralising after establishing a breach, arresting someone and keeping them in custody, only to return the next day and see him smiling back at you in the street”* [Interview - Applicant]. From the qualitative questions within the survey this was repeated on five occasions within the Applicant respondents (Appendix B), with comments and suggestions made to *“increase the penalty for a breach of DVPO significantly”* and *“harsher punishments to breaches”* as needed. This was not repeated from any other group across the research methods, but in an open question to conclude each interview, the question was asked if a breach of a DVPO would be classed as success or failure by DPP, with differing views.

“...surely a breach is a positive as we have intervened and shown that the law is there to protect and we will enforce it.” [Applicant]

“..it is a double edged sword....a breach is the failure of the process, but success in terms of our policing of them, but overall the net result is a net failing.”
[Authoriser]

"it depends on from which perspective it is viewed. A breach tells us that the application was needed and that we do police it. If a victim views it as success, can be circumstantial."

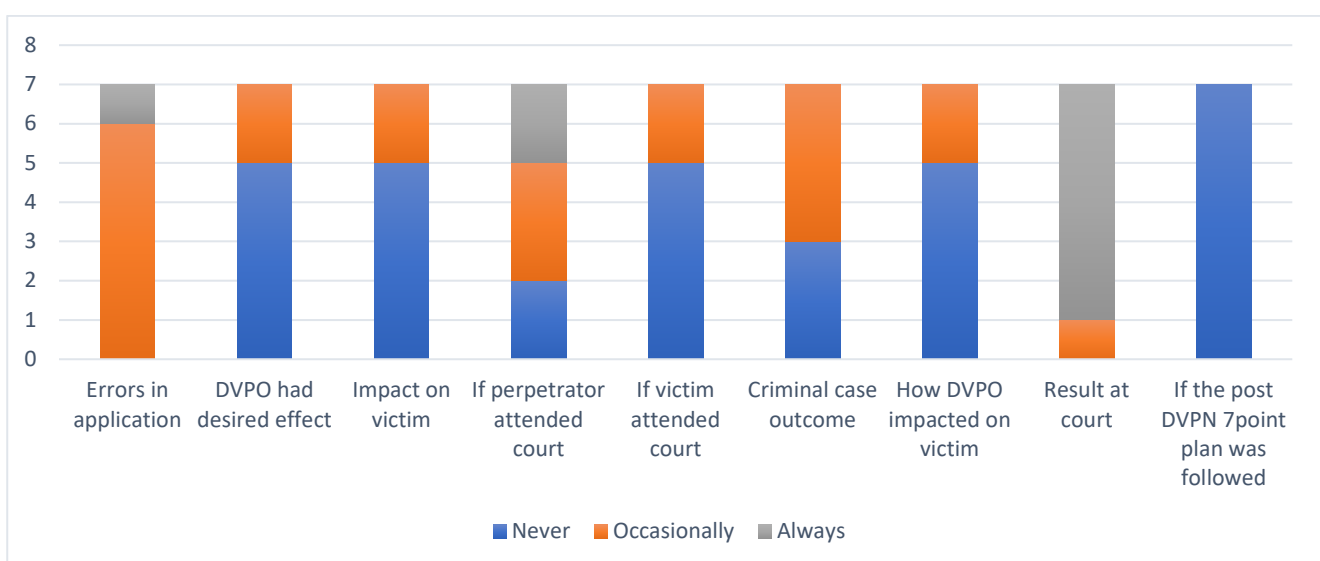
[Legal Services]

"if it is proven, it is a success. If someone is arrested for it, it shows there is consequence for this person. It could be a breach reported to us by the client then they are showing confidence in us, and safeguarding the victims."

[Victim Support]

The findings support the existing literature that it remains difficult to assess effectiveness of orders, particularly when there is no barometer of success or any internal evaluation regarding their use or impact. From the initial focus group and interviews it was clear that each individual element to the DVPO process (Applicant-Authoriser-Legal team) view the legislation and orders as *"..a significant tool in our ability to protect victims"* and the numbers of orders are reflective of that. As such, the survey with the Authorisers included a question on the feedback from one group back to the other.

Fig.8 - Feedback received by the Authoriser post DVPN



The responses in figure 8 support isolated ways of working without a holistic understanding or review. The Authorising respondents' detail that they are never informed of the 7-point action plan an Applicant is required to implement following the serving of a DVPN on a perpetrator. There is regular communication regarding the outcome of the DVPO but the majority indicate they never, and at best occasionally, get to know or understand the corresponding criminal case ongoing, the overall impact on victim, relationship or disruption. This is recognised as a gap, "*you do get told of the outcome at Court. it would be nice to have more thematic feedback ...a feedback loop I think would be good.*" [Interview – Authoriser].

Following the observations for this study at court and the benefits of understanding the journey of the process, an assessment of the understanding of when Applicants or Authorisers have themselves attended court was included in the survey. The results from all Appendices outline that only 2 of the 60 respondents across the two groups (1 from each) had done so.

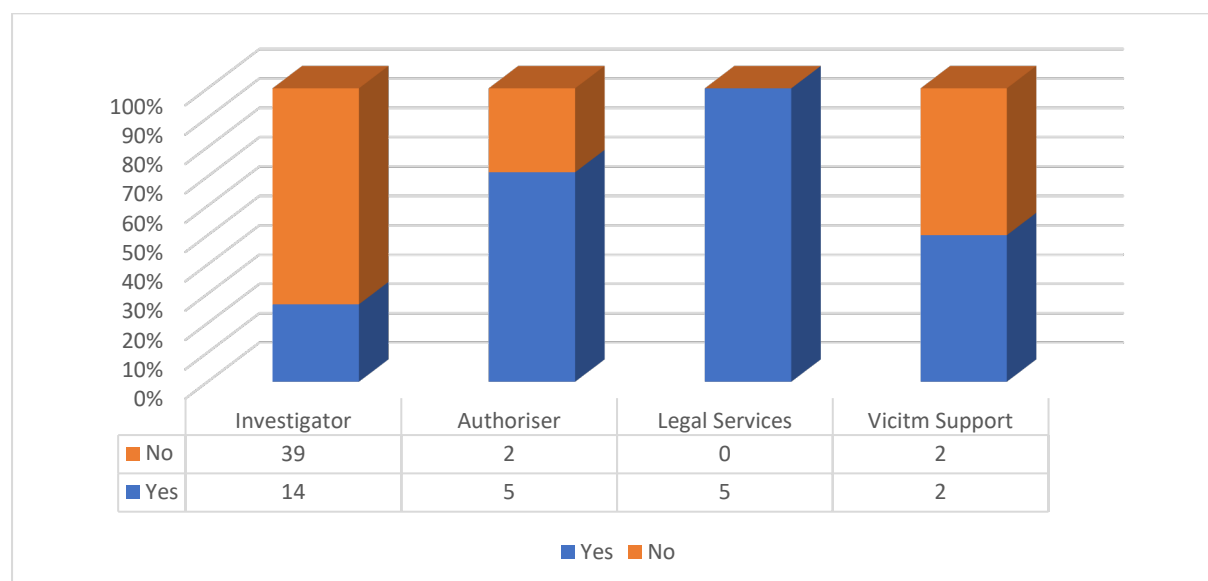
The limitations and inaccessibility for this study are documented in the previous chapter. However, the inclusion of the views of victims (via their Victim Support group) was equally important and their assessment of the impact of DVPOs was included within the survey (Appendix E – Q16). There was no view that DVPOs are invaluable to victims, and the greatest emphasis was on their importance in supporting and safeguarding children potentially impacted. It was evident that there were views that DVPOs did offer some deterrence to perpetrators from continuing the abusive behaviour but no effect on longer term rehabilitation or education, supporting findings of Hester (2005), and little effect to assist a multi-agency safeguarding approach. The survey also asked victim supporters to identify if they had known of victims who had used the DVPO to remove themselves from abusive relationships. All respondents stated that they did and that each knew either 1,2 or 6+ victims who had, dependent on their roles. One factor that arose not anticipated was the impact on other agencies such as the pressures on local authorities or housing associations. In one survey response (Appendix E – Q22) it was outlined that the consequence of a DVPO was the legal

obligation to rehouse the perpetrator, who often aim to return to the home after 28days and as such have no intention to pay for the temporary accommodation, with costs incurred by agencies or public bodies. This assessment did not feature in the literary review or considered in previous evaluations included in the detailed net economic value (Kelly, 2013, p. 8) and is clearly a cause for concern and barrier for safeguarding victims during and beyond the DVPO period. The proposed changes in converting them to DAPOs and the subsequent longer term (2+years) may address this, and other associated problems predicted (Blackburn & Graca, 2021).

Understand the impact of increasing use of DVPOs.

The ever-increasing use and seemingly training gap inevitably creates time and costs factors for DPP and others are highlighted in this research. To provide an understanding, each group were asked to outline the average number and time of their elements of the DVPO process. Each participant was asked in the survey about their knowledge of such changes, and outcome presented in figure 9.

Fig.9 - Awareness of the changes to legislation with the introduction of DAPOs



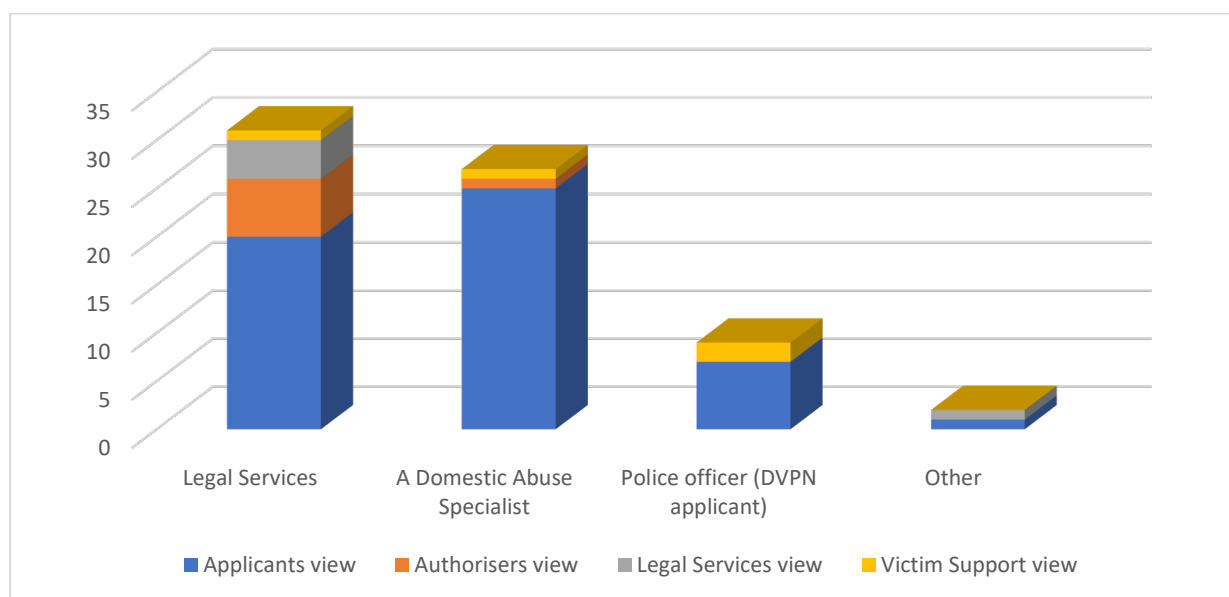
The results outline a clear understanding and expertise in the Legal Services group regarding foresight and legislation. The findings tie in with the learning whilst doing approach seemingly undertaken by Policing since the orders were implemented and is predicted by others (Blackburn & Graca, 2021, p. 37) to be a risk of repetition as the orders evolve.

The survey results of the questions regarding the time and effort needed was asked across each group. This assessment is clear with the time taken from DVPN application to DVPO outcome at court to be greater than 8 hours on average. The mixed methods allowed a greater understanding of this, with the focus group identifying the resilience issue created:

“.. the great deal of time allocated to these applications does not include any subsequent breaches. The difficulty with breaches is that the perpetrator has to attend court within 24hours of the arrest. This means that they, and us as a team, must attend the nearest court to their arrest. This may mean Aberystwyth, Newtown or Haverfordwest, resulting in travelling 50-100 miles at short notice.” [Focus Group – Legal Services]

The literary review identified that there were differences in regions including utilising officers as the representative at court (Kelly, 2013, p. 11). The evaluation found a significant difference in costs and outcomes at court associated with officers and legal teams with recommendations that contested cases and breaches were undertaken by trained lawyers. The guidance states that the DVPO application can be made by the police constable in person, by a solicitor employed by the police, by a barrister/legal advisor instructed by the police or by ‘another person authorised to make the complaint’ (Home Office, 2013). As such, the survey included an exploration from each group to assess the views of the best placed resource to undertake the role as the Police representative at the DVPO hearing.

Fig.10 Total views on most appropriate skills and role at DVPO hearings



Interestingly, the Legal Services team all responded that they were best placed with the one mixed response provided with context that this was when resilience was required to support the team. The legal services department outlined the increase in their work during group interview, yet they still clearly believe that they were the right individuals to proceed with the application. There is an alternative view from Victim support (n=2) and most Applicants (n=25) forming a view that it should be a domestic abuse specialist. It was viewed that the interviewed Applicant however that the current position should remain *“I believe it should be a legally qualified person as that is what we do for everything else.”* [Interview - Applicant].

This was fully supported by senior managers that *“...to take Officers off the street and put them in a Court scenario I would personally be against that.... its probably better keeping it with a staff member that’s suitably robust and qualified”* [Interview – Authoriser].

Assess the impact of DVPOs on victims and perpetrators

In the survey with Victim supporters, no respondent felt that DVPOs were an invaluable tool. However most outlined that they had a strong effect on the safeguarding of the victim, children, and wider family, and reducing the risk of further harm. There was an indication of some benefit to deterring perpetrators and assisting a multi-agency response to the abuse and subsequent relocation of the victim (Appendix E – Q16). The responses support existing research (Hester, 2005) that DVPOs are useful for the first initial period but the time and subsequent end of a DVPO means victims are left without a legal footing or safeguarding.

One survey respondent supported the Victim Support interviewee that the benefits and effectiveness of DVPOs remained unproven with a mixed review from victims. In some instances, the DVPO is much needed to help safeguard a victim when they are unable to safeguard themselves. The quantitative findings that risks are heightened and repeat victimisation increased following a DVPO granted (Smith, 2016), is somewhat corroborated with a response that *“some clients (victims) completely disagree with them and find the separation from the AO (perpetrator) may in fact increase their risk, as the AO will blame the victim for the order and the consequences afterwards may be more severe.”* (Appendix E – Q7).

The survey responses across the Applicant and Victim Support survey responses that policing lacks capacity to fully monitor and support victims and target perpetrators (Jones, 2020, p. 87) during the DVPO period.

Summary

The researcher conducted a thorough inductive approach using multi methods to obtain the many quantitative and qualitative responses across the wide sampled groups. The inability to obtain victims views directly, and low responses from other agencies has not hampered an in-depth understanding obtained.

The results identify the differences in views and considerations across the groups within the same organisation and existing partnerships, without a clear understanding of a holistic view or of the impact from one part of the process to the other.

The Applicants feel that they are undertrained, the Authorisers assess that they are not seeing matters holistically and Legal services are overwhelmed through a significant amount of time and effort undertaken in every application and subsequent breach. There is a significant amount of effort and costs associated with each DVPO, yet there are differences in the attitudes and understanding of when to use them and apparent lack of how to measure their effectiveness. There is also no evidence that the recommendations proposed ten years prior to this study (Kelly, 2013), repeated in others (Jones, 2020) have been addressed.

Conclusion

This study set out to evaluate the use of DVPOs by Dyfed Powys Police. The contrasting research findings on DVPOs suggest that protection orders are not a panacea to the problem of domestic abuse. Evaluating their success or effectiveness remains a difficult task. Some abuse victims may regard relationship continuing without violence as success, or even an improvement in their own wellbeing. This however does not assist policing or support agencies in their continuing attempts to disrupt and protect the wide scope of people negatively impacted by domestic related abuse.

This research supports existing research (Bates & Hester, 2020) that it remains difficult to assess the true effectiveness of the orders since their implementation in 2012, but that their increasing use signifies them as an important tool in the policing response (Smith, 2016). This research has provided evidence that training and guidance remains a gap that needs to be addressed. This recommendation first appeared in the initial pilot review (Kelly, 2013), repeated in other more recent evaluations (Jones, 2020) and supported with the findings in this survey across all areas of expertise. Those responsible for different stages to an order being granted and enforced, are working in isolation with a lack of feedback and cohesion to truly evaluate their use individually and thematically. This research has illustrated that the overall confidence of those involved in the authorisation of the notices and application of the orders remain high, but there is a lack of consistency of what could or should be considered as necessary to protect victims from future harm.

It must be incumbent upon the organisation (DPP) to use the existing research and these findings to explore opportunities to support those conducting the significant time and effort in their application and enforcement to support victims, understanding the risk to those granted to protect may increase. The evidence gathered during this study supports the conclusions of others (Blackburn & Graca, 2021; Jones, 2020) that the enhancement of orders into DAPOs

will assist the longer-term approach to disruption and support. However, a lack of awareness apparent across the groups of the new legislation, highlights the risk for repeated findings of the early implementation (Kelly, et al., 2013). This study therefore adds to the body of knowledge in relation to the continued use and development of the orders, as they evolve and gain more clout and legal standing in the form of DAPOs.

DPP is seemingly using its right skills and resource in the DVPO applications at court, but more can be done to improve their resilience by supporting the earlier applicants and authorisers in knowledge, training, and a feedback loop. The high success rate of DVPOs being granted at court are impressive in comparative to the findings in other countries, but this research supports the referenced early evaluation and subsequent thematic studies in the UK that more can be done to understand how the effectiveness of DVPO and DAPOs can be measured, and by whom.

From the primary research undertaken, there were themes around the capacity and appropriateness of the skills required for the DVPO application at court. This provides opportunity for consideration of further research together with the true understanding of economic and social impact and costs such as the legal fees and costs associated with orders from those supporting victims and perpetrators.

Bibliography

- Anitha, S., 2019. Domestic violence protection orders and their effectiveness. *British Journal of Criminology*, 59(1), pp. 227-246.
- Anitha, S., 2019. Understanding economic abuse through an intersectional lens: Financial abuse, control and exploitation of women's productive and reproductive labor.. *Violence Against Women*, 25(15), pp. 1854-1877.
- Ariza, J. J. M., Robinson, A. & Myhill, A., 2016. Cheaper, Faster, Better: Expectations and Achievements in Police Risk Assessment of Domestic Abuse. *Policing*, 10(4), pp. 341-350.
- Arksey, H. & Knight, P., 1999. *Interviewing for social scientists : an introductory resource with examples*. London: SAGE.
- Bates, L. & Hester, M., 2020. No longer a civil matter? The design and use of protection orders for domestic violence in England and Wales. *Journal of Social Welfare and Family Law*, 42(2), pp. 133-153.
- Bates, L., Hester, M. & Justice Project Team, 2018. *Policy Evidence Summary 2: Protection orders for Domestic Violence*, Bristol: University of Bristol.
- Bates, L., Hoeger, K., Stoneman, M.-J. & Whitaker, A., 2022. *Domestic Homicides and Suspected Victim Suicides During the Covid-19 Pandemic 2020-2021*, s.l.: Vulnerability Knowledge and Practice Programme (VKPP).
- BBC, 2021. *Sarah Everard: How Wayne Couzens planned her murder*. [Online] Available at: <https://www.bbc.co.uk/news/uk-58746108> [Accessed 20 January 2023].
- BBC, 2023. *Domestic abuse protection orders "absolutely pointless" say victims*. [Online] Available at: <https://www.bbc.co.uk/news/uk-england-62726384> [Accessed 30 April 2023].
- Benitez, C., McNiel, D. & Binder, R., 2010. C Benitez, D McNiel and R. Binder, 'Do Protection Orders Protect?' (2010) *The Journal of the American Academy of Psychiatry and the Law*, Volume 38, pp. 376-385.
- Bessant, C., 2015. Protecting Victims of Domestic Violence—Have We Got The Balance Right?. *The Journal of Criminal Law*, 79(2), pp. 102-121.
- Blackburn, K. & Graca, S., 2021. A critical reflection on the use of and effectiveness of DVPNs and DVPOs. *Police Practice and Research*, 22(1), pp. 23-39.
- Braun, V. & Clarke, V., 2006. Using thematic analysis in psychology. *Qualitative Research in Psychology*, 3(2), pp. 77-101.
- Breakwell, G. M., Wright, D. B. & Barnett, J., 2020. *Research Methods in Psychology*. 5 ed. s.l.:Sage.
- Bryman, A., 2016. *Social research methods*. 5th ed. Oxford: Oxford University Press.
- Burton, M., 2018. Specialist domestic violence courts for child arrangement cases:safer courtrooms and safer outcomes?. *The Journal of social welfare & family law*, 40(4), pp. 533-547.
- Calan DVS, 2023. *Five specialist domestic abuse agencies awarded Dyfed Powys IDVA Contract*. [Online] Available at: <https://www.calandvs.org.uk/en/five-specialist-domestic-abuse-agencies-awarded-dyfed-powys-idva-contract/> [Accessed 28 02 2023].
- Catterall, M. & Maclaran, P., 1997. Focus group data and qualitative analysis programs: Coding the moving picture as well as the snapshots. *Sociological Research Online*, 2(1), pp. 52-73.
- Centre for Womens Justice, 2019. *Centre for Women's Justice Super-complaint: Police failure to use protective measures in cases involving violence against women and girls*. [Online] Available at: <https://static1.squarespace.com/static/5aa98420f2e6b1ba0c874e42/t/5c91f55c9b747a252efe260c/1553069406371/Super-complaint+report.FINAL.pdf> [Accessed 5 April 2023].

- College of Policing, 2015. *Using domestic violence protection notices and domestic violence protection orders to make victims safer*. [Online] Available at: <https://www.college.police.uk/app/major-investigation-and-public-protection/domestic-abuse/using-domestic-violence-protection-notices-and-domestic-violence-protection-orders-make-victims-safer> [Accessed 02 May 2023].
- Cordier, R., Chung, D., Wilkes-Gillan, S. & Speyer, R., 2021. The Effectiveness of Protection Orders in Reducing Recidivism in Domestic Violence: A Systematic Review and Meta-Analysis. *Trauma, Violence & Abuse*, 22(4), pp. 804-828.
- Creswell, J. W. & Plano Clark, V. L., 2018. *Designing and conducting mixed methods research*. s.l.:Sage publications.
- Crompton, L., 2013. Domestic violence protection notices and orders: Vulnerable to human rights challenge?. *Family Law Journal*, Volume 43, pp. 1588-1593.
- Cross, J. & Newbold, G., 2010. Presumptive Arrest in Partner Assault: Use of Discretion and Problems of Compliance in the New Zealand Police. *Australian & New Zealand journal of criminology*, 43(1), pp. 51-75.
- Denzin, N., 2017. Performance, Hermeneutics, Interpretation. *The SAGE Handbook of Qualitative Data Collection*, pp. 200-216.
- Durfee, A. & Messing, J. T., 2012. Characteristics Related to Protection Order Use Among Victims of Intimate Partner Violence. *Violence Against Women*, 18(6), pp. 701-710.
- Dyfed-Powys Police and Crime Commissioner, 2023. *Dyfed-Powys Police and Crime Plan 2021-2025*. [Online] Available at: <https://www.dyfedpowys-pcc.org.uk/media/11092/police-and-crime-plan-2021-2025.pdf> [Accessed 15 May 2023].
- Erez, E. & Harper, S., 2018. Intersectionality, immigration, and domestic violence.. *The handbook of race, ethnicity, crime, and justice*, pp. 457-474.
- Ewin, R., Bates, E. A. & Taylor, J. C., 2020. Domestic abuse orders: risk, vulnerability and training. *Journal of Criminology, Research, Policy and Practice*, 6(2), pp. 151-167.
- Fitzgerald, R. & Douglas, H., 2020. The Whole Story: The Dilemma of the Domestic Violence Protection order Narrative. *British Journal of Criminology*, Volume 60, pp. 180-197.
- Gadd, D. & Corr, M.-L., 2017. Beyond Typologies: Foregrounding Meaning and Motive in Domestic Violence Perpetration. *Deviant Behaviour*, 38(7), pp. 781-791.
- Gillham, B., 2008. *Observation techniques: structured and unstructured approaches*. London: Continuum.
- Grace, J., 2015. Clare's Law, or the national Domestic Violence Disclosure Scheme: the contested legalities of criminality information sharing. *The Journal of Criminal Law*, 79(1), pp. 36-45.
- Her Majesty's Inspectorate of Constabulary, Fire and Rescue Services (HMICFRS), 2017. *A Progress Report on the Police Response*, London: HMICFRS.
- Hester, M., 2005. Making it through the Criminal Justice System: Attrition and Domestic Violence. *Social Policy & Society*, 5(1), pp. 79-90.
- HMICFRS, 2022. *PEEL 2021/22: Police effectiveness, efficiency and legitimacy. An inspection of Dyfed-Powys Police*.
- Home Office, 2013. *Evaluation of the Pilot of Domestic Violence Protection Orders*, London: Home Office.
- Home Office, 2013. *Impact Assessment - Domestic Violence Protection Orders*, London: Home Office.
- Home Office, 2016. *Domestic Violence Protection orders (DVPO) One year on - Home Office assessment of national roll out*, London: Home Office.
- Home Office, 2018. *HM Government, Transforming the Response to Domestic Abuse: Government Consultation*.
- Home Office, 2021. *Tackling violence against women and girls strategy*.
- Home Office, 2022. *HM Government, Domestic Abuse Protection Notices/Orders Factsheet*.

- Home Office, 2023. *Domestic abuse - how to get help*. [Online] Available at: <https://www.gov.uk/guidance/domestic-abuse-how-to-get-help> [Accessed 7 May 2023].
- Hoyle, C., 1998. *Negotiating Domestic Violence: Police, Criminal Justice and Victims*. Oxford: Clarendon.
- Humphreys, C. & Thiara, R., 2003. Neither Justice nor Protection: Women's Experiences of Post-Separation Violence. *Journal of Social Welfare and Family Law* 195–214, 25(3), pp. 195-214.
- Hurst, H., McCallum, K. & Tilles, S., 2019. Dialoguing with the silent researcher: Rethinking the role of the transcriptionist in qualitative research. *Methodological Innovations*, 12(2).
- Ivandic, R., Kirchmaier, T. & Linton, B., 2020. *Changing patterns of domestic abuse during Covid-19 lockdown*, London: Centre for Economic Performance, London School of Economics..
- Johnson, R. B. & Onwuegbuzie, A. J., 2004. Mixed methods research: A research paradigm whose time has come.. *Educational researcher*, 33(7), pp. 14-26.
- Jones, B., 2020. *Exploring the impact of Domestic Violence Protection Notices on victims and perpetrators of domestic violence*, s.l.: Bangor University.
- Kelly, L. et al., 2013. *Evaluation of the Pilot of Domestic Violence Protection Orders*, London: Home Office Science.
- King, D., 2004. The scientific impact of nations. *Nature*, 430(6997), pp. 311-316.
- Knox, K., 2004. A Researcher's Dilemma - Philosophical and Methodological Pluralism. *Journal of Business Research Methods*, 2(2), pp. 119-128.
- Ko, C. N., 2002. *Civil restraining Orders for Domestic Violence; The Unresolved Question of "Efficacy"*. s.l.:University of Southern California Law School.
- Kuzmič, A., 2019. Domestic violence protection orders: victim perspectives from a European Union member state. *Journal of Family Violence*, 34(1), pp. 41-52.
- Logan, T. & Walker, R., 2009. Civil Protective Order Outcomes: Violations and Perceptions of Effectiveness. *Journal of Interpersonal Violence*, 24(4), pp. 675-692.
- Magic, J. & Kelley, P., 2018. *LGBT+ people's experiences of domestic abuse: a report on Galop's domestic abuse advocacy service*, London: Galop, the LGBT+ anti-violence charity.
- McPhee, D. et al., 2022. Criminal justice responses to domestic violence and abuse in England: an analysis of case attrition and inequalities using police data. *Policing and Society*, 32(8), pp. 963-980.
- Moracco, K. et al., 2010. Who Are the Defendants in Domestic Violence Protection Order Cases?. *Violence Against Women*, 16(11), pp. 1201-1223.
- Moroz, A. & Mayes, A., 2019. *Learnings from the London Domestic Violence Protection Order Caseworker Project*, s.l.: s.n.
- Myhill, A., 2019. Renegotiating domestic violence: police attitudes and decisions concerning arrest. *Policing and Society*, 29(1), pp. 52-68.
- Myhill, A., Hohl, K. & Johnson, K., 2023. The 'officer effect' in risk assessment for domestic abuse: Findings from a mixed methods study in England and Wales. *European Journal of Criminology*, 0(0), pp. 1-22.
- National Police Chiefs Council (NPCC), 2022. *Performance Management*. [Online] Available at: <https://www.npcc.police.uk/our-work/work-of-npcc-committees/performance-management-coordination-committee/> [Accessed 3 April 2023].
- Office for National Statistics (ONS), 2018. *Domestic abuse in England and Wales – Data tool*. [Online] Available at: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/domesticabuseinenglandandwalesdatatool> [Accessed 04 February 2023].
- Office for National Statistics (ONS), 2021. *Domestic abuse and the criminal justice system, England and Wales: November 2021*, s.l.: ONS.

- Office for National Statistics (ONS), 2022. *Domestic abuse - prevalence and trends*. [Online] Available at: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/domesticabuseprevalenceandtrendsenglandandwales/yearendingmarch2022/pdf> [Accessed 21 March 2023].
- Oxford University Press, 2022. *Oxford English Dictionary*. Oxford: Oxford University Press.
- Richards, L., 2009. *Domestic Abuse, Stalking and Harassment and Honour Based Violence (DASH, 2009) Risk Identification and Assessment and Management Model*. Association of Chief Police Officers., s.l.: Association of Police Officers (ACPO).
- Robinson, A., Ariza, J. & Myhill, A., 2016. Policing Domestic Violence. *A Journal of Policy and Practice*, 10(4), pp. 341-350.
- Robinson, A. L. et al., 2016. *Risk-led policing of domestic abuse and the DASH risk model*, UK: College of Policing.
- Ross, J., Sebire, J. & Strang, H., 2022. Tracking Repeat Victimisation After Domestic Abuse Cases Are Heard With and Without Independent Domestic Violence Advisors (IDVAs) in an English Magistrate's Court. *Cambridge Journal of Evidence-Based Policing*, Volume 6, pp. 54-68.
- Safelives, 2023. *About domestic abuse*. [Online] Available at: <https://safelives.org.uk/policy-evidence/about-domestic-abuse> [Accessed 7 May 2023].
- Saunders, M., Lewis, P. & Thornhill, A., 2007. *Research Methods for Business Students*. 5th ed. Essex: Prentice Hall.
- Saunders, M., Lewis, P. & Thornhill, A., 2009. *Research methods for business students*. Fifth ed. Harlow: Pearson Education Limited.
- Saunders, M. N. K., Gray, D. E. & Bristow, A., 2017. Beyond the Single Organization: Inside Insights From Gaining Access for Large Multiorganization Survey HRD Research. *Human Resource Development Quarterly*, 28(3), pp. 401-425.
- Scott, E. & Yardley-Jones, A., 2018. Do civil domestic violence protection orders effectively reduce domestic violence?. *Australian & New Zealand Journal of Criminology*, 51(4), pp. 441-458.
- Sherman, L., 1992. *Policing domestic violence: experiments and dilemmas*. New York: Free Press.
- Sherman, L. W. & Neyroud, P. W., 2012. *Offender Desistance policing and the Sword of Damocles*. London: Civitas.
- Sherman, L. W., Neyroud, P. W. & Neyroud, E., 2014. *The Cambridge Crime Harm Index (CHI); Measuring total harm from crime based sentencing guidelines, version 2..* 2 ed. s.l.:s.n.
- Silverman, D., 2016. *Qualitative Research*. 4th ed. s.l.:Sage Publications Ltd.
- Simmons, C. A., Lehmann, P. & Collier-Tenison, S., 2008. From Victim to Offender: The Effects of Male Initiated Violence on Women Arrested for Using Intimate Partner Violence. *Journal of Family Violence*, Volume 23, pp. 463-472.
- Smith, C., 2016. *A Case Control Analysis of Offenders Issued with Domestic Violence Protection Orders (DVPOs) in Hertfordshire*, Selwyn: Selwyn College.
- Speed, A. & Richardson, K., 2022. 'Should I Stay or Should I Go Now? If I Go There will be Trouble and if I Stay it will be Double': An Examination into the Present and Future of Protective Orders Regulating the Family Home in England and Wales. *The Journal of Criminal Law*, 86(3), pp. 179-205.
- Stanko, B., 2008. Managing performance in the policing of domestic violence.. *Policing: A Journal of Policy and practice*, 2(3), pp. 294-302.
- Stewart, D. W., Shamdasani, P. N. & Rook, D. W., 2007. *Focus groups: Theory and practice*. Sage publications.
- Strand, S., 2012. Using a restraining order as a protective risk management strategy to prevent intimate partner violence. *Police Practice and Research*, 13(3), pp. 254-266.

- Strang, H. et al., 2017. Reducing the Harm of Intimate Partner Violence: Randomized Controlled Trial of the Hampshire Constabulary CARA Experiment. *Cambridge Journal of Evidence-Based Policing*, Volume 1, pp. 160-173.
- Taylor, C. S., 2013. *Validity and Validation*. Oxford: Oxford University Press.
- Teddlie, C. & Tashakkori, A., 2016. *Foundations of mixed methods research: Integrating quantitative and qualitative approaches in the social and behavioural sciences*. s.l.:Sage publications..
- The Guardian, 2023. *David Carrick jailed for life over series of rapes while Met police officer*. [Online] Available at: <https://www.theguardian.com/society/2023/feb/07/david-carrick-jailed-life-rapes-met-police-officer> [Accessed 01 May 2023].
- Thornton, S., 2017. Police Attempts to Predict Domestic Murder and Serious Assaults: Is Early Warning Possible Yet?. *Cambridge journal of evidence-based policing*, 1(2-3), pp. 64-80.
- Walby, S., 2017. *The Concept and Measurement of Violence*. Bristol: Policy Press.
- Zielinska, I., Anitha, S., Rasell, M. & Kane, R., 2022. *Polish women's experiences of domestic violence and abuse in the UK*, Lincoln: EDAN Lincs and University of Lincoln.

Appendices

Appendix A – Survey invitation and example

Survey example

00

Domestic Violence (Abuse) Protection Orders - Legal Services

A questionnaire for legal services involved in the application for a DVPN and DVPO

1. I wish to remain anonymous *

☐ Yes
 ☐ No

2. My details are... *

Enter your answer

3. I completed the following amount of DVPO applications at court during 2022 *

Not including breaches

☐ I did not do any
☐ 1-5
☐ 6-10
☐ 11-15

Example of likert scale

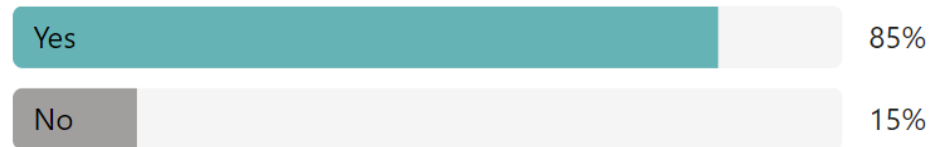
12. I view the below as key elements when making the application *

	Irrelevant	Desirable	Important	Essential
Violence used or threatened	☐	☐	☐	☐
DASH grading as High	☐	☐	☐	☐
Status of investigation	☐	☐	☐	☐
Application of Bail	☐	☐	☐	☐
Victim is supportive of Application	☐	☐	☐	☐
Victim is supportive of criminal matter	☐	☐	☐	☐
Suspect convictions	☐	☐	☐	☐
Outcome of previous DVPOs	☐	☐	☐	☐
Previous breach of DVPO	☐	☐	☐	☐
Access to children	☐	☐	☐	☐
Intimate related	☐	☐	☐	☐
Cost of the	☐	☐	☐	☐

Appendix B - Survey & responses – Applicants

Q1

1. I wish to remain anonymous

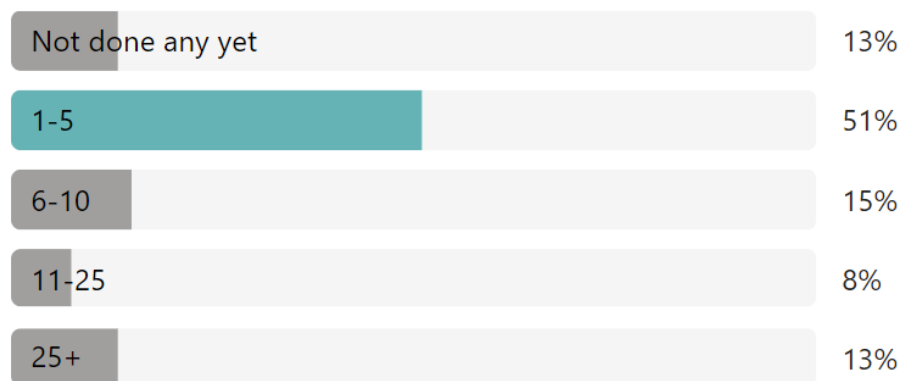


Q2 Please provide your details (Optional when choosing no to Q1)

Redacted from showing the personal details.

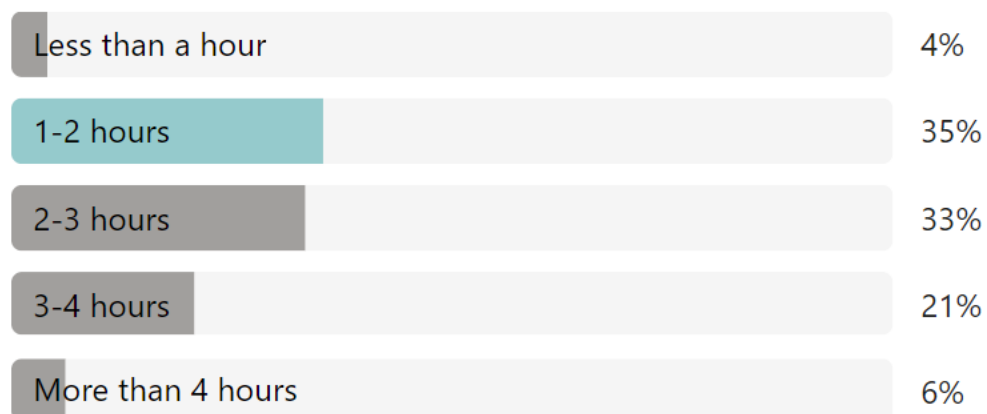
Q3

3. I have completed the following amount of DVPN/O applications



Q4

4. The time taken for me to make an application (on average) is



Q5

5. I am currently making an application for a DVPN on the following frequency

[More Details](#)

[Insights](#)

None to date	22
1 per month	27
1 per week	3
2 or more per week	1



Q6

6. The training/guidance I have received in order to authorise DVPOs consists of:

Formal training	1%
Guidance from colleagues	29%
Self learning	30%
Learning when doing	31%
None	10%

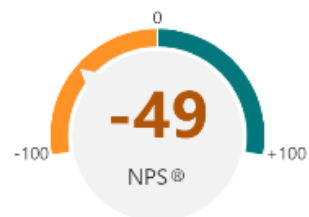
Q7

7. I grade my confidence when making an application for a DVPN as

[More Details](#)

[Insights](#)

Promoters	5
Passives	17
Detractors	31



Q8

8. Have you ever attended court to observe or participate in a DVPO application?

Yes	4%
No	96%

Q9

9. I believe the most appropriate role/person to undertake the application at court is/are...

[More Details](#)

[Insights](#)

Me - Applicant (OIC/Supervisor)	7
Authoriser - Supt	0
Legal Services Dept	20
Domestic Abuse Specialist	25
Other	1



Q10 – requests an explanation to the answer provided to Q9.

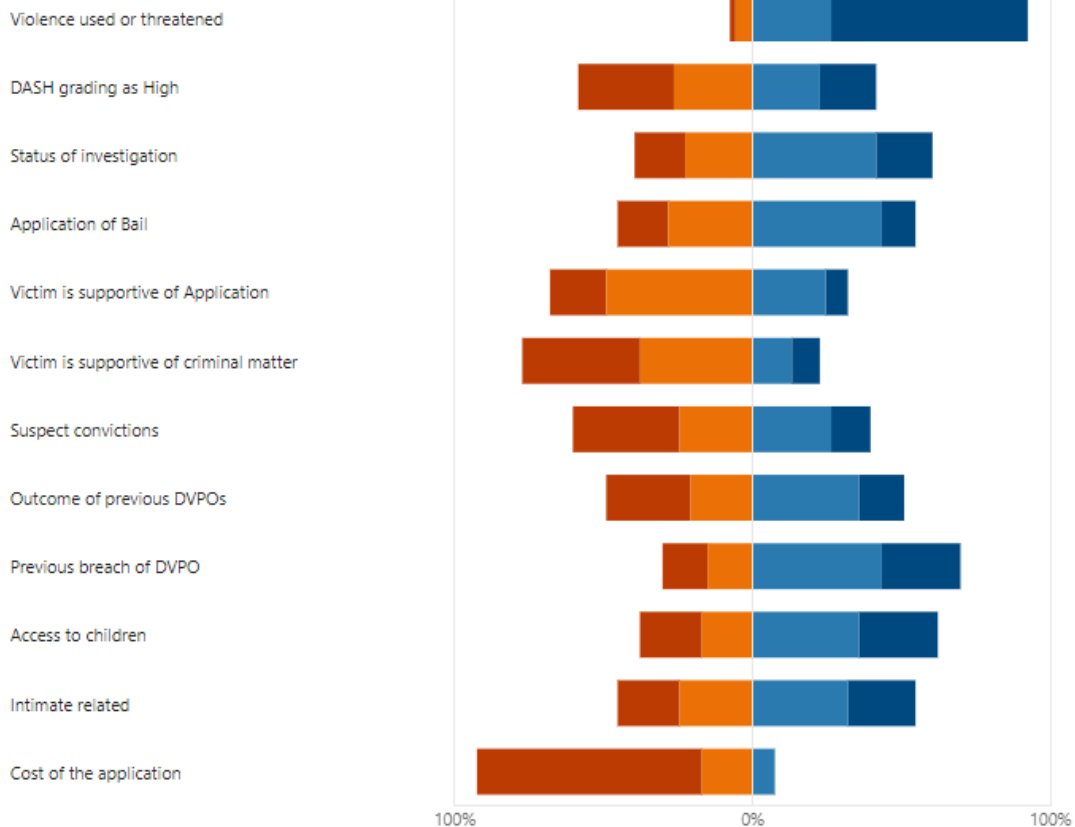
No responses.

Q11

11. I view the below as key elements when making the application

[More Details](#)

Irrelevant Desirable Important Essential

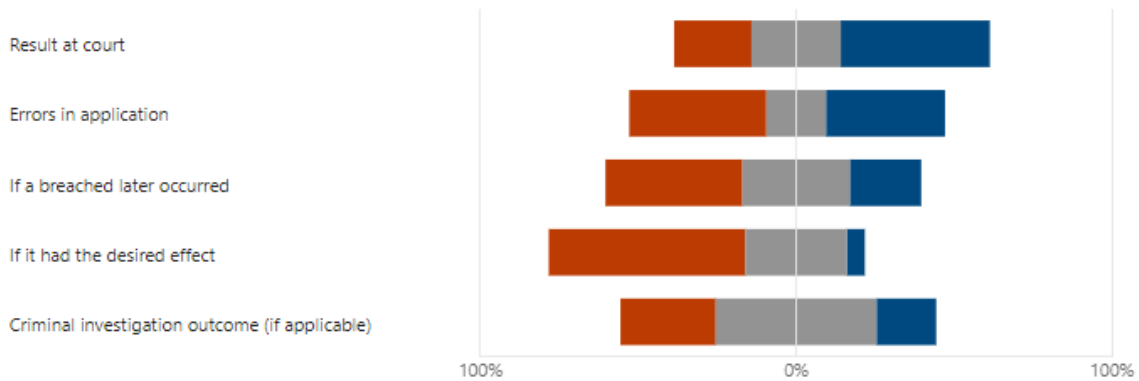


Q12

12. Following a successful authorisation of a DVPN by the Supt, I am updated of

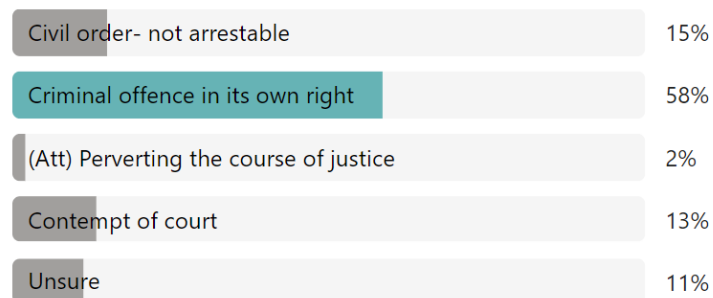
[More Details](#)

■ Never ■ Occasionally ■ Always



Q13

13. I believe that a breach of a DVPO is classed as



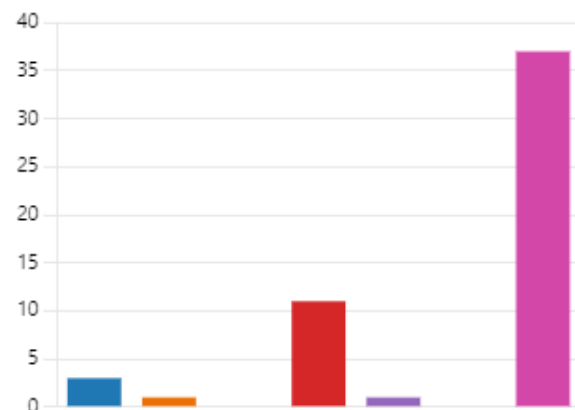
Q14

14. I have had a a DVPN application returned or refused by Supt for the following reason(s)

[More Details](#)

[Insights](#)

● Use of Bail instead 3
 ● Insufficient grounds 1
 ● DASH grading too low 0
 ● Errors in paperwork 11
 ● Victim unsupportive 1
 ● Suspect views 0
 ● Never had one returned or refus... 37



Q15

15. I am aware of the legislative changes being made in new Domestic Abuse legislation, regarding DAPOs that.



Q16

I make the following comments regarding my experiences with Protection Notices and Orders

The application process is very time consuming for an order that has very little teeth. When breached the court only issue £50 fine. The court need to hand harsher penalties for breaching the order.

i believe the orders are really good because something will happen if they are breached and if police believe harm could occur we can do the order without victim support, however I do feel they do take a long time, unless one has been made previously

I feel that there has been too much of a push for a DVPN on a "just in case" basis. Supervisors are routinely scrutinised and are questioned if a DVPN isn't issued. There have been some weak DVPN's put in place and some have been refused at Court rendering the force liable to Court costs "just in case" something were to happen in the future. Due to the current financial climate and where decisions used to be encouraged, we are very much in a place where decisions are now made to make sure that a specific Superintendent will not criticise the individual supervisor on their decision making as opposed to making the best decision with the relevant information to hand. Supervisors are now not free to make a decision whether they feel a DVPN is the best course of action, we are pretty much forced to do one, spending numerous hours for something where bail is more appropriate or when there are no offences - a recent case being a DVPN with Ian MORDUE where Legal Services have advised that it is VERY weak and it was rejected at Court.

The court costs for a DVPN far outweighs what the suspect has at court - a £50 fine usually. I appreciate that certain "outcomes" are pushed and there is a specific one where a DVPN can be utilised as opposed to an Outcome 16...

I am a response officer so the last, and only time, I have had to complete the paperwork for a DVPN was approximately two years ago. I had no training on what to do and was provided with a copy of a colleagues previous application to assist me as no one else on my shift had done one and could not help. Once the paperwork has been sent off, I do not recall if I was made aware of the outcome at court or not.

Due to the LIU, response no longer deal with any DVPN applications as domestic's sit with them.

There has never been any issues with any notices that i have completed.

I would not say I confident in what options are out there in this force and then the process to complete them. I rely on my colleagues to help me when it comes up. I do find them very useful and I like to issue them where I can so that victims feel more is being done to protect them.

I believe them to be fairly straight forward to complete if you know how to complete them and what format to put them in. They can be an effective tool in safeguarding victims with the AO being put before the courts for any breach.

They are very time consuming and repetitive. The information could be consolidated to prevent repetition and save time.

Very long winded to complete and have to be completed prior to release from custody. This wastes a lot of time if it transpires that the suspect will be bailed (especially if from information not known prior to interview).
DVPN in my opinion is a positive tool to have, and should be used often (when needed) alongside bail. It safeguard's the victims, and if breached then the suspect can be arrested and dealt with in court, which rarely happens with bail - therefore it serves it's purpose, and suspects I feel are less likely to breach DVPO than they are bail due to the fact that a breach can result in a fine or prison sentence.
Process can take a long time depending on previous history of parties.
Although I have not completed many, I find the advice given and expectations differ each time they have been completed
The do take time, but I do think they are effective when issued effectively.
I believe a DVPN is beneficial in most cases, however it does take a lengthy amount of time to complete
I have only ever had to complete two DVPN's with no training or guidance, just an example of another officers to go by.
I have never been given training to complete a DVPN, and it has all been down to self learning and using a previous application for guidance.
N/A
I have not completed a DVPO in my role as Probation Officer.
uniform officers often promise a DVPN/O, which is not a given. Legal services are great for help and advice.
As a non-statutory agency and someone who supports victim not AO it would not be within my remit to apply for a DVPO.
They appear to be a useful tool when Authorised as I am aware that some are not Authorised as there was confusion as to whether it could be authorised as bail conditions was granted however it was my understanding that both could be applied at the same time.
DVPN/DVPO's are utilised to frequently and often without the support of the IP, in these cases it is inevitable that they will be breached which causes additional workloads for all concerned.
Being told to apply for a DVPN when suspect is also given bail conditions with no clear reason why bail conditions are not sufficient. Why spend money on a DVPN when bail conditions can be imposed unless there are exceptional circumstances such as persistent offender, previous breach of bail conditions.
The courts are too lenient with breaches of these orders, so offenders will break them. The process is long winded, time consuming and repetitive.
Officers have received no training in regards to completing them. The DVPN are very lengthy and can take officers several hours to complete whilst suspect remains in custody.
Police have always been supportive
I have found DVPO/DVPN an effective tool in dealing with domestic abuse, particularly useful when the victim is not supportive but willing to consider ending the relationship.
An excellent and essential tool to use in domestic cases and provides another level of protection and safeguarding for victims of domestic violence. The form is fairly self-explanatory if not a little bit too wordy and repetitive in that there are two forms which require same information on both
Process is generally completed and takes a substantial amount of Officer time, and then not required due to remand being granted or bail authorised.
I have had no experience to date of this area unfortunately

I was not aware that anyone other than the police can apply for a DVPO. Clients have told me that they were not aware that a DVPO has been applied for or is in place. Clients have stated that they were not aware of what a DVPO is and its purpose

The only issues I have encountered with DVPN's have been around the correct forms and issues with said forms because they were word documents containing macros - the updates to our ICT systems and email virus scanning etc caused Outlook to the DVPN when sending it to an Inspector making it a nightmare. I haven't done one since this but I would assume this has been remedied by now.

There is also a lot of double-keying of information - a lot of the people we are considering using DVPNs for have previously had one but you can't always easily find the previous one to inform your subsequent application as it may be saved on someone's personal user drive or just difficult to find with our internal search engines.

The document could do with streamlining and making it easy to find - having just had a look for the actual document we need to fill out, it appears it is the "DVPN - Superintendent's Authorisation" document on the intranet which a) isn't the first search result and b) isn't exactly clear that this is the document that the officer fills in 90% of - it would be more sensible to name it "DVPN Application" or similar. I am also aware there are times where a DVPN has been created and authorised but the subsequent paperwork to be issued to the DP in custody has NOT been completed because people were not aware of this. Perhaps a note on the bottom of the application is required.

N/A

I have found them an affective means of providing safeguarding between domestic parties.

The penalty for breaching a DVPO is insufficient. The criteria for a person to be issued with a DVPO is clear in that it requires the victim be afforded with immediate protection of DA from the alleged offender. This criteria will most often include violence or threats of violence having been used. The time it takes to complete an application as well as the cost implications, in my opinion is not proportionate to the current punishment for any breach. It is my opinion that most perpetrators will gladly pay £50 for the opportunity to stalk, harass, abuse or cause harm to the victim one more time.

I have only ever been involved in the creating the DVPN and issuing it. From there on I have had no experience of the process

.

Is there any point in asking the views of the offender about the issuing of the DVPN? In my experience, once the police have made the decision to issue the DVPN, it will be issued not withstanding the offender's views.

They can be time-consuming, especially when you are already dealing with the suspect in custody - interview, solicitor briefing, enquiries etc. Of course the DVPN must be authorised and ready for when the suspect is to be released from custody, and he/she cannot be held any longer for this process to be completed.

I have yet to compile an DVPN/O but I have served one/got signatures on 2 of them on behalf of other officers

Time Consuming

I find that the paperwork can be repetitive, and sometimes overcomplicated with the use of certain language which is geared towards court.

I believe that DVPN's are a good safeguarding tool to be utilised when there is insufficient evidence for an investigation to proceed. That said, I do feel that too many DVPN's are being issued for low level offending with little to no history of previous domestic abuse. I feel that a

DVPN is appropriate when a prosecution is not possible, we can show an escalation of DV violence and we can evidence that the victim is at real risk of further harm.

I don't see the need to ask the defendant his/her view of being issued with a DVPN/O

I have only completed on one occasion

I have had no real issues with production notices however feel that I haven't had enough experience of completing them.

I have never had to apply for a DVPN/O whilst in Dyfed Powys police. If i was to do so, I would seek guidance from colleagues and supervisors in order to do so, then reflect and gauge how well put together the application is by the response after submission.

I have only completed one application several years ago

they are often not abided to by those that present as highest risk of harm.

0

DVPNs & DVPOs are useful tools to the police. However, it is frustrating that police cannot keep a suspect in custody in order to complete a DVPN, which puts even more pressure on already stretched officers/investigators.

Q17

I make the following recommendations to improve the effectiveness of DA protection notices and orders.

Harsher penalties for breaching. Making the application process more streamline and less repetitive.

clearer guidelines on when to apply for one

Issue ones where needed. There is a massive impact on all individuals - we very much banning people from seeing family members / children for up to a month in order what seems like to cover ourselves as a Force as opposed to what is right for the victim and the actual investigation. It used to be only High Grade DV's would have a DVPN and perhaps it needs to go back to that as opposed to a low graded domestic where we are only doing a DVPN so that there is some kind of protection for the police to safeguard the victim.

I do not feel as a response officer I can provide much of an insight into this matter as I do not submit these types of applications.

Domestic Abuse officers to take lead on the applications

more awareness via intranet maybe or the occasional team training days to have this delivered.

More training to be given to investigative teams who are completing them on a regular basis.

Consolidate parts of the application to make their completion quicker.

Streamline it somehow.

The forms are long and lengthy, but after having done a few I feel fairly confident completing them. I think that some training for officers may be useful, and example of good practice completed forms to use as a guide.

More training or guidance for student officers on completion of paperwork and the process

To keep the OIC up to date with the progress throughout the time the DA protection notices have been given

I think there needs to be more clarity as to what the court expect. For example all my DVPNS have been authorised by the Supt / Insp / covering Sgt but at court I have had two not authorised in court. I believe it might be a case of the Police only issuing as a precaution, which is fully understandable but it is then a lot of work for it not to be authorised in court. An

example of this was my suspect was remanded, bails and issued a DVPN and the courts stated that it was basically over kill. This job created a lot of work.
condense the form
There should be training about how to complete DVPN's as it is not a straight forward form to complete it is quite a substantial form with a lot of information required. Also it takes an awful lot of time if a poor handover has been left for the person completing it.
OIC/DAO should be kept up to date with outcomes to ensure further safeguarding is provided to victims if the application is declined. Training should also be provided for completing/process of DVPNs and what us expected from officers.
Harsher punishments to breaches
Training for other agencies.
none
They be used as often as possible. I have answered Never to all parts of Q9 as it is not relevant to me but I cannot submit without completion
DVPO's should always be completed by the DAO who should hold the complete history of the DA incidents between the two people and make comment of previous safety plans agreed with the Victim.
Ensure the support of the victim is gained and that relevant referrals to agencies are made to support the victims for the duration of the DVPO.
Reserve DVPO's for exceptional cases. Only consider when there is a real risk that bail conditions will not suffice.
The orders should be available to those in controlling relationships where there is no violence, these are more likely to be victims of stalking once the relationship has ended, and these offenders are generally emboldened by police NFA decisions. The application could be more streamline. There should be an online/e-form could save time, where persons involved are already included and summary of the offence, taken from niche investigation or MG5/3 circumstances for example. Once completed this could be emailed/sent to the on duty super intendant, automatically. The forms are more successful if completed by the DAO. The issuing of the forms should be done by the court - signed by the Defendant at the court hearing.
Reduce the contents of the form especially in regards to a suspects previous as court can see his or her previous on PNC. Have master copies online so officer can utilise as templates.
Breaches followed up in quick timescale
Dont know
The only recommendation I would say is for the DVPN application process to be automated in order to streamline the process
drop down boxes to be utilised to speed up process if possible
they appear to be taken seriously by the police, however they are very jargon heavy - A DVPO doesn't mean a lot to members of the public so maybe if the wording was clear then more persons would understand their purpose.
Make clients aware of the order being applied for and what it is for. Make services aware that they can apply for DVPO's as previously stated, I was not aware that anyone other than the police can apply for one.
In terms of the effectiveness of the notice, I haven't had enough involvement with them post application to comment further.
N/A
Streamlined guidance to effectively complete an application in a timely manner.

Increase the penalty for a breach of DVPO significantly. We are all aware of the serious harm caused to victims of Domestic Abuse. The prohibitions set out on a DVPO are always clear, concise and unambiguous. Any breach of such prohibitions is intentional and will cause further harm to the victim.
More training around them would be good as most have learnt from looking at others, This would speed things up.
better understanding
.
.
I do not have any recommendations at this time
Electronic proforma
If there was an online form to complete is could be more streamlined, with less repetition and less 'cut and paste' issues.
DVPN to be considered in the above circumstances. DVPO's to be monitored closely during their operational period to monitor and detect breaches.
.
DAO's would be better placed to make the applications as they are the experts in DA protection notices and orders.
DAO to have involvement of completion of paperwork
Insufficient experience to comment.
Formal training on the process would provide officers with more confidence in applying for and completing the necessary paperwork required for such orders.
N/A
unsure for reason given above
used appropriately this has the chance to be more effective longterm
DVPO's are time consuming if done from scratch each time. Many of our DV perps/victims are repeat customers so to speak, so perhaps a DVPO database can be kept which can then simply be added to on each subsequent application.
Give the police the power to keep a suspect in custody in order to complete DVPN's.

Appendix C - Survey & responses – Authorisers

Q1

1. I wish to remain anonymous

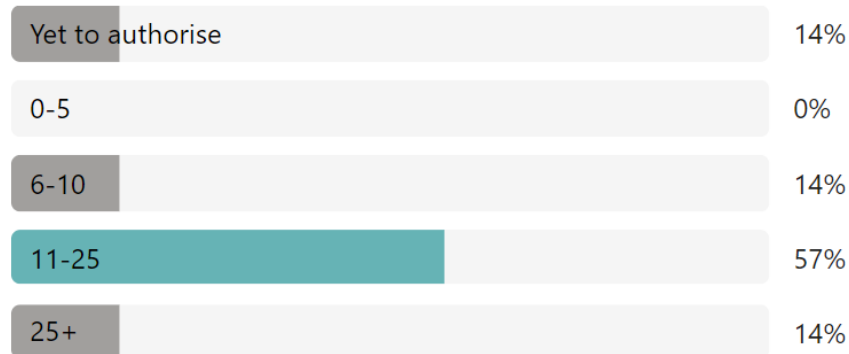
[More Details](#)



Q2 Please provide your details (Optional when choosing no to Q1)
Redacted from showing the personal details.

Q3

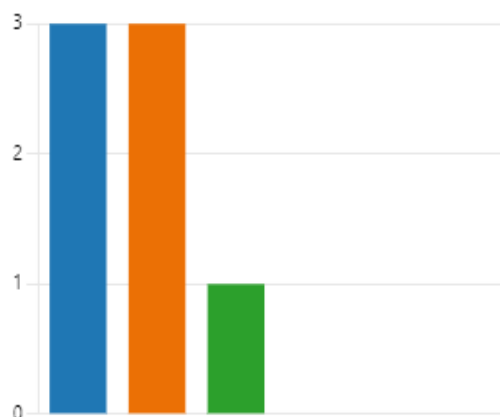
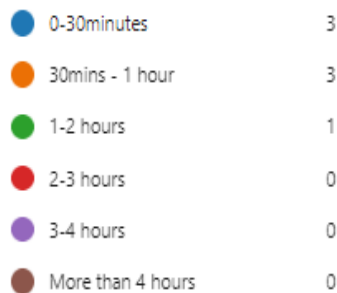
3. During the calendar year 2022, I believe I have authorised the following amount of DVPN's



Q4

4. The time taken for me to review and authorise an application (on average) is

[More Details](#)



Q5

5. I am currently authorising a DVPO on the following frequency

[More Details](#)

Not authorised any yet	1
1-2 per week	3
3-5 per week	2
6-10 per week	1



Q6

6. I make the following applications per month (on average)

None to date	20%
1 per month	20%
2-4 per month	20%
5-9 per month	20%
10+ per month	20%

Q7

7. I would like additional training or support with DVPOs

Yes	14%
No	86%

Q8

8. I grade my confidence when reviewing and authorising DVPNs as

[More Details](#)

Promoters	4
Passives	3
Detractors	0



Q9 VOID

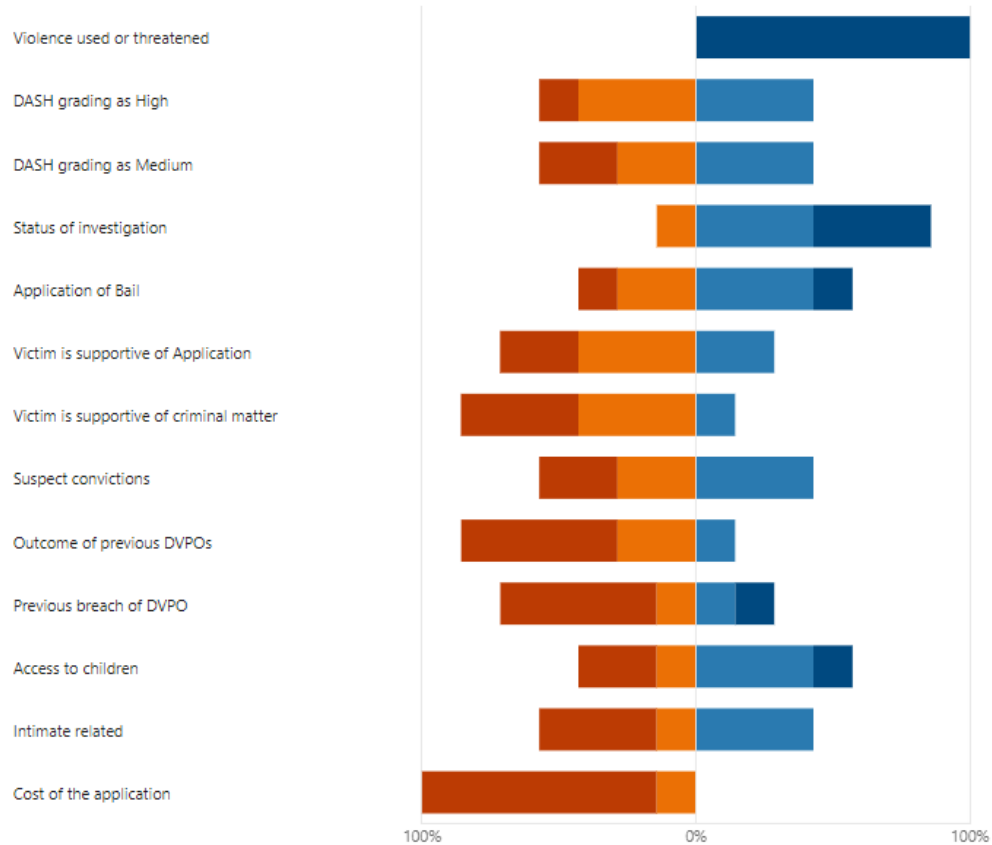
The survey had an error that didn't show and didn't contain information

Q10

10. I view the below as key elements when considering the application.

[More Details](#)

■ Irrelevant ■ Desirable ■ Important ■ Essential



Q11

11. The quality of the applications submitted to me are generally....

4.2



0



0



14%



42%



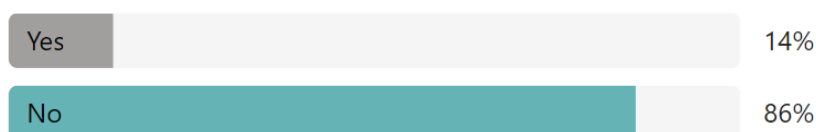
42%



0

Q12

12. Have you ever attended court to observe or participate in a DVPO application?



Q13

13. The most appropriate role/person to undertake the application at court is/are...

[More Details](#)

Applicant (OIC/Supervisor)	0
Me (Authoriser - Supt)	0
Legal Services Dept	6
Domestic Abuse Specialist	1
Other	0

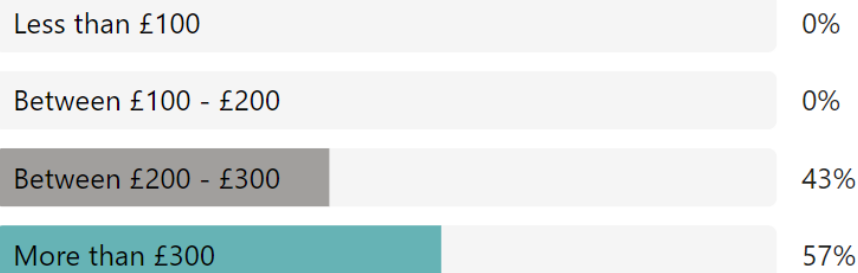


Q14 –

N/a (if other option chosen in Q13)

Q15

15. I believe that the court costs associated with a DVPO application are:



Q16

16. Who should pay for the costs of the application?

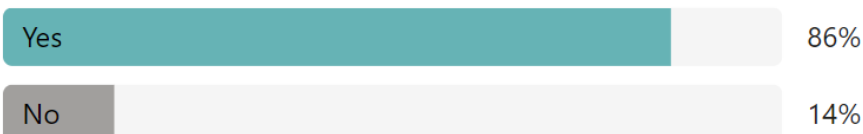
[More Details](#)

Dyfed Powys Police	1
The victim	0
The alleged offender	6
Other	0



Q17

17. Should Dyfed Powys Police attempt to recover the costs of the legal services department?

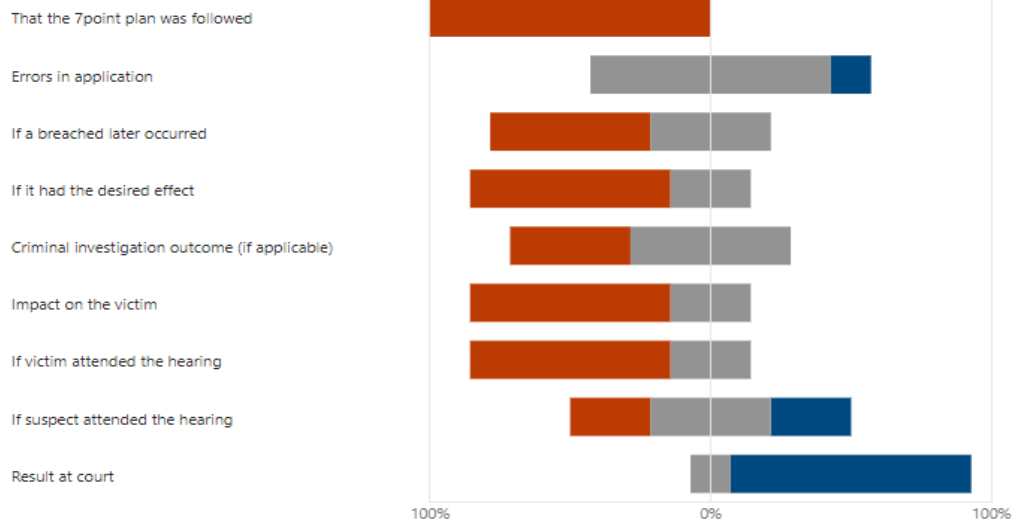


Q18

18. Following my authorisation of a DVPN, I am updated of

[More Details](#)

■ Never ■ Occasionally ■ Always

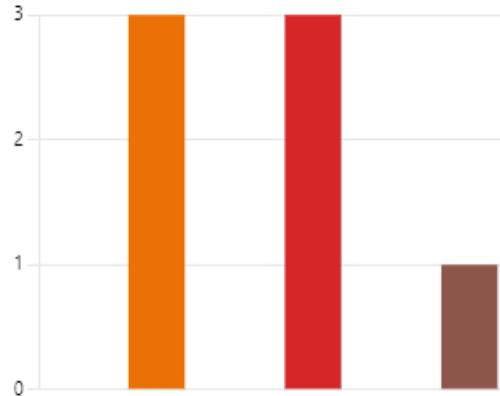


Q19

19. My understanding is that a breach of a DVPO is classed as

[More Details](#)

● As it is a Civil order- not arrest... 0
 ● Criminal offence in its own right 3
 ● (Att) Perverting the course of jus... 0
 ● Contempt of court 3
 ● Unsure 0
 ● Other 1

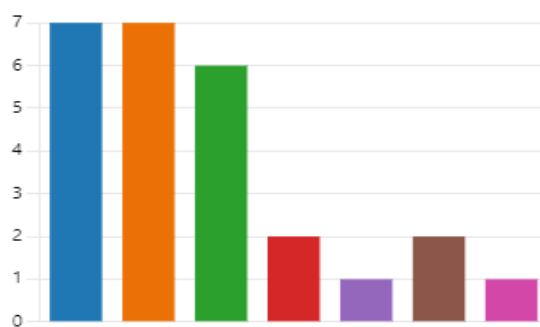


Q20

20. I believe that DVPN/Orders are effective in

[More Details](#)

● Allowing the victim time away fr... 7
 ● Allow agencies to support victims 7
 ● A way of managing risk 6
 ● To target abusers 2
 ● Ineffective 1
 ● To bring action against abusers 2
 ● Other 1



Q21

21. I am aware of the legislative changes being made in new Domestic Abuse legislation, regarding DAPO that differ from DVPOs.

[More Details](#)



Q22

I make the following comments regarding my experiences with Protection Notices and Orders

Generally good experience. I have been authorising these since they have come into statute so for a number of years now. There is more of them now given their priority so I would be keen to hear how other forces are dealing with this demand.

A significant tool in our ability to protect victims - but must not be over used

Over use minimises the impact. Insp role to QA and understand them is crucial.

The need for accuracy from submitting officer to be re-enforced. Errors frequently on version received by Supt despite it having been reviewed by the Detective Insp/LIU Inspector.

I would not class myself as an expert in DVPN's but am sufficiently satisfied of their use in protecting victims. They provide an additional tool for officers to restrict the behaviour of offenders with real and effective consequence if breached.

DVPN is a good tool for risk management against a back drop of high outcome 15&16s for DA offences. We should have to demonstrate in each case why we have not gone for evidence-led prosecutions. Thematic feedback is helpful for authorisers. There has been a recent drop off following bail act & DVPO guidance.

Generally positive, occasionally applications contain errors

Q23

I make the following recommendations to improve the effectiveness of DA protection notices and orders.

At the moment this is all paper based, automating this will reduce errors. I am keen to see the interface with NICHERMS and how this can benefit the force.

Training for staff and a guide on DPPI2 around DVPNS would assist front line staff also. We now have the Police Visual Handbook and we should be promoting this and using the guides available on the PVH app.

Existing process is inefficient and lacks continuity, as it is based on word documents and emails. Further I am not sure the process following the granting of a DVPO is robust enough to ensure victim is updates as soon as possible.

Dedicated person, non legally qualified, but with relevant experience to make applications on behalf of police, or relevant supervisor.

As above	
None of which I am aware.	
1 - We should have to demonstrate in each case why we have not gone for evidence-led prosecution	
2 - Where violence is used or threatened by both parties, we should consider DVPN for both parties to demonstrate greater impartiality	
Potential for live link applications	

Appendix D - Survey & responses – Legal Services

Q1

1. I wish to remain anonymous

[More Details](#)

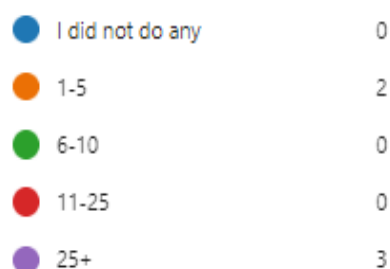


Q2 Please provide your details (Optional when choosing no to Q1)
Redacted from showing the personal details.

Q3

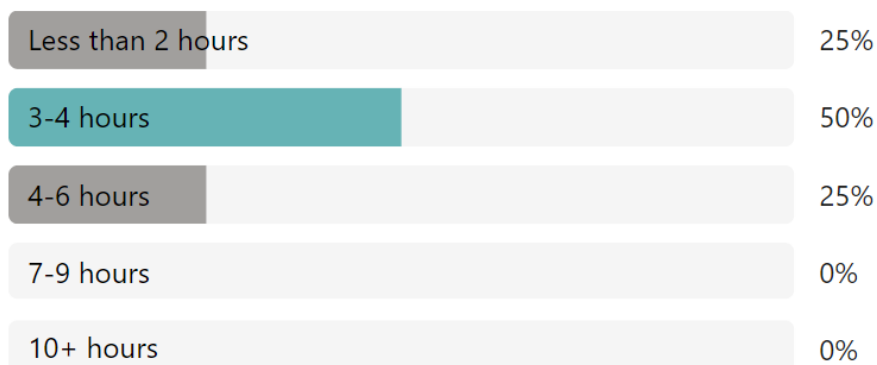
3. I completed the following amount of DVPO applications at court during 2022

[More Details](#)



Q4

4. The administrative time taken for me to make an application (on average per case) is



Q5

5. The court attendance time taken for me to make an application (on average per case) is

[More Details](#)

Less than 2 hours	2
3-4 hours	3
4-6 hours	0
7-9 hours	0
10+ hours	0



Q6

6. I make the following applications per month (on average)

None to date	20%
1 per month	20%
2-4 per month	20%
5-9 per month	20%
10+ per month	20%

Q7

7. I oversee the following amount of hearings relating to breaches per month (on average through 2022)

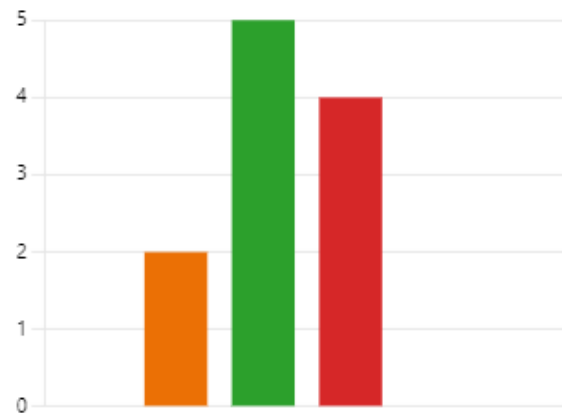
1 per month	25%
2-4 per month	75%
5-9 per month	0%
10+ per month	0%

Q8

8. The training/guidance I have received in order to make DVPO application at court consists of:

[More Details](#)

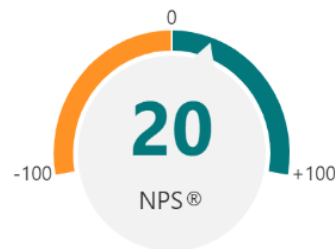
Formal training	0
Guidance from colleagues	2
Own research	5
Learning when doing	4
None	0
Other	0



Q9

9. I grade my confidence when making an application for a DVPO at court as

Promoters	1
Passives	4
Detractors	0



Q10

10. I believe the most appropriate role/person to undertake the application at court is/are...

Applicant (OIC/Supervisor)	0%
Authoriser (Supt)	0%
Me - Legal Services Dept	80%
Domestic Abuse Specialist	0%
Other	20%

Q11 – if answered other to Q10

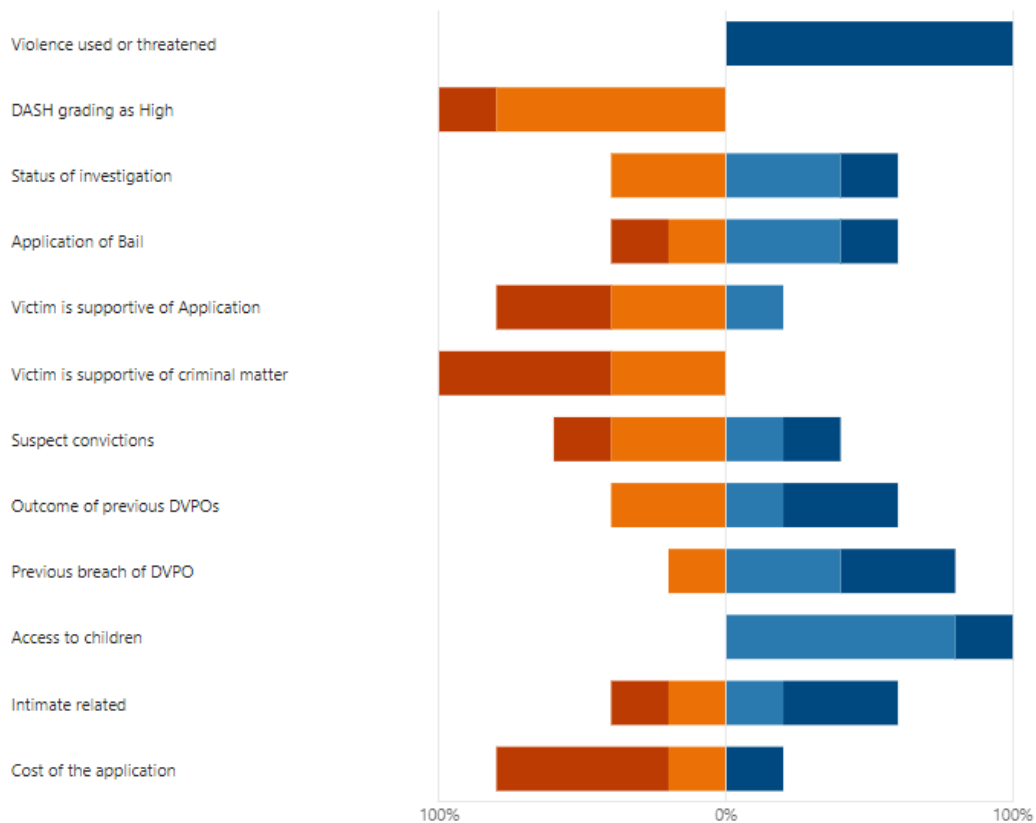
A mixture of applicant, Legal and DAS and other officers would offer opportunities for improved knowledge and thereby superior submissions as well as resilience in legal

Q12

12. I view the below as key elements when making the application

[More Details](#)

■ Irrelevant ■ Desirable ■ Important ■ Essential

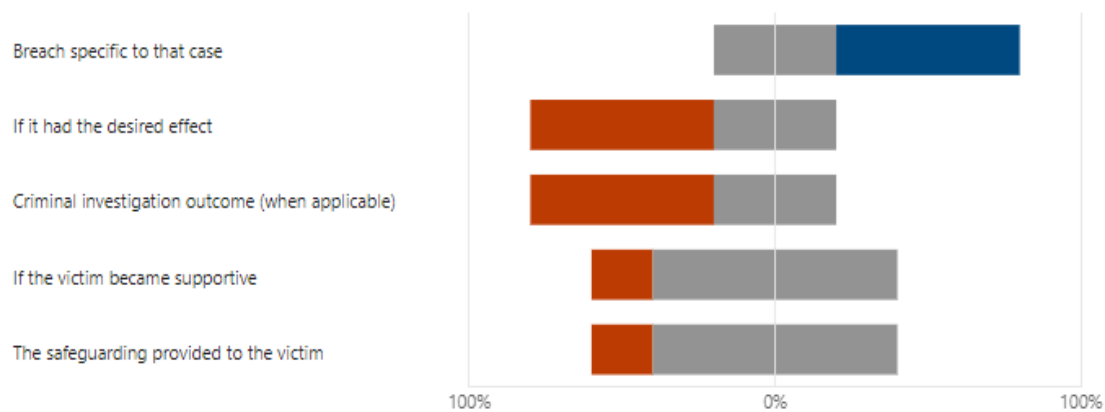


Q13

13. Following a successful authorisation of a DVPO I am updated of

[More Details](#)

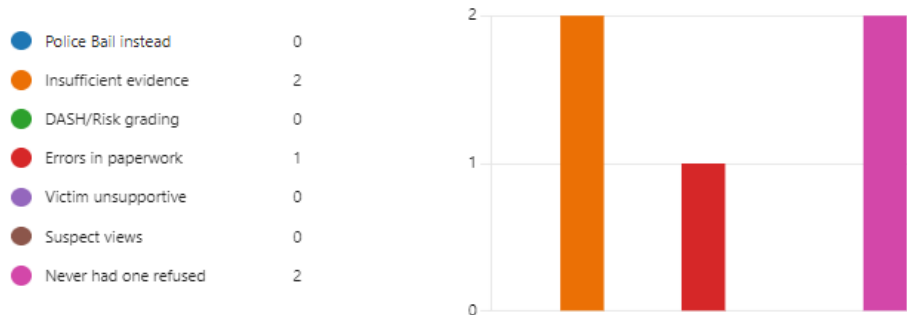
■ Never ■ Occasionally ■ Always



Q14

14. I have had a DVPO application declined at court for the following reason(s)

[More Details](#)



Q15

What is the most common reason for refused application

Court not satisfied that the intervention is necessary

Blank

Insufficient evidence to satisfy the court that violence or a threat of violence occurred.

insufficient evidence to prove that violence or threats of violence have been made to associated person. or failure to satisfy necessity test- especially if victim vocally opposes it or if there has been no escalation (no previous DV history)

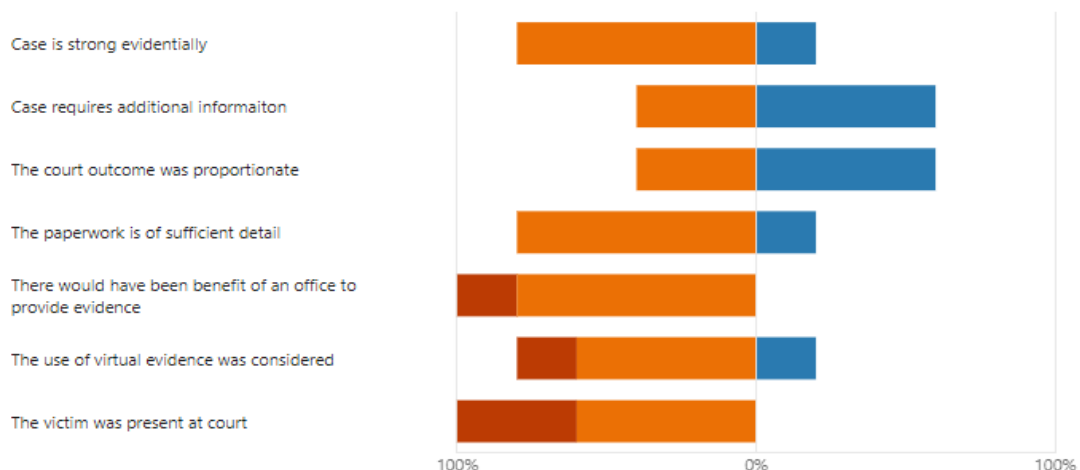
Blank

Q16

16. For breach of DVPO cases, I provide the following comment(s)

[More Details](#)

Never Sometimes Often Always



Q17

17. I am aware of the legislative changes being made in new Domestic Abuse legislation, regarding DAPOs that...

True 100%

False 0%

Q18

I make the following comments regarding my experiences with Protection Notices and Orders

The process is as smooth as it can be given the time constraints and the required authorisation of notices.

The process map should be followed in all instances, where it is not this creates all manner of issues in Legal. Attention to detail (not copy/ paste) and thorough review of the contents by submitting officer(s) is essential as is a true understanding of the requirement of real or threatened violence and presenting evidence of this. DVPOs work well but have limitations and are not a replacement for criminal process.

As head of Department I typically oversee staff and my hands on involvement with cases is now quite limited

It is crucial that the initial Superintendents authorisation and DVPN paperwork are completed correctly. A missing signature can be the difference between an application being refused and a victim being left unprotected.

Once we receive the initial paperwork (served DVPN etc) we rarely get any updates that are relevant to the application. Sometimes on checking crime log there are important updates - eg victim changed their mind about whether to support application, the perpetrator is in hospital but such updates are not always on the crime log. Ideally legal should have an update on such developments rather than expect legal to spend time trying to find someone to get hold of to ask. When DAOs are involved the crime log often has good information about necessity for order. When no DAO involvement, far less information is available.

Sometimes DVPNs have been issued for very low level incidents - such as a brother putting his hands up as if to hit his other brother with victim not supportive, or a low level push with no previous DV history.

DVPNs should only be used where police bail in place in limited cases, high risk with a history of breaches.

We have had large numbers of DVPNs with errors (incorrect names/details and/or failure of forms being signed correctly).

They are a quick and effective way to safeguard the victim in difficult circumstances. The lower test (balance of probabilities) is easier to establish and the order ideal as it is a direct alternative to the proving the criminal test (BRB) which is usually unsuccessful due to lack of victim support. DVPO's don't require victim consent and the evidential issues are easier to establish as we can relay on hearsay evidence which means a variety of sources of evidence can be used to supplement/replace non cooperative victims.

Q19

I make the following recommendations to improve the effectiveness of DA protection notices and orders.

Expose officers to the court process; proper arrangements to handover to an informed colleague at end of shift, use the legal on-call facility for queries, follow the process map

Care for detail in the DVPN and gathering of evidence; important that operational colleagues hand over properly

DVPNs and DVPOs being used for the cases they were designed for and not a 'one fits all' approach.

Better attention to detail, more careful consideration of whether a DVPN is appropriate and proportionate, and necessary.

Care taken by officers when completing the paperwork and following the 7 stage process map. Timely notification to Legal Department of DVPN's particularly where breach proceedings due to limited time constraints. All available evidence provided in email chain to Supt for authorisation from the outset so that quality assurance checks made in terms of quality of evidence, establishing evidence to meet the two stage test and accountability of case and procedure from the outset. DI as gate keeper to be utilised on each occasion so weak or incorrect applications addressed and accountability from officers to hand over responsibility for follow up when they are due to end shift should there be any queries from the legal department.

Appendix E - Survey & responses – Victim Supporters

Q1

Domestic Violence (Abuse) Protection Orders - Victim Support
Anyone can respond. Anonymous

1. I wish to remain anonymous

Yes	50%
No	50%

Q2 Please provide your details (Optional when choosing no to Q1)

Redacted from showing the personal details.

Q3

3. I represent the following agency

Police	0%
Probation Service	0%
Local Authority	25%
Geoludy	0%
Independent DV Advisor	50%
Third sector	25%

Q4

Please provide details of your role or organisation

Independent domestic violence advocate

Housing Association

Independent domestic violence advocate

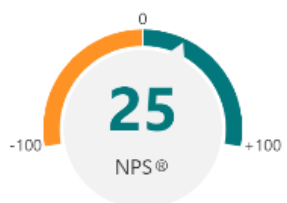
Blank

Q5

5. I grade my understanding of the Domestic related Protection order process and benefits

[More Details](#)

Promoters	2
Passives	1
Detractors	1



Q6 I assess the impact of a Domestic Violence (Abuse) Protection Order to safeguard and support victims as (out of 10)

9 out of 10

6 out of 10

7 out of 10

8 out of 10

Q7 This reason for this assessment score (Q6) is

9/10 - I have a mixed review from some clients, where in some instances the DVPO is in much needed to help safeguard the victim when they are unable to safeguarding themselves. Some clients completely disagree with them and find the separation from the AO may in fact increase their risk, as the AO will blame the victim for the order and the consequences afterwards may be more severe. If the victim is not ready in relation to the cycle of change then there is a high possibility of them returning to the AO.

6/10 (blank)

8/10 - It serves its purpose in providing respite.

7/10 - The orders have worked in some cases but in a few the IP did not want any order to be placed and have asked me to help remove the order but this is not possible

Q8

8. The training/guidance I have received in order to authorise DVPOs consists of:

More Details

Formal training	0
Guidance from colleagues - inte...	0
Learning from partners	2
Self learnt	1
None	2



Q9

Domestic Violence (Abuse) Protection Orders - Victim Support

Anyone can respond, Anonymous

9. I require further support or training with DVPOs



Q10

I require further support or training with DVPOs in order for me to

Blank

I don't know the process or victims rights

Updated information will be useful to my role as IDVA

Blank

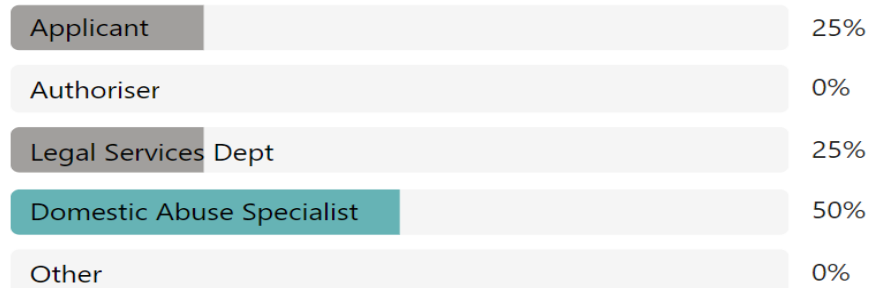
Q11

11. Have you ever attended court to observe or participate in a DVPO application?



Q12

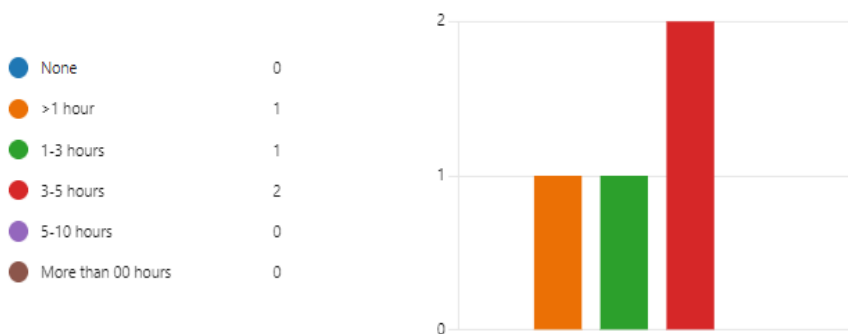
12. The most appropriate role/person to undertake the application at court is/are...



Q13

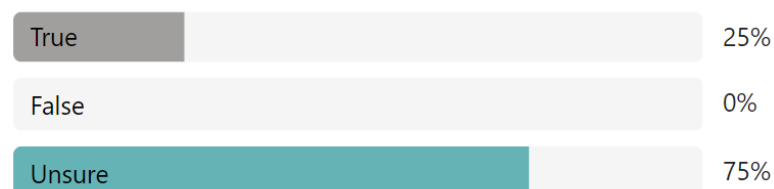
13. The time taken for me working with victims specifically about protections orders (per week)

[More Details](#)



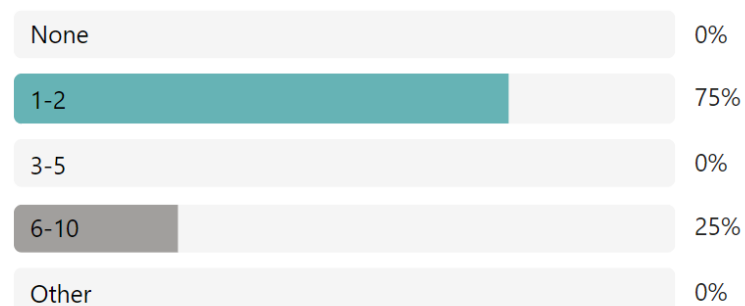
Q14

14. The victims see the benefit of a DVPO allowing them a 30day respite in their relationship

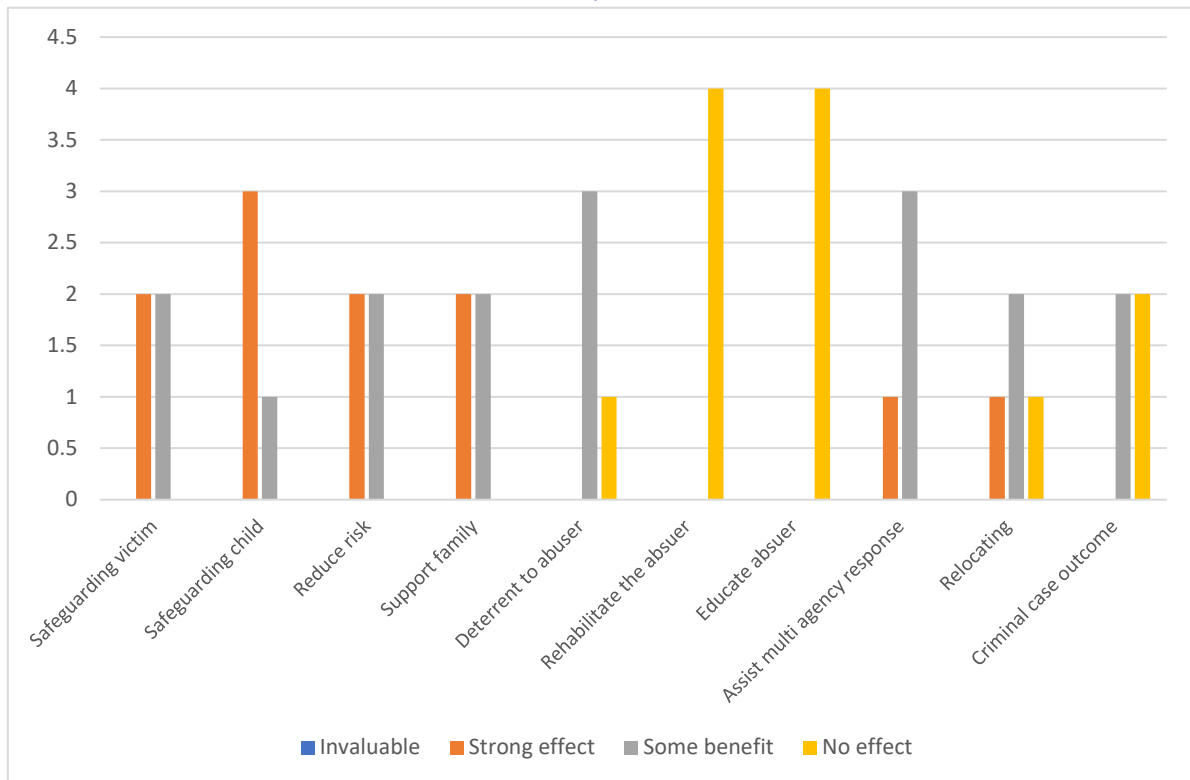


Q15

15. I am aware of the following number of victims who have used the DVPO to remove themselves from abusive relationship(s).

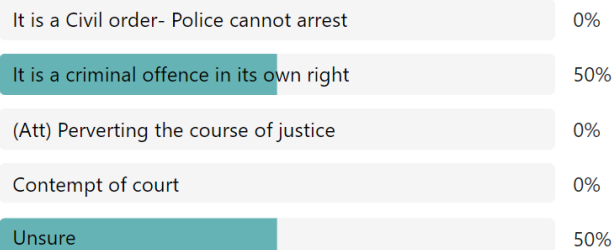


Q16



Q17

17. If the abuser breaches a condition of the a DVPO, I believe



Q18

18. I believe that a breach of a DVPO has a proportionate outcome at court



Q19

How do the victims you support view the effectiveness of DVPO's?

1. Again mixed reviews from clients. Some find them useful and some don't.
2. Invaluable for the first initial period but the time and subsequent end of a DVPO means victim is left without a legal footing or safeguarding. Police also do not know what to do after that period ends.
3. blank
4. Those who want the time out are ok with it but some find that 28 days is too long for them and ask to remove the order

Q20

Please provide details to your comment on DVPO outcomes at court

A lot of breaches will result in a fine from the court, this is not a deterrent for a perpetrator.

Blank.

I have only ever seen a fine given and the individuals don't end up paying it.

All ok as far as I am aware

Q21

21. I am aware of the legislative changes being made in new Domestic Abuse legislation, regarding DAPOs that...

True

0%

False

100%

Q22

I make the following comments regarding my experiences with Protection Notices and Orders

1 - I think the courts need to take a stronger stance on repeat offenders.

2 - From a housing point of view, I should like to feed back that proper consideration needs to be given as to whether it is the best option, since when they are implemented, we have pressure in homelessness with having to provide accommodation for the person. Often this is merely a 'respite' and they fully intend to return after the 28 days. This means they may not pay for the accommodation and usually don't want to engage with further housing plans. If there is anything further that we could do to make things safer for the victim, and engage the perpetrator to change, then this would be welcomed.

3.blank

4 - The orders allow time for the victim to access support if required but often victims find the length of the order too long when they want to rekindle the relationship

Q23

I make the following recommendations to improve the effectiveness of DA protection notices and orders

1- Again I believe the courts need to be taking a firmer stand in response to breaches.

2-See above (Q22)

3-blank.

4-Get the voice of the victim where possible and they need to understand once the order is made that is it for the time scale agreed

Appendix F – List of additional material

Request to organisation to elicit support.

Granted permission for access to staff and data.

Full transcript – Interview with Applicant.

Full transcript – Interview with Authoriser.

Full transcript – Interview with Legal Services.

Full transcript – Interview with Victim Supporter.

Notes made during focus Group.

Notes made during Observation.