

Children's MARS Policy and Procedures Honour Based Abuse and Forced Marriage

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Introduction

This guidance is for professionals working with children, young people, their families and adults at risk of or experiencing honour-based abuse (HBA) and/or forced marriage. The purpose of the document is to raise awareness of HBA and forced marriage and to provide clear local procedures where there are concerns about these issues.

This document is supported by the Multi Agency Statutory Guidance for Dealing with Forced Marriage and Multi-Agency Practice Guidelines: Handling cases for forced marriage (2022). This document covers both HBA and forced marriage.

Definitions

So called 'honour' based abuse

The terms 'honour' crime, 'honour'-based abuse and 'honour'-based violence relate to a variety of offences (mainly but not exclusively against women and girls), including emotional abuse, controlling and coercive behaviour, physical assault, imprisonment and murder, with the victim often being punished by their family or community for undermining what the family or community perceives to be the correct code of behaviour. Such behaviour is also likely to amount to domestic abuse and may comprise psychological, emotional and financial abuse, as well as physical abuse.

In transgressing what is perceived to be the correct code of behaviour in the eyes of the family or the community, the victim shows that they have not followed their family's and/or community's rules of behaviour and this is said to be to the 'shame' or 'dishonour' of the family and/or community.

Forced marriage

A forced marriage is a marriage in which one or both spouses do not consent to the marriage but are coerced into it. Force can include physical, psychological, financial, sexual and emotional pressure. In the cases of vulnerable adults who lack the capacity to consent to marriage, coercion is not required for a marriage to be forced.

Sections 121 and 122 of the Anti-social Behaviour, Crime and Policing Act 2014 state that a person commits an offence under the law in England and Wales if he or she 'uses violence, threats or any other form of coercion for the purpose of causing another person to enter into a marriage and believes, or ought reasonably to believe, that the conduct may cause the other person to enter into the marriage without free and full consent. It also states that forced marriage can be committed if a person lacks capacity, whether or not coercion plays a part. If the person is found guilty on indictment, the maximum penalty is seven years' imprisonment. The Act also makes it an offence to lure someone overseas for the purpose of forced marriage.

Understanding the issues around honour-based abuse

The terms 'honour' crime, 'honour'-based abuse and 'honour'-based violence comprise a variety of offences (mainly but not exclusively against women and girls), including forced

marriage, female genital mutilation (FGM), controlling and coercive behaviour, physical assault (which can cover practices such as breast ironing/breast flattening), imprisonment and murder where the victim is being punished by their family or community for undermining what they perceive to be the correct code of behaviour. Such behaviour is also likely to amount to domestic abuse. Despite the use of the term 'honour', there is no honour in abuse, and cultural sensitivities should not get in the way of tackling this issue.

In transgressing this code, according to the view of the family or community, the victim shows that they have not followed their family's and/or community's rules of behaviour and this is said to be to the 'shame' or 'dishonour' of the family and/or community. 'Honour'-based abuse can be distinguished from other forms of abuse, as it is often committed with some degree of approval and/or collusion from family and community members. The role of the family and community in perpetrating and condoning abuse means that victims are likely to be experiencing abuse from multiple perpetrators, often not only in the UK.

Survivors of 'honour'-based abuse are often unable to return to their families and communities even after the immediate risk has been removed and, when they do, they risk being further isolated. Migrant women can be particularly vulnerable because their lack of personal networks can leave them alone and without support if entirely removed from their communities.

'Honour'-based abuse can be a trigger for a forced marriage. The family or community may force a person into marriage to control their behaviour and protect perceptions of honour. As with all forms of 'honour'-based abuse, women and girls are the main victims of forced marriage, however there is complexity in the concept of honour. Men may be at heightened risk of forced marriage and 'honour'-based abuse if they identify as LGBT, and women may be perpetrators as well as victims in certain circumstances. There may also be multiple victims, such as siblings who are at risk of forced marriage and 'honour'-based abuse.

Expectations of how a person should behave are often embedded from a young age. Forced marriage cases can therefore be challenging because a victim may not identify what they have experienced as a forced marriage, impacting the initial stage of identification and the ability of professionals to recognise the victim's needs effectively. Where forced marriage is motivated by perceptions of honour, it is often part of a wider pattern of emotional abuse, identifiable by efforts to control and monitor the victim, such as restrictions of movement, minimised contact with the opposite sex and emotional and physical abuse.

For further information on female genital mutilation and breast ironing see:

- Children's MARS guidance for identifying and responding to female genital mutilation
- Children's MARS guidance for identifying and responding to breast ironing

Understanding the issues around forced marriage

There is a distinction between a forced marriage and an arranged marriage. In arranged marriages, the families of both spouses take a leading role in arranging the marriage, but the choice of whether to accept the arrangement remains with the prospective spouses. A forced marriage is a marriage in which one or both parties have not personally expressed their full

and free consent to the union. An arranged marriage can also become a forced marriage if there is any form of coercion.

Free and full consent is consent is essential to all marriages and it may be the case that only the prospective spouses themselves will know if their consent is fully given and done so freely. Being forced into marriage can include acts of physical violence and/or psychological, financial, sexual and emotional pressure. In the cases of vulnerable adults who lack the capacity to consent to marriage, coercion is not required for a marriage to be forced.

Key principles:

- If families have resorted to violence, threats or any other form of coercion as described above to make someone marry, then that person's consent has not been given freely and fully given and it is therefore considered a forced marriage
- Where a person lacks the capacity to consent to marriage, an offence is also capable
 of being committed by any conduct carried out with the purpose of causing the victim
 to marry, whether or not it amounts to violence, threats or any other form of coercion

Frequency

Forced marriage can happen to both women and men, but statistics show that it is predominantly women and girls who are victims and that many of the reported cases involve young women and girls aged between 16 and 25. There is no 'typical' victim of forced marriage. They are over and under 18 years of age, some may have a disability, some may have young children and some may also be spouses already in the UK and/or from overseas. The majority of cases reported to the Forced Marriage Unit (FMU) to date have involved South Asian countries, however there have been numerous cases in recent years involving many other countries across the Middle East, Europe, Africa and North America, amongst others. A number of forced marriages also take place here in the UK without any form of overseas element, while a large number involve a prospective partner being brought into the UK from overseas or a British national being taken abroad for the purpose of a forced marriage.

Since 2012, the FMU has given advice or support related to a possible forced marriage in an average of around 1,300 cases each year. Cases are also reported directly to the police, children's and adult social care services, health, education and voluntary organisations. Unfortunately, many more cases are likely to remain unreported. However, with increased awareness raising, it is anticipated that more people will become aware of the support services and the advice available to them.

Drivers of forced marriage

Perpetrators who force children or other family members into marriage often try to justify their behaviour as 'protecting' their children, building stronger families and preserving so-called cultural or religious beliefs. When challenged on this practice, they often do not see anything wrong in their approach. However, the act of forcing another person into marriage can never be justified on religious grounds: every major faith condemns the practice of forced marriage and requires full and free consent to marriage to be given.

Perpetrators are often convinced that they are upholding the cultural traditions of their home country, when in fact these practices and values may have long since changed in their

countries of origin. There are others who are placed under significant pressure from their extended family to ensure their children or other family members are married. In some instances, an agreement – sometimes tied to land ownership - may have even been made about marriage during the parties' infancy.

Many young people will then go through their entire childhoods with the expectation that they will have to marry someone of their parents' or other family members' choosing. What needs to be communicated to all of those at risk is that forcing someone to marry is a criminal offence and that they have a fundamental human right to be able to choose their future spouse.

Some of the key motives that have been identified are:

- Controlling unwanted sexuality (including perceived promiscuity, or being lesbian, gay, bisexual or transgender) - particularly the behaviour and sexuality of women
- Controlling unwanted behaviour, for example, alcohol and drug use, wearing make-up or behaving in what is perceived to be a 'westernised manner'
- Preventing 'unsuitable' relationships, for example outside the ethnic, cultural, religious, class or caste group
- Protecting 'family honour' (or 'izzat', 'ghairat', 'namus' or 'sharam')
- Responding to peer group, community or family pressure
- Attempting to strengthen family links
- Achieving financial gain
- Ensuring land, property and wealth remain within the family
- Protecting perceived cultural ideals
- Protecting perceived religious ideals
- Ensuring care for a child or adult with special needs when parents or existing carers are unable to fulfil that role
- · Assisting claims for UK residence and citizenship
- Long-standing family commitments

Key principles:

- While it is important to have an understanding of the motives that drive parents to force their children to marry, these motives should not be accepted as justification for denying them the right to choose a marriage partner and enter freely into marriage
- Forced marriage is a form of violence against women and men, domestic abuse, a serious abuse of human rights, and where a minor is involved, child abuse

Additional risks

There is evidence to suggest that there may be factors that increase the risk of someone being forced into marriage, including bereavement within the family. Occasionally, when a parent dies, especially the father, the remaining parent and/or wider family members may feel there is more of an urgency to ensure that the children are married. A similar situation may arise within single parent households or when a step-parent moves in with the family. If an older child (particularly a daughter) refuses to marry then younger female siblings may be forced to marry in order to protect the 'family honour' or to fulfil the original contract. This is also known as becoming the 'replacement bride or groom'.

Women and girls may also face an increased risk of forced marriage if they have disclosed sexual abuse. Her family may feel that this has brought shame on her and that ensuring she is married may be the only way to restore 'honour' to the family. They may also feel that marriage will put a stop to the abuse.

A person may be at a greater risk if they identify as lesbian, gay, bisexual or transgender (LGBT), as their wider family may feel that by forcing the individual into marriage, their sexuality or gender identity will not be questioned. Parents may also do this out of a mistaken belief that this will 'cure' their son or daughter of what they perceive to be abnormal sexual practices.

Victims

Isolation is one of the biggest problems facing victims trapped in, or under the threat of, a forced marriage. They may feel there is nobody they can trust to keep this secret from their family and they have no one to speak to about their situation – some may not be able to communicate in English. These feelings of isolation are similar to those experienced by victims of other forms of domestic and child abuse. It is only rarely that someone will disclose the fear of forced marriage. Consequently, they will often come to the attention of practitioners for behaviour that is consistent with distress.

Young people, particularly girls who are forced to marry, frequently withdraw from education, restricting their educational and personal development. They may feel unable to go against the wishes of their parents or wider family members and may be threatened with disownment if they do. Consequently, they may suffer emotionally, often leading to depression and self-harm. All of these factors can ultimately contribute to impaired social development, limited career and educational opportunities, financial dependence and lifestyle restrictions. Studies have shown that self-harm and suicide are significantly higher among South Asian women than other groups and contributory factors include lack of self-determination, excessive control, the weight of expectations of the traditional role of women, and anxiety about their marriages. Suicide and self-harm driven by domestic abuse and forced marriage is also a factor, particularly in women from South Asian and other ethnic minority backgrounds.

A learning or physical disability or illness may also add to a young person's, or an adult's, vulnerability and may make it more difficult for them to report abuse or to leave an abusive situation. Their care needs may make them entirely dependent on their carers.

Male victims

Approximately 20% of calls to the FMU relate to male victims. In some cases, both parties in a marriage will be forced into that marriage by family or community members.

Men may be particularly reluctant to seek help because they feel embarrassed or fear they won't be believed. The perception that forced marriage and related abuses only affect women is harmful to men who do need help. Many men feel ashamed about seeing themselves as victims. They may perceive this as weakness or fear being seen as weak by others. They may also feel that they are in the wrong for not wanting to marry, when it is something they are made to believe they should want.

Even when they do seek help, male victims of forced marriage often have difficulty accessing support services, as many organisations dealing with domestic and 'honour'-based abuse only support women.

However, the Government has introduced a new duty (within Part 4 of the Domestic Abuse Act 2021) on Tier 1 Local Authorities to provide support to victims of domestic abuse and their children within safe accommodation, which is fully funded. Under this new duty Tier 1 authorities will be required to work with partners including specialist services to assess the needs and commission the appropriate support for all victims of domestic abuse and their children including male victims.

Men with disabilities are particularly vulnerable to forced marriage, as parents may decide their son needs a wife to care for him.

LGBT Victims

If an individual is known or suspected to be lesbian, gay, bisexual or transgender this can be a driver for forced marriage. In some cases, families believe this will 'cure' the person. In other cases, they are motivated by trying to cover up the person's identity to avoid shame. This can involve forcing someone to marry a specific person, or more general pressure to marry someone of the opposite sex.

Families may refuse to acknowledge these identities as legitimate and continue to put pressure on the individual to marry. They could be motivated by keeping prior agreements of marriage with family members or securing a visa for the spouse. The intended spouse may be unaware of the victim's LGBT identity or may be held responsible for failing to change it. In many cases, their marriages are harmful to both parties.

LGBT victims may be reluctant to seek support due to the stigma and fear of their identities becoming known more widely. Victims who do seek help might not disclose their sexual orientation or gender identity. They may have conflicting feelings about their own identities, making them particularly vulnerable to emotional pressure to go through with a forced marriage. They could be made to feel that accepting a forced marriage will allow them to lead a 'normal life'.

Consequences

Women and girls who are forced to marry may find it very difficult to initiate any action to leave the marriage and may be subjected to repeated rape (sometimes until they become pregnant) and ongoing domestic abuse within the marriage. In some cases they suffer violence and abuse from the extended family, often being forced to undertake all the household chores for the family.

Many girls and young women are withdrawn from education early. Some are taken and left abroad for extended periods, which isolates them from help and support – this limits their choices so that often they will go through with the marriage, seeing this as the only option. Their interrupted education limits their career choices. Even if the woman manages to find work, she may be prevented from taking the job or her earnings may be taken from her. This leads to economic dependence, which makes the possibility of leaving the situation even more

difficult. Some may be unable to leave the house unescorted – living virtually under 'house arrest'.

Victims frequently end up trapped in a relationship marred by physical and sexual abuse. The impact this has on children within the marriage is immense. Children may learn that it is acceptable to be abusive and that violence is an effective way to get what you want. They may learn too that violence is justified, particularly when you are angry with someone. Children experiencing the effects of abuse (which includes witnessing abuse) can be traumatised because experiencing persistent violence undermines a child's emotional security and capacity to meet the demands of everyday life. Children's academic abilities can also be affected. Witnessing violence as a child is often associated with depression, trauma-related symptoms and low self-esteem in adulthood.

Both male and female victims of forced marriage may feel that running away is their only option. For many, especially those from black, minority ethnic and refugee backgrounds, leaving their family can be especially hard. They may have minimal to no experience of life outside the family, so seeking refuge elsewhere may mean they lose their children and support network. For others, finding accommodation for themselves and their children can also be difficult – especially for those who do not have leave to remain in the UK and therefore do not have recourse to public funds.

Living away from home with minimal support can make a person, particularly a woman, more isolated, which increased the likelihood that they will return to the abusive situation. In addition, leaving their family (or accusing them of a crime, or simply approaching statutory agencies for help) may be seen as bringing shame on their 'honour' and on the 'honour of their family' in the eyes of the community. This may lead to social ostracism and harassment from the family and community. For many, this is simply not a price they are prepared to pay.

Those who do leave still often live in fear of their own families, as some families may go to considerable lengths to find them and ensure their return. Families have also been known to solicit help from others within the community to find victims who have run away, or involve the police by reporting them missing, or on occasion falsely accuse the victim of a crime, for example theft. Some families have also traced individuals through medical and dental records, bounty hunters, private investigators, local taxi drivers, members of the community and shopkeepers, or through National Insurance numbers, benefit records, and school and college records. Sometimes, having traced them, the family may subject them to further violence, abuse or worse, including murder, claiming it to be a so called 'honour' killing.

If a spouse has not been informed that their partner has learning disabilities, it is questionable whether they have given informed consent to the marriage. Questions about informed consent can also arise if the spouse is unaware that they are being married into the role of a full-time carer. The spouse may also be vulnerable to abuse from the family of the person with learning disabilities.

A person with learning disabilities who is forced into marriage could later be abandoned by their spouse. This can create feelings of rejection, stigmatise the person and possibly lead to the loss of a primary carer. This abandonment could be because:

a) the spouse was unaware of all of the circumstances of the marriage; and/or

b) they simply used the marriage to facilitate an improvement in their immigration status

Potential warning signs or indicators

Both men and women facing forced marriage may become anxious, depressed and emotionally withdrawn with low self-esteem. They may come to the attention of practitioners for a variety of reasons, some of which are described in the diagram below. Whilst the factors set out in this diagram may be an indication that someone is facing forced marriage, it should not be assumed that it is a forced marriage simply on the basis that someone presents with one or more of these warning signs. These signs may indicate other types of abuse that will also require a multi-agency response, or in some cases they may indicate other issues.

Below are potential warning signs or indicators. These indicators are not intended to be an exhaustive list.

Education

- Absence and persistent absence
- Request for extended leave of absence and failure to return from visits to country of origin
- Fear about forthcoming school holidays
- Surveillance by siblings or cousins at school
- Decline in behaviour, engagement, performance or punctuality
- Poor exam results
- Being withdrawn from school by those with parental responsibility
- Removal from a day centre of a person with a physical or learning disability
- Not being allowed to attend extra-curricular activities
- Sudden announcement of engagement to a stranger, either to friends or on social media
- Being prevented from going on to further/higher education

Employment

- Poor performance
- Poor attendance
- Limited career choices
- Not being allowed to attend work trips
- Being unable to work
- Subject to financial control, e.g. confiscation of wages
- Wages being paid into account not belonging to the victim
- Leaving work accompanied
- Unable to be flexible in their working

Health

- Being accompanied to GP surgery, clinics, maternity and/or mental health appointments
- Self-harm/attempted suicide
- Eating disorders
- Depression/low self-esteem
- Isolation

- Substance misuse
- Unwanted or late pregnancy

Family history

- Older siblings forced to marry
- Early marriage of siblings
- Self-harm or suicide of siblings
- Death of a parent
- Family disputes
- Running away from home
- Unreasonable restrictions, e.g. being kept at home by parents

Police

- Victim or other siblings within the family reported missing
- Reports of domestic abuse, harassment or breaches of the peace at the family home
- Female genital mutilation
- The victim reported for offences, e.g. shoplifting or substance misuse
- Threats to kill and attempts to kill or harm
- Reports of other offences such as rape or kidnap

There have been occasions when women have presented with less common warning signs such as cut or shaved hair as a form of punishment for disobeying or 'dishonouring' her family. In some cases, a girl may report that she has been taken to a private practice to be examined to see if she is a virgin. Some women and girls may also have 'hymen repair' procedures carried out in order to prove that they are 'pure' on their wedding night. There have also been reports of women presenting in the NHS with symptoms associated with poisoning. In certain communities, it is considered important that women undergo female genital mutilation (FGM) before being able to marry, which is most often performed during childhood. There have, however, been reports of young girls or young women undergoing FGM just before a forced marriage. FGM has been a specific offence in the UK since 1985 and extraterritorial offences were created in 2003 to deter people from taking girls overseas for the purposes of FGM. Further changes to FGM legislation were made in 2015, which: introduced a new offence of failing to protect a girl from FGM; extended the reach of extraterritorial offences; introduced lifelong anonymity for victims of FGM; introduced civil FGM Protection Orders; and introduced a mandatory reporting duty for known cases in under 18s.

Forced to travel overseas

If an individual is taken abroad for the purpose of a forced marriage, it may be their first experience of travelling overseas. The difficulties they may encounter may be numerous, particularly if they want to return to the UK, or seek assistance locally. They may find it impossible to communicate by telephone, email, or social media and may not have direct access to their phone, passport and money. Women and girls in particular may not be allowed to leave the house unescorted. They may not know the address that they are being held at or be able to speak the local language.

Often individuals find themselves in remote areas and even getting to the nearest road can be extremely hazardous. They may not be able to receive the level of assistance they expect

from the local police, neighbours, family, friends or taxi drivers, who may seek to return them to their family. Some find themselves subjected to violence or threats of violence.

Even where authorities in the UK are aware of the whereabouts of a British national overseas, it may not be possible to safely contact them or provide suitable support or assistance to them, including help to return to the UK. It is therefore always advisable to warn victims who are at risk of a forced marriage not to travel overseas.

Laws and attitudes to marriage in other countries can be different to those in the UK. When dealing with cases with an overseas element, care should be taken not to disclose information to any overseas authority (such as the police or immigration) that could place the person in further danger, for example disclosure about previous or current relationships in the UK.

Dual nationality

Some British nationals may also hold the nationality of another country at the same time; they are considered a dual national. This may include holding a passport or other form of travel document issued by the country of their other nationality.

The Foreign, Commonwealth and Development Office (FCDO) would not normally offer support to a British national in the country of their other nationality (for example a dual US-British national in the USA). But an exception may be considered where an individual is considered vulnerable and the FCDO has humanitarian concerns. This includes cases involving forced marriage. But the help that the FCDO can provide will depend on the circumstances of the case and the country of the other nationality agreeing to it.

Some countries do not recognise dual nationality and are likely to consider, and treat, dual nationals in the country of their other nationality solely on the basis of their non-British nationality.

Key principles:

- When asking a court to order the surrender of the passports of a person to prevent them from being taken abroad, ensure that this includes all passports they might hold if they are a dual national. Any queries concerning dual nationality should be addressed to the FMU
- The FMU offers advice to anyone in the UK, regardless of nationality. Overseas, the FCDO can provide consular assistance to British nationals, dual nationals not in countries of their other nationality (except in exceptional circumstances including forced marriage), or in certain circumstances Commonwealth nationals. The FCDO cannot help people of other nationalities overseas, even if they live in the UK or have close connections to the UK. This includes non-British nationals taken from the UK to be forced into marriage overseas

General action to be taken in all cases.

Forced marriage cases can involve a variety of complex and sensitive issues that should be handled by a child or adult protection specialist, who, where possible, should also have additional expertise in forced marriage.

'One chance rule'

All professionals working with suspected or actual victims of forced marriage and 'honour'-based abuse need to be aware of the 'one chance' rule. That is, they may only have one opportunity to speak to a victim or potential victim and may possibly only have one chance to save a life. As a result, all professionals working within statutory agencies need to be aware of their responsibilities and obligations when they are faced with forced marriage cases. If the victim is allowed to leave without the appropriate support and advice being offered, that one chance might be wasted.

First steps in all cases:

- Wherever possible, see the victim/potential victim immediately in a secure and private place where the conversation cannot be overheard
- See them on their own even if they attend with others
- Explain all the options to them
- Recognise and respect their wishes
- Perform a risk assessment
- Contact your safeguarding lead (in schools/colleges the designated safeguarding lead) as soon as possible.
- If the person is under 18 years of age, refer them to Children's Services Single Point of Contact and/or the police
- If the person is an adult with care and support needs, refer them to the Adult Safeguarding Team and/or the police
- If an adult discloses to an NHS professional that they are in a forced marriage situation, and states that they don't want any further action taken about it, then, provided they have the capacity to make this request, their rights as a patient would need to be respected and patient confidentiality maintained, with no reports or referrals made. This is the case for rape and domestic abuse too
- Reassure the victim about confidentiality where appropriate i.e. that practitioners will not inform their family
- Establish and agree an effective method of contacting the victim discreetly in the future, possibly using a code word to confirm identity
- Obtain full contact details that can be forwarded to Children's Services or the Adult Safeguarding Team and/or the police
- Where appropriate, consider the need for immediate protection and placement away from the family
- Maintain a full record of your discussion and record any injuries
- Information from case files and database files must be kept securely and should preferably be restricted to named members of staff only
- If you are still in doubt, please call the Forced Marriage Unit (FMU) for further advice

Do not:

- Send them away
- Approach members of their family or the community
- Share information with anyone without the victim's express consent, unless it is in a child's best interest or in the public interest
- Breach confidentiality unless there is an imminent risk of serious harm or threat to the life of the victim, the victim is a child at risk, or it is in the public interest

 Attempt to be a mediator or immediately encourage mediation, reconciliation, arbitration or family counselling

Referral

Anyone who has safeguarding concerns about a child should make a referral to Children's Services via the Single Point of Contact and should do so immediately if there is a concern that the child is suffering significant harm or is likely to do so. Practitioners who make a referral should always follow up their concerns if they are not satisfied with the response.

North Lincolnshire Children's Services Single Point of Contact can be contacted on:

- 01724 296500 (9am to 5pm Monday to Thursday, 9am to 4.30pm Friday)
- 08081 689667 (free phone)
- 01724 296555 (answerphone out of office hours and at weekends)

For concerns relating to an adult, you can make a referral to Safeguarding Adults Team on 01724 297000.

If the child/adult is at immediate risk of harm, you should contact the police via 101 or 999.

Further information

The Multi Agency Statutory Guidance for Dealing with Forced Marriage and Multi-Agency Practice Guidelines: Handling cases for forced marriage (2022) sets out further information on what information should be gathered by the police or children's services. There may be occasions when a person is going oversees imminently and as it is an emergency an education or healthcare professional may need to gather as much information as possible directly from the victim.

The guidance also contains detailed information on keeping victims safe, legal protections, specific information for different agencies and national support agencies (sections 4-17).