

Domestic Abuse and Sexual Violence Strategy

For Guernsey and Alderney 2022-2025



Committee for
Home Affairs

Foreword by the Committee *for* Home Affairs

This latest edition of the Domestic Abuse Strategy for Guernsey and Alderney has been expanded to include sexual violence. For the first time both agendas have been brought together in order to ensure the active contribution of partner agencies and provide a framework that will strengthen the development of new and existing services.

Our vision for domestic abuse is that all agencies work together to seek to reduce the prevalence of this social problem by providing a “coordinated community response” in Guernsey and Alderney. This concept is based on the principle that no single agency or professional has a complete picture of the life of a domestic abuse victim, but many will have insights that are crucial to their safety.

Our vision for sexual violence is that it will not be tolerated and that perpetrators will be brought to justice for their actions. Victims and survivors of sexual violence will be supported and treated with dignity and respect.

The work of this Strategy has been prioritised through the Government Work Plan. As an action prioritised in the Bailiwick’s recovery from the COVID-19 pandemic, the States’ Assembly has endorsed the enhancement of domestic abuse and sexual violence services (including a three-year pilot for a Sexual Assault Referral Centre).

This document sets out the priority areas for focus with the intention that the Strategy’s implementation will be commissioned through external providers.

Domestic abuse is costly, in both financial and human terms. The number of domestic abuse incidents recorded by the police in Guernsey in 2020 was 768, an increase of 8% on the previous year. The costs of domestic abuse to the public purse are high, principally because opportunities for early intervention and prevention are missed routinely, leading to more expensive interventions later.

In addition to the significant monetary impact of dealing with domestic abuse and sexual violence, there are distressing human and social costs. The negative impacts rippling outwards are long-term and far-reaching; not just for the individuals and their children, but for the wider community. Domestic Abuse comprises one quarter of all violent crime reported in the Bailiwick and features in a substantial number of disputed child contact cases which tie up family courts.

It is paramount that agencies and the public work together effectively and systematically to increase safety and hold perpetrators to account.

Defining Domestic Abuse and its Impact

What is Domestic Abuse

Domestic abuse is defined as “any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those who are or have been intimate partners or family members regardless of sex, gender orientation or sexuality.”

This can encompass, but is not limited to, the following types of abuse:

- psychological
- physical
- sexual
- financial / economic
- emotional

Controlling behaviour is: a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and

capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour.

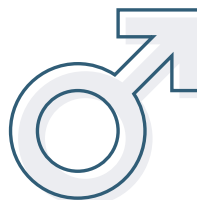
Coercive behaviour is: an act or a pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish, or frighten their victim.

The definition of domestic abuse may be changed as part of an update of the law around domestic abuse during this States' term to reflect changes to the UK government's definition in the new Domestic Abuse Act where domestic abuse will for the first time be defined in law within the UK. This will mean that there are statutory requirements to support victims and that children living in households where abuse is taking place will be defined as victims in their own right, recognising the harm caused.



7.9%

of women in England & Wales experienced some form of domestic abuse in the previous year



4.2%

of men experienced some form of domestic abuse in the previous year.

(Crime Survey for England and Wales)

Types of domestic abuse include:

Emotional / Psychological abuse

- Blaming the victim for all problems in the relationship
- Constantly comparing the victim with others to undermine their self-esteem and self-worth
- Sporadic sulking
- Withdrawing all interest and engagement (for example, weeks of silent treatment)
- Emotional blackmail and suicidal threats
- Isolation from family and friends such as ongoing rudeness to family and friends to alienate them, or limiting contact with family and friends
- Restricting use of the car or telephone
- Swearing and continual humiliation, in private or in public
- Attacks on intelligence, sexuality, body image and capacity as a parent and spouse
- Screaming, shouting, name-calling, put-downs
- Abusing pets or threatening to harm them

Financial / Economic abuse

- Forbidding access to bank accounts
- Only provide a small allowance
- Not allowing the victim to work or have a job or sabotaging their work
- Forcing the victim to make false declarations or take out loans on their behalf
- Using all the wages earned by the victim
- Controlling the victim's pension
- Denying that the victim is entitled to joint property

Physical abuse

- Direct assault on the body (choking, strangulation, shaking, eye injuries, biting, slapping, pushing, spitting, burning, punching, kicking, pulling hair)
- Use of weapons including objects
- Hurting the children
- Locking the victim in or out of the house or rooms
- Forcing the victim to take drugs
- Not allowing medication, food or medical care
- Not allowing sleep

Sexual abuse

- Any form of pressured or unwanted sex or sexual degradation.
- Forced sex without protection against pregnancy or sexually transmitted disease
- Making the victim perform sexual acts unwillingly (including taking or distributing explicit photos without their consent)
- Criticising or using sexually degrading insults
- Doing things to stop birth control, such as throwing them away, hiding them, prevention from buying them

Stalking / Harassment

- Following and watching, or getting other people to follow and watch
- Telephone and online harassment
- Tracking with Global Positioning Systems (GPS)
- Being intimidating
- Entering person's home without permission
- Sharing or threatening to share intimate, nude or sexual photos or videos to friends, family, strangers in person, on the internet, on social media sites, or through a text message or app



What is Sexual Violence?

There is no one set definition of sexual violence; however, it is widely accepted as being any unwanted sexual act or activity. Sexual violence can be perpetrated by a stranger or by someone known. The World Health Organisation's Definition of sexual violence is as follows:

"Any sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances, or acts to traffic, or otherwise directed against a person's sexuality using coercion, by any person regardless of their relationship to the victim, in any setting including but not limited to home and work".

Coercion can encompass:

- varying degrees of force;
- psychological intimidation;
- blackmail; or
- threats (of physical harm or use of other threats, e.g. not obtaining a job, threats to harm others etc.).

In addition, sexual violence may also take place when someone is not able to give consent – for instance, while intoxicated, drugged, asleep or mentally incapacitated.

What is Child Sexual Abuse?

Child Sexual Abuse involves forcing or enticing a child or young person to take part in sexual activities, not necessarily involving a high level of violence, whether or not the child is aware of what is happening. The activities may involve physical contact, including assault by penetration (for example, rape or oral sex) or non-penetrative acts such as masturbation, kissing, rubbing and touching outside of clothing. They may also include non-contact activities, such as involving children in looking at, or in the production of, sexual images, watching sexual activities, encouraging children to behave in sexually inappropriate ways, or grooming a child in preparation for abuse. Sexual abuse can take place online, and technology can be used to facilitate offline abuse. Sexual abuse is not solely perpetrated by adult males. Women can also commit acts of sexual abuse, as can other children.

**UK Department for Education 2018
(Working Together to Safeguard Children:
A guide to inter-agency working to
safeguard and promote the welfare of
children)**





What is Child Sexual Exploitation

Child sexual exploitation is a form of child sexual abuse. It occurs where an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity (a) in exchange for something the victim needs or wants, and/or (b) for the financial advantage or increased status of the perpetrator or facilitator. The victim may have been sexually exploited even if the sexual activity appears consensual. Child sexual exploitation does not always involve physical contact; it can also occur through the use of technology.

**UK Department for Education 2018
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Types of Sexual Violence

There are many different kinds of sexual violence and abuse, including but not restricted to: rape, sexual assault, child sexual abuse, sexual harassment, forced marriage, so-called honour based violence, female genital mutilation (FGM), trafficking, sexual exploitation, upskirting and revenge porn. Sexual violence can be perpetrated by a stranger or by someone known.

What do we know about domestic abuse and sexual violence in Guernsey and Alderney?

Official statistics show the number of incidents of domestic abuse recorded by the authorities every year. But the problem is much bigger than shown in official statistics, as many victims and children do not tell anyone about the abuse, and they are not recorded as crimes.



768

domestic abuse incidents were reported to police in the Bailiwick in 2020.

77% ▲

The Covid 19 pandemic meant that domestic abuse reports rose by 77% during lockdown in 2020.



The Guernsey Police annual report states that there were 62 and 61 calls respectively in April and May 2020, compared to 35 in April 2019 and 25 in May 2019.

April 2019     35

May 2019    25

April 2020       62

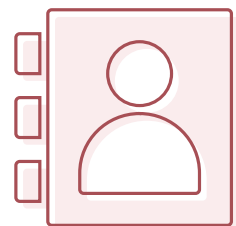
May 2020       61



105

Children were supported by The Children and Young People's Independent Domestic Violence Advisory (KIDVA) Service in 2020

In recent years, domestic abuse has been one of the **two top reasons** for children being put on the child protection register.



93

Stays in refuge accommodation happened in 2020, an increase of **111%** on the previous year.

44

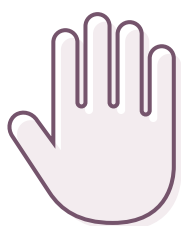
2019

93

2020

183

Individuals were supported by the refuge outreach service in 2020, an increase of **15%** on the previous year.



112

Sexual offences were reported to the Police in 2020.

According to the Crime Survey for England and Wales, only around **15%** of individuals who experience sexual violence report it to the police. This indicates that locally, there are likely to be around **750 people** annually experiencing sexual assault.

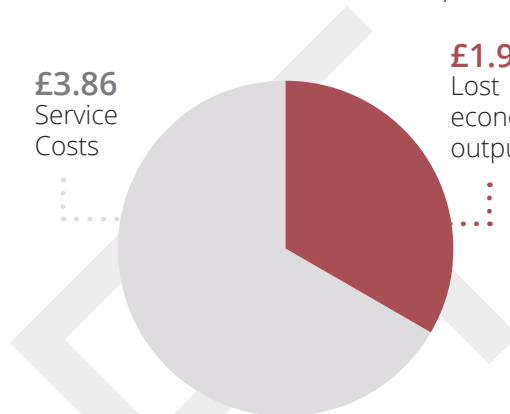


£5.78M

Locally, the cost of domestic abuse was estimated in 2019 to be to be in the region of £5.78 million per annum

£3.86
Service
Costs

£1.92
Lost
economic
output



57

Domestic abuse cases reached court in 2020 with **30** of these being found guilty, and as at December 2021, two cases were still ongoing.



Strategy purpose and scope

Purpose

The purpose of the Strategy is to focus government, public services and voluntary agencies on the coordinated and effective delivery of services geared towards tackling and reducing domestic abuse and sexual violence.

Vision

A safe and healthier Guernsey and Alderney where domestic abuse and sexual violence is not tolerated. Victims and survivors will be treated with dignity and respect and supported to feel safe within their community while offenders are brought to justice.

Supporting Legislation



Children (Guernsey and Alderney) Law, 2008



The Protection from Harassment (Bailiwick of Guernsey) Law, 2005

Scope

This Strategy responds to:

- ✗ Adults, children and young people who are experiencing domestic abuse and sexual violence,
- ✗ Children who are exposed to or witness domestic abuse or sexual violence at home,
- ✗ Perpetrators of domestic abuse or sexual violence.

In the context of:

- ✗ Domestic abuse within intimate or family relationships, from the age of 16
- ✗ Abuse which continues after a relationship has ended
- ✗ So called 'honour' based violence and forced marriage
- ✗ Sexual abuse either within relationships or by acquaintances or strangers.

Feedback from Service Users



'From the position of the victim, it can be a confusing journey for them. Cases in tribunal, in court, can have a Social Worker and an IDVA, KIDVA, Family Proceedings Adviser, all have different roles. It's overwhelming and confusing for the victim, they say "that's not what so and so told me".'

Domestic abuse survivor

'The current children's social worker is excellent, so it seems dependent on who you get. Constant rotation of social workers...it's really hard to trust after domestic abuse but that makes you even more unlikely to share information. Perpetrators can exploit that lack of consistency with no one person overseeing your life.'

Domestic abuse survivor



'The KIDVAs are flexible, offer support, communicate with the school where they can. Very grateful that the service is there.'

Domestic abuse survivor

'My outreach worker was absolutely amazing. She understood and also helped me realise how bad the behaviour was and the severity – helped to put it into perspective. I felt incredibly supported, I genuinely think she was partly the reason why I was able to get a restraining order and have the confidence to go to the police and push forward with a conviction for his crimes. She was really amazing. She is so passionate about her work'.

Domestic abuse survivor



Feedback from Professionals

'I think also in Guernsey people can perhaps feel defensive if they consider their service or approach to be being 'under threat' by there being perhaps perceived competition or someone suggesting they 'do it better'. Ultimately, we hopefully all want the same end goal for the families we work with, and I would hope that we can work together to make that happen, like pieces of a puzzle.'

Professional Working with Families



'it does appear that the links and pathways between services are not always effective. Discussions with staff and external partners highlights a lack of understanding on each side regarding the role and remit of each agency. To build relationships and knowledge a co-location model may be an effective method to ensure victims get the best possible outcomes'.

SafeLives Review



'Safer work so hard, help out in any way. We phone for someone to attend a high-risk victim and they will bend over in any way to do that. Such a good relationship with them. They are a mainstay at Multi-Agency Risk Assessment Conferences (MARAC), their contribution is second to none'.

Guernsey Police



Yes, the clients that have completed their relevant sections of the Sarnia Programme can reflect more on their behaviour and changes that they have made /need to make to avoid repeating the behaviour'

Agency referring client into the Sarnia Programme



The client's presentation has become much different and they have become less aggressive and confrontational. They have also become more respectful and have thought more about their partners / ex partner's feelings'

Agency referring client into the Sarnia Programme



Willingness to work together is there but because of boundaries, we work in silos. The only person involved with all of it is the victim.



How we will achieve our vision

Accountability and governance

The Committee for Home Affairs is responsible and accountable for the delivery of the Strategy.

Working with the Domestic Abuse and Sexual Violence Strategy Advisory Group the Committee will oversee the development of the Action Plan that will pull together all the key priorities.

The Advisory Group will review the Strategy on an annual basis and will report to the Committee, considering the following:

- Progress made against the Strategy's objectives.
 - The overall impact and effectiveness of the Strategy.
 - New legislation
 - If policy and procedures need reviewing
 - Local need and any other emerging priorities.
 - Whether actions and activities are achieving the required outcomes.
- Work collaboratively with overarching boards such as the Islands Safeguarding Children and Adults Partnership.
 - Identify cross-cutting elements within community safety themed partnerships, such as the Combined Substance Use Strategy and the Children & Young People's Plan;
 - Develop aspects of the Strategy relating to children as a core element of the Island's safeguarding responsibilities and ensure it is aligned with other work to promote the safety and wellbeing of children and young people in the Bailiwick;
 - Work closely with the Adult Multi-Agency Support Hub (MASH) to protect vulnerable adults affected by domestic abuse;
 - Inform and support the priorities of the Guernsey & Alderney Health Improvement Commission.

Committee for Home Affairs

Domestic Abuse and Sexual Violence Strategy Advisory Group, currently comprises representatives from the Police, Probation Service, Children and Family Services, Islands Child and Adult Safeguarding Board, Office of the Children's Convenor, Committee for Education, Sport & Culture, Committee for Employment & Social Security, the Health Improvement Commission for Guernsey and Alderney LGB, Safet LBG, Victim Support & Witness Service.

MARAC Steering Group

SARC Steering Group

Ad-hoc time-limited sub-groups such as Law Review Group

What we have done so far

The Strategy was established in 2009, following an in-depth consultation process with professionals and agencies from the voluntary and statutory sectors, as well as speaking to people who have experienced different forms of domestic abuse.

New services such as an Independent Domestic Violence Advisory (IDVA) service and the Sarnia Programme - a behaviour change programme for perpetrators of domestic abuse - were created. Existing services were reviewed and additional funding was provided to extend and improve them.

Service mapping was carried out in 2018/19 when the Strategy was asked to consider the need for a Violence Against Women and Girls Strategy in order to understand what was in place in the Bailiwick compared to other jurisdictions and to undertake a gap analysis to help identify what more needed to be done.

What we are going to do

What we set out to do to achieve our vision is outlined in the following action plan which has received multi-agency input and will guide the development of future work.

The Strategy will become a Domestic Abuse and Sexual Violence Strategy from 2022. This is in acknowledgment of the lack of sexual assault provisions in the Bailiwick. A Sexual Assault Referral Centre (SARC) will be piloted from 2023, with work starting immediately to progress this.

A needs assessment will also be carried out to ensure that any other gaps relating to sexual abuse and violence are captured.

The Strategy is set out over four key areas that have outcome measurements attached. These are **Prepare, Prevent, Protect and Pursue.**

"A SARC is absolutely needed. Sexual abuse is drastically under-reported. Still stigmatised, skirt too short, she was drunk. You read that in local papers, insinuating they kind of deserved it. Media view affects reports. Victims say what is the point of reporting to police?"

Professional Working with Families



'Having a local SARC will mean that victims of any type of sexual crime have a place to go where they will receive all of the support they need, without feeling under pressure to report their experience to law enforcement if they have chosen not to do so. At present, whilst support services are available within the Bailiwick, there is no comfortable and multi-functional facility through which the full range of resources can be offered to a victim of sexual crime'.

Victim Support



Prepare



- 1 Professionals in the Bailiwick fully understand what domestic abuse and sexual violence is and know how to respond.
 - 2 Data collection and performance monitoring and evaluation is improved.
 - 3 Expertise and understanding is shared across agencies.
-

Prevent



- 4 Prevent domestic abuse and sexual violence by challenging the attitudes & behaviours that foster it.
 - 5 Victims are identified early and provided with the appropriate support.
 - 6 Early identification of children and young people at risk of harm and provision of appropriate support.
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Protect



- 7 Children at risk and who have been exposed to domestic abuse and sexual violence are effectively supported.
 - 8 Ensure that there is timely and effective processing of offenders through the criminal justice system.
 - 9 Ensure that there are support services in place for victims of domestic abuse and sexual violence.
-

Pursue



- 10 Perpetrators are dealt with efficiently and effectively
- 11 Known perpetrators are less likely to re-offend

Outcomes Framework and Key Performance Indicators

Measuring outcomes is the only way we can be sure that changes are taking place for those experiencing abuse.

Many of the outcomes set in the last iteration of the Strategy (2016-2020) have proved difficult to capture due to data collection issues. This will be remedied by threading data collection processes through an action plan included in this Strategy with lead agencies responsible for each area embedding data collection processes within agencies' everyday practice.

The Justice Framework will also be working to ensure better and more joined up data collection processes are in place across the criminal justice agencies.

The outcomes set out overleaf in the Action Plan should inform future work and help to identify what improvements are required in the response to domestic abuse and sexual violence by local services. Incorporating the desired outcomes into a multi-agency Action Plan will ensure accountability and encourage improved performance.

It is important that we monitor the Strategy on an ongoing basis in order to assess how we are performing against our outcomes. We will therefore be working with the agencies who deliver our services to put in place some Key Performance Indicators (KPIs). We will monitor the results on a 6 monthly basis and review and publish results on an annual basis.

Some of the KPIs will be linked to those in the UK, in order, where possible, to draw comparisons. However, in such a small jurisdiction, in this complex area of social policy we have to acknowledge that there is no single KPI that is definitive in tackling domestic abuse and there is no perfect formula for calculating the information we need.

For this reason, the figures produced against our KPIs should never be read or interpreted in isolation from the essential commentary that will always accompany our annual update report.

The data gathered can give us a broad indication of how successful our efforts are and help us to make evidence-based decisions on what to do in order to achieve our outcomes and, ultimately, our vision.



Action plan



Prepare

Outcome	Action or Intervention	Who
Professionals in the Bailiwick fully understand domestic abuse and sexual violence and know how to respond.	To support professionals by providing targeted training through the most appropriate provider based on an understanding of current training needs and best practice	Led by the States of Guernsey with the delivery of training commissioned to external expertise
	To support businesses develop and implement domestic abuse and sexual harassment policies and procedures.	
Expertise and understanding is shared across agencies	<p>To foster multidisciplinary work through a common multi-agency approach on how to:</p> <ul style="list-style-type: none"> • Respond to domestic abuse and sexual violence • Collect, and where appropriate, share data <p>Supported by the operation and evaluation of the Multi-Agency Risk Assessment Conference (MARAC) process.</p>	Using the collective expertise of public and third sector partners
	To improve data collection around the characteristics of offences, suspects and victims and victims' experiences of the criminal justice system.	
	To understand who sexual assault victims are and the support they require by carrying out a sexual violence needs assessment	



Prevent

Outcome	Action or Intervention	Who
Domestic abuse and sexual violence are prevented by challenging the attitudes and behaviours that foster them.	To provide education to young people and children to raise their expectations for relationships and reject unhealthy relationships	Commissioned through the third sector
	To develop and implement public awareness campaigns and other methods to effectively challenge domestic abuse and attitudes that foster sexual and domestic abuse and violence and engage with groups not accessing services	
Victims have increased access to the criminal justice system	To address barriers to earlier intervention through training and clear pathways, ensuring every victim of domestic abuse or sexual violence is offered support, regardless of their risk level (standard, medium or high).	Using the collective expertise of public and third sector partners
	To develop and embed a service user led quality assurance approach to measuring satisfaction with the support they receive	
Children and young people at risk of harm are identified as early as possible and provided appropriate support	To develop cross-agency processes to ensure that children and young people perceived to be 'at risk' or 'in need' are identified, supported and protected, incorporating best practice and operational learning.	



Protect

Outcome	Action or Intervention	Who
Domestic abuse and sexual violence is prevented by challenging the attitudes and behaviours that foster it.	To investigate and implement steps which create the legal framework necessary to support a robust approach to domestic abuse, ensure that individuals are supported through the criminal justice process and that perpetrators are effectively managed through the criminal justice system resulting in an increase in prosecutions	Led by the States of Guernsey with the collective expertise of public and third sector partners

There is timely processing of offenders through the criminal justice system	To track and review criminal domestic abuse cases through the court system, taking steps to reduce the length of time the process takes	Led by the States of Guernsey
Victims of domestic abuse and sexual violence have access to effective support services	<p>To deliver and monitor appropriate – that is evidence- based, proportionate and safe – services which protect individuals from harm, support recovery and assist individuals to move forward with their lives including:</p> <ul style="list-style-type: none"> • trauma-based interventions for the survivors of domestic abuse and sexual violence (including those who see, hear and experience domestic abuse in their household) • practical advice and assistance including refuge services • treating the safety of individuals as the first and over-riding priority. 	Commissioned through the third sector



Pursue

Outcome	Action or Intervention	Who
Perpetrators are dealt with efficiently and effectively	To deliver behaviour-change interventions to perpetrators of domestic abuse. Interventions will acknowledge different levels of risk and will address the wider determinants of offending.	Run by the States with victim support services commissioned through the third sector
	To investigate and implement steps which create the legal framework necessary to ensure perpetrators are dealt with robustly, that victims and witnesses are treated fairly and that agencies have in place the appropriate procedures to effectively identify and manage perpetrators.	Led by the States of Guernsey with the collective expertise of public and third sector partners
Known perpetrators are less likely to re-offend	To investigate and implement arrangements which can identify, monitor and effectively coordinate information in respect of perpetrators based on risk	Using the collective expertise of public and third sector partners

Domestic Abuse Strategy

Matrix of Resources

	Victim/Survivor	Child	Perpetrator / Offender
High Risk Management and Enforcement	<ul style="list-style-type: none"> • Multi-Agency Risk Assessment Service (MARAC) • Independent Domestic Violence Advisory Service (IDVA) • Specialist Domestic Violence Courts (SDVC) • Refuge provision 	<ul style="list-style-type: none"> • Child Protection processes aligned with MARAC • Children & Young People's Independent Domestic Violence Advisory Service (KIDVA) • Independent Domestic Violence Advisory Service (IDVA) • The Office of the Children's Convenor and the Child, Youth and Community Tribunal 	<ul style="list-style-type: none"> • Criminal justice processes • Multi-agency Public Protection Arrangements (MAPPA) / work with prolific or very high risk offenders



Effective Support	<ul style="list-style-type: none"> • Outreach support • Civil Law remedies • Victim Support • Counselling – Safer Services, • The development of a Sexual Assault Referral Centre pilot 	<ul style="list-style-type: none"> • Age appropriate support: • Child & Adolescent Mental Health Service (CAMHS) • Support for parents to support children (AVA Project) • Resources for children with complex needs • Family Proceedings Advisory Service (FPAS) • Operation Encompass - an information sharing initiative between the Police and Education to ensure immediate support for children living with domestic abuse. • Child Sexual Assault Therapy, Reparative Care Team 	<ul style="list-style-type: none"> • Probation Service • Sarnia Perpetrator Programme programmes • Skill acquisition • Individual therapies (e.g. drug & alcohol services, mental health)
Early Intervention	<ul style="list-style-type: none"> • Staff training • Champions • Awareness raising • Helpline • Website • Materials 	<ul style="list-style-type: none"> • Staff training • Champions • Locality-based work • Child's Plan and Team Around the Family • Youth Offending Service 	<ul style="list-style-type: none"> • Staff training • Champions • Criminal Justice processes • Caring Dads
Prevention	<ul style="list-style-type: none"> • Early years family support services • Parenting/family relationship programmes and services • Domestic Abuse and Relationships Education in Schools and Colleges • Community awareness • Campaigns 	<ul style="list-style-type: none"> • Early years family support services • Parenting/family relationship programmes and services • Domestic Abuse and Relationships Education in Schools and Colleges • Community awareness • Campaigns • Online Safety Group 	<ul style="list-style-type: none"> • Early years family support services • Parenting/family relationship programmes and services • Healthy relationships PHSE • Community awareness • Campaigns