Economic Note	Number: HO EN1033
Title of regulatory proposal	Amendments to the positive requirement process in Domestic Abuse Protection Orders
Lead Department/Agency	Home Office
Expected date of implementation	June 2026
Origin	Domestic
Date	25/03/2026
Lead Departmental Contact	CrimeandPolicingBillTeam@homeoffice.gov.uk
Departmental Assessment	GREEN

Rationale for intervention, objectives and intended effects

Insights from the Domestic Abuse Protection Order (DAPO) pilot show that current legislation makes it difficult to apply positive requirements (PRs) in police-led DAPOs, causing delays, adjournments, and gaps in victim protection. The changes would amend the DAPO legislation to allow courts to issue a full DAPO at the first hearing, remove the need to name the responsible person in legislation, and allow criminal courts to vary DAPOs themselves. This will lead to faster decisions and fewer delays.

Policy options (including alternatives to regulation)

Option 0: 'Do nothing'. Maintain current process of applying PRs to police-led DAPO applications.

Option 1: Preferred option. Amend legislation so criminal courts can issue full DAPOs at the first hearing and mandate suitability assessment attendance, remove requirements to name the responsible person and enable courts to vary DAPOs of their own motion.

Costs and benefit summary

The monetised costs are familarisation costs in year one for all amendments, and costs incurred from additional police time and additional perpetrator programmes from being able to issue a DAPO with a PR at the first hearing in criminal courts and removing the requirement to name a responsible person for the PR condition. Total costs of Option 1 lie in a range of £0.3 million to £11.0 million. No monetised benefits have been included for this proposal.

Risks

The ability to impose conditions linked to assessment outcomes could overwhelm the demand for suitability assessments and perpetrator programmes. There is also uncertainty in future DAPO volumes meaning costs could be an over or underestimate.

Total Cost (£m PV)	Transition Cost (£m Constant)	Cost to Business (£m PV)	
4.3	**0.0**	**0.0**	
Total Benefit (£m PV)	**NPSV (£m PV)**	**BNPV (£m PV)**	**EANDCB (£m PV)**
0	-1.6	0	0
Price Base Year	**PV Base Year**	**Appraisal period (Years)**	**Transition period (Years)**
2026/27	**2026/27**	**10**	**0**

Departmental sign-off (*SCS*):	SRO	Date: 13/02/2026
Chief Economist sign-off:	Tim Laken	Date: 24/03/2026
Better Regulation Unit sign-off:	Emma Kirk	Date: 26/03/2026

Evidence Base

A. Policy objectives and intended effects

1. The proposed amendments aim to resolve a specific operational issue identified during the DAPO pilot, in police-led DAPO applications that include positive requirement (PR) conditions. The pilot launched on 27 November 2024 and is running for two years. A PR is a requirement the court can impose on a perpetrator to attend a behaviour change programme or substance misuse/mental health intervention as a part of the civil order. PRs can only be attached where they are necessary and proportionate to protect the victim and where a suitable programme is available. However, PR provision is currently limited and varies across England and Wales, meaning that in practice the court may choose not to impose a PR due to local capacity constraints.

2. DAPOs are currently being piloted in selected police forces and courts.[1] They are live in Greater Manchester, three London boroughs (Croydon, Bromley and Sutton), Cleveland, North Wales and the British Transport Police. The government plans to roll out DAPOs across all police forces and courts in England and Wales as a part of the new violence against women and girls (VAWG) strategy[2], so making these legislative changes now is essential to ensure the system operates effectively at scale.

3. Three amendments will be introduced to improve the PR process:

    - Amendment 1: Introduce requirements so that criminal courts can issue a full DAPO at the first hearing, mandating participation in an assessment requiring programme participation only if the perpetrator is deemed suitable following the assessment. This ensures timely protection without delay.
    - Amendment 2: Remove the requirement to name a responsible person in the DAPO, reflecting operational realities, especially in police-led applications, where identifying a provider within 48 hours is difficult. The responsible person oversees the delivery of the positive requirement, including arranging and monitoring the perpetrator's attendance and ensuring the intervention is delivered safely and appropriately. Their role would still be retained and instead be defined in statutory guidance to ensure oversight over the PR condition.
    - Amendment 3: Enable criminal courts to vary a DAPO on their own motion to close a current gap in the court's powers.

4. Intended outcomes include faster victim protection as the full DAPO is issued at the first hearing, increased uptake of PRs, and fewer adjournments, reducing pressure on court listings. These amendments align with the Safer Streets Mission[3] and the government's ambition to halve VAWG in a decade, by improving victim safety and reducing delays in protection.

B. Policy options considered, including alternatives to regulation

Option 0: 'Do nothing'

5. Maintaining the current process would mean operational challenges persist when applying PR conditions to a DAPO, particularly in police-led applications, where identifying a programme provider within 48 hours is difficult. Victims would continue to face gaps in protection, hearings

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1 Domestic Abuse Protection Notices (DAPNs) and Domestic Abuse Protection Orders (DAPOs): https://www.gov.uk/guidance/domestic-abuse-protection-notices-dapns-and-domestic-abuse-protection-orders-dapos#where-can-i-apply-for-a-dapo

2 Freedom from violence and abuse: a cross-government strategy: https://www.gov.uk/government/publications/freedom-from-violence-and-abuse-a-cross-government-strategy

3 Safer Streets - GOV.UK: https://www.gov.uk/missions/safer-streets

would continue to be adjourned due to inability to complete suitability assessments within 48 hours, leaving victims on Domestic Abuse Protection Notices (DAPNs), and court efficiency worse-off.

Option 1: Amend legislation to address barriers in the implementation of Domestic Abuse Protection Orders

6. Legislative amendments to the DAPO PR process have been taken forward through the Crime and Policing Bill. This option directly reduces the time-pressure barrier in police-led DAPO applications by allowing courts to issue a full DAPO with a PR condition at the first hearing. Pursuing targeted amendments to the PR process demonstrates that the government is responding to operational feedback from the pilot, addressing one of the most frequently cited legislative barriers to effective use of DAPOs, and signalling the government's intention to enhance protections for victims and improve court efficiency. **This is the government's preferred option.**

Non-regulatory options

7. No other viable options were identified due to legislative constraints. Non-regulatory options would not have been possible because these operational issues stem from how the DAPO legislation is worded in the Domestic Abuse Act 2021[4]. Legislative change is necessary to enable mandating a suitability assessment, requiring a perpetrator's participation in the programme where a suitability assessment deems this appropriate and to remove the requirement to name a responsible person in the DAPO.

C. Past evaluations and rationale for government intervention

8. There is an ongoing evaluation for the DAPO pilot to monitor its success and scalability. This is being carried out by the independent research agency Ecorys UK, and academics from the University of Lancashire, University of Leeds, and University of Hull. Ecorys UK and partners aim to conduct a process, impact, and Value for Money (VfM) evaluation of the DAPN and DAPO. The evaluation includes interviews, focus groups and data collection with The Drive Partnership (a consortium of SafeLives, Respect and Social Finance who are sector experts in high harm, high risk perpetrators of domestic abuse) and programme provider staff, to understand how this aspect of the DAPN/O is working in practice.

9. Evidence from the pilot shows that the current process creates operational barriers. Once the police issue a DAPN, a temporary notice issued to provide immediate protection, courts must hear a full DAPO application within 48 hours, with a DAPO being a court ordered protection measure. This short 48-hour timeframe makes it very difficult to identify a programme provider, complete a suitability assessment, and provide evidence to the court. As a result, hearings are routinely adjourned, leaving victims protected only by a DAPN, a notice that cannot be enforced as a criminal offence if breached. Additionally, the court cannot mandate the perpetrator to attend an assessment since no DAPO has been issued, creating further delays and risk to victim safety as only a DAPN is left in place to protect the victim where breach is not a criminal offence. Also, in some instances to avoid court adjournments, PRs may not be imposed on DAPOs where they would otherwise be deemed a suitable condition to include.

10. The proposed legislative amendments to the PR process would remove legislative barriers currently preventing effective use of PR in DAPOs and addressing operational challenges. As the barriers stem directly from legislation, for example, the requirement for a DAPO application to be heard within 48-hours of a DAPN being issued and the absence of a power to mandate a suitability assessment, operational practice alone cannot address these constraints;

[4] Domestic Abuse Act 2021 Impact Assessment: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1007463/DA_Act_2021_Impact_Assessment.pdf

legislative amendments are required. If the government does not intervene the legislative barriers will continue to persist, including gaps in victim protection and court inefficiencies.

D. Appraisal

General assumptions and data

- The appraisal period for measuring the impacts of the amendments to DAPOs is 10 years, starting from 2026/27.
- Modelling assumes cost and benefits are to be realised from November 2026, accounting for a seven-month implementation stage following royal ascent in April 2026.
- 10-year appraisal values are in the 2026/27 prices, with GDP deflators applied where appropriate.[5]
- A 3.5 per cent annual social discount rate is applied. This is in line with HM Treasury Green Book Guidance.[6]
- All costs and benefits are relative to **Option 0: 'Do nothing',** whereby no amendments are made to the current wording of the DAPO legislation in the Domestic Abuse Act 2021.
- All cost and benefit calculations are based on the baseline of four police forces where DAPOs are currently rolled out as part of the pilot.[7] The modelling excludes the national rollout of DAPOs across England and Wales due to significant uncertainty regarding their delivery. Impacts of the national rollout will be assessed separately.

Inputs

11. Data from current pilot forces estimates that as of November 2025 over 1,000 DAPO applications have been granted.[8] In absence of more granular data this 1,000 figure is taken as the low estimate to reflect that this data represents under a full year of DAPO rollout across the four pilot forces.[9] Then, arbitrary uplifts of 5 and 10 per cent are applied to provide central and high estimates. For year 1 of implementation, it is assumed that only five months of granted DAPOs will be affected by the amendments, modelled on the basis that volumes are evenly distributed across the year.

12. **Table 1** presents the annual number of DAPOs that are forecasted to be granted in the four pilot forces[10] in both **Option 0: 'Do nothing'** and **Option 1: 'Preferred Option'**. Legislative amendments to the DAPOs are not expected to change the total number of granted DAPOs over the 10-year appraisal period but rather increase the number where PRs are applied. It is also assumed the number of granted DAPOs remains constant across the 10-year appraisal period.

Table 1, Total annual number of granted DAPOs in the four pilot forces only

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5 GDP Deflators at market prices, and money GDP December 2025 (Quarterly National Accounts): https://www.gov.uk/government/statistics/gdp-deflators-at-market-prices-and-money-gdp-december-2025-quarterly-national-accounts

6 HM Treasury, The Green Book: https://www.gov.uk/government/publications/the-green-book-appraisal-and-evaluation-in-central-government

7 There are currently five police force involved with the DAPO pilot. These include Greater Manchester Police, Metropolitan Police Service (Croydon, Bromley, Sutton), Cleveland Police, North Wales Police and the British Transport Police (BPT). BPT has been excluded from the scope of this economic note due to operational differences observed in the pilot.

8 GOV UK, Victims protected through game changing domestic abuse orders: https://www.gov.uk/government/news/victims-protected-through-game-changing-domestic-abuse-orders

9 Courts and Tribunal Judiciary, Pilot starts for Domestic Abuse Protection Orders: https://www.judiciary.uk/guidance-and-resources/pilot-starts-for-domestic-abuse-protection-orders/

10 Four pilot sites are referenced to in this Economic Note rather than five, due to operational differences in the DAPO pilot in BTP.

Estimate	Total annual number of granted DAPOs
Low	1,000
Central	1,050
High	1,100

Source: Metro, assumptions

13. Data provided by The Drive Partnership[11] on the number of granted DAPOs suggests the vast majority of all granted DAPOs are police-led. The Drive Partnership are a consortium of SafeLives, Respect, and Social Finance which aim to transform the national response to domestic abuse by focusing on high harm, high risk perpetrators of domestic abuse. This assumption is used to inform the 90 to 100 per cent range of all granted DAPOs in future years being police-led. As part of the pilot, the Home Office have funded The Drive Partnership to set up and run the referrals process for PRs, supporting the police and courts to place perpetrators on suitable interventions for the DAPO pilot. They have also played a role in selecting the participating programme providers and developing guidance and training for participating providers.

14. **Table 2** presents the annual number of police-led DAPOs that are forecasted to be granted in the four pilot forces in both **Option 0** and **Option 1.** It is also assumed the number of granted DAPOs that are police-led remains constant across the 10-year appraisal period. Again, it is assumed for year one that only five months of granted DAPOs which are police-led will be affected by the amendments.

Table 2, Total annual number of granted DAPOs in the four pilot forces which are police-led.

Estimate	Total annual number of granted DAPOs which are police-led
Low	900
Central	1,040
High	1,100

Source: The Drive Partnership, assumptions

15. Changes made to the DAPO legislation through amendments 1 and 2 are expected to resolve PRs being under used. PRs are an additional requirement placed on a granted DAPO which requires the perpetrator, if deemed a suitable candidate following assessment, to be enrolled on a perpetrator programme which aims to correct their behaviour and reduce future re-offending. Examples of the courses in scope of this additional requirement include behaviour change programmes or treatment interventions focusing on the management of problematic drug or alcohol use. Currently, for any PR imposed under a DAPO, a 'responsible person', which can be an individual or an organisation, must be specified to assess suitability of a perpetrator to undertake the requirement and report compliance to the police for the duration of the requirement.[12]

16. Previous modelling was completed for the Domestic Abuse Act 2021 Impact Assessment[13], where DAPOs were introduced and replaced Domestic Violence Protection Orders (DVPOs) in the four pilot forces. This modelling estimated that 32 per cent of all granted DAPOs would

[11] Unpublished data on the number of granted DAPOs, the number of granted DAPOs that are police-led, and the number of granted DAPOs that are police led with PRs has been provided by The Drive Partnership for this economic note and it has not been possible for it to be verified by Home Office analysts. The data is based on four pilot forces and includes data collected from the pilot's commencement to December 2025.

[12] Domestic abuse protection orders and domestic abuse protection notices: statutory guidance for the police (accessible), section 6: https://www.gov.uk/government/publications/domestic-abuse-protection-orders-and-protection-notices/domestic-abuse-protection-orders-and-domestic-abuse-protection-notices-statutory-guidance-for-the-police-accessible#prohibitions-and-positive-requirements

[13] Domestic Abuse Act 2021 Impact Assessment: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1007463/DA_Act_2021_Impact_Assessment.pdf

include a PR.[14] Data from the Drive Partnership on the use of PRs since the pilots' commencement to December 2025 suggests only 11 per cent of all granted DAPOs include a PR. Initial insight from the DAPO pilot suggests PRs are being under-used due to delays caused by additional evidence gathering, naming the 'responsible person' and conducting suitability assessments. All these steps are required to take place before a PR condition can be included in a DAPO. Further, when a PR is being considered as part of a DAPO the case is adjourned for the assessment of suitability to take place, so victims are spending an increased time on a DAPN prior to the DAPO being issued whilst these administrative processes take place, which offer the victim less protection than a DAPO. Under **Option 1 (the government's preferred option),** courts would be able to impose a full DAPO at the first hearing and mandate a suitability assessment. Then, if the assessment finds the perpetrator suitable to attend a perpetrator programme, the perpetrator is required to participate in the programme.

17. To estimate the total annual number of police-led granted DAPOs that include PRs in the **'Do nothing'** scenario, data is provided by The Drive Partnership. This data suggests the annual number of police-led referrals where PRs were safely recommended is 114, which is taken as the central estimate. Given the uncertainty in the number of police-led applications with PRs in future years, low and high estimates are calculated by assuming between 2 and 20 per cent of police-led referrals respectfully, will have PRs.

18. To estimate the total annual number of police-led granted DAPOs that include PRs in the **'Option 1'** scenario a range is used. The low estimate assumes the amendments are unsuccessful at increasing the usage of PRs. The high estimate assumes the amendments 'fully correct' the underutilisation of PRs such that the anticipated 32 per cent of all granted DAPOs which are police-led include a PR. The median of these two estimates is then taken as the central estimate.

19. **Table 3** presents the estimated annual number of granted DAPOs which are police-led and have PRs in **Option 0** It also presents the additional number of granted DAPOs which are police-led and have PRs, and the total number of granted DAPOs which are police-led and have PRs in **Option 1.** Again, it is assumed for year 1 that only five months of granted DAPOs which are police-led will be impacted by the amendments.

Table 3, Total and additional number of granted DAPOs which are police-led and have PR

	Option 0	Option 1	
Estimate	Total annual number of granted DAPOs which are police-led and have PRs	Total annual number of granted DAPOs which are police-led and have PRs	Of which additional annual to Option 0: 'Do nothing'
Low	20	20	0
Central	114	180	66
High	220	352	132

Source: The Drive Partnership, assumptions

COSTS

Monetised Costs

Set-up Costs

Familiarisation Costs

[14] Domestic Abuse Act 2021 Impact Assessment: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1007463/DA_Act_2021_Impact_Assessment.pdf

20. The set up costs of this proposal consist of familiarisation costs. Professionals who would need to familiarise themselves with the amendments include police officers, Magistrates, and HM Courts and Tribunal staff. Due to data limitations, the only familiarisation costs that have been monetised are those associated with police officers' time.

21. As outlined in the general assumptions, these familiarisation costs only cover the pilot forces, familiarisation for wider police forces will be considered when considering delivery of the national rollout.

22. For amendments 1 and 3, familiarisation costs are incurred from police officers being required to read the updated legislation. For amendment 2, police officers will be required to read the updated statutory guidance.[15] It is assumed that 2, 3 or 4 inspectors from each of the four pilot forces will be required to read the updated documentation and disseminate the information across their respective forces. This assumption on the internal force dissemination process is informed by previous conversations with the police and aligns with the approach taken in other amendments included within the Crime and Policing Bill. This means that 8, 12 and 16 inspectors are estimated to be required to familiarise themselves with the updated legislation and statutory guidance.

23. For amendments made to legislation, it is assumed police officers will be required to read between 1,000, 5,000 and 10,000 words to become familiar with the new amendments. The low wordcount estimate assumes the police officer reads just the summary of the legislative changes. The central estimate assumes the police officer reads approximately half of section 3 of the Domestic Abuse Act 2021[16], and the high estimate assumes the police officer reads all of section 3 of The Domestic Abuse Act 2021. When these wordcounts are combined with assumptions on reading speeds and comprehension rates, these produce low, central and high estimates of 0.03, 0.33 and 1.17 hours spent on familiarisation, per officer. These familiarisation durations are then multiplied by the median hourly wage of an inspector, estimated from internal modelling to be **£53.53** per hour in 2026/27 prices.

24. For amendments made to the statutory guidance, it is assumed police officers will be required to read between 2,000, 13,000 and 24,000 words to become familiar with the new amendment. The low wordcount estimate assumes that just section 1 of the statutory guidance is re-read. The high estimate assumes the police officer reads the entirety of the statutory guidance, and the central estimates taken the midpoint of these two figures. These wordcounts are then combined with assumptions on reading speeds and comprehension rates to produce low, central and high estimates of 0.05, 0.87 and 2.80 hours spent on familiarisation, per officer.[17] These familiarisation durations are then multiplied by the median hourly wage of an inspector, estimated from internal modelling to be **£53.53** per hour in 2026/27 prices.

25. The values used to estimate familiarisation costs are presented in **Tables 4 and 5** and are given as:

Number of pilot forces x number of readers in each force x average familiarisation time x average inspector wage

Table 4, Familiarisation costs (legislation), year 1 only, 2026/27 prices

[15] Domestic abuse protection orders and domestic abuse protection notices: statutory guidance for the police (accessible), Section 6: https://www.gov.uk/government/publications/domestic-abuse-protection-orders-and-protection-notices/domestic-abuse-protection-orders-and-domestic-abuse-protection-notices-statutory-guidance-for-the-police-accessible#prohibitions-and-positive-requirements

[16] Legislation.gov.uk, Domestic Abuse Act 2021: https://www.legislation.gov.uk/ukpga/2021/17/contents

[17] Based on Readingsoft values of 700,300 and 200 WPM with 0.85, 0.8 and 0.6 comprehension: https://readingsoft.com/

Estimate	No. of pilot forces	No. of readers from each pilot force	No. words to be read	Reading speeds (words per minute)	Comprehension multiplier	Familiarisation time (hours)	Hourly cost (£)	Total cost, year 1 only (£)
Low	4	2	1,000	700	0.85	0.03	53.53	11.73
Central	4	3	5,000	300	0.8	0.33	53.53	214.13
High	4	4	10,000	200	0.6	1.17	53.53	999.28

Source: Assumption, Readingsoft, internal police cost modelling

Table 5, Familiarisation costs (statutory guidance), year 1 only, 2026/27 prices.

Estimate	No. of pilot forces	No. of readers from each Pilot Force	No. words to be read	Reading speeds (words per minute)	Comprehension Multiplier	Familiarisation time (hours)	Hourly cost (£)	Total cost, year 1 only (£)
Low	4	2	2,000	700	0.85	0.05	53.53	23.45
Central	4	3	13,000	300	0.8	0.87	53.53	556.74
High	4	4	24,000	200	0.6	2.80	53.53	2,398.27

Source: Assumption, Readingsoft, internal police cost modelling

26. Estimated total familiarisation costs lie in a range of **£35.18** to **£3,397.27**, with a central estimate of **£770.87** over the 10-year appraisal period.

Ongoing costs

27. Ongoing costs have only been monetised for amendment 1 and 2. It is assumed that a programme requirement can be brought into effect on if the suitability assessment deems it appropriate in the criminal courts and removing the need to name the responsible person will increase the use of PRs on police-led DAPOs.

Additional cost of police time

28. The increased usage of PRs will result in additional police time being required to gather the additional information required to authorise a DAPO with a PR. To estimate this cost, it is assumed the data gathering required to impose a PR on a DAPO application takes an additional 1, 1.5 and 2 hours of police time. This assumption is taken from the previous Domestic Abuse Act 2021 Impact Assessment.[18]

29. For **Option 0: 'Do nothing'**, this cost is monetised by multiplying the current number of DAPOs, which are police-led with PRs, by the additional time each application takes. This is then multiplied by the median hourly wage of a sergeant, who is assumed to carry out this activity. This is estimated from internal modelling to be **£44.56** per hour in 2026/27 prices. The cost of the low, central and high estimates across the 10-year appraisal period is presented in **Table 6**. The formula used to estimate this cost is given as:

Police time per application (hours) x current number of granted DAPOs police-led with PRs x average sergeant wage

[18] Domestic Abuse Act 2021 Impact Assessment: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1007463/DA_Act_2021_Impact_Assessment.pdf

Table 6, police time (Option 0), £ millions (PV) over 10 years, April 2026

Year	Low	Central	High
Total	**0.01**	**0.06**	**0.16**

Source: Home Office analysis

30. For **'Option 1**', this cost is monetised by multiplying the new total number of DAPOs, which are police-led with PRs, by the additional time each application takes. This is then multiplied by the median hourly wage of a sergeant, estimated from internal modelling to be **£44.56** per hour in 2026/27 prices. The cost of the low, central and high estimates across the 10-year appraisal period is presented in **Table 7**. The formula used to estimate this cost is given as:

Additional police time per application (hours) x total additional granted DAPOs police-led with PRs post legislative changes x average sergeant wage

Table 7, additional police time ('Preferred Option'), £ millions (PV) over 10 years, April 2026[19]

Year	Low	Central	High
Total	**0.01**	**0.10**	**0.25**

Source: Home Office analysis

31. The estimated total cost of additional police time for **'Option 1'** is between **£0.01 million** and **£0.25 million**, with **£0.10 million** the central estimate. Of this total cost, between **£0.0 million** and **£0.09 million** of this is additional to **Option 0: 'Do nothing'**, with **£0.04 million** the central estimate.

Cost of perpetrator programmes

32. There are also additional costs from the increased number of perpetrators completing a perpetrator programme. To estimate this cost, data provided by The Drive Partnership on the cost of perpetrator programmes is used. It is assumed perpetrator programmes cost between **£1,960** and **£3,806** per person in 2026/27 prices, with **£2,883** taken as the central estimate. However, it is worth noting the cost of perpetrator programmes will vary significantly depending on the nature of the programme and those selected in individual cases.

33. To estimate the cost of **Option 0: 'Do nothing'**, the current number of DAPOs which are police-led with PRs is multiplied by the per person cost of perpetrator programmes. The cost of the low, central and high estimates across the 10-year appraisal period is presented in **Table 8**. The formula used to estimate this cost is given as:

Current number of granted DAPOs police-led with PRs x cost of perpetrator programme

[19] The low scenario estimates no change in cost between the 'Do nothing' and Option 1, the 'preferred option' as it assumes no additional DAPOs which are police-led with PRs as a result of the amendments to the legislation.

Table 8, cost of perpetrator programmes (Option 0), £ millions (PV) over 10 years, April 2026

Year	Low	Central	High
2026/27	0.02	0.14	0.35
2027/28	0.04	0.32	0.81
2028/29	0.04	0.31	0.78
2029/30	0.04	0.30	0.76
2030/31	0.03	0.29	0.73
2031/32	0.03	0.28	0.71
2032/33	0.03	0.27	0.68
2033/34	0.03	0.26	0.66
2034/35	0.03	0.25	0.64
2035/36	0.03	0.24	0.61
Total 10 years	**0.31**	**2.64**	**6.72**

Source: Home Office Analysis

34. For **'Option 1'**, this cost is monetised by multiplying the estimated total number of DAPOs post legislative changes which are police-led with PRs by the per person cost of perpetrator programmes. The cost of the low, central and high estimates across the 10-year appraisal period is presented in **Table 9**. The formula used to estimate this cost is given as:

Total estimated volume of granted DAPOs police-led with PRs post legislation x cost of perpetrator programme

Table 9, cost of perpetrator programmes (Option 1 'preferred option'), £ millions (PV) over 10 years, April 2026[20]

Year	Low	Central	High
2026/27	0.02	0.22	0.56
2027/28	0.04	0.50	1.29
2028/29	0.04	0.48	1.25
2029/30	0.04	0.47	1.21
2030/31	0.03	0.45	1.17
2031/32	0.03	0.44	1.13
2032/33	0.03	0.42	1.09
2033/34	0.03	0.41	1.05
2034/35	0.03	0.39	1.02
2035/36	0.03	0.38	0.98
Total 10 years	**0.31**	**4.16**	**10.75**

Source: Home Office Analysis

35. The estimated total cost of perpetrator programmes for **Option 1** is between **£0.31 million** and **£10.75 million**, with **£4.16 million** the central estimate. Of this total cost, between **£0.0 million** and **£4.03 million** of this is additional to **Option 0: 'Do nothing'**, with **£1.53 million** the central estimate.

Non-monetised costs

[20] The low scenario estimates no change in cost between the 'Do nothing' and Option1, the 'preferred option' as it assumes no additional DAPOs which are police-led with PRs from amending the legislation.

36. For amendment 1, there will be an additional cost associated with programme requirements linked to assessment outcomes that are breached, from perpetrators failing to attend their suitability assessment or perpetrator programme assigned to them if the PR is granted. Breaching any conditions of DAPO is a criminal offence, and so there could be costs incurred when processing these perpetrators through the legal system, including additional court hearings and sentencing. This cost has not been monetised due to the uncertainty in the breach rate of suitability assessments and/or perpetrator programmes.[21] [22]

37. There will also be some familiarisation costs for operational staff in the courts, these impacts have not been monetised due to an absence of available data on the staff it would impact, but they are assumed to be minimal.

38. There are no additional costs that have been identified in relation to amendment 2.

39. For amendment 3, there would be a cost associated with notifying the perpetrator of any court-initiated variations from their initial DAPO hearing. This will likely be an administrative cost which consists of phoning or emailing the perpetrator to serve the update. This has not been monetised due the uncertainty to the number of granted DAPOs where the courts will initiate any variation to the initial DAPO.

40. There may also be a cost associated with perpetrators contesting these court-initiated variations, for example, an extension to a granted DAPO's length. This would lead to additional hearings or appeals. This cost has not been monetised due to the uncertainty in the number of DAPOs with perpetrators contesting court-initiated variations.

Total costs

41. Total present value costs lie in a range of **£0.32 million** to **£11.00 million**, with a central estimate of **£4.26 million** over the 10-year appraisal period. Of this total cost, between **£0.0 million** and **£4.13 million** of this is additional to **Option 0: 'Do nothing'**, with **£1.56 million** the central estimate.

BENEFITS

Monetised benefits

Set-up benefits

42. No set-up benefits have been modelled for these amendments.

Ongoing benefits

43. No ongoing benefits have been modelled for these amendments.

Non monetised benefits

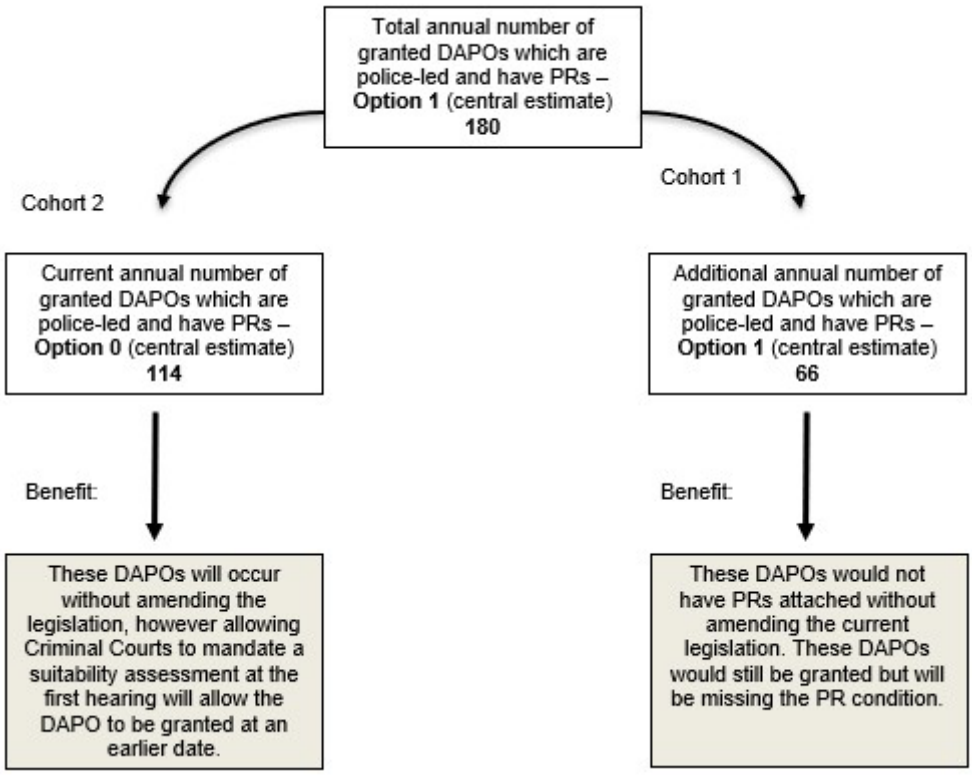
44. For amendment 1, there are two cohorts of DAPOs who will benefit from the introduction of PRs for assessment attendance and participation in a programme. Firstly, the additional number of granted DAPOs which are police-led with PRs, estimated to be between 0 and 132 DAPOs, with 66 the central estimate. The second cohort are the current granted DAPOs which have a PR attached, estimated to between 20 and 220 DAPOS, with 114 the central estimate. The DAPOs in the second cohort will have spent an increased duration on a DAPN, which provide less protection than a DAPO, whilst the relevant information was collected and suitability assessments completed to authorise the PR. This logic is outlined in figure 1.

Figure 1: Benefits methodology, cohorts of DAPOs impacted by option 1.

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[21] Other causes of a perpetrator breaching a DAPO would include failing to comply with notification requirements, notifying a change in home address or obligations in relation to electronic monitoring requirements. The percentage of DAPOs which are breached for reasons other than failure to attend a suitability assessment or an assigned perpetrator programme are not expected to change as a result of these amendments.

[22] Domestic abuse protection orders and domestic abuse protection notices: statutory guidance for the police (accessible), section 11: https://www.gov.uk/government/publications/domestic-abuse-protection-orders-and-protection-notices/domestic-abuse-protection-orders-and-domestic-abuse-protection-notices-statutory-guidance-for-the-police-accessible#prohibitions-and-positive-requirements



Source: Home Office analysis

Improved perpetrator behaviour and reduced reoffending rates

45. For cohort 1, it is expected that the increased usage of PRs will result in improved perpetrator behaviour and reduced reoffending rates. The increase in the number of suitability assessments being carried out will result in additional safeguarding issues being picked up during the triage process. This will ensure the best course of action for the perpetrator is identified, which may include being enrolled on a perpetrator programme.

Court and police efficiency savings

46. For cohort 2, court efficiency savings will be realised. This is due to removing the need for multiple hearings for a single DAPO application. Courts will now not adjourn while the relevant information is collected, the responsible person is named or whilst a suitability assessment takes place. Under the proposed changes, the court may impose a full DAPO at the first heading and include within it a programme requirement that applies only if the subsequent suitability assessment determines it appropriate. As this requirement forms part of the original order, no further hearing is needed. Further, this will reduce the duration for which perpetrators remain on a DAPN whilst relevant information for the PR is collected, and ensures victims receive the greater protection of a DAPO more quickly.

47. For amendment 3, court efficiency savings are expected to be realised by being able to vary the conditions of an existing authorised DAPO, such as extending its length, without another application being submitted. Currently, a court (Magistrates' Courts or Crown Courts) may only vary a DAPO on the application of specified persons or where it could make a DAPO under section 31 of the Domestic Abuse Act 2021 ('Domestic abuse protection orders otherwise than on application'). This requires an additional application to be submitted and authorised at a court hearing if deemed suitable. This puts an administrative burden on the courts to process the application. This increased flexibility will allow the court to vary a DAPO on its own initiative, by giving the court the power to list a variation hearing without requiring an application from a specified party. Allowing this flexibility will result in increased protection for victims under DAPOs, if for example the DAPOs length is extended. This amendment will be applicable for all authorised, police-led DAPOs, estimated to be between 940 and 1,100 per year for the pilot

sites, with 1,040 the central estimate. However, the actual number of DAPOs that will be varied as a result of this amendment is uncertain.

Total benefits

48. The total monetised benefit is estimated to be **£0.0 million** (PV) over the 10-year appraisal period.

NPSV, BNPV and EANDCB

49. The central estimate of the total cost of **'Option 1'** is **£4.3 million** (PV) over the 10-year appraisal period. The total monetised benefit is estimated to be **£0.0 million** (PV) over the same 10-year appraisal period.

50. The net present social value (NPSV), which is the total discounted benefits minus the total discounted costs, compared to the '**Do nothing'** is **–£1.6 million** (PV) over the 10-year appraisal period.

51. There are no costs to business associated with this proposal. The business net present value (BNPV) is **£0.0 million (PV)** over the 10-year appraisal period. The net cost to businesses per year (EANDCB) is **£0.0 million** over the 10-year appraisal period.

52. **Table 10** displays the central costs, benefits and NPSV. Estimates are in 2026/27 prices.

Table 10, Costs and benefits Summary (PV) over 10 years, 2025/26 prices (£ millions)

	Option 0	Option 1
Total set up costs	0.0	0.0
Total ongoing costs	2.6	4.3
Total costs	**2.6**	**4.3**
Total set up benefits	0.0	0.0
Total ongoing benefits	0.0	0.0
Total benefits	**0.0**	**0.0**
NPSV	**-2.6**	**-4.3**
Difference		**-1.6**

Source: Home Office analysis

E. Wider impacts

53. There are no anticipated wider impacts of these proposals.

F. Sensitivity

54. The equivalent annual net direct costs to the public sector are less than +/- £20 million over the appraisal period, so an Impact Assessment is not required. There is also a strong consensus across stakeholders in the police, legal and charity sector to implement these amendments to the DAPO legislation.

G. Risks

55. Ongoing costs are dependent on the volume of granted DAPOs. The analysis also assumed the volume of DAPOs will remains constant in the four pilot forces over the appraisal period. Any changes to these volumes will impact the cost. The potential impact of this uncertainty

has been accounted for by producing low, central and high estimates, however these volumes remain uncertain.

56. The scope of the analysis uses a baseline of the four police forces in scope of the DAPO pilot. This is because discussions on the rollout of DAPOs across England and Wales still ongoing, including timings and method of rollout. It is expected that DAPOs may be rolled out across England and Wales, in some form, during the appraisal period. This will have an upwards impact on cost.

57. The introduction of the revised approach to PRs could overwhelm the demand for suitability assessments and perpetrator programmes. While this could place additional pressure on providers, current evidence from the pilot suggests that PRs are being significantly under used largely due to existing legislative barriers. As a result, even with an uplift in demand following reform, it is unlikely to reach a level that would overwhelm the system immediately.

58. Because PR provision remains patchy across England and Wales, capacity constraints could pose challenges during national rollout. However, the current low baseline of PR usage in pilot sites provides a buffer, any increase in referrals is expected to be manageable in the short term. In addition, PRs will continue to apply only to cases where perpetrators are assessed as suitable and willing to engage, meaning the total eligible cohort remains limited.

59. The risk that the revised approach to PRs could overwhelm the demand for assessments and programmes is very low. It is mitigated as while it is anticipated that the use of PRs will increase by removing legislative barriers, from discussions with policing and sector experts the PR function is still not applicable in many DAPO cases due to its nature of requiring perpetrator engagement. So, the level of demand will remain within scope.

Annex

Mandatory specific impact test - Statutory Equalities Duties	**Complete**

Home Office's assessment of this duty found that the amendments to the DAPO legislation on PRs and court variation would not lead to direct discrimination, as it would apply equally to everyone, regardless of protected characteristics. Based on the data assessed, people with certain protected characteristics are more likely to be impacted by the DAPO amendments: – Based on the evidence available certain groups are more likely to be impacted by PRs. DAPOs are more frequently used to protect women, who are disproportionately affected by domestic abuse. Consequently, men are statistically more likely to be subject to PRs than women. While this may may amount to indirect discrimination, it is a proportionate means of achieving a legitimate policy goal to enhance victim protection against domestic abuse. – Additional considerations include ensuring PR programme accessibility for individuals with disabilities and accommodating pregnancy or childcare needs to avoid exclusion. However, the assessment of suitability would take this into account. – Cultural competence and sensitivity to religious observance will be embedded in statutory guidance and PR programme delivery to mitigate risks of conflict. – There is no evidence that the DAPO amendments will impact any other protected characteristic and the ability for courts to vary DAPOs of their own motion provides flexibility to address individual circumstances. **The SRO has agreed these findings**	**Yes**