



Derby City Council

NEIGHBOURHOODS BOARD
22 JULY 2014

Report of the Strategic Director of
Neighbourhoods

ITEM 7

Review on Domestic Abuse: Setting the scene

SUMMARY

- 1.1 On 5 March Council resolved to request Council Cabinet to work together with the Neighbourhoods Board and the Police Crime Commissioner to review domestic abuse. Six proposals were agreed:
 - a. consider and evaluate the levels of domestic abuse within the City
 - b. 'dip sample' the way that cases have been managed and their outcomes
 - c. discuss and disseminate the best possible levels of professional practice within the City
 - d. consider setting up a strategic countywide group to enhance the work of domestic abuse specialists, such as the Independent Domestic Violence Advocates
 - e. make recommendations to Cabinet about future resources, training and awareness
 - f. urge Government to consider seriously the call by domestic violence specialists that 'coercive control' be made an offence
- 1.2 This report provides Board members with an overview of the relevant statistical information to inform discussion of (a) above.

RECOMMENDATION

- 2.1 To consider the information provided and agree next steps for the review

REASONS FOR RECOMMENDATION

- 3.1 The review was commissioned by full Council. Neighbourhoods Board therefore needs to assess the current situation in the city, as set out in the first of the six steps set out as part of that commission.
- 3.2 Neighbourhoods Board will need to consider the information provided to give a deeper understanding of the current situation and to assess where they wish to pursue the review in the next stages.

SUPPORTING INFORMATION

4.1 What do we mean by domestic abuse?

It is important to be clear that this is not solely about physical violence, hence the use of the term 'abuse' rather than violence. The cross-Government definition is:

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

4.2 Why does it happen?

It is difficult to understand the motives of those who choose to abuse and those who stay in abusive relationships. They may seem irrational to those who have never experienced them.

Why people abuse

- Learnt behaviour from childhood where abuse is the normal condition of life
- Having been a helpless 'victim' as a child someone may choose to be 'in-control' by taking the abuser role rather than seeing opting out an alternative
- They have mental health issues – i.e. anger, alcohol or drug addiction
- They lack empathy and treat people as objects, which may be due to psychological issues and/or medical conditions such as brain injury or damage

Why adults stay

- They feel economically dependant on the abuser
- They feel it is "the right thing to do" for cultural or religious reasons or personal values
- Abuse is cyclical rather than constant – the abuser expresses remorse or guilt after an abusive episode and gives the victim the sense that they are valued and loved
- They have low self esteem which is fuelled by the abuser, keeping them unable to move and victims are willing to accept that they don't deserve better
- If they try to leave, the abuser escalates threats, including against children and/or wider family, and often the abuser will threaten to harm themselves to illicit sympathy
- The abuser may be their carer in the case of disabled people who are being abused

These factors support an escalating cycle of abuse because each time they are forgiven by the victim, the abuser has their abuse reinforced. The abuse therefore is likely to continue until the victim finds the courage to leave or the abuse results in serious harm and murder. This truth is frequently impossible to convey to the victim and abuser trapped in this spiral.

4.3 National overview

The Home Office leads on the national strategy and action plan 'Violence against Women and Girls'. They have developed a Communications Insight Pack (June 2014) to provide a consistent message which includes the following national statistics:

- From the 2012/13 Crime Survey for England and Wales, it is estimated that 1.2 million women and 700,000 men were victims of domestic abuse; this equates to 7.1% of women and 4.4% of men reported having experienced any domestic abuse in the last year
- Overall 30.0% of women and 16.3% of men had experienced any domestic abuse since the age of 16, equivalent to an estimated 4.9 million female and 2.7 million male victims
- Domestic violence has the highest rate of repeat victimisation of any crime, accounting for 75% of all incidents of domestic violence. 26% of victims victimised three or more times
- In 2012/13, 76 women and 15 men were killed by a partner, ex-partner or lover
- It is estimated that in the last year around 70,000 women were victims of rape, and over 330,000 women and 75,000 men were victims of a sexual assault

- In the last year, 2% of women (16-59) and 0.5% of men had experienced some form of sexual assault (including attempts)

Sources: *Focus on Violent Crime and Sexual Offences 2012/13*, Office for National Statistics (13 February 2014)

4.4 Local overview

- In 2012/13 Derbyshire Constabulary ranked 13th out of the 43 Force areas for domestic abuse incidents (Nottinghamshire 9th, Leicestershire 12th)
- In 12 months ending December 2013 Derby City, Erewash, Chesterfield, South Derbyshire and Bolsover had the highest recorded crime rates for domestic abuse
- Derbyshire Police responded to 6,855 incidents of domestic abuse in Derby during 2013/14, equating to 18.8 reports every day
- Domestic abuse recorded crime in Derby has increased from 7.3% in 2011/12 to 9.6% in 2013/14, equating to approximately 1 in 10 domestic abuse related crimes
- There is a specialist domestic violence court in Derby and Chesterfield. The Derby court is held each Wednesday with hearings in the morning and sentencing in the afternoon.
- 214 high risk cases were managed through Derby MARAC (Multi Agency Risk Assessment Conference) in 2013/14 with 12% identified as repeats. This was an increase from 168 cases in 2012/13 with 11% repeats. Of these cases 36 were BME, 1 LGBT, 2 disabled people and 4 male victims.
- The wards in Derby with the highest rates of domestic abuse incidents in 2013 are Arboretum and Derwent
- Derby City Council's Domestic and Sexual Violence Team had 311 referrals in 2012, 324 in 2013 and this year in the 6 months to June they have already received 224 referrals.
- The cost of domestic abuse in Derby was estimated in 2009 at £26,500,000 per year across a number of key functions (Criminal Justice, Health, Social Care, Housing, Civil Legal Costs and Economic output losses) this rose to £72,200,000 per year when you included an approximation for the human and emotional cost to the individual

4.5 Sexual violence and Forced Marriage

Domestic Abuse covers a range of criminal behaviour which may be experienced by victim as part of their abuse or may be a single criminal act. Areas considered under this umbrella term include sexual violence and rape as well as forced marriage, honour based violence and female genital mutilation.

- Sexual offence crimes and incidents have risen in 2013/14 from the previous year, although rape offences have dropped. The areas with the highest rates for sexual offences in Derby are Arboretum and Normanton. It is important to acknowledge the number of historic incidents (took place at least 12 months before reporting) has increased; across Derbyshire 31% of reported offences in the 12 months to Dec 2013.
- Derby City Council's Domestic and Sexual Violence team have dealt with 79 cases of forced marriage in the last three years and they have made and been granted 12 applications for Forced Marriage Protection Orders. The majority of these cases have been in Arboretum and Normanton.

4.6 Domestic Homicides

In April 2011 the statutory Domestic Homicide Review (DHR) came into force. This must follow a death resulting from domestic abuse where certain criteria are met. The purpose is to establish what would prevent violence and improve service responsiveness and to then apply that learning across all relevant organisations and individuals. Since 2011 Derby has had one completed DHR with one in abeyance pending the conclusion of criminal proceedings.

4.7 Derby City Council's role and functions

Derby City Council has a lead role in the protection of vulnerable adults and children, not only with its own service provision but in influencing and working with partners in public, private

and third sectors. It leads this through a number of service departments:

4.7.1 **City and Neighbourhood Partnerships (CNP) Department**

The Community Safety Partnership function within CNP has a number of key roles in this agenda, which ultimately link into the Derby Safer Communities Executive, including:

a) Strategic leadership and partnership representation of Derby in:

Derby and Derbyshire Domestic and Sexual Violence Strategy and Action Plan which is developed and delivered through multi-agency governance arrangements:

- Governance Board (Derbyshire Chair, 3 Council reps)
- Co-ordination Group (Joint Chair plus 4 Council reps)
- DV/SV Action Groups (One city, 4 county groups)
- MARAC Multi-agency risk assessment conference (One city, 4 county MARAC)

b) Tactical and project leadership

- Delivery of joint action plan and co-ordination across council and partner functions
- Domestic Homicide Review lead and co-ordination
- Forced Marriage and Honour Based Violence lead and co-ordination
- Commissioning and development of services
- Audit and assessment of consistency of service standards across city and county
- Implementation of new legislation, tools and powers and/or service provision

c) Service and operational provision

- Domestic and Sexual Violence Advocacy, tailored to high risk victims, which can include refuge and rehoming, personal and house protection, securing appropriate protection orders, criminal justice including trial and post-trial, access to specialist services including child protection, counselling, mental health, drug and alcohol treatment
- Chair of Derby's multi-agency Domestic and Sexual Violence Action Group which brings together local providers and commissioners from all sectors
- Single point of contact for advice, guidance and information
- Co-location working with police Domestic Abuse Unit
- Delivery of a wide range of training and education programmes including healthy relationships, MARAC, forced marriage and as part of Safeguarding training programme
- Joint funding and contract management for county-wide services: Sexual Assault Referral Centre or SARC (managed by SV2) and MARAC administration team (hosted by Derbyshire Constabulary)

At present the functions above are provided by:

- 0.25 Strategic Partnership Manager
- 1ft Domestic and Sexual Violence Manager
- 2.75 Domestic and Sexual Violence Advocates

4.7.2 We know that domestic abuse is one of a range of important indicators of vulnerability for children and adults. Also that substance misuse and mental health problems are factors in domestic abuse. Both of Derby's Children and Adult Safeguarding Boards recognise this and have a focus on domestic abuse within their strategic and annual plans.

Children and Young People (CYP)

Children's services carry out a range of functions in relation to domestic violence including attendance at the Derby MARAC, delivery of the Freedom Programme in Children's Centres, youth offending and identification of domestic abuse through vulnerable children's meetings and a range of safeguarding plans. They are represented at both the City/County Governance Board and Co-ordination Group. A couple of key statistics include:

- When police officers complete a risk assessment for a domestic abuse incident they ask if any children are in the household, for Derby the level over the last two years has been between 52% and 55%
- 34% of the total number of child protection plans at the end of 2013/14 had domestic abuse as a significant factor. The actual number was 102 plans in comparison with 87 at the end of 2012/13.

Adults, Health and Housing (AHH)

Adult, public health and housing services carry out a range of functions in relation to domestic violence including attendance at the Derby MARAC, commissioning of drug and alcohol treatment services, commissioning of refuge provision, identification of domestic abuse through safeguarding plans and provision of rehousing and safe accommodation. They are represented at both the City/County Governance Board and Co-ordination Group. A couple of key statistics include:

- In 2013/14 approximately 41% of cases going through commissioned treatment services for substance misuse had Domestic violence as a significant factor
- Refuge accommodation aims to work with victims over 3 months and move them into sustainable accommodation. Currently provision is targeted at 95% utilisation rates and referrals are made from anywhere in the UK but the majority are from regional partners in the East and West Midlands

4.8 Derbyshire County Council Overview and Scrutiny

Derbyshire County Council's Improvement and Scrutiny Board for People has been reviewing Domestic Abuse in the county over the past year. As one of the six activities set out by full Council for the review includes setting up a countywide group; Neighbourhoods Board may wish to consider the work of the County Board, some of their activities include:

- Visited local domestic abuse refuges to speak with staff and residents
- Invited a male service user to a cabinet meeting to tell their experience of domestic abuse
- Undertaken focus groups with domestic abuse service users across the County to obtain feedback regarding quality of service provision
- Commissioned an employee survey of County Council staff to understand the needs of employees experiencing domestic abuse and committed to several recommendations as a result including establishing a peer support network for staff, training line managers, updating the Council policy, promoting the Domestic Abuse helpline
- Regularly attend AGMs for domestic abuse services across the County
- Endorsed and actively promoted campaigns and pieces of work such as a staff toolkit
- Attended the DA/SV strategy workshop and made commitments to support the continuation of domestic abuse services across the County

4.9 City / County Domestic and Sexual Violence Strategy 2014-2017

The current City and County strategy is being refreshed for 2014-2017 and a final draft will go to Governance Board in October. The City/County Co-ordination Group will consider an outline proposal at its July meeting focused on 3 outcomes:

- ❖ **PREVENTION** = identify and prevent domestic abuse and sexual violence by engaging and raising awareness with victims, perpetrators, professionals and all communities
- ❖ **PROVISION** = provide high quality and consistent services which meet the needs of victims at a local level
- ❖ **PROTECTION** = victims of domestic abuse and sexual violence are protected and perpetrators are

held to account for their behaviour

4.10 The current challenges for Derby

Under reporting: There is national acceptance that domestic abuse is under reported. Estimates of the level in Derby are difficult to assess, particularly for those groups such as men, LGBT, older people or victims with a disability where numbers are low. For example, in 2013 CAADA expected 410 cases to be heard at Derby MARAC when the actual was 189.

Breaking the cycle: Tackling repeat victimisation to break the cycle of abuse and challenging and supporting perpetrators to change their behaviour.

Consistent and sustainable service provision: Victims of domestic abuse are 'scored' through the risk assessment process as high, medium and standard risk. There has been a loss of services for medium and standard risk victims which were provided largely through voluntary and community organisations. This is a challenge if we accept that there is under reporting and current services are running at high levels of utilisation.

Confidence: Keeping victims, including young people, engaged through the criminal justice process and reducing retractions as well as engaging under-represented groups to feel confident to come forward to the police or other agencies.

Evidence of impact and cost-benefit analysis: Feedback from users on services has traditionally been very difficult for these types of incident and crime. Sharing understanding of the impact of domestic abuse across the agencies affected.

Making Domestic Abuse unacceptable: Tackling pre-conceptions and values to make abuse socially unacceptable in Derby. How to make the long term shifts in thinking similar to campaigns that made smoking unacceptable, including community leadership to challenge and tackle this potentially sensitive and difficult area.

Think family: Derby Children's Safeguarding Board business plan focuses on the impact of early intervention, domestic violence and child sexual exploitation and the extent to which practice in those areas reflects a "think family" approach with the child at the centre. The next phase of the national Troubled Families programme is also likely to have a major focus on domestic violence and abuse.

Prevention and early intervention: There is likely to be a significant number of children and young people who are witness to domestic abuse, if not victims or perpetrators themselves. Engaging a wider range of agencies, schools, businesses and community groups to challenge notions of 'consent' and encourage healthy lifestyles.

OTHER OPTIONS CONSIDERED

- 5.1 This review was commissioned by Council and a scoping report went to Neighbourhoods Board on 29 April 2014. To undertake the first of these six activities Neighbourhoods Board members require further statistical information and evidence and as such no other options have been considered.

This report has been approved by the following officers:

Legal officer	Janie Berry
Financial officer	Martyn Marples/Mandy Fletcher
Human Resources officer	Karen Jewell
Estates/Property officer	n/a
Service Director(s)	Tim Clegg, Director for Partnerships and Streetpride
Other(s)	

For more information contact: Background papers: List of appendices:	Verna Bayliss 01332 643034verna.bayliss@derby.gov.uk None Appendix 1 – Implications
---	---

IMPLICATIONS

Financial and Value for Money

- 1.1 There could be a cost associated with the on-going review. This will be contained within the research budget allocated from scrutiny work.
- 1.2 One of the activities agreed by full Council as part of this review includes *(e) to make recommendations to Cabinet about future resources, training and awareness*. Thus the conclusions of the review may have an impact on resources and value for money.

Legal

- 2.1 Article 6.3 of the Council Constitution allows overview and scrutiny boards to assist the Council and the Council Cabinet in the development of its budget and policy framework by in-depth analysis of policy.
- 2.2 There are no implications arising directly from this report, however, one of the activities agreed by full Council as part of this review includes *(e) to make recommendations to Cabinet about future resources, training and awareness*. Thus the conclusions of the review may have an impact on legal services.

Personnel

- 3.1 There are no implications arising directly from this report, however, one of the activities agreed by full Council as part of this review includes *(e) to make recommendations to Cabinet about future resources, training and awareness*. Thus the conclusions of the review may have an impact on HR services, particularly if there is a need for research specifically on the impact on the Council workforce

IT

- 4.1 None directly arising from this report.

Equalities Impact

- 5.1 The initial scoping report outlined a number of areas for the review including access to services, under-reporting and barriers faced by those with protected characteristics under the Equality Act.
- 5.2 As a major employer in the city, we know there are people experiencing domestic abuse amongst our employees and there will also be perpetrators. We have a duty of care to support any of our employees affected by domestic abuse, and we see this as very much being an equality issue.

Health and Safety

- 6.1 None directly arising from this report.

Environmental Sustainability

- 7.1 None directly arising from this report.

Property and Asset Management

- 8.1 None directly arising from this report.

Risk Management

- 9.1 None directly arising from this report.

Corporate objectives and priorities for change

- 10.1 Any reduction on the level of domestic abuse will have a significant impact on positive outcomes for individuals and therefore on the cost of Council services. Changing attitudes and tolerance to domestic abuse across all our communities will improve outcomes within those communities and thus for our city. These outcomes link to all of the Derby Plan and Council Plan outcomes.