

**DOMESTIC ABUSE JOINT MEMBER LED REVIEW GROUP INTERIM REPORT**

*To:* Cabinet

*Date:* 27<sup>th</sup> September 2011

*From:* Safer and Stronger Communities Overview and Scrutiny Committee

*Electoral division(s):* All

*Forward Plan ref:* N/a *Key decision:* No

*Purpose:* **Cabinet is asked to consider the interim report and recommendations of the Domestic Abuse Joint Member-Led Review Group.**

*Recommendation:* **1) Cabinet expand resources within the Community Engagement Directorate devoted to addressing domestic abuse by using the current Integrated Planning process**

**or:**

**2) Levels of Council funding devoted to domestic abuse be maintained within the Community Engagement Directorate at their current levels for the coming financial year.**

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## **1. BACKGROUND**

- 1.1 On 27<sup>th</sup> May 2011, the Safer and Stronger Communities Overview and Scrutiny Committee (SSC OSC) commissioned a member-led review group to evaluate the provision of domestic abuse (DA) services in the county.
- 1.2. The review was to be conducted in collaboration with Scrutiny members from Huntingdonshire and Fenland District Councils, due to the prioritisation of the issue in the two Districts' Strategic Assessments. Also, a recommendation of an earlier member-led review<sup>1</sup> group of the SSC OSC had stated that a review of the subject should be undertaken.
- 1.3. This brief interim report of the review group is intended to influence Cabinet at an appropriate stage in the County Council's Integrated Planning Process. The group intends to issue its final report in early 2012.
- 1.4. The membership of the review group consists of:
  - Cllr. Virginia Bucknor (Fenland District Council)
  - Cllr. Sam Hoy (Chair – Cambridgeshire County Council)
  - Cllr. Alex Miscandlon (Fenland District Council)
  - Cllr. Deborah Reynolds (Huntingdonshire District Council)
  - Cllr. Richard West (Cambridgeshire County Council/Huntingdonshire District Council).

## **2. PROGRESS / WORK UNDERTAKEN TO-DATE**

- 2.1 The joint review group met for the first time in Chatteris to question and receive from the DA Partnership Manager an overview of the county-wide arrangements for tackling the issue, and information on its prevalence, cost, etc.
- 2.2 The Joint Strategic Needs Assessment (JSNA) Domestic Abuse report submitted in May 2011 by the DA Partnership Manager is included at Appendix A. Headline statistics that the review group wishes to share with Cabinet include the following:
  - 100% of the past 10 Local Safeguarding Children Board (LSCB) Serious Case Reviews have identified domestic abuse as a key contributing factor
  - At least 75% of looked after children and 50% of children subject to a Child Protection Plan in Cambridgeshire have domestic abuse backgrounds
  - Recent research commissioned through the Cambridgeshire Adult Safeguarding Board suggests that domestic abuse was evident in 68% of Safeguarding of Vulnerable Adults (SOVA) referrals where violence was identified.
- 2.3 These figures demonstrate well the extremely damaging effect that DA has had in Cambridgeshire, as it does across the UK in general.
- 2.4 The second meeting of group members involved attending, with several DA practitioners from various organisations including Refuge, a Home Office

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<sup>1</sup> 'Improving the Education and Training of Professionals to Help Alcohol Misusers'

sponsored Positive Deviance event at The Oasis Community and Children Centre in Wisbech. This proved to be a valuable opportunity to meet with practitioners, although it was difficult to ascertain the value of the Positive Deviance approach employed.

- 2.5 On 30<sup>th</sup> August 2011 at the Cambridge Women's Aid (CWA) building in the City, group members met with two of the workers who provide support to women experiencing every type of domestic abuse, from prolonged mental manipulation/bullying through to the highest risk circumstances involving severe physical harm and threats to kill.
- 2.6 The immensely valuable work undertaken by CWA includes the provision of support, information, advice and guidance, and practical help in taking the very dangerous steps necessary to end an abusive relationship. In the latter case, support for women may include moving them and their children into a refuge, where their location is unknown to the perpetrator.
- 2.7 A move into a refuge generally secures a woman's physical safety, but the emotional and mental upheaval that such a move involves continues to have a severe impact on that individual's life. Despite this, there is little or no formal support for women leaving a refuge.<sup>2</sup> The impact of a move into a refuge is compounded by several factors, including:
- The need usually, for safety, to terminate any employment that the woman has
  - Relocation to a refuge involves settling-in to a new area, often out of county, with a need to break old relationships that might link back to the abuser and an accompanying need to establish new relationships
  - The needs of any children in the woman's life, adding further to the distress and pressure of adjustment.
- 2.8 Arising from these discussions were several key lines of enquiry that the group wish to pursue at a later stage of the review, including:
- Discretionary Housing Benefit, and what capacity there is to tailor its provision to better meet the needs of women entering a refuge: the group heard that refuge in the UK is unusual in that the rent paid by women for their stay is funded by Housing Benefit, whereas in many countries refuges are grant-maintained, meaning that access to the service is not contingent upon benefit eligibility
  - The future of the Community Care Grant currently used to purchase essentials including white goods for women leaving refuge, which will be abolished in 2013. Funds will instead be administered by the local authority
  - Support for women leaving refuge, which is currently non-existent other than that provided by the already overstretched CWA and similar providers.
- 2.9 Discussions with the team at CWA were followed by a very productive meeting with seven women who were accessing the services of CWA. The findings of that session are summarised in Appendix B, which has been

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<sup>2</sup> The average stay in refuge is 5 months (CWA figure)

included to give voice to those with direct experience of abusive relationships. Key findings from the meeting include:

- Restrictions placed by central government on the provision of Legal Aid will add to the difficulties of those women seeking protection from the legal system
- The accompanying move towards more frequent use of mediation is also problematic for abused women, as intimidation and fear can be used by the abusive partner to tilt the balance of the discussion in his favour: one woman described how the police were called to her mediation session when her partner became violent
- Awareness of services that can help is low: one woman described sleeping in a car for four weeks before being made aware of the support offered by CWA
- Although there was some praise for the police, police officers demonstrate varying degrees of awareness and competency when called to DA incidences: one woman described how a police officer inadvertently revealed her location to her abusive partner
- There is greater need for collaboration between agencies when assisting victims of DA
- Concerns around religious and cultural sensitivities can interfere with the level of service provided to ethnic minority women.

2.10 The review group asked to stay in touch with the women, who agreed to act as a reference group to be consulted as the review progresses, conclusions are drawn and recommendations are developed.

2.11 The review group wishes to extend its thanks to CWA and the women who participated in the meeting.

### **3. THE COUNTY COUNCIL'S CONTRIBUTION TO ADDRESSING DOMESTIC ABUSE**

3.1 It is important to note that services from statutory providers such as the Constabulary and County Council are only available to victims in the highest risk circumstances, usually once the police have been called to an incident involving violence. However, this is often the culmination of years of abuse, during which there is no assistance available from the statutory sector; any help available is provided solely by voluntary sector agencies such as CWA.

3.2 The costs – both financial and emotional – then associated with dealing with the fallout of an abusive relationship are huge.<sup>3</sup> NHS, police and local authority budgets are pressured significantly by each case of DA in which they intervene, which strengthens the case for robust, practical support from the Council and its statutory sector partners for CWA and other voluntary agencies that are intervening early on, helping to prevent the escalation of costs as risk increases.

3.3 The Council's dedicated contribution to addressing DA is the Independent Domestic Violence Advocate (IDVA) Service. Also, through Supporting People the Council commissions CWA and Refuge to deliver outreach work.

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<sup>3</sup> See p. 10-13 of Appendix A

Many other Council services, such as children’s and adults’ social care, also deal indirectly with DA and its consequences, but IDVAs alone are devoted solely to it.

- 3.4 IDVA intervention can only come about after the police have attended an incident; they then play a significant role in managing the victim’s immediate safety. This can involve relocating the victim and ensuring that a place in a refuge is secured. They also provide a degree of support in the following weeks and months, although they are constrained in the extent to which they can do this by their high case loads.
- 3.5 IDVAs work from the Multi-Agency Referral Unit (MARU) in Godmanchester, which co-locates specialist Domestic Violence Police Officers with support staff and other professionals to provide a seamless service to 999 callers reporting DA. Future plans for the MARU include the integration of further services to create a safeguarding hub linking all those agencies that work together through the Multi-Agency Risk Assessment Conference (MARAC) process.
- 3.6 The MARU will be considered in greater depth as the review progresses.
- 3.7 IDVAs play a crucial role in the Council’s response to DA. Despite this, at full capacity, the IDVA team consists of only 4.8 full-time equivalents (FTEs). Currently however, due to funding and staff turnover issues, only 2.8 FTE IDVAs are available to serve the whole of Cambridgeshire.
- 3.8 Given the importance of the IDVA service to high-risk victims of DA, and the key role that the service plays in the MARU, the review group believes that it should be preserved in the forthcoming Integrated Plan. The service should be maintained at least at its current level of resourcing, but preferably it should receive extra resources to enable an expansion of the IDVA service given the clear evidence of need within the county. Therefore, the review group recommends that:
  - 1) **Cabinet expand resources within the Community Engagement Directorate devoted to addressing domestic abuse by using the current Integrated Planning process.**
- 3.9 If recommendation 1 is rejected, then the following recommendation applies:
  - 2) **It is recommended that levels of Council funding devoted to domestic abuse be maintained within the Community Engagement Directorate at their current levels for the coming financial year.**

Source Documents	Location
Papers of review group meetings	Scrutiny Team Shire Hall

## JSNA Report - Domestic Abuse in Cambridgeshire

**From: Simon Kerss (Domestic Abuse Partnership Manager)**

**To: JSNA Steering Group**

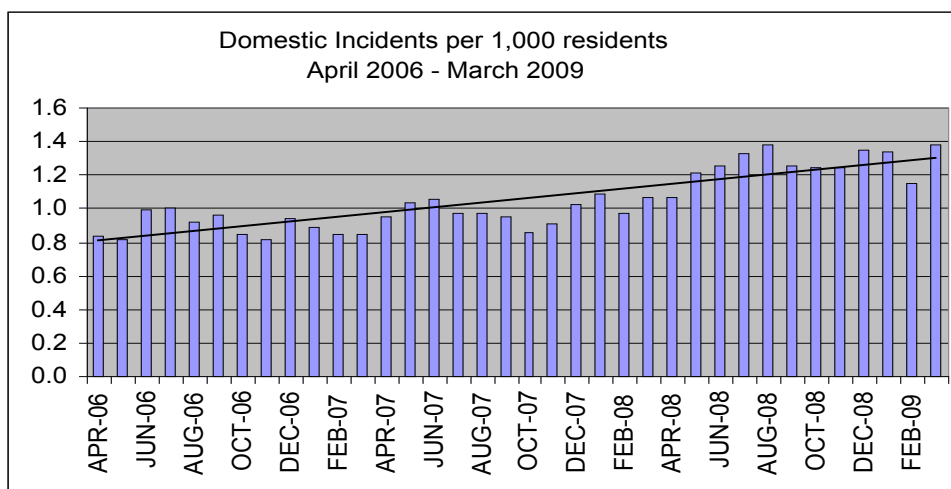
**Date: 23<sup>rd</sup> May 2011**

### 1. Facts, Figures and Trends

British Crime Survey data and Home Office estimates suggest that 15,173 women aged 16-59 were victims of domestic abuse in Cambridgeshire in 2010/11 – a figure considerably higher than the current number of individuals reporting to the police during the same period (7718 reports).

To quote 'The Cost of Domestic Violence in Cambridgeshire,' 'Police recorded crime data is likely to be a gross underestimate of true levels of victimisation caused by domestic violence.' This is problematic in that 'true' expenditure is almost impossible to estimate using police data alone. To offset this issue, the above document categorically states that all figures should be considered as under-estimates.

It should be noted that in the period 2005 – 2009, the number of incidents reported to the police has risen by more than 41.9%;<sup>4</sup> subsequently, the number of victims accessing services has risen dramatically. For example, the Independent Domestic Violence Advocacy Service received 324 high-risk referrals from the Constabulary in 2005. In 2008/09 that figure was 1536 (an increase of 377%). The tables below show the increase in reporting, by year, to the Constabulary.



A recent review (April 2011) of the above data continues to show an increase in reporting on domestic abuse to the Constabulary.

The increase in reporting to police, although a welcome trend, has also led to an increase in DV-related referrals to Children Services and an estimated increased reliance on health providers:

- Between 01/07/2009 and 30/06/2010, Children's Services Contact Centre received 10,250 DV-related referrals for children and young people at risk;
- It is estimated that between January 2008 and June 2009, 34.2% of all those children and young people subject to a child protection plan had domestic abuse as the primary issue;

<sup>4</sup> Domestic Abuse Force Profile, Cambridgeshire Constabulary, 2009.

- It is further estimated that 31.7% of all Children's Social Care contacts between September 2008 and August 2009 were for domestic-abuse related issues.<sup>5</sup> Although data from other Children's Services, such as Locality Teams, is unavailable, using the above data, it is estimated that a third of all Locality Team contacts are also DV-related;
- For Adult Services, Cambridgeshire's Strategic Assessment (2009) estimates that 27% of all Adult Social Care cases have a 'DV-marker';<sup>6</sup>
- City Council also states that 14.28% of all statutory homeless applications in 2009 were caused by domestic abuse;<sup>7</sup>
- Cambridgeshire's Multi-Agency Risk Assessment Conferences, which risk-assess and safety plan for those at most risk of homicide heard 400 cases (involving 700 children) in 2009/10;
- 33% of respondents in the Year 8 and 10 Cambridgeshire Secondary Survey in 2010 indicated the presence of domestic abuse issues in their home environment;
- 100% of the past 10 LSCB Serious Case Reviews have identified domestic abuse as a key contributing factor;
- At least 75% of LAC and 50% of children subject to a Child Protection Plan in Cambridgeshire have domestic abuse backgrounds.<sup>8</sup>

### Geographical Issues

Although the majority of reported domestic abuse incidents come from urban areas within the county (please see table below, which shows the Cambridgeshire wards of highest need (according to volume of police-reported incidents) by year),<sup>9</sup> it should be noted that those living in more rural areas are less likely to have protective family, neighbours and friends witness and report abuse. Rurality is also a risk factor when considering isolation and access to services. Recent Strategic Assessments have shown a marked increase in reporting from East and South Cambridgeshire, and although volume in these areas remains relatively low, the increase in reporting is indicative of an overall need in the most rural parts of our county.

2006 / 2007	2007 / 2008	2008/ 2009
Wisbech Waterlees	Wisbech Staithe	Huntingdon North
Abbey	Kings Hedges	Wisbech Clarkson
Kings Hedges	Wisbech Waterlees	Kings Hedges
Huntingdon North	Huntingdon North	Wisbech Waterlees
Whittlesey - Lattersey	Wisbech Peckover	Wisbech Staithe
East Chesterton	Arbury	Abbey
Wisbech Staithe	Wisbech Medworth	Whittlesey - Lattersey
Wisbech Clarkson	Abbey	Wisbech Medworth

Using more recent LSOA data (April 2011) we can see that the prevalence of domestic abuse is a significant issue in new and emerging communities such as Orchard Park, Cambridge and Cambourne, South Cambridgeshire.<sup>10</sup>

Research commissioned through the University of Bristol by the Women's Institute (WI) supports the above, in-so-much as it shows that those living in rural areas are just as likely to be a victim of all forms of domestic abuse as those living in more

<sup>5</sup> Cambridgeshire County Council, 2009.

<sup>6</sup> Cambridgeshire Strategic Assessment, 2009.

<sup>7</sup> Cambridge City Council, 2010.

<sup>8</sup> Cambridgeshire County Council / LSCB, 2010.

<sup>9</sup> Ibid.

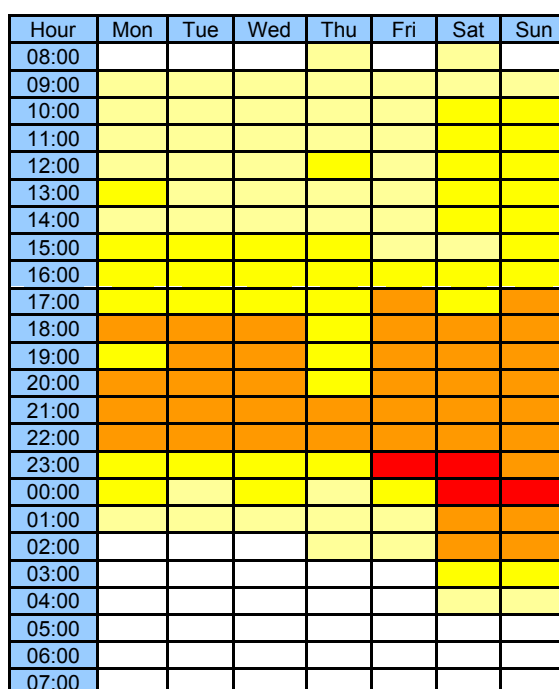
<sup>10</sup> Cambridgeshire Constabulary, Highest Density of DA incidents by Lower Super Output Area, 2011.

urban / deprived areas. This means that by addressing volume by targeting Cambridgeshire's 'hotspots,' need and risk in more rural areas should not be ignored.

### Temporal Issues

Constabulary research, seen in the following table, indicates that demand for police services can be identified and managed. This information is especially useful in planning future provision.

Incident data shows that there is a consistent high demand for police resources between 18:00 and 23:00, Monday to Friday, and between 18:00 and 02:00 Saturday and Sunday. The occasional peaks on Mondays can be put down to continuance of the weekend's hostility (including secondary and tertiary reporting of an ongoing incident) or, to a lesser extent late reporting of the incident<sup>11</sup>.



The above chart identifies the time of day and day of week when the highest number of calls are made. Bands represent calls within a 1 hours time block per day of week; data from 3 years of incidents

0	99
100	199
200	299
300	399
400+	

Seasonal similarities exist in each year period; peaks occur on Christmas and New Year days and a prolonged peak between the latter parts of May to Early September, coinciding with school holidays.<sup>12</sup>

### Victim / Offender Profile

Although there are variations across the county, the typical victim of domestic abuse is an 18-25 year old 'White UK' female.

Children are involved as victims, witnesses or offenders in just over half of all domestic abuse incidents in the county and form a significant risk group.

<sup>11</sup> A dip sample of incidents recorded on a Monday showed 18% where the cause was an ongoing argument or disagreement from the weekend, and 6% where the aggrieved reported post incident. Ibid.

<sup>12</sup> Ibid.



Again, recognising local variations, the typical domestic abuse perpetrator is a 'White UK' male aged 20-41. Both of these statistics are in line with national research findings.<sup>13</sup>

The offenders' occupation is: 44% of crimes (2292) show offenders as being unemployed, with 41% of crimes (2110) showing offenders working in manual labour roles. 8% of crimes (391) show the offender as giving a 'professional / office based' job as their occupation, and in 7% of crimes (377) the offender stated that they were in full time study<sup>14</sup>.

### **Male Victims**

Unfortunately, current data is not a reliable indicator of need for male victims of domestic abuse. There are a number of reasons why this should be so, but primarily it is recognised that men typically fail to report domestic abuse to the police. However, it should be noted that current research has shown that a proportion of those men who do report abuse, are actually perpetrating abuse themselves. Nonetheless, it is apparent that men do suffer abuse at the hands of their partners, though many of these incidents are from within same-sex relationships.

2009 data from Cambridgeshire Constabulary shows that 24% of reported incidents came from men in the period 2006 - 2009. Of the 985 high-risk referrals to the Independent Domestic Violence Advocacy Service (IDVAS) in 2009, 12% were for male victims.

### **Same Sex Relationships**

3% of police DV1 records within the data set used in the Force Profile relate to a same sex couples. Due to insufficient data on sexual preferences it is impossible to state whether this is significant. However the figure is within the nationally recognised ranges for same sex couples, suggesting that this group is not significantly over or under reporting<sup>15</sup>. Bi-sexual relationships cannot be tested due to the limited information held about offenders and victims.

### **Ethnicity of Victim / Offenders**

Again, there are significant variations across Cambridgeshire where the ethnicity of victims and offenders is considered. However, the following points are indicative of the countywide picture:

- Victims defining their ethnicity as 'Black'<sup>16</sup> are overly represented when statistically tested against population estimates,<sup>17</sup>
- There has been an increased level of reporting by 20 to 30yr old females across all ethnic groups.
- Despite being unable to effectively identify victims coming from New European states through recorded data, using the 'White – Other' ethnic group gives an

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<sup>13</sup> Ibid.

<sup>14</sup> Offenders described their occupations in 5170 crimes; these were then categorised manually by the author into 'manual' jobs such as builder/mechanic/painter, 'unemployed' (which included housewife / mother / house husband / disabled/ in custody), 'professional / office based' (traditionally white collar workers, emergency services and Armed Forces) and 'study' which included any form of student (including home study).

<sup>15</sup> Office for National Statistics: Sexual Identity Project, UK experiences of administering a question on sexual identity. Survey estimates: Estimates were obtained for most of the surveys. Rates of the proportion of respondents self-identifying as LGB ranged from 0.3% to 3.0%, lower than the government estimate of LGB people constituting 5% to 7% of the population. Ibid.

<sup>16</sup> Ibid.

<sup>17</sup> Using data from DV1 forms between 01/04/2007 – 31/03/2008, and applying formulae to determine *standard error* with a *confidence level* of 95% - See Appendices

indicator of levels of victimisation. In just under 50% of cases victims have been abused by members of their own nationality. Recent data also shows a disproportionate number of DV-related crimes recorded in Fenland having been perpetrated by the 'White – Other' cohort. This cohort includes residents of A8 nations currently resident in Cambridgeshire.<sup>18</sup>

- Typically, members of Gypsy/Traveller/Roma communities do not report domestic abuse issues to any relevant agency within the county. However, recent research has indicated that up to 61% - 81% of women from these communities has been a victim of domestic abuse.<sup>19</sup>

### **Repeat Victimisation**

Domestic abuse has the highest repeat victimisation rate of any crime,<sup>20</sup> and subsequently costs associated with addressing the issue are repeated many times over.

For all levels of risk, police data shows that between 24% and 36% of incidents reported are marked as repeats.<sup>21</sup>

Local data available via NI32 (% repeat referrals to MARAC) shows that current rates of repeat victimisation for those at most risk stands at 34.5%.<sup>22</sup>

### **The Cost of Domestic Abuse in Cambridgeshire Summation of Cost (2005)<sup>23</sup>**

The total annual cost of domestic violence to agencies in Cambridgeshire in 2005 was estimated at £57,662,541, rising to £139,136,155 when 'emotional and physical' costs were taken into consideration (please note that the 2009 costs do not include 'emotional and physical' costs). Details of the breakdown of the costs in each area are outlined in the sections below. The bulk of these costs were met by the victims themselves, principally through the emotional and physical costs of the abuse. The total cost to agencies amounted to £57,662,541 and is disaggregated into the costs for individual agencies below.

Based on the prevalence rates available to the researchers in 2005, it was possible to calculate the average cost per incident within the county. This amounted to £4,843 in total and £1,236 in costs borne by agencies. However, the researchers stated that if these figures were to be used to calculate the potential saving by reducing domestic violence, then they are potentially misleading. Therefore, using the total number of police recorded 'offences with a DV marker' an estimated cost per recorded crime was calculated. This was an attempt to account for the under-reporting of domestic abuse issues both locally and nationally.

Subsequently, the total estimated average cost per police recorded offence with a DV marker in 2005 was £15,566.

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<sup>18</sup> Ibid.

<sup>19</sup> Equality and Human Rights Commission Research Report, Inequalities Experienced By Gypsy and Traveller Communities: A Review, 2009.

<sup>20</sup> Home Office, 2010.

<sup>21</sup> Domestic Abuse Force Profile, Cambridgeshire Constabulary, 2009.

<sup>22</sup> Cambridgeshire Domestic Abuse Partnership, 2010.

<sup>23</sup> From, 'The Cost of Domestic Violence in Cambridgeshire,' Cambridgeshire Crime Research Team, 2005.

Cost	Agency Cost	Victim Cost	Other Cost	TOTAL
Criminal Justice System Costs	£15,784,653	£611,230	-	£16,395,883
GP Treatment Costs	£870,723	£202,668	-	£1,073,391
Hospital/Ambulance Costs	£11,353,688	-	-	£11,353,688
Emotional and Physical Costs	-	£81,473,614	-	£81,473,614
Lost Economic Output	-	-	£20,245,758	£20,245,758
Social Services Costs	£1,562,444	-	-	£1,562,444
Housing Costs	£492,788			£492,788
Civil Legal Costs	£292,950	£1,097,647		£1,390,597
Mental Health Costs	£5,147,992	-	-	£5,147,992
<b>TOTAL Cost of DV</b>	<b>£35,505,238</b>	<b>£83,385,159</b>	<b>£20,245,758</b>	<b>£139,136,155</b>
Average Cost per Incident	£1,236	£2,902	£705	£4,843
Average Cost per Police Recorded 'Offence with a DV Marker'	£15,566	£36,556	£8,876	£60,998

The majority of the agency costs in 2005 were met by the health services and the police, who between them accounted for nearly three quarters of all agency costs. In comparison, the direct cost to other agencies was much less. The costs estimated here have focused principally on costs to local agencies and therefore national costs, for example, in housing benefit have been omitted completely and others, such as legal aid, are not included in the table below but are included elsewhere.

The table below shows the estimated cost to individual agencies in 2005.

Agency	TOTAL Cost
Police	£8,223,341
Probation Service	£565,084
Prison Service	£1,908,131
District Councils	£246,958
Health Services	£17,372,403
Social Services	£1,562,444
Court Service	£1,452,011
Crown Prosecution Service	£970,532

### Summation of Cost (2009)

In November 2009, and as part of the 'End Violence Against Women and Girls' national strategy release, the Home Office issued a toolkit to estimate the prevalence and costs of domestic abuse in local area, based on British Crime Survey findings.

This toolkit did not have the breadth of scope or detail included in the local 2005 research, but is instructive in gaining a more balanced view of contemporary costs and prevalence.

Based on a total population size on 595,000, the Home Office estimates that:

- 15,173 women were the victims of domestic abuse in the past year;
- 4,760 women were the victims of a sexual assault in the past year;
- 20,887 women were the victims of stalking / harassment in the past year.

The total estimated cost to the county in addressing these issues, according to Home Office data in 2009, was £113,661,662. As with local research in 2005, the bulk of these costs were borne by Health and Criminal Justice agencies.

It is interesting to note that by comparing the 2005 and 2009 data, we see an increase in agency spending on domestic abuse within Cambridgeshire of £55,999,121 during a period when reporting to the police rose by 41.9%. If current trends continue, the county can expect to see further expenditure becoming necessary.

By discipline, a breakdown of the above figure shows that estimated costs in 2009 were:

Discipline	Cost
Physical and Mental Health Care	£24,492,476
Criminal Justice Agencies	£15,426,969
Social Services	£2,905,198
Other (housing, civil legal, employment)	£70,837,019
<b>Total</b>	<b>£113,66,662</b>

To provide further context to the above figures with regards to Children's Social Care involvement, from 01/07/09 to 30/06/2010 the Contact Centre received 10,250 DV-related referrals at a cost of £27.45 per referral.<sup>24</sup> Without any further action, administrating these referrals is costing Children's Services an estimated £281,362.50 per annum.

## 2. Domestic Abuse as a Public Health Issue

Unfortunately, screening and recording of domestic abuse issues by health providers in Cambridgeshire is by no means comprehensive. Therefore, it is not yet possible to provide any meaningful data from local providers. However, much work has been undertaken nationally to show the effects and costs of domestic abuse to health agencies. These studies show that:

- In 2005, the cost of DV to the NHS nationally was £1.2 billion;<sup>25</sup>
- 50% of women in contact with mental health services have suffered abuse/violence;<sup>26</sup>
- Domestic violence is the most common cause of depression in women;<sup>27</sup>
- Women in abusive relationships are admitted to hospital more frequently and are in receipt of more prescriptions than other women;<sup>28</sup>
- 64% of abused women suffer post-traumatic stress disorder against 1-2% of non-abused women;<sup>29</sup>
- Domestic violence is a factor in 49% of suicide attempts by BME women, and 22% of attempts from White communities;<sup>30</sup>
- More than 14% of maternal deaths occur in women who have disclosed DV to their health providers;<sup>31</sup>
- 40-60% of women experiencing DV are abused while pregnant;<sup>32</sup>
- At least 1% of all emergency department visits in the UK are attributable to domestic abuse.<sup>33</sup>

Despite the relative lack of local data, some work has already be undertaken to show the prevalence on domestic abuse issues facing health providers and the associated costs:

<sup>24</sup> Cambridgeshire County Council, 2010.

<sup>25</sup> Department of Health, 'Responding to Domestic Abuse (2005).'

<sup>26</sup> Greater London Domestic Violence Project, 'Sane Responses (2008).'

<sup>27</sup> Ibid.

<sup>28</sup> Ibid.

<sup>29</sup> Ibid.

<sup>30</sup> Ibid.

<sup>31</sup> Department of Health, 'Responding to Domestic Abuse (2005).'

<sup>32</sup> Ibid.

<sup>33</sup> Boyle, Kirkbride and Jones, 'Record Linkage of Domestic Abuse Assault Victims Between an Emergency Department and the Police (2005).'

- It is estimated that each admittance to Accident and Emergency Departments costs the relevant Acute Trust £70 - 90 on average, rising to £400 per night if the patient is admitted to a ward.<sup>34</sup> From police research, it is apparent that 'violence against the person' constitutes 81% of all DV-recorded incidents (please see table below), and by using this data we can assume that a large percentage of victims require some form of medical attention, either via Accident and Emergency or their GP;

Crime category	Total (top 12)	% (of top 12)	% (of all DA crimes)	In relation to total crime per category in 3 yr period
Violence against the person	5112	85%	81%	17%
Harassment / threats	308	5%	4.9%	0.5%
Criminal damage	434	7.25%	6.9%	1%
Public order	128	2%	2%	n/a

*Top 12 crime types recorded over the 3 year period with Domestic Violence Markers*

- The average cost associated with a patient visiting a GP, in parts of Cambridgeshire, for a short consultation is £28 (excluding any prescription).<sup>35</sup> National research has shown that health providers (especially GPs) are victims' preferred first point of contact,<sup>36</sup> and subsequent costs based on overall numbers of victims within the county can assumed to be substantial;
- The effects and costs of alcohol and drug-related health issues within Cambridgeshire are well documented - the co-relation between substance misuse and domestic abuse equally so (of Cambridgeshire's last ten Serious Case Reviews (SCRs), 100% had substance misuse as a primary contributing factor, with 80% having the same for domestic abuse). Through closer examination of substance misuse-related treatment issues and costs to health providers, it is clear that a large percentage of these relating to women and girls is actually expenditure on domestic abuse.

### 3. Local Views

The Cambridgeshire Domestic Abuse Partnership works with Service User Sub-Groups (SUGS) facilitated by Voluntary Sector partner agencies (Cambridge Women's Aid and Refuge) to ensure that services are meeting need and that future planning is appropriate.

The Partnership also uses Participatory Budgeting, where possible, to ensure relevant services are commissioned and a Positive Deviance approach to problem solving in Fenland and Cambridge City.

Community Safety Partnerships also use public consultations to determine priorities for their Districts, which frequently include addressing domestic abuse.

### 4. Evidence and Best Practice

Member agencies of the Cambridgeshire Domestic Abuse Partnership work to an internationally recognised model of intervention known as the 'Community Coordinated Response' model and the Partnership is responsible for implementing Central Government's 'End Violence Against Women and Girls (VAWG)' strategy through its multi-agency countywide strategy.

<sup>34</sup> Addenbrooke's Hospital, 2010.

<sup>35</sup> Cambridgeshire PCT, 2010.

<sup>36</sup> Department of Health, 'Responding to Domestic Abuse (2005).'

Cambridgeshire's domestic abuse services are mapped against the Local Government Framework for 'excellent' domestic abuse services. This has shown that, although Cambridgeshire is well on its way to achieving 'excellent' services for most adults, significant gaps remain around provision for children and young people, those from BME groups and those with no recourse to public funds. In addition to the above, Cambridgeshire's Independent Domestic Violence Advocates (IDVAS) are trained to a professional Coordinated Action Against Domestic Abuse (CAADA) level.

Professionals from all disciplines are trained in addressing domestic abuse through a training strategy that is LSCB accredited.

## **5. Current Activity and Services**

The Cambridgeshire Domestic Abuse Partnership has recently launched a Multi-Agency Referral Unit (MARU) that will act as the central point of contact for all DV issues within the county. The MARU currently contains staff from the Independent Domestic Violence Advocacy Service (IDVAS), the Independent Sexual Violence Advocacy Service (ISVAS), the Multi-Agency Risk Assessment Conference (MARAC), Cambridgeshire Constabulary, Cambridge Women's Aid and Refuge. It is expected that additional agencies (such as housing and health) will be based at the unit later in 2011/12.

The Cambridgeshire IDVA Service (4.75 FTE staff) currently supports approximately 1000 high-risk victims of domestic abuse per annum via a service-level agreement with the Constabulary and through the MARAC process. The team delivers crisis intervention services to those most at risk and who are reporting to the Constabulary. There is no referral pathway to the IDVAS open to those not reporting DV crimes due to the capacity and small size of the team. One of the Cambridgeshire IDVAS currently works from the Emergency Department at Addenbrooke's Hospital for one day per week as part of a pilot project to identify those attending that provision with DV-related injuries.

Cambridgeshire's MARACs hear approximately 400 very high risk cases (where a risk of homicide has been identified) per annum, with a further c.700 children forming part of the referrals to the process.

The Cambridgeshire ISVA Service (1.8FTE staff) supports those affected by Sexual Violence across the county.

The Voluntary Sector also provides specialist services to victims of domestic abuse in Cambridgeshire. The Domestic Abuse Outreach Project (3 FTE staff) provides support in the community for women regardless of whether they are seeking a criminal justice solution to their issues. This service expects to provide support to approximately 600 women per annum.

The county's three Refuges (City, St Neots and Wisbech) provide accommodation predominately for those fleeing other areas. Women from Cambridgeshire are typically placed elsewhere for their safety. The Cambridge refuge also provides a Children and Young People worker to children staying at their provision. This post is commissioned via Cambridgeshire County Council.

'Freedom Programmes' have been established in Cambridgeshire since 2005, and provide group therapy and support for women aged 18 and over with an aim to reducing repeat victimisation. These are delivered in Cambridge by Women's Aid, and through Cambridgeshire County Council's Children's Services in St Neots, Huntingdon and March. Children's Social Care also delivers a 'Freedom Programme' to its clients in City and South Cambridgeshire.

Cambridgeshire has a countywide Sanctuary Scheme, which enables victims to remain in their own home through a series of security measures that are designed to withstand a sustained attack for over 30 minutes. Each District housing department is responsible for resourcing this scheme, though its future is very much in doubt following cuts to the relevant funding stream.

'Freedom for Young People' programmes run in the community for girls aged 14-24 in Huntingdon and Wisbech and are delivered through Cambridgeshire's Connexions Service. A school programme for Years 8-10 is also delivered through a Parent Support Adviser at Sawston and Linton Village Colleges.

The Cambridgeshire and Peterborough Probation Trust facilitate five court-mandated perpetrator programmes (IDAP) across Cambridgeshire and Peterborough for those convicted of DV-related crimes. A community-based domestic abuse prevention service (the New Directions Service) is due to roll-out across Cambridgeshire in May 2011. This programme is open to all men and women and is led by a Social Enterprise working in partnership with the Cambridgeshire Domestic Abuse Partnership.

An Information Sharing Protocol (ISP) has existed since 2005 between the Constabulary, Cambridgeshire County Council, Midwifery Services and the Mental Health Trust to pass on notifications of police-reported domestic abuse incidents to relevant agencies. This has enabled Cambridgeshire County Council to advise schools across the county when a child has been involved in a domestic abuse incident at home. Midwifery Services in Cambridgeshire also consistently screen for domestic abuse during their practice.

In April 2011, Domestic Homicide Reviews were brought into statute and responsibility for undertaking these reviews was given to the five Cambridgeshire Community Safety Partnerships. These reviews will be undertaken whenever a DV-related homicide occurs in the county and will run alongside other similar reviews and investigations.

## **6. Governance of Activity and Services in Cambridgeshire**

From 2005 – 2010, Cambridgeshire and the five District Councils (through their Community Safety Partnerships) had addressing domestic abuse as a local and strategic target, based on the recommendations of the relevant Strategic Assessments. In 2011, four of the five Community Safety Partnerships dropped domestic abuse as a priority in favour of a wider associated action to 'reduce repeat offending.' Only Cambridge City has chosen to retain domestic abuse as a priority, following public consultation. However, the Cambridgeshire Community Safety Plan currently retains addressing domestic abuse as a priority.

Since 2002, the projects outlined above have been governed via the Cambridgeshire Domestic Abuse Partnership. This partnership includes the relevant statutory and voluntary sector agencies across the county and has produced rolling three-year strategies and associated action plans with the aim of raising awareness of the issues, reducing the prevalence of domestic abuse and preventing repeat victimisation.

The role of Cambridgeshire Domestic Violence Coordinator was also established in 2002 with contributions from key partner agencies (Constabulary, Districts, Probation Service, Youth Offending Service and the Primary Care Trust) to develop a countywide strategy and raise awareness of the issue. In 2009, this post was deleted and restructured to a countywide Domestic Abuse Partnership Manager, who is responsible for servicing the Partnership on behalf of the commissioning agencies and leading on the domestic abuse agenda.

Historically, the Partnership's Strategic Group has reported directly to the county's Safer / Stronger Strategic Board (SSSB) and then to Cambridgeshire Together. The Partnership's Implementation Group, charged with delivering the DV action plan, and the two regional DV Taskgroups (Central and Southern) tasked with raising awareness of DV-related issues reported to the countywide Strategic Group. In October 2010, the Domestic Abuse Partnership's Strategic Group was dissolved in reaction to structural changes at the SSSB level and certain functions of this group were transferred to the MARU Project Board. The countywide Implementation and regional Taskgroups were retained in this restructure. However, in response to Central Government's call to 'End Violence Against Women and Girls,' these remaining groups are now also facing a restructure and a new countywide VAWG Partnership is to be established in 2011/12.

The new VAWG Partnership will seek to address the range of VAWG issues (domestic abuse, sexual violence, forced marriage, prostitution, etc.) through a coordinated and integrated countywide strategy. The governance of this partnership has yet to be established, though it is presumed that the new 'Health and Wellbeing' Board will take on this function.

The initial meeting of the countywide VAWG Partnership prioritised 'Prevention' as its key aim and will primarily look to address gaps in service provision to children and young people across the county.

## **7. Key Inequalities**

Several key inequalities for those affected by domestic abuse are evident in Cambridgeshire. These are:

- Lack of appropriate and accessible services across the county for children and young people (both as victims and perpetrators) of domestic abuse;
- Lack of services for female victims of domestic abuse from A8 nations, Gypsy/Traveller/Roma and other BME communities;
- Lack of services and appropriate access to services for those with no recourse to public funds across the county;
- Lack of appropriate support for victims and offenders through 'Health' providers across Cambridgeshire in comparison with other counties nationally;
- An increased likelihood of being a victim of a domestic abuse-related crime in Fenland as opposed to the other four Districts;
- Reduced access to a specialist intervention programme for those who use violence in their relationships for residents outside of Cambridge City;
- A disproportionate number of LAC and children subject to a Child Protection Plan have domestic abuse backgrounds;
- A disproportionate number of women from A8 background are victims of domestic abuse in Cambridgeshire;
- A disproportionate number of teenage mothers are victims of domestic abuse across the county.

As the new 'End Violence Against Women and Girls' agenda progresses, and domestic abuse is recognised as a public health / wellbeing issue in addition to a criminal justice issue, more progressive partnership working will be required to address the above inequalities.

## **8. Identified Gaps in Knowledge and Services**



There are significant gaps in knowledge relating to domestic abuse in Cambridgeshire. These gaps have arisen primarily because key agencies do not routinely record domestic abuse issues appropriately, if at all.

No 'health' provider in the county records domestic abuse in a meaningful way that enables management information to be examined to determine costs, trends and prevalence. It is, therefore, extremely difficult to assess the impact of addressing domestic abuse within these agencies. Consequently, improving the efficiency of these providers and the services they provide is currently not possible.

Children's Services at Cambridgeshire County Council also do not record domestic issues impacting on their provision appropriately. Although domestic abuse is recorded by the Children's Services Contact Centre as a cause of referral, once allocated to Children's Social Care Area Teams recording is not accurate and management information is unreliable.

Similarly, Children's Services Locality Teams and the Youth Offending Service cannot state, with any certainty, the affect domestic abuse has on their service provision or the prevalence of domestic abuse within their cohorts.

Relying on police and IDVA/MARAC data alone is a major hindrance to addressing domestic abuse in the county effectively, as national and local research indicates that the majority of victims do not report their issues to the Constabulary.

A lack of local knowledge has also hindered the commissioning of services to:

- Children and young people;
- Those from A8 and BME / Gypsy / Traveller / Roma communities;
- Those victims and perpetrators with additional health and social needs.

It should be noted that these gaps in provision have also been identified through incomplete actions arising from the 2008 – 2011 Cambridgeshire Domestic Abuse Strategy, the Local Government Framework for 'Excellent' Domestic Abuse Services and from practitioner testimony from professionals working with the above groups (the 2009 Children's Social Care conference being a prime example).

## **9. Is What We Are Doing Working?**

Performance indicators from the IDVA Service show that that service is effective at reducing the prevalence of repeat victimisation. National research suggests a 40 – 50% repeat victimisation rate across all levels of risk, whereas the IDVAS have a countywide average of 27%. Research included in this paper also supports the assertion that IDVA interventions reduce the agency costs associated with repeat victimisation (£15,556 per police recorded incident).

Police data suggests that performance on detecting domestic abuse incidents and converting these incidents to crimes (especially in Fenland) is improving. Local MARAC data shows the effectiveness of that multi-agency process in addressing the safety needs of those most at risk of a DV-related homicide.

A recent review of the Cambridgeshire 2008 – 2011 Domestic Abuse Strategy has shown the effectiveness of partnership working in addressing the issue across the county and developing appropriate services at a time when pressure on available resources is evident.

Setting Cambridgeshire's domestic abuse services to 'White – UK' communities affected by the issue against the Local Government's Framework for 'Excellent' DV Services is also indicative of the progress made by the Domestic Abuse Partnership since 2008.

To better understand the prevalence and costs associated with addressing domestic abuse in Cambridgeshire, more robust recording of the issue by key agencies is necessary. This information could then be used to identify duplication in processes, reduce associated costs, enable an increase in appropriate provision to fill gaps in provision and support enhanced partnership working in future.

**Review group meeting with Cambridge Women's Aid service users**

On 30<sup>th</sup> August 2011, review group members met with seven women who had been victims of domestic abuse. Each accessed the services of Cambridge Women's Aid (CWA), and they were at varying stages of the dangerous process of moving on from an abusive relationship. The following summarises the comments of each of the women.

Contributor	Comments
A	<ul style="list-style-type: none"> <li>• Police are really good – through them she found out that Cambridge Women's Aid (CWA) existed</li> <li>• Over many years and two abusive relationships, she had noticed that the police response had changed for the better</li> <li>• Had been through the Freedom Programme</li> <li>• Would probably be dead by now without the support of CWA</li> <li>• GPs should be made more aware of domestic abuse – she would like to see some advertising for CWA and other services in GP surgeries</li> <li>• Mediation with abusive partners is very problematic – police had to be called to one of her mediation sessions when partner got abusive</li> <li>• Thinks, in general, that agencies are getting better at dealing with domestic abuse</li> <li>• Children are 'left out in the lurch'</li> </ul>
B	<ul style="list-style-type: none"> <li>• Experiences with police tended to have been bad</li> </ul>
C	<ul style="list-style-type: none"> <li>• Physical abuse is much more likely to get a positive response from the police</li> <li>• GP reporting of domestic abuse could make things more difficult if the reporting inadvertently compromises the woman's safety</li> <li>• Judges need training on the issues around domestic abuse and how it affects victims and their relationships – how do you prove the mental abuse to a judge?</li> <li>• Getting people to believe that you are being abused is one of the biggest issues</li> <li>• Her daughter is now in an abusive relationship – she also now addresses her mother as her abusive father used to</li> <li>• There is no support for children in cases of domestic abuse</li> <li>• Of CWA, she: 'can't praise them highly enough'</li> </ul>
D	<ul style="list-style-type: none"> <li>• Not a great response from one police officer when she informed them that her abusive ex-partner had been in touch</li> <li>• Huge amount of support from police since abusive ex-partner's release from prison – installed alarms, etc. in her home</li> <li>• In Stevenage the police would wait until there was six of them before entering her property whilst she was being beaten</li> <li>• Her experience is that the police are trying to make changes</li> </ul>

	in how they address domestic abuse
E	<ul style="list-style-type: none"> <li>• In London, she had bad experiences with the Met response to domestic abuse</li> <li>• Met Police were 'all confused' in their response</li> <li>• Injunctions are meaningless when 'the red mist' descends</li> <li>• Child Protection Team put her in touch with CWA</li> <li>• The reductions in Legal Aid are 'disgusting' and will make things very difficult for those suffering domestic abuse to seek assistance from the legal system</li> <li>• CWA have been great – they have always been available to her, even 'after hours'</li> <li>• The Sharia Council 'shut the door in her face' when she approached them for help – felt that there was too much concern for cultural and religious sensibilities when the focus should be on making the victim of domestic abuse safe</li> <li>• When women leave refuge they shouldn't be left to 'just get on with it'</li> </ul>
F	<ul style="list-style-type: none"> <li>• A police officer inadvertently let her abusive partner know her whereabouts</li> <li>• CWA are the 'best of the lot'</li> </ul>