Outline

1. Summary
2. Recommendations for commissioners
3. Scope
4. Who are the service users and what are their needs?
5. The cost of domestic violence
1. Summary

The purpose of this needs and business requirements analysis is to assist commissioners with the redesign and recommissioning of domestic violence support services and refuges. The new services need to be in place for October 2015.

2. Recommendations for commissioners

### Conclusion

Domestic violence remains a significantly underreported crime. However, the rate of reporting of Domestic Violence in Waltham Forest has increased over the last three years. This growth is impacted upon by population growth, demographic changes and other influences (e.g. effective outreach, publicity etc.) Despite this, the number of cases discussed at the Waltham Forest MARAC remains below what is expected (267 cases in 2013/14, compared to 400 recommended by CAADA).

**Recommendation**

- Ensure that there is increased capacity in the new service to support more victims (400 victims per year)
- Ensure that there is capacity in the new provision to increase reporting of DV across the borough
- Better signposting and communications activity about the Waltham Forest service offer
- Ensure new services have systems in place to accurately collect data and insight on domestic violence to better inform future commissioning

### Conclusion

Domestic violence is the most cited risk factor in Waltham Forest’s Children Social Care risk assessments and is a leading cause of child protection proceedings and children being taken into care. There were 327 children involved in the 267 MARAC cases under discussion and according to our Police data at least 150 children witnessed domestic violence crimes during 2013/14.

**Recommendation**

- Ensure that there is suitable support for children who are affected by or witness domestic violence and abuse in the new service
- Maximise information sharing about domestic violence incidents across the statutory partners to increase early intervention and reduce harm to children

### Conclusion

Domestic violence affects a broad cross section of the community, with victims from both genders, different ages, ethnicities, cultural backgrounds and sexuality. In addition, a significant number (9.9% in 2013) of victims referred to the Waltham Forest MARAC have a disability.

**Recommendation**

- Ensure that new services are able to provide support for a diverse population of service users, taking into account gender, age, ethnicity, cultural background, sexuality and disability
3. Scope

The scope of this report is informed by the cross-Government definition of domestic violence and abuse (DV) as “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
- emotional”
For the full definition, please see the GOV.UK website: [https://www.gov.uk/domestic-violence-and-abuse](https://www.gov.uk/domestic-violence-and-abuse)

Gaps in data
It is estimated that only 35% of domestic violence incidents are reported to the police (Stanko, 2000 & Home Office, 2002.) This presents a significant challenge in terms of building an understanding of the numbers and demographics of people affected by DV in the borough, as well as defining successful measurable outcomes for services. In addition, the network of services for victims of DV in the borough and nationally is fragmented, which has resulted in challenges in compiling and analysing data on demand.

In scope
The following is in scope for this analysis:
- Available and accessible local, regional and national data on DV (as defined above) including information on the use of services to support people affected by DV in the borough

Out of scope
The following is out of scope for this analysis:
- New research and data collection

Consultation
Officers consulted and involved a wide range of stakeholders, including all statutory partners, local and regional voluntary sector groups and community representatives, when developing and launching the VAWG Strategy. Furthermore, officers consulted very widely on the proposed objectives of the new service and the outcomes to be achieved: major specialist stakeholders in the DV field were involved in that consultation.
4. Who are the service users and what are their needs?

This section will seek to identify and analyse the demand for domestic violence services in the borough through looking at:

- Local and national trends in reporting of domestic violence – to better understand the level of demand and how this is likely to change in the future
- The demographics of victims of DV in the borough and nationally - to understand who the people who need the services are, where provision should be targeted, if there are any under or overrepresented groups and how provision may need to be tailored to meet the needs of the service user population

4.1 The national context – levels of domestic violence

Incidents of DV
- In 2012/13 there were 1.2 million female and 700,000 male victims of domestic abuse in England and Wales (ONS Crime Statistics Report: Violence Crime and Sexual Offences 2012/13)
- The 2013 Crime Survey of England and Wales (CSEW) estimated that 30% of women and 16% of men will experience domestic violence in their lifetime
- The levels of reported domestic violence in England and Wales have remained relatively stable since 2008/9

Offences and prosecution
- The Crown Prosecution Service reported that there were 80,000 domestic abuse cases referred to them by the policy in 2012/13.
- Of these 65% were charged and 70,000 defendants were convicted of domestic violence offence
- 93% of defendants were male
- 84% of victims were women

Refuge services
- In England in 2012/13 Women’s Aid estimates that a total of 15,000 women stayed in a refuge service (Women’s Aid Annual Survey 2013)
- A snapshot taken on one day (27 June 2013) showed that 155 women and 103 children were turned away from the first refuge they approached (Women’s Aid Data Report: Specialist Domestic Violence Services in England).

4.2 Regional context – levels of domestic violence in London

- In 2012 there were a total of 119,136 domestic violence incidents and 49,294 domestic offences in London (Metropolitan Police: Count of Domestic Violence Incidents and Offences by Borough, 2012.)
- Using mid-year population measures for that year, this means 14/1000 people in London experienced domestic violence in 2012
- Waltham Forest had the 10th highest rate by this measure, with 16.5 domestic violence incidents per 1,000 of the population (ONS Mid Year Population Estimates.)
4.3 Local context – levels of domestic violence in Waltham Forest

Growth in reporting
• Over the past three financial years, there has been a steady increase in the number of reported crimes with a DV marker in Waltham Forest, with an increase of 20% between 2012/13-2013/14. However, this must be seen in the context of rapid population growth in the borough (18.6% between 2003 and 2013)
• The measure of DV related crimes per 1,000 of the population shows continual growth in reporting (ONS Mid Year Population Estimates)

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Crimes with a Domestic Violence Marker</th>
<th>Number of Crimes with a DV marker per 1,000 population</th>
</tr>
</thead>
<tbody>
<tr>
<td>2011/12</td>
<td>1,841</td>
<td>7.1</td>
</tr>
<tr>
<td>2012/13</td>
<td>1,881</td>
<td>7.2</td>
</tr>
<tr>
<td>2013/14</td>
<td>2,252</td>
<td>8.5</td>
</tr>
</tbody>
</table>

London comparison
• In 2010/11 Waltham Forest to had the 5th highest rate of DV crimes reported per 1,000 population when compared to other Metropolitan Police Service boroughs. (CSEW)
• In comparison for 2009/10 Waltham Forest had the 9th highest level.

This indicates that reported incidents of domestic violence are increasing in Waltham Forest, and that this increase is not just due to the growing population in the borough.

4.4 Repeat Victims of DV in Waltham Forest

The Waltham Forest Community Safety Team have conducted an analysis of repeat victims of domestic violence in the borough. This analysis showed that were 2,019 reported victims of domestic abuse in Waltham Forest between 1st April 2013 and 31st March 2014, of these 88% were reported to be experiencing domestic abuse for the first time and the remaining 12% were repeat victims of domestic violence. This can be broken down by gender as follows:

The national domestic violence charity Women’s Aid estimates that 44% of DV victims experience more than one incident, and highlight that no other type of crime has a rate of repeat victimisation as high.

Women’s Aid also state that 32% of women who had ever experienced domestic violence did so four or more times, compared with 11% of the (smaller number) of men who had ever experienced domestic violence; and women constituted 89% of all those who had experienced 4 or more incidents of domestic violence.

Analysis by the Community Safety Team shows that the level of repeat victims amongst reported crime in Waltham Forest is far below this level, which may indicate that there are lower rates of repeated domestic violence in the borough, or that repeat victims are less likely to contact the authorities.
4.4 Multi-Agency Risk Assessment Conference Data

Multi-Agency Risk Assessment Conference (MARAC) are regular local meetings where information about high risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies. There are currently over 260 MARACs operating across England, Wales and Northern Ireland managing almost 65,000 a year. According to data from Coordinated Action Against Domestic Abuse (CAADA), between 1st January 2013 and 31st December 2013 Waltham Forest MARAC discussed a total of 233 cases, the majority of which (63%) were referred to the conference by the police.

The table below CAADA recommendations for context. There were some particular characteristics of DV cases in the borough that were different to the CAADA recommendations and the comparison group. The characteristics of MARAC cases discussed, and comparing these to the CAADA recommendations gives Waltham Forest particular insight into how the needs of the borough may differ from London as a whole and how services and support could be targeted to specific groups.

<table>
<thead>
<tr>
<th></th>
<th>Waltham Forest</th>
<th>CAADA’s recommendation</th>
<th>Met Police</th>
<th>Most Similar Force group</th>
<th>Nationally</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of cases discussed</td>
<td>233</td>
<td>410</td>
<td>7,470</td>
<td>16,144</td>
<td>64,966</td>
</tr>
<tr>
<td>Cases per 10,000 of the adult female population</td>
<td>22.8</td>
<td>40</td>
<td>25.4</td>
<td>26.6</td>
<td>27.4</td>
</tr>
<tr>
<td>Number of children</td>
<td>255</td>
<td>-</td>
<td>8,665</td>
<td>19,825</td>
<td>83,540</td>
</tr>
<tr>
<td>Referrals from partner agencies</td>
<td>37%</td>
<td>25-40%</td>
<td>70%</td>
<td>50%</td>
<td>40%</td>
</tr>
<tr>
<td>Referrals from police (%)</td>
<td>63%</td>
<td>60-75%</td>
<td>30%</td>
<td>50%</td>
<td>60%</td>
</tr>
<tr>
<td>Repeat referrals (%)</td>
<td>20%</td>
<td>28-40%</td>
<td>19%</td>
<td>24%</td>
<td>24%</td>
</tr>
<tr>
<td>B &amp; ME referrals (%)</td>
<td>56%</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Referrals with a male victim (%)</td>
<td>9.0%</td>
<td>4-10%</td>
<td>4.2%</td>
<td>3.8%</td>
<td>4.3%</td>
</tr>
</tbody>
</table>

Figure 5: MARAC Cases heard in Waltham Forest in 2013
4.5 Age and gender of reported domestic violence victims in Waltham Forest

A 2014 review of domestic violence victims in Waltham Forest found that 76% of domestic abuse crimes in the borough were reported by women. There are distinct trends when looking at the profile of victims by age, ethnicity and gender. Whilst the profile of male victims across ethnicities is broadly similar across age and ethnic groups, the profile for White, Black and Asian women is slightly different with concentrations of reporting seen amongst:
- White women aged 20-39
- Black women aged 20-29
- Asian women aged 20 – 34

This is consistent with the national picture of DV victims in the Crime Survey for England and Wales, which identified that these crimes were most significant in women aged 16 to 24, and also in those living with a long term disability.

4.6 High risk victims with a disability

Evidence shows that people with a disability often do not report incidents of harassment, as it may be unclear who to report it to, they may fear the consequences of reporting them.

Data from the Waltham Forest MARAC for the 2013 calendar year showed that a significantly higher number of victims with a disability were referred to the MARAC in Waltham Forest than the London or national average.

4.7 High risk LGBT victims

In the 2013 calendar year there were no referrals to the Waltham Forest MARAC where the victim was LGBT.

This is 5% below the CAADA recommendation, though in line with the national average of less than 1%.

These statistics are taken from analysis undertaken by the Waltham Forest Community Safety Team.

Male victims
For the year 2013, 9.0% of referrals to the Waltham Forest MARAC involved a male victim. This compares to 4.2% for the Metropolitan Police Force area and 4.3% nationally.
4.8 Ethnicity of reported domestic violence victims in Waltham Forest

Whole borough profile
Waltham Forest has become increasingly diverse in the decade between the last two Census surveys; whilst the proportion of White British and Irish residents has fallen, the share of all other ethnic groups has increased. The most significant increase has been in the “White Other” category, which includes the EU accession countries.

By comparison the proportion of White British and Irish residents in London is 47% and in England and Wales as a whole is 82%.

Ethnicity of DV victims and children in Waltham Forest

The ethnicity of victims and children affected by DV vary across different cohorts. However, it is notable that Black victims and victims from A10 EU accession countries are significantly over represented across most cohorts. The data shown is for the year 2013/14.

<table>
<thead>
<tr>
<th>Ethnicity</th>
<th>Borough profile</th>
<th>Single Reports</th>
<th>Multiple Reports</th>
<th>IDVA Service</th>
<th>MARAC Protection</th>
</tr>
</thead>
<tbody>
<tr>
<td>White (inc A10)</td>
<td>52%</td>
<td>50%</td>
<td>61%</td>
<td>46%</td>
<td>54%</td>
</tr>
<tr>
<td>Black</td>
<td>20%</td>
<td>26%</td>
<td>22%</td>
<td>24%</td>
<td>23%</td>
</tr>
<tr>
<td>Asian</td>
<td>21%</td>
<td>18%</td>
<td>16%</td>
<td>20%</td>
<td>21%</td>
</tr>
<tr>
<td>Other</td>
<td>7%</td>
<td>6%</td>
<td>1%</td>
<td>4%</td>
<td>2%</td>
</tr>
<tr>
<td>A10 (EU accession countries)</td>
<td>9%</td>
<td>15%</td>
<td>20%</td>
<td>Not available</td>
<td>9%</td>
</tr>
</tbody>
</table>
4.9 Perpetrators of DV in Waltham Forest

Analysis by the Waltham Forest Community Safety Team showed that in 2013/14 60.3% of the DV crimes in Waltham Forest resulted in the suspect bit being charged with the offence. It is often assumed that victims of DV who report to police will then be unwilling to prosecute, but this only accounts for 9.2% of the cases which did not result in conviction. It was far more common (16%) for cases to be dropped due to the CPS declining to charge the accused. So while there may be a perception that victims don’t want to go to court in reality there may be other barriers which are impacting on conviction levels.

The vast majority of reported domestic abuse violence perpetrators (81%) were male. The breakdown of ethnicities in both genders was broadly similar; approximately 35% of suspects were White, 20% were Black, 27% Asian and 18% from other ethnic groups.

<table>
<thead>
<tr>
<th>Relationship of Victim to Perpetrator</th>
<th>Percentage of Victims</th>
</tr>
</thead>
<tbody>
<tr>
<td>Other family member</td>
<td>35%</td>
</tr>
<tr>
<td>Ex-partner</td>
<td>26%</td>
</tr>
<tr>
<td>Partner</td>
<td>19%</td>
</tr>
<tr>
<td>Husband of victim</td>
<td>13%</td>
</tr>
<tr>
<td>Wife of victim</td>
<td>4%</td>
</tr>
<tr>
<td>Other relationship</td>
<td>3%</td>
</tr>
</tbody>
</table>

It is also useful to look at the relationship between the reported victim and the perpetrator of the violence. In 2013/14, 35.8% of reported victims in the borough were abused by either their partner or their spouse. This is roughly equal to those who fall into the other family member’ category (35% which can include relatives such as brothers, sisters, parents, cousins etc.).

4.10 Children

It is estimated that 66% of domestic violence victims have children living in or visiting the place where the abuse is occurring. On average it takes victims with children one year longer to access support than those without children. (CAADA: A Place of Greater Safety Report, 2012.) This information may help service providers to shape services to support both victims and also children affected by domestic violence.

Domestic violence is cited as the most significant risk factor in Waltham Forest’s Children Social Care risk assessments and is a leading cause of child protection proceedings and children being taken into care.

During 2013, 233 domestic violence cases were discussed at MARAC, and these involved 255 children. And the police data from 2013/14 reported that at least 150 children in Waltham Forest witnessed domestic violence.
5. The Costs of Domestic Abuse

The cost of domestic violence cases discussed at MARAC in the borough in 2010/11 was estimated at £20,000 per case. With 200 high risk cases of domestic violence discussed at the conference the total cost to the borough was estimated at £4 million. (Waltham Forest JSNA 2012/13.) In addition to this, there was an estimated further £1m of hidden costs to health services, including visits to GPs and A&E and prescriptions. This is broadly in line with the costs in neighbouring London boroughs.

5.1 Impact on Other Services

Domestic violence is identified as a key cause of homelessness, in 2008/9, 6,820 households became homeless in England and Wales due to domestic violence. (Independent Domestic Violence Advocates Report, March 2011)

In Waltham Forest, of the 26,000 households registered on the Council’s housing register, 10% of those on the waiting list are current tenants who need to be rehoused for a number of reasons, including domestic violence. (Ascham Homes.)

Domestic Violence has a significant impact on health services, with associated costs of both physical and psychological abuse. Feedback shows that large numbers of domestic violence victims are not being identified by health professionals such as GPs, A&E staff and midwives. (Quiglars and Pleace, 2010)

5.2 Child Protection

A number of studies show the links between domestic violence and child protection. In January 2014 the Early Intervention Foundation published a systematic review of literature and research on domestic abuse and children at risk, which showed that domestic abuse was a factor in up to 65% of child protection cases, and in no less than 26% of families.

Of the children becoming subject to a Child Protection Plan Waltham Forest between April 2013 and February 2014, 8% of these (17) were due to physical abuse and a further 43% (86) for emotional reasons, a number of which are likely to be linked to domestic violence. (Waltham Forest Safeguarding Children Board Annual Report 2013-14.)