

Domestic Abuse and Violence in Gloucestershire Needs Assessment April 2010 to September 2013

**(Commissioned by the Gloucestershire DASV Commissioning
Steering Group)**

For any queries please contact

Dermot Carr

Strategic Needs Analysis

Performance and Need

Gloucestershire County Council

dermot.carr@gloucestershire.gov.uk

01452 328553

June 2014

Domestic Abuse and Violence Needs Assessment Working Group

Dermot Carr (Lead), Research Analyst, Gloucestershire County Council

Hazel Millar, Lead Commissioner, Gloucestershire County Council

Faye Kamara, Strategic County Domestic Abuse and Sexual Violence Coordinator, Gloucestershire Public Protection Bureau, Gloucestershire Constabulary

Acknowledgements

This study is not possible without the contribution of data and information from many of our local partners and agencies. We would like to thank the following organisations and partnerships in particular for their assistance and are grateful for their comments and advice during the preparation of the report.

- Cheltenham Borough Council
- Cotswold District Council
- Data and Performance Team, Gloucestershire County Council
- Forest of Dean District Council
- Gloucester City Council
- Gloucestershire Care Services NHS Trust
- Gloucestershire Clinical Commissioning Group
- Gloucestershire Domestic Abuse Support Service (GDASS)
- Gloucestershire Hospitals NHS Foundation Trust
- Gloucestershire Safeguarding Children Board (GSCB)
- Public Protection Bureau, Gloucestershire Constabulary
- Service Improvement Team, Gloucestershire Constabulary
- Stroud District Council
- Tewkesbury Borough Council

Table of Contents

Domestic Abuse and Violence Needs Assessment Working Group	1
Acknowledgements	1
Domestic Abuse and Violence in Gloucestershire	3
Needs Assessment April 2010 to September 2013	3
1. Introduction	3
2. Context	3
3. Local Perceptions of Children and Young People to Domestic Abuse	4
4. Nationally Available Perceptions of Domestic Abuse	5
5. Local Data	6
6. Repeat Victims of Domestic Abuse Related Crime (Based on 3 ½ Years of Data)	12
7. Geographical profile of where domestic abuse occurs	13
8. Incidence and “Social Class”	16
9. Domestic Abuse Victims – Age, Gender and Ethnicity	19
10. Housing Support for Victims	23
11. Perpetrators of Domestic Violence	24
12. MARAC (Multi-Agency Risk Assessment Conferences)	25
13. Domestic Abuse Referral Process (DARP)	27
14. Social Care Data, Children at Risk and the “Toxic Trio”	29
15. Gloucestershire Safeguarding Children’s Board (GSCB)	36
16. Families First Overview (nationally known as Troubled Families)	37
17. Crown Prosecution Service – Domestic Abuse Prosecutions	37
18. Concluding Remarks	38

Domestic Abuse and Violence in Gloucestershire

Needs Assessment April 2010 to September 2013

1. Introduction

- 1.1. This needs assessment provides an update on the assessment of prevalence completed in 2010, as part of the previous strategy to reduce the harm caused by domestic abuse and sexual violence. Additional sources of data, both quantitative and qualitative, have been added, including comparison with regional and national assessments, to increase the relevance and usefulness of the information to inform the DASV commissioning strategy and outcomes framework for 2014 onwards.
- 1.2. The needs assessment will be incorporated into the Joint Strategic Needs Assessment for Gloucestershire and will be updated as part of the ongoing cycle to collectively drive local commissioning priorities, policies and practices.
- 1.3. For consistency and in order to highlight trends in line with the previous assessment, the data and information mainly covers the three and a half year period from April 2010 to September 2013, unless otherwise stated and referenced.

2. Context

- 2.1. Victims of domestic abuse are less likely than victims of other forms of violent crimes to report their experiences to the authorities, because of the perception that their abuse is not a matter for police or other services' involvement or that their experiences are too trivial. Many people also fear not being believed by statutory agencies and that if they do report to the police then they fear reprisal. As a result, there is significant under-reporting of domestic abuse to the police and other services, and in health and social research. It is therefore acknowledged that data on reported incidents and cases prosecuted represent the tip of the iceberg.
- 2.2. Unlike other crimes, it is often difficult to separate occurrences of domestic abuse into discrete 'incidents' - abuse may be continuous (e.g. living under a threat), or may occur so often that the victim cannot reliably count the instances. Even if it were possible to put a figure on individual offences to calculate a domestic abuse 'rate', this would not be a true reflection of the number of people at risk. Therefore: ***Any statistic describing the 'level'***

of domestic abuse must be interpreted with care. The proportion of individuals recently experiencing abuse is for some purposes a more meaningful indicator, rather than the number of domestic abuse incidents.

3. Local Perceptions of Children and Young People to Domestic Abuse¹

- 3.1. The Gloucestershire Online Pupil Survey (OPS) began in 2006 and asks secondary school pupils (Yr 12) and further education students: *Have you ever seen, heard or been a victim of domestic abuse or violence?* With the definition as detailed in Figure 1 (NB: the definition of domestic abuse used in the OPS is not the standard Home Office definition (2004, updated 2013) as detailed in the Gloucestershire commissioning strategy).

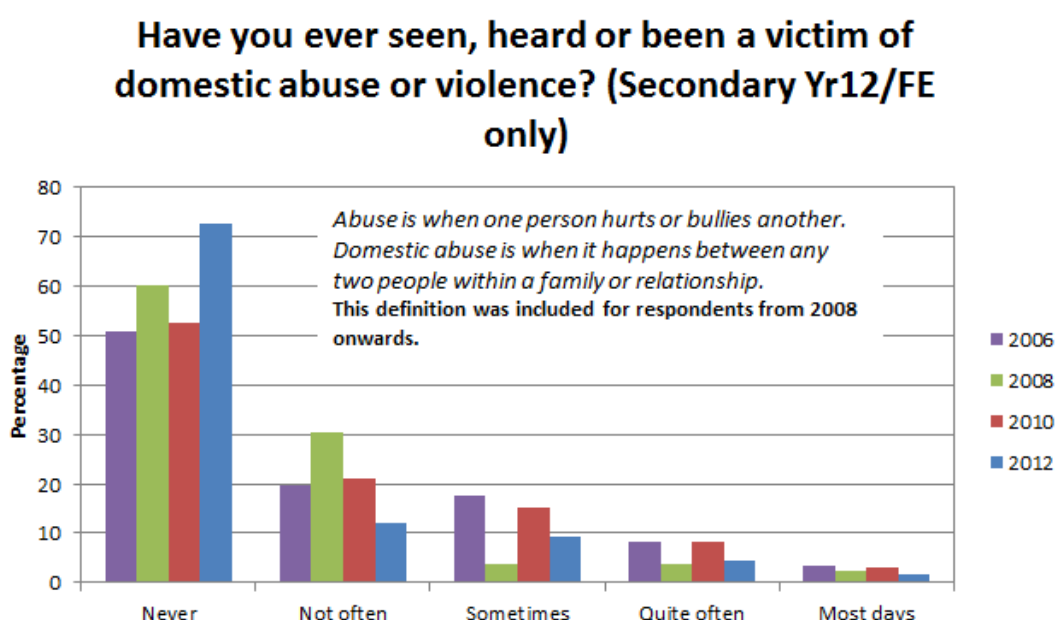


Figure 1 – Online Pupil Survey 2012 Results – Domestic Abuse²

- 3.2. In the 2012 OPS, the percentage of young people having “never” seen, heard or been a victim of domestic abuse has increased by 20% compared to the 2010 data, an encouraging finding. However, 6% of young people still reported having seen, heard or been a victim of domestic abuse/violence “quite often” or “most days”, and 20% reported “sometimes” or “not often”.
- 3.3. While there is no national comparison for the OPS, the Office for National Statistics (ONS) figures show that 19% of young people have witnessed at

¹ Data for 2014 is currently being audited and will be available late Summer 2014

² Gloucestershire Online Pupil Survey

least one episode of domestic violence and abuse by the age of 19³. This is broadly in line with the findings from the Gloucestershire OPS.

- 3.4. As domestic abuse is acknowledged to have inter-generational consequences, through the repetition of abusive behaviours, it is important that we further reduce the prevalence of children and young people experiencing the damaging effects.

4. Nationally Available Perceptions of Domestic Abuse

- 4.1. The most reliable estimates of the extent of domestic abuse come from the Crime Survey for England and Wales (CSEW). The CSEW asks people aged 16-59 years old about their experience as victims of crime. As a household survey, it picks up more self-reported crime than the official police figures, as not all crimes are reported to the police or indeed other services.
- 4.2. The CSEW estimates of domestic abuse are based on a relatively broad definition covering male and female victims of partner or family non-physical abuse, threats, force, sexual assault or stalking. The latest statistics for 2012/13 (released in February 2014) show that 7.1% of women and 4.4% of men were estimated to have experienced domestic abuse, equivalent to an estimated 1.2 million female and 700,000 male victims in England and Wales⁴. It is to be noted that while men and women can both experience and perpetrate domestic abuse, it is most commonly inflicted on women by men, particularly in cases of severe and repeated violence.
- 4.3. Applying the national figures locally, Table 1 shows the projected number of domestic abuse victims in Gloucestershire:

³ Focus on Violent Crime and Sexual Offences, 2012/13: Appendix table 4.09 -

<http://www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcn%3A77-328149>

⁴ Focus on: Violent Crime and Sexual Offences, 2012/13 - <http://www.ons.gov.uk/ons/rel/crime-stats/crime-statistics/focus-on-violent-crime-and-sexual-offences--2012-13/rpt---chapter-4---intimate-personal-violence-and-partner-abuse.html>

Table 1 – Applying CSEW Results to Local Population Figures – Projected number of Domestic Abuse Victims in Gloucestershire

	Office of National Statistics Mid Year Population Estimates 2012 (ages 16-59) - FEMALES	Apply CSEW Estimate of 7.1% of Female Victims of Domestic Abuse	Office of National Statistics Mid Year Population Estimates 2012 (ages 16-59) - MALES	Apply CSEW Estimate of 4.4% Male Victims of Domestic Abuse
Gloucestershire	169,767	12,053	169,493	7,458

5. Local Data

- 5.1. The projected figures of just over 12,000 female victims and almost 7,500 male victims in Gloucestershire reflects the broader population but does not reflect the predominantly health and social inequalities perspective of domestic abuse such as there potentially being more concentrated in urban areas.

Table 2 – Police Recorded Incidents of Domestic Abuse in Gloucestershire (Based on 3 ½ Years of Data)⁵

Apr 2010-Sep 2013 Domestic Abuse Incidents Recorded by the Police	Total	Repeat	% Repeat
Ex-Partner	11,370	5,643	50%
Partner	7,654	4,153	54%
Family	3,485	1,621	47%
Unknown	288	26	9%
Both⁶	20	10	50%
All	22,817	11,453	50%

- 5.2. Taking this 3½ years' worth of sample data from Gloucestershire Constabulary's Domestic Abuse Database, Table 2 shows the number of police recorded incidents of domestic abuse in Gloucestershire for males and females. (NB: This is distinct from the number of projected victims as

⁵ Domestic Abuse Database, Gloucestershire Constabulary.

⁶ Both would include incidents where there may be more than one assailant and/or victim (i.e. a third person such as a brother or husband to the female enters into a domestic abuse incident with the female and her ex-partner)

per Table 1; numbers of police incidents are larger due to the fact that total incidents are based on 3½ years' worth of data.)

- 5.3. The findings highlight the relationship of the perpetrator to the victim. Of the 22,817 incidents recorded almost half of incidents are classed as “ex-partner” and a third are classed as “partner”.
- 5.4. Overall, at least⁷ 50% of incidents are categorised as being repeat incidents, with the highest repeat incident rate being for current partners (54%). Men are significantly more likely to be repeat perpetrators⁸. In comparison to previous years, the percentage of repeat incidents has increased, from 42.6% in 2006/7.

Table 3 – Recorded Crimes: Domestic Abuse Related Crimes in Gloucestershire (Based on 3 ½ Years of Data)⁹

domestic abuse related crimes: Gloucestershire	April 2010 to September 2013
Violence (VAP)	5,710
Criminal damage	635
Sexual offences	458
Other notifiable	194
Theft	78
Burglary	47
Robbery	12
Fraud	<5
Drugs	<5
TOTAL	7140

- 5.5. Table 3 is based on recorded crime information collected by the police where there is a suspicion of domestic abuse being involved (district breakdowns are available on Table 5). This data is not audited internally and is based entirely on the recording officer's interpretation of the crime. The police figures do not represent the true nature and scale of domestic abuse in Gloucestershire and each table of information must be viewed in isolation to the other. The total – 7,140 represents a 38% decrease in domestic abuse related crimes when comparing this 3½ year period

⁷ Due to the Domestic Abuse Database not being audited internally by Gloucestershire Constabulary, any proportions based on the total incidents should be regarded as “at least” as the percentage may be more.

⁸ <http://www.nr-foundation.org.uk/wp-content/uploads/2011/07/Who-Does-What-to-Whom.pdf> (Hester 2009)

⁹ Data Source: Service Improvement Team, Gloucestershire Constabulary

against April 2006 to September 2009 (11,458 domestic abuse related crimes recorded).

- 5.6. Eight out of ten crimes where domestic abuse is suspected to be involved are recorded as 'Violence Against the Person' (VAP). The most common crime sub categories recording domestic abuse crimes are: "Assault without Injury" (29% of total); "Actual Bodily Harm and other Injury" (25%); and "Assault with Injury" (16%)¹⁰.
- 5.7. Nearly 500 domestic abuse related crimes were recorded as "Sexual Offences" with a third of these being rapes of women aged 16 and over. More than half of all domestic abuse related sexual offences were sexual offences against children, with almost three-quarters of the victims being girls.
- 5.8. Theft and burglary continue to be perpetrated on many domestic abuse victims by partners, former partners and family members, and are therefore regarded as domestic abuse crimes according to the 2013 definition.
- 5.9. According to police records, there have been 40 incidents¹¹ where the circumstances reported imply links to either **honour based violence**, **forced marriage** or both since April 2010. Incidents recorded here do not necessarily amount to a crime or actually involve someone being subject to violence or forced marriage. It may be that they feel threatened or believe that they are at risk. Historically it has been difficult to identify this issue through the Constabulary's traditional recorded crime information. What makes this difficult is that identification can be subjective and depends on pivotal information and key words being included on the record. Since May 2014, Honour Based Violence can be linked directly to any hate crime which will make identification easier. In addition to police recording, the Department of Health says from April 2014, all NHS hospitals will be able to record if a patient has undergone female genital mutilation (FGM) or if there is a family history of this. By September 2014, all acute hospitals will have to report this data to the Department of Health on a monthly basis¹².
- 5.10. Since November 2011, Emergency Departments (EDs) in Gloucestershire have been collecting extra information about patient attendances where an

¹⁰ For examples of these crime types visit:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/210789/count-violence-july-2013.pdf

¹¹ Data Source: Service Improvement Team, Gloucestershire Constabulary via Domestic Abuse Database

¹² <http://www.bbc.co.uk/news/education-26049733>

assault has taken place¹³. Primarily this information is collected to supplement data collected by the police in regard to violence in the night time economy as per the Cardiff Model¹⁴ which in turn can be used as further intelligence for targeted policing in towns and city centres to reduce night time violence.

- 5.11. However, one question asked by the ED receptionist at the time of recording relates to "*the relationship to the perpetrator*". 87% of records collected so far have relationship of either "*stranger*", "*acquaintance*" or "*no detail*" (these make up the non-domestic abuse related attendances).
- 5.12. 11% of the total records collected can be linked to domestic abuse and violence (289 attendances in total from November 2011 to June 2014). Gloucestershire Royal (in Gloucester) has recorded the greatest number of domestic abuse related attendances to EDs in the county (71% attend Gloucestershire Royal, 25% attended Cheltenham General¹⁵ and the remaining 4% attending the Minor Illness and Injury Units (MIIUs) around Gloucestershire¹⁶).
- 5.13. In 75% of all domestic abuse related attendees to the EDs and MIIUs of Gloucestershire the patient informed the receptionist recording the details of the assault that the "*police have been informed*".
- 5.14. The following figures explore the ED assault records identified as domestic abuse related in more detail.

¹³ All patients who admit to being assaulted should be recorded onto a separate system called the Assault Logging Tool which is separate to the normal attendee logging systems receptionists use.

¹⁴ <http://www.alcohollearningcentre.org.uk/LocalInitiatives/projects/projectDetail/?cid=6476>

¹⁵ From August 2013, all out-of-hours emergency "blue light" cases are sent to Gloucestershire Royal Hospital, not Cheltenham General ED. Cheltenham General ED continues to deal with "walk in" patients but anyone seriously ill or in an ambulance will go straight to Gloucester. Pre August 2013 results: 66% attended Gloucestershire Royal, 30% attended Cheltenham General.

¹⁶ MIIUs recorded a total of 6 attendees on the "Assault Logging Tool" – Cirencester, Dilke, Stroud and Tewkesbury MIIUs.

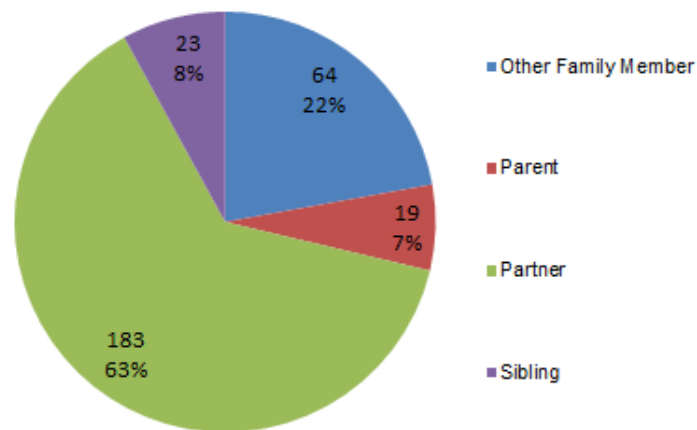


Figure 2 – Domestic Abuse Assault Attendees to EDs, Relationship to Attendee (Nov 2011 to Jun 2014)¹⁷

- 5.15. The figure above shows the various relationships to domestic abuse victims attending EDs. The majority are committed by the partner and *other family member* which could potentially refer to grandparent or step-father/mother for example. However, one caveat to this data is that this is determined at the point of recording the information and is subject to the opinion of the data recorder (ED receptionist) at the time based on the information given to them.
- 5.16. The following figure shows total attendees by month presenting to the ED/MIIU. On average there are 9 attendees per month presenting as a domestic abuse related assault attendee.

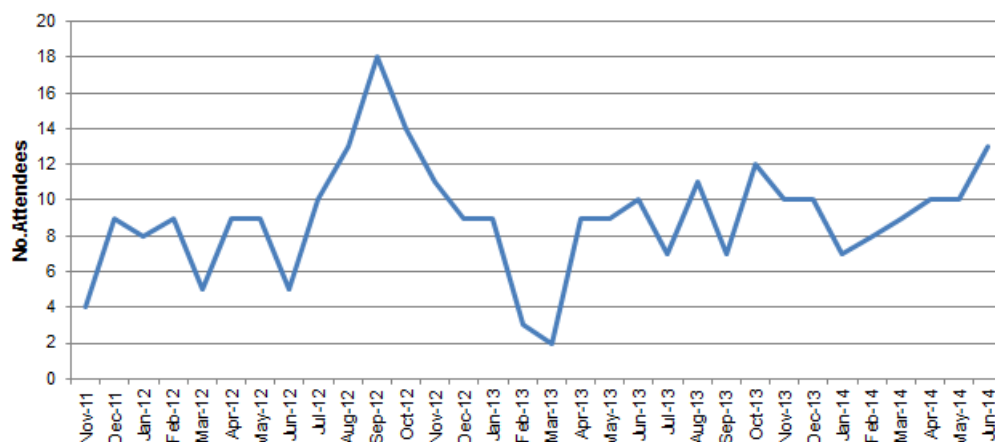


Figure 3 – Domestic Abuse Assault Attendees to EDs by Month¹⁸

¹⁷ A&E Assault Database managed by the Strategic Needs Analysis Team, Gloucestershire County Council

- 5.17. The following figures break down the most common times and days of the week when the assault is recorded by the ED (this is not when the assault takes place but can be used to inform commissioners of the most appropriate times to provide victim support in the EDs).

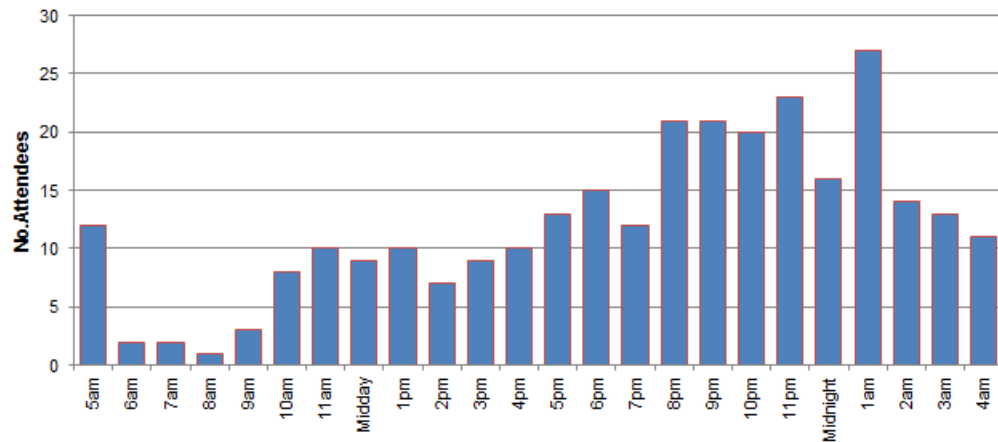


Figure 4 – Domestic Abuse Assault Attendees to EDs by Hour Attended¹⁹

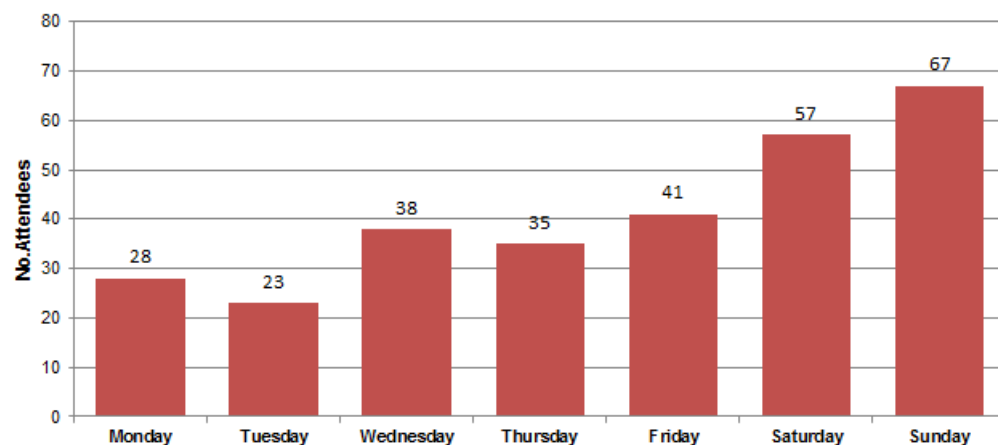


Figure 5 – Domestic Abuse Assault Attendees to EDs by Day Attended²⁰

¹⁸ *Ibid.*

¹⁹ *Ibid.*

²⁰ *Ibid.*

6. Repeat Victims of Domestic Abuse Related Crime (Based on 3 ½ Years of Data)

- 6.1. As table 2 demonstrates, many victims of domestic abuse are repeat victims. National research shows that women experience an average of 35 incidents of domestic abuse before reporting an incident to the police²¹, if they do report at all. Over the three and a half year period, while most (4,827) victims of domestic abuse related crime appeared in the records only once, Table 4 shows almost 1,000 victims were repeat victims, with 57 being recorded five times or more. There have been a total of 5,774 victims during this period, a decrease of over 2,000 victims (28% fewer) when comparing against April 2006 to September 2009 (the study period of the previous Domestic Abuse and Sexual Violence Needs Assessment²²).

Table 4 – Repeat Victims of Domestic Abuse Related Crimes (Based on 3 ½ Years of Data)²³

Number of Times Recorded as a Victim of a Domestic Abuse related Crime April 2010 to September 2013	Number of Victims
1	4,827
2	639
3	183
4	68
5 or more	57

²¹ http://www.cps.gov.uk/news/articles/domestic_violence_-_the_facts_the_issues_the_future/

²² <http://www.gloucestershire.gov.uk/CHttpHandler.ashx?id=51294&p=0>

²³ Data Source: Service Improvement Team, Gloucestershire Constabulary

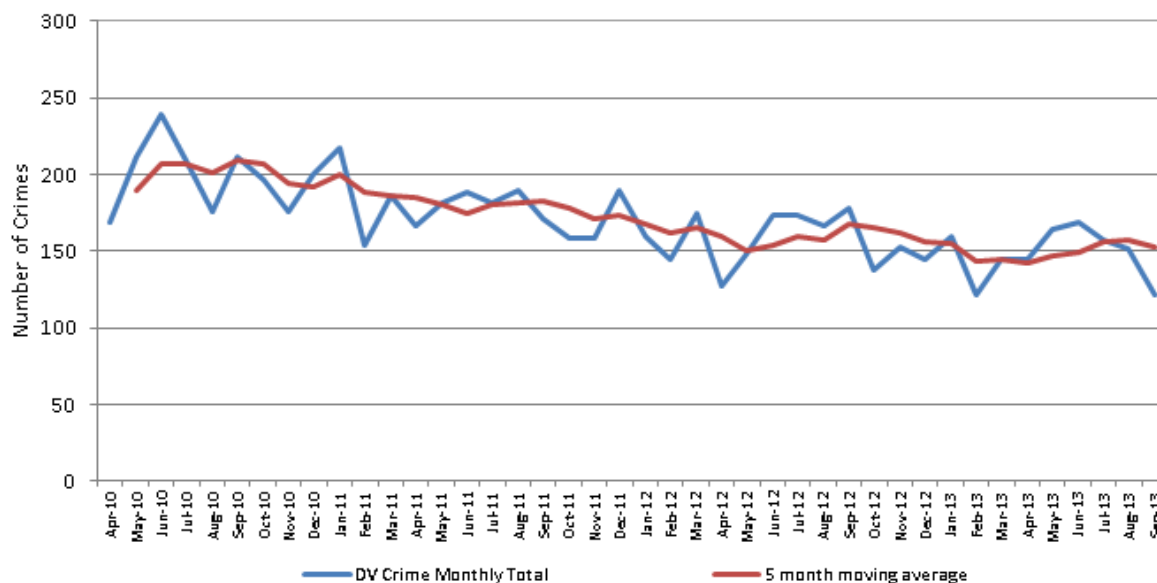


Figure 6 – Trend over the last 3.5 years of Domestic Abuse Related Crimes²⁴

- 6.2. In terms of recorded crime, the trend over the three and a half year period shows similar characteristics to the national trend, with a continued overall decline in numbers.

7. Geographical profile of where domestic abuse occurs

- 7.1. Table 5 demonstrates significant variation in the recording of domestic abuse related crime by district, with a higher rate in the urban district of Gloucester. This is not in line with national findings from the CSEW which suggests female urban dwellers are just as likely as female rural dwellers to become a victim of domestic abuse²⁵. While it is important to acknowledge where the 'hotspots' are, in line with other health and wellbeing issues, domestic abuse is still an important issue in our more rural areas of Gloucestershire.
- 7.2. Deprivation may be a factor as to why figures and rates are higher in Gloucester City than elsewhere. From the same CSEW report and results from the latest available survey²⁶ a victim of domestic abuse is more likely to come from a neighbourhood in the top 20% most deprived

²⁴ *Ibid*

²⁵ Overview of Violent Crime and Sexual Offences 2012/13 - [Report Link \(See Appendix Table 4.10 for rural/urban and deprivation percentages of domestic abuse victims\)](#)

²⁶ *Ibid*

neighbourhoods. There are 27 neighbourhoods that fall into this bracket in the county; 18 in Gloucester City, 8 in Cheltenham and 1 in Tewkesbury²⁷.

Table 5 – Domestic Abuse Related Crime by Local Authority District ²⁸

Domestic abuse related crimes: Gloucestershire April 2010 to September 2013	Cheltenham	Cotswold	Forest of Dean	Gloucester	Stroud	Tewkesbury
Violence	1,140	541	582	1,992	899	533
Criminal damage	118	60	71	223	105	56
Sexual offences	82	45	51	149	83	45
Other notifiable	38	13	13	78	34	16
Theft	19	<5	9	30	10	6
Burglary	6	<5	<5	31	<5	<5
Robbery	<5	<5	<5	6	<5	<5
Fraud	<5	<5	<5	<5	<5	<5
Drugs	<5	<5	<5	<5	<5	<5
TOTAL	1,409	667	728	2,510	1,137	659
Population Mid 2012	116,080	83,562	82,731	123,439	113,363	82,984
Domestic Abuse Crime Rate (per 1000 Pop)	12.14	7.98	8.80	20.33	10.03	7.94

- 7.3. Just over 40,000 of Gloucestershire's 600,000 residents currently live in the top 20% most deprived areas (national rankings) with 30,000 living in Gloucester City alone. Figure 7 uses 3½ years of victims of domestic abuse related crime data and has allocated each victim into each of the 5 quintiles of deprivation as per the 2010 Indices of Multiple Deprivation (IMD 2010) national rank and applied the population rate based on the total population of each quintile. Based on police recorded victims, results show that domestic abuse victims are nine times more likely to live in one of the 27 areas of Gloucestershire that are in the most deprived quintile of deprivation in England, than if they were to live in one of the least deprived areas.

²⁷ 27 Neighbourhoods in top 20% Most Deprived Nationally IMD 2010 (most deprived listed first) - Podsmead 1, Matson and Robinswood 1, St Paul's 2, St Mark's 1, Kingsholm and Wotton 3, Westgate 1, Westgate 3, Hesters Way 1, Springbank 2, Oakley 3, Hesters Way 3, Moreland 4, Barton and Tredworth 4, Barton and Tredworth 5, Hesters Way 2, Tuffley 4, Matson and Robinswood 5, Barton and Tredworth 2, Tewkesbury Prior's Park 3, Barton and Tredworth 6, Barton and Tredworth 3, Moreland 3, Swindon Village 2, Barton and Tredworth 1, Moreland 7, Matson and Robinswood 2, Barnwood 5. To view the map of these areas go to:

<http://www.maiden.gov.uk/InstantAtlas/BoundaryViewer/atlas.asp>

²⁸ 30 domestic abuse related crimes had insufficient geographic information and could not be allocated to a district so Table 5 represents 7110 crimes compared with the 7140 crimes stated in Table 3. Data Source: Service Improvement Team, Gloucestershire Constabulary.

Domestic Abuse Victims Quintile Rate (*Based on National Deprivation 2010 Rank*)

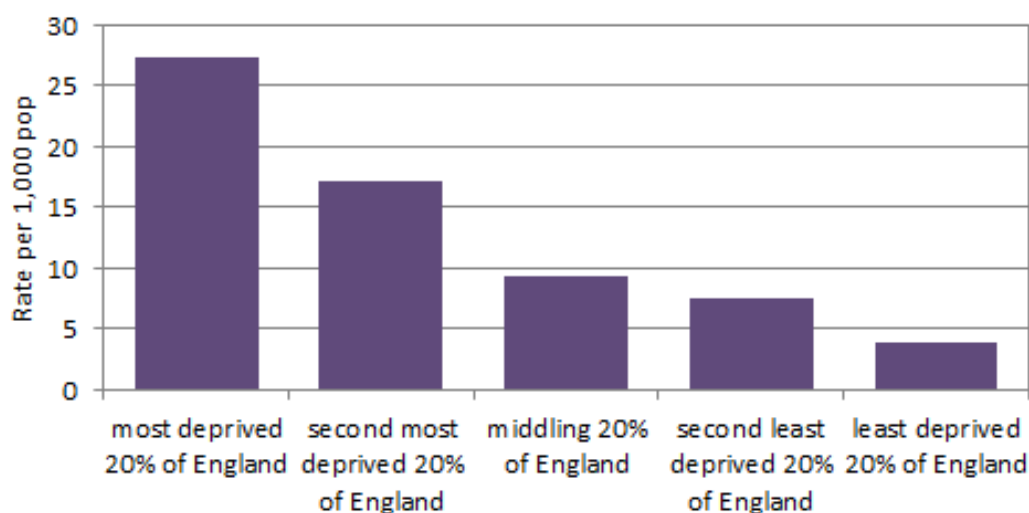


Figure 7 – Gloucestershire Domestic Abuse Victims and Deprivation (Based on Police figures Apr 2010 – Sept 2013)²⁹

- 7.4. Figure 8 is a map showing the 373 Lower Super Output Areas (LSOAs) of Gloucestershire in relation to the total number of domestic abuse related crimes for each area during the 3½ year study period. The areas with the highest number recorded during the time period shown are shown as red on the map and the map shows where the crime has taken place which may not necessarily be where the victim lives. The list on the map refers to all of the red areas and how many domestic abuse related crimes have been recorded during this time period.

²⁹ Uses Gloucestershire Constabulary Recorded Victim data (repeat victims excluded) and IMD 2010

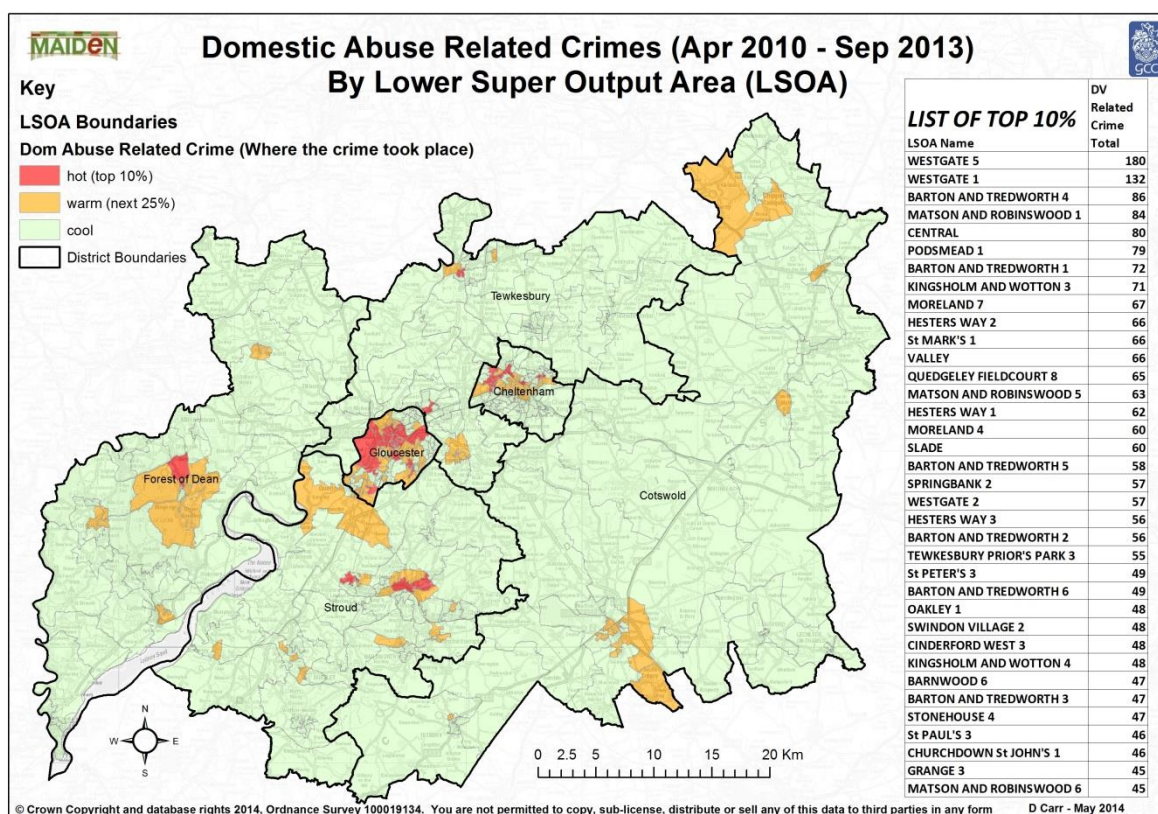


Figure 8 – Domestic Abuse Related Crime by LSOA³⁰

8. Incidence and “Social Class”

Table 6 – Domestic Abuse Victims and “Social Class” (ACORN Category³¹)

Acorn Category	Domestic Abuse Victims April 2010 to September 2013	Domestic Abuse Victims April 2010 to September 2013 per thousand population	Likelihood (compared to county norm)
Affluent achievers	751	3.83	0.32
Rising prosperity	401	9.79	0.82
Comfortable communities	1,515	7.76	0.65
Financially stretched	2,173	18.01	1.50
Urban adversity	1,940	39.87	3.32
Not private households	91	17.86	1.49

³⁰ Data Source: Service Improvement Team, Gloucestershire Constabulary

³¹ For more information about ACORN groupings visit: <http://acorn.caci.co.uk/downloads/Acorn-User-guide.pdf>

- 8.1. The ACORN category “Urban Adversity” contains the most deprived areas of large and small towns and cities across the UK and also has the highest population rate of the six categories in Table 6 when analysing the numbers of domestic abuse related crime victims in Gloucestershire. Analysis of the CSEW also suggests that the wealthier a person is, the less likely they are to report as a victim of domestic abuse³² and that a person is over 3 times more likely to report as a victim of domestic abuse in the “Urban Adversity” category when compared to the Gloucestershire average.

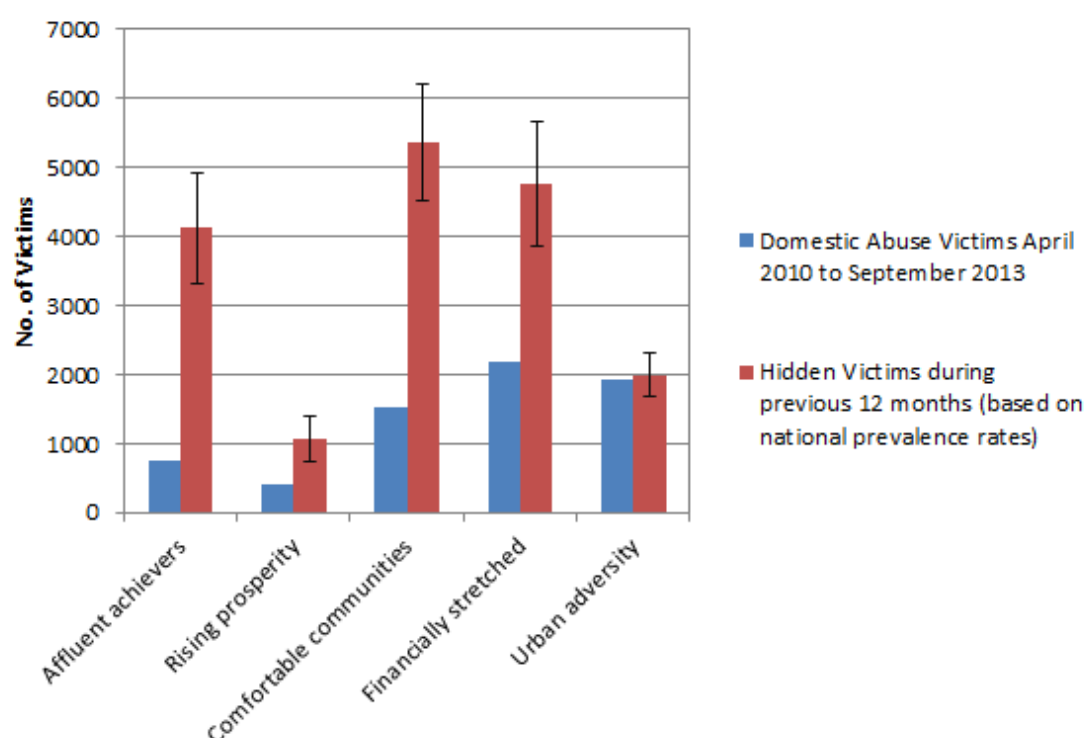


Figure 9 – “Hidden” Domestic Abuse Victims and “Social Class” (ACORN Category³³)

- 8.2. Figure 9 shows the numbers of domestic abuse related crime victims over a three and a half year period (blue bar), against a projected figure³⁴ based on Gloucestershire’s population and the national prevalence rates of domestic abuse victims over the last 12 months (red bar with error bars in black showing the confidence intervals³⁵). This highlights the hidden

³² Overview of Violent Crime and Sexual Offences 2012/13 - [Report Link \(See Appendix Table 4.10 for Household Income percentages of domestic abuse victims\)](#)

³³ For more information about ACORN groupings visit: <http://acorn.caci.co.uk/downloads/Acorn-User-guide.pdf>

³⁴ Povey et al, 2009: Homicides, Firearm Offences and Intimate Violence 2007/08

³⁵ Error bars are the visual representation of the variability of the data, the variance in this case is in regard to the red bars which could possibly be as high as the top of the black line or as low as the bottom of the black line.

victims of domestic abuse and what social class they may belong to and demonstrates that people in the 'Urban adversity' social group are most likely in Gloucestershire to report a domestic abuse related crime. The scale of hidden victims of domestic abuse can be viewed when looking at each ACORN class, the bigger the gap between the blue bar (recorded victims) and the red bar (projected victims) - the more "hidden" these victims are and the less likely they are to report to the authorities.

- 8.3. The biggest gaps between the red and blue bars (therefore containing the highest numbers of hidden victims) are in the "Comfortable Communities" group and "Affluent Achievers" group and the location of victims of domestic abuse who fall within these two categories can be viewed on the following two maps.

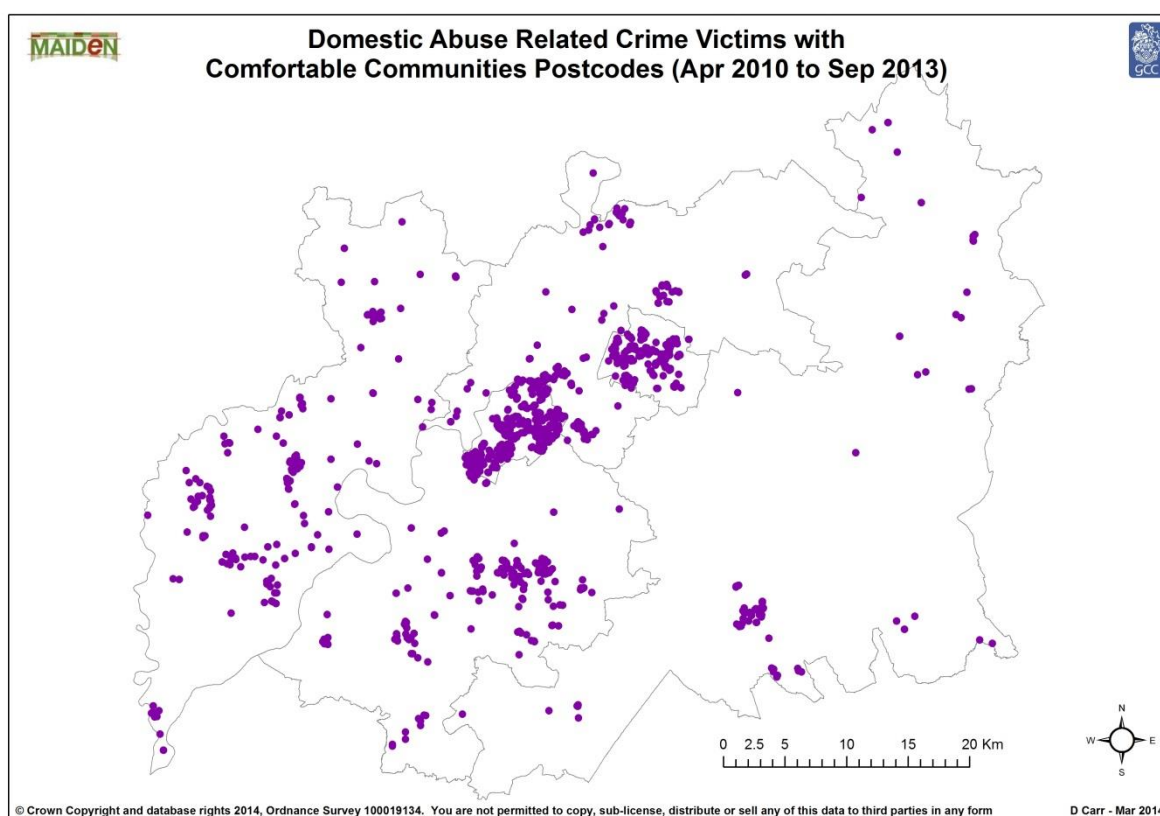


Figure 10 – Location of those in “Comfortable Communities” who have been recorded as a victim of a domestic abuse related crime³⁶

- 8.4. Figure 10 shows a high concentration of dots in the urban centres of Cheltenham, Gloucester, Stroud and Cirencester yet “Comfortable Communities” are spread across Gloucestershire and not just in urban centres.

³⁶ Sources: Gloucestershire Constabulary and ACORN

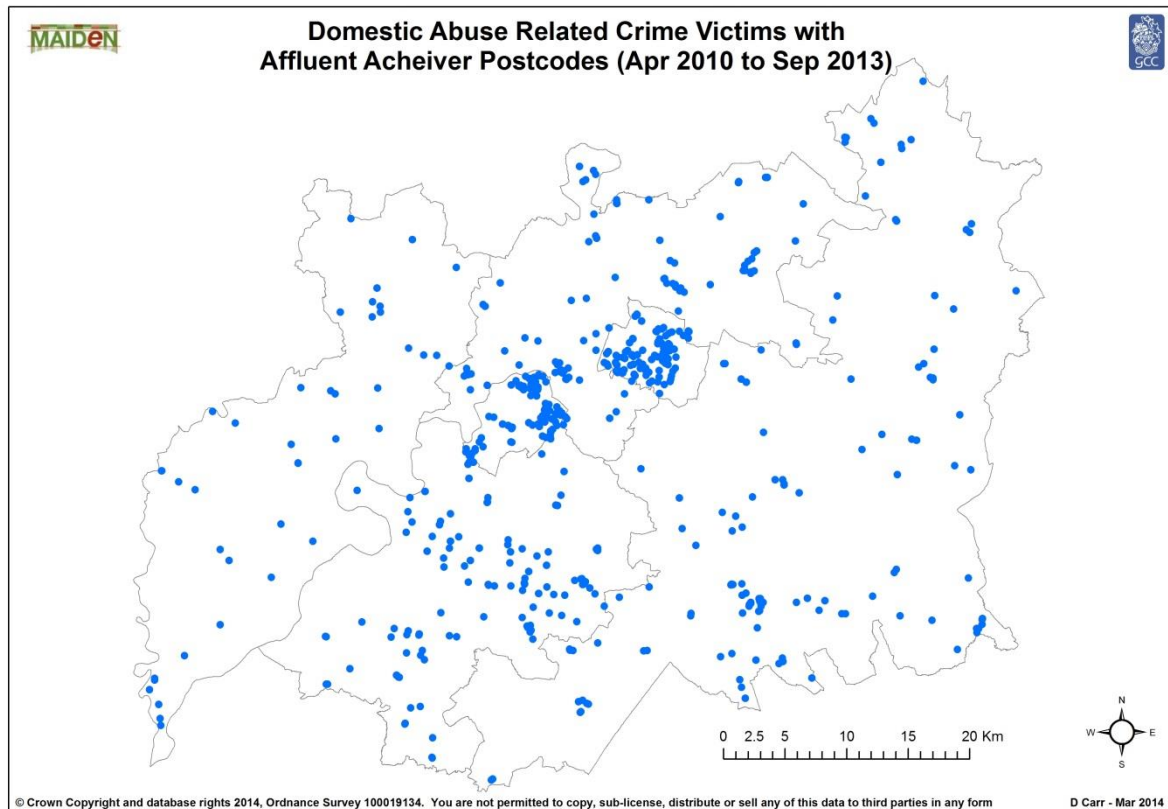


Figure 11 – Location of those in “Affluent Achiever” postcodes who have been recorded as a victim of a domestic abuse related crime³⁷

- 8.5. Figure 11 has dots sparsely spread over the county, note the “gap” in Gloucester City centre. The number of dots show that domestic abuse is a classless crime and victims in more affluent groups are less likely to report themselves as a victim of domestic abuse.

9. Domestic Abuse Victims – Age, Gender and Ethnicity

- 9.1. Anyone can be a victim of domestic violence, regardless of gender, sexual orientation, ethnicity, religion, age or class³⁸.
- 9.2. The following section looks at age, gender and ethnicity of victims of domestic abuse related crime and their prevalence within the population of Gloucestershire.
- 9.3. It is important to note the potential for “dual arrest” when considering the following victim information regarding gender in this section - if counter allegations are made, both parties may be entered on the same police

³⁷ *Ibid*

³⁸ <https://www.victimsupport.org.uk/help-victims/ive-been-affected/domestic-abuse>

record as victims *and* perpetrators (but should not be made in instances of counter allegation where one party is acting in self-defence).³⁹

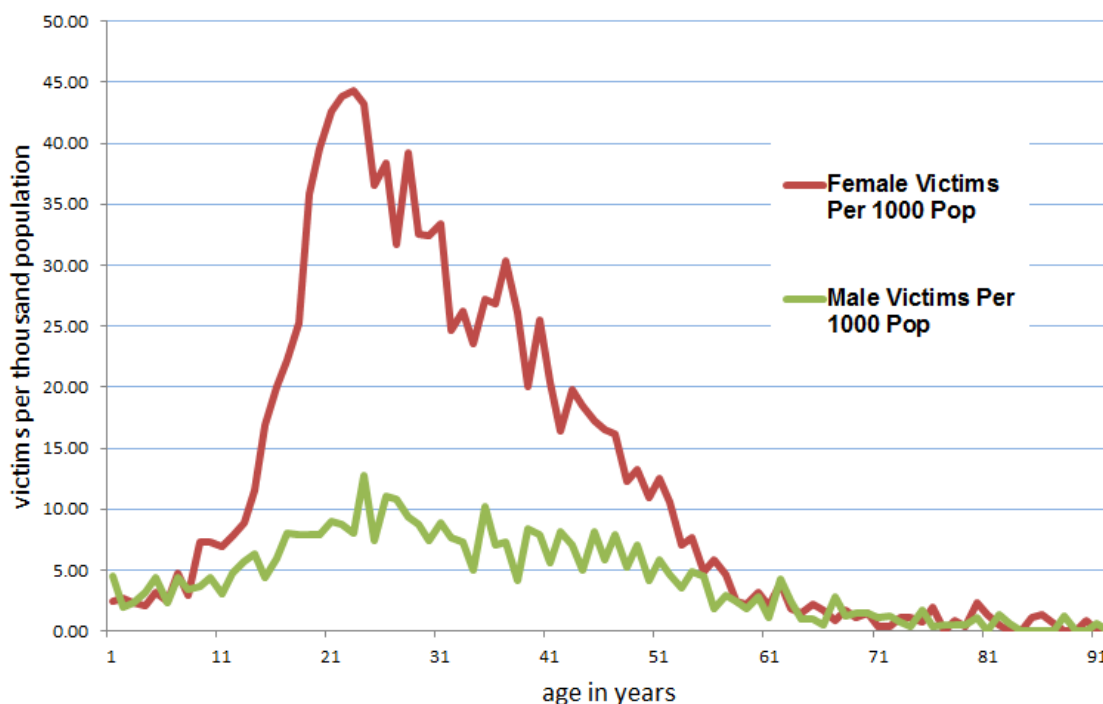


Figure 12 – Victims of Domestic Abuse Related Crimes April 2010 – September 2013⁴⁰

- 9.4. Figure 12 takes 3½ years of domestic abuse related crime victims and applies the appropriate rate for the single year of age. From 10 years old to being in the late 50s recorded rates show females having the much higher rate. The red line peaks at 22 years of age for females.
- 9.5. Women in their 30s⁴¹ may be hidden victims of domestic abuse – the dip in the red line during this decade may possibly refer to the intervening years before action is taken by the victim as a study conducted in 1997 found that, on average, women experience 35 incidents of abuse before contacting the police⁴².

³⁹ <http://www.nr-foundation.org.uk/wp-content/uploads/2011/07/Who-Does-What-to-Whom.pdf> (Hester 2009)

⁴⁰ Source: Service Improvement Team, Gloucestershire Constabulary

⁴¹ The provisional mean age for women marrying in 2011 was 33.8 years. Source: ONS - <http://www.ons.gov.uk/ons/rel/vsob1/marriages-in-england-and-wales--provisional-/2011/stb-marriages-in-england-and-wales--provisional---2011.html#tab-Age-at-Marriage>

⁴² Yearshaw, S (1997) "Analysis of Cohort", in Bewley, S, Friend J and Mezey G (eds.) *Violence Against Women*, London: Royal College of Obstetricians and Gynaecologists.

Table 7 – Domestic Abuse Victims: age and gender (based on domestic abuse related crime)⁴³

Age and Gender of Domestic Abuse Related Crime Victims (removing repeat victims)	All Domestic Abuse Victims April 2010 to September 2013	Female Domestic Abuse Victims April 2010 to September 2013	Male Domestic Abuse Victims April 2010 to September 2013	% Female Victims April 2010 to September 2013	% Male Victims April 2010 to September 2013
0to9	243	122	117	50.2%	48.1%
10to19	913	682	228	74.7%	25.0%
20to29	1638	1316	321	80.3%	19.6%
30to39	1180	918	261	77.8%	22.1%
40to49	1023	732	290	71.6%	28.3%
50to59	401	257	143	64.1%	35.7%
60to69	132	71	61	53.8%	46.2%
70plus	58	34	24	58.6%	41.4%
Total	5,588	4,132	1,445	73.9%	25.9%
Unknown Age	186	142	42	76.3%	22.6%

- 9.6. Females account for three-quarters of all domestic abuse victims recorded by the Police based on all ages, with the 20-29 year old age band having the highest number of victims recorded (over 3 times the total rate). Of the 25% male victims there may be an element of “dual arrest” as mentioned earlier in this section.

Table 8 – Domestic Abuse Victims: age and gender (based on domestic abuse related crime rate) likelihood compared to county norm⁴⁴

Age of Victims of Domestic Abuse Related Crime by the Police	Likelihood: Female Domestic Abuse Victims April 2010 to September 2013 per 1000 Population	Likelihood: Male Domestic Abuse Victims April 2010 to September 2013 per 1000 Population
0to9	0.28	0.70
10to19	1.48	1.29
20to29	2.86	1.91
30to39	1.95	1.51
40to49	1.19	1.32
50to59	0.47	0.74
60to69	0.14	0.35
70plus	0.05	0.14
Total	1.00	1.00

⁴³ Source: Service Improvement Team, Gloucestershire Constabulary

⁴⁴ *Ibid*

- 9.7. It is also interesting to compare the figure against the rate for the 10-19 and 40-49 age groups. Where numbers are higher for 40-49 yet the rate is higher for the 10-19 age group which means that 10-19 year olds are more likely than 40-49 years olds to report as victims of domestic abuse than their numbers in the population would suggest.

Table 9 – Ethnicity and Incidence of Domestic Abuse (based on domestic abuse related crime)⁴⁵

Ethnicity of Domestic Abuse Related Crime Victims in Gloucestershire April 2010 to September 2013	Numbers of All Domestic Abuse Related Crime Victims April 2010 to September 2013	Population by Ethnicity (2011 Census)	Domestic Abuse Related Victim Rate (per 1000 pop based on Ethnic Group)
Asian	70	12,433	5.6
Black	126	5,150	24.5
Mixed	84	8,661	9.7
Other	21	1,093	19.2
White	4,972	569,647	8.7
Not Stated	501	N/A	N/A

- 9.8. Table 9 splits the victim data into broad ethnic ranges. Rates given here could arguably be misleading as the highest rates are victims with Black ethnicity, as a result of coupling the second highest number (excluding “not stated”) in table 9 with a relatively low population of Black people in the county as a whole. However, when looking at the numbers over the 3½ year study period, for every Black victim of domestic abuse related crime there are 39 White victims.
- 9.9. So even though it should be recognised that domestic abuse affects anyone from any ethnicity, 86% of victims are from a White ethnic background and 2% are from a Black ethnic background. According to the 2011 Population Census 95% of Gloucestershire’s overall population are from a White ethnic background and only 0.8% are from a Black ethnic background so a disproportionality exists between victims and overall population numbers (please also bear in mind that almost 9% of total victims are “not stated” and this will skew the overall results in table 9).

⁴⁵ *Ibid*

10. Housing Support for Victims ⁴⁶

10.1. The following section relates to District Council recorded data for “Homelessness Acceptances” specifically in relation to domestic abuse victims. The main reasons given in the data for the “loss of the last settled home” are:

- Violent breakdown of relationship involving partner
- Violent breakdown of relationship involving associated persons
- Racially motivated violence
- Other forms of violence
- Racially motivated harassment
- Other forms of harassment

10.2. Since 1st October 2012 to 30th September 2013 the breakdown of reasons of accepted applications are shown in Table 10; *violence*, as opposed to *harassment*, appears to be the most common reason for a victim losing their home. The majority are based in Gloucester City. There are 63 occurrences of losing a home due to domestic abuse and violence during this time period.

Table 10 – Housing Support, Main reason for loss of last settled home⁴⁷

Main reason for loss of last settled home	Gloucestershire Total (from 01/10/12 to 30/09/13)
Violent breakdown of relationship involving partner	41*
Violent breakdown of relationship involving associated persons	7
Racially motivated violence	0
Other forms of violence	5
Racially motivated harassment	0
Other forms of harassment	10

*25 of 41 in Gloucester City

10.3. Table 11 shows the number of times that homelessness has been prevented (1st October 2012 to 30th September 2013).

⁴⁶ All data in this section was provided by the six district councils of Gloucestershire, for more information please go to: <https://www.gov.uk/government/collections/homelessness-statistics>

⁴⁷ *Ibid*

Table 11 – Housing Support, Homelessness prevented⁴⁸

Homelessness prevented	Gloucestershire Total (from 01/10/12 to 30/09/13)
Household able to remain in existing home "Sanctuary scheme measures for domestic violence"	39

- 10.4. This particular scheme was able to keep 39 households safe by adding security measures to the property which resulted in the individuals feeling safe in their own home and prevented them making a homelessness application.

11. Perpetrators of Domestic Violence

- 11.1. Table 2 highlighted that half of recorded incidents on the Domestic Abuse Database at Gloucestershire Constabulary are classed as repeat incidents and also recorded the relationship to the victim with the large majority being either "partner" or "ex-partner" (84%). Figure 13 uses the same data and separates the victim to offender relationships onto a pie chart.

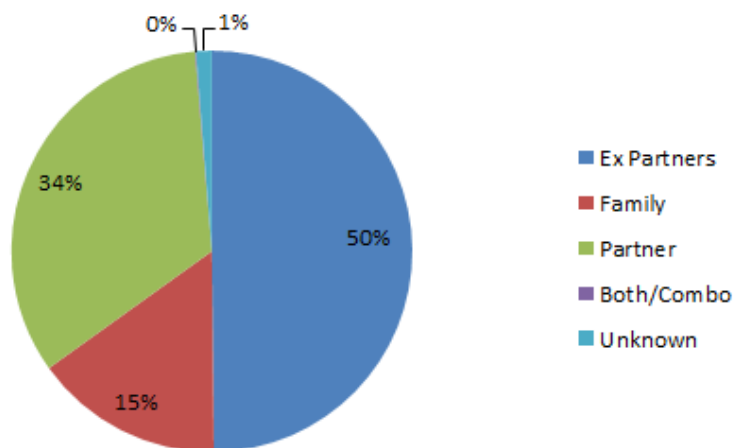


Figure 13 – Domestic Abuse Incidents, Relationship to Victim⁴⁹

- 11.2. Gloucestershire Probation Trust has records of perpetrators who have entered programmes for domestic abuse. These programmes are called "Integrated Domestic Abuse Programmes" (IDAP) and "Building Better Relationships" (BBR). A total of 329 individuals have entered either programme since May 2010. The average age of uptake of these

⁴⁸ Ibid

⁴⁹ Source: Domestic Abuse Database, Gloucestershire Constabulary

programmes is just under 35 years of age and the age range is from 18 to 62 years old.

Table 12 – Numbers Entered into IDAP and BBR

Acorn Category	Offenders Entered into Domestic Abuse Programmes May 2010 to January 2014	Offenders Entered into Domestic Abuse Programmes May 2010 to January 2014 per thousand population	Likelihood (compared to county norm)
Affluent achievers	30	0.15	0.28
Rising prosperity	12	0.29	0.54
Comfortable communities	54	0.28	0.51
Financially stretched	105	0.87	1.61
Urban adversity	102	2.10	3.87
Not private households	8	1.57	2.90

- 11.3. Perpetrators entering dedicated domestic abuse offender programmes are almost 4 times more likely to come from neighbourhoods defined as “Urban Adversity” by ACORN⁵⁰.

12. MARAC (Multi-Agency Risk Assessment Conferences)

- 12.1. MARAC stands for Multi Agency Risk Assessment Conference. The meeting/conference is part of a process triggered by identifying a high risk victim of domestic abuse. The risk is assessed using a CAADA-DASH Risk Assessment Form (CAADA = Co-ordinated Action Against Domestic Abuse, DASH = Domestic Abuse, Stalking and Harassment and Honour Based Violence). A high risk victim is somebody at risk of serious harm or homicide. The purpose of the MARAC process is to share information with partner agencies and create a risk management plan to safeguard the victim and children. The emphasis should be on action planning to safeguard victims and children at all times. Gloucestershire MARAC partners will often share this information virtually which has improved efficiency and effectiveness in ensuring that the risk management plan is put in place as soon as possible.

⁵⁰ For more information about ACORN groupings visit: <http://acorn.caci.co.uk/downloads/Acorn-User-guide.pdf>

- 12.2. Since June 2013 a triage system has been in place. As a result of this, only cases deemed as requiring multi agency involvement or that are high risk are referred to MARAC.

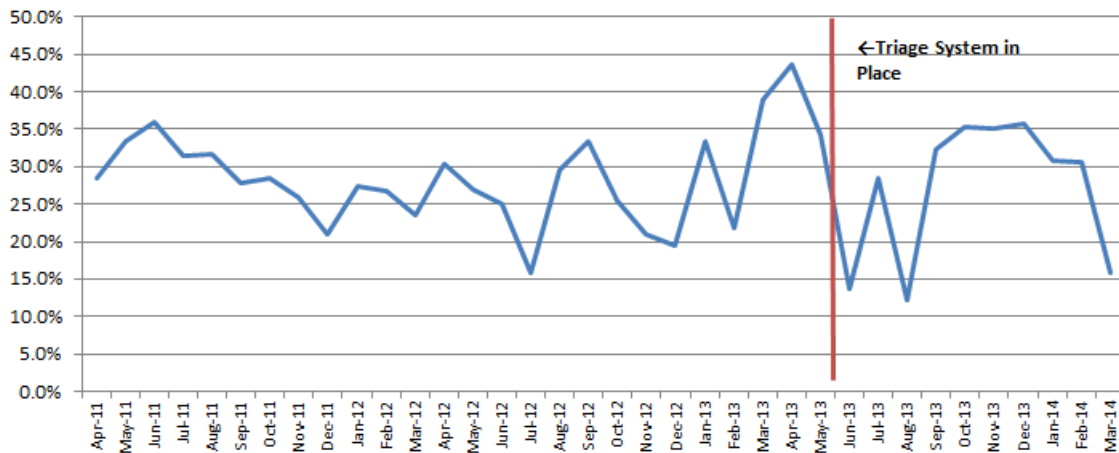


Figure 14 – Repeat Domestic Abuse of MARAC Cases by month⁵¹

- 12.3. In the period July 2013 to March 2014 57.8% of MARACs have been referred by Gloucestershire Constabulary. Gloucestershire Domestic Abuse Support Service (GDASS) has referred 21.5% of the overall MARAC caseload and hospitals refer 7.5% of all MARACs (Figure 15).

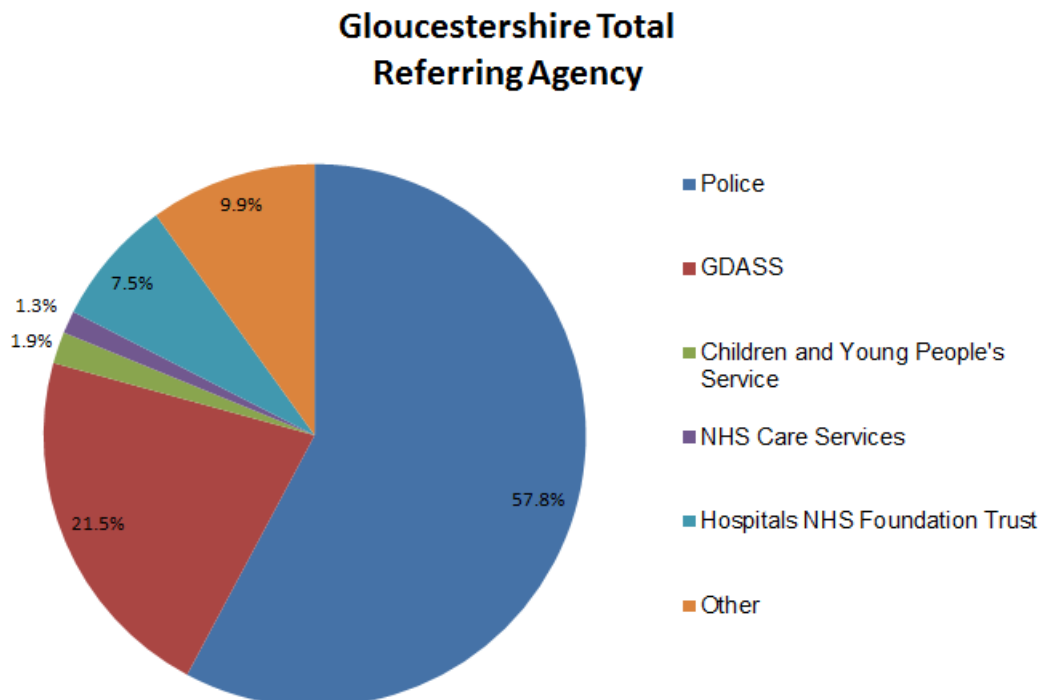


Figure 15 – MARAC Referrals (July 2013 to March 2014)⁵²

⁵¹ Source: Public Protection Bureau, Gloucestershire Constabulary

⁵² *Ibid*

- 12.4. Numbers of children living in high risk domestic abuse households is also collected as part of the MARAC process. District figures in Figure 16 are based on Local Policing Areas (LPA) which have slightly different borders to local authority areas. Gloucester City LPA account for 40% of the year to date total.

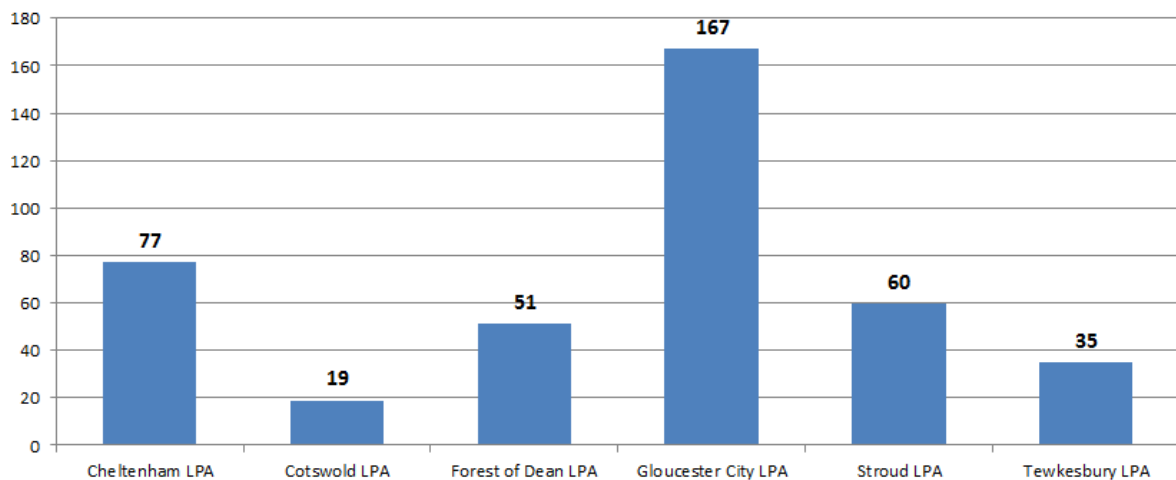


Figure 16 – Number of Children Living in High Risk Domestic Abuse Households (July 2013 to March 2014)⁵³

13. Domestic Abuse Referral Process (DARP)⁵⁴

- 13.1. An increasing number of children are identified as living in abusive/violent homes through increased awareness of professionals and the Common Assessment Framework (CAF). Prior to DARP the police routinely notified Children and Young People's Services (Social Care) of any families they believe had some level of risk to children through domestic abuse.
- 13.2. Some of these families will be experiencing severe or enduring abuse/violence that requires intervention by social care to ensure that children are protected. Others will have less intense needs but without support/help, abuse will have the potential to escalate and will in time impact on child's ability to achieve good outcomes.
- 13.3. DARP operates on a regular basis identifying all incidents of domestic abuse for cases NOT already open to social care where there are children present. Using shared information, the 4 key partners make a decision

⁵³ *Ibid*

⁵⁴ MASH (Multi-Agency Safeguarding Hub) has subsumed DARP as of June 2014

about the level of risk posed to the children. This uses the Barnados risk assessment tool. It has divided risk into four categories.

- Level 1 – Low risk resulting in NFA (No Further Action)
- Level 2 – Medium risk – victim should be contacted and offered support via a CAF
- Level 3 – section 17 – initial assessment initiated
- Level 4 – section 47 – child protection procedures.

13.4. Since January 2013 the following information has been collected by Gloucestershire Care Services NHS Trust and shows the number of cases discussed at DARP by locality (total case numbers and percentages of the total number are shown on the pie chart).

DARP Statistics - Cases Discussed from January 2013 to May 2014

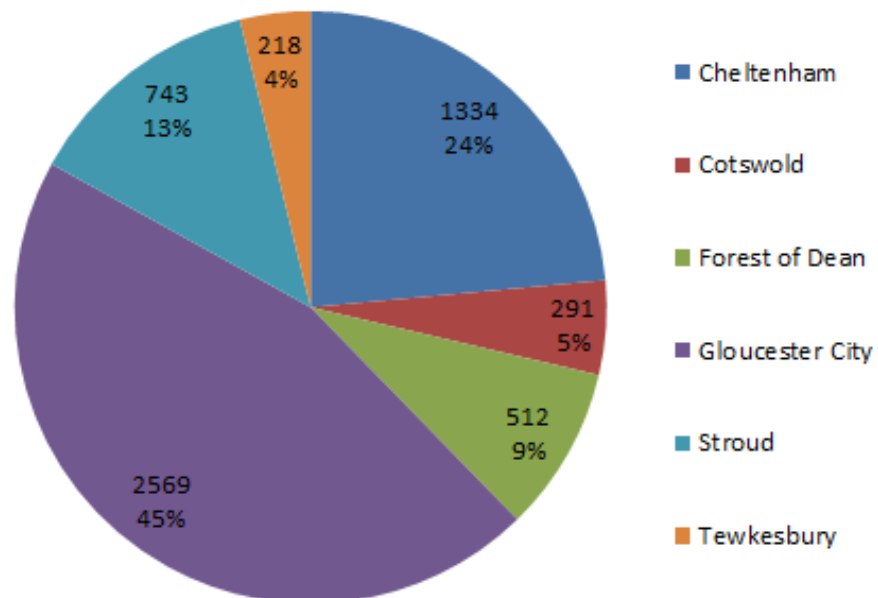


Figure 17 – DARP Statistics - Cases Discussed from January 2013 to May 2014⁵⁵

13.5. More than two-thirds (69%) of DARP cases discussed came from either the Gloucester or Cheltenham locality area. There are 5 times as many cases discussed coming from Gloucester when compared against cases from the Forest of Dean and more than 10 times the caseload when compared against Tewkesbury.

⁵⁵ Source: Safeguarding Children Team, Gloucestershire Care Services NHS Trust

14. Social Care Data, Children at Risk and the “Toxic Trio”

- 14.1. The following section focuses on numbers of children in open (and closed when stated) social care cases, where domestic abuse is a concerning parental factor to the professional working with the client(s). 40% of the total number of children affected are in Gloucester, 19% are in Cheltenham and 14% are in Stroud.

Table 13 – Numbers of children in open cases where domestic abuse is a concerning parental factor, by district 2013/14⁵⁶

Open Cases Where Domestic Abuse is a Concerning Parental Factor By District 2013/14	
Cheltenham	74
Cotswold	25
Forest of Dean	36
Gloucester	157
Stroud	54
Tewkesbury	38
Unknown	4
Grand Total	388

- 14.2. The following chart shows the age breakdown of the children involved and the highest number of children affected by this parental factor are most commonly found in children aged under 1 year.

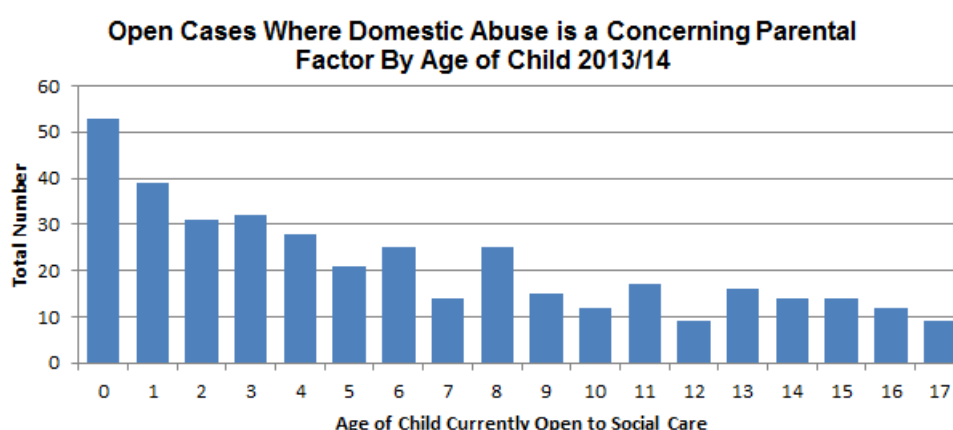


Figure 18 – By age of child - Open cases where domestic abuse is a concerning parental factor⁵⁷

⁵⁶ Source: Data and Performance Team, Performance and Need, Gloucestershire County Council

⁵⁷ *Ibid*

14.3. The geographical distribution of numbers of children affected by open and closed cases where domestic abuse is a concerning parental factor during 2013/14 by ward can be viewed in the following map.

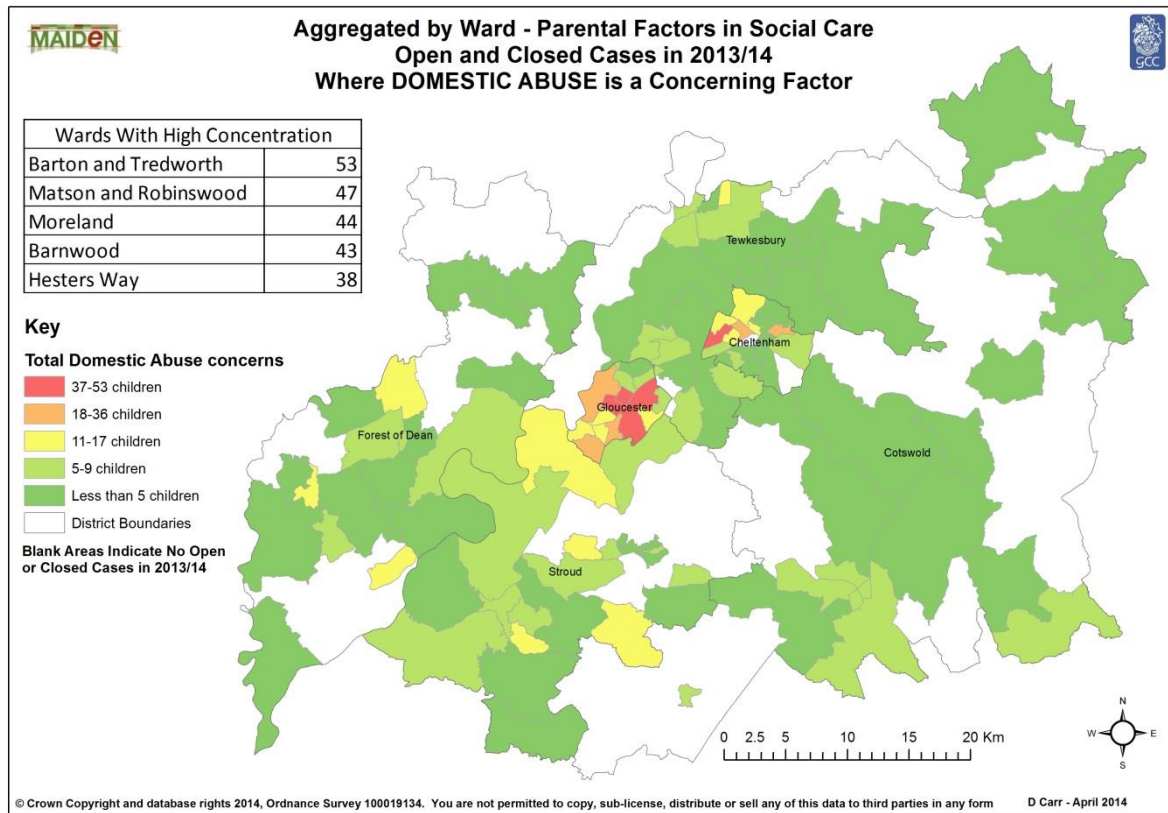


Figure 19 – By Ward, Distribution of open/closed cases 2013/14 for domestic abuse as a concerning parental factor⁵⁸

14.4. The term 'Toxic Trio' has been used to describe the issues of domestic abuse, mental health and substance misuse which have been identified as common features of families where harm to children has occurred. They are viewed as indicators of increased risk of harm to children and young people. Monitoring of the Toxic Trio is at an early stage, however, following on from "Domestic Abuse being a Concerning Parental Factor" it is also possible to draw out the following from Gloucestershire County Council's social care database:

- Drugs and/or Alcohol are Concerning Parental Factors
- Mental Health are Concerning Parental Factors

14.5. The following information is a snapshot of data from Gloucestershire County Council's social care database regarding data from April 2013 to March 2014 where substance misuse is a concerning parental factor. Numbers refer to total children being affected.

⁵⁸ *Ibid*

Table 14 – Numbers of children in open cases where drugs and/or alcohol are concerning parental factors, by district 2013/14⁵⁹

Children in Open Cases Where Drugs and/or Alcohol are Concerning Parental Factors By District 2013/14	
Cheltenham	65
Cotswold	18
Forest of Dean	27
Gloucester	111
Stroud	20
Tewkesbury	32
Grand Total	279

- 14.6. Table 14 shows numbers of children affected in open social care cases where alcohol and/or drugs is a concerning parental factor, 40% of the total number of children affected are in Gloucester.
- 14.7. The following chart shows the age breakdown of the children involved with the highest number of children affected by these parental factors are most commonly found in children aged under 1 year.

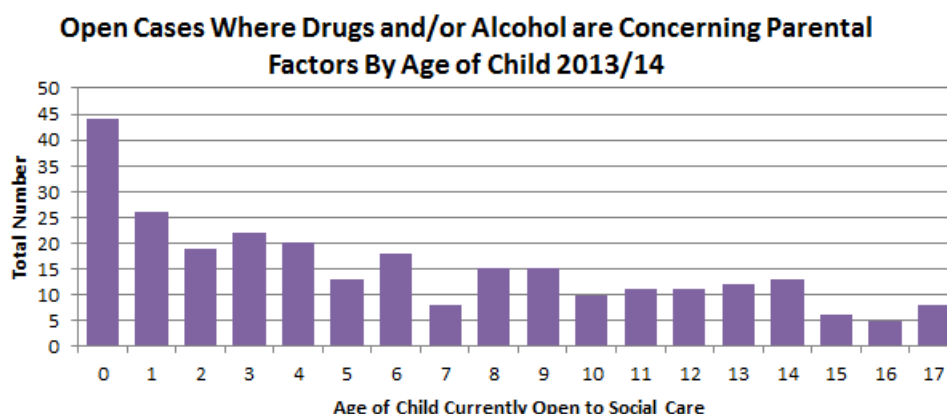


Figure 20 – By age of child - Open cases where drugs and/or alcohol are concerning parental factors⁶⁰

- 14.8. The geographical distribution of numbers of children affected by open and closed cases where alcohol/drugs are a concerning parental factor during 2013/14 by ward can be viewed in the following map.

⁵⁹ Ibid

⁶⁰ Ibid

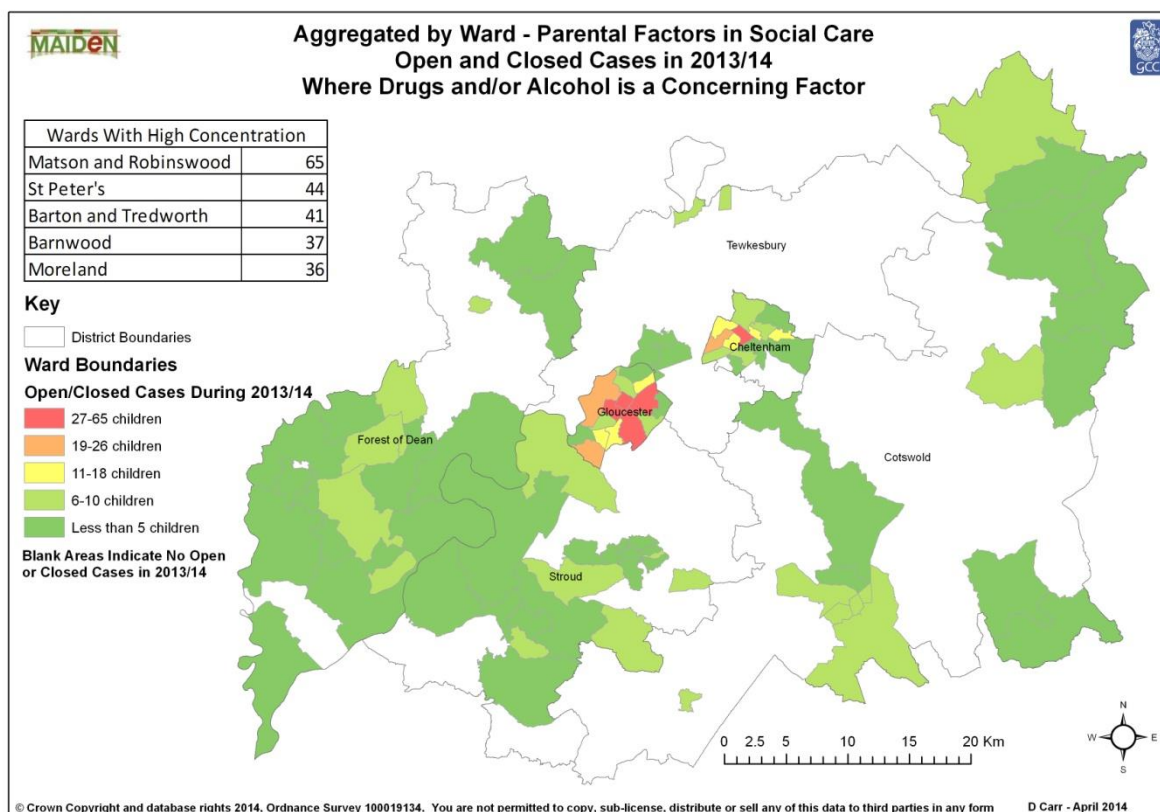


Figure 21 – By Ward, Distribution of open/closed cases 2013/14 for alcohol and/or drugs as concerning parental factors⁶¹

- 14.9. The following information is a snapshot of data from Gloucestershire County Council's social care database regarding data from April 2013 to March 2014 where mental health is a concerning parental factor. Numbers refer to total children being affected.

Table 15 – Numbers of children in open cases where mental health is a concerning parental factor, by district 2013/14⁶²

Children in Open Cases Where Mental Health is a Concerning Parental Factor By District 2013/14	
Cheltenham	70
Cotswold	14
Forest of Dean	48
Gloucester	130
Stroud	34
Tewkesbury	45
Grand Total	343

⁶¹ *Ibid.*

⁶² *Ibid*

14.10. Table 15 shows numbers of children affected in open social care cases where mental health is a concerning parental factor, 38% of the total number of children affected are in Gloucester, 20% in Cheltenham and 26% are, when combined, in the Forest of Dean and Tewkesbury .

14.11. The following chart shows the age breakdown of the children involved. The highest number of children affected by these parental factors are most commonly found in children aged under 1 year.

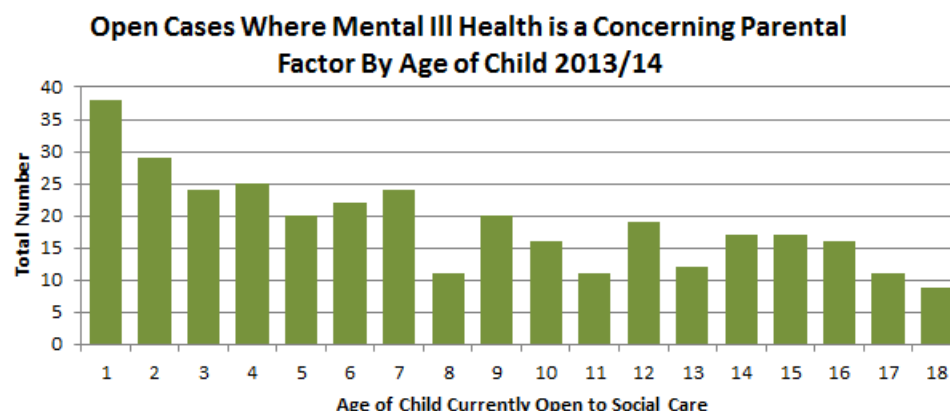


Figure 22 – By age of child - Open cases where mental health is a concerning parental factor⁶³

14.12. The geographical distribution of numbers of children affected by open and closed cases where mental health is a concerning parental factor during 2013/14 by ward can be viewed in the following map.

⁶³ *Ibid*

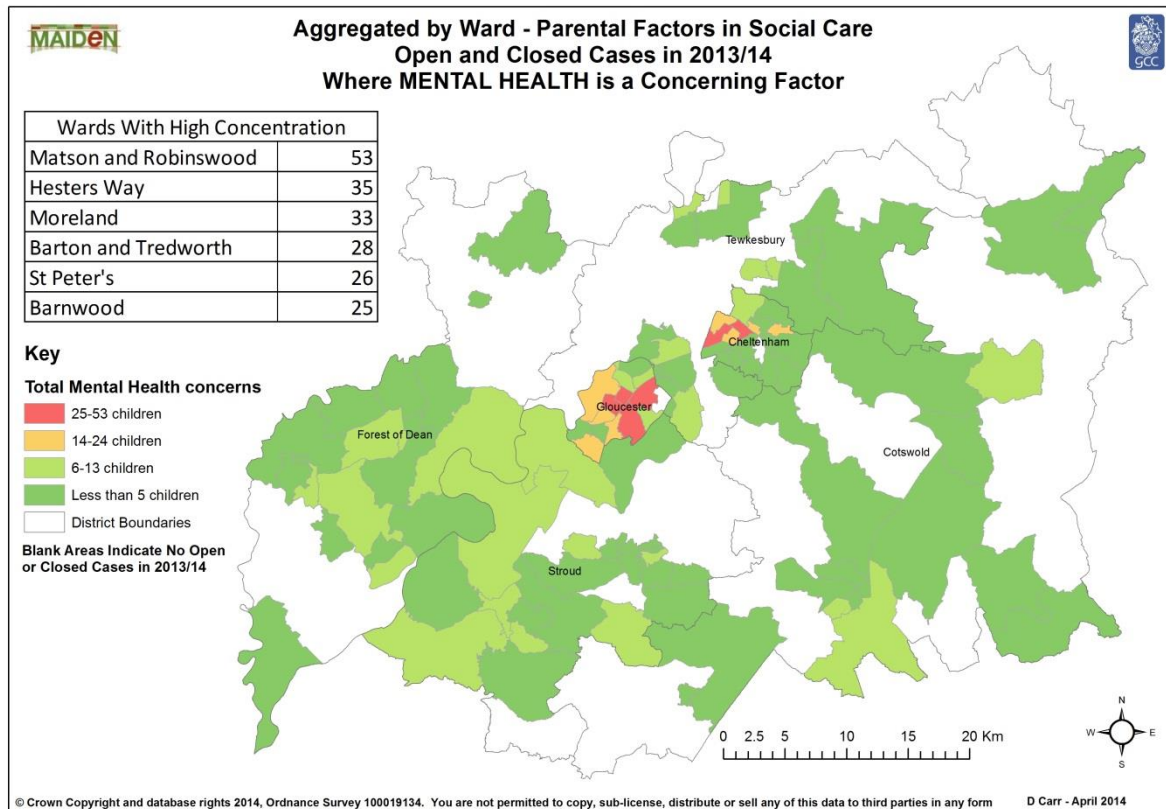


Figure 23 – By Ward, Distribution of open/closed cases 2013/14 for mental health as a concerning parental factor⁶⁴

14.13. The three elements of the Toxic Trio have been looked at in isolation to the others so far⁶⁵, there are some overlaps in numbers between the three elements – a child may be involved in a case where domestic abuse is not a concerning parental factor but drugs/alcohol and mental health are. In light of this, the following information draws out the cases where domestic abuse AND alcohol/drugs (either or both) AND mental health are all concerning parental factors. These are initial findings of the Toxic Trio from the same social care database.

⁶⁴ *Ibid.*

⁶⁵ In order to separate out “need” it is beneficial to look at each in isolation.

Table 16 – Numbers of children in open cases where “Toxic Trio” is a concerning parental factor, by district 2013/14⁶⁶

Children in Open Cases Where "Toxic Trio" is a Concerning Parental Factor By District 2013/14	
Cheltenham	25
Cotswold	<5
Forest of Dean	<5
Gloucester	29
Stroud	6
Tewkesbury	11
Grand Total	78

- 14.14. Table 16 shows numbers of children affected in open social care cases where the “toxic trio” is a concerning parental factor, 37% of the total number of children affected are in Gloucester and 32% are in Cheltenham. Figures under 5 have been suppressed. There are currently 78 children in open social care cases in Gloucestershire where the “toxic trio” is of concern. If closed cases are included, during 2013/14 there have been 194 children recorded by social care that have been or are still affected by the “toxic trio”.
- 14.15. The geographical distribution of numbers of children affected by open and closed cases where the toxic trio is a concerning parental factor during 2013/14 by ward can be viewed in the following map. Please be aware that this map shows numbers of children and that there may be multiple children in a family.
- 14.16. When looking at all maps in section 12 there are commonalities. Four wards in Gloucester City appear in all maps as red: Barnwood, Barton and Tredworth, Matson and Robinswood and Moreland (St. Peter’s in Cheltenham does not appear as red on the *domestic abuse concerning factor* map but does contain 35 children affected by domestic abuse as a concerning parental factor).

⁶⁶ Source: Data and Performance Team, Performance and Need, Gloucestershire County Council

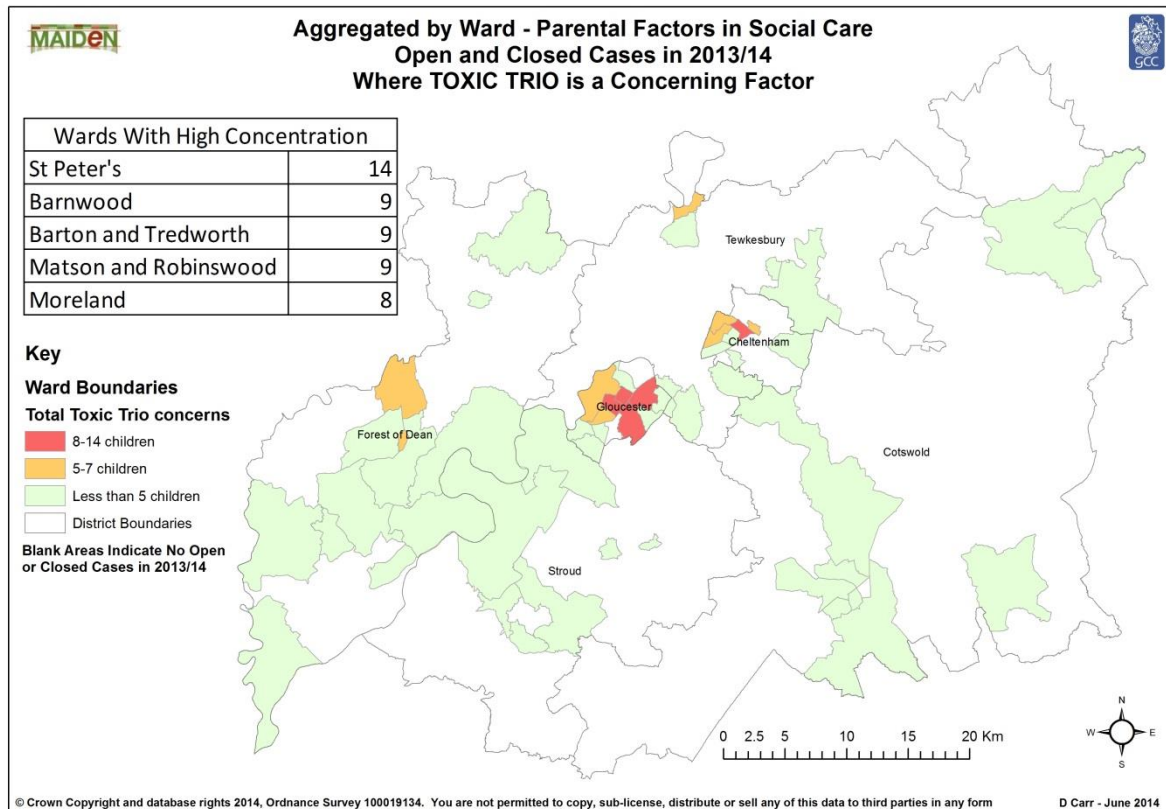


Figure 24 – By Ward, Distribution of open/closed cases 2013/14 for toxic trio as a concerning parental factor⁶⁷

15. Gloucestershire Safeguarding Children's Board (GSCB)

- 15.1. The following information is an extract from Gloucestershire Safeguarding Children Board's Annual Report for 2013/14 containing total numbers of domestic abuse referrals to the police where children are involved.
- 15.2. During 2013/14, there were a total of 1,739 domestic abuse referrals reported to the police where CYP were present, compared to 1,801 during 2012/13 (a 3.4% decrease in referrals).

⁶⁷ *Ibid*

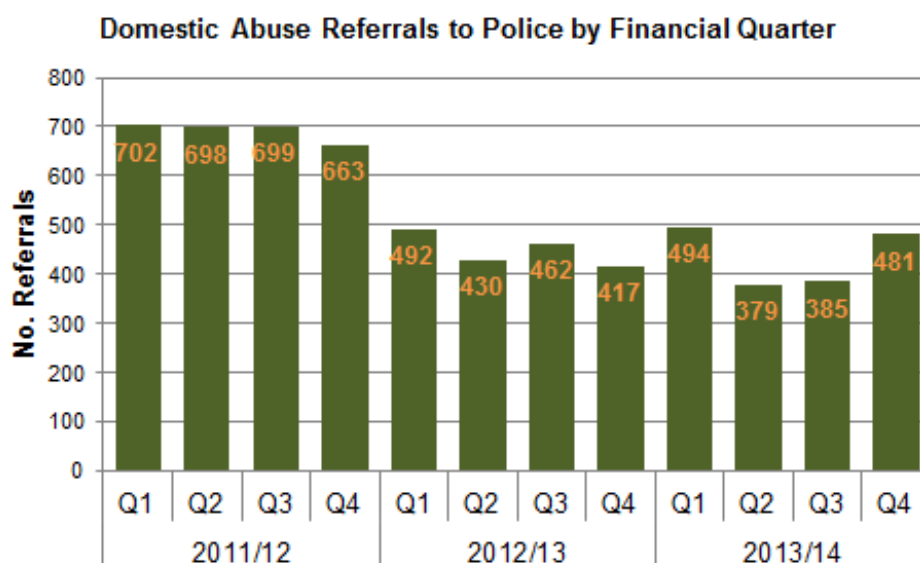


Figure 25 – Domestic abuse referrals reported to the Police where CYP were present⁶⁸

16. Families First Overview (nationally known as Troubled Families)

16.1. Out of the families engaged with since the Families First programme began in Gloucestershire, it has been identified that substance misuse is an issue for 22% of families, mental health issues are a factor for 36% of families, and domestic abuse is an issue for 22% of families. All families identified have not one single problem but have multiple problems or the criteria would not be met. The engagement uptake to the Families First programme is 89%.

17. Crown Prosecution Service – Domestic Abuse Prosecutions

17.1. Gloucestershire is performing well when compared to regional and national figures from the 2012/13 financial year. Having dealt with 360 domestic abuse cases locally, 78% of those resulted in a successful conviction compared with 75% in the south west region and 74% nationally.

⁶⁸ Source: Gloucestershire Safeguarding Children Board's Annual Report for 2013/14 (not available publicly)

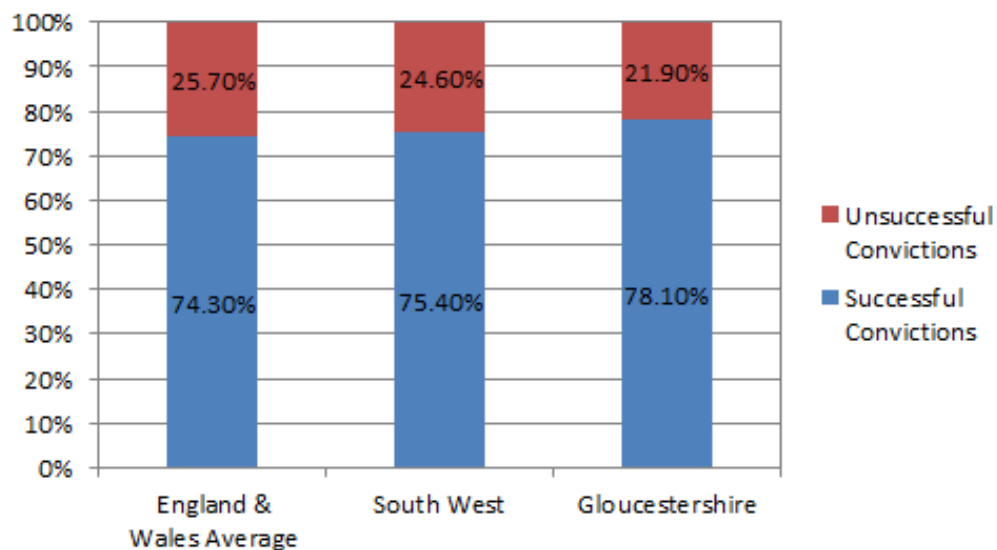


Figure 26 – Proportion of Successful/Unsuccessful Domestic Abuse Prosecutions 2012/13⁶⁹

18. Concluding Remarks

- 18.1. The information in this needs assessment will be used to provide commissioners with evidence to base any commissioning decisions in regard to specialist domestic abuse services and mainstream services in the county.
- 18.2. Figures presented in this document contain various caveats and should be treated with due caution.
- 18.3. Many figures presented here may overlap with other figures and there may be occasions when a particular family may appear in Social Care totals (collected by Gloucestershire County Council) as well as Police victim totals so, as mentioned previously, please view each table/figure/total in isolation to another.
- 18.4. Combining totals from information presented in this needs assessment is also not recommended as there will be no one true figure that can reflect the scale of domestic abuse, not just here in Gloucestershire but for any given area.

⁶⁹ http://www.cps.gov.uk/publications/docs/cps_vawg_report_2013.pdf#page=17 – PAGE 64