

LANCASHIRE CHIEF EXECUTIVES

23 November 2012

Discussion on Domestic Abuse: The Cost to agencies in Lancashire

1. Purpose of the report

Specialist Domestic Abuse (DA) services in Lancashire are wholly funded by short-term grant monies, the majority of which will not continue after March 2013. Statutory Partners do not currently commission direct core services despite being heavily reliant on them to support victims of DA. Programmes for perpetrators are restricted to those within the criminal justice system.

This paper presents the facts for discussion, and a summary of the business case that is currently being progressed to seek partner agency financial contributions to a Joint Commissioning fund. This will secure effective provision for vulnerable victims, children and young people, and to change the behaviour of perpetrators, and will focus on securing the services for those in crisis, and investing in earlier intervention and support.

Without secure funding it will not be possible to develop an effective, and equitable commissioned service to support the most vulnerable members of our community, and respond to the spiralling number of referrals.

2. What You Need to Know About Domestic Abuse

The Government definition of domestic violence and abuse is due to be updated from March 2013, to:

“Any incident or pattern of incidents of controlling, coercive or 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. This can encompass but is not limited to the following types of abuse: psychological, physical, sexual, financial, and/or emotional.”

Controlling behaviour is: subordination, isolation from support, exploitation, deprivation of the means needed for independence, resistance and escape and regulating their everyday behaviour.

Coercive behaviour is: an act or a pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish, or frighten their victim.”¹

An abusive relationship may include different dynamics where one or both partners are violent and controlling, one or both is violent but with the controlling elements, one partner has been subject to abuse for some time, but then reacts violently in response or a combination of behaviour where it is difficult to identify which is victim or perpetrator. ^[1]

¹ Home Office 2012

^[1] Johnson 2008

Who Is Most Affected By Domestic Abuse?

Domestic Abuse is one of the largest causes of morbidity in women aged 19-44 worldwide. Nationally 500 women who have experienced domestic violence in the last six months commit suicide every year. Of these just under 200 attended a hospital for domestic violence on the day they committed suicide.²

- **1 woman is killed every 3 days and 12 men are killed every year, by a partner or former partner.**
- On average a victim is assaulted 35 times before reporting and only 21% of victims report it³.
- **In the UK, at least 1 in 4 women and 1 in 7 men will be a victim of domestic abuse in their lifetime⁴. This equates to 149,050 women and 82,171 men in Lancashire⁵.**
- Domestic abuse has a huge impact on the life chances of children and young people. 5,492 children were referred to LCCs Care Connect team for Domestic Abuse related issues, (April to August 2012).
- **8,144 children lived in households where the police were called to a domestic abuse incident⁶.**
- Much like many infections, violence is contagious. For instance, exposure to violence, especially as a child, makes individuals more likely to be involved in violence in later life.⁷
- **Exposure to domestic abuse and physical abuse in are two of the biggest predictors of both perpetrating and being a victim of domestic abuse as an adult.**

What Are The Risk Factors Associated With Domestic Abuse?

Disability - Women and men with a long-term illness or disability are almost twice as likely to experience domestic violence as others. 3% of victims in MARAC cases are registered disabled. 14% of people at risk of DA who accessed a service from Lancashire County Council's Supporting People between April 2009 and June 2012 considered themselves to have a disability.

Substance misuse - Partner assaults are 4 to 8 times higher among people seeking treatment for substance-dependence.

Young People - Half of all reported DA is within the 18-31 age-group⁸. 58% of service users for Lancashire County Council's (LCC) Supporting People Service fit this profile. The population of Lancashire is growing, particularly in the age groups which are over-represented in the reported figures. Domestic Violence Disclosure schemes (Clare's Law) may increase reporting.

Pregnancy - The greatest risk of DA for teenage mothers is in pregnancy and during the period just after a woman has given birth.⁹ 30% of reported DA starts or escalates during pregnancy.

Children - Women with children may be more vulnerable to staying in an abusive relationship because of their reluctance to disrupt the children, limited opportunities to gain financial independence and the ability to support an independent household.

Over 8,000 children were present in households where the police were called to a domestic abuse incident in Lancashire in six months (April to September 2012). Children who live with domestic violence are at

² S Walby 2004, The Cost of Domestic Violence

³ CAADA 2010

⁴ Centre for Social Justice, 2012

⁵ Office for National Statistics, 2011

⁶ MADE 2012

⁷ NWPFO, 2012, Protecting People, Promoting Health

⁸ Lancashire JSNA, Domestic Abuse, 2012

⁹ *ibid*

increased risk of behavioural problems and emotional trauma, and mental health difficulties in adult life¹⁰. Recent research by NSPCC states that children who have witnessed violence between their parents or other family members are: 4 times as likely to carry a weapon, such as a knife, or hurt someone badly than their peers; 3 times as likely to take drugs, steal, spray graffiti or bully others than their peers; twice as likely to get drunk or get into fights than their peers; and 5 times more likely to run away from home than their peers. Over half (56%) of children from violent homes show three or more of these kinds of disruptive behaviours whilst at secondary school.

Homelessness - Victims may be forced to leave their homes to escape DA, forced marriage or harassment. 42% of victims had left home for at least one night due to the abuse.¹¹ Family conflict and violence are among the key causes of homelessness among young people¹². 175 people requested a service from LCC's supporting people service in the three months April to June 2012, because they were in fear of domestic abuse, predominantly for re-housing needs. DA the most quoted reason for becoming homeless (40% of all homeless women cite domestic violence)¹³.

Employment - Women with a history of partner violence are more likely to have experienced spells of unemployment, a high turnover of jobs and suffered more physical and mental health problems that could affect job performance. 15% of people who were accessing services for DA issues from LCC's Supporting People stated that they were actively job-seeking.

Ethnicity - There is no statistically significant difference by ethnicity in the risk of being a victim of DA either nationally or locally within Lancashire. However, rules and expectations of behaviour in specific cultural or social groups can support violence and maintain harmful traditional practices such as domestic abuse, forced marriage, female genital mutilation and honour-based violence¹⁴.

Deprivation - 54% of Lancashire's reported DA crime victims lived in the most deprived 20% of LSOAs in England and Wales¹⁵. Proposed changes to the benefits system may adversely impact on the same group with a particular risk for those aged under 25 who may need to access housing benefit particularly when fleeing an abusive partner or are without recourse to public funds.

Repeat Victims - No other type of crime has a rate of repeat victimisation as high as domestic violence. 44% of victims of domestic violence are involved in more than one incident.

3. Background

Domestic Abuse services have relied on grant funding for many years resulting in instability and inconsistency. The majority of such grants have been substantially reduced or withdrawn, meaning that many services will cease in March 2013 without mainstream support.

Providers have been in competition with each other to secure funding, services have been built in response to the criteria set by grant rather than necessarily need leaving gaps and inconsistency in provision. Where a victim or perpetrator lives in Lancashire determines whether services are available. The system of grant allocation does not allow for rigorous performance and contract monitoring to ensure outcomes are achieved. Although there is a vast amount of evidence for the impact of intervention in domestic abuse cases, statutory services have been slow to acknowledge their role in prevention and reducing harm. However this is changing.

¹⁰ Hester, Pearson, & Harwin, 2000; new ed. 2007

¹¹ Coleman 2007

¹² Quilgars, Johnsen, & Pleace, 2008

¹³ Cramer & Carter, 2002

¹⁴ Lancashire JSNA, Domestic Abuse, 2012

¹⁵ Lancashire JSNA, Domestic Abuse, 2012

DA is a priority for the Lancashire Community Safety Strategy Group and the Health and Wellbeing Board as identified by the Strategic Assessment, and JSNA which have been produced in order to create a better understanding of the impact on community safety, health and wellbeing.

This problem is not the responsibility of any single agency and so there must be wide spread recognition of how wide the repercussions reach beyond the individual and throughout the community including social welfare, the criminal justice system, refuges, health care, employment, childcare, and housing. Developments in the last decade have shown that taking a more pro-active, preventative approach not only saves lives but also saves public money.

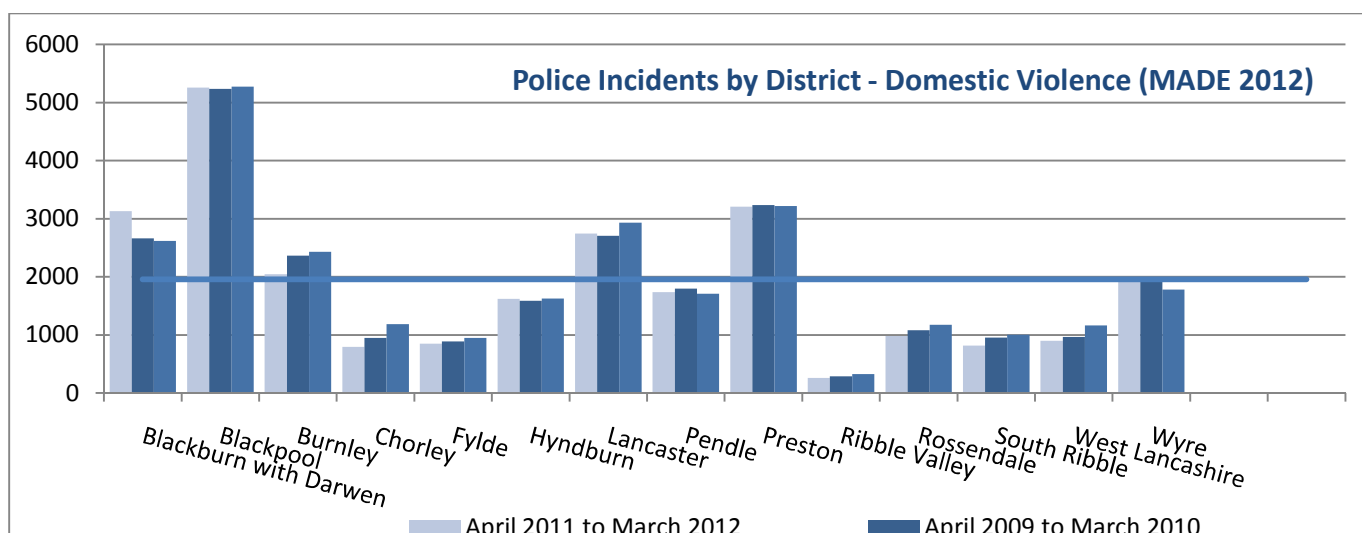
The funding distribution methodology in this paper has been identified by the Department of Trade & Industry based on research of the relevant cost of DA to each public service (and business) and the percentage of the overall cost relating to each organisation. The Business Case shows the suggested contribution from each public sector organisation based on that formula.

4. Prevalence and Trends

Lancashire Constabulary received 45,208 calls relating to domestic abuse between April 2011 and September 2012. Over 23,000 calls were made to domestic abuse service provider Helplines in the county.

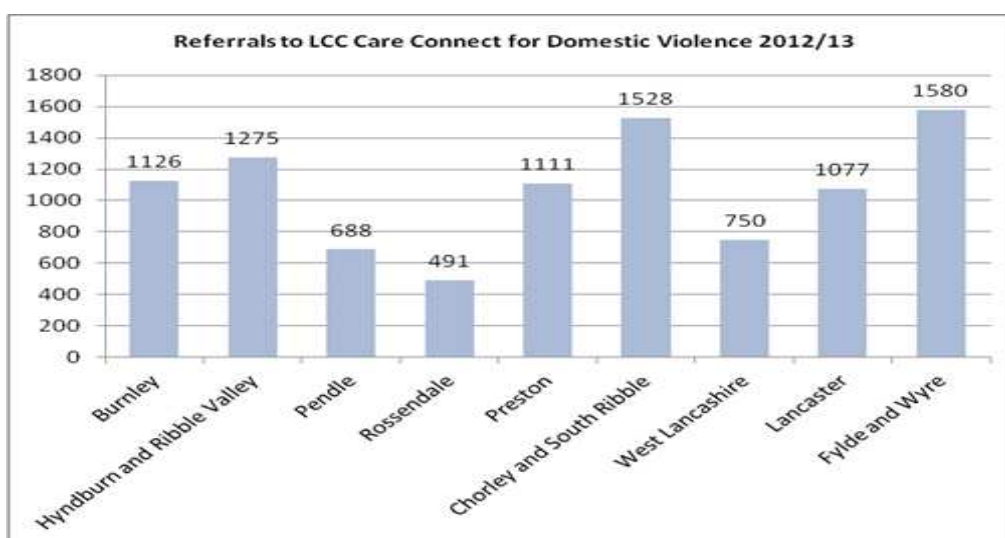
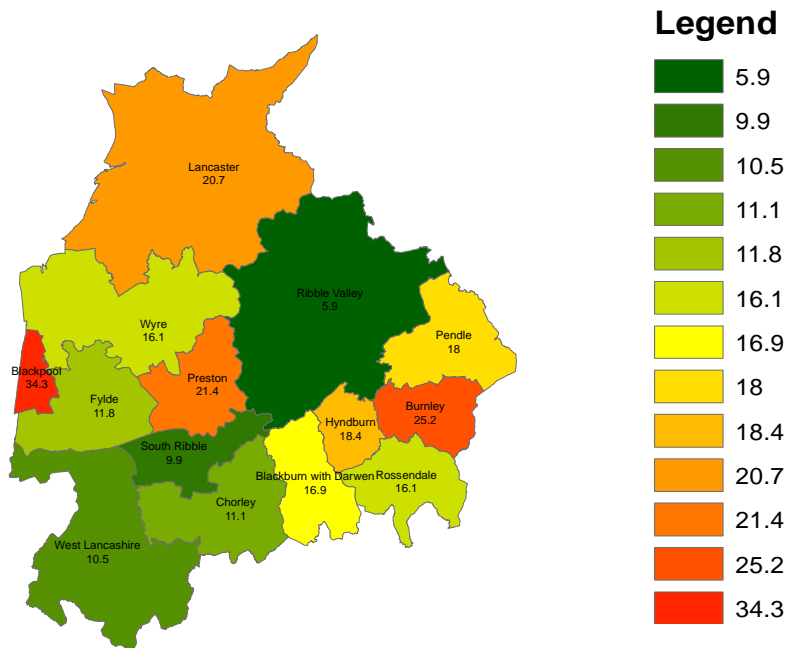
There were at least 736 attendances at accident and emergency departments within Lancashire there were assaults that took place in the home. 3,178 high risk cases warranted a MARAC (Multi-Agency Risk Assessment Conference) with over 1065 referrals to Independent Domestic Violence Advocates (IDVA) referrals in just six months.

Below is a breakdown of recorded police incidents for domestic violence across the pan-Lancashire area during 2011-12. Burnley, Lancaster and Preston are above the Lancashire average for reports of domestic violence to the police. However, according to the Child and Maternal Health Observatory, Lancashire's rate of domestic abuse of is 19.1 per 1000 population which places it in the top quartile of local authorities.



The below illustrate where the most calls relating to domestic abuse are made to police, and the spread across district of contacts to Lancashire's Care Connect regarding children living in households where Domestic Abuse is present.

**Calls to the police about DA
August 2011 - September 2012
(Rate/1000 pop)**



5. Costs to the Public Sector – Nationally

In 2004 Professor Sylvia Walby was commissioned by the Department for Trade and Industry to undertake extensive research in order to quantify the cost of domestic abuse to the country; this was later updated in 2009. The table below illustrates the total costs identified by the research:

Area	Costs 2001 £m (2004)	%	Costs 2008 £m (2009)	%
Public Services	3,111	13%	3,856	24%
Economic Output	2,672	12%	1,920	12%
Human and emotional costs	17,086	75%	9,954	63%
Total	22,869	100%	15,730	100%

Between 2004 and 2009 the overall cost of domestic abuse fell by £7.1million. As shown above, the reductions appear in the human and emotional and economic output costs, while the costs to services have

risen. Walby argues that this rise is as a result of investment in public sector services which has been cost effective to the country as a whole as the incidence of domestic violence has reduced.

In the 2009 update 24% of the cost of domestic abuse was borne by services. Although this is a rise on the 2004 research the percentage split across agencies remains the same in both studies.

6. Costs to Services in Lancashire

Services	2001 £m National	%	2008 £m National	%	2012 £m Lancashire
Criminal Justice System (32.7%)					
<ul style="list-style-type: none"> • Police (48 %) • CPS • HMCTS • Probation 	1,261	32.7%	1017		26.2
Health	1,730	44.86%	1,396	44.87%	35.8
Social Services	283	7.3%	228	7.3%	5.8
Housing and Refuges	196	5%	158	5.1%	4.0
Civil Legal Services	387	10%	312	10%	8.0
Total	3,856	100%	3111	100%	80.1

Using Walby's formula, the above table further breaks down the cost to public services identified as 24% (£80,020,716) of the total cost to Lancashire estimated in the region of £333,419,650. Appendix A shows costs per District.

Walby estimates that 5% of the costs to services would be incurred by Local Authorities/ District Councils as part of fulfilling their homelessness duty, as 15% of their expenditure is incurred in relation to domestic abuse. These costs can be broken down as follows:

Type of Cost	State (local or national) £'000s	Individual £'000s	Total £'000s
Housing Authority	33,751 (26%)		33,751
Housing Benefit	37,462 (29%)		37,462
Refuges	52,161 (40%)		52,161
Furnishing a new home	6,280 (5%)	19,756	26,036
Re-possession costs		8,450	8,450

2011-12 national data indicates a slight reduction on Walby's estimate, reporting 12% of households accepted by local authorities as owed a homelessness duty reported violent relationship breakdown with partner¹⁶

7. Impact on services

In addition to the impact on services equating to £3.9 billion as identified by Walby, CAADA also identified the impact a domestic abuse case receiving Independent Domestic Violence Advocate (IDVA) support has on public sector services. They report that the cost per case amounts to £20,000 with the following service usage for 1 case:

¹⁶ DCLG Quarterly Returns 2012

- 6 police call outs and involvement in violent incidents
- 3 visits to hospital emergency departments
- 1 appointment with mental health services
- 3 criminal justice system prosecutions
- 4 visits to GP surgery
- 1 visit to sexual health clinic
- Stay in refuge for 6 nights

Between April 2011 and March 2012, 2258 cases were supported by IDVA's in Lancashire, this would equate to over £45 million, and would culminate in 9,032 GP visits, 13,548 police call outs, 6,774 visits to A&E and 13,548 nights in refuge accommodation. The cost of this single case equates to just less than half the cost of one IDVA post.

8. Current funding

The exact amount of funding being directed towards specialist DA services across Lancashire is difficult to quantify due to the nature of the current commissioning arrangements. Specialist service provision has relied heavily on grant funding secured on a short term basis from statutory services and the voluntary sector. An initial scoping exercise of partner contributions, showed that:

- **Borough Councils (inc LSP and Lancashire Police Authority grants):** approximately **£341,278**. (10.6%) Individual contributions varied with 3 contributing less than £5k, 6 between £9k-£20k, and a further 3 just over 20k. Of those Preston contributed £159,154 and Pendle £66,648
- **Lancashire County Council:** approximately **£336,000** through grants, plus an additional **£1,500,000** supporting people monies (55%)
- **NHS Lancashire: £174,180**, of which £51,166 is via East Lancs public health (5%)
- **National and local Charities, (e.g. comic relief): £638,793** in Lancashire (16%)
- **Lancashire Constabulary: £49,195** (2%)
- **Home Office Grants: £55,000** (2%)*

*% do not total 100% as contributions were received from other sources.

The table below gives an indication of the types of service the resource provides (Current Cost). The levels of service provided are currently inconsistent across Lancashire. In response to this some work has been done to identify what an extended service might look like, and the minimum costs involved. This has been translated into a possible future cost in the table below.

Service Area	Service Description	Current Cost (Approx)	Possible Future Cost	Gap
1. Early Identification/Prevention <ul style="list-style-type: none"> • Helpline • Education/ Awareness • PSHE for children and young people • Training for professional 	<ul style="list-style-type: none"> • First point of contact for women in crisis/ Referral pathway for Professionals • Training of Professionals, events, campaigns and awareness raising sessions 	£48,000 Majority grant funded	£120,000	£120,000
2. Specialist Services: (high/medium and low) For women and men experiencing domestic abuse. <ul style="list-style-type: none"> • IDVA's- high risk • MARAC's- high risk • Outreach- medium risk • Counselling Services • Sanctuary schemes 	<ul style="list-style-type: none"> • Intensive advocacy support for high risk victims of domestic abuse • One to one and group work interventions inc. evidence based programmes and utilising CBT. • One to One and group specialist domestic abuse counselling 	£1,560,000 Majority grant funded	£1,362,600	£1,362,600

<p>3</p> <p>Specialist Services: (High Medium and low) For children and young people affected by domestic abuse.</p> <ul style="list-style-type: none"> • KIDVA's • One to one and group Therapeutic interventions 	<ul style="list-style-type: none"> • Interventions for child victims of domestic violence. • Assessment of children entering DV services • Advocacy and safeguarding of children • Activities for child victims of domestic violence. • Enables a Total Family response. 	<p>£378,000 Majority grant funded.</p>	<p>£480,000</p>	<p>£3480,000</p>
<p>4</p> <p>Specialist services: for perpetrators of Domestic abuse.</p>	<p>Community Voluntary Perpetrator Programme</p> <hr/> <p>Non DV Offenders Perpetrator Programme</p> <hr/> <p>Mandatory Perpetrator Programme</p>	<p>£13,000</p> <hr/> <p>£0</p> <hr/> <p>Not Inc.</p>	<p>In Kind</p> <hr/> <p>In Kind</p> <hr/> <p>In Kind</p>	
<p>5.</p> <p>Housing Support for families living away from domestic abuse</p> <ul style="list-style-type: none"> • Refuge Accommodation • Supported Accommodation 	<p>Safe temporary accommodation for victims and children</p> <p>Floating support</p>	<p>£1,500,000</p>	<p>£1,500,000</p>	<p>£0</p>
<p>Total Cost of specialist provision</p>		<p>£3,499,000</p>	<p>Total Gap</p>	<p>£2,000,000</p>

It must be stressed that this is still a very basic model of service which allows for the crisis response to be stabilised across Lancashire, with some costs allocated to earlier support work.

9. Partner Funding Requirements

The total cost of sustaining the current level of investment in domestic abuse in Lancashire is £3.5 million.

There is a £1.5 million Supporting People budget contribution that LCC makes and which will become recurrent for the foreseeable future.

- There is further £2 million shortfall which statutory partners are asked to contribute to.

Using the Walby methodology, the financial contributions that could be allocated to each partner in Lancashire, are shown in Appendix A, with a district breakdown at Appendix B.

10. Progress to Date

- The need for Statutory Partners together to take responsibility for tackling DA and develop appropriate service provision has been recognised.
- To ensure the whole system is secured, a commissioning review is underway, with needs analysis, stakeholder engagement and service user consultation complete.
- To move forward, Statutory Partners need to show their commitment to reducing the harm caused by DA by collaborating to fund an 'invest to save' jointly commissioned core service.

- This approach has already been piloted in order to continue provision of the Independent Domestic Violence Advocates (IDVA) service for this financial year. All partners have contributed mainstream funds and an improved performance framework is in place.
- **If this approach is not supported, then the inequity in provision will increase, the availability of services will decrease and cease in many instances, resulting in vulnerable families being left without support and subject to harm.**

11. What will Funding Provide?

- A consistent core offer of evidenced based interventions for victims, children and young people and perpetrators across the continuum of need
- A mixed economy of provision utilising both the statutory and voluntary sectors
- Clear and consistent pathways through the continuum to appropriate services
- A whole family approach to reducing domestic abuse

In order to achieve the following outcomes:

- A reduction in the cost of high end specialist services
- Perpetrators are equipped with the skills to address their behaviour and reduce violence
- Children and young people are able to live in homes that are free from violence in order to achieve positive outcomes and manage healthy future relationships
- Victims are enabled and feel confident to live free from abuse

12. Next Steps If agreed

- Lancashire Community Safety Strategy Group will consider the joint commissioning proposal at its meeting on 27 November. If agreed, the intention is to create a pooled budget from which to fund specialist services from 1 April 2013.
- The incoming Police and Crime Commissioner will be invited to collaborate in this approach.
- With funding secured, a 3-year plan will be developed in order to address gaps in provision and reduce the number of high risk cases requiring specialist provision whilst moving to an early support model. This may include the de-commissioning of some activity, re-shaping of services and a rigorous performance management system to ensure outcomes are delivered.

Recommendation

The Chief Executives Group is asked to agree the contributions identified in order to;

- Secure specialist domestic abuse services
- Support efforts to provide a consistent and effective system of domestic abuse provision in Lancashire.
- Reduce the harm caused by domestic abuse and improve outcomes for children and young people, victims and perpetrators.
- Welcomes that the Police and Crime Commissioner recognises domestic abuse as a priority for action across Lancashire.
- To request that the Lancashire Shadow Health and Wellbeing Board continues to adopt domestic abuse as a priority.
- That Clinical Commissioning Groups and Registered Social Landlords be encouraged to adopt domestic abuse as a priority and that options for partnership working and investing be explored with them.

Appendix A: Costs to Public Services in Lancashire

Service Area	Lancashire Partner	In kind contribution	£ contribution to pooled budget	Invest to save value*
Criminal justice system (32.7%)	Police & Crime Commissioner		654,000	3,924,000
	Police		156,690	
	Probation		156,690	
			114,000	
	HMCTS Crown Prosecution Service	114,000 114,000		
Health care (44.86%)	Clinical Commissioning Groups 70%		896,000	5,376,000
	LCC Public Health 20%		627,200	3,763,200
	National Commissioning Board 10%		179,200	1,075,200
			89,600	537,600
Social services (7.3%)			146,000	876,000
Housing and refuges (5%)	12 District Councils (Appendix B - Individual Contribution based on population and prevalence)		100,000	600,000
Civil legal services (10%)			200,000	1,200,000
Total Pooled Budget			2,000,000	12,000,000

*For every £1 spent saves £6 (CAADA Saving Lives Saving Money) research indicates that for **every £1 invested in domestic abuse services £6 will be saved**. The evidence base for IDVA's and MARAC's identifies a 60% reduction in the recurrence of DA. If 60% of domestic abuse stopped in the 2011-12 IDVA caseload this could achieve an annual saving of £27million.

It is recognised that not all partners within Lancashire who would benefit from investing to save are commissioners. For some partners, the ability to contribute financial resources to a pooled approach is therefore limited and as such a contribution in kind is requested.

Appendix B: Calculated Costs per Population by District

Area	Population (Census mid-year estimate 2011)	Yearly Costs in £ (approx £286 per head of population)*	Yearly Prevalence of Domestic Violence (1 woman in 10)**	% to pooled fund	Actual to pooled fund
Lancashire	1,165,803	333,419,650	49,162		£100,000
Burnley	85,575	24,474,450	3,586	7	£7,000
Chorley	104,785	29,968,510	4,389	9	£9,000
Fylde	76,348	21,835,528	3,323	7	£7,000
Hyndburn	81,111	23,197,746	3,277	7	£7,000
Lancaster	139,757	39,970,502	6,009	12	£12,000
Pendle	89,312	25,543,232	3,659	8	£8,000
Preston	134,641	38,507,326	5,659	12	£12,000
Ribble Valley	57,676	16,495,336	2,401	5	£5,000
Rosendale	67,119	19,196,034	2,808	6	£6,000
South Ribble	108,166	30,935,476	4,604	9	£9,000
West Lancashire	110,244	31,529,784	4,723	9	£9,000
Wyre	111,069	31,765,734	4,724	10	£10,000

*£291 per head calculated using Walby 2004 formula but updated using cost of domestic abuse from Walby's 2009 update and dividing it by the population estimate for 2009.