

The North Yorkshire and City Of York  
**Domestic Abuse Overview Strategy**  
2014 - 2018

## Foreword

It is my privilege to introduce the refreshed North Yorkshire and York Domestic Abuse Overview Strategy on behalf of the multi-agency partnership who work consistently to improve protection and support for victims of Domestic Abuse and their children.

Domestic abuse (DA) is an issue that cuts across local authorities, policing and health, and to tackle it properly we need a true multi-agency approach. Abuse often has a devastating and long term effect on the lives of victims and their children, as well as the communities in which they live.

- In 2010/2011, an average of 2 women a week were killed by a male and/or former partner: this constituted around one-third of all female homicide victims (Smith, Osborne, Lau, & Britton, 2012).
- Approximately 100,000 individuals are currently (2011/2012) at high risk of serious harm or murder as a result of DA (CAADA, 2012).
- In 2010/2011, domestic violence accounted for 18% of all violent incidents reported in England and Wales (Chaplin, Flatley, & Smith, 2011).
- 7% of women and 5% of men reported DA in 2010/ 2011. This is equivalent to approximately 1.2 million female and 800,000 male victims of DA (Smith, Osborne, Lau, & Britton, 2011).
- In 2010/2011, repeat victimisation accounted for 73% of all incidents of domestic violence, 44% were victimised more than once and 24% of victims had been victimised three times or more (Chaplin et al., 2011).

- Approximately 130,000 children are currently (2011/ 2012) living with DA (CAADA, 2012).
- On average, the police receive a DA related call every 30 seconds (HMIC, 2014).

The HMIC 2014 report on 'Improving the Police Response to Domestic Abuse' made the following findings about the degree of DA in North Yorkshire:

- DA accounts for 4% of all calls for assistance and 8% of recorded crime
- 30% of all assaults of injury are DA related
- As of October 2013, North Yorkshire Police had 11,619 active DA cases
- For every 100 DA crimes recorded, there are 72 arrests

As the Police and Crime Commissioner for North Yorkshire, protecting victims and their families, whilst diverting the perpetrators away from domestic abuse, is an absolute priority. Early key performance indicators for the first quarter of this year show convictions for domestic violence against women are up to 84.9%, ranking North Yorkshire 4th in the country for DV convictions (Criminal Prosecution Outcome Data, 2014). It is very welcome to see that the dedicated work and improvements made in our response to these distressing crimes appears to be making a tangible difference.

However, there are always ways to improve and we won't shy away from those challenges. There are a number of areas where the service could be improved, and we are already taking steps to implement these changes.

For instance, we have invested heavily in the Protecting Vulnerable People Units, and 2013 saw the opening of a Multi-agency Safeguarding Hub and Central Referral Unit to improve the management and oversight of domestic abuse. These departments bring together responsible agencies under one roof in order to provide a co-ordinated and appropriate response to safeguarding victims.

We have also recruited and trained a number of specialist staff over the past year which is a clear demonstration of commitment to improving services for victims, managing risks and keeping people as safe as possible.

The award-winning Making Safe Scheme is a multi-agency initiative to support the victims and children of domestic abuse, enabling them to remain in their home while re-housing perpetrators and offering them support to manage their behaviour. This involves the police working together with all domestic abuse services in North Yorkshire, the probation service, integrated offender management teams, social care and housing providers. The IDVA & ISVA Service provision provided by IDAS has recently increased to enable more high and medium risk victims to be supported.

I acknowledge the excellent partnership working of which the Making Safe Scheme is just one example. It also emphasises the high priority which North Yorkshire Police, the Office of Police and Crime Commissioner, and wider partners, place on domestic abuse.

However, we know that domestic abuse is under-reported. I hope that by demonstrating how seriously we take it, more victims will have the confidence to come forward and report crimes committed against them.

One area we know we can better tackle through our newly commissioned victims' services is our approach to risk assessment. In order to provide the right services at the right time, we need to ensure our risk assessments are constituent.

There is still much to be done. We know the police service cannot do it alone, which is why we have built up excellent working relationships with our partner agencies and domestic abuse charities to ensure we provide the best service we can to support victims and their families.

The DA Overview Strategy is testament to these developments.

**Julia Mulligan**

North Yorkshire Police and Crime Commissioner

# Contents

## Page

1.0 Executive Summary .....	6
2.0 The North Yorkshire and York Domestic Abuse Partnership (Monitoring and Implementation) .....	8
3.0 Equality Statement .....	10
4.0 Objective Details .....	11
4.1 Early Intervention and Prevention .....	11
4.2 Children and Young People .....	11
4.3 Victims .....	12
4.4 Perpetrators .....	12
4.5 Partnership Commitment .....	13
4.6 The Cost of Domestic Abuse .....	13
5.0 Related Documents and Guidance .....	14

## Appendices

The following appendices can be found at the end of this document:

**Appendix 1 Domestic Abuse Joint Coordinating Group Terms of Reference**

**Appendix 2 Equality Impact Assessment (EIA)**

**Appendix 3 The North Yorkshire Domestic Abuse Training Strategy**

**Appendix 4 The North Yorkshire and York Making Safe Scheme Protocol**

**Appendix 5 The North Yorkshire and City of York Multi-Agency Risk Assessment Conference (MARAC) Protocol**

**Appendix 6 Domestic Abuse Local Needs Analysis**

**Appendix 7 Information Sharing**

## Glossary of Terms

**DAJCG** Multi-Agency Domestic Abuse Joint Coordinating Group

**CAADA** Coordinated Action Against Domestic Abuse

**FIT** Family Intervention Team, Children's Social Care, Children and Young People's Service, North Yorkshire County Council. The primary goal of FIT is to prevent the unnecessary placement of children into Care. The team will serve only those families whose case is reaching a point of escalation within the Children's Social Care system. It will also consider work specifically designed to return young people to a family placement from being Looked After

**IDVA/ISVA** Independent Domestic Violence Advisor / Independent Sexual Violence Advisor

**JSNA** Joint Strategic Needs Assessment

**MARAC** Multi Agency Risk Assessment Conference

**North Yorkshire and York Children's Trust** The Children's Trust has strategic responsibility for the development and implementation of integrated children's services across North Yorkshire and York

**Specialist Service** Any service referred to within this document as a 'specialist service' is specialist in terms of the sole purpose being to address the issue of Domestic Abuse

**IDAS** Independent Domestic Abuse Services (Specialist Service for North Yorkshire and York)

**Foundation DAS** Domestic Abuse Service within Foundation (Specialist Service covering Scarborough and Ryedale)

# 1.0 Executive Summary

This Strategy outlines North Yorkshire's and York's commitment to supporting all those affected by domestic abuse.

## Definition

On 31<sup>st</sup> March 2013, the Government changed the definition of domestic violence and abuse 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, emotional ”**

Controlling behaviour includes a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour.

Coercive behaviour includes an act or a pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used by perpetrators to harm, punish, or frighten their victim. This includes issues of concern to black and minority ethnic (BME) communities such as so-called honour based violence, forced or early marriage and female genital mutilation.

All forms of domestic abuse involve perpetrators seeking to exert power and control over their partners or family member and often incorporate a range or variety of abusive behaviours.

This strategy recognises the importance of distinguishing between the different types of domestic abuse including intimate violence<sup>1</sup>, 'child to parent violence' and 'peer on peer violence' each which have different causes, patterns of development, consequences and require different forms of intervention.

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<sup>1</sup>Four types of intimate violence:

- **Coercive controlling violence** is a pattern of emotionally abusive intimidation, coercion and control coupled with physical violence against partners.
- **Violent resistance** (to a violent, coercively controlling, partner) is seen as a violent reaction in an attempt to stop or to stand up to coercive controlling violence.
- **Situational couple violence** is used to identify the type of partner violence that does not have its basis in the dynamic of power and control.
- **Separation-instigated violence** describes the violence which first occurs on separation.

## Our Vision

In accordance with the Home Office definition this document sets out a vision for how domestic abuse should be addressed across York and North Yorkshire with implementation plans designed to achieve the aims of this strategy.

### Vision Statement

Partner agencies across York and North Yorkshire recognise the negative impact that Domestic Abuse has on families, children and communities, and are committed to providing effective and consistent support and interventions to meet the needs of those affected.

Our vision directly supports the vision of the Police and Crime Commissioner Plan for North Yorkshire and York:

**“ Be safe, feel safe - protected by the most responsive service in England ”**

## Key Principles

- Understanding the needs and expectations of adults, children and young people affected by domestic abuse and using this knowledge to shape the objectives of this strategy.
- Working in partnership in a planned and coordinated way that will drive activities and deliver real outcomes.
- Communicating and educating our community on the causes and effects of domestic abuse.

## Objectives

1. To coordinate services committed to early intervention and prevention of domestic abuse for adults, children and young people.
2. To improve and deliver support to children and young people who are affected by domestic abuse.
3. To improve the safety of victims who experience domestic abuse and support them in rebuilding their lives.
4. To coordinate and deliver interventions for perpetrators to reduce offending.
5. To work together to improve the equity and consistency of services with committed funding through effective partnership working.

## 2.0 The North Yorkshire and York Domestic Abuse Partnership (Monitoring and Implementation)

The North Yorkshire and York Domestic Abuse Partnership is coordinated through the North Yorkshire and York Domestic Abuse Joint Coordinating Group (DAJCG) and the York Domestic Abuse Board. The DAJCG includes representation from key agencies and sectors (Appendix 1) who through this group deliver their commitment to continuing to reduce the impact of domestic abuse and the effects on families across the sub-region. In order to do this we need to ensure that services are improving people's lives, with an emphasis on early-intervention and providing secure provision and consistent services across the county.

The DAJCG meets quarterly to develop a multi-agency strategic overview of domestic violence and related topics within the sub-region. This includes delivering specific strategic projects and obtaining an overview of delivery and barriers in achieving against the Local Domestic Abuse Forum Action Plans.

Progress of the group and the associated action plan forms part of the North Yorkshire Community Safety Agreement and quarterly update reports to the Community Safety Forum summarised in an annual report.

City of York Council recognises the need to work across the area defined in this strategy with specific priorities that York wishes to achieve. As a result a York Domestic Abuse Strategy and action plan will be developed that will be led by the York Domestic Abuse Board. Any aspects of the North Yorkshire and City of York Strategy action plan will be signed up for by the specified sectors.

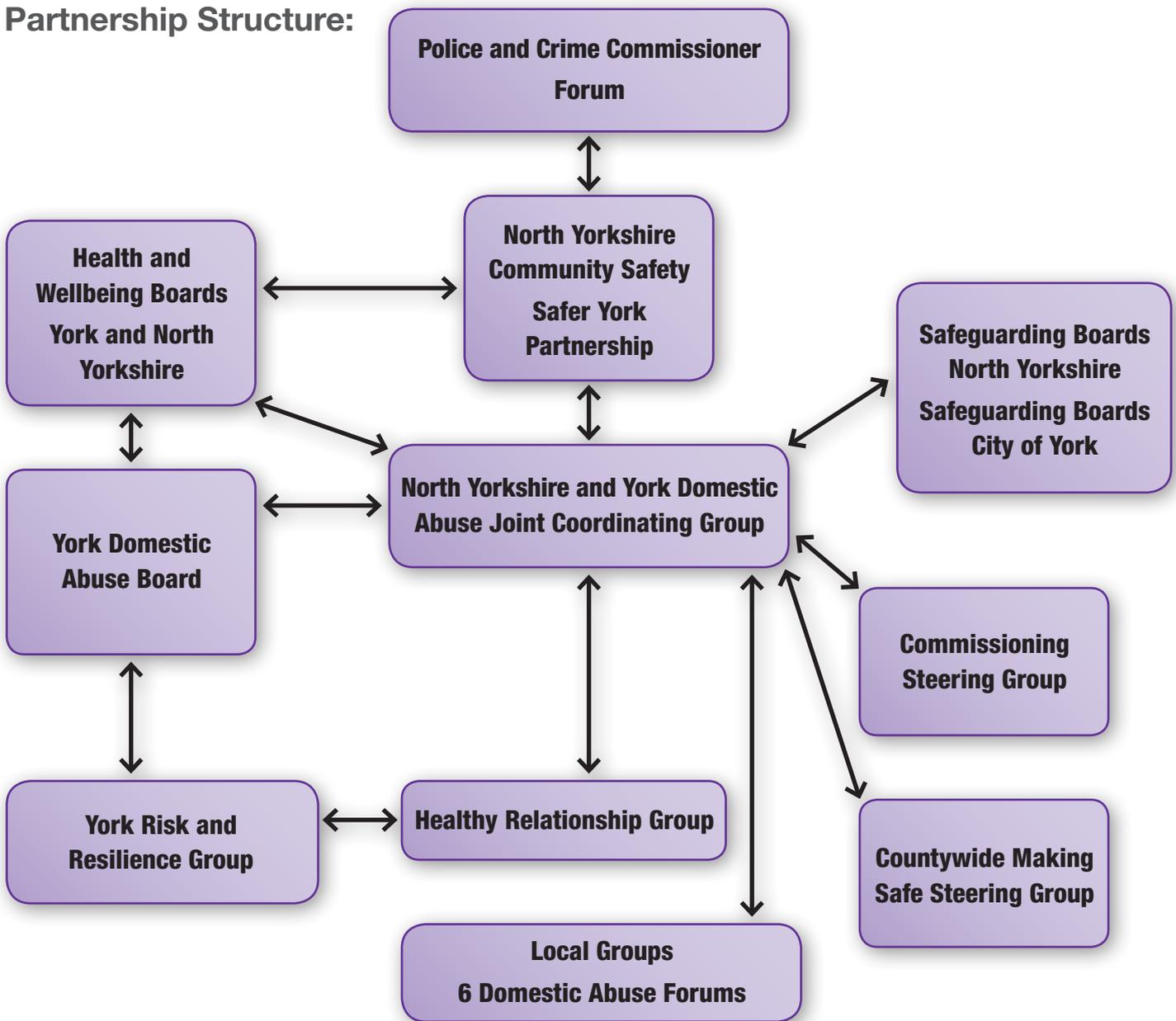
The DAJCG or the North Yorkshire and York Domestic Abuse Partnership was reviewed by 'Standing Together Against Domestic Violence' on behalf on the Home Office in 2012 and received a benchmark score of 'Good'

The Standing Together report summarises the excellent work and the momentum of progress the North Yorkshire and York Domestic Abuse Partnership is delivering through focussing on our solid foundation and recognition of need, the good joint working between North Yorkshire and York and with specialist services, an efficient and coordinated approach to Multi-Agency Risk Assessment Conferences (MARACs), the positive role and level of engagement of Children's Services within the partnership and the agenda and the innovative move towards a community budget.

***“ It is reassuring to encounter the level of consistency and effort that is being devoted to the issue of Domestic Abuse ”***

***“ An indicator of the success and maturity of the partnership is the mutual support to the partnership approach between York and the county ”***

**Partnership Structure:**



**2.1 Partnership Communication**

Through signing up to this strategy we are committed to communicating effectively not only with other agencies but also with members of the community.

This includes:

- Delivering coordinated awareness raising with all members of the community.
- Delivering targeted training to identified partner agencies.
- Facilitating coordinated communication within and between partnership agencies.
- Assessing awareness raising/ training to ensure its effectiveness and appropriate service delivery. Through signing up to this strategy we are committed to communicating effectively not only with each other but with members of the community.

## 3.0 Equality Statement

This strategy recognises that domestic abuse can affect people regardless of age; ethnicity; religion or belief; disability; sexual orientation; gender. An Equality Impact Assessment (Appendix 2) has been undertaken to inform the development of this plan and determine the impact on different groups.

The North Yorkshire Domestic Abuse Partnership recognises that domestic abuse:

- Is predominantly *but not exclusively* the abuse of women by their male partner or ex-partner
- Causes significant harm to children in the household
- Also occurs between other family members
- Requires specific procedures and practices if it is to be tackled effectively

Whilst women are predominantly the victims of domestic abuse, it is important to note that domestic abuse can also be perpetrated against men. Abuse can occur in any personal or family relationship including straight, gay and transgender relationships, with a number of published studies suggesting that domestic abuse occurs at a similar rate in both mixed and same sex relationships.

## 4.0 Objective Details

### 4.1 Objective 1 - Early intervention and Prevention

This strategy recognises that early intervention through increased awareness is a priority in the prevention of domestic abuse.

#### Outcomes

- Increased confidence in reporting and understanding of domestic abuse across all agencies
- Increased understanding of healthy relationships and forms of domestic abuse amongst different agencies and the public
- Delivery of our Domestic Abuse Training Plan (Appendix 3) including staff training on the early signs of domestic abuse and healthy relationships
- Improved understanding of the Domestic Violence Disclosure Scheme across North Yorkshire
- Increased awareness and understanding of healthy relationships through educational settings

### 4.2 Children and Young People

This strategy recognises that children and young people are affected by domestic abuse as; witnesses, experiencing abuse and/or living within an abusive household.

The strategy will ensure that we:

**Recognise the needs of and provide support for children and young people who are affected by domestic abuse and provide preventative approaches through early interventions and awareness raising.**

#### Outcomes

- Delivery of effective community education to increase awareness and understanding of Healthy Relationships and domestic abuse
- Support for Children and Young People to access specialist and non-specialist support including response to Female Genital Mutilation (FGM)
- Increased awareness and understanding of the signs and impacts of domestic abuse, and the support services available amongst staff working with children, young people and families
- Improved understanding of 'Young People using abuse' to inform effective response and intervention
- Expanded support services for young people who have experienced domestic abuse including those who may be at risk of becoming perpetrators

### 4.3 Victims

**This strategy recognises that adults of all ages (male and female) and children and young people can be affected by domestic abuse; either directly or indirectly.**

**The strategy will ensure that we:**

**Take a victim focused approach, in order to increase confidence in reporting domestic abuse and to protect victims from experiencing further harm.**

#### Outcomes

- Support for all victims to access specialist and non-specialist support services
- Improved local services and information to enable victims to remain in their own homes where safe and appropriate to do so
- Provision of safe supported accommodation for those who need to leave their homes
- Victims to receive personalised support through the special domestic violence court process (SDVC's) and Independent Domestic Violence Advisors (IDVA's).
- Improved multi-agency responses to prevent and reduce domestic abuse, including the delivery of training and the Champions Scheme
- Development of opportunities to work with young people affected by domestic abuse
- Improved understanding and responses to Child, Early and Forced Marriage (CEFM) and so called honour based violence

- Increased awareness and understanding of the signs and impacts of domestic abuse, and the support services available amongst staff working with adults
- An improved response to and understanding of the domestic abuse of vulnerable adults.

### 4.4 Perpetrators

**This strategy recognises that in addition to adult perpetrators of domestic abuse, young people may be identified as having or developing abusive behaviours.**

#### Outcomes

- Improve our understanding of patterns of abuse and recognising own behaviour.
- Deliver and continue to develop Making Safe (Appendix 4).
- Investigate and improve our knowledge of specialist programmes for working with female perpetrators
- Develop knowledge and guidance on working with serial perpetrators
- Improve services abilities to identify perpetrators.
- Identify perpetrators not in the criminal justice system.

## 4.5 Partnership Commitment

**This strategy recognises the need to continue to work in partnership between councils and with agencies to deliver Joint Commissioning and effective and coordinated services.**

### Outcomes

- Deliver the North Yorkshire and York Joint Commissioning Plan
- Continued provision of effective Multi-Agency Risk Assessment Conferences (MARAC) to mitigate further risk of harm (Appendix 5).
- Effective partnership working through Local Domestic Abuse Forums
- Effective and consistent monitoring and data analysis (Appendix 6)
- Effective multi-agency sharing of lessons learnt from local and national Domestic Homicide Reviews

## 4.6 The Cost of Domestic Abuse

In 2013/14, there were 10,111 reported incidents of Domestic Abuse in North Yorkshire and York. In 2009, CAADA estimated that the average cost of reporting Domestic Abuse is £20,000 per victim, therefore we can approximate that the total cost of reporting Domestic Abuse in 2013/14, in North Yorkshire and York, was £202,220,000.

This figure is indicative of costs to the Police and Health Services, however, it does not include further costs such as refuges and support workers. This figure also does not cover external costs such as missed days at work. Once these further costs are factored in the actual cost of Domestic abuse in North Yorkshire is much higher, with figures reporting that the annual cost of Domestic Abuse for England and Wales is £15.7 billion<sup>2</sup>.

This strategy recognises the importance of preventative measures in reducing offending and reoffending to drive down the costs and impacts of domestic abuse across North Yorkshire and York.

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<sup>2</sup><http://refuge.org.uk/get-help-now/what-is-domestic-violence/domestic-violence-the-facts/>

## 5.0 Related Documents and Guidance

This strategy has been informed by local and national guidance. For further context on the objectives of this strategy please see the following:

### Adult Victims and Perpetrators

- Together We Can End Violence Against Women and Girls: A Strategy  
<http://webarchive.nationalarchives.gov.uk/20100419081706/homeoffice.gov.uk/about-us/news/violence-against-women-and-girls.html>
- Dealing with Cases of Forced Marriage. Guidance for Education Professionals  
<https://www.gov.uk/forced-marriage>
- CAADA Risk Identification Checklist  
[http://www.caada.org.uk/marac/RIC\\_with\\_guidance.pdf](http://www.caada.org.uk/marac/RIC_with_guidance.pdf)
- The North Yorkshire Health and Adult Services Domestic Abuse Reference Pack (still under development)

### Children and Young people

- The North Yorkshire Domestic Abuse School's Reference Pack  
<http://www.northyorks.gov.uk/article/28675/Domestic-abuse>
- The North Yorkshire Domestic Abuse Youth Support Services Reference Pack
- Practice Guidance: Safeguarding Children Abused through Domestic Abuse  
<http://www.safeguardingchildren.co.uk/domestic-abuse.html>
- Expect Respect Education Toolkit  
<http://www.thehideout.org.uk/over10/adults/resources/educationaltoolkit/default.aspa>
- Vulnerability Checklist <http://www.safeguardingchildren.co.uk/vlc.html>  
<http://www.safeguardingchildren.co.uk/managed/NYSGC/reports/Vulnerability%20Check%20List.pdf>
- Information on the Common Assessment Framework in North Yorkshire

### Health

- **Healthy Lives, Healthy People: Our Strategy for Public Health in England (2010)** [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/216096/dh\\_127424.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/216096/dh_127424.pdf)
- Improving services for women and child victims of violence: the Department of Health Action Plan Department of Health 2010 [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/215919/dh\\_122094.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/215919/dh_122094.pdf)

For a detailed overview of the existing services and pathways for all affected by domestic abuse in North Yorkshire and York and our partnerships, please see the relevant implementation plan <http://www.safeguardingchildren.co.uk/news.html/75>

## Contact us

**Jane Mowat**, Head of Community Safety, City of York Council.

Tel: 01904 555742 Mob: 07984496352

**Gill Warner**, Commissioning and Development Manager (Health and Adult Services), NYCC

Tel: 01609 536903

**North Yorkshire County Council, County Hall, Northallerton, North Yorkshire, DL7 8AD**

Our Customer Service Centre is open Monday to Friday 8.00am - 5.30pm (closed weekends and bank holidays).

Tel: **01609 780780** email: [customer.services@northyorks.gov.uk](mailto:customer.services@northyorks.gov.uk)

Or visit our website at: [www.northyorks.gov.uk](http://www.northyorks.gov.uk)

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**Tel: 01609 780780 Email: [communications@northyorks.gov.uk](mailto:communications@northyorks.gov.uk)**

