



**Scrutiny Committee**  
**Understanding and Tackling Domestic**  
**Abuse in North Ayrshire**

**Investigation Report**



**NORTH AYRSHIRE**  
COUNCIL

## **Scrutiny Committee**

### **Understanding and Tackling Domestic Abuse in North Ayrshire**

#### **Investigation Report**

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# Contents

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1. Background to Investigation
2. National and Local Context
3. Prevention
4. Protection
5. Provision
6. Costs of Domestic Violence
7. Conclusions and Recommendations
8. Appendices

# 1. Background to Investigation

- 1.1 In July 2008 Councillor Alan Hill proposed that an investigation into the high levels of domestic abuse in North Ayrshire should be included in the Scrutiny Committee's programme. It was agreed not to proceed at that time, however, because research was being commissioned on this issue by the North Ayrshire Violence against Women Forum.
- 1.2 The final report by Ann Rosengard Associates on the research findings was published in July 2009. On 14 September 2009, the Scrutiny Committee agreed to investigate how domestic abuse and other aspects of violence against women is being tackled in North Ayrshire. The research report was used by the Committee as its main evidence.

## Purpose and Objectives

- 1.3 The purpose and objectives of the investigation into "Understanding and Tackling Domestic Abuse in North Ayrshire" were: -
  - **To obtain a better understanding of patterns of violence against women and how to tackle effectively domestic abuse and other aspects of violence against women in North Ayrshire**
  - **To reach informed, evidence based conclusions on what is working well locally; and**
  - **To make recommendations on what changes might be considered**
- 1.4 As the investigation developed the Committee added an objective: -
  - **To establish the costs to Council Services of tackling domestic abuse and supporting the women and children experiencing violence**

## Arrangements for Gathering Evidence

- 1.5 The main body of written evidence considered by the Committee was the research report by Ann Rosengard Associates entitled "Understanding and Tackling Domestic Abuse in North Ayrshire"<sup>1</sup>
- 1.6 The Committee received a presentation on the research project and its findings at its first session. This gave an overview of the context for the investigation. Each organisation and service invited to give oral evidence to the Committee was also invited to submit written evidence.

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<sup>1</sup> Ann Rosengard Associates (2009) Understanding and Tackling Domestic Abuse in North Ayrshire

1.7 The Committee agreed that its investigation should be structured using the following themes: -

**Prevention** – to prevent, remove or diminish the risk of violence

**Protection** – to protect women from victimisation, repeat victimisation or harassment by perpetrators and protect the children and young people affected

**Provision** – to provide adequate services to deal with the consequences of violence against women and children to help them rebuild their lives.

1.8 There were therefore three evidence-gathering sessions and witnesses were invited to attend from relevant agencies to give oral and written evidence at each one. North Ayrshire Women's Aid, as the main service provider for women experiencing violence, was invited to attend all three sessions.

1.9 The following sessions were held: -

**Prevention: 16 November 2009**

Overview of Research Findings	North Ayrshire Council Chief Executive's Service
Preventative Work in Schools	North Ayrshire Council Educational Services
Domestic Abuse Training	North Ayrshire Women's Aid

**Protection: 11 January 2010**

Responding to Domestic Abuse Incidents	Strathclyde Police
Criminal Justice Response	North Ayrshire Council Social Services
Work with Perpetrators of Violence	South West Scotland Community Justice Authority
Child Protection	North Ayrshire Child Protection Committee
Support and Assistance	North Ayrshire Women's Aid

**Provision: 8 February 2010**

Homelessness & Home Security	North Ayrshire Council Housing Services
Counselling for Survivors of Rape and Child Sexual Abuse	Break the Silence
Routine Enquiry in the Health Service	NHS Ayrshire & Arran
Refuge Provision	North Ayrshire Women's Aid

- 1.10 “Participation” and consultation with service users is an emerging theme in recent violence against women work. There was no direct involvement of service users in the Committee’s investigation but 15 women who had experienced violence were interviewed by the researchers in the course of the research project. Their comments were included in the written evidence to the Committee within the research report.

## **Definitions**

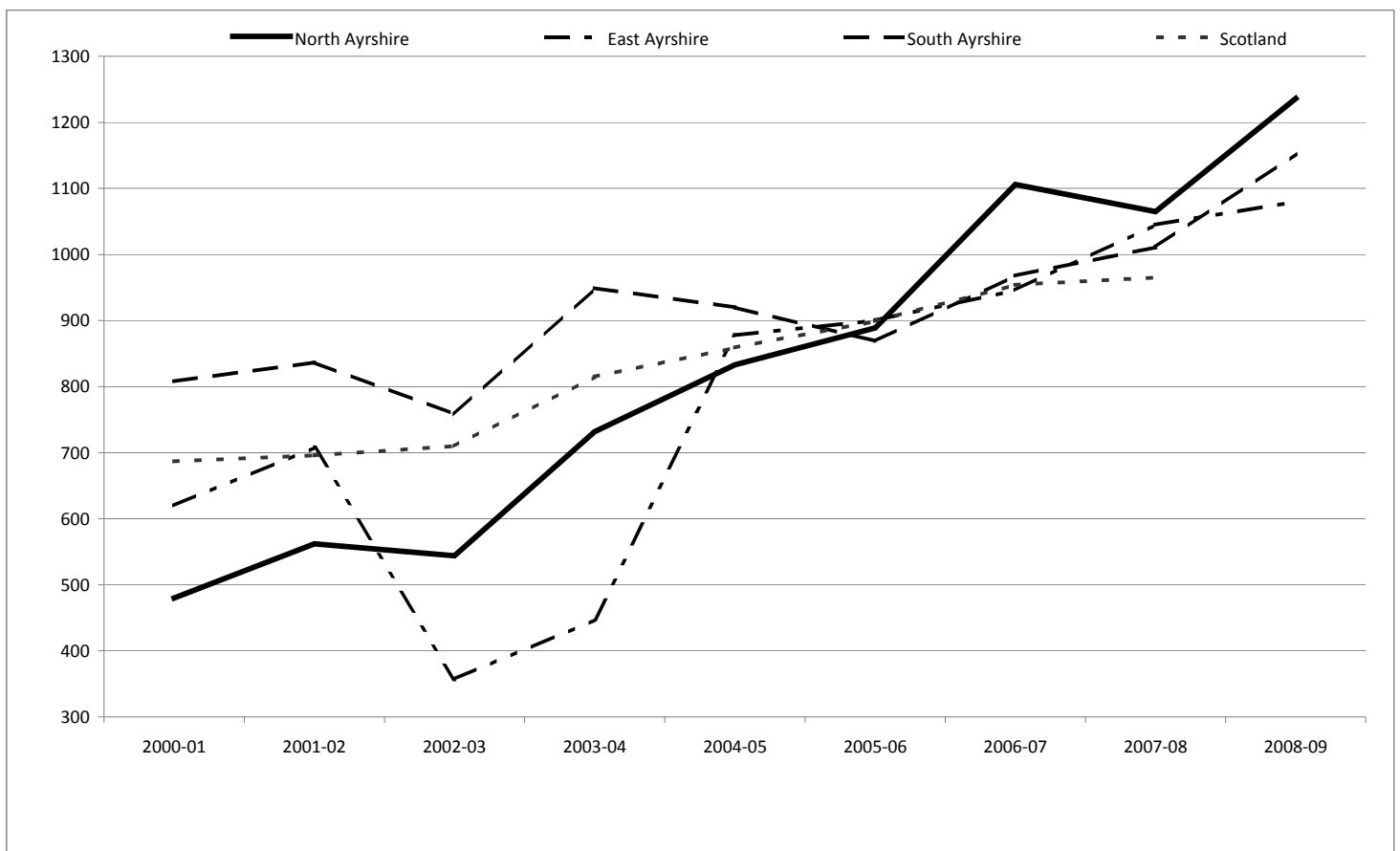
- 1.11 “**Violence against Women**” has been defined by Cosla and the Scottish Government as “actions which harm or cause suffering or indignity to women and children, where those carrying out the actions are mainly men and where women and children are predominantly the victims”. Violence against women includes domestic abuse, as well as rape, incest, child sexual abuse, prostitution, sexual harassment, stalking and commercial sexual exploitation
- 1.12 “**Domestic abuse**” is one form of violence against women. Strathclyde Police defines domestic abuse as “any form of physical, sexual or mental and emotional abuse which might amount to criminal conduct and which takes place within the context of a relationship. The relationship will be between partners (married, co-habiting, civil partnership or otherwise) or ex-partners. The abuse can be committed in the home or elsewhere.”

## 2. Local and National Context

### Background

2.1 There have been high levels of domestic abuse incidents reported to the Police in North Ayrshire for some years. In 2008 the Violence Against Women Forum decided to carry out research to gain a better understanding of this issue. The research brief was to identify the main elements, recurring themes, and contributing factors behind the number of domestic abuse incidents in the area. A comparison of the rate of reports of domestic abuse per 100,000 population in 2007/08 shows that only three other local authorities in the Strathclyde Police area reported a higher rate than North Ayrshire (West Dunbartonshire, Glasgow and Inverclyde)

**Chart 1 Rate of Domestic Abuse Incidents per 100,000 of population**



2.2 Domestic abuse can have a devastating effect on women's lives and on the lives of their children. It affects women and children from all backgrounds and can result in homelessness, isolation, loss of earnings, the misuse of alcohol and drugs, physical and mental health problems, and even death.

## **Statistical Evidence**

2.3 The recent research project highlighted that in North Ayrshire reports of domestic abuse incidents to the Police had continued to rise over the last 8 years. The rise in reporting, however, should not be seen as indicating a parallel rise in incidence but merely of the reporting of incidents to the Police. It is widely acknowledged that domestic abuse is under-reported and that more reporting should therefore be encouraged. Increased reporting of incidents to the Police can therefore be seen as one indicator of success.

2.4 In the year 2007/08 the researchers found that in North Ayrshire: -

- There was an increase of 200 (12%) in the number of reports of domestic abuse over the previous year (from 1455 in 2007/08 to 1689 in 2008/09);
- There were 1,357 children in households where a domestic abuse incident had been reported to the Police (2008/09), out of a total of 30,260 children aged 0-18 living in North Ayrshire;
- Not all domestic abuse incidents were recorded as crimes (52%) and so do not go through the criminal justice system;
- There was a rise in the young women reporting incidents and in the number of reports by victims who had been repeatedly victimised (58% of all reports were made by someone who had previously reported a domestic abuse incident );
- There is a correlation but not a causal link between Police involvement in domestic abuse incidents and high levels of deprivation and with alcohol misuse;
- The majority of homeless applications are from women leaving a violent or abusive partner and the number of these applications is increasing;
- Of the 15 women who had experienced violence interviewed by researchers, only five had reported their abuse to the Police; and
- 25 incidents of rape were reported to the Police.

## **National Context**

2.5 In 2009, the Scottish Government and Cosla published a joint strategy "Safer Lives: Changed Lives: A Shared Approach to Tackling Violence Against Women in Scotland". The purpose of the strategy is to provide a shared understanding and approach to guide work in tackling violence against women in Scotland.

- 2.6 Findings from the British Crime Survey 2004 indicate that one in 4 women will experience domestic abuse from a partner in her lifetime.<sup>2</sup>
- 2.7 The joint national strategy indicates that there is a need to:
- Recognise the spectrum of violence against women of which domestic abuse is a part;
  - Provide appropriate support for those affected;
  - Provide protection and ensure safety;
  - Ensure legal remedies and agency responses can deal adequately with the perpetrator and victim;
  - Encourage reporting;
  - Improve data collection, particularly with regard to the experience of marginalised women and children;
  - Provide better measurement of outcomes and progress; and
  - Find effective means of preventing violence occurring.
- 2.8 The Scottish Government has confirmed in this strategy that it is investing over £44 million in 2008/11 to drive forward work to tackle violence against women.
- 2.9 There is a range of other national policies and programmes which seek to improve the lives and opportunities of children and families. These include: -
- National Domestic Abuse Delivery Plan for Children and Young People
  - Achieving our Potential,
  - The Early Years Framework
  - Equally Well
  - Getting It Right For Every Child
  - Curriculum for Excellence 3-18

### **International Context**

- 2.10 Violence against women persists in all countries and ranges in its prevalence from 13% in Japan to 61% in Peru<sup>3</sup>. It affects women of all ages, social backgrounds, races and religions. This violence is rooted in the inequality between men and women.
- 2.11 In Europe, an overview of studies in Council of Europe member states found that one-fifth to one quarter of all women have experienced physical violence at least once in their adult lives, and more than one tenth have suffered sexual violence involving the use of force. Figures

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<sup>2</sup> Walby, S & Allen, J Domestic Violence, sexual Assault and Stalking: Findings from the British Crime Survey, 2004 Home Office Research Study 276

<sup>3</sup> World Health Organisation. (2005) Multi-country study on women's health and domestic violence against women. Geneva.

for all forms of violence, including stalking are as high as 45%. Unlike men who also encounter a great deal of physical violence, for women the majority of such violent acts are by men, most often partners or ex-partners<sup>4</sup>.

2.12 A wide range of efforts have been made to tackle violence against women through improving the co-ordination of the criminal justice services response, providing more support to the victims, and through developing multi agency strategies.

2.13 Violence against women has a strong human rights component. A number of international commitments have been made to tackle violence against women as a violation of women's human rights. These include:

- The Platform for Action - the core document of the 1995 UN women's conference in Beijing in which violence against women was declared a human rights violation;
- The Convention on the Elimination of All Forms of Discrimination Against Women - the outcome of the UN General Assembly's 23<sup>rd</sup> special session "Women 2000";
- UN Security Council Resolutions 1820 and 1888 which address the issue of sexual violence in conflict

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<sup>4</sup> Hagemann-White, C. Combating violence against women: Stocktaking study on the measures and actions taken in Council of Europe member states, Council of Europe, 2006

### **3. Prevention**

- 3.1 On 16 November 2009, the Scrutiny Committee considered evidence on the preventative work which has been carried out in North Ayrshire. In addition to the written evidence in the research report, a report was submitted on the “Role of Educational Services in Tackling Domestic Violence” (Appendix 1).
- 3.2 The researchers found that many of the professionals interviewed stressed the need for a longer-term strategy on prevention which challenges the values and attitudes that underpin violence against women.

#### **Research Findings**

- 3.3 From the research findings, the researchers recommended that:
- There should be a review of the materials used in schools to ensure preventative messages about healthy relationships are fully addressed and to identify any gaps;
  - a secondary school should be approached to act as pilot to track the experiences of a young person who is experiencing domestic abuse and the support provided to them and to review the work of the school to address issues relating to domestic abuse; and
  - Child Protection Committee website developments should be monitored to ensure that the relevant messages about domestic abuse are available to young people through the website.

#### **Curriculum for Excellence**

- 3.4 The statements of experiences and outcomes in health and wellbeing contained within the *Curriculum for Excellence* help to make children aware of the impact that their behaviour, and the behaviour of others (including parents), can have on the lives of others. Positive behaviour is encouraged from an early stage and children are made aware that they, or their loved ones, do not have to tolerate abuse. Staff are encouraged to be proactive in promoting positive behaviour in the classroom, playground and the wider school community.

## **Support for Children Experiencing Violence**

- 3.5 There are many ways in which schools assist young people e.g. peer support, buddies, safe areas, mentors, pupil support staff and extended support teams.
- 3.6 The Committee enquired about the support available to children who report their experience of domestic abuse at school and the training provided to teachers to allow them to deal with such situations. It was of the view that this support should be accessible and be widely available to women, children and young people.
- 3.7 It was confirmed that personal support is provided to a child or young person who discloses that they have experienced or witnessed domestic abuse in the home to their teacher. Additional support is available from guidance teachers, home school inclusion workers and campus police officers.
- 3.8 Individual support is also provided by Women's Aid Children's Outreach Workers who act as counsellors and advocates in many schools, liaising with staff such as guidance teachers, school nurses and home school inclusion workers.
- 3.9 In addition, Women's Aid participates in preventative work in schools, including Health Awareness Days, where pupils are encouraged to talk about the importance of healthy relationships. A pilot project is being undertaken with St Matthews Academy, Saltcoats, in the current year with the aim at making S1 pupils aware of the effects of domestic abuse.
- 3.10 A new system has been put in place to ensure that schools are notified of domestic abuse incidents reported to the Police when a child or young person has been present. The school then monitors the child's progress and behaviour sensitively and concerns are shared appropriately with other agencies.

## **Domestic Abuse Training**

- 3.11 North Ayrshire Women's Aid offers a programme of training to workers from various agencies involved in tackling domestic abuse and violence against women, including the Council (Social Services, Educational Services, Community Wardens, etc), NHS Ayrshire and Arran, and the Children's Panel. A part time Training Officer is employed to deliver this training.

## **Conclusion**

- 3.12 Throughout all sessions of the Committee's investigation, the importance of work on preventing violence was a recurring theme.

Much of the activity in tackling abuse has been centred on the criminal justice system and support for the victim of violence. There is an increasing recognition that more needs to be done in preventing violence from occurring.

- 3.13 In the Protection session, the Police indicated that in their view prevention should be a priority, starting with the education process at an early stage in schools. **The use of Campus Police Officers, School Nurses and Home-link Workers in schools, as a route for young people reporting domestic abuse and in contributing to the prevention programmes used by schools, was suggested as an appropriate way forward.**
- 3.14 Similarly, Social Services also confirmed at that session that in its view education was important for very young children and parents. They need to get the message that violence against women is unacceptable, so that services do not have to manage the results of this violence at a later stage.
- 3.15 **The benefits of publicity campaigns on local radio, the TV and in the press were highlighted by the Committee as an effective means of getting this message across and it was proposed that more of this type of awareness-raising is required.**

## 4. Protection

4.1 On 11 January 2010 the Committee considered evidence on the **protection** of women and children experiencing violence. In addition to the written evidence in the research report, the Committee considered:

- A table on Child Protection referrals from 2006/07 to 2008/09 (Appendix 2)
- A report on the work of Criminal Justice Social Services on domestic abuse (Appendix 3)

4.2 The protection of women from violence includes protection from victimisation or harassment by perpetrators and protection of the children and young people affected. The Committee considered the roles of the various agencies involved in providing this protection and the issues for each of these services in ensuring the protection of women and children.

### Police

4.3 Strathclyde Police has established processes for dealing with domestic abuse incidents which incorporate the response, investigation, detention and arrest, and post-incident management of incidents. The Committee was advised of recent developments including:

- A joint protocol agreed between the ACPOS, the Crown Office and the Procurator Fiscal Service outlining procedures and practices to be followed in domestic abuse cases;
- The establishment of a database to log and track domestic abuse cases;
- The introduction of a new Domestic Abuse Toolkit providing clear guidance to officers and police staff on how to respond more effectively to domestic abuse victims;
- The introduction of digital cameras within Police vehicles to allow officers to capture photographic evidence at an early stage;
- The proactive service provided by the Domestic Abuse Unit in Kilmarnock;
- The establishment of a Domestic Abuse Task Force to provide support to victims and pursue perpetrators;
- Rigorous enforcement of bail and curfew checks; and
- Availability of the Alcohol Referral Scheme and Cocoon Watch.

4.4 It is estimated that each domestic abuse incident takes between 4½ – 9 hours to deal with which has significant resource issues for the Police service. The Police regard domestic abuse as “endemic” in the area and that higher numbers of reported incidents do not mean that domestic violence is increasing, but only that it is being reported more

often. Connections were made to the high levels of all forms of violence which occur in North Ayrshire and the misuse of alcohol, particularly in the home.

- 4.5 The Police are working with persistent perpetrators responsible for a high number of incidents in order to target their resources and this approach has been successful.

### **Social Services: Criminal Justice Service**

- 4.6 Criminal Justice Social Services prepare reports for the courts and supervise perpetrators of domestic abuse in the community. The service aims to reduce re-offending behaviour, improve community safety, and reduce the unnecessary use of custody
- 4.7 Most perpetrators receive fines. The researchers found in a snapshot of disposals by the Court from January to April 2009 that a fine was imposed in 22 cases (46%), with the fines ranging from £70 to £600. Where women are still economically dependent on their abusers, a fine can have an additional impact on them and can effectively be a further punishment on the family.
- 4.8 A "Toolkit to Aid the Development of Specialist Approaches to Cases of Domestic Abuse" has been produced by the Scottish Government from the findings of a pilot domestic abuse court in Glasgow. Elements of this toolkit are being applied at Ayr Sheriff Court which is piloting a Domestic Abuse Court to "fast track" the offender to court and ensure support is available to the victim from Women's Aid.
- 4.9 Where domestic abuse incidents are linked to alcohol abuse, special bail conditions are available requiring the perpetrator to abstain from alcohol throughout his bail period if he remains in the family home. He can also receive support from an alcohol counselling service.

### **Caledonian System**

- 4.10 The Caledonian System is a new, accredited programme for adult male offenders who have been convicted of domestic abuse offences and are subject to statutory supervision. It also includes a support service for women and children, a training programme for staff, and the development of inter-agency protocols.
- 4.11 A bid is being made to the Scottish Government's Community and Justice Department in February 2010 by the South West Scotland Criminal Justice Authority for this system to be introduced in Ayrshire. If successful, staff training could begin in April 2010. The Scottish Government will not commit resources to the system beyond 2010/11, which can create difficulties in recruiting staff to temporary posts.

- 4.12 The Committee was of the view that there needs to be work done with perpetrators of violence with whom Social Services are involved and that, if the bid for the Caledonian System is unsuccessful, there needs to some alternative programme put in place.**
- 4.13 The funding for Criminal Justice Social Work is mainly ring fenced for this purpose by the Scottish Government. The Council could choose to prioritise funding for this purpose, however, through the budget process. The Caledonian System will only work with medium to high-risk offenders and there will remain considerable numbers of perpetrators who would not be eligible for the programme.
- 4.14 The introduction of Multi Agency Risk Assessment Conferencing in Dumfries and Galloway is another means of protecting the women and children experiencing violence which has been successful in other areas. This approach seeks to identify victims at very high risk of harm from domestic violence and could be rolled out by the South West Scotland Community Justice Authority, if resources become available.

### **Child Protection**

- 4.15 Violence against women can have a major impact on the lives of children and young people. Children can be the victims of physical and sexual violence and of emotional abuse themselves, or can be witnesses of such abuse. This can have severe effects on their emotional and mental health and their future wellbeing.
- 4.16 The research project found that “key agencies in North Ayrshire are increasingly engaged in structured multi agency initiatives to prevent harm due to violence against women ... to ensure that children receive the most appropriate response to their needs”
- 4.17 Children are referred to Child Protection for a wide range of reasons and can this be as a result of the impact of domestic abuse. They are categorised under 5 areas: - physical injury, emotional abuse, sexual abuse, physical neglect and failure to thrive. Domestic abuse is not a category but could be part of physical or emotional abuse. It was, however, next to alcohol and drugs, the most common underlying reason for referral to Child Protection.
- 4.18 If the Police attend at a domestic abuse incident where there are children in the household, then the incident is referred to both Social Services and the Scottish Children’s Reporters Administration (SCRA). SCRA then investigate the case and if there are sufficient grounds will call a Hearing. SCRA find 99% of their child protection referrals come from the Police and that there are generally also issues around alcohol, drugs and care of the child.

4.19 Women's Aid also find that many of the children they support come from homes where there are addiction problems and involvement with the criminal justice system. Drugs can be used by abusers as a way of controlling women and women can be concerned about reporting violence to the Police because they fear losing their children to Social Services.

## **Conclusion**

4.20 There is a considerable amount of work being undertaken through the criminal justice system in protecting women and children experiencing violence but more work could be done with the perpetrators of violence. The issue of alcohol and drug misuse by the perpetrator and victim adds to the complexity this issue.

## 5. Provision

5.1 On 8 February 2010 the Scrutiny Committee considered the provision of services to deal with the consequences of violence against women and children; and the cost of providing services to tackle domestic abuse.

5.2 In addition to the research evidence, the Committee received reports on:

- Property Services' costs for women experiencing domestic violence in 2008/09 (Appendix 4);
- Social Services' costs of domestic violence in 2008/09 (Appendix 5)
- Educational Services' indicative costs of preventative work in schools on domestic violence in 2008/09 (Appendix 6)
- NHS' estimated costs for domestic abuse in Scotland (Appendix 7)
- NHS Ayrshire & Arran's Gender Based Violence Action Plan (Appendix 8)
- Domestic Abuse Incidents Reported to the Police (Appendix 9)

5.3 The provision of services to women and children experiencing violence includes:

- refuge accommodation and other support provided by Women's Aid;
- homelessness accommodation and tenancy support by the Council;
- home security assistance to provide practical support e.g. alarms, locks;
- Support from Victim Support;
- Rape crisis and child sexual abuse counselling services;
- Health services, including GPs and hospitals;
- Mental health services;
- Drug and Alcohol services; and
- Services for children and young people.

5.4 The research report provides details of all of these services and service users' experience of them. It found that "service users were generally happy with the services received". It also stated "evidence of good operational joint work emerged with, for example, women who access Women's Aid being linked into a range of other services, as necessary".

5.5 The gaps in services highlighted by the research were:

- the lack of a rape crisis centre/services in North Ayrshire;

- the lack of therapeutic services for children who have experienced abuse;
- lack of services for adult survivors of childhood sexual abuse;
- difficulties or delays in accessing statutory addiction services and mental health services;
- appropriate mechanisms for consulting and involving women and children;
- a need for more publicity about local services;
- a need for more support e.g. more Women's Aid workers and longer opening hours
- a need for training on the impact of commercial sexual exploitation of women and girls, and guidance on working with women involved in prostitution.

### **Property Services: Homelessness**

- 5.6 The Council has 165 flats and two hostels available to provide accommodation to homeless people, including women fleeing domestic violence. The average stay in this accommodation is 120 days, from the initial homeless assessment to being housed.
- 5.7 The researchers found that the majority of homelessness applications are from women. The number of applications has increased from 135 to 165 between 2005/06 and 2008/09, although the number of applications from men is increasing at a higher rate over the same period (from 21 to 52).
- 5.8 The increase in women's applications is almost entirely due to an increase in the number of applications from the 18-24 year old age group. The number of repeat applications has also increased over the same period from 26 to 55 and the majority are from female applicants.
- 5.9 The Committee noted that the numbers of domestic abuse applications were high despite Housing Services' recent success in reducing levels of homelessness overall. This has been as a result of increasing effectiveness in the prevention, alleviation and resettlement services of homeless or potentially homeless people. In cases of domestic abuse, however, it is difficult to target prevention activity because the service is supporting the victim rather than the perpetrator responsible for causing the homelessness.
- 5.10 The Committee was advised that repeat homelessness is at a low level and that it is not common for women to apply repeatedly. It was suggested that it may be useful to establish perpetrators who serially abuse women applicants so that efforts could be targeted on these individuals.

## Home Security

- 5.11 The research report also confirmed that a key requirement is for women to feel safe. The home security project based in the Council's Anti Social Behaviour Team is particularly valuable and highly regarded in providing this support. The research confirmed that the project works well and is cost effective, as well as allowing women to feel safe in their own homes.
- 5.12 Housing Services is carrying out a temporary accommodation review and the results of the review should be available by March 2010. This will provide more information on the cost effectiveness of homelessness services and proposals for the next 3 years.

## North Ayrshire Women's Aid: Refuge Provision

- 5.13 North Ayrshire Women's Aid has 24 places available in the following locations: -

Three Towns	6 flats
Garnock Valley	6 communal refuge places and 3 flats
Irvine	5 communal refuge places
North Coast	4 flats

- 5.14 Flats within the community are welcomed by some women but do not provide the same level of security as the refuge places. Women's Aid employ Children's Outreach Workers who provide support to children and young people affected by domestic abuse. It also employs Drug Support Workers to assist women with drug and alcohol problems.

## Alcohol and Drugs Issues

- 5.15 Women's Aid report high and increasing numbers of women using their services are coping with alcohol and/or drug problems, including the use of prescribed drugs. A risk assessment is carried out before admitting a woman to a refuge and this takes account of her drug or alcohol misuse. The research found that the restriction on the methadone programme locally has meant that there can be lengthy waiting lists. This can act as a barrier to women in receiving support and in leaving an abusive relationship.
- 5.16 Women's Aid expects a reducing methadone programme to form part of the treatment for addiction. Women leaving refuge can become involved in drug taking again and they may be targeted and encouraged to return to drug taking at this point. Support is provided but this can be a difficult period.
- 5.17 **Speedier access to addiction services could assist in allowing women to move on more effectively when they are ready to leave**

**an abusive relationship. The Committee suggested that it may be appropriate to make representations to allow this access for women experiencing domestic abuse.**

- 5.18 Women's Aid regards "success" as a woman being able to leave an abusive relationship and to rebuild her life again successfully. Sometimes women will return for assistance, but this does not happen often. Women's Aid has had experience of the same abuser moving on to abuse different women and, in two cases, of the perpetrator going on to kill the women involved.
- 5.19 "Success" in the broader context would be a reduction in violence against women and this will involve changing attitudes about violence. **There is a challenge in finding an effective means of measuring that progress is being made.**

### **Rape and Child Sexual Abuse Counselling Service: Break the Silence**

- 5.20 Break the Silence provides free and confidential support services to adult survivors of childhood sexual abuse and rape from North Ayrshire. It is based in Kilmarnock and was appointed by the Council to deliver this service on an outreach basis from August 2009 to March 2010. In February 2010 it had 44 clients from North Ayrshire and a total of 61 referrals had been received since August 2009.
- 5.21 The Committee discussed the difficulties survivors of child sexual abuse face in speaking about their abuse and it was suggested that more services, particularly GPs, could assist by asking this question.** Training would be required to ensure services ask the question and staff are able to respond effectively when someone discloses their abuse to them. This training is about to begin in certain health services.
- 5.22 Break the Silence find that 70% of their referrals come from NHS Ayrshire and Arran. There are proposals to jointly commission an Ayrshire-wide service for 2010/11 between the 3 Ayrshire local authorities and NHS Ayrshire and Arran to provide this counselling service in the future.

### **NHS Ayrshire and Arran**

- 5.23 Women who have experienced violence will use a wide range of health services including GPs, hospital Accident and Emergency and specialist services, such as gynaecology. "Routine Enquiry" is being introduced by all Health Boards in Scotland so that every person who attends certain health services will be asked if they have been abused. This will involve maternity services, mental health, addictions, community nursing, sexual and reproductive services and Accident and Emergency services.

- 5.24 All staff in these services are to receive training which will begin in March 2010. This will begin in North Ayrshire, with South and East Ayrshire following on thereafter. Systems will also be put in place to record the numbers of people disclosing abuse.
- 5.25 In North Ayrshire multi agency working between the NHS, the Council and other agencies is considered good in relation to domestic abuse, when compared to other areas of the country. The Violence Against Women Forum plays a useful role in this regard. The NHS system, however, is primarily dealing with the consequences of violence against women and the costs of this are wide-ranging and difficult to establish.

### **Conclusion**

- 5.26 The provision of the wide range of services to support women and children experiencing violence is good in North Ayrshire and services link well together. There are some gaps, however, particularly in relation to support services for survivors of child sexual abuse and rape; therapeutic services for children who have experienced sexual abuse; and access to addiction services.

## 6. Costs of Domestic Violence

- 6.1 There is evidence that violence against women has costs to women and their families, their communities, and society at many levels. It reduces the capacity of the victims to contribute productively to the family, the economy and public life. It uses resources from social services, housing services, the criminal justice system and health services and it lowers the educational and other attainment of victims and their children<sup>5</sup>
- 6.2 There are several types of domestic violence costs including the direct costs of services, the indirect cost of lost employment and productivity, and the value placed on human pain and suffering.

### National Research

- 6.3 In 2004 a research report on the cost of domestic violence<sup>6</sup> was published by the Government's Women and Equality Unit. It estimated that the cost of domestic violence in England and Wales for the state, employers and men and women who are victims to be **£23 billion** in 2001. This cost included: -

- **Criminal Justice System** – Police, prosecution, courts, probation, prison and legal aid services
- **Health Care**
  - physical injuries
  - mental health care
- **Social Services** – mainly Children's Services
- **Housing Services** – Emergency Housing & Refuge
- **Civil Legal** – Injunctions, divorce, child custody
- **Economic Output**
- **Human & Emotional Cost**

### Costs of Domestic Violence in North Ayrshire

- 6.4 The Committee extended its original brief at its meeting on 14 September 2009 to include consideration of the costs of domestic abuse to Property and Social Services. Information on the costs to Educational Services, NHS Ayrshire and Arran and Strathclyde Police

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<sup>5</sup> Secretary General, United Nations (2006) In-depth study on all forms of violence against women

<sup>6</sup> Walby, S (2004) The Cost of Domestic Violence, Women and Equality Unit, DTI

was also requested. It is very difficult to put a cost against some of the work by Council Services in tackling domestic abuse and some of the costs given are therefore indicative only.

- 6.5 The total estimated cost of domestic violence for North Ayrshire Council was **£2.9 million**. The break down of this cost for each service is shown below.

### **Cost of Domestic Abuse to Property Services 2008/09**

<b><i>Homeless Service</i></b>	
- Temporary Accommodation	£731,366
- Support Costs	£23,359
- Homelessness Assessment	£26,846
<b><i>Home Security</i></b>	
Co-ordinator costs	£18,688
Home security equipment	£13,126
<b><i>Women's Aid Funding</i></b>	
Accommodation costs	£295,096
Counselling and Support Costs	£145,647
Children's Integration Costs	£150,000
Addiction Workers	£66,500
Outreach	£137,187
<b>Total</b>	<b>£1,720,066</b>

### **Cost of Domestic Abuse to Social Services 2008/09**

<b><i>Cost Of Initial response</i></b>	
Initial Recording of Referrals	£10,137
Home Visits & Office Appointments	£6,307
Reports to Scottish Children's Reporters Authority	£39,699
Telephone Contacts	£591
Fieldworkers Case Recording	£10,740
Child Protection Investigations	£10,639
Team Leader Oversight	£7,175
<b><i>Cost of Ongoing Support</i></b>	
Accommodated Children	£154,814
Home Supervision Requirements	£665,622
<b><i>Criminal Justice Costs</i></b>	
Social Enquiry Reports	£36,465
Probation	£54,152

Community Service	£51,030
Throughcare Supervision	£3,064
<b>Total</b>	<b>£1,050,435</b>

### **Cost of Tackling Domestic Abuse to Educational Services 2008/09**

Personal & Social Education Secondary School	£25,388
Personal & Social Education Primary School	£55,374
Resources - textbooks	£1,000
Campus Police	£1,095
Promoting Alternative Thinking Strategies (PAThS) Packs	£1,600
PAThS Training	£1,600
<b>Total</b>	<b>£105,303</b>

#### **NHS Ayrshire and Arran**

6.6 NHS Ayrshire and Arran was invited to provide its costs in tackling domestic abuse but it has not been possible to establish the extent of this expenditure because of the lack of data collected. Information was provided on estimated costs for the health service in Scotland.

6.7 Over £3m of the NHS's annual budget in Scotland is taken up by GP consultations with victims of domestic abuse. Each year, up to 130,000 people visit doctors after incidents of violence in the home. According to the BMA Scotland, a 10-minute consultancy with a GP costs about £25, which works out at £3.25m annually to discuss domestic abuse cases.

6.8 There are also costs directly associated with ambulance services, Accident & Emergency, mental health services, maternity services, addictions services and other parts of the NHS where victims of both short & long term domestic abuse require support e.g. orthopaedics, surgery, long-term medical conditions, etc. Research by Unison, the public services union, estimates that domestic violence costs the Scottish economy about £1.3bn each year. This figure includes all public services, including the NHS.

#### **Strathclyde Police**

6.9 Strathclyde Police was invited to provide costs to its services of domestic violence. It is not possible for this information to be provided, as it is difficult to measure the range of activity involved. Dealing with domestic abuse forms a main part of Police work on a daily basis. This includes:

- Call takers, Control room staff, and staff in Police Offices receiving calls and assisting with public enquiries

- Police Officers responding to and dealing with domestic abuse incidents
  - Domestic Abuse Task Force
  - Domestic Abuse Unit
  - Supervisors updating and interrogating the Vulnerable Person Database
  - Staff producing crime reports and investigating incidents
  - Custody staff and costs of holding accused in custody
- 6.10 From the information available, it is clear that there is a very significant cost to public services in tackling domestic abuse. This can assist in highlighting the severity of domestic abuse in terms of its impact on the Council, Community Planning Partners and the wider community.
- 6.11 The human and emotional costs to the victims in terms of the pain and suffering they experience are very difficult to place a value on. This can include the impact on women's and children's physical and emotional health, the loss of their home, job, friends and belongings.

### **Cost Effectiveness**

- 6.12 The researchers considered the cost effectiveness of services and the Committee enquired about any efficiencies which may be possible or any duplication in services.
- 6.13 The researchers concluded that "current data collection in North Ayrshire does not allow for quantifying and comparing the costs of the range of individual service responses",
- 6.14 The information submitted to the Committee shows that almost £3 million was spent by the Council in 2008/09 in tackling domestic abuse. Action to prevent or reduce this violence and its demands on services would therefore generate significant benefits to the Council and many other public authorities, as well as to the victims and society more generally.

## **7. Conclusions and Recommendations**

- 7.1 Our investigation shows that domestic violence and how it is tackled effectively is challenging. There has been a focus on the criminal justice system, particularly the Police, where new practices have been introduced to improve the protection of victims and, increasingly, to target the perpetrators.
- 7.2 There has been a lot of good work by organisations, such as Women's Aid and Housing Services, in ensuring that women and children experiencing this violence have the accommodation and support they require. The research project found evidence of "good operational joint work" and of positive connections being made between services to support victims. The new procedures for health workers to ask clients about their experience of domestic abuse are likely to increase the demand for support. The work of the home security project has been praised as making women feel safer in their homes.
- 7.3 The research has also highlighted a number of gaps in services, such as support for survivors of child sexual abuse, some of which are now being addressed. The need for a greater focus on prevention was highlighted throughout the investigation, especially involving early years services, and this area needs to be further developed. There is also a recognition that more work is needed in tackling the culture of violence in North Ayrshire as a priority, of which domestic abuse is a part.
- 7.4 The need for more work with the perpetrators of violence was also a common theme throughout the Committee's investigation and the increasing difficulties for services of supporting victims who have alcohol or drug problems. The Committee scrutinised the current measures of "success" in this area and highlighted that better indicators are needed of the progress being made by agencies in tackling domestic abuse.
- 7.5 Details of the costs of domestic abuse requested by the Committee demonstrate the wide range of involvement which the Council and other agencies have in this work and the considerable burden that dealing with the impact of domestic abuse places on public funds.
- 7.6 The Council is only one of many partners involved in this work. Its main areas of influence lie in preventative work on the attitudes of children and young about violence against women through Education and Skills Services; and in support and protection for children and families affected by violence, as well as the provision of accommodation, support and security, through Social Services and Health.

- 7.7 The Council also has a role in leading the Community Planning Partnership (CPP) and influencing its activities in tackling domestic abuse. The CPP Safer North Ayrshire Partnership is considering a violence against women strategy and action plan developed from the research findings and influenced by the Committee's investigation. This should direct activity in tackling domestic abuse and the wider violence against women work in North Ayrshire over the next three years.
- 7.8 Our investigation led to the following conclusions and recommendations on what further action is required: -
1. The **preventative work** in seeking to influence attitudes about violence against women should be given greater focus through all educational services, including nursery and early years services. This should link to preventative work on tackling the high levels of violence in North Ayrshire more generally. The role of the Campus Police Officers, school staff and school nurses in assisting in both delivering this preventative message and in supporting young people disclosing domestic abuse should be enhanced;
  2. There is a need for more **public awareness-raising campaigns** and publicity which highlight the devastating impact of violence against women, involving local press and radio;
  3. Criminal Justice Social Services should consider additional **work with the perpetrators** of violence to address their behaviour, particularly those who may not be eligible for specialist programmes such as the Caledonian System.
  4. The Committee recognised the need to ensure counselling support services are available to adult **survivors of sexual abuse** who need help in dealing with their abuse in childhood. It considered this service should continue to be available in North Ayrshire and that more should be done, particularly through GPs, to ask patients whether they have been abused.
  5. Quicker access to assistance from **Addiction Services** and the methadone programme for women leaving an abusive relationship was proposed by the Committee. This would allow them to become more stable and to move on more effectively to rebuild their lives.
  6. Better **indicators of progress** in tackling domestic abuse should be developed by the Violence Against Women Forum. This would be in addition to the number of incidents being reported to the Police, so that it is clearer how effective the current activity and use of resources is being in reducing the incidence of domestic abuse more widely.

7. These recommendations should be incorporated into service and other plans to tackle violence against women in North Ayrshire. They should be monitored over the next year and progress reported back to the Committee at the end of that time.

**Councillor John Hunter: Chair of the Scrutiny Committee**

**Councillor Anthea Dickson: Vice Chair of the Scrutiny Committee**

**May 2010**

# **Appendices, Transcripts and References**

## **Appendices**

No.

- 1 Role of Educational Services in Tackling Domestic Violence
- 2 Child Protection Referrals
- 3 Criminal Justice Social Work
- 4 Property Services Costs of Domestic Abuse
- 5 Social Services Costs of Domestic Abuse
- 6 Educational Services Costs of Domestic Abuse
- 7 NHS Costs of Domestic Abuse
- 8 NHS Ayrshire & Arran Gender Based Violence Action Plan
- 9 Domestic Abuse Incidents Reported to the Police
- 10 What Works in Other Countries
- 11 North Ayrshire Violence Against Women Forum Action Plan 2010/13

## **Transcripts from Evidence Gathering Sessions**

- 1 16 November 2009
- 2 11 January 2010
- 3 8 February 2010

## **References**

Rosengard, A (2009) Understanding and Tackling Domestic Abuse in North Ayrshire North Ayrshire. Violence Against Women Forum

Walby,S. (2004) The Cost of Domestic Violence. Women and Equality Unit, Department of Trade and Industry. London

Secretary General, United Nations (2006) In depth study on all forms of violence against women

World Health Organisation. (2005) Multi-country study on women's health and domestic violence against women: summary report of initial results on prevalence, health outcomes and women's responses. Geneva. WHO

### Role of Educational Services in Tackling Domestic Violence

Throughout the whole of a child's experience in education, there are inputs designed to promote positive emotional and social development in order to counteract the negative influences which leads to a vicious cycle of domestic abuse and violence.

In early years settings, Psychological Service has taken the lead in promoting the PAtHs programme (Promoting Alternative THinking Skills). This programme uses a lively approach to facilitate the development of self-control, emotional awareness and interpersonal problem solving skills and thereby sets a solid foundation for developing basic social and emotional competences in young children. Primary schools have developed PSD programmes (Personal and Social Development) which continue this emphasis on social and emotional competence. By means of "circle time", children have the opportunity to discuss and explore a variety of topics such as self-awareness, interpersonal relationships and self-esteem. Although precise details may vary from one school to another, there is strong evidence that schools are providing opportunities for children to explore such issues as

- My family and other important people – Coping with new people safely
- Why am I important to .....
- Listening and communicating with a variety of people
- Coping with Changes – physical and emotional
- Things that worry me.
- Considering other people's feelings

In 2006, a short life working group was set up to conduct a major revamp of the secondary Personal and Social Education programmes in line with the new Curriculum for Excellence. Throughout the six years of secondary schooling this programme placed much more emphasis on topics relating to social and emotional wellbeing. For example, in S1 the following topics are part of the programme (the phrases in brackets refer to the specific capacity in the Curriculum for Excellence which is being targeted)

- Rights and Responsibility (Responsible Citizens)
- Bullying (Confident Individuals)
- Positive Image (Confident Individuals)
- Smoking, Alcohol and Drugs (Responsible Citizens)
- Relationships and Friends (Responsible Citizens)

In S2 the following topics are covered

- Citizenship and the Law – Crime, Vandalism (Responsible Citizens)
- Bullying – Staying Safe (Confident Individuals)
- Relationships and Diversity (Responsible Citizens)
- Children's Rights (Responsible Citizens)

In S2 there is a specific lesson on Citizenship and the Law which tackles the topic of violence and domestic abuse in the context of the local community.

In S3 as well as progressing with more in-depth study of such topics as relationships, racism, sectarianism, self-harm, there is a further section on domestic violence under the heading of Citizenship and the Law.

The S4 programme also has a two period slot dealing specifically with domestic violence as well as looking at gang violence, youth crime, gambling and finance. In order to instigate change in the delivery of PSE, new resources were purchased centrally and issued to all secondary schools. Many secondary schools are beginning to use their campus police officer to deal with these issues and this provides a direct link to the local community.

There are also other opportunities in the secondary curriculum to discuss issues relating to domestic violence in English and Religious and Moral Education and perhaps in other subjects. There are many texts in literature which highlight this topic and provide opportunities for a class teacher to engage in planned discussion of the issues. Schools have also had opportunities to use drama as a medium to tackle this issue and in particular the play "To Have and To Hold" has been performed by the Baldy Bane Theatre Company in many of the secondary schools. In addition, a number of primary and secondary schools have had inputs from a consultant who uses music and drama to challenge stereotypical attitudes to race, gender, religion, sexuality and this has been very successful in challenging prejudice and discrimination.

For children who have been the victims of domestic violence, there is individual support from Women's Aid workers who work across many schools on an individual basis acting as counsellors and advocates and liaising with other support staff such as guidance teachers, school nurses and home school inclusion workers. All newly qualified teachers at their induction day have a presentation from the Quality Inclusion Manager (Inclusion) who highlights the level of domestic violence in the local community and the effect this will have on children in the classroom. This is designed to increase awareness and engender empathy towards children who are victims of such abuse. A new system has been put in place to notify schools of incidents of domestic violence when a child or young person has been present. The school then monitors the child's progress and behaviour sensitively and concerns are noted and shared appropriately with other agencies. Teachers are regularly reminded of their responsibility to provide personal support for all children which transcends the classroom and extends to the home and the community. It should be noted that there are specific services available to provide greater levels of support for some individual children (e.g. Guidance teachers, Home School Inclusion Workers, Campus Police Officers).

## **Conclusion**

There is clear evidence that schools are not only dealing with the cognitive development of their pupils. There is a recognition that it is necessary to look at the whole child and that this involves an emphasis on the development of interpersonal and intrapersonal skills and on social and emotional competences. The Curriculum for Excellence will further reinforce this trend. The danger of overload requires to be considered, however. This new curriculum was developed in response to concerns raised by professionals and parents during the National Debate on Education that the curriculum was becoming too overcrowded. There is always the temptation to add more and more priorities to the curriculum instead of de-cluttering and the gains made by the new curriculum model are thereby lost.

# Child Protection Development Team

## Child Protection Referrals

Numbers of adults and children affected

	2006/07		2007/08		2008/09	
	Adult	Child	Adult	Child	Adult	Child
Domestic Abuse	21% (62)	29% (45)	18% (35)	31% (36)	19% (50)	38% (44)
Mental Health	12% (37)	0	20% (40)	2% (2)	18% (49)	2% (2)
Sexual Abuse	4% (13)	25% (39)	4% (8)	17% (19)	1% (3)	7% (8)
Alcohol	22% (66)	3% (5)	25% (49)	2% (2)	24% (64)	4% (5)
Drugs	23% (69)	2% (3)	20% (40)	0	29% (77)	2% (2)
Learning Disability	4% (12)	4% (6)	1% (2)	3% (4)	2% (6)	1% (1)
Physical Disability	1% (3)	2% (3)	2% (3)	3% (3)	1% (3)	1% (1)
Previously accommodated	3% (8)	3% (4)	3% (96)	0	2% (4)	3% (3)
Homelessness	6% (18)	1% (1)	4% (7)	0	0% (1)	0
Other	3% (9)	31% (48)	5% (9)	43% (49)	3% (9)	43% (50)

(Source: CP1's)

**North Ayrshire Council  
Scrutiny Committee**

**Ayrshire Criminal Justice Partnership  
Criminal Justice Joint Committee (CJJC)**

Date 11 January 2010

Title Domestic Violence – Developments across the Partnership, CJA / National

Information Fiona MacKinnon, Ayrshire Criminal Justice Partnership  
prepared by: Manager

**PURPOSE OF REPORT**

The purpose of this report is to provide Committee with information regarding the ongoing and developing work of Criminal Justice Social Work in the area of Domestic Abuse.

**BACKGROUND**

At the Criminal Justice Joint Committee in August 2009, a request was made that we have the above subject on the agenda for the next Committee meeting.

The following provides some brief information regarding the work within Criminal Justice Social Work on Domestic Violence as well as proposed/planned development, which will impact on this area of work.

**SUMMARY**

Within Criminal Justice Social Work, it has long been recognised both locally and nationally that working in the area of Domestic Violence is a specialist area of work, requiring specialist assessment and case management tools.

Two years ago, consideration in the Partnership was given to purchasing specialist training in this area of work as were one or two other areas in Scotland but as the Scottish Government were having the Domestic Violence training materials reviewed with a plan to have them accredited, it was decided that we would not pursue training in this area at that time. Instead, in conjunction with Dumfries and Galloway, the Ayrshire Partnership decided to concentrate its efforts and resources on the development of a Programme Delivery Team. This would ensure we would be in a strong position to deliver any future accredited programmes, which were made available. Hence the creation of the Programme Delivery Team which presently receives funding in excess of £500,000 and is able to deliver the two programmes already accredited at a national level.

We are aware that the level of reported Domestic Violence has increased dramatically during the proceeding few years and the number of individuals being convicted has also increased. Correspondingly, however, the number being sentenced to some form of community supervision has not shown a corresponding increase. No full investigation of this has been undertaken by Criminal Justice Social Work but it is considered that one reason may be Social Worker's lack of confidence in recommending a community supervision disposal to the courts, due to the lack of specialist tools available and their knowledge about the risk this group can pose to victims i.e. they may fear they would do more harm than good.

In general, the most common disposal from the Courts is a fine, which not only punishes the offenders but also his/her family.

In the wider Criminal Justice system, there are a few tentative pieces of work being undertaken:

- Ayr Sheriff Court are piloting a Domestic Abuse Court to target this particular offending behaviour 'fast tracking' the offender to court and ensuring supports are available for the victim from Women's Aid.
- Special bail conditions for offenders where the allegations of Domestic Abuse are linked to alcohol abuse, the alleged offender will require to abstain from the use of alcohol throughout his bail period if he/she and as well as the partner wish him/her to remain in the family home. The accused will be referred, on a voluntary basis, to an alcohol counselling service, who can provide support throughout the period of bail (and longer if required)

Within Criminal Justice Social Work, Social Workers will continue to work with perpetrators of Domestic Abuse on issues related to anger management and addiction, should alcohol/drugs feature in their offending behaviour, until a more robust programme is available.

Our Colleagues in Dumfries and Galloway have been working with a consultant who is assisting them in the development of a "case management" tool for working with perpetrators of Domestic Violence. The Partnership has expressed a strong interest in becoming involved in the development of this tool although there is likely to be increased costs involved which would be unlikely to be met by the Scottish Government.

Nationally, the Caledonian System is about to be launched which offers a structured treatment programme for offenders and critically, a viable alternative for Social Workers to offer to the courts.

Finally, Dumfries and Galloway are piloting a new initiative - Multi Agency Risk Assessment Conferencing (MARAC) - which aims to increase identification of victims at very high risk of harm from Domestic Violence. The work of this pilot and other initiatives are being discussed at Southwest Scotland Community Justice Authority Domestic Violence Forum. Consideration will be given to the possibility of "rolling out" any successful initiatives, should resources to do so be available.

## RECOMMENDATION

Committee is asked to note the content of this report and to seek further updates as appropriate.

## Property Services Costs for Women experiencing Domestic Violence

From the 1/4/2008-31/3/2009 NAC received 176 approaches from households experiencing domestic violence. Of these approaches, 22 households were male, this equates to **154** women approaching the Council having left a violent partner.

### Accommodation costs

The cost of one night's refuge accommodation is £43.57. The average length of stay in temporary accommodation for women fleeing Domestic violence is 109 days. 154 households x 109 days x accommodation costs amount to **£731,366.02 per year**.

### NAC Outreach Support and Property costs

Of the 154 households accommodated, 51 were supported solely by NAC Outreach and property staff. Each Support worker and Property Officer carries an annual caseload of 122 cases. The number of women experiencing domestic violence supported by these staff as a proportion of staff time equates to 41% of a property officer caseload and 41% of an outreach officer caseload. This equates to 82% of a grade 7 post which amounts to **£23,359.61 per year inclusive of add on costs**.

### Homeless Assessment Costs

Each Homeless Assessment Officer carries an annual caseload of 248 homeless households. 154 approaches from women experiencing domestic violence equates to 62% of 1 Assessment Officer post and 31% of an Assistants post which equates to:

**Total costs to HAPA of £26,846.36**

### Mainstream Void costs

Of the approaches from women experiencing domestic violence, 51 households came from local authority or housing association stock. The costs relating to the void process are as follows:

Average void cost is £2011 x 51 = £102,561

Average rent loss per property £80 x 51 = £4080

Gas safety check cost per property £50 x 51 = £2550

Management costs at two hours per void £60 x 51 = £3060

**Total void cost = £112,251**

### Home security costs

182 women experiencing domestic violence approached the North Ayrshire Council Home security project for assistance in securing their home. The proportionate costs applied to the Home security co-ordinator equates to £18,688.

In addition, the costs related to provision of security equipment amounted to £13,126.

**Total Home Security costs amounted to £31,814**

### Women's Aid Provision

In addition to the above, NAC property services provided a range of funding to support the work of Women's Aid who accommodated 90 homeless households who had approached the Local Authority for homeless assistance in the reported period.

In addition to refuge accommodation, Women's Aid provide training, outreach services, addiction and children's integration provision.

### Grant Allocation to Women's Aid

Support provision within refuge accommodation £295,096

Counselling and Support costs £145,647

Costs for Children's Integration service £150,000

Addiction workers posts £66,500

Outreach Support service £137,187

**Total costs for Women's Aid Provision (exclusive of rents\*) £794,430**

\*It should be noted that the above costs to Women's Aid do not include actual rental cost of accommodation which is included in the Accommodation costs at paragraph 2.

<b>Costs of Domestic Violence per annum</b>			
<b>1/4/08 -31/3/09</b>			
		<b>Costs</b>	
<b>Direct Homeless Services</b>			
Number of Homeless Approaches	<b>154</b>		
Duration of Homelessness	<b>109 days</b>		
Temporary Accommodation costs	<b>43.57</b>	<b>731,366.02</b>	
Support costs (Number of cases per year related to staff)		<b>23359.61</b>	
HAPA costs (No. of cases per year related to staff time)		<b>26846.36</b>	
Mainstream void costs	<b>51 LA/RSL</b>	<b>112251</b>	
<b>Home security</b>			
Number of approaches	<b>182</b>		
Proportionate co-ordinator costs		<b>£18,688</b>	
Home security costs		<b>£13,126</b>	
<b>LA funding to Women's Aid</b>			
Accommodation costs		<b>295096</b>	
Counselling and Support Costs		<b>145647</b>	
Children's integration costs		<b>150,000</b>	
Addiction worker		<b>66,500</b>	
Outreach		<b>137187</b>	
<b>Total expenditure</b>		<b>1,720,066.99</b>	

## Social Services

<b>Costs of Domestic Violence per annum</b>	
<b>1/4/08 -31/3/09</b>	
<b>Cost Of Initial response</b>	
Initial Recording of Referrals	£10,137
Home Visits & Office Appointments	£6,307
Reports to Scottish Children's Reporters Authority	£39,699
Telephone Contacts	£591
Fieldworkers Case Recording	£10,740
Child Protection Investigations	£10,639
Team Leader Oversight	£7,175
<b>Cost of Ongoing Support</b>	
Accommodated Children	£154,814
Home Supervision Requirements	£665,622
<b>Criminal Justice Costs</b>	
Social Enquiry Reports	£36,465
Probation	£54,152
Community Service	£51,030
Throughcare Supervision	£3,064
<b>TOTAL</b>	<b>£1,050,435</b>

## Educational Services

	Lessons (Ave)	Classes (Ave)	Schools (S1 - S4)	
PSE Secondary	4	6	9	4
PSE Primary	0.5	7	53	10
Resources (Textbooks, photocopying)				
Campus Police	0.5	12	7	
PATHS Packs				
PATHS Training (2 sessions)				

## Appendix 6

Hours	Cost
864	£25,388.02
1855	£55,374.40
	£1,000.00
42	£1,095.65
	£20,845.34
	£1,600.00
	£105,303.42

## Estimated costs for Domestic Abuse

Scottish figures:

Over £3m of the NHS's annual budget in Scotland is taken up by GP consultations with victims of domestic abuse. Each year, up to 130,000 people visit doctors after incidents of violence in the home.

According to the BMA Scotland, a 10-minute consultancy with a GP costs about £25, which works out at £3.25m annually just to discuss domestic abuse cases.

This is just GP consultations. There are also costs directly associated with ambulance services, Accident & Emergency, mental health services, maternity services, addictions services and other parts of the NHS where victims of both short & long term domestic abuse require support eg orthopaedics, surgery, long-term medical conditions etc. Costs for Scotland alone are not available, but the research by Sylvia Walby gives costs for the NHS in the UK.

<http://www.equalities.gov.uk/pdf/Summ%20cost%20of%20domestic%20violence%20Sep%202004.pdf>

Research by Unison, the public services union, estimates that domestic violence costs the Scottish economy about £1.3bn each year. That figure will include a wider range of public services than just the NHS.

Anne Clarke  
February 2010

## NHS Ayrshire & Arran

### Gender Based Violence Action Plan

#### Introduction

#### Policy context

Addressing gender-based violence falls within our legislative obligations to promote gender equality as detailed in the Equality Act (2006), and within our responsibility to implement both the cross governmental *Strategic Framework on Violence Against Women* and the *Strategic Approach for Survivors of Childhood Sexual Abuse*. The *National Delivery Plan for Children and Young People Experiencing Domestic Abuse* developed under the auspices of *Getting It Right for Every Child (GIRFEC)* also includes a range of actions that have implications for the NHS, in particular the inclusion of a programme of routine enquiry of domestic abuse.

As a public health issue it is also an important part of our endeavour to address health inequalities as identified in *Better Health, Better Care* and in *Equally Well*, the report issued by the *Ministerial Task Force on Health Inequalities*.

#### Background

Gender-based violence is a major public health issue which causes immense pain, injury and suffering, particularly to women. The Scottish Government Health Directorate has issued guidance to health boards on identifying and responding to gender-based violence as part of its commitment to improving the health and healthcare of those who have experience of such abuse. Gender-based violence includes, but is not limited to, domestic abuse, rape and sexual assault, childhood sexual abuse, sexual harassment, stalking, commercial sexual exploitation, female genital mutilation, forced marriage and so-called 'honour' crimes. The term "Gender Based Violence" is unfamiliar to many people. 'Gender' refers to the attitudes and behaviour that society expects of men and women. Despite great progress, many inequalities still exist between the sexes. These are often subtle and accepted as the 'way things are', or are obvious examples such, as in the differences in earnings and caring responsibilities.

A fundamental inequality is the level of fear and harm experienced mainly by women and perpetrated mainly by men. 'Gender-based violence' is used to explain the context in which such violence occurs. It highlights the most important fact that cuts across these forms of abuse: that they stem from, or reinforce, gender inequality. For this reason, the United Nations defines gender-based violence as:

"violence that is directed against a woman *because* she is a woman, or violence that affects women *disproportionately*. It includes acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty"<sup>1</sup>.

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<sup>1</sup> General Recommendation No.19, (1992) 11<sup>th</sup> session, Committee on the Elimination of Discrimination against Women, United Nations.  
[www.un.org/womenwatch/daw/cedaw/recomendations/recomm.htm#recom19](http://www.un.org/womenwatch/daw/cedaw/recomendations/recomm.htm#recom19)

Given the range of health problems associated with abuse, its impact on health services is substantial and cuts across the majority of health service settings. The NHS has a pivotal role in the appropriate identification and management of this issue since virtually all survivors of abuse, both female and male, will interact with health services at some point, either on their own or on their children's behalf.

This Action Plan is NHS Ayrshire & Arran's plan to support people who are experiencing Gender Based Violence. It also encompasses the action plan that the Scottish Government is asking of NHS Boards. Although many of the actions detailed within this document are focused on the NHS, NHS Ayrshire & Arran acknowledges that this work cannot be carried out without the continued support of and partnership working with the 3 multi-agency forums and the local Training Consortium that exist in Ayrshire to address such issues.

Anne Clarke  
Chair  
Gender Based Violence Steering Group  
NHS Ayrshire & Arran

OBJECTIVE 1: GAIN STRATEGIC COMMITMENT TO THE GENDER BASED VIOLENCE AGENDA				
ACTION	Traffic Light System	By whom	By when	Outcome
Identify a director to lead Gender Based Violence	Green	Anne Clarke	December 08	Complete: Lead Director - Fiona McQueen
Ensure this action plan is agreed by SMT and EDT	Green	Anne Clarke	March 09	Complete: work now underway
Ensure action regarding Gender Based Violence is included in SOAs	Green	Locality Health Promotion Managers (HPMs) and Public Health Practitioners (PHPs)	March 09	Complete: Included in all SOAs and reporting mechanisms in place
Ensure domestic abuse is included in local health (inequalities) plans and the population health work programme	Green	Anne Clarke & Locality HPMs and PHPs	March 09	Complete: Included in specified plans
Ensure there is cross-referencing to the following: ICSPs, the Sexual Health strategy, Child Protection, health and homeless, the Child Health strategy, vulnerable adults	Green	HPMs, Pat Tait, Kathleen Winter, Tina McMichael, Maureen Bell, Maire Currie, PHPs,	March 09	Complete: Cross-referenced in specified plans
Ensure links and cross-referencing to the Equality and Diversity work in NHS A&A	Green	Anne Clarke	March 09	Complete: augmented section in NHS Board Annual Report on Equality and Diversity

OBJECTIVE 2: IMPLEMENT THE CEL/ Routine Enquiry				
ACTION	Traffic Light System	BY Whom	By when	Outcome
Routine enquiry for adults:				
Map work that is already going on in the NHS A&A areas identified in the CEL (mental health, addictions, maternity services, sexual & reproductive health, A&E, Primary Care services)	Green	Leads for each area completing self-assessments in Year 1: Gail Sabbatini (MH), Linda Surgenor (addictions), Olga Lynn (maternity)	March 10	Self-assessment report detailing current activity completed.
Identify areas of NHS activity and prioritise where to start and agree rollout to areas identified in the CEL	Green	Leads as identified above	June 09	Commitment to implement a locality based response in North Ayrshire first; further roll-out to be planned in year 2
Direction from national level about IT implementation of RE	Green	Linda Surgenor, Irene Mckenzie and Liz Curran	December 09	NHS A&A likely to be first Board area to collect data electronically on FACE & SAMS. Discussions underway between national team and mental health and addictions services
Engage and work closely with staff in the key	Green	Leads as identified above	September 09	Leads have introduced topic and secured agreement at

priority settings (identified above)				management meetings and have had further discussions with front-line staff about implementation of RE once the supporting infrastructure is developed
Develop a Screening tool/assessment tool	Green	Olga Lynn, Karen Peace, Dalene Sinclair	March 09	Completed: screening/assessment tool developed
Establish a multi-agency group (involving service users) to develop A&A pathway	Amber	Anne Clarke	March 09	Multi-agency group established, but no service users directly engaged. Accessing service users via Women's Aid
Distribute national guidance to staff in key NHS areas (identified above)	Green	Anne Clarke, Sarah Roberts, Linda Surgenor, Gail Sabbatini, Olga Lynn, Jen Stevenson	December 09 and annually thereafter	Staff who attended theatre workshops received summary booklet (Nov 09) Staff who receive training will also receive comprehensive national guidance booklets on the strands of GBV
Annually report on local action in relation to milestones specified in the CEL and account for spending	Green	Anne Clarke	Starts autumn 09 and ongoing annually	Action plan submitted to SG 30/09/09

<p>Maintain relationships with Children's Strategic Officers Group/sexual health advisory group/child protection team/homelessness team/vulnerable adults groups and monitor progress</p>	<p>Green</p>	<p>Anne Clarke, Elaine Young, Fiona McGow, locality HPMS, PHPs, Dalene Sinclair, Linda Surgenor,</p>	<p>Ongoing: attend meetings of various groups to update as required and as requested</p>	<p>Various complementary strands of work are familiar with and supportive of work on GBV; strands that are due to start in Year 2 are aware of future commitments</p>
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OBJECTIVE 3: DEVELOP, IMPLEMENT AND REVIEW NHS STAFF POLICY ON GENDER BASED VIOLENCE				
Action	Traffic Light System	By Whom	By when	Performance Indicator
Staff policy going to Area Partnership Forum for approval 22/12/09 (for managers – see training section) (Also submitted to H&S committee for information)	Green	Jen Stevenson, Karen Peace and Susan Wilson	December 09	Staff policy to be approved and disseminated across the system early in 2010 using routine communication systems
Develop a pathway for staff experiencing domestic abuse	Green	Pathways Group – Dalene Sinclair, Olga Lynn, Linda Surgenor	March 09	Staff referral pathway completed
Develop Communications plan for roll-out of staff policy, including theatre productions for use of Working Well Challenge Fund	Green	GBV group and comms	November 09	Comms plan finalised and theatre productions have taken place (November 09)
Monitor uptake of the policy throughout the organisation and contribute to the annual review of equality and diversity within NHS A&A	Green	Requires further discussion with PP&P and HR: Anne Clarke, Jen Stevenson and Elaine Savory	December 2010	Feedback from policy introduction

Clarify how NHS deals with perpetrators and review policy according to NHS Ayrshire and Arran guidelines (usually bi-annually)	Green	Guidance awaited from National Team and the Scottish Workforce Action Group	September 2010	NHS A&A Policy to be introduced in 2010 with minimal guidance on perpetrators and will be reviewed (to include expanded section on perpetrators) at routine review
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OBJECTIVE 4 – ENSURE THAT GENDER BASED VIOLENCE IS INTEGRATED INTO ACTIVITY/PLANS IN OTHER SETTINGS

ACTION	Traffic Light System	By whom	By when	Performance Indicator
<p>Staff working within the following settings will be asked to ensure that GBV/domestic abuse is explicitly addressed in organisational plans:</p> <ul style="list-style-type: none"> <li>• The education sector: Universities, Colleges, schools,</li> <li>• workplaces,</li> <li>• health promoting health service,</li> <li>• prisons</li> </ul> <p>As a minimum, each plan should make commitment to having a staff policy on domestic abuse and awareness raising sessions for managers</p>	<p>Green</p>	<p>Jennifer Stevenson for workplaces (Healthy Working Lives), Health Promotion staff working in the education sector (for schools and colleges), Sarah Bush and Roddy McNidder (CISM) for NHS, Sharon Hardie for HMP Kilmarnock</p>	<p>December 2010</p>	<p>Organisational Plans will have reference to how the organisation is addressing GBV/domestic abuse</p>

OBJECTIVE 5: CONTINUE AND IMPROVE MULTI-AGENCY PARTNERSHIP WORKING TO SUPPORT THIS AGENDA

How are we going to do this?	Traffic Light System	Who	Timescale	Performance Indicator
<p>NHS A&amp;A will work in a collaborative manner to encourage sharing of good practice across the three Ayrshires</p>	Green	Group	Ongoing	<p>All work is done with partners involvement, commitment and support</p>
<p>The NHS will identify a representative for each of the Domestic Abuse forums</p>	Green	Group	Immediate	<p>Completed: All 3 local Violence Against Women forums have committed NHS reps, and feedback is regularly received from each</p>
<p>Places will be allocated for a representative from each of the three Ayrshire forums at the NHS A&amp;A group</p>	Green	Group	Immediate	<p>Completed: NHS is involved and committed to local activity on GBV/DA</p>
<p>The NHS will work in partnership with the 3 forums to share resources and to consider joint funding applications</p>	Green	Group	Ongoing	<p>Applications for funding are either joint with the NHS or are supported by the NHS</p>
<p>With a view to improving information sharing, consent issues in the light of the new legislation for Vulnerable Adults will be explored</p>	Green	National team	September 2010	<p>Completed: women experiencing GBV are not considered to be "vulnerable adults" unless there are other factors that – on their own – would constitute "vulnerable adult" status.</p>

OBJECTIVE 6 – TRAINING WILL BE PROVIDED ACROSS THE NHS AT THE APPROPRIATE LEVEL

Action	Traffic Light System	By Whom	By when	Performance Indicator
<p>Training on CEL- Routine Enquiry                      a more detailed training plan will be developed outlining a tiered approach for routine enquiry work throughout the priority areas (identified above) in NHS Ayrshire and Arran (e.g. 3 areas of training would be:</p> <ul style="list-style-type: none"> <li>• intensive training for routine enquiry</li> <li>• training for managers</li> <li>• general awareness raising</li> </ul>	Green	<p>Training Sub Group – Routine enquiry and Policy                      South, North &amp; East Ayrshire                      Women's Aid, Fiona McGow,                      Sandra Hall, Jennifer Stevenson,                      HR</p>	March 2010	<p>General awareness-raising training programme has been developed that integrates as far as possible with the training provided by the Child Protection team and those providing training for people working with Vulnerable Adults. It also makes reference to sexual abuse and rape. Proposals have been developed to support the roll-out of the awareness-raising work</p>
<p>Staff Policy Training                      Training for managers on new policy and referral pathways if a member of staff does disclose experiencing domestic abuse</p>	Green	<p>As above, with May Smith                      Communications Manager</p>	Starting January 2010 and ongoing	<p>Awareness raising for managers to be integrated as far as possible with mandatory training that already exists e.g. H&amp;S for managers</p>

OBJECTIVE 7 – TO CHANGE THE LOCAL CULTURE SO THAT MORE WOMEN ARE ABLE TO ACCESS THE HELP THEY NEED WHEN EXPERIENCING GENDER BASED VIOLENCE				
Action	Traffic Light System	By whom	By when	Performance Indicator
Guidance/awareness raising leaflets for staff and patients	Green	National team/GBV Group/communications dept/HP resources/local Violence against women forum partners	December 2011	Leaflets/information published and disseminated
Distribute targeted resources for groups around Domestic abuse and other specific issues related to gender Based Violence such as female genital mutilation, forced marriage, prostitution and survivors of childhood sexual abuse	Green	National team/GBV Group/communications/HP resources/VAW forum partners	December 2011	Targeted resources available locally
Consider an NHS based research agenda within existing and current resources	Green	National team/GBV Group/Line managers	No deadline	New research established
Explore possibility of 'piggy-backing' existing training for sustainability	Green	Training sub-group	End of life of action plan	Awareness-raising for GBV/DA mainstreamed into other training events
Develop staff support mechanisms	Green	HR/line managers/Roddy McNidder and CISM	End of life of action plan	Staff support mechanisms specifically identify help for GBV/DA

OBJECTIVE 8 – To involve service users in the development of the action plan				
Action	Traffic Light System	By whom	By when	Performance Indicator
Clarify what this means and access existing consultation mechanisms	Amber	PFPI staff, Women’s Aid and staff working in specified areas	Immediate and ongoing	The voice of service users and their wishes are clearly identified in the work  Women’s Aid currently involved but not yet PFPI

<sup>i</sup> General Recommendation No.19, (1992) 11<sup>th</sup> session, Committee on the Elimination of Discrimination against Women, United Nations.  
[www.un.org/womenwatch/daw/cedaw/recomendations/recomm.htm#recom19](http://www.un.org/womenwatch/daw/cedaw/recomendations/recomm.htm#recom19)

## Domestic Abuse Incidents reported to the Police

## Appendix 9

### Rate of reports of Domestic Abuse per 100,000 population across Strathclyde Police area

	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08
Argyll & Bute	354	367	571	469	479	514	491	519
East Ayrshire	620	708	357	447	878	900	946	1,045
East Dunbartonshire	349	343	234	391	364	450	513	560
East Renfrewshire	190	219	283	345	369	450	454	439
Glasgow City	1,033	1,106	1,097	1,284	1,316	1,446	1,558	1,518
Inverclyde	626	543	666	926	924	1,001	1,030	1,126
<b>North Ayrshire</b>	<b>480</b>	<b>562</b>	<b>544</b>	<b>732</b>	<b>833</b>	<b>889</b>	<b>1,106</b>	<b>1,065</b>
North Lanarkshire	420	527	652	793	895	992	1,010	965
South Ayrshire	808	837	758	949	920	869	968	1,011
South Lanarkshire	418	405	418	622	699	718	729	766
West Dunbartonshire	838	852	883	1,305	1,382	1,292	1,518	1,800
<b>Scotland</b>	<b>687</b>	<b>696</b>	<b>710</b>	<b>815</b>	<b>859</b>	<b>899</b>	<b>954</b>	<b>965</b>

## What Works in Tackling Violence Against Women in Other Countries?

### 1. Introduction

- 1.1 On 8 February 2010 the Scrutiny Committee agreed to receive a report at its meeting in May 2010 on the action which has been effective in other countries in tackling domestic abuse and reducing violence against women. This report describes the initiatives which have brought about a reduction in violence in other countries and the conclusions of recent research into this issue.

### 2. What is the extent of Violence against Women in Other Countries?

- 2.1 Violence against women by their male partner is common, wide reaching and has a devastating impact on the women and children involved.<sup>1</sup> A **World Health Organisation** Report (2005) on the women's health and domestic violence found wide variations in the percentage of women who had ever experienced physical or sexual violence from a partner. The proportion of women who suffered physical violence ranged from 13% in Japan to 61% in Peru. Japan had the lowest level of sexual violence at 6% with the highest figure of 59% being reported in Ethiopia.
- 2.2 In **Scotland**, the Scottish Crime and Justice Survey 2008/09 indicated that 21% of women said that they had experienced psychological or physical abuse. The British Crime Survey estimates that one in five (21%) women have experienced at least one incident of non-sexual domestic threat or force since they were 16. If financial and emotional abuse are included, then 26 per cent of women had experienced domestic violence since the age of 16. Overall, 45 per cent of women aged 16-59 could recall being subject to domestic violence (abuse, threats or force), sexual victimisation or stalking at least once in their lifetimes<sup>2</sup>
- 2.3 In **Europe**, an overview suggests that one-fifth to one quarter of all women have experienced physical violence at least once in their adult lives, and more than one tenth have suffered sexual violence involving the use of force. Figures for all forms of violence, including stalking are as high as 45%. Unlike men who also encounter a great deal of

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<sup>1</sup> World Health Organisation multi-country study on women's health and domestic violence against women, 2005

<sup>2</sup> Walby, S and Allen, J. Domestic violence, sexual assault and stalking: Findings from the British Crime Survey 2004, Home Office Research Study 276

physical violence, for women the majority of such violent acts are by men, most often partners or ex-partners<sup>3</sup>.

- 2.4 Relatively high rates of lifetime intimate partner violence (from 20 to over 30%) could be found in the results of the British, Finnish, Swedish, German, Swiss and Dutch studies. It is possible that this is a consequence of the measures used within those prevalence studies to uncover intimate partner violence.
- 2.5 In the **USA** the percentage of women physically assaulted by a partner in their lifetime was 22% (1996) and in Canada 29% (1993)<sup>4</sup>.
- 2.6 The definitions of domestic abuse and violence against women vary between studies and countries but from the international studies done, it is clear that levels of violence were consistently higher in more rural areas than in larger cities and more industrialised countries. This has been attributed to the greater access which women in industrialised countries have to support and the opportunities they have to escape from violent relationships.
- 2.7 Many countries, however, still lack reliable data on the extent of violence against women and much of the existing information cannot be meaningfully compared<sup>5</sup>.
- 2.8 Violence against women is recognised as a serious violation of basic human rights and as a public health issue. Much of the focus in the research is on domestic abuse by an intimate partner, although there are connections made to rape, prostitution, child sexual abuse, and commercial sexual exploitation. Although violence is most commonly committed by a close partner, violence for the purpose of commercial sexual exploitation and as a weapon of war has increased at an alarming rate in the last decade.
- 2.9 From the research, it is also evident that violence against women persists in all countries and there is no one country where it has been eradicated. It is still widespread in all its forms at all levels of society throughout the world.

### **3. What are the links to Gender Inequality?**

- 3.1 The research reports studied also identify the cause of violence against women as being rooted in gender inequality and stress that this violence perpetuates inequality between women and men. Efforts to

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<sup>3</sup> Hagemann-White, C. Combating violence against women: Stocktaking study on the measures and actions taken in Council of Europe member states, Council of Europe, 2006

<sup>4</sup> Secretary General, United Nations, In-depth study on all forms of violence against women, 2006

<sup>5</sup> Secretary General, United Nations, In-depth study on all forms of violence against women, 2006

tackle this violence must therefore be considered in the context of promoting gender equality.

- 3.2 There have been various theories<sup>6</sup> in the past to explain why violence and specifically domestic abuse occurs. These have included perpetrators of violence being mentally ill; violence being a “learned behaviour” (perpetrators learn from witnessing domestic violence as a child); and alcohol (perpetrators lose control of their anger and frustration). There have also been theories about women being to blame for their violence because of a personality disorder or because they have provoked the perpetrator until he can no longer control himself.

***Blame the woman***

***Blame the drink***

***Blame the weather***

(Zero Tolerance campaign, 1995)

- 3.3 These theories have all been disputed, as have the common assumptions about violence being caused by drug use, poverty, unemployment, poor anger management skills, and stress. At an individual level these factors may play a role, but there needs to be consideration of the wider picture.
- 3.4 Violence against women is experienced by women of all ages and social classes, all races, religions and nationalities and is overwhelmingly perpetrated by men all across the world<sup>7</sup>. The individual circumstances in each incident alone cannot explain why this happens.
- 3.5 The common themes in all violence against women are descriptions by women of an abuse of power and control, being degraded and humiliated, feeling hated and worthless. This inequality within relationships where a woman is dominated by her partner is also reflected in broader society through the attitudes and institutions of society. Creating more equal societies, which promote gender equality, must therefore be one of the key means by which this violation of women’s human rights is addressed.
- 3.6 In considering how the Council may assist in this process, it is important to ensure that the connections between gender inequality and violence are highlighted through staff training and in other promotional campaigns.

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<sup>6</sup> Minnesota Advocates for Human Rights, Stop Violence Against Women: Theories of Violence 2003

<sup>7</sup> Scottish Executive, Violence Against Women – a literature review, 2004

## **4. What Works in Tackling Domestic Abuse?**

4.1 There are cultural and other differences which can affect international comparisons on what may be effective in tackling violence. Much of the research focuses on either the criminal justice system and how it responds to the perpetrators or on the support services in place to assist the survivors of violence. The other difficulty with the research is the difficulty in collecting data and in evaluating projects to tackle this work.

### **4.1 U.S.A: Duluth, Minnesota**

4.2 The Duluth Model was developed in Duluth, Minnesota in 1980 as a co-ordinated criminal justice approach to domestic abuse. It engages legal systems and social service agencies to create a distinctive form of responses to domestic violence. It is characterised by:

- Clearly identifiable and largely shared assumptions and theories about the source of violence and the effective means to deter it
- Empirically tested intervention strategies that build safety and accountability into processing cases of violence
- Well-defined methods of inter-agency co-operation guided by advocacy programmes.

4.3 The Model has since been used in New Zealand, Australia and the UK (in Hammersmith, London, and in Cardiff). Its effectiveness can be attributed to the co-ordinating and facilitating role played by the Domestic Abuse Intervention Project. Duluth has a population of 85,000 people and a correspondingly small network of criminal justice workers and agencies. The Duluth model is resource intensive which has been a barrier to its adoption in other areas, particularly with larger populations. The Police Chief and the City Attorney were particularly supportive and this, together with the autonomy these key individuals have in the States, helped in the development of the co-ordinated response.

### **4.2 Canada: London, Ontario**

4.4 In Canada, there has been a pro-arrest policy used by the police department in London, Ontario since 1981 and various studies of its effectiveness. This was initially considered as an effective means of reducing repeat offending but further studies have suggested that this may not be the case.

### 4.3 Council of Europe

4.5 The Council of Europe is made up of 47 member states and has promoted a campaign to combat violence against women, including domestic violence, following adoption of Recommendation Rec (2002) 5 of the Committee of Ministers to member states.

4.6 The campaign aimed to: -

- Raise awareness that violence against women is a human rights issue
- Urge member states to provide adequate resources to deliver concrete results to eradicate it
- Promote effective measures to prevent and combat violence, through legislation and national action plans

4.7 The campaign highlighted four thematic areas as:-

- Legal and policy measures
- Support and protection for victims
- Data collection
- Awareness raising

4.8 The campaign was supported successfully by more than half of all member states, with awareness raising campaigns and parliamentary debates tabling amendments to the law.

4.9 The Council of Europe has also carried out a study into the implementation of the Recommendation<sup>8</sup> and which has concluded that to be effective in combating violence the following are necessary: -

- **Measures to protect and empower victims** – Barring orders, Protection Orders, Women’s Advocacy, and Rape Crisis Centres
- **Measures to punish and deter violence** - improved legal definitions of rape, improved data collection, better co-ordination of criminal sanctions with protective measures, specialised units within the police, prosecution services or courts
- **Cross-sectoral measures** – education on children’s rights to safety and not to see an abusive parent, multi-agency co-operation forums, national Plans of Action, gender budgeting to improve measurement of cost-effectiveness of this work

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<sup>8</sup> Hagemann-White, C. Protecting Women Against Violence: Analytical study on the effective implementation of Recommendation Rec (2002) 5 on the protection of women against violence in Council of Europe member states, Council of Europe, 2007

## 4.4 England

4.10 In England the Home Office awarded £6.3 million in 2000 to fund 34 pilot projects to develop and implement local strategies to reduce domestic violence, rape and sexual assault. In 2005 it reported on the evaluation of these pilots<sup>9</sup> and sought to identify what worked. It was acknowledged that again there were difficulties with data collection. England is closest geographically and culturally to Scotland and the findings of this study are therefore likely to have a strong relevance for Scotland.

4.11 The report makes a range of recommendations. It concludes that:

- **For children and young people** - prevention in schools, one-to-one work and group work are likely to be most effective;
- **For women experiencing violence but not seeking help** - publicity campaigns, routine enquiry, outreach and support to help them report to the police are needed; and
- **For women seeking help who have been repeat victims of violence** - publicity campaigns, outreach, advocacy, support to engage with the criminal and the civil justice systems, help to stay safe, and individual and groupwork to help them 'move on' are needed.

4.12 A recent evaluation of **Independent Domestic Violence Advisors**, who work intensively with high-risk victims suffering ongoing abuse, found that this abuse stopped completely in two-thirds of cases where there was intensive support<sup>10</sup>. These findings were based on a study over 2 years across seven areas in England and Wales involving 2,500 women experiencing severe, high risk physical, emotional and sexual abuse, as well as stalking and harassment.

4.13 **Multi Agency Risk Assessment Conferencing (MARAC)** is an approach which was first tried in Cardiff in 2003 and which has been found to be successful in reducing future harm to very high-risk victims of domestic abuse and their children. The MARAC approach involves bringing together agencies to share information and take action to improve the safety of high-risk victims of domestic abuse.

4.14 The key element of MARAC is the risk assessment, which is carried out by police officers attending incidents of domestic abuse. The risk assessment has three main objectives:-

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<sup>9</sup> Hester, M and Westmarland, N, Tackling Domestic Violence: effective interventions and approaches, Home Office Research Study 290, 2005

<sup>10</sup> Howarth, E, Stimpson, M, Barran, D and Robinson, A. Safety in Numbers: Multi-site Evaluation of Independent Domestic Violence Advisors, 2009

- to gather detailed and relevant information from victims that can be shared with other agencies;
  - to identify those who will need more intensive support; and
  - to make agencies aware of the most dangerous offenders.
- 4.15 Information gathered during these risk assessments is shared among relevant agencies to promote the safety of abused women and their children. Evaluation has shown that, for women going through the MARAC process, repeat victimisation has fallen to 17%<sup>11</sup>. This, compared to the domestic abuse repeat incident rate of 40% in the rest of the Strathclyde Police area and 58% in North Ayrshire, demonstrates significant improvement.
- 4.16 At present MARAC is operational in North Lanarkshire and is being rolled out to the Dumfries and Galloway area. There are no plans for it to be introduced in Ayrshire at present.
- 4.17 HM Government's Violence Against Women Strategy 2009 indicates that in England the Government will take the following action:
- Develop a national communications strategy to address attitudes towards Violence Against Women among all members of the public;
  - Launch a campaign targeting violence within teenagers relationships
  - Include gender equality and violence against women in the school curriculum for Personal, Social and Health Education
  - Address violence Against Women in initial teacher training and continuing professional development
  - Increase investment in Family Intervention Projects for families with multiple problems, including domestic abuse
  - Deliver a new online directory of services and a new 24 hour sexual violence helpline
  - Invest in specific Violence Against Women services (like Multi-Agency Risk Assessment Conferencing (MARACs). Independent Domestic Violence Advisers, helplines and Sexual Assault Referral Centres.

## **4.5 Scotland**

- 4.18 In 2004 the Scottish Government published a review of the research carried out on violence against women. It included a review of international research carried out in this area. It found that throughout much of the research there have been many projects to intervene and to tackle domestic abuse but there are few assessments of how effective they are.

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<sup>11</sup> Scottish Government, Her Majesty's Inspectorate of Constabulary for Scotland Thematic Inspection: Domestic Abuse, 2008

- 4.19 In a survey of support services for women in Britain “Map of the Gaps 2”<sup>12</sup> commissioned by the Equality and Human Rights Commission in 2008, it was found that over one third of local authorities had no specialised provision service at all to help women dealing with abuse. Glasgow has the best provision in Britain and the Scottish Government was recognised in the report for its progressive action in setting up the Violence Against Women Fund.
- 4.20 The Scottish Government and Cosla Joint Strategy to tackle violence against women (“Safer Lives: Changed Lives”, 2009) indicates that such violence is a consequence of the continuing inequality between men and women. It sets out their focus for future activity as being: -
- Developing an effective approach to prevention and reducing violence against women
  - Providing better support for women and children with diverse needs
  - Improving data collection

## **5 Conclusions**

- 5.1 Violence against women persists in all countries and ranges in its prevalence from 13% in Japan to 61% in Peru. It affects women of all ages, social backgrounds, races and religions. This violence is rooted in the inequality between men and women and is an abuse of power.
- 5.2 A wide range of efforts have been made to tackle this violence through improving the co-ordination of the criminal justice services response, providing more support to the victims and through developing multi agency strategies.
- 5.3 A recent evaluation of such projects in England found that the most effective means of tackling violence was through a mixture of preventative campaigns, outreach and advocacy support, and support through the civil and criminal justice system.
- 5.4 The North Ayrshire Violence Against Forum has been developing a strategy and action plan to improve how we tackle violence in North Ayrshire through prevention, protection, provision and participation. It includes some of the elements highlighted as effective practice throughout the research but is limited to an extent by the resources available, for example, in recommending the introduction of a MARAC approach or of Independent Domestic Violence Advisers.

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<sup>12</sup> Coy, M, Kelly, L, and Foord, J. Map of the Gaps 2: The postcode lottery of Violence Against Women support Services in Britain, 2008

- 5.5 The strategy and action plan notes the gaps in the services available and is the subject of consultation at present. They will influence how all Community Planning Partners approach violence against women in North Ayrshire in the future.

Marjorie Adams  
Policy and Performance Officer

March, 2010

## Violence Against Women Action Plan 2010/13

<b>Prevention</b>				
<b>No.</b>	<b>Action</b>	<b>Lead</b>	<b>Partners</b>	<b>Timescale</b>
1.1	Publicise domestic abuse policy on support for Council employees and management guidance	North Ayrshire Council		August 2010
1.2	Promote awareness raising publicity campaigns to challenge attitudes about violence against women	North Ayrshire Council	Women's Aid	March 2011
1.3	Consider involvement in the White Ribbon Campaign and other promotional campaigns	Community Planning Partnership		December 2011
1.4	Support Ayrshire Violence Against Women Training Consortium in planning training across Ayrshire and staff in attending training to ensure a consistent, holistic approach for women and for children experiencing abuse	Women's Aid	Ayrshire Violence Against Women Training Consortium	2010/13
1.5	Deliver Domestic Abuse Training to ensure that all staff, including frontline reception staff, respond appropriately to women experiencing violence	Women's Aid	North Ayrshire Council NHS Ayrshire & Arran	2010/13
1.6	Build capacity amongst trainers to deliver domestic abuse training to services	Women's Aid	North Ayrshire Council NHS Ayrshire & Arran	2010/13
1.7	Support local action by communities and maximise community engagement aimed at preventing and reducing the harm caused by domestic abuse to children, young people, their families and communities	North Ayrshire Community Planning Partnership	Women's Aid	2010/13

1.8	Assist young people affected by domestic abuse and homelessness in their education and with other needs	Women's Aid	Barnardos Quarriers CHAP North Ayrshire Council	2010/13
1.9	Review use of school curriculum to deliver preventative messages to children and young people through the Curriculum for Excellence	Women's Aid	North Ayrshire Council	March 2011
1.10	Pilot preventative work with S1 pupils in one secondary school to challenge young people's attitudes about domestic abuse	Women's Aid	North Ayrshire Council	June 2011
1.11	Promote message to children and young people that domestic abuse is a crime e.g. through the Campus Police Officers in secondary schools and local events	North Ayrshire Council	Police	June 2011
1.12	Undertake targeted campaigns to tackle violence with a focus on domestic abuse e.g. Campaign on Violence – Domestic Abuse and Safer Streets initiative	Police		2010/13
1.13	Develop performance indicators to increase knowledge of domestic abuse and other forms of violence against women	North Ayrshire Council	Violence Against Women Forum	December 2010
1.14	Improve performance reporting information submitted to Violence Against Women Forum	North Ayrshire Council		December 2010
1.15	Undertake detailed analysis of reports to the Police, including first time and repeat reporting	Police		June 2011
1.16	Include domestic abuse questions in future People's Panel Survey	Community Planning Partnership		December 2011
1.17	Collect information on women in contact with Women's Aid who have also contacted the Police to gain a better understanding of under-reporting and of women requiring additional support	Women's Aid		2010/13

	<b>Protection</b>			
<b>No.</b>	<b>Action</b>	<b>Lead</b>	<b>Partners</b>	<b>Timescale</b>
2.1	Pilot training of NHS professionals on the routine enquiry of abuse	NHS Ayrshire and Arran	Women's Aid	
2.2	Provide training on the routine enquiry of abuse for Council employees in addictions, mental health and human resources	North Ayrshire Council	Women's Aid	2010/11
2.3	Implement routine enquiry training in priority settings in accordance with Chief Executive's Letter 41	NHS Ayrshire and Arran	Women's Aid	
2.4	Review Children's Outreach Services to children and young people affected by domestic abuse, including those in refuge, at school and requiring support on leaving refuge	Women's Aid	North Ayrshire Council	2010/13
2.5	Provide support through dedicated Drug Support Workers to women and children in refuge who are affected by drug and alcohol misuse	Women's Aid	North Ayrshire Council	2010/13
2.6	Consider development of specialist refuge provision with 24 hour support for women and children affected by drug misuse and domestic abuse	Women's Aid	North Ayrshire Council	2012/13
2.7	Develop links between Women's Aid and services supporting families with drug and alcohol problems e.g. Children 1 <sup>st</sup> Family Support 4ward Steps and Family Connexions	Women's Aid	North Ayrshire Council	2010/13
2.8	Heighten awareness of issues for women involved in prostitution and trafficking	North Ayrshire Council		2010/13
2.9	Promote information pack on services to support women involved in prostitution.	NHS Ayrshire & Arran		2010/13
2.10	Improve sharing of information on children affected by domestic abuse between Women's Aid and Schools	Women's Aid	North Ayrshire Council	October 2010
2.11	Implement Domestic Abuse Referral Process developed by Child Protection Committee and monitor its outcomes for children	Child Protection Committee		2010/13
2.12	Ensure information and access is available to services to protect all women, including women from ethnic minority communities, older women, disabled women and lesbian women	North Ayrshire Council		2010/13

2.13	Pilot the newly accredited Caledonian Programme to work with perpetrators of domestic abuse (subject to Scottish Government approval)	North Ayrshire Council	Community Justice Authority	March 2011
2.14	Develop capacity of Criminal Justice Social Services to work with the perpetrators of abuse on their caseload in addressing the impact of their behaviour on their children, while ensuring the safety of the women and children affected	North Ayrshire Council		2010/12
2.15	Promote awareness to Social Services staff of Section 11 of the Children (Scotland) Act 1995 to ensure that children affected by domestic abuse do not continue to suffer harm as a result of contact arrangements with the abusive parent	North Ayrshire Council		May 2010
2.16	Implement bail checks to ensure perpetrators are complying with conditions of their bail	Police		2010/13
2.17	Promote third party reporting of domestic abuse incidents using Women's Aid premises	Police	Women's Aid	June 2010
2.18	Implement new initiative to photograph domestic abuse crime scenes to improve the information available for taking forward prosecutions	Police	Procurator Fiscal's Office	June 2010
2.19	Develop links with Community Wardens in tackling domestic abuse	North Ayrshire Council		2010/13
2.20	Analyse reports to establish main offenders responsible for most domestic abuse crime and target efforts on these individuals	Police		2010/13
2.21	Identify means of making more use of civil legal remedies with local solicitors	North Ayrshire Council		June 2011
2.22	Promote information packs on civil protection remedies and rights to the matrimonial home, including details of range of support available	Women's Aid		October 2011
2.23	Develop web-based information sites for women experiencing domestic abuse and for children and young people which is specifically designed for them and linked to existing Child Protection websites	North Ayrshire Council	Women's Aid	June 2011
2.24	Monitor development of the domestic abuse cluster courts being piloted at South Ayrshire Sheriff Court	Procurator Fiscal's Service		June 2011

	<b>Provision</b>			
<b>No.</b>	<b>Action</b>	<b>Lead</b>	<b>Partners</b>	<b>Timescale</b>
3.1	Promote Home Security service to improve safety of women and children experiencing violence	North Ayrshire Council	Police	2010/13
3.2	Promote training on dealing with sexual abuse for workers involved with children who have been sexually abused	Child Protection Committee		2010/13
3.3	Monitor implementation of the Children Experiencing Domestic Abuse Recovery (CEDAR) programme pilots involving group work for children and parents who have experienced abuse	North Ayrshire Council		December 2012
3.4	Encourage services to ensure that they are accessible and appropriate for disabled, ethnic minority, lesbian and older women and that their information is in accessible formats	All		2010/13
3.5	Commission a rape crisis and counselling service to support survivors of rape and of child sexual abuse	NHS Ayrshire and Arran	North Ayrshire Council	October 2010
3.6	Maximise funding and other resources to support work on tackling violence against women	All		2010/13
3.7	Link to CPP Funding Hub to ensure wider awareness of opportunities for external funding of new initiatives	Women's Aid	North Ayrshire Council	2010/13
3.8	Review demand for and type of refuge provision available for women and children experiencing violence	Women's Aid	North Ayrshire Council	June 2011
3.9	Review current practice relating to homelessness and domestic abuse, including means of providing greater continuity when women move on from temporary housing	North Ayrshire Council		October 2011

<b>Participation</b>				
<b>No.</b>	<b>Action</b>	<b>Lead</b>	<b>Partners</b>	<b>Timescale</b>
4.1	Consult with women service users for their views on their experience of using services	Women's Aid	North Ayrshire Council	2010/13
4.2	Consider a mechanism to allow service users to influence strategic policy making and service developments	North Ayrshire Council	Women's Aid	December 2010
4.3	Consult with children and young people on the support provided to them and any gaps in services offered as part of wider consultation and link to Integrated Children's Services Plan reporting systems	North Ayrshire Council	Women's Aid	2010/13

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

**Transcript 1**

**Irvine**, At a meeting of the Scrutiny Committee of North Ayrshire Council at 2.00 p.m.

**Chair**

Councillor John Hunter

**Committee Members**

Councillor John Hunter  
Councillor Anthea Dickson  
Councillor Matthew Brown  
Councillor Andrew Chamberlain  
Councillor Alex Gallagher  
Councillor Jean Highgate  
Councillor Pat McPhee  
Councillor Alan Munro and  
Councillor Robert Rae

**The Following Gave Evidence:-**

G. Johnstone, Quality Improvement Manager (Educational Services).  
M. Adams, Policy Officer.  
Sheena Campbell, North Ayrshire Women's Aid.

**North Ayrshire Chief Executive's Service**

Elma Murray, Chief Executive.  
Alastair Osborne, Policy Officer.  
Angela Little, Committee Services Officer.  
Martyn Mckeown, Team Leader Committee Services.

**Location**

Council Chambers, Cunninghame House, Irvine.

**1. Format of Evidence Session**

The session began with a presentation to the Committee by Marjorie Adams, Policy Officer, North Ayrshire Council, which provided an overview of a research study undertaken by Ann Rosengard Associates on behalf of the North Ayrshire Violence Against Women Forum (VAWF).

Thereafter the Committee heard from Mr Gary Johnstone, Quality Improvement Manager (Educational Services) on work being undertaken within North Ayrshire Schools to promote prevention.

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

Finally, Mrs Sheena Campbell, Business Manager of North Ayrshire Women's Aid (NAWA), provided information on the role of NAWA and on the training and preventative work undertaken by that agency.

In the course of the discussion, the Committee received information and clarification in relation to the following broad areas:-

- The role and expectations of the Committee in the review process;
- The need for more work to be done with the perpetrators of domestic abuse and violence against women to address their behaviour and prevent repeat abuse (e.g. through the "Caledonian System" which aims to provide an integrated approach to addressing men's domestic abuse and increasing the safety of women and children);
- The impact of National anti-abuse campaigns locally;
- The role of other agencies involved in tackling domestic abuse e.g. the Police, Victim Support; and
- Sources of funding provided to North Ayrshire Women's Aid.
- Protections afforded to children reporting abuse;
- Training provided to teachers to allow them to deal with such reports (e.g. Critical Skills Training); and
- The accessibility of supports to women, children and young people e.g. through Women's Aid.

Members of the Committee asked the following questions in the course of the session, and received the responses summarised below:-

- |                   |  |
|-------------------|--|
| Q. Robert Rae     | In regard to the development work in Schools, is there a danger that children may be used as agents to report on abuse within their homes? |
| A. Marjorie Adams | Replied that it was more about challenging attitudes from an early age and emphasising what is acceptable behaviour.                       |
| Q. Matthew Brown  | If there is under-reporting of abuse, how can we have confidence in the system?  |
| A. Marjorie Adams | Replied that there was evidence that more people are coming forward to report abuse, particularly among the younger population.            |
| Q. Matthew Brown  | The numbers coming forward seem to be plateauing? What is the significance of this?  |
| A. Marjorie Adams | Could be a positive sign that efforts to tackle abuse are having an impact?  |

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

- Q. Alex Gallagher      What is the extent of the problem in North Ayrshire?
- A. Marjorie Adams      Can't identify the number of families involved, just reported incidents. No clear picture of the overall problem.
- Q. Alex Gallagher      What is it that the Scrutiny Committee is trying to do?
- A. John Hunter          The Committee can help by establishing the cost to the Council and perhaps arrive at a better way of targeting resources to mitigate the impact of abuse and break the cycle of abuse.
- Q. Pat McPhee          Can children report abuse to teachers? Are teachers able to respond to such reports?
- A. Gary Johnstone      Yes. Teachers are made aware of the issue and receive critical skills training.
- Alan Munro              Stated that it was important that women receive the support that they needed at the time it was needed.
- Q. Anthea Dickson      Noted the work being done with women and children. What work is being done with perpetrators?
- A. Marjorie Adams      Criminal Justice Authority has established the Caledonian Programme to work with abusers.
- Q. Matthew Brown      Impact on children can be severe. Is there scope for better reporting? Agencies Sharing information about abusers?
- A. Gary Johnstone      Within schools. Police liaise with schools to make them aware of issues with particular children. There is good work going on but no room for complacency.
- Q. Pat McPhee          Is there any evidence that national campaigns have any impact locally?
- A. Marjorie Adams      Difficult to evidence this.
- Q. Pat McPhee          Is there evidence that campaigns have any positive impact?
- A. Sheena Campbell      Not aware of any evidence.

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

- Q. Alex Gallagher      What is roll of the Violence Against Women's Forum?
- A. Marjorie Adams      Explained role of the VAWF.
- Q. Alan Munro          Is there elected Member input to the VAWF?
- A. Marjorie Adams      Councillor Alan Hill.
- Q. John Hunter          Is Women's Aid the only agency dealing with this issue? Are other agencies involved?
- A. Marjorie Adams      Victim Support is also involved but Women's Aid take the lead.
- Q. John Hunter          Who funds the work?
- A. Marjorie Adams      Approximately 75% Council. 25% Others
- Q. John Hunter          Where does the Council's contribution come from?
- A. Sheena Campbell     Supporting People monies.
- Q. Robert Rae           Route of the problem is the abuser. What steps are being taken to make the abuser aware of the impact of their actions?
- A. Sheena Campbell     Little work to date but we hope the Caledonian System [referred to earlier] will have an impact.
- Q.                         Andrew Chamberlain     Within schools, how much time is spent informing the attitudes of children?
- A. Gary Johnstone      Typically 1-2 periods per week and through a variety of subject matters in the Curriculum for Excellence. Slow process but the effort is now embedded.

The session ended at 3.15 p.m.

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

**Transcript 2**

**Irvine**, At a meeting of the Scrutiny Committee of North Ayrshire Council at 2.00 p.m.

**Evidence-Gathering Session Notes**

**Chair**

Councillor John Hunter

**Committee Members**

Councillor John Hunter  
Councillor Anthea Dickson  
Councillor Matthew Brown  
Councillor Andrew Chamberlain  
Councillor Alex Gallagher  
Councillor Jean Highgate  
Councillor Pat McPhee  
Councillor David Munn  
Councillor Alan Munro

**The Following Gave Evidence:-**

Superintendent J Coubrough (Strathclyde Police)  
Jacqueline Clinton, Chief Officer (SW Scotland Community Justice Authority)  
Iain Mitchell, Authority Reporter (Scottish Children's Reporters Administration)  
Ann Paton, Services Manager (North Ayrshire Women's Aid).  
Sandra Paterson, Head of Service (Social Services)  
Jim McCrae, Principal Officer Criminal Justice (Social Services)  
Jillian Russell, Child Protection Committee Lead Officer (Social Services)  
Marjorie Adams, Policy Officer (Chief Executive's)

**North Ayrshire Chief Executive's Service**

Elma Murray, Chief Executive  
Angela Little, Committee Services Officer

**Location**

Council Chambers, Cunninghame House, Irvine.

**Chair's Remarks**

The Chair thanked witnesses for their attendance and invited Members of the Committee to ask questions of those present.

**Strathclyde Police**

Superintendent Jim Coubrough

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

Strathclyde Police works to a nationally agreed definition of domestic abuse which has been adopted by the Association of Chief Police Officers in Scotland (ADPOS) and the Crown Office Procurator Fiscal service.

Domestic abuse is defined as any form of physical, sexual or mental and emotional abuse which might amount to criminal conduct and which takes place within the context of a close relationship.

Work being undertaken by Strathclyde Police in relation to domestic abuse includes:-

- A Joint protocol agreed between the ACPOS, the Crown Office and the Procurator Fiscal Service outlining procedures and practices to be followed in domestic abuse cases;
- The establishment of a database to log and track domestic abuse cases;
- The introduction of a new Domestic Abuse Toolkit providing clear guidance to officers and police staff on how to better respond to domestic abuse victims;
- The introduction of digital cameras within Police vehicles to allow officers to capture photographic evidence at an early stage;
- The proactive service provided by the Domestic Abuse Unit in Kilmarnock;
- The establishment of a Domestic Abuse Task Force to provide support to victims and pursue perpetrators;
- Rigorous enforcement of bail and curfew checks; and
- Availability of the Alcohol Referral Scheme and Cocoon Watch.

**North Ayrshire Council, Social Services, Criminal Justice**

Sandra Paterson, Head of Service  
Jim McCrae, Principal Officer Criminal Justice

Criminal Justice Teams work to National Objectives and Service Standards, and prepare reports for the courts and supervise offenders in the community who are subject to statutory orders and licences. The main aims of the service are to reduce re-offending behaviour, improve community safety and reduce the unnecessary use of custody.

**South West Scotland Community Justice Authority (CJA)**

Jacqueline Clinton, Chief Officer

The South West Scotland CJA is a devolved public body which covers the local authority areas of Dumfries & Galloway, East Ayrshire, North Ayrshire and South Ayrshire. Our purpose is to reduce reoffending and reconviction rates and to contribute to building a safer and stronger Scotland by improving the management of offenders. CJA works with local authority criminal justice

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

social work services, Scottish Prison Service, the police, NHS and voluntary organisations.

**Child Protection**

Jillian Russell, Child Protection Co-ordinator

North Ayrshire Child Protection Committee is a multi agency strategic partnership between North Ayrshire Council, NHS Ayrshire & Arran, Strathclyde Police, Scottish Children's Reporter Administration, Children's Panel, Procurator Fiscal, Alcohol & Drug Partnership and the Voluntary Sector. It aims to ensure that all agencies work together effectively to protect children and young people in North Ayrshire.

**Scottish Children's Reporters Administration (SCRA)**

Iain Mitchell, Authority Reporter

The SCRA is a national body focused on children most at risk. The Children's Hearings System provides the operational setting in which SCRA and partner agencies work. The aim is to provide a safety net for vulnerable children and deliver tailored solutions to meet the needs of the individuals involved, while helping to build stronger families and safer communities.

**North Ayrshire Women's Aid (NAWA)**

Ann Paton, Services Manager

NAWA is a charity set up in 1979, providing a confidential service, offering information, support and/or a safe place to stay for women, children and young people who are experiencing or have experienced domestic abuse.

Members of the Committee asked the following questions and received the responses summarised below:-

- |                   |   |
|-------------------|---|
| Q. (Chair)        | What is the impact of domestic abuse on the Police?   |
| A. (Police)       | Each incident takes between 4½ – 9 hours to deal with, which is a big cost.   |
| Q. (Cllr Dickson) | I am disappointed that despite a heavy Police input only a 20% reduction has been achieved, have you any other ideas for tackling domestic abuse? |

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

- A. (Police) The Community Planning Partnership has provided a good platform to move things forward, the whole area of violence in North Ayrshire has to be dealt with as well as alcohol in the home. We have to start the education process early within schools.
- Q. (Cllr Gallagher) Is your service reactive and is the situation getting worse?
- A. (Police) No, I don't believe it is getting worse and few of those working within this area feel it is. There is however a greater degree of reporting. Domestic abuse is endemic and a broader issue.
- Q. (Cllr Highgate) Campus Cops – do they do any programme for school children?
- A. (Police) No – we have to be clear that any programme is both educational and in tune with the work undertaken within schools by Women's Aid. A package could however be developed in conjunction with Educational Services. The Campus Cops can also be a route for young people reporting domestic abuse
- Q. (Cllr Brown) Is an increase in reporting a good indication of the good work that has been done by services? Has there been any targeting of police work on repeat offenders?
- A. (Police) Yes – we have allocated an officer to some of the most persistent perpetrators in an effort to reduce domestic abuse incidents. In 2008 there were 171 incidents, in 2009 a reduction to 139 incidents. We would hope to sustain this reduction, but as already highlighted there are broader educational issues.
- A. (Social Services) In Social Services' view, education should start at the early years, so that the message gets through to very young children and to parents. Universal services have a key role in getting this message across that such violence is unacceptable. This should then reinforce societal values and attitudes about other ways of working through problems

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

and issues. Services do not then have to manage the results of violence. It is costly to work through incidents of domestic abuse.

- Q. (Cllr Munn) West Sound aired a very graphic and capturing advert depicting a domestic abuse incident during the festive season – I felt this was hard hitting and would have a big impact. I feel we should have more of this type of education.
- A. (Social Services) The Criminal Justice Service (CJS) works with perpetrators and begins when they have been to Court, we prepare reports for the courts and supervise offenders in the community.
- Diversion is now not a disposal for perpetrators of domestic abuse – it was considered that this option negated the seriousness of the offence.
- Most perpetrators receive financial fines. The work of the CJS is to reduce re-offending behaviour.
- The difficulty the CJS has is that the Scottish Government decided to choose the accredited Caledonian Programme. This took 3 years to be accredited. The programme was launched in October 2009. A bid will be made by the Ayrshire authorities, hopefully, in February/March 2010 and we would hope to train staff in April. There is no guarantee the bid will be successful, but it will be rolled out in 2011.
- Q. (Cllr Gallagher) What have Social Services been doing meantime?
- A. (Social Services) We have specific programmes working with offenders and victims of domestic abuse, but not the accredited Caledonian system
- Q. (Chair) What are the resource implications?
- A. (Social Services) Staff working with victims and children will require resources
- Q. (Chair) How integrated is the service?

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

- A. (Social Services) The service is very integrated, we couldn't put in a bid if we were not integrated with children and families. We are not integrated with the Police at present, but joint working takes place with Multi Agency Public Protection Arrangements (MAPPA). The Multi Agency Risk Assessment Conferencing (MARAC) process is being piloted in Dumfries and Galloway to reduce the risk to families experiencing domestic abuse
- Q. (Cllr Brown) Is there support from South West Community Justice Authority?
- A. (CJA) The SWCJA is responsible for distributing funding for Criminal Justice Social work for North Ayrshire, South Ayrshire, East Ayrshire and Dumfries and Galloway. The SWJCA has supported and will forward the bid for the Caledonian system to the Scottish Government.
- Q. (Cllr Gallagher) It has taken a long time for the Caledonian system to become accredited – if this has already been piloted why do we have to wait?
- A. (Social Services) The Scottish Government are funding the accredited Caledonian system, we can't go ahead with anything without the resources.
- Q. (Cllr Chamberlain) Do the current schemes in operation cut re-offending?
- A. (Social Services) We have no evidence, no consistency in evaluation
- Q. (Cllr McPhee) Where does the funding come from once the pilot is over?
- A. (Social Services) The Scottish Government will not commit funding after 2010/11, which creates difficulties in recruiting staff. It is difficult to recruit staff on temporary contracts.
- A. (CJA) The Scottish Government is saying this about all services

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

- Q. (Cllr Gallagher) Is there anything this Committee could do?
- A. (Social Services) If we don't get the pilot we will train some staff to deliver Special Assault Risk Assessment (SARA)
- Q. (Chair) Can the Committee make representations to the Scottish Government?
- A. (Chief Executive) Is the funding ring fenced?
- A. (Social Services) The funding is ring fenced – but funding is only committed for 12 months and it will take 6 months to get people on the programmes.
- A. (CJA) Elements of the funding will come via the SOA which is not ring fenced
- A. (Social Services) There is no reason why the Council couldn't allocate funding
- (Chief Executive's Service) The next investigation meeting will look at resources and budget allocations
- Q. (Cllr Brown) Will we have to train existing staff for the Caledonian system and then back-fill posts?
- A. (Chief Executive) Some funding will come in to start the project, but temporary contracts will not attract new staff, so we will have to use existing staff. We will have to take a decision if we can support this right from the start. Decisions need to be made about how to continue this work in the future
- Q. (Cllr Munro) From adverts and by other means we have come a long way with the information needed and help available. Knowledge is now out there for women to know where to go and how to access services they require
- A. (Social Services) 150 Social Enquiry Reports (SER) have gone through the system. This is a small tip of the iceberg
- Q. (Cllr Brown) Community and Justice Department – will the bid go to them?

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

- A. (Social Services) Yes, the Community Minister, Kenny McAskill would be responsible. Backfilling of posts creates problems – no-one wants to fill temporary posts. Programme Delivery Team is well regarded and quite well resourced. We only deal with a small number of people - the majority don't come within our remit.
- Q. (Cllr Gallagher) Plan for an unsuccessful outcome to the bid and have something that parallels the activity available
- Q. (Chair) Who accredits the programme?
- A. (Social Services) The Scottish Accreditation Panel accredited the programme. This Panel consists of a wide range of individuals e.g. Social Work, Forensic Psychologists, academics. They looked at the programme in fine detail
- Q. (Cllr Dickson) Do you have a success rate for this programme?
- A. (Social Services) No – whilst the programme has not yet been evaluated, the methods are proven
- (Women's Aid) The creation of the Caledonian programme has been ongoing for a number of years. It developed out of the Change Programme. I consider the programme does not have great value to the perpetrator, but does for the victims and children, allowing them to access support
- Q. (Cllr Dickson) What is the net gain?
- A. (Women's Aid) The net gain is that support is made available to women and children. We are working with primary schools but they are reluctant to allow us to work with children under 7 years. I believe we need to start education on this area at the early years
- Q. (Cllr Dickson) The programme is still at evaluation stage?
- A. (Women's Aid) The evaluation will be a long time
- A. (CJA) We have engaged with the Prisons to ask them to consider work with men whilst imprisoned

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

- Q. (Cllr Brown) The Police are at the cutting edge. We require early years intervention to make an impact
- A. (CJA) The CJA Board agreed to examine ways to tackle domestic abuse offenders and has been allocated funding of £15,000 to develop the bid for this area. We are working at the perpetrator end of the system. New methods such as MARAC are being used by the Police to manage the risks. Court colleagues are looking at specialist ways to prosecute domestic abuse. This includes clustering domestic abuse cases and fast tracking them through the courts. A sub group of the CJA is looking at ways of developing work with perpetrators.
- Q. (Chair) Is there an overlap?
- A. (CJA) Yes – but the CJA is a strategic organisation – we bring all the partners together to assess how we can move forward and we will clear the bid and pass it to the Scottish Government. We will continue to encourage joint working on a regional basis
- Q. (Cllr Dickson) Is all the paperwork ready?
- A. (CJA) We need to submit state of readiness statement. The Caledonian Programme will tackle the medium to high risk offenders
- A. (Child Protection) Children are referred to Child Protection for a wide range of reasons and can this be as a result of the impact of domestic abuse. They are categorised under 5 areas:- physical injury, emotional abuse, sexual abuse, physical neglect and failure to thrive. Domestic abuse is not a category but could be part of physical or emotional abuse, for example.
- In a crisis situation a report will be compiled. A Manager will assess the report and evaluate the risk.
- Exposure to domestic abuse affects children in relation to their attendance and achievement at school and in many other areas. We require to

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

change society's view on the acceptability of violence within the home.

- Q. (Chair) I am surprised at the flat levels in relation to the statistics provided, particularly in relation to mental health. I also wondered what the category "Other" included?
- A. (Child Protection) These statistics do not provide the primary reason for referral, but the underlying reasons. The "Other" category relates to particularly unique reasons.
- (Reporter) 90% of referrals to the Police are forwarded to the Reporters. We investigate if there are sufficient grounds to go to a Hearing. 99% of our referrals come via the Police and there are generally issues around alcohol, drugs and care issues
- A. (Women's Aid) The concern is for the children and young people, many come from homes with addictions and backgrounds in the criminal justice system. Partners can be injecting women as a method of control. Women view contact with Social Services with a fear that they risk losing their children. There is also a barrier with contacting the Police – they link in with the Reporter.
- The children also have their own needs and fears. Women and children are always the ones presenting with the problems – homeless, seeking benefits etc. Lawyers are now becoming reluctant to take Legal Aid cases
- The Zero Tolerance campaign and subsequent campaigns have had a big impact.
- Q. (Chair) Where does Women's Aid fit and how are you funded?
- A. (Women's Aid) We fit into some of the statutory organisations and partnerships such as the Violence Against Women's Forum, but not all. We receive funding from the Scottish Government for working with children and from Supporting People

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

- Q. (Cllr Dickson) Is there a big area of growth?
- A. (Women's Aid) Women are now presenting more often with additional problems, such as addiction, which is generally as a result of domestic abuse. We now have Drug Support Workers to assist in dealing with this issue.
- A. (Social Services) A recommendation from Getting it Right for Every Child (GIRFEC) was that if a new referral comes in to the Police they have discretion to pass it to the Health Service (if the child is under 5 years) and Educational Services (if the child is over 5 years) If these agencies can deal with the problems, they do so, if not they refer to Social Services for a multi-agency response. The Police do not always require to refer children of domestic abuse victims to Social Services
- Q. (Cllr Dickson) Are there data protection issues in relation to the sharing of information between agencies?
- A. (Child Protection) There is an information sharing protocol for the 3 Ayrshire authorities and the Health Service
- Q. (Cllr Gallagher) Is the fear that children will be taken into care a real fear for women caught up in domestic abuse?
- A. (Women's Aid) No it is not a real fear, but women feel it is. Sometimes, where appropriate, Women's Aid have to refer children to Social Services
- (Police) We require to focus on addressing the level of violence across North Ayrshire. Alcohol is also a strategic threat in this violence. It does seem to be cultural and societal.

The session ended at 3.35 p.m.

**Irvine**, At a meeting of the Scrutiny Committee of North Ayrshire Council at 2.00 p.m.

### **Evidence-Gathering Session Notes**

#### **Chair**

Councillor John Hunter

#### **Committee Members**

Councillor John Hunter  
Councillor Anthea Dickson  
Councillor Matthew Brown  
Councillor Andrew Chamberlain  
Councillor Alex Gallagher  
Councillor Jean Highgate  
Councillor Pat McPhee  
Councillor Alan Munro

#### **The Following Gave Evidence:-**

Marjorie Adams, Policy Officer (Chief Executive's)  
Janeine Barrett, Principal Officer (Homelessness) (Property Services)  
Stephen Brown, Local Manager (Child and Family Team) (Social Services)  
Ann Paton, Services Manager (North Ayrshire Women's Aid)  
Marylin McGill, Team Leader (North Ayrshire Women's Aid)  
Louise Parker, Support Worker/Supervisor (Break the Silence)  
Anne Clarke, Senior Manager, Health Promotion (NHS Ayrshire and Arran)

#### **North Ayrshire Chief Executive's Service**

Elma Murray, Chief Executive  
Alastair Osborne, Policy Officer  
Angela Little, Committee Services Officer

#### **Location**

Council Chambers, Cunninghame House, Irvine.

#### **Chair's Remarks**

The Chair thanked witnesses for their attendance and invited Members of the Committee to ask questions of those present.

#### **North Ayrshire Council, Property Services, Homeless Section**

Janeine Barrett, Principal Officer (Homelessness)

In 2008/09 North Ayrshire Council received 1353 approaches to the Homeless Section. Of these 153 were from women fleeing from domestic violence. 90 of these women went onto Women's Aid and the others were accommodated by the Council. North Ayrshire has 165 dispersed flats available and 2

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

hostels. There are Children's Integration Officers who work with families to minimise the impact of homelessness for children.

The average duration from being assessed as homeless to being housed is 120 days.

The Home Security Programme provides practical assistance to women who wish to remain in their own home.

**North Ayrshire Women's Aid (NAWA)**

Ann Paton, Services Manager  
Marylin McGill, Team Leader

Information was provided on the level of provision available within North Ayrshire, NAWA has 24 refuge places available:-

Three Towns	6 flats
Garnock Valley	6 communal places and 3 flats
Irvine	5 communal places with en-suite
North Ayrshire	4 scatter flats

Flats within the community are welcomed by some women but do not provide the same level of security as the refuge.

Women's Aid have Children's Outreach Workers who provide support to children and young people affected by domestic abuse, both in refuge and outwith them. There are also Drug Support Workers to assist women with drug and alcohol problems.

Difficulties are experienced in accessing services for those with addiction problems.

**Break the Silence**

Louise Parker, Support Worker/Supervisor, Break the Silence (BtS)

BtS is an independent Voluntary Organisation established to provide a range of free and confidential support services to adult survivors of childhood sexual abuse and rape from Ayrshire.

BtS have 44 clients from North Ayrshire and to date a total of 61 referrals have been received from this area, since August 2009.

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

**NSH Ayrshire and Arran**

Anne Clarke, Senior Manager (NHS Ayrshire and Arran)

Routine enquiry training is now to be undertaken. Every person who presents at certain health services will be asked if they have been abused. This routine enquiry will be rolled out to maternity services, mental health and addictions, community nursing, sexual and reproductive services and Accident and Emergency (A & E). A range of information will be disseminated and all staff in these areas will be trained.

Data collection systems are being put in place and training will begin within the next few weeks to take in all 4 of the above areas, with the exception of A & E, who will be trained next year. South Ayrshire will begin in Year 2 and East Ayrshire in Year 3.

Work continues to bring this to the attention of the Strategic Alliance.

Members of the Committee asked the following questions and received the responses summarised below:-

- |                 |   |
|-----------------|---|
| Q. Cllr McPhee  | Why is there a problem accessing methadone programmes?  |
| A. Women's Aid  | A cap has been put on the places available on the methadone programme. There is a priority criteria and a waiting list in place.  |
| Q. Cllr McPhee  | Is there an alternative to this programme?  |
| A. Women's Aid  | The methadone programme is a reducing programme which can help stabilise behaviour  |
| Q. Chair        | Is alcohol more difficult to deal with?   |
| A. Women's Aid  | Alcohol addiction is more difficult because drinking is socially acceptable. Alcohol also harms health and can lead to women finding themselves in unsafe circumstances. It is difficult to judge what is an acceptable level of alcohol. |
| Q. Cllr Dickson | What determines the exit of women from the refuge?  |
| A. Women's Aid  | Each case is different. Women tend to feel more   |

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

settled in the scatter flats and stay longer, but their circumstances mainly determine how long they stay - whether they want to get their own home back or be re-housed in the same or a different area.

- Q. Cllr Dickson                      How do you prevent women staying longer than necessary?
- A. Women's Aid                      Temporary accommodation is short term and most women want to be settled, so they move as quickly as they can. Any who are reluctant to move on are provided with the support they need to leave the security of the refuge.
- Q. A. Gallagher                      What is success?
- A. Women's Aid                      Success would be a woman who has left an abusive relationship and is getting her life back on track. She will always have the information on how to get out if she needs it.
- Q. A. Gallagher                      Do you keep seeing the same women over and over again?
- A. Women's Aid                      Yes potentially you can, but this does not happen often. What you do hear is the same perpetrator's name coming up, but in relation to different women.
- Q. Cllr Highgate                      Do you have problems accessing services from other agencies on behalf of these women?
- A. Women's Aid                      We experience different problems in different geographical areas. It can be difficult to register with some GPs. Housing tends to be OK. Benefits are the real problem and can take months to sort things out.
- Q. Cllr Chamberlain                      Did you say that the methadone programme is a reducing programme?
- A. Women's Aid                      Yes - Women's Aid would expect a reducing programme to form part of the treatment for addiction.
- Q. Cllr Chamberlain                      Do you have many women who go through the programme, leave the centre and go back to

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes  
drugs and then end up back in the centre?

- A. Women's Aid Yes. It can be very difficult for people to leave it behind. We do try to support them but women will often be targeted and encouraged to return to previous drug taking behaviour.
- Q. Cllr Brown When you say the same names can come up, do you mean that the same abuser is abusing different women?
- A. Women's Aid Yes, there have been 2 women murdered who were the second women to have been abused by the same man - the previous women had left the violent relationship.
- Q. Cllr Highgate Do homeless people receive one offer of accommodation?
- A. Homeless Section The Council had a policy of securing two offers of permanent housing to homeless households to provide greater choice and ensure equality for all housing applicants. In reality, however, homeless households were being given greater choice than waiting list applicants. They received the highest proportion of offers of housing available under the Common Housing Register and on refusal they still had the option to remain on the waiting list where they would receive further offers (although homeless status was removed). Many households appealed their first offer of housing resulting in a bottleneck within temporary accommodation. The policy was amended to provide one reasonable offer of permanent housing for homeless households. The household can choose an area within which they wish to be housed.
- Q. Cllr Brown The numbers of domestic abuse presentations is still high despite the success in Housing Services at reducing homelessness presentations overall
- A. Homeless Section North Ayrshire have the highest number of domestic abuse presentations - we have not yet made inroads to reduce this
- Q. Cllr Munro Are these women only from North Ayrshire, or are they from the surrounding areas also?

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

- A. Homeless Section There is a statutory provision in relation to general homeless criteria which permits the Council to house only those from within the Council's area. This does not apply to cases of domestic abuse, however, as women could be trying to leave their local area and relocate to safety.
- Q. Cllr Munro Is the service we are providing too good that women would want to come to North Ayrshire?
- A. Homeless Section No - the majority of women presenting as a result of domestic abuse are from North Ayrshire.
- Q. A. Gallagher Is it feasible to set targets to drive this down?
- A. Homeless Section We have a corporate responsibility, but there is no statutory provision to prevent homelessness as a result of domestic violence. It is difficult to target prevention activity in this area as we respond to the victims of abuse as opposed to the perpetrators
- Q. Cllr Gallagher Are there links to serial abusers, with women presenting as homeless time and time again?
- A. Homeless Section Repeat homelessness is low - around 4.5%. This is an interesting point and some work could be done to try to capture this information
- Q. Cllr Highgate Does the home security programme work?
- A. Homeless Section This programme works well - it is cost effective and ensures women feel safe within their own home.
- There are a range of security devices utilised and support provided by the Home Security Officer. Women's Aid can be involved in relation to providing information and legal advice should the women want this support
- Q. Cllr Dickson Do Break the Silence clients suggest anything that would have made them talk about their abuse at an earlier stage?
- A. Break the Silence It could be that agencies don't ask this question, so people don't tell
- Q. Cllr Dickson Perhaps longer medical appointment times would

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes  
allow people to disclose abuse?

- A. Break the Silence A wide variety of agencies could ask this type of question, but I feel many are afraid of what the answer would be and not know what to do to help
- Q. Cllr Brown Are you a new service?
- A. Break the Silence We are fairly new to North Ayrshire. We received funding in August 2009 till March 2010 of £27,000
- Q. Cllr Brown Are serial abusers referred to your service?
- A. Break the Silence Those who have been abused are more vulnerable to being abused again. They are more likely to choose an abusive partner because that is what they know and understand
- Q. Cllr Gallagher If this service will be lost to North Ayrshire after March - has any training been provided?
- A. Break the Silence We did receive funding for training from NHS Ayrshire and Arran
- Q. Cllr Hunter Are leaflets widely available?
- A. Break the Silence We did not circulate too many, because our service may not be available after March 2010
- M. Adams The provision of an all-Ayrshire service is currently being explored. Discussions are taking place and we would hope to have something in place for the future
- Q. Cllr Gallagher Why are GPs not included in the routine enquiry training the NHS is undertaking?
- Q. NHS The Government does not include them in their directive - we would be happy to include any GPs who wish to participate and will continue to encourage them
- Q. Cllr Gallagher The Health Board is part of the CPP, can you not use the influence of the CPP to bring GPs in?
- A. Chief Executive The Health Board has limited direction over GPs
- Q. Cllr McPhee What happens to the client after the routine enquiry?

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

- A. NHS We can only provide information - it is the woman's decision on what she does next
- Break the Silence 70% of our referrals come from NHS
- Q. Cllr McPhee So what do you do for these women?
- A. Break the Silence We provide a holistic approach - childhood affects everyone in a different way
- Q. Cllr Dickson Is there an automatic notification to other agencies on the discharge of those who have attempted suicide?
- A. NHS No, but the roll out of the routine enquiry will encompass A & E in year 2/3
- Q. Cllr Dickson There needs to be a way to shorten the length of time it takes to access addiction programmes for those who have suffered domestic abuse?
- Q. Cllr Hunter Perhaps we need to go back to the Police for costs?
- Could the NHS provide more detailed costings in relation to the costs of domestic abuse on their services?
- A. NHS This would be very difficult to provide - but this area could be examined
- Q. Cllr McPhee Is there any scope for efficiencies?
- A. Women's Aid We have already had reduced funding in the last few years and this has impacted on the numbers of women we can support
- Q. Cllr Brown Can we better deliver what we can with fewer resources?
- A. Homeless Section A Temporary Accommodation Review is currently being undertaken. The results of this review will be available at the end of February and will inform how we cost effective services over the next 3 years
- Q. Cllr Brown Is there duplication in the management of services for those who experience domestic abuse?

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

- A. Homeless Section      The results of the review will identify any duplication. We already currently use Women's Aid for specialist provision
- Q. Cllr Brown              Does the NHS have a view on this?
- A. NHS                      We don't provide any specific services, but we do provide information
- Q. Cllr Brown              The Council and the Police are allocating large areas of funding to domestic abuse - not sure the health service is spending enough. Feel we need to look at joining up the services
- A. NHS                      We are dedicating hundreds of staff days to training in relation to routine enquiry
- Q. Cllr Gallagher        What would we measure as success - is it a reduction in the number of women experiencing domestic abuse?
- Also what is your biggest problem and how can the Council help?
- A. M. Adams              The Police are receiving high numbers of reports of domestic violence that could illustrate women are feeling confident in reporting this crime. Success would be a reduction in the incidence of domestic violence
- NHS                          Having worked in other areas of Scotland, by comparison the collaboration between the Council and other agencies is good. It is unfortunate that there is not enough provision of the services that these people require
- Q. Cllr Munro              What is the percentage of those with addictions?
- A. Women's Aid            It is quite a small percentage - but this group requires an intense level of support
- Q. Cllr Munro              With regard to the capping of the numbers accepted onto the methadone programme, could pressure be put on the NHS to increase this provision?
- A. Women's Aid            The rollout of the routine enquiry will increase referrals to this programme. We therefore need to

Understanding and Tackling Domestic Abuse in North Ayrshire  
Evidence-Gathering Session Notes

look at prevention and start education on this area  
at an early age in order make an impact

- Q. Cllr Highgate            Could more women stay in their own home with further home security?
- A. Homeless Team        Women have the statutory right to choose whether to remain in their own home or make a homeless presentation. The home security project is the most cost-effective way to respond to the needs of women experiencing violence. We promote the Home Security Project widely
- Q. Cllr Brown             North Ayrshire are in the top quarter in the prevention of homelessness
- A. Homeless Team        Prevention activity is a major contributor to the reduction of homelessness and repeat homelessness in North Ayrshire
- Chair                        One of the main challenges is to establish the most reliable indicator available to show that inroads are being made.

The session ended at 3.20 p.m.