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## 17. DOMESTIC ABUSE & VIOLENCE

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### **Domestic Violence & Abuse – a city’s definition:**

Domestic abuse is best described as the use of physical and or emotional abuse or violence, including undermining of self-confidence, sexual violence or the threat of violence by a person who is or has been in a close relationship.

Domestic abuse can go beyond actual physical violence. It can also involve emotional abuse, the destruction of a spouse’s or partner’s property, their isolation from friends, family or other potential sources of support, threats to others including children, control over access to money, personal items, food, transportation and the telephone and stalking.

It can also include violence perpetrated by a son, daughter or any other person who has a close or blood relationship with the victim/survivor. Domestic abuse includes honour-based violence, female genital mutilation and forced marriages. It can also include violence inflicted on, or witnessed by, children. The wide adverse effects of living with domestic abuse for children must be recognised as a child protection issue. The effects can be linked to poor educational achievement, social exclusion and to juvenile crime, substance abuse, mental health problems and homelessness from running away.

### **(WAG definition amended by Cardiff Domestic Abuse forum to include HBV)**

Domestic violence and abuse is most often perpetrated by men against former or current intimate partners, although it is recognised that violence is also perpetrated by women and occurs in same-sex relationships.

Violence is used to exert power and control over another individual. Domestic violence typically comprises abusive and coercive behaviour such as physical, psychological or sexual abuse. A common pattern of domestic violence often starts with intimidation, humiliation and threatening behaviour, including threats of self-inflicted pain. Violence is reinforced by establishing control over another person’s life through isolation, manipulation and by placing limits on personal choices and freedoms. A typical pattern of violence may also involve economic abuse by denying financial independence and controlling economic decisions. Violent behaviour of this sort can never be considered a series of unconnected events as actual physical violence is often the end result of months or years of intimidation and control.

The Council of Europe definition uses the term ‘Violence against Women’ to be understood as any act of gender-based violence, which results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion, or arbitrary deprivation of liberty, whether in public or private life.

Domestic violence leads to serious health damage, physically and emotionally, and may end fatally. Apart from physical injuries, it causes fear, distress and loss of self-confidence. Physical and sexual violence are employed to aggravate the feeling of vulnerability, lack of control over one’s body and feelings of hopelessness and shame. As a result of this, it destroys the victim’s will power and prevents them from being safe.

Research and experience has shown that both experiencing and witnessing violence and abuse by children is damaging and wide ranging adverse effects of living with domestic abuse for children must be recognised as a child protection issue. Those effects can be linked to poor educational achievement, social exclusion and to juvenile crime, substance abuse, mental health problems and homelessness from running away.

Domestic abuse is not a “one-off” occurrence; it is frequent and persistent.

## NATIONAL STRATEGIC CONTEXT

The Welsh Assembly Government states that domestic abuse must not be tolerated in Wales on any level. The Welsh Assembly Government is determined to hold perpetrators accountable for what they do and is committed to protecting and supporting the victims of domestic abuse.

"Tackling Domestic Abuse: The All Wales National Strategy" was published in 2005. It sets out the Welsh Assembly Government's strategy to tackle domestic abuse. The strategy's primary objective is to provide the much-needed structural 'backbone' to direct domestic abuse intervention across Wales. It aims to facilitate the development and implementation of a 'joined-up' problem-solving approach which addresses domestic abuse holistically.

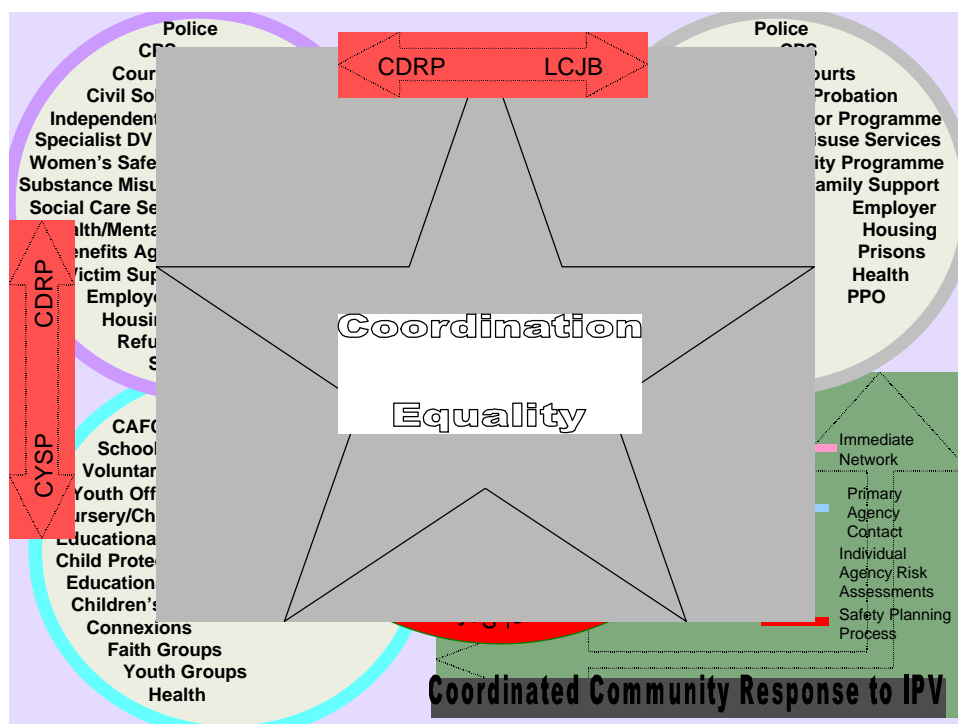
In 2007 the Welsh Assembly Government published guidance to assist commissioning bodies to ensure that an appropriate range of support and accommodation is available for households experiencing domestic abuse and to encourage partnership working to ensure that, appropriate policies, procedures and practices are implemented.

The Welsh Assembly had previously published "Good Practice on Domestic Abuse: Safeguarding Children and Young People in Wales" in 2004, providing guidance for those working with children and young people in education and youth settings in Wales to help protect them from the issues relating to domestic abuse and to try to reduce future incidents via preventative work.

Domestic Violence is one of the most pervasive forms of violence against women. Domestic abuse and sexual violence has a devastating impact on survivors, their families and on society as a whole. It is wide reaching and has similar prevalence across ethnic cultures, religions, social class and all income levels. Domestic abuse is in fact the largest world wide cause of morbidity in women aged 19 to 44 years of age – greater than war, HIV, cancer and motor vehicle accidents (Home Office). Across England and Wales, two women are murdered each week by their male partners or ex partners. The impact of domestic violence is felt by all – current estimates indicate a £23 billion annual cost to British society. (Walby 2004)

There is a myth that sexual violence and abuse is only carried out by strangers. In reality most sexual abuse is carried out by someone who is known and trusted by the victim. Sexual violence and abuse is an extremely distressing experience and the effects can be long lasting.

The Inter-ministerial Domestic and Sexual Violence group Model (Home Office 2007)



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## REGIONAL & LOCAL STRATEGIC CONTEXT

### Cardiff Domestic Violence & Abuse and Sexual Violence Strategy – the overall aims:

In line with the Welsh Assembly Government's strategy to tackle domestic abuse and sexual violence, the following overall aims and principles underpin Cardiff's strategy and inform the main priorities of the three year action plan:

- To facilitate the development and implementation of a quality co-ordinated joint-agency response to domestic abuse and sexual violence
- To improve the current service provision for all victims and to particularly increase the safe choice for women and children/young people who experience domestic abuse
- To hold abusers accountable for their behaviour
- To increase public awareness as to the issues surrounding domestic abuse and sexual violence
- To challenge the notion that domestic abuse is acceptable
- To protect children and young people in Wales from the negative impact of domestic abuse
- To educate and inform children/young people to enable them to make informed choices

In 2005 Cardiff University research identified that Domestic violence cost the City of Cardiff £15.5 million (Robinson 2005)

### Key Principles of the strategy:

- **Prevention and early intervention**– working to prevent domestic abuse and working with survivors and perpetrators to prevent re-occurrence
- **Perpetrator accountability** – working to ensure perpetrators are held accountable through increased legal protection for survivors and their families
- **Protection and support for victims** – working to develop a multi-agency response which creates a joined up, effective, range of responsive services

## CURRENT SERVICES

### Current service provision:

Cardiff has developed a range of innovative, exemplar services in response to domestic abuse and sexual violence across the city. Together agencies have worked in partnership to tackle this complex area of work. The current services across the capital have been identified within the following, three core principles of the All Wales Domestic Abuse Strategy:

#### 1. Prevention and Early Intervention

- The development and implementation of a **Risk Assessment form** which is based on the research which correlates the risk of severe harm and mortality in cases of domestic abuse

- The development and implementation of the **MARAC – multi agency risk assessment conference** where information from up to fifteen agencies is shared on cases identified as being "Very High Risk." A co-ordinated action plan, to reduce risk of homicide and serious harm to all parties involved in domestic abuse, is drawn up and smart actions are committed to by all agencies (as per home office national plan 2008-11)
- **Protocols for collecting and sharing information** have been written and agreed by the CPS, South Wales Police, Magistrates Courts and Crown Court and Women's Safety Unit
- **Domestic Abuse policies** have been developed and implemented within the

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Local Authority, Cardiff Council - Housing, Health, Police, Criminal Justice Service and voluntary sector ensuring a collective and consistent response from Cardiff's public services

- The development and implementation of a range of **domestic abuse training programmes**
- **A health visitor and midwife care pathway** has been developed and implemented across Cardiff. This care pathway aims to enable health care professionals to support patients who are experiencing domestic abuse and to signpost them to specialist domestic abuse services within the city. Furthermore a Women's Health Care Pathway is being developed for implementation in Autumn 2007
- **The Cardiff Women's Safety Unit A & E Domestic Abuse Liaison Nurse** based at University Hospital of Wales
- **Cardiff Women's Aid prevention work** and work with survivors to prevent re-occurrence through its Crisis Intervention Centre (for information, advice, advocacy and preventative work); Young People's prevention work delivered with youth groups in Grassroots, Powerhouse, Ty Enfys etc. Programmes for Women (including Freedom Programme) and social support networking. Operates a pro-active homelessness prevention service.
- **The development of the Women's Health Care pathway** – cascade training to take place throughout the Autumn 2007 to all Women's Health departments in Cardiff.

## 2. Perpetrator accountability

- **An Advocacy service** forming a central point of access which has been evidenced to reduce attrition rates through effective, specialist and practical support

- **Fast track courts** system for domestic abuse cases. These include pre trial reviews and have shown to reduce the length of time a domestic abuse case is heard and where justice is carried out
- Domestic abuse **training** delivered to all prosecutors and magistrates in Cardiff
- **Integrated Domestic Abuse Programme (IDAP)** aimed at perpetrators and their victims undertaken by probation service
- **One to one** perpetrator work undertaken by the probation service
- **Positive arrest policy and active reporting** by the police
- Multi agency recognised, **risk assessments** undertaken by the police, midwives, health visitors, CAF/CASS, Cardiff Women's Aid, BAWSO and the Women's Safety Unit to identify high risk cases for referral to the MARAC
- **Restorative Justice Programme** (the SORI programme) at Cardiff prison
- **NSPCC** – developing their Caring Dads programme aimed at men who have committed domestic abuse and who have children or step-children. They also run a children's group aimed at 7 to 11 year olds in the city.

## 3. Protection and Support

- **Access to refuge/safe housing, supported housing, supported outreach, children's services, 24 hour on call service, supported housing outreach support programmes, children's services and advocacy** provided by Cardiff Women's Aid and BAWSO. Furthermore Cardiff Women's Aid provides a counselling service and a Crisis Intervention Centre which operates on a drop-in basis to respond to immediate need; offers a Police drop in and access to home security and alarm systems. CWA is also

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developing its range of children's services.

- **An independent domestic violence advocacy service at the Women's Safety Unit** based in the city centre, which aims to provide a central point of access for those experiencing domestic abuse. The unit has a risk based model with resources being allocated according to levels of risk of homicide and serious harm and provides: safety packages, advocacy, legal services, signposting to other services and a range of holistic services.
- **Domestic Abuse Unit (DAU)** – South Wales Police. The DAU's role is to receive domestic abuse reports from officers attending initial incidents of domestic violence, provide advice and support to victims and refer them to other agencies as appropriate
- **Sexual Assault Referral Centre (SARC)** – based at Cardiff Royal Infirmary from May 2008, the SARC will provide a multi-agency service and support system to adult and child victims of sexual assault and violence. With added value posts in a Independent Sexual Violence Advisor funded by HO and CCSP and a Paediatric Sexual Violence Advocate funded by the LLOYDS /TSB Foundation
- **HomeSafe** (at Safer Wales), providing a "target hardening" service which installs physical, security measures to a property therefore empowering survivors to remain in their own home and reduce the levels of homelessness
- **Cardiff Council Housing** Department implementing an exclusion on tenancy for perpetrators of domestic abuse
- **The Dyn Project** – providing support and advocacy to heterosexual, gay, bisexual and transgender men experiencing domestic abuse
- **Support groups** for survivors of domestic abuse – provided by Cardiff Women's Aid, BAWSO and Cardiff Women's Safety Unit
- **Counselling services** providing one to one and specialist group support
- **Boys' Mentoring Scheme** – a BAWSO volunteer mentoring programme providing positive role models for boys under the age of 14 years
- **Positive male role model** evening and weekend activities with children currently living in refuge and using outreach services – Cardiff Women's Aid
- **Language Support Project** – for BME women accessing domestic abuse services
- **Police response** to domestic abuse incidents and the development of the **Police Watch** programme which was designed to reduce the level of repeat domestic abuse victimisation by providing enhanced levels of police intervention
- **Cocoon watch** – encouraging third party referral to police
- **24 hour Helpline** – Welsh Women's Aid and BAWSO
- Cardiff Women's Aid links to the **RSPCA's temporary provision for the pets** of those experiencing domestic abuse and who are based at a refuge

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## KEY ACHIEVEMENTS

Brief introduction on key achievements

### 2005 - 2008

- Development of a City wide MARAC process resulting in a drop of repeat victimisation from 35% to under 10% making 40% of MARAC cases safe at the years point
- Specialist domestic Violence Court 15% increase in prosecutions (06-07)
- Advocacy Service for male and female victims/survivors of Domestic abuse CWSU (1560 service users) and DYN (120 service users)
- Domestic Abuse Care pathway for all Health Visitors and Midwives rolled out
- Specialist Domestic Abuse Liaison Nurse post at UHW Emergency Unit
- Integration of IDVA and ISVA SERVICE
- Housing – refuge provision (women & children supported by CWA/BAWSO during 2006-07 approx 131 women & 128 children)
- Integration of Child Protection and Domestic Abuse Training
- Prevention work with children and young people including training to youth workers
- Caring Dads programme NSPCC
- Women and children supported through crisis intervention services (CWA 2006-07 approx 289 women)
- The implementation of homeless prevention services relating specifically to domestic violence/abuse (CWA)
- Homesafe received £400,000 from Oak Foundation for delivery of homelessness domestic violence target hardening
- Homesafe employed a female apprentice from BME community who is also multi-lingual

## IDENTIFIED NEEDS FOR THIS SERVICE AREA

***In 2007 Cardiff commissioned a survey of need for its most vulnerable children.***

A wide range of agencies was involved in the Matching Needs and Services audit. The results are very much in line with messages from the consultation with professionals and provide evidence for those views.

### ***The audit***

The sample of 124 children contained a disproportionate number of boys (61%). 40% of parents were parenting alone. 58% of the sample were White British, with ten other ethnic groups represented.

- There was a stark picture of adult needs and adult behaviour: 41% of parents had an emotional or mental health difficulty, 38% of parents were misusing drugs or alcohol and domestic violence was a feature of family life for 31% of the children. In many families, there was a complex mix of problems. Lack of basic care

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was a key concern in 18% of the families

- The impact on children is evident in behaviour problems at home (38%), low self esteem (20%), behaviour problems at school (23%), attendance problems (22%) and poor social skills (17%).
- All agencies were working with some children who already have moderate and serious needs (84% of the sample).
- The children's needs fell into three clusters, with roughly a third in each. These were: needs around parenting (the need for much better care at home, the need for children's behaviour to be understood and managed, the need for practical help at home, the need for stable housing); needs around family relationships (the need for parent/child relationships to improve, the need to reduce the impact of domestic abuse, and/or the need for adult relationships to improve) and emotional needs of parents and children (the need for parents to manage their substance misuse, the need for help to cope with the impact of trauma, the need for help for parents with emotional or mental health difficulties, needs around seeking asylum, the need for protection from immediate harm). The full report contains detailed analysis of each category of need.
- The needs are greatest and outcomes poorest where there is a need for:

### **Much improved care at home**

#### **Protection from domestic abuse and its impact**

The work of the Cardiff Women's Safety Unit has identified significant health needs with 24.2% of its service users in 2005 stating they had attended at the Emergency Unit at UHW due to physical injury caused by Domestic Violence. (Robinson 2005)

In 2003 the CWSU asked of women victims about their Mental Health with 44% disclosing anxiety and 39% depression for which many were receiving treatment via Primary Care. Worryingly 10% were experiencing suicidal thoughts, a death often not attributed to Domestic Abuse (Robinson 2003)

Over 25% of service users at CWSU were even then in 2003 disclosing sexual assault and violence, the Unit has become more skilled at asking these questions since that date.

A survey of the work that Cardiff Women's Aid undertook with Children in Refuge between 1999 and 2000 described the health and developmental status of children in the refuges and noted that

### **Adult relationships to improve**

#### **The need for immediate safety**

- Not all the referrals received by Children's Services were appropriate. Equally, there were children in the multi-agency sample who might have benefited from the input of a social worker, but weren't able to access a social work service.
- It is encouraging that nearly half the children were having their needs met. However, one third of the audit sample, were not. Reasons given included lack of multi-agency, multi-disciplinary assessment, planning and delivery of services, lack of access to therapeutic services and, in some cases, difficulty, engaging parents.
- Results of the audit show that it is vital to improve systems and processes for multi-agency work to address complex needs (multi-agency assessment, planning and delivery of services and joint funding for some services) It is also essential to have good links between adults' and children's services. Those who are supporting adults with additional needs of any kind must take into account their needs as parents.
- Agencies which are not resourced to deal with high level needs should not be left as the only agency working with a family. They need to be supported by those who have the necessary skills.

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73 referrals were made for 65 children to a range of health professionals including health visitors, paediatrician's and social services.

## PROMOTING HEALTH IMPROVEMENT

By making victims of Domestic and Sexual Violence safer we improve their health outcomes, an invisible minority interest who often do not overtly make demands on Health and Social Care but who have high needs and can have high risk levels

The evidence from 2007 states the work of CWSU reduces risk for over 70% of service users from extreme risk to standard risk (for definitions of risk levels contact CWSU)

CWA is currently delivering healthy living programmes within refuge and also uses play and sport to increase physical activity with children and young people.

As a result of its experience of working with children and drawing on the latest research CWA is delivering and further developing services to address the effects of witnessing (and experiencing) domestic violence and abuse which include substance misuse; suicidal tendencies; self harming; depression; eating disorders; post traumatic stress disorder; stress related illness. Younger children show symptoms such as attachment problems; sleeping problems; being fussy and/or clingy and development delays and programmes of work are developed that are age appropriate.

## REDUCING SOCIAL INEQUALITIES

Violence against women forms part of a broad public protection agenda which covers forced marriage, female genital mutilation,

trafficking, sexual assault and all other forms of gender based violence and abuse.

### **Race**

BAWSO provides specialist support and refuge for women and children from black and minority ethnic communities; Cardiff Women's Aid also provides services to women and children from BME communities as part of its mainstream delivery. There are clear issues relating to honour based crime (and forced marriage) and other culturally related difficulties for women who need to access domestic violence services (including language barriers). Domestic violence awareness and gateways to service access must be mainstreamed into all services that are delivered to BME communities or individuals

### **Gender**

Violence against women must be seen in the context of gender-based violence and acts of domestic violence and sexual violence and assault are overwhelmingly carried out by men against women. Boys and young men are affected by domestic violence as children within a violent and abusive relationship. There are a small percentage of men who also experience violence from their female partners. As such, services that offer access to women, children and young people without the perpetrator being present offers key opportunities for awareness raising and disclosure about the violence.

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## **Disability**

The issues of isolation are particularly key in both delivering services and enabling women and children with disabilities who are experiencing domestic violence. The key methods of control within a violent relationship include isolation and lack of access to financial resources. It is imperative that wherever services are provided to disabled people opportunities for awareness raising and disclosure about any violence are made possible and without suspected perpetrator's being present.

## **Sexual Orientation**

Cardiff Women's Aid and the Dyn project offer services to Lesbians and Gay Men as domestic violence also occurs within same sex relationships. Given that there is still a level of secrecy around sexual orientation this must be seen as a barrier both to accessing services and a clear understanding of the dynamics of violent same sex relationships.

## **Language of Choice**

Language issues have been touched on within the Race section but we are also dealing with increasing numbers of women from Europe and as such a multi lingual web site or links to domestic violence providers who are able to provide information in a range of other languages would support women raise their awareness of the issue and in accessing services.

## **Religion & Belief**

There can be some confusion between abusive behaviour that is done in the name of religion/faith but which is purely traditional practices. A programme of education for key front line staff needs to take place and link with child protection in order that appropriate interventions can take place.

## **Age**

Older women and particularly elderly women are at high risk of domestic violence. Again issues of isolation and lack of access to resources will support the perpetrators tactics and presents further barriers to access services. It is imperative that wherever services are provided to older and elderly women opportunities for awareness raising and disclosure about any violence are made possible and without suspected perpetrator's being present.

Children have very limited choices within violent relationships and any child experiencing or witnessing domestic violence is a child in need; Young people are in a similar situation to children but would be able to more pro-actively access support and services; it is key to the overall preventative and early intervention strategy that domestic violence and health relationship programmes are available to all children and young people in order to break cycles of violence.

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## PRIORITIES AND KEY STRATEGIC AIMS

2008 – 2011

- 1. To develop a range of preventative services and initiatives for children and young people across the city**
- 2. To create a robust, multi agency response to crisis intervention for vulnerable children and young people**
- 3. To develop and implement a SARC providing specialist services to adult and child victims of sexual violence**
- 4. To increase the range of temporary, emergency housing options (including Refuge) for Women victims (and their children) of domestic abuse**
- 5. To develop a range of target hardening services enabling victims of domestic abuse to remain safely within their own homes and communities**
- 6. To both maintain and further develop a range of effective levels of advocacy services across the City**
- 7. To monitor, review and develop as appropriate existing levels of support services to Women (and Men where necessary) and child victims of domestic abuse**
- 8. To create strong links to existing mental health services and to identify gaps which inform future development of new, needs led, innovative services**
- 9. To create robust links to existing substance misuse services and strategies**
- 10. To develop and deliver a range of appropriate services to BME women and children at risk of domestic violence, with particular reference to forced marriage and so called honour based violence**
- 11. To develop appropriate responses to children and women at risk of exploitation and violence (e.g. sexual exploitation and trafficking)**

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GLOSSARY:

BAWSO – Specialist BME Women’s Aid Organisation

CAFCASS – Cafcass was set up on 1<sup>st</sup> April 2001 under the provisions of the Criminal Justice and Court Services Act which brought together the family court services previously provided by the Family Court Welfare Service, the Guardian ad Litem Service and the Children’s Division of the Official Solicitor’s Office

CPS – Crown Prosecution Service

CWSU – Cardiff Women’s Safety Unit

DAU – Domestic Abuse Unit (Police)

IDAP – Integrated Domestic Abuse Programme (Perpetrator programme)

IDVA – Independent Domestic Violence Advocate

ISVA – Independent Sexual Violence Advocate

MARAC – Multi Agency Risk Assessment Conference

NSPCC – National Society for the Prevention of Cruelty to Children

SARC – Sexual Assault Referral Centre

SORI – Restorative justice organisation (working in prisons)