



# Safeguarding Partnership Board

## Safeguarding Partnership Board Domestic Abuse Strategy 2022 – 2024

### DOCUMENT PROFILE

<b>Short Title</b>	Domestic Abuse Strategy 2022 - 2024
<b>Document Purpose</b>	Drawing on the latest evidence and intelligence this strategy provides a multi-agency framework of action to change attitudes, prevent harm, provide early help and continue to pursue perpetrators.
<b>Target Audience</b>	Anyone working with victims and/or perpetrators of domestic abuse.
<b>Author (s)</b>	Domestic Abuse Sub-Group
<b>Contributors</b>	States of Jersey Police Health & Community Services Jersey Probation Service Customer & Local Services Children, Young People, Education & Skills Jersey Women’s Refuge Family Nursing & Home Care Independent Domestic Violence Advisor Jersey Youth Service
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<b>Contact Details</b>	<a href="mailto:safeguardingpartnershipboard@gov.je">safeguardingpartnershipboard@gov.je</a>

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## Foreword

Domestic abuse is unacceptable and blights the lives of so many people living in Jersey where it's estimated that at least 11,300 have experienced domestic abuse since the age of 16.

Tackling domestic abuse has been a priority for the Safeguarding Partnership Board in recent years and the Domestic Homicide Review published in Jersey in 2021 was a reminder of the significant harm and ultimate loss of life that can result from these crimes.

Since the last strategy was published in 2019, considerable progress has been made in the prevention of domestic abuse, protection of victims, holding perpetrators to account and provision of support to victims. However, we know that the COVID pandemic and wider societal pressures have exacerbated the risks and we need to go further to ensure the citizens of Jersey can live their lives free from harm.

This new strategy draws on the latest evidence and intelligence to provide a refreshed framework of action to change attitudes, prevent harm, provide early help and continue to pursue perpetrators.

We have analysed the data to understand the trends in domestic abuse including the impact on children, child on parent abuse, risks to women in pregnancy and risks to people from a range of backgrounds including those with protected characteristics.

Alongside the refreshed strategy, the new Domestic Abuse Law which will come into effect in Jersey this year and provide a much-needed legal framework with clear definitions for domestic abuse and coercive control, information sharing including identification of repeat offenders, legal mechanisms to protect victims and enforcement.

Professionals working across public services have a particular responsibility to identify domestic abuse and ensure victims are supported to seek the advice and help needed and our strategy sets out how we will support them with this important role.

However, everyone living in Jersey can play their part by refusing to tolerate the attitudes that often underpin domestic abuse and the strategy outlines how we will raise awareness, starting in schools to build respectful cultures for growing up and living safely in Jersey.

Sarah Elliott

**Pan Island Independent Chair  
Safeguarding Partnerships**

## Kate's Story

Looking back maybe I should have seen that my relationship was abusive from the start, at the time I just thought I had struck luck and found the person meant for me. I was happy, we were happy, it was all I wanted.

I became completely dependent; I felt like I couldn't make any right decisions and that I needed them to approve everything I did. I felt that everything I did could be criticised. I was left unable to make even the simplest of decisions. I felt that if I didn't have their approval there would be consequences. The chains of control locked long before any violence was shown, keeping me where I was, making me blame myself and believing that I deserved what I got. I felt that anything could cause conflict, so I stopped seeing friends and family as it was easier and the best way to avoid confrontations. I had to make sure I was home on time after work or buying food or I would get thousands of questions about where I had been. A few times I had to send pictures of being in the supermarket to prove where I was.

Making sure the only person I could turn to in the world was them. So convincing, they made me question my own mind – was I crazy, did that actually happen, or had I left them no choice but to harm me because of who I was. There were times that I felt I deserved what was happening and that I wasn't a good partner. My self-confidence and self-worth were so low that I would just believe anything they told me and I didn't have the energy to disagree with anything.

It took me a long time to realise what was happening wasn't okay. I still question my decision making and feel that I can't make my own choices because that's how I felt for so long. I felt that I would never be able to anything and this was the situation I had got myself into and no one could help me.

I would like this strategy to protect people who don't realise what domestic abuse is at first. To protect people who are not physically abused by their partner but the emotional abuse is just as significant on their lives. I didn't know how much I was being controlled until it was really bad and then I felt that I couldn't do anything about it.

I felt that there was nothing I could do because they weren't physically hurting me and who would believe me when to everyone else seemed so nice. I believed that what was happening was normal or that I should accept it. I would like this strategy to help victims know that controlling behaviour isn't okay and that they can be protected. I would like this strategy to give other victims the awareness that

they will be taken seriously and encourage them to report what is happening to them because something can be done about it and you don't have to cope on your own.

I would also like victims to feel that they are protected from the point of reporting. It is a scary thing to do, you don't know what will happen next, if your partner will find out you have reported and what they would do when they know. This was what I was most fearful of and I needed the reassurance that whatever the outcome I would be protected.

## Introduction

Domestic abuse is a devastating and complex crime that can affect anyone, leaving physical and emotional scars that can last a lifetime. All forms of violence and abuse are unacceptable, but it is particularly shocking when it is carried out by those who are supposedly closest to us, and by those who profess to love the very people that they subject to terrible psychological, emotional, and physical abuse. Domestic abuse impacts on everyday lives; can feel inescapable and have devastating inter-generational consequences on children.

Far too many people have their lives destroyed by abuse. We need to build a society that does not tolerate domestic abuse and actively empowers communities and professionals to confront and challenge it whilst providing those that are experiencing it with the support that they deserve.

Domestic abuse can only end if we address those that are perpetrating abuse. This means challenging the social norms that facilitate abuse, intervening with those on the cusp of offending, those already causing significant harm, and all stages in between.

This strategy seeks to build on our previous domestic abuse strategy. Partner agencies have worked together in consultation with those who have lived experience to consider how we can secure the best outcomes, learning from experience and looking at models of best practice.

### *Key drivers of the strategy*

This strategy responds to:

- ***Domestic Homicide Review published 25<sup>th</sup> August 2021***

This review made 10 key recommendations all of which will be actioned through the prevention model outlined in this strategy.

- ***Impact of lockdown restrictions on victims/survivors and families experiencing domestic abuse***

Data and evidence of covid on domestic abuse remains at an early stage however, the restrictive emergency measures put in place to control the virus undoubtedly increased the risks associated with domestic abuse for victims/survivors and their families.

- ***Anticipated provisions set out in the new Domestic Abuse (Jersey) Law***

The draft law creates offences of domestic abuse and controlling and coercive behaviour it also provides for the making of domestic abuse protection notices and orders in addition to a register of those who commit domestic abuse offences.

## What is Domestic Abuse? Defining and Understanding Domestic Abuse

The multi-agency definition of domestic abuse is:

‘Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.

This can encompass but is not limited to the following types of abuse:

- Psychological
- Physical
- Sexual
- Financial
- Economic
- Emotional

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

Controlling and coercive behaviour can manifest itself in many different forms and is not always visible to others. Behaviours can include, restricting daily activities; isolation from family and friends; monitoring time; taking control over aspects of their everyday life; threats and intimidation; sexual abuse and violence; economic control and exploitation; extreme jealousy; controlling partners access to information and services etc.

Coercive control lies at the heart of domestic abuse and all aspects of domestic abuse that become visible to others must be understood within this context.

## Understanding the Picture – National Context



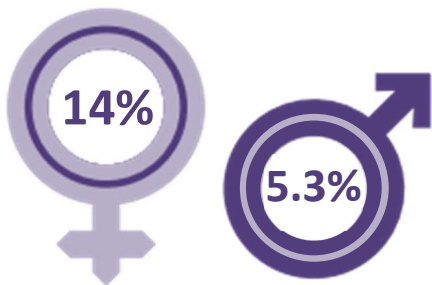
2.3 million people aged between 16-74 experience domestic abuse each year in England and Wales



Social and Economic costs estimated to be £74 billion



In 2020 there were 114 recorded domestic homicides, 18% of all homicides of aged 16 plus that year



14% of women aged 16 – 19 reported experiencing some form of domestic abuse in the last year as did 5.3% of men in same age group

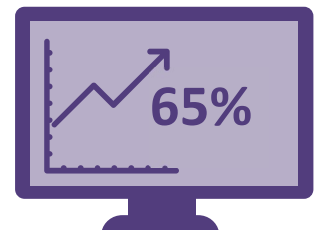
Young people are disproportionately affected by domestic abuse, both through being directly subject to abuse in intimate relationships, and through experiencing abuse in their household



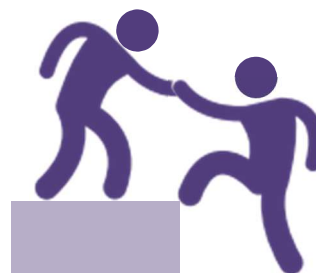
831,000 children in England are estimated to be living in households that report domestic abuse



April-June 2020 – National Domestic Abuse Helpline logged 40,397 contacts on its database, a 65% increase compared with Jan-March 2020



Domestic abuse-related offences increased by 7% in the April to December 2020 period compared with April to December 2019



Fewer than 1% - get a specialist intervention that might prevent future abusive behaviour



400,000 Perpetrators across England & Wales

Approximately 400,000 perpetrators caused high (including murder) and medium levels of harm across England and Wales





## **Domestic Abuse in Jersey**

Safelives estimated that 11,300 women would have experienced domestic abuse at some point since they were aged 16, with 2,900 experiencing it within the last year.

It was further estimated that there would be 175 children living with high-risk domestic abuse and 225 living with medium risk abuse visible to services.

These estimates were based on the 2011 census estimate of the Population in Jersey at 97,857, 10 years later this number is anticipated to have grown significantly.

Like the UK, Domestic Abuse is a major issue with 15% of all recorded crime due to domestic violence.

In 2021, the Police attended 1149 domestic abuse incidents, 402 of those were crimes. There has been a downward trend since 2019 and this is likely to be attributable to the Covid-19 pandemic. Further research is, however, required to understand if the lockdown restrictions impacted on victims/survivors reporting domestic abuse to the police.

By way of contrast specialist services, such as Jersey Domestic Abuse Service (JDAS) and Refuge saw an increase in contacts being made during the pandemic.

Finally, during 2021, there has been a considerable increase in the number of referrals for “Child to Parent Abuse”. This is an emerging issue and one that is not yet fully understood.

## **Impact of Domestic Abuse**

Whilst figures such as the ones above can be useful in providing a glimpse into the extent of the issue, it is important to keep in mind that measuring individual acts of violence or aggression can be deceiving and does not provide an accurate picture of domestic abuse or its impact. The impact of domestic abuse on the victim/survivor and on children is severe and long lasting in many different areas of their lives.

Exposure to abuse has an impact on children of all ages. They exhibit higher rates of behavioural problems than their peers and engage in more risk-taking behaviour, making them vulnerable to other forms of abuse, exploitation and harm.

In 2021 572 children were exposed to domestic abuse within their family and for 176 children this was on more than one occasion.

## Our Ambition

Jersey is a safe place where everyone can expect respect and equality within relationships and live free from domestic abuse. It is our ambition that every adult and child experiencing domestic abuse, will be seen, and heard and given the support to live a life free from harm caused by the behaviour of perpetrators.

Violence, abuse, and intimidation in any form, is not acceptable and will not be tolerated.

Those experiencing abuse should feel confident to report to the police safe in the knowledge that they will be taken seriously and treated with dignity and respect, the lived experiences of victims and their families will be heard, and their views and opinions respected.

The strategy sets out Jersey's commitment to tackling domestic abuse. Our Multi-Agency community response focuses on pro-active prevention and identifying domestic abuse as early as possible to limit its impact in the future. It outlines a layered prevention model and focuses on three key priorities:



## Changing Attitudes

The Safeguarding Partnership Board is committed to doing everything we can to end domestic abuse. To achieve this, we need to build a society that does not tolerate domestic abuse and actively empowers victims/survivors, communities, and professionals to confront and challenge it. We are determined to ensure victims/survivors feel safe and supported, both to seek help and to re-build their lives.

We want to challenge and change the attitudes that can underpin domestic abuse to prevent it from happening in the first place. To do this, we need to break the silence and encourage people to talk more openly about the issue.

Prevention will require a shift whereby society refuses to accept abuse/violence as commonplace and to change these attitudes work needs to begin with children at a young age to raise awareness and educate them about equality and respect. Children should be taught that their bodies belong to them and about safe and unsafe touch in an age-appropriate way. Alongside this, it is vital that Education providers consider the implicit and explicit messages they give to children about gender roles. Girls have internalised messages from an early age that their value is in their attractiveness, in their popularity and in how they meet the needs of others. This can leave girls vulnerable in later life to exploitation and to sexual pressure. Boys are also given gendered messages that can pressure them to adopt objectifying attitudes towards girls. In addressing these issues and focusing on age-appropriate education young people's expectations can be raised about what to expect from their own friendships and relationships as they grow

Changing attitudes involves increasing public awareness so that anyone can identify the signs of domestic abuse, it will also assist those who are experiencing abuse to be better able to understand what they are experiencing and know that help is available.

Domestic abuse can only end if we address those that are perpetrating the abuse. The narrative around domestic abuse needs to change from "Why doesn't she leave?" to "Why doesn't he stop?".

Through awareness raising, employers will also be encouraged to adopt a common approach to educating employees and leadership teams around domestic abuse whilst creating safe spaces for disclosures to be made with the confidence that they will be supported.

**Our aim:**

- We will widen community engagement and public awareness of domestic abuse including coercive control and intra-familial abuse.
- We will actively develop primary prevention programmes to end the misogynistic attitudes that feed into abusive behaviour and develop understanding of healthy relationships
- We will agree a Jersey-wide whole school approach to domestic abuse through strengthening equality and respect and ensuring that this strategy informs statutory guidance.
- We will refresh and roll out guidance to schools, colleges, universities, and youth settings on managing domestic abuse disclosures.

- We will explore practices and programmes to raise awareness and develop young people's expectations of healthy and positive relationships.
- We will undertake targeted community engagement with groups currently underrepresented in services such as BME communities, LGBT communities, disabled and/or elder persons.
- We will promote awareness and reduce stigma of Child to Parent (intrafamilial) abuse, reducing barriers to parents accessing support from domestic abuse services.
- We will encourage all Government employees and voluntary sector professionals to undertake domestic abuse awareness training online and further specialist training for those front-line professionals working with child and adult victims of domestic abuse with a specific focus on coercive controlling behaviour and responding to all family members in a confident and coordinated way.
- We will encourage Jersey wide adoption of workplace policies on domestic abuse to enable us to robustly support and manage perpetrators and ensure support for those employees who are experiencing domestic abuse.

### **Prevention and Early Help**

The impact of domestic abuse on the victim/survivor and on children even once safety is achieved is severe and long-lasting. At the point when a victim/survivor gets help, the abuse is likely to be escalating either in frequency or severity or both. The speed at which we identify and respond to domestic abuse is critical in limiting the harm caused to victims/survivors and their children. Too many people are being left to face abuse alone.

Early identification and early help means strengthening our first responses in every organisation, so that all professionals can identify domestic abuse and intervene at the earliest opportunity. This is particularly relevant given the small percentage of domestic abuse that ever comes to the attention of the police and an even smaller percentage that progress through the criminal justice system.

Primary care holds potential for supporting the identification of perpetrators because of the near universality of its reach. While health concerns usually do not cause domestic abuse, the health needs of perpetrators, particularly mental health and substance misuse, may be a contributing factor to increased risk. It can also be a barrier to addressing abusive behaviour or engaging in behaviour change work. Consistent information sharing and the development of shared care plans across professions can help to better manage risk and increase the chance that a perpetrator's abusive behaviour is addressed

There is a need for increased availability of perpetrator programmes. Early responses for people who are worried about their own behaviour and who are not yet known to the criminal justice system are crucial. Early response programmes are an important opportunity for people to get the right support and information before abusive behaviours become more entrenched and harm and risk increases.

**Our aim:**

- We will increase knowledge and skills so that professionals have a comprehensive understanding of the dynamics of domestic abuse and tactics used by perpetrators. In particular, patterns of abuse, post-separation abuse, coercive and controlling behaviour, psychological and economic/financial abuse. Professionals must be able to facilitate safe enquiry, have knowledge of referral pathways and be confident in making referrals as well as signposting to services.
- We will facilitate referrals from healthcare professionals through the presence of Independent Domestic Violence Advisers (IDVA's) within the hospital and the rollout of the IRIS programme for GPs.
- We will ensure Mental Health professionals are appropriately trained to recognise abusive behaviours and where they suspect someone is a perpetrator of domestic abuse make use of referral pathways.
- We will embed Jersey's current Domestic Abuse Support pathways across all relevant services to improve and optimise effectiveness.
- We will implement a daily Domestic Abuse Safeguarding Forum where the risk and needs of families who are living with domestic abuse are considered as a whole and immediate support plans developed.
- We will work in partnership with the third sector to encourage the reporting of crimes, and referrals into appropriate specialist support services.
- We will work with the Prison and Probation Services to deliver preventative education ensuring that perpetrators understand that domestic abuse is not acceptable.
- We will consider opportunities to fund and implement the early response perpetrator model, known as "Drive".
- We will collect and analyse data to clearly identify the nature and scale of child to adult parent abuse to fully inform services and interventions required.

## Supporting Victims and Pursuing Perpetrators

Effective safety and support means ensuring that those experiencing domestic abuse and their children are safe and protected from harm and have access to the right support at the right time.

This means ensuring that the first response of front-line agencies is consistent and includes recognising types of domestic abuse, identifying risk of harm, and collecting robust evidence. Victims/survivors and their children should be supported and protected using a trauma informed approach whilst action is taken against their abusers. There is a need to ensure that any measure put in place by an agency does not increase risk to the victim/survivor. It is also crucial that agencies do not let perpetrators manipulate processes, for example through parental alienation claims, through vexatious counter allegations, or through the minimisation, denial or excusing of abusive behaviours.

Lack of housing options is one of the biggest barriers to a victim/survivor's safety, and access to a range of secure housing options are required to achieve safety. Housing is often used by the perpetrator to exert control over the victim/survivor; for instance, the perpetrator using their need for housing to manipulate the victim/survivor financially or keep returning to a shared home. Effective housing management can disrupt the perpetrators behaviour, thus reducing risk.

There continues to be too much reliance placed upon the non-abusive parent (frequently the mother), to keep themselves and their children safe. To effectively provide safety and support, there must also be an increased focus on preventing abusers from harming others. The right interventions at the right time can stop abuse from occurring, reoccurring or escalating.

The police must ensure that all attempts are made to engage victims in domestic abuse investigations and that all possible lines of evidence are considered so that the best outcomes for victims are achieved through the criminal justice system.

### **Our aim:**

- We will review Multi-Agency Risk Assessment Conference (MARAC) process to ensure it is effective in protecting victims/survivors and reducing the risk of further harm.
- We will hold serial perpetrators of domestic abuse to account through the criminal justice system.
- We will encourage everyone working with victims/survivors of domestic abuse to do so in a trauma informed way.
- We will encourage all professionals to adopt a shared language and culture that reframes the onus for change onto the perpetrator and away from the victim/survivor to protect their children.

- We will work with commissioners to ensure that services are available for all those that are experiencing domestic abuse, with tailored interventions suitable for individual and family's needs.
- We will utilise the Jersey Multi-Agency Public Protection Arrangements (JMAPP) to ensure robust management plans are in place for serial perpetrators.
- We will pursue victimless prosecutions wherever possible.
- We will promote and extend the reach of the new Jersey Domestic Abuse Perpetrators Programme (JDAP) programme.
- We will exploit the protective powers given to police by the new Domestic Abuse Law.
- We will ensure this strategy informs the homelessness strategy so that a range of housing options are available for victims/survivors their families and perpetrators.
- We will work with partners to identify and share best practice for intervention and prevention measures against all domestic abuse perpetrators as they are solely responsible for any harm that is caused.

## **Governance and Accountability**

### **Strategic Oversight & Assurance**

The Domestic Abuse Sub-Group and Safeguarding Partnership Board are jointly responsible for, and committed to, ensuring that Jersey's vision for domestic abuse becomes reality.

The Domestic Abuse Sub-group and Safeguarding Partnership Board will seek assurance together, on the effectiveness of partnership working in the development and implementation of the joint action plan.

## Monitoring Progress

The Domestic Abuse Sub-group will report progress against the joint action plan to the Safeguarding Partnership Board who will oversee the implementation of the Strategy.

The data sets used to report on the key performance indicators are set out below:

Children with DA identified that led to a referral to Childrens Social Care
Children with DA identified that led to a referral to early help
Children with DA identified that led to no further action
Total DA incident reports
Total DA crime reports
DA detection rate
Other outcomes - Suspect identified, No complaint, Insufficient evidence to prosecute
Other outcomes - Suspect identified, complaint, insufficient evidence to prosecute
Number of MARAC cases
MARAC Source of Referrals
MARAC – Number of children in the household
Number of MARAC Repeat cases
Number of individuals on probation orders who are undertaking the Jersey Domestic Abuse Programme (JDAP)
Number of voluntary referrals who complete JDAP
Jersey Domestic Abuse Support data (client satisfaction and outcomes)
Jersey Women Refuge Exit Assessments (client satisfaction and outcomes)
IRIS data (number of referrals to outreach services)