

Integrated Impact Assessment – Summary Report

Each of the numbered sections below must be completed
Please state if the IIA is interim or final

1. Title of proposal

Review of the Council's current Multi-Agency Domestic Abuse Policy.

2. What will change as a result of this proposal?

The Council's Multi-Agency Domestic Abuse Policy will be updated with the latest changes in legislation, research findings and best practice recommendations. This updated information will provide a framework for Domestic Abuse services both within the City of Edinburgh Council as well as third sector services on the principles needed to underpin any work with victims/survivors of domestic abuse, including children and people with protected characteristics. It is in line with guidance provided by the NHS and Police Scotland on responding to domestic abuse.

3. Briefly describe public involvement in this proposal to date and planned

The revision of this policy is based on updated legislation and best practice guidance available through a range of sources including the Improvement Service; the Coalition of Scottish Local Authorities (COSLA); the Scottish Government; peer reviewed research; anecdotal reports by organisation members of the Equally Safe Edinburgh Committee; and quarterly and annual reports by the Equally Safe Edinburgh Committee to the Chief Officers' Group and to the Improvement Service. The professionals consulted throughout the revision process are involved in delivering services directly to adults and children affected by domestic abuse and to involving them in sharing their experiences with a view to improving domestic abuse service provision.

4. Is the proposal considered strategic under the Fairer Scotland Duty?

Yes

5. Date of IIA

Monday 2 May 2022

6. Who was present at the IIA? Identify facilitator, lead officer, report writer and any employee representative present and main stakeholder (e.g. Council, NHS)

Name	Job Title	Date of IIA training
Angela Voulgari	Equally Safe Edinburgh Committee Lead Officer Report Writer	N/A
Girijamba Polubothu	CEO, Shakti Women's Aid	N/A
Sarah Taylor	Chief Inspector, NW Edinburgh and Chair of the Equally Safe Edinburgh Committee	N/A
Adam Brown	Detective Inspector, Domestic Abuse Investigation Unit	N/A
Elaine Wishart	Senior Human Resources Consultant, The City of Edinburgh Council IIA Group Facilitator	PSED training 2011 EIA training 2012, 2014, 2016 IIA training 2019, 2021
Duncan Gourlay	Acting Team Leader-Domestic Abuse Services, the City of Edinburgh Council	N/A
Euan Currie	Edinburgh Child Protection Committee Lead Officer	N/A
Suzan Ross	Community Justice Development Officer, The City of Edinburgh Council	5/11/2019 and 9/3/2022
Kate Armit	Edinburgh Adult Protection Committee Lead Officer	N/A

7. Evidence available at the time of the IIA

Evidence	Available – detail source	Comments: what does the evidence tell you with regard to different groups who may be affected and to the environmental impacts of your proposal
Data on populations in need	SafeLives: Who are the victims of domestic abuse?	<ul style="list-style-type: none"> • Each year more than 100,000 people in the UK are at imminent risk of being murdered or seriously injured as a result of domestic abuse • Each year the situation of 50,000 high-risk victims and 70,000 children are discussed at Marac meetings across England and Wales. More than 90% of these victims are female, and 5-10% are male. 15% are black, Asian or minority ethnic (BAME). 4% are disabled. 1% are lesbian, gay, bisexual or trans (LGBT). • Gender: Women are much more likely than men to be the victims of high risk or severe domestic abuse: 95% of those going to Marac or accessing an Idva (IDAA) service are women • Low income: women in households with an income of less than £10,000 were 3.5 times more at risk than those in households with an income of over £20,000 • Age: Younger people are more likely to be subject to interpersonal violence. The majority of high-risk victims are in their 20s or 30s. Those under 25 are the most likely to suffer interpersonal violence • Pregnancy: Nearly one in three women who suffer from domestic abuse during their lifetime report that the first incidence of violence happened while they were pregnant • Separation: Domestic violence is higher amongst those who have separated, followed by those who are divorced or single • Previous criminality of the perpetrator: domestic abuse is more likely where the perpetrator has a previous conviction (whether or not it is related to domestic abuse) • Drug and alcohol abuse: Victims of abuse have a higher rate of drug and/or alcohol misuse (whether it starts before or after the abuse): at least 20% of high-risk victims of abuse report using drugs and/or alcohol • Mental health issues: 40% of high-risk victims of abuse report mental health difficulties

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	<p data-bbox="512 680 762 943">Evidence and Policy Review: Domestic Violence and Poverty (University of Bristol and the Joseph Rowntree Foundation)</p> <p data-bbox="512 1789 767 2018">No One Deserves to be Abused: An Inquiry to inform the development of supports for affluent survivors (2017)</p>	<p data-bbox="799 344 1423 640">well as making the poorer upon leaving the relationship. Women in low-income households are 3.5 times more likely to experience violence than women in slightly better-off households. Economic abuse happens alongside other forms of abuse such as coercive control, employment abuse (ex. Stalking and harassment at work), and financial exploitation.</p> <p data-bbox="799 680 1414 842">Gendered assumptions about the allocation of household resources and caring responsibilities are central in shaping women’s vulnerability to Domestic Abuse. These include:</p> <ul data-bbox="799 853 1414 1357" style="list-style-type: none"> • Gendered assumptions around shared access to household incomes and resources • Situations of financial dependency which can put women at risk of poverty if they leave, including whether benefits are received as a dependent or in one’s own right • Gendered expectations regarding women’s caring responsibilities which limit employment prospects • Gendered expectations that benefits received by women are for the benefit of other family members • Situations where male partners prevent women from working, claiming benefits, or leaving the house. <p data-bbox="799 1397 1423 1760">17% of women living in households with incomes of less than £10000 reported domestic abuse in the last 12 months compared with 4% of women in the highest incomes category (more than £50000pa). Research on poverty has consistently identified the systemic and structural roots of poverty arising from the iniquitous distribution of resources and power in society. Domestic abuse also contributes to unemployment which in turns contributes to poverty.</p> <p data-bbox="799 1800 1423 2029">Domestic abuse occurs in affluent communities as well, and at times the very structure and mentality of those communities contribute to the creation of barriers to reporting or seeking support for domestic abuse. Affluent families tend to have a lower tendency to depend on friends and neighbours,</p>

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		<p>as they tend to live in larger properties set further apart from their neighbours. More affluent communities tend to adopt a culture in which ideas of ‘affluence bringing happiness’ are prevalent, as well as messaging that ‘the rich have no right to feel depressed’. Affluent perpetrators often have some prominence within the community.</p> <p>Women from more affluent backgrounds are unlikely to have witnessed or experienced any kind of violence or abuse prior to their relationships with their partners/husbands and the ‘cycle of violence’ and accompanying contrition stage is unlikely to happen in this population. Affluent women tend to be highly educated and professionally accomplished, and more likely to believe that they will ‘fix the situation’. They also tend to be more attached to their status rather than to their partner. Perpetrators are also often more likely to be highly educated or highly influential, while those in a position to help often think that affluent women have easy access to the resources they need to stay safe or to leave the relationship.</p>
<p>Data on equality outcomes</p> <p>Women</p>	<p>Equally Safe Strategy</p>	<p>‘Gender Based Violence is a function of gender inequality and an abuse of male power and privilege. It takes the form of actions that result in physical, sexual and psychological harm or suffering to women and children, or affront to their human dignity, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life. It is men who predominantly carry out such violence, and women who are predominantly the victims of such violence. By referring to violence as ‘gender-based’ this definition highlights the need to understand violence within the context of women’s and girls’ subordinate status in society. Such violence cannot be understood, therefore, in isolation from the norms, social structure and gender roles within the community, which greatly influence women’s vulnerability to violence’ (p.10)</p>

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Men	<p>House of Lords Library: Domestic Abuse of Older People</p> <p>IRISS: Older Women and Domestic Abuse</p> <p>Taylor, Bates, Colosi & Creer (2021): Barriers to Men’s Help Seeking for Intimate Partner Violence</p>	<p>Due to migration of younger couples away from the home, there is increased risk of isolation and higher dependency on the perpetrator, fewer social connection and lack of funds to pay for care when this is needed.</p> <p>Research has identified a number of barriers for older women accessing support:</p> <ul style="list-style-type: none"> • A reluctance to share services, particularly housing, with younger women • Feeling they would not be believed if they disclosed abuse • Stigma and embarrassment about accessing services, especially due to a lack of faith in the authorities and social/intergenerational expectations around marriage and relationships • Preconceptions that mature people should have more coping strategies and resources • A belief that home life should remain private and any discussion of private matters within the home is not socially acceptable • Lack of formal education and work experience • Ineligibility for social housing, benefits, legal aid and community care grants due to savings, capital or pensions • A number of women who have additional support/care needs might not be able to receive support from services not specialising/geared towards responding to such circumstances <p>Cultural stigma is associated with men’s help-seeking behaviour for domestic abuse. Concepts of ‘masculinity’ relating to self-reliance were perceived as (sometimes self-imposed) barriers in recognising abuse and seeking support. Widespread belief that only women can be affected. Some men disclosed threats by the abusive partner that they would report the victim as the perpetrator and have them labelled as an ‘unfit father’ or a ‘rapist’. Fathers find it particularly difficult to leave or seek support for fear of losing contact with children. Some men disclose feeling</p>

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LGBT+ (including non-binary) people	<p>Huntley et al. (2019): Help-seeking by male victims of domestic violence and abuse (DVA)</p> <p>Voices of Men and Boys: Key findings (SafeLives, 2019)</p> <p>SafeLives: Free to Be Safe report</p> <p>National Coalition Against Domestic Violence (USA)</p> <p>Scottish Trans (2010): Transgender People's</p>	<p>'discredited' or not believed by services after disclosing domestic abuse to services or to police.</p> <p>Together with internalised stigma and challenge to masculinity, this study also found that men responded they were fearful of disclosing domestic abuse (closely linked with denial and shame), while they were also committed to the abusive relationship. This led to despondency, especially as some men felt that there were not enough (visible) services available to men, or they were concerned about how services might perceive them.</p> <p>Male victims of domestic abuse are more likely to harm themselves to cope with domestic abuse and less likely to talk about it.</p> <p>LGBT+ people may experience unique forms of coercive control targeted at their sexual orientation or gender identity (ex. Threats to be 'outed', ridiculing of gender identity, 'dead naming' etc.) Many express distrust in services' ability to provide appropriate support, and some services are not as well-equipped to support LGBT+ victims of domestic abuse. Bisexual women in particular reported bias from services if they had experienced abuse by a male partner/ex-partner.</p> <ul style="list-style-type: none"> • 43.8% of lesbian women and 61.1% of bisexual women have experienced rape, physical violence and/or stalking by an intimate partner compared to 35% of heterosexual women. • 26% of gay men and 37.3% of bisexual men have experienced rape, physical violence and/or stalking by an intimate partner compared to 29% of heterosexual men. • LGBT+ victims from BAME backgrounds more likely to experience intimate partner violence than their white counterparts. <p>80% of participants in this research stated that they had experienced emotionally, sexually, or physically abusive behaviour by their partner or ex-partner but only 60% recognised the</p>

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<p>People with a disability/ long term condition</p>	<p>Experiences of Domestic Abuse</p> <p>Public Health Scotland</p> <p>Disabled Survivors too: Disabled People and Domestic Abuse (SafeLives, 2017)</p> <p>Public Health Scotland</p>	<p>behaviour as domestic abuse. The most frequently encountered type of abuse experienced was transphobic emotional abuse.</p> <p>Children with a learning disability are at greater risk of experiencing physical, emotional and sexual abuse.</p> <p>Women with a disability are twice as likely to experience domestic abuse than non-disabled women, more likely to be living with the perpetrator, and three times more likely to report abuse from multiple perpetrators. Despite continuing to experience a higher level of abuse at case closure, only 9% of victims are engaging or accessing adult safeguarding services (England & Wales)</p> <p>People with disabilities are more likely to live in poverty and poor housing, less likely to be in work, higher education, or participating in social and cultural activities. This leads to reduced opportunity for awareness of/ engagement with services.</p> <p>Further, research reveals that people with disabilities/long-term conditions suffer more severe and frequent abuse over longer periods of time than non-disabled victims (3.3 years vs. 2.3 years)</p> <p>People with mental health problems are at a higher risk of experiencing violence, regardless of gender/specific mental health issue. Domestic abuse further exacerbates such issues and makes them more likely to reoccur. People with mental health difficulties are also twice as likely to have previously planned or attempted suicide, to have self-harmed and less likely to have accessed mental health support.</p> <p>People with disabilities, long-term conditions and mental health issues can also be perpetrators of abuse, often using their condition as a way to coercively control their partner.</p> <p>People with a learning disability are 10-12 times more likely to experience sexual assault</p>

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<p>Pregnant women and parents</p>	<p>Scottish Women's Aid</p> <p>Midwifery Matters – Domestic Abuse in Pregnancy (2012)</p> <p>SafeLives DASH risk checklist for the identification of high risk cases of domestic abuse, stalking and 'honour'- based violence</p>	<p>and they are likely to be targeted specifically because of their learning disability. They are also less likely to have access to information, not to be asked about relationships or sexual health and when asked, they may lack the communication skills required to describe abuse. Further, people with disabilities may be concerned about accessing services for fear of being deemed unable to look after their children, with an estimated 40%-60% of parents with a learning disability having their children removed from their care.</p> <p>Although women with disabilities and long-term conditions can experience the same types of abuse as other people, their experiences can also be highly specific and relating to their particular condition. For example, the perpetrator can interfere with their access to medication and equipment; emotional abuse that focuses on their condition or disability (for example name calling, using care services against the victim), or using the victim's care needs against her (for example telling her she s 'hard work', limiting her access to special equipment or medication, not allowing privacy during medical appointments)</p> <p>Pregnant women are over 60% more likely to be physically abused than non-pregnant women.</p> <p>The presence of children increases the risk of domestic abuse for women, the greater the number of children, the higher the risk of abuse.</p>
<p>People who are married or in a civil partnership</p>	<p>Anecdotal evidence and communication with people affected by domestic abuse, including service providers in Edinburgh</p>	<p>There are ongoing informal reports of the challenges of dissolving a relationship/ marriage, particularly where the couple has children. Victims/survivors report that the perpetrator often uses the court process to extend the abuse and to continue to exert control over the victim/survivor and any children from the relationship. This has serious implications for the victim/survivor, especially</p>

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<p>People from minority backgrounds, including BAME communities, Gypsy/Travelers, economic migrants, asylum seekers/ refugees and people with No Recourse to Public Funds</p>	<p>Women's Aid</p> <p>Women's Aid</p>	<p>as the court process can be extremely lengthy and expensive.</p> <p>Faith and religion also play an important role in the dissolution of a marriage/civil partnership- these will be covered in the relevant section below.</p> <p>The systemic nature of negative perceptions around survivors of domestic abuse and mothers who raise concerns about child contact arrangements, along with gaps and inconsistencies in understanding and awareness of domestic abuse and its impact on children, is blocking the effectiveness of policies and practices to ensure safe child contact and increase awareness of domestic abuse within child contact procedures. The ingrained nature of such perceptions also increases the likelihood of human rights protection gaps for survivors and their children (Birchall and Choudhry, 2018). In the above research by Women's Aid and Queen Mary University London, 61% of survey respondents had not had any special measures in the family court, 48% said that a fact-finding hearing had not taken place as part of their case, and 24% had been cross-examined by their abusive ex-partner in the court.</p> <p>BAME women likely to face additional barriers when affected by domestic abuse:</p> <ul style="list-style-type: none"> • Racism/fear of racism • Lack of English language skills • Abuse by multiple perpetrators • Additional forms of 'honour'-based abuse such as forced marriage and FGM • Traditional beliefs about gender roles, and a woman's role within marriage/ family/ relationships • Religious beliefs around the sanctity of marriage/relationships • Lack of knowledge around systems and processes • Lack of understanding of what constitutes domestic abuse

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Children and Young People	First Light & UK Parliament NRPF Network Feniks Women's Aid European Union Agency for Fundamental Rights	<p>Domestic abuse is a significant issue in the Gypsy/Traveller community, with some studies showing a prevalence of 60-80% of gypsy/traveller women affected, compared to 25% of the wider female population. Many women from the gypsy/traveller community 'accept' that domestic abuse might be part of life; due to fear and distrust of services, as well as the threat of separation from family and support networks, they are much less likely to report. Many of the issues affecting gypsy/traveller women overlap with those affecting BAME women.</p> <p>No Recourse to Public Funds is a major cause of homelessness in situations where domestic abuse is a factor. There are significant gaps in statutory support for victims/survivors of domestic abuse with NRPF who do not have children in their care or any needs arising from disability, illness or mental health condition. The Destitution Domestic Violence Concession (DDVC) might be able to support some people affected by domestic abuse but this option is not available to everyone.</p> <p>Economic migrants from the EU have been disproportionately impacted by Brexit and the Covid 19 pandemic. Domestic Abuse renders EU Nationals particularly vulnerable to missing applications for settled status and withdrawing benefits that would have been available to them before Brexit.</p> <p>EU migrants also often resort to seeking refuge support due to being assessed as 'ineligible' for means tested benefits. This is often due to the failure of benefits agencies to correctly assess EEA nationals' entitlements to benefits, particularly during the transition to the new EU Settlement Scheme.</p> <p>47% of women in the UK aged 18-29 have experienced physical or sexual violence by a partner or non-partner.</p>

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	<p>Safe Young Lives: Young People and Domestic Abuse</p> <p>Scottish Crime and Justice Survey</p> <p>Women's Aid</p> <p>Royal College of Psychiatrists</p>	<p>12.6% of women aged 16-19 had experienced domestic abuse in the past year in England and Wales compared to 6.6% of men.</p> <p>Young people (including those under 16) can experience all forms of domestic abuse and the likelihood of experiencing high severity abuse is no different to adults. Data suggests that the levels of high severity abuse might be highest for the youngest age group. Research has found the 49% of boys and 33% of girls aged 13-14 thought that hitting a partner would be 'okay' in at least one 1 of 12 scenarios they were presented.</p> <p>31% of girls and 16% of boys aged 13-17 reported some form of sexual abuse within their intimate relationships. Nearly all (95% of young people experiencing intimate partner violence are female. It is further estimated that 20% of children are exposed to some form of domestic abuse.</p> <p>Of people who responded that they were affected by domestic abuse, 32% reported that they had children living in the household, and of those, 71% reported that the children were present (in/around the house of close by) during the most recent incident.</p> <p>In 2017, 61.7% of women in refuge had children under the age of 18 with them. Children can be affected by domestic abuse in different ways, although a number of impacts have been report by the Royal College of Psychiatrists, including: anxiety; depression, sleeping issues, nightmares, flashbacks, inexplicable physical symptoms, behavioural difficulties, lower self-esteem/self-worth, and issues with school attendance and relationships with peers.</p> <p>Boys and girls might react differently to domestic abuse, with boys demonstrating more outwardly aggressive and disobedient behaviours, while girls are more likely to internalise their distress and become anxious or depressed. They are more likely to self-harm or to complain of vague physical symptoms.</p>

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	<p>SafeLives/Caada</p> <p>SafeLives DASH RIC- checklist, severity of abuse grid and full IDVA (IDAA) practice guidance</p>	<p>60% of children feel that they are to blame for the domestic abuse while 52% will develop behavioural problems. 25% of them exhibit abusive behaviour, while 62% exposed to domestic abuse are also directly harmed.</p> <p>Religion and faith can be used to aggravate domestic abuse or to prevent the victim/survivor from leaving the perpetrator. Perpetrators might use the religious/faith-based community to further control and abuse the victim/survivor, including by spreading rumours or using other members to ‘police the victim/survivor’s movements and behaviour. Religion might be used by the perpetrator as an excuse to prevent the victim/survivor from speaking up, or to gain/retain access/custody of children. The victim/survivor’s religion might be used to control them, especially in religions and denominations where divorce is prohibited.</p>
Research/literature evidence	<p>McGarry, J.; Simpson, C. & Hinchliff -Smith, K. (2010): The Impact of domestic abuse for older women: a review of the literature.</p> <p>Spruin et al. (2017): Exploring the belief systems of domestic abuse victims: an exploratory study.</p> <p>Robinson, A.L. & Rowlands. J. (2009): Assessing and managing risk among different victims of domestic abuse: Limits of a generic model of risk assessment?</p>	<p>Reviews evidence available from existing research around the impact of domestic abuse on older women’s health; barriers to reporting domestic abuse and accessing support; barriers to the identification and management of domestic abuse; and makes recommendation for developing relevant policy.</p> <p>This study explores the individual experiences and belief systems of 12 women affected by domestic abuse to enable support services to create more long-term sustainable support. Four key belief themes were identified: personal responsibility, antisocial attitudes, environmental factors and negative attitudes towards the police.</p> <p>This paper explores existing risk assessment procedures for domestic abuse, especially those based on heteronormative assumptions of VAWG and power differences between male perpetrators and female victims. The study compares perceptions of safety and risk among female and male victims of domestic abuse in both heterosexual and same-sex</p>

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	<p>Molina, J. & Levell, J. (2020): Children’s Experience of Domestic abuse and criminality: A literature review.</p> <p>Azad, M.S. (2021): Experiences of domestic abuse within the South Asian Community.</p>	<p>relationships, analyses risk factors and discusses implications for policy and practice.</p> <p>This literature review explores the prevalence of domestic abuse for children, the impacts and protective factors for children experiencing domestic abuse. It further explores the links between domestic abuse and other Adverse Childhood Experiences and involvement in gangs and the commission of serious crimes. Gender differences in the experiences of boys and girls were discussed, as well as differential outcomes and justifications for involvement in different types of offending behaviour. The literature also evaluates different types of interventions for children and young people involved in gangs and identifies gaps in existing research.</p> <p>This paper analysed information available through two Domestic Homicide Reviews (DHRs) at the time the Domestic Abuse Bill was going through the parliamentary process. It analyses the relationships between domestic abuse and ‘honour’ based abuse in South Asian Communities and their roles in the particular domestic homicides discussed in the paper. Recommendations are made specifically regarding the abolition of No Recourse to Public Funds, the accountability of the Police and Health services and the implementation of neighbourhood committees to identify domestic abuse.</p>
Public/patient/client experience information	<p>Baird, K. (2012): An exploration of women’s perception and lived experiences of domestic violence and abuse in the context of their pregnancy</p>	<p>This thesis recounts the stories of 17 women who had experienced domestic abuse before, during and/or after their pregnancies. It outlines the forms of abusive and controlling behaviour women experienced, including the coercion to have a child. It discusses the role of health professionals in identifying and responding to domestic abuse during and after pregnancy and the importance of links and collaborative working between professionals that can offer support. It concludes with recommendation for policy and practice development in healthcare services and beyond.</p>

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	<p>Gilbert, B. (2020): Exploring the experiences of domestic abuse survivors working in the field of domestic abuse support: assisting recovery or revictimization revisited?</p> <p>Fox, S. (2020): '[...] you feel there's nowhere left to go: the barriers to support among women who experience substance use and domestic abuse in the UK.</p> <p>Gadd, D. et al. (2019): The dynamics of domestic abuse and drug and alcohol dependency</p>	<p>This small-scale study considers the voice of women survivors working in the field of domestic abuse support work, affording them the opportunity to explore the benefits and the costs to them as survivors of domestic abuse when working in this practice area. Twelve female support workers from five English organisations were interviewed, their interviews then thematically analysed within a feminist paradigm. Key messages are that there can be key benefits in the provision of peer support which the workers found empowering, self-actualising and the work gave them a sense of self-esteem and belonging. However, the risks of re-traumatisation and vicarious traumatisation were also identified.</p> <p>Explores the experiences of women affected by both substance use and domestic abuse in accessing support. Women reported that the biggest barrier was the disconnect between substance use and domestic abuse support, as none reported being able to access support for their combined experienced, and most had to prioritise their own needs in terms of which support to seek. Most never received support for their domestic abuse experiences alone.</p> <p>This paper explores the narratives of couples where the male perpetrator makes use of alcohol and drugs, and where the female victim does/does not. It identifies that narratives of the abuse differed starkly between the perpetrators and victims, and highlighted challenges for support services to obtain accurate accounts of the abuse by either. It further highlights the challenges of addressing domestic abuse in the context of drug and alcohol use.</p>
Evidence of inclusive engagement of people who use the service and involvement findings		The City of Edinburgh Council funds four services supporting women affected by domestic abuse. All council funded services request feedback from people upon exiting the service. This is available to view by the Council, although this is not information collected or held by the Council.

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		<p>All contracts are competitively tendered and this includes co-production with service users and stakeholders. The frequency of this exercise depends on the length of each individual contract.</p> <p>Council funded services are also members of the Equally Safe Edinburgh Committee. The Committee also includes services that are funded by other sources but that provide support to people affected by domestic abuse and other forms of gender-based violence.</p> <p>ESEC will link in with new 'Authentic Voice: Embedding Lived Experience in Scotland' project by SafeLives, Improvement Service and Resilience Learning Partnership (launching 3 March 2022) to further improve in this area.</p>
Evidence of unmet need	<p>Gracia, E. (2004): Unreported cases of domestic violence against women: towards an epidemiology of social silence, tolerance and inhibition.</p> <p>Women's Aid</p> <p>Scottish Crime and Justice Survey 2019-2020</p>	<p>It is estimated that about 25% of women in Western societies will experience intimate partner violence and abuse at some point over their lifetimes. However, out of that 25%, only between 2.5-15% ever actually report experiencing domestic abuse, leading the 'domestic abuse iceberg' phenomenon, where most victims/survivors remain invisible to services and to society at large. Studies show that most people know or suspect that someone in their family, workplace or social circle is affected by domestic abuse, or that they are perpetrators of abuse. Attitudes and neglect by professionals across the EU to address domestic abuse contribute to a culture of silence which creates tolerance for domestic abuse.</p> <p>According to the Crime Survey for England and Wales (CSEW), in the year ending March 2018, only 18% of women who had experienced partner abuse in the last 12 months reported this to the police.</p> <p>Of people who responded that they had experienced at least one incident of domestic abuse in the past 12 months, 68% had told at least one person or organisation about the most recent incident. Of the people who had spoken to someone, 76% were women and</p>

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		55% were men, indicating an unmet need for male victims/survivors of domestic abuse. Similarly, only approximately 11% informed the police of the abuse, while most instead told friends (45%), and relatives (21%). 16% of people reported that the police came to know about the most recent (or only) incident of abuse somehow. This differs from the 11% figure above, as it includes incidents the police came to know about through any means, including through neighbours and relatives, and not solely those directly affected.
Good practice guidelines	<p>Training- personal communication and research.</p> <p>Domestic Abuse- Informed Practice and Systems: A self-assessment tool and evaluation framework (Improvement Service(NVAWN & Safe & Together Institute)</p>	<p>Throughout the calendar year there are a number of training sessions on domestic abuse open to professionals on an inter-agency basis. Level 1 and Level 2 domestic abuse training sessions run approximately 6-7 times per year each. Safe and Together Training is also provided by the council, and the number of available sessions depends on demand, funding and the availability of trainers. Additional training is available throughout the year by other specialist organisations, including Scottish Women’s Aid, Edinburgh Women’s Aid and Shakti Women’s Aid among others.</p> <p>This document outlines the principles that lead to effective best practice in working with people affected by domestic abuse by:</p> <ol style="list-style-type: none"> 1. Keeping children safe and together with the non-offending parent; 2. Partnering with the non-offending parent as the default position; and 3. Intervening with the perpetrator to reduce risk and harm to the child <p>‘Domestic abuse-informed practice can be defined as a perpetrator pattern, child-centred, survivor strengths-based approach to working with domestic abuse. Having domestic abuse-informed practices, policies and systems means that survivors are more likely to see child welfare and protection systems as supportive resources and cross-system collaboration is likely to be improved through common frameworks and language.’ (p. 4)</p> <p>The document further provides a logic model that links the Safe & Together approach to</p>

Evidence	Available – detail source	Comments: what does the evidence tell you with regard to different groups who may be affected and to the environmental impacts of your proposal
	<p>Domestic Violence-Informed Continuum of Practice (Safe & Together Institute)</p> <p>Domestic Abuse: What health workers need to know about gender-based violence (NHS Health Scotland)</p> <p>Good Practice in Commissioning Specialist Domestic Abuse Services (COSLA & Scottish Women's Aid)</p> <p>SafeLives' Response to the Family Courts Review</p>	<p>National Priorities and Equally Safe Outcomes and provides a self-evaluation toolkit</p> <p>The document provides concrete examples of policies and practices at different stages of the domestic abuse competency continuum. Examples start from 'Destructive' (where safety of the child and non-offending parent are ignored, or where there is victim-blaming language and the role of the perpetrator is not acknowledged) to 'Proficient' (where policy and practice aligns in a domestic abuse-informed way, recognising the efforts of the non-offending parent to safeguard the child, attributing responsibility to the perpetrator and ensuring that all professionals in the child protection system are able to recognise and respond to the risk of domestic abuse).</p> <p>This document is targeted at raising awareness of domestic abuse at all health workers. It includes information on the impact of domestic abuse on health, presentation and identification of victims/survivors and the links between domestic abuse and child protection. It also highlights the characteristics and roles of perpetrators, as well as the responsibilities of, and support available to health staff.</p> <p>The document highlights the importance of a gendered analysis if domestic abuse being adopted by any domestic abuse-commissioned services, and outlines the key elements required for effective interventions: Refuge Accommodation, Visiting Support, Information, Advocacy, Training, Prevention and Children's and Young People's Services. It further emphasised the importance for services adhering to quality standards and quality assurance mechanisms, such as National Care Standards and the SSSC Code of Practice. It further outlines the six Women's Aid National Service Standards for service commissioning by local authorities.</p> <p>This document includes information on the lived experience of women and children who have survived domestic abuse and subsequently gone through the court process to separate from the abusive partner. IT makes</p>

Evidence	Available – detail source	Comments: what does the evidence tell you with regard to different groups who may be affected and to the environmental impacts of your proposal
		recommendations for practice to ensure that courts take a domestic abuse-informed and trauma-competent approach to addressing family separation where domestic abuse is present.
Carbon emissions generated/reduced data	Not Applicable	
Environmental data	Not Applicable	
Risk from cumulative impacts		<p>Through a combination of the research papers, publications and information available in the sources cited above, there is a wealth of information around how domestic abuse affects people differently where different protected characteristics are concerned.</p> <p>However, there is a wealth of research also demonstrating that the experience of domestic abuse, as well as victims/survivors' access to information, and decision to seek/not seek support will be impacted by intersecting protected characteristics.</p>
Other (please specify)		
Additional evidence required		

8. In summary, what impacts were identified and which groups will they affect?

Equality, Health and Wellbeing and Human Rights	Affected populations
<p>Positive</p> <p>The Revised Policy recognises how the complex interplay between individual and/or protected characteristics can intersect to create the unique experience of domestic abuse for particular individuals. In particular:</p> <ul style="list-style-type: none"> This review recognises the gendered nature of Domestic Abuse, disproportionately affecting women and children. By contrast, it also highlights that this gendered understanding, combined with cultural norms and expectations around masculinity, femininity and heteronormativity can create challenges for male, LGBT+ and non-binary victims in seeking support. It highlights that it is critical that all service providers recognise both the disproportionate vulnerability 	<ul style="list-style-type: none"> - Women - Older People and People in their Middle Years - Children and Young people - Men - Transgender Men and Women and non-binary people

Equality, Health and Wellbeing and Human Rights	Affected populations
<p>of women and children, as well as the challenges this creates for victims who are not women and girls.</p> <ul style="list-style-type: none"> • This review further acknowledges that people of different ages and at different stages of life will have different experiences and will display different help-seeking behaviours. It considers that people of different ages will likely have different intersecting needs; for example older people might also have additional, possibly long-term health needs, or they may hold views that align with strongly patriarchal values around the place of men and women in society. Similarly, there is specific recognition that children can suffer long-term impacts of domestic abuse, while they may also experience abuse in their own intimate relationships. • The revised policy further recognises that people with a disability or long-term condition, including mental health conditions and learning disabilities, might face additional barriers to accessing support and safeguarding themselves and their children. This is highlighted particularly in the context of people who need to receive or to provide care to others, or who might, as a direct result of their condition or disability, be financially, emotionally or otherwise dependent on the perpetrator of abuse. • The review further recognises that the experiences of people from different backgrounds, particularly those from minority ethnic and/or religious backgrounds might differ considerably. This can lead to additional barriers in seeking support, such as the recognition of domestic abuse; uncertain immigration status and no recourse to public funds; seeking asylum; language issues; and religious beliefs around domestic abuse. • The interplay between religion/belief and domestic abuse can also affect help-seeking behaviour in non-migrant populations and people who are not from minority ethnic backgrounds. This is particularly prevalent in religions where divorce is not acceptable, or where strong patriarchal views demand that women be subservient to men or that children must have two parents. • The complex relationship between socio-economic status, unemployment and/or the receipt of benefits or state pensions and domestic abuse is also highlighted by this policy. The above factors can strongly influence whether a victim/survivor of domestic abuse will seek support and what type of support they may choose based on what is available to them. There is further recognition that the geographical location of victims/survivors who live in 	<ul style="list-style-type: none"> - Lesbian, gay, bisexual and heterosexual people - People with a disability (including physical/ learning disability, sensory impairment, long-term medical conditions and mental health problems) - People from minority ethnic backgrounds - Refugees and Asylum Seekers - People with different religions or beliefs - People with no recourse to public funds - People who are unmarried, married, or in a civil partnership - People who are unemployed and/or in receipt of benefits - Vulnerable families (including families with children under the age of 1, large families and single parents) - People involved in the criminal justice system - People experiencing difficulties with substance use - Others, for example veterans and students, those with low literacy/numeracy skills

Equality, Health and Wellbeing and Human Rights	Affected populations
<p>different settings (for example rural, urban, coastal) will have varying access to information</p> <ul style="list-style-type: none"> • There is good recognition within the revised policy around the vulnerability of pregnant women, as well as of young mothers in particular, and of the complications facing parents who are experiencing domestic abuse. The review also covers factors intersecting with parenting which can impact the experience of domestic abuse and the decision to access support when needed. • There is mention of the unique challenges facing people involved in the criminal justice system, those affected by substance use, as well as those with low literacy/numeracy skills, transient populations (for example students) and those with prior experience of trauma will likely have different responses to domestic abuse and will manifest different needs. • Overall the Integrated Impact Assessment concluded that the policy review is consistent with the Public Sector Equality Duty as it is inclusive, it promotes equality of opportunity and it promotes awareness of domestic abuse and appropriate responses in a way that supports the autonomy and agency of those affected. 	
<p>Negative</p> <p>The Policy Review emphasises the importance of agency, self-determination and the importance of equal access to information, resources and support when and where required by those affected by domestic abuse and their children.</p> <p>However, there is a wider acknowledgment that any work that supports the independence and increased agency of victims/survivors of domestic abuse also carries with it a number of risks. These risks may include domestic homicide in the most extreme cases, while an escalation in the abuse and in the controlling and coercive behaviour of the perpetrator is always to be expected when a victim/survivor is preparing to leave or has just left the abusive relationship.</p> <p>Further, this policy provides guiding principles on how to support victims/survivors to leave an abusive relationship if this is what they choose to do. However, this can inadvertently lead to the dissolution of relationships, which can lead to the loss of extended family support, potential ostracism from the family/community network, and further abuse from the wider community, particularly where honour and honour-based abuse might play a role in the life of the family or the community.</p>	<ul style="list-style-type: none"> - Women - Older People and People in their Middle Years - Children and Young people - Men - Transgender Men and Women and non-binary people - Lesbian, gay, bisexual and heterosexual people - People with a disability (including physical/ learning disability, sensory impairment, long-term medical conditions and mental health problems) - People from minority ethnic backgrounds - Refugees and Asylum Seekers - People with different religions or beliefs

Equality, Health and Wellbeing and Human Rights	Affected populations
	<ul style="list-style-type: none"> - People with no recourse to public funds - People who are unmarried, married, or in a civil partnership - People who are unemployed and/or in receipt of benefits - Vulnerable families (including families with children under the age of 1, large families and single parents) - People involved in the criminal justice system - People experiencing difficulties with substance use - Others, for example veterans and students, those with low literacy/numeracy skills

Environment and Sustainability including climate change emissions and impacts	Affected populations
<p>Positive</p> <p>The Multi-Agency Domestic Abuse Policy does not have implications for environmental considerations</p>	
<p>Negative</p> <p>The Multi-Agency Domestic Abuse Policy does not have implications for environmental considerations</p>	

Economic	Affected populations
<p>Positive</p> <ul style="list-style-type: none"> • The review of the Multi Agency Domestic Abuse Policy recognises that people in particular socio-economic brackets will face additional barriers when they are affected by domestic abuse (for example economic migrants, people with no recourse to public funds, unemployed people/people in receipt of benefits and state pensions, refugees/asylum seekers, BAME people, gypsy travellers). 	<ul style="list-style-type: none"> - People with a disability (including physical/ learning disability, sensory impairment, long-term medical conditions and mental health problems) - People from minority ethnic backgrounds

Economic	Affected populations
<ul style="list-style-type: none"> • The review further highlights the need for all services to recognise the role that economic/financial factors play in any individual's capacity to make decisions around safeguarding themselves and their children (if applicable), as well as in deciding whether to stay or leave an abusive relationship. • There is widespread recognition in the revised policy that economic factors further interact in complex ways with other individual circumstances and (protected) characteristics. There are numerous examples of this interplay throughout the revised policy alongside recommendations for ways of working to ensure that victims/survivors of domestic abuse have access to the resources they need to stay safe or to safely leave an abusive relationship if they decide to do so. • By identifying and highlighting economic and financial issues as key considerations in the experience of domestic abuse, the revised policy also highlights the economic benefits that come with victims/survivors accessing support from specialist domestic abuse services (for example access to housing, benefits, education/employment opportunities, English language learning). 	<ul style="list-style-type: none"> - Refugees and Asylum Seekers - People with no recourse to public funds - People who are unmarried, married, or in a civil partnership - People who are unemployed and/or in receipt of benefits - Vulnerable families (including families with children under the age of 1, large families and single parents) - People involved in the criminal justice system - People experiencing difficulties with substance use - Others, for example veterans and students, those with low literacy/numeracy skills
<p>Negative</p> <ul style="list-style-type: none"> • The review of the Multi-Agency Domestic Abuse Policy provides guidance for how to recognise and support people with different characteristics and in different circumstances who are affected by domestic abuse. One potential negative outcome concerns the financial and wider economic implications for particular victims who might be either dependent on the perpetrator of abuse (financially or due to immigration), as well as the impact of choosing to leave an abusive relationship for victims/survivors who may be unemployed or who may not have financial independence. • People with a disability and/or long-term condition might be dependent on state benefits, some of which might be received by the abusive partner. BAME people, migrants from within and outside A8 countries, refugees and asylum seekers might have no recourse to public funds, particularly after Brexit, or they may require a spousal visa in order to be allowed to remain in the UK. People who are unemployed, young parents, parents of large families, students and those with low literacy/numeracy might face additional barriers in achieving financial independence if they choose to leave an abusive relationship due to potential 	<ul style="list-style-type: none"> - People with a disability (including physical/ learning disability, sensory impairment, long-term medical conditions and mental health problems) - People from minority ethnic backgrounds - Refugees and Asylum Seekers - People with no recourse to public funds - People who are unmarried, married, or in a civil partnership - People who are unemployed and/or in receipt of benefits - Vulnerable families (including families with children under the age of 1, large families and single parents)

Economic	Affected populations
<p>dependence on the perpetrator; this dependence could be financial or emotional, for example the provision of childcare by extended family or support with essential daily activities and legal obligations to sustain a tenancy. Similarly, people who are involved in the criminal justice system or who are affected by substance use might struggle considerably if they choose to leave an abusive relationship due to difficulties in securing employment or restrictions on their ability to work.</p> <ul style="list-style-type: none"> • Mitigating factors for the economic and financial issues that might be faced by some victims/survivors in those particular circumstances come with the support available through domestic abuse services throughout the City of Edinburgh. As part of the suite of support offered, advice and guidance on how to access financial resources, benefits, employment and training opportunities and suitable housing are available to ensure the safety and wellbeing of victims/survivors and their children, as well as their financial independence. 	<ul style="list-style-type: none"> - People involved in the criminal justice system - People experiencing difficulties with substance use - Others, for example veterans and students, those with low literacy/numeracy skills

9. Is any part of this policy/ service to be carried out wholly or partly by contractors and if so how will equality, human rights including children’s rights, environmental and sustainability issues be addressed?

This policy review applies to all services delivering support to people affected by domestic abuse and their children. This includes both services delivered by the City of Edinburgh Council, as well as services available through the third sector or other providers. Although many services external to the council are funded by independent sources, the City of Edinburgh Council also provides funding specifically for domestic abuse services working with victims/survivors and their children.

These services include refuge support, support in the community, and interventions supporting children to recover from their experiences, and they are funded through a competitive tendering process every 5-7 years. All successful service providers are contractually expected to be members of the Equally Safe Edinburgh Committee (ESEC), which is the partnership between public and third sector services overseeing and monitoring the implementation of the Equally Safe strategy across the city of Edinburgh.

As the ESEC is the Public Protection Committee responsible for the monitoring of the implementation of this policy, it is expected that all organisation members will adhere to the principles outlined within it. All ESEC members are expected to attend the committee’s six-weekly meetings and to report on strategic or operational issues with regards to equality and access to services by particular groups. Any issues arising with regards to equality and human rights will be discussed by the ESEC and

solutions will be sought collectively by members of the committee, escalating any concerns or challenges as these are raised.

- 10. Consider how you will communicate information about this policy/ service change to children and young people and those affected by sensory impairment, speech impairment, low level literacy or numeracy, learning difficulties or English as a second language? Please provide a summary of the communications plan.**

This policy can be made available in alternative languages and formats (including Braille and Easy-Read formats) upon request by any organisation or member of the public.

- 11. Is the plan, programme, strategy or policy likely to result in significant environmental effects, either positive or negative? If yes, it is likely that a Strategic Environmental Assessment (SEA) will be required and the impacts identified in the IIA should be included in this. See section 2.10 in the Guidance for further information.**

This policy review is not anticipated to have any significant environmental impact as it is concerned with the identification of, and response to, domestic abuse by services operating throughout the City of Edinburgh.

- 12. Additional Information and Evidence Required**

If further evidence is required, please note how it will be gathered. If appropriate, mark this report as interim and submit updated final report once further evidence has been gathered.

No further evidence has been deemed to be required by the group that carried out the Integrated Impact Assessment for the Multi-Agency Domestic Abuse Policy.

- 13. Specific to this IIA only, what recommended actions have been, or will be, undertaken and by when? (these should be drawn from 7 – 11 above) Please complete:**

Specific actions (as a result of the IIA which may include financial implications, mitigating actions and risks of cumulative impacts)	Who will take them forward (name and job title)	Deadline for progressing	Review date

14. Are there any negative impacts in section 8 for which there are no identified mitigating actions?

Domestic abuse affects thousands of people in the City of Edinburgh, many of whom access services available through the public and third sectors. This policy review provides guidance for recognising and responding to domestic abuse for all services. By supporting victims/survivors to leave abusive relationships, if this is what they choose to do, it is known that an escalation in the abusive, coercive and controlling behaviour is highly likely.

Although all services are committed to providing holistic and inclusive safeguarding support and advice to all victims/survivors, unexpected consequences are always possible due to the vulnerability of victims/survivors and children affected by domestic abuse. It is possible that through accessing support in order to improve independence, confidence and self-esteem, victims/survivors are more at risk of escalation in the abuse they are experiencing, with perpetrators reacting to changes in more extreme and unpredictable ways.

There are services, structures and mechanisms in place to mitigate those risks as much as possible, however due to the intimate, manipulative and isolating nature of the abuse, it is possible that risks might arise unexpectedly before services are aware of them or have the opportunity to react or safeguard those at risk. This is part of the daily work of services involved in supporting adults and children affected by domestic abuse and a risk that is held by services on a daily basis.

15. How will you monitor how this proposal affects different groups, including people with protected characteristics?

Many of the specialist services providing support to victims/survivors of domestic abuse and their children are members of the Equally Safe Edinburgh Committee, which meets every six weeks. Members of the committee have been consulted on the creation of this policy, and some have also participated in the associated Integrated Impact Assessment. Every effort has been made to ensure that the review of the Multi-Agency Domestic Abuse Policy is as inclusive as possible. However, should there be unexpected differential impacts, then it is expected that relevant partner organisations will report those to the Equally Safe Edinburgh Committee for resolution.

16. Sign off by Head of Service

Name Jackie Irvine

Date 19 August 2022

17. Publication

Completed and signed IIAs should be sent to: integratedimpactassessments@edinburgh.gov.uk to be published on the Council website www.edinburgh.gov.uk/impactassessments

Edinburgh Integration Joint Board/Health and Social Care

sarah.bryson@edinburgh.gov.uk to be published at www.edinburghhsc.scot/the-ijb/integrated-impact-assessments/