



Section 3 - The Estimated Prevalence of Domestic Abuse in England and Wales, South Yorkshire and Sheffield - including factors that impact on prevalence, an overview of contact with services and the estimated prevalence of stalking

Domestic Abuse Prevalence Estimates – Victim since the Age Of 16

It is important to understand the proportion of people who have been a victim since the age of 16 because these individuals may report historic incidents to the police, they may be accessing wider support services, e.g. mental health services and these individuals may remain at risk (e.g. in the same relationship, recently separated, vulnerable to becoming involved with another abuser).

The prevalence estimates for the proportion of male and female victims of domestic abuse since the age of sixteen years old (but under 60) is 27.1% of women and 13.2% of men. When applied to the population the CSEW estimates this equates to 4,474,000 female victims and 2,166,000 male victims since the age of 16 years old, see details in the table below, CSEW data produced in February 2015, using 2014/15 data¹.

England and Wales			
The percentage of the 16-59 year old population who were a victim once or more of:	A victim since the age of 16		
	Men	Women	All
Any domestic abuse (partner or family non-physical abuse, threats, force, sexual assault or stalking)	13.2	27.1	20.2
Any partner abuse (non-physical abuse, threats, force, sexual assault or stalking)	10.3	23.7	17.1
Any family abuse (non-physical abuse, threats, force, sexual assault or stalking)	5.5	10.0	7.8

It is estimated that in Sheffield around 71,000 individuals aged 16 to 59 years old have been a victim of a domestic abuse at some point since the age of 16 years old².

Domestic Abuse Prevalence Estimates – Victim in the Last 12 Months

The latest ONS data in December 2016³ used an average of the last three years of the Crime Survey for England and Wales' data to provide estimated prevalence figures for the number of victims per annum who are a victim of domestic abuse⁴ (see the table below).

¹ Appendix table 4.01: Prevalence of intimate violence among adults aged 16 to 59, by category, year ending March 2015 CSEW

² Sheffield 16-59 years old population is 349,850 persons

³ Domestic abuse in England and Wales: year ending March 2016

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/domesticabuseinenglandandwales/yearendingmarch2016>

⁴ CSEW data presented in this data tool are findings from the CSEW '3 Year Dataset' for the years ending March 2014, March 2015 and March 2016. Combining survey data for multiple years allows statistics to be produced for more detailed breakdowns, e.g. police force areas.



Geography	Crime Survey for England and Wales					
	CSEW: Any domestic abuse, prevalence rate - All persons	CSEW: Any domestic abuse, prevalence rate - Males	CSEW: Any domestic abuse, prevalence rate - Females	CSEW: Any domestic abuse, number of victims - All persons	CSEW: Any domestic abuse, number of victims - Males	CSEW: Any domestic abuse, number of victims - Females
Name	3 year average: YE Mar '14 to YE Mar'16	3 year average: YE Mar '14 to YE Mar'16	3 year average: YE Mar '14 to YE Mar'16	3 year average: YE Mar '14 to YE Mar'16	3 year average: YE Mar '14 to YE Mar'16	3 year average: YE Mar '14 to YE Mar'16
England and Wales	6.21	4.29	8.12	1,862,251	638,758	1,223,493
Yorkshire and the Humber	6.36	4.53	8.13	179,139	62,701	116,439
South Yorkshire	5.24	2.67	7.54	38,097	9,149	28,948

An estimated 1.86 million people were a domestic abuse victim aged 16 years to 59 years in the latest 12 month period (ratio is 6.2 per 100 people). This equates to 1.22 million females (ratio is 8.12) and 640,000 males (ratio is 4.29). The Yorkshire and Humber and the South Yorkshire Police Force area estimated prevalence data are also found in the table.

With the exception of the South Yorkshire Police Force male ratio, the 'all persons' ratios and the female ratios are **not significantly different to the National England and Wales averages**⁵.

The three England and Wales ratios are also not significantly different and very similar to those presented in the CSEW data produced in February 2015, using 2014/15 CSEW data, when the estimates were 6.1% of the 16-59 year old population (1.9 million individuals), 8.2% of women and 4% of men aged 16-59 years old⁶. Therefore the rest of the chapter will focus on the information published February 2016, as not only is it similar to the most recent data, it also provides additional data on the estimate prevalence by perpetrator relationship to the victim (any partner abuse and family abuse) and prevalence estimate for the number of people who have been a victim since the age of 16 years old. The table shows a significantly higher proportion of victims will have been abused by a partner (or ex-partner) than any other family member.

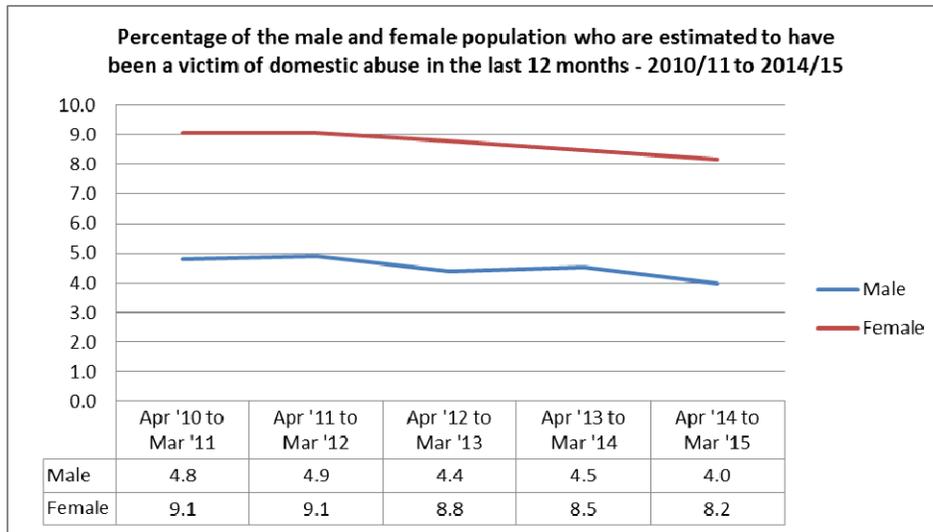
England and Wales			
The percentage of the 16-59 year old population who were a victim once or more of:	A victim in the last year		
	Men	Women	All
Any domestic abuse (partner or family non-physical abuse, threats, force, sexual assault or stalking)	4.0	8.2	6.1
Any partner abuse (non-physical abuse, threats, force, sexual assault or stalking)	2.8	6.5	4.6
Any family abuse (non-physical abuse, threats, force, sexual assault or stalking)	1.6	2.5	2.1

The estimated prevalence of sexual abuse is found in Part 2.

The graph below shows the reducing trends in the prevalent rates for both males and females over the last five financial years.

⁵ Confirmed by an ONS email, January 2017

⁶ Office of National Statistics (11 February 2016) *Statistical bulletin – Chapter 4 – Intimate personal violence and partner abuse*



For women the prevalence rate percentage has reduced annually for the last four financial years, from a rate of 9.1 in 2011/12 to 8.2 in 2014/15, this is nearly a reduction of 1% in four years, or in real terms a reduction from 9 female victims in every 100 females to 8 female victims in every 100 females.

For men the prevalence rate percentage has fluctuated more than the smoother observed reducing trend for women, but over the latest four year period the rate has reduced from 4.9% in 2011/12 (the highest rate of the five year period) to 4.0% in 2014/15 (the lowest rate of the four year period), this is nearly a reduction of 0.9% in four years, or in real terms a reduction from nearly 5 male victims in every 100 males to 4 male victims in every 100 males.

The CSEW male prevalence figure⁷ should however be given caution, as research by Gadd et al (2002)⁸ has observed that at least 50% of men who self-reported to the Scottish Crime Survey that they had been a victim of *'threatening and or forceful behaviour within a relationship you had with your current/ex-partner'* may not be a victim of domestic abuse, but maybe a perpetrator of domestic abuse.

Gadd's research interviewed a number of male respondents and identified four types of male victims – primary instigator, equal combatant, retaliator and non-retaliator. All men in the primary and equal combatant categories, between 50% and 75% of the retaliators and around 20% of the non-retaliators were considered perpetrators of domestic abuse. The reason the males considered themselves victims, was because they had been in situations where they had been a victim of retaliatory abuse, self-defence by the victim or they were in a relationship where there was abuse on both sides, but Gadd explains they were in fact the primary perpetrator⁹. Nonetheless Gadd writes that some of these males *'would have also been able to offer accounts of repeat domestic abuse perpetrated against themselves'* and that the forms of abuse described by these male 'victims' was often violent and criminal. He also explains the complexities of the nature of abuse in some relationships *'in many cases the separation of perpetrators from victims in these cases is an irreconcilably contentious task'*.

The report does find however, that up to 50% of males were victims of incidents of domestic abuse, some of which were serious including being hospitalised, having lifelong injuries and living in fear of

⁷ Amendment added 25 July 2017

⁸ Gadd, D., Farrall, S., Dallimore, D & Lombard, N (2002) *Domestic abuse against men in Scotland*, Scottish Executive Central Research Unit <http://www.gov.scot/Publications/2002/09/15201/9609> - pages 33-46

⁹ See the section on perpetrators for a full detailed overview of primary perpetrators



their partners. This 50% includes some who were in complex relationships, although some of these incidents were described by males who also described other incidents where they were the perpetrator. Less than 35% of the males described incidents where they were victims and had not perpetrated domestic abuse themselves as well.

Gadd's research findings have been applied to the CSEW prevalence estimates in the *Nottingham Domestic and Sexual Abuse Strategic Needs Assessment*¹⁰. In effect they reduced the estimated CSEW prevalence figure for male victims by 50% (thereby removing those who are primary instigators, 'equal' combatants or a proportion of the retaliators of domestic abuse).

If the same application is taken to the current national prevalence for male victims, then a reduction of 50% to the current CSEW 2014/15 estimated male prevalence of 4% would be reduced it to 2%. As explained, even this estimate, based on Gadd et al's research, could still lead to an inflation of the actual figure.

Domestic abuse prevalence and female victims

Gadd et al's (2002) research has also observed that many of the males described experiences where they had perpetrated more violent forms of and higher frequency of violence than they experienced from their partner. The difference between male and female abuse has more recently researched by Sylvia Walby.

The CSEW data shows the prevalence for female victims and for male victims of domestic abuse in the last 12 months. This prevalence data does not show the greater variation between genders in terms of the level and extent of the abuse. Only when other research is considered does this become clearer.

- Walby (2015)¹¹ finds that **women are more likely to be more 'highly victimised' compared with men victims.**

There are higher volumes of DA related crime reported by females than male victims. The variation between male and female victims is hidden in the CSEW because of the use of a 'capping system' (one victim can have at most five incidents recorded against them). Walby reviewed the full data without the 'cap' and found that violence against women by intimate partners increased by 70% and violence by acquaintances to women increased by 100%. The research also found that the number of incidents of reported violent crime has in fact increased since 2009 however the capping hides this and with the cap in place violent crime shows a decline.

Walby writes that '*Violent crime is increasing against women, increasingly perpetrated by domestic abuse relations and decreasingly against men*¹²'.

Further research has observed that **female victims are more likely to be more severely injured than male victims of DA** (men were less likely to be injured or killed during a domestic assault (women were twice as likely to be)¹³ whilst 23% of men and 83% of women sought medical attention in the last 12 months as a result of domestic abuse (CSEW 2015).

The same CSEW survey also found that **females are more likely to be a victim of a domestic homicide than male victims** (63% of domestic homicides in 2014/15 had a female victim and female

¹⁰ Nottingham Domestic and Sexual Abuse Strategic Needs Assessment 2010/11 <http://www.equation.org.uk/wp-content/uploads/2016/02/EQ-LIB-026.docx>.

¹¹ Walby, S. Towers, J. Francis, B 'Is violent crime increasing or decreasing? A new methodology to measure repeat attacks making visible the significance of gender and domestic relations'. British Journal of criminology (2015)

¹² Ibid, Page 23

¹³ Professor John Archer, University of Central Lancaster (cited in the Guardian, July 2012)



homicide victims were more likely (72%) to have been killed by their ex or current partner than male victims (29%)¹⁴.

The full gender discussion is found in detail in the Diversity Section, however the research findings suggest that female victims are more likely to report incidents to the police, present to the support services and the wider services (such as health and mental health services). Activity data presented in the sections on police recorded activity, the commissioned support services and health sections support the research findings.

All gender data (CSEW) and research (Gadd et al (2002) and Walby (2015) observes a higher proportion of female victims to male victims, which is significantly greater than the estimated CSEW estimated prevalence in the last 12 months suggests without a review of wider CSEW data.

Prevalence rate by the type/ form of Domestic abuse

The CSEW (February 2015) provides some further demographic and socio demographic insight into domestic abuse.

- **AGE** - The average prevalence for all ages is 8.2% women and 4.0% men but the rates increase to 6.6% men and 12.6% of women for the youngest age group, for those aged 16 to 19 years old. There is no data for the estimated prevalence for victims aged 59 year plus, however we know that around 2% of these supported by commissioned support services are aged 60 or older¹⁵.
- **ETHNICITY** - The ethnic group with a higher prevalence than the average for all ethnicities is the mixed/multiple ethnic groups (14.3% of women) and white Irish (11.8% of women) and black Caribbean for men (5.7%).
- **MARITAL STATUS** – Those with single (12.5% of women), separated (19.8% of women and 9.4% of men) and divorced (18.7% of women and 9.5% of men) status have a higher rate of domestic abuse than the average of 4% men and 8.2% female and are higher than those who are married / civil partnership and cohabiting.
- **EMPLOYMENT STATUS** – 15.1% of females who are unemployed are estimated to have been a victim of domestic abuse in the last 12 months compared with 7.2% of those who are employed and the 8.2% average for all females. The same applies to males, compared to the average of 4% of all males, 5.2% of males who are unemployed are likely to have been a victim of Domestic abuse in the last 12 months.
- **LONG STANDING ILLNESS / DISABILITY** – Those who with long term health conditions are also more likely to be a victim of domestic abuse (16%) compared with the average of 8.2% for females and the same applies to males – 8.8% of males who are long term sick/ ill compared with 4% all males. The prevalence rates are much lower than the averages for individuals who are able bodied and have no long standing illness or disability for individuals at 6.8% females and 3.2% males.

The additional social and demographic information therefore provides insight into key areas of vulnerability - the younger cohort, the unemployed, those in a less stable relationship, who are inactive in terms of employment and / or have a long standing illness or disability and who are from a mixed/multiple ethnicity group.

Note – all prevalence figures should be used with caution. They provide an indication of the extent of the issue, but are limited by the sample of the CSEW and by those willing to answer.

Estimated Sheffield Prevalence

The estimations for Sheffield have applied the ratios from the CSEW December 2016 publication

¹⁴ CSEW 2015, Appendix table 2.05a: Offences currently recorded as homicide for all victims by relationship of victim to principal suspect and sex of victim, numbers, year ending March 2005 to year ending March 2015

¹⁵ Minimum dataset 2015/16



(average of the last three years CSEW for England and Wales, for South Yorkshire Police Force) and from the CSEW February 2016 publication using the Sheffield population aged 16 to 59 years. See the table below.

Estimates prevalence figures using latest published estimates, then applied to the Sheffield population to create a upper and lower estimate									
England and Wales - The percentage of the 16-59 year old population who were a victim in the last year once or more of Any domestic abuse (partner or family non-physical abuse, threats, force, sexual assault or stalking)									
	England and Wales, Feb CSEW 2014/15			England and Wales, CSEW ONS 3 years average 2013/14 to 2015/16			South Yorkshire Police Force, CSEW ONS 3 years average 2013/14 to 2015/17		
	Men	Women	All	Men	Women	All	Men	Women	All
Ratio	4.0%	8.2%	6.1%	4.3%	8.1%	6.2%	2.7%	7.5%	5.2%
Estimated number of Sheffield victims	6,937	14,466	21,341	7,586	14,290	21,691	4,763	13,232	18,192

Using the above, ranges for all victims, females and male victims in Sheffield have been generated and found in the table below.

Sheffield									
Based on the estimates provided above, a range using the lowest estimate and the highest estimates for all victims, female victims and male victims have been calculated for Sheffield									
	All victims range			Female victims range			Male victims range		
Ratio (lowest to highest, from Table above)	5.2%	6.2%		7.5%	8.2%		2.7%	4.3%	
Estimated number of Sheffield victims	18,192	21,691		13,232	14,466		4,763	7,586	
Notes -									
Sheffield Population	16-59 years old								
	Men	Women	All						
	173,430	176,420	349,850						
Data from	ONS CSEW Appendix table 4.01: Prevalence of intimate violence among adults aged 16 to 59, by category, year ending March 2015 CSEW, February 2016								
	Domestic abuse in England and Wales: year ending March 2016, ONS December 2016								

- **Sheffield has an estimated 18,192 and 21,691 victims of domestic abuse in the last 12 month period.**
- **An estimated 13,232 to 14,466 females have been a victim of domestic abuse in Sheffield, in the last 12 months.**
- **An estimated 4,763 and 7,586 males have been a victim of domestic abuse in Sheffield in the last 12 months**

- **Male victims adjustment by reduction of 50% - when adjusted to account for Gadd's research findings that the CSEW is likely to include males who have reported being a victim but are the primary perpetrator/instigator, an 'equal' combatant or experiencing retaliation from a domestic abuse victim - then numbers of male victims who are not also perpetrators of abuse is likely to be in a range between 2,400 to 3,800.**

- **This would change the overall prevalence for Sheffield, although perhaps the more conservative and cautious approach to this would be to use the lower 18,192 estimate above.**

Bear in mind that these figures are estimates and national averages have been applied.

How is Sheffield different to England and how will this impact on prevalence levels?

There is no report available that states whether Sheffield's prevalence ratios is statistically different to other areas, as the recent ONS data does not drill down to city level. The estimates for all victims and for female victims in South Yorkshire are not statistically different to the England and Wales average apart from the male ratio, which is statistically lower.

The CSEW data from February 2016 (and discussed earlier in this section) highlighted certain factors that can impact on a higher prevalence can be some ethnicities (mixed /multiple ethnic groups), marital Status (single, divorced and separate females), long standing illness, disabilities and unemployment.

Local intelligence and other data sources have been reviewed and the outcome suggests **Sheffield is more likely to have a higher prevalence rate than the England Average**. This is based on:-

- Sheffield having a higher rate of DA reported police incidents per 1,000 than the England average¹⁶: - Indicator 1.11 on the Public Health England framework is Rate of domestic abuse incidents recorded by the police per 1,000 populations. The rate of domestic abuse incidents to 1,000 adult populations (16+ years) is 30 per 1,000 populations for South Yorkshire; which is higher than the rate of 20 per 1,000 for England and 23.1 for Yorkshire and Humber in 2014/15¹⁷.
- Sheffield has a higher estimated rate of high risk domestic abuse victims per head than national average: - Sheffield is in a police force area that is more likely to have a higher rate of recorded high risk domestic abuse cases than the England Average. According to the SafeLives database the current rate of MARAC cases per 10,000 populations is 33, with a rate of 40 for the most similar forces to South Yorkshire and 40 for Sheffield.
- *'The State of Sheffield report 2016'*¹⁸ reports that:-
 - Sheffield has a higher rate of unemployment than the national average in 2014 the male unemployment rate in Sheffield was 6.4% (compared to 5.8% in Great Britain) whereas the rate for women was 9% (compared to 5.4% in Great Britain)', youth unemployment is above the national average at 24.3% in June 2015 and the highest of the core cities.
 - Research undertaken in 2013 for DWP shows the rates of poverty among those out of work are very high, standing at 47 per cent for workless households of working-age. In-work poverty is also a growing problem, with 60 per cent of all working-age households in poverty containing at least one person in employment.
 - Sheffield has nearly a quarter of its Lower Super Output Areas (LSOAs) amongst the most deprived nationally (ranked in the bottom 10%), and three are within the 1% most deprived.
 - The BME population in Sheffield increased significantly since the 2001 Census, from around 11% of the total population to 19% in 2011.
 - Sheffield has a higher than England rate for the number of working age people receiving Disability Living Allowance per 1,000 of the working age population¹⁹ (rate of 49 per 1,000 compared with 45 per 1,000 England).
- Local experts and service users suggested based on the evidence above that Sheffield may have a higher rate of domestic abuse than the England average.

¹⁶ <http://www.phoutcomes.info/public-health-outcomes-framework#page/0/gid/1000041/pat/6/par/E12000003/ati/102/are/E08000019>

¹⁷ Sheffield does not appear to be 'better or worse' than any other area at recording police incidents (HMIC report)

¹⁸ <https://www.sheffieldfirst.com/key-documents/state-of-sheffield.html>

¹⁹ The number of working age people receiving Disability Living Allowance per 1,000 working age population. Population from ONS unrounded single year of age mid-year population estimates. Working age is defined as women aged 16-59 and men aged 16-64. Downloaded using the DWP Tabulation Tool.



Therefore our conclusion is that the Sheffield prevalence figures are likely to be on the conservative side and may well be higher.

Additional factors to consider

• **The relationship of the perpetrator to the victim**

The main perpetrator group identified is partners of the victim. The total estimated domestic abuse is 8.2% of females, but around 6.5% had a partner who was the perpetrator and 2.5% had another family member. Note some victims will have been a victim of both partner and family abuse, therefore the 6.5% and the 2.5% do not add up to the 8.2% observed overall.

This means that of the estimated domestic abuse victims in the last year around 80% of female and 70% of the males victims will have been a victim of ‘any partner abuse’ and 30% of females and 40% of males will have been a victim of ‘any family abuse’.

The most frequent form of domestic abuse experienced by victims was partner abuse (non sexual violence) – 5.8% of women, followed by stalking (4.9%), any sexual assault (2.7%) and family abuse (non sexual violence) (2.2%). A slightly different pattern was experienced by men, with the most domestic abuse being partner abuse (2.5%) followed by stalking (2.4%), family abuse (non sexual) (1.4%) and sexual assault (0.7%). See table below showing the prevalence rates and the estimated number of male and female victims using the February 2016 published CSEW estimate data.

Appendix table 4.01: Prevalence of intimate violence among adults aged 16 to 59, by category				Prevalence estimates applied to the Sheffield		
England and Wales						
The percentage of the 16-59 year old population who were a victim once or more of:	A victim in the last year			A victim in the last year		
	Men	Women	All	Men	Women	All
Partner abuse - non-sexual	2.5%	5.8%	4.2%	4,414	10,290	14,710
Family abuse - non-sexual	1.4%	2.2%	1.8%	2,467	3,822	6,291
Any sexual assault (including attempts)	0.7%	2.7%	1.7%	1,214	4,795	6,004
Stalking	2.4%	4.9%	3.7%	4,213	8,644	12,862

• **Types of abuse experienced**

Victims can experience a number of forms of domestic abuse. The majority of victims (72%) in the last 12 months reported experiencing one form of abuse, 22% two forms (e.g. partner and family abuse, partner abuse and stalking) and 6% reported three forms of abuse. The table below shows the full data, with partner abuse the most frequent in 69% of these combinations.

Table 4.12: Number and types of abuse experienced by victims or any domestic abuse, adults aged 16 to 59, year ending March 2013 to year ending March 2015 CSEW^{1,2,3}

England and Wales	Adults aged 16 to 59		
	Men	Women	All
	Percentage		
One type of abuse	77	69	72
Partner abuse only	46	47	46
Family abuse only	26	14	18
Sexual assault only	0	1	1
Stalking only	5	7	6
Two types of abuse	18	24	22
Partner abuse AND family abuse	5	4	4
Partner abuse AND sexual assault	1	3	2
Partner abuse AND stalking	7	11	10
Family abuse AND sexual assault	1	2	1
Family abuse AND stalking	3	3	3
Sexual assault AND stalking	1	1	1
Three types of abuse	5	7	6
Partner abuse AND Family abuse AND sexual assault	1	1	1
Partner abuse AND Family abuse AND stalking	2	3	3
Partner abuse AND sexual assault AND stalking	1	3	2
Family abuse AND sexual assault AND stalking	1	1	1
Four types of abuse	0	0	0
Partner abuse AND Family abuse AND sexual assault AND stalking	0	0	0
Unweighted base - number of adults (victims of domestic abuse)	1,046	2,658	3,704

- **The number of times a victim has suffered domestic abuse in the last year.**

According to the CSEW, 60% of all incidents were reported by repeat victims. 70% of all victims reported one domestic abuse incident, 15% reported two incidents and 16% reported three or more incidents to the police²⁰.

On average, a woman is assaulted 35 times before her first call to the police (Jaffe, 1982)²¹

Domestic violence has a higher rate of repeat victimisation than any other crime (Home Office, July 2002)²²

- **Hidden domestic abuse - The CSEW (2015) highlights that a lot of domestic abuse is and remains hidden.**

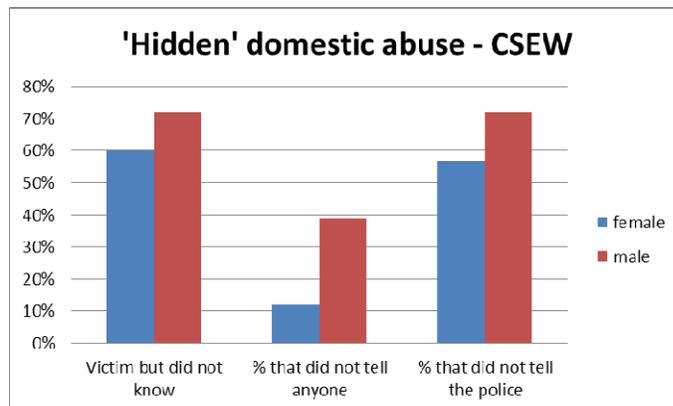
A lot of domestic abuse is hidden. The CSEW finds that when surveyed about the most recent incident there are a number of reasons why the individual may not report to the police or present to services.

²⁰ Intimate personal violence and partner abuse, 11 February 2016

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/compendium/focusonviolentcrimeandsexualoffences/yearendingmarch2015/chapter4intimatepersonalviolenceandpartnerabuse#partner-abuse-repeat-victimisation>

²¹ As cited from <http://www.refuge.org.uk/get-help-now/what-is-domestic-violence/domestic-violence-the-facts/>

²² As cited from <http://www.refuge.org.uk/get-help-now/what-is-domestic-violence/domestic-violence-the-facts/>



Only 40% of women and 28% of men believed they were a victim of domestic abuse

- If the victim is unaware that they are in an abusive relationship, they are less likely to disclose to another, less likely to share with the police and less likely to present to domestic abuse support services voluntarily. This is not unusual, indeed a local service user representative admitted it was only when she left the relationship that she understood the relationship had been abusive.
- Local service users have shared that it was only when the relationship became physically violent that they considered it domestic abuse.

Only 61% of men and 88% of women told someone about the violence. This means that there are a significant number of victims 'suffering in silence' and not discussing the situation with friends, family members or professionals. When applied to our female estimate of 14,400 victims per annum, this means there are around 1,700 female victims may not have told anyone of their domestic abuse situation. Recent findings from SafeLives are that 80% of victims aged over 61 are not visible to services.²³

Only 23% of men (one in five) and 43% of women (two in five) told the police. This means that there are a significant number of victims who have not reported any incidents as domestic abuse to the police. When applied to our female estimate of 14,400 victims per annum, this means there are around 8,208 female victims who have not reported or disclosed incidents of domestic abuse to the police in the last 12 months.

Focus –Stalking (and Harassment) and domestic abuse

One form of domestic abuse that has started to have an emerging focus is stalking and harassment. There is a fine line between the two and intrinsic links to coercion and control. The definition of the two forms is found below:-

Stalking offences – In 2012 two stalking offences became law as part of *The Protection of Freedoms Act 2012* and inserted into the Protection from Harassment Act (PHA) 1997:

- *Stalking*²⁴ - harassment which involves a course of conduct that amounts to **stalking** (s.2A(1) PHA 1997) and;
- *Stalking* - s.4A (1) PHA 1997 which can be **committed two ways** namely:
 - *Stalking involving fear of violence* (s.4A (1) (b) (i) PHA 1997) **OR**

²³ <http://www.safelives.org.uk/node/861>

²⁴ http://www.cps.gov.uk/legal/s_to_u/stalking_and_harassment/#a02



- Stalking involving serious alarm or distress (s.4A (1) (b) (ii) PHA 1997)

The definition of stalking – The Crime Prosecution Service (CPS) states that ‘*there is no strict legal definition of ‘stalking’, [but] section 2A (3) of the PHA 1997 sets out examples of acts or omissions which, in particular circumstances, are ones associated with stalking. For example, following a person, watching or spying on them or forcing contact with the victim through any means, including social media.*

‘The effect of such behaviour is to curtail a victim’s freedom, leaving them feeling that they constantly have to be careful. In many cases, the conduct might appear innocent (if it were to be taken in isolation), but when carried out repeatedly so as to amount to a course of conduct, it may then cause significant alarm, harassment or distress to the victim.’

There are links between stalking and harassment, therefore:

The definition of harassment is defined in law as ‘*causing alarm or distress*’ (section 2 of the Protection from Harassment Act 1997 as amended (PHA), and ‘*putting people in fear of violence*’ under section 4 of the PHA. It can include repeated attempts to impose unwanted communications and contact upon a victim in a manner that could be expected to cause distress or fear in any reasonable person.

‘A lot of the stalking behaviour (is not just physical abuse but) is about coercive control and jealous surveillance i.e. psychological abuse/violence and this does not make it any less dangerous²⁵.

The Prevalence of Stalking in Sheffield

The table below shows the Crime Survey of England and Wales 2014/15, table for the estimated proportion of individuals who are a victim of stalking in the last 12 months and since the age of 16 years old.

The percentage of the 16-59 year old population who were a victim once or more of:	A victim since the age of 16			A victim in the last year			A victim since the age of 16			A victim in the last year		
	Men	Women	All	Men	Women	All	Men	Women	All	Men	Women	All
Stalking	0.098	0.202	0.150	0.024	0.049	0.037	17,004	35,605	52,628	4,213	8,644	12,862
Stalking by a partner	0.028	0.090	0.059	0.004	0.016	0.010	4,871	15,852	20,731	715	2,749	3,466
Stalking by a family member	0.013	0.029	0.021	0.002	0.005	0.004	2,293	5,077	7,374	381	959	1,341

1. Source: Crime Survey for England and Wales, Office for National Statistics

Victim in the last 12 months - Published in February 2016 the CSEW estimated that around 3.7% of all individuals aged between 16 and 59 years old were a victim of stalking in the last 12 months. Using the Sheffield population this equates to around 12,900 individuals: - 8,650 women or 4.9% and 4,200 men or 2.4%).

Victim Since the age of 16 years old - The CSEW estimates that around 15% of the total population aged 16 to 59 years will have been a victim of stalking since the age of 16 years. When applied to the Sheffield population an estimated 52,600 individuals: - 35,600 women or 20.2% and 17,000 men or 9.8%) will have been a victim of stalking since the age of 16 years.

Stalking victims and contact with the police

The national stalking helpline referred to in the *Out of Sight, Out of Mind* report (Suzy Lamplugh Trust, 2016) has observed that the average victim has experienced stalking 100 times before contacting the police and the average stalking case has duration of around 15 months.

²⁵ Risk Identification Checklist for Stalking Cases (VS-DASH 2009)²⁵, Lorraine Sheridan, Karl Roberts and Laura Richards (2009). <http://sheffielddact.org.uk/domestic-abuse/resources/marac-information-and-forms/>



Therefore if the police are contacted by the victim (The *Out of Sight Out of Mind* report suggests that only 26.6%²⁶ of stalking is reported to the police), it is likely to be at the point where the stalking is at its height. This is one explanation as to why the police recorded activity may appear much lower than the prevalence data. Other reasons include that incidents maybe recorded as other offences (e.g. criminal damage, harassment, assault with injury), and therefore may mask the total number of victims reporting stalking to the police.

Police recorded activity for stalking - Stalking offences are recorded under the Violence Against a Person Group. In 2015/16²⁷ there were a total of 4,141 stalking offences recorded by the police, which was higher than the 2,872 recorded in 2014/15.

In South Yorkshire 89 stalking offences were recorded in 2015/16 which was four times higher than the 20 recorded in 2014/15²⁸. 35 of the 89 offences recorded in 2015/16 were Sheffield residents.

The CPS website cites the following '*In many circumstances, cases of stalking and harassment will come within the definition of 'domestic violence' and as such the CPS Domestic Violence Policy and legal guidance will also be relevant*²⁹'. Therefore the data for harassment is also presented here.

Police recorded activity for harassment – Harassment offences are also recorded under the Violence Against a Person Group. In 2015/16³⁰ there were a total of 155,344 stalking offences recorded by the police for England and Wales, which was significantly higher than the 81,491 recorded in 2014/15.

In South Yorkshire 2,953 harassment offences were recorded in 2015/16 which was twice as many than the 1,446 recorded in 2014/15³¹. 1,119 of the 2,953 offences recorded in 2015/16 were Sheffield residents.

Specialist domestic abuse support in Sheffield and stalking

The minimum dataset collected in Sheffield does not have a field for stalking, although there is a field for harassment.

The *Out of Sight, Out of Mind* report explains that stalking is frequently observed in domestic abuse situations, with 45% of victims being stalked by their ex-partner³². On the minimum dataset in 2016/17 (shown below) there were 56% reported as being harassed overall; 68.3% of high risk victims were being harassed, 50.8% of medium risk victims and 31.9% of standard risk victims but it is not known the number or proportion that are stalked rather than harassed.

	All		High/ Very High		Medium		Standard	
	2015/16	2016/17	2015/16	2016/17	2015/16	2016/17	2015/16	2016/17
% with harassment	55.3%	56.0%	66.4%	68.3%	49.1%	50.8%	40.6%	31.9%

Sheffield has adopted the use of the stalking DASH for those victims where stalking is disclosed or suspected and this is available on the DACT website³³. It is used in the IDVA service, although the volume completed per annum is not known and it is unknown which other services are using the

²⁶ James,D., & Persaud R. The Stalker in Your Pocket 2016 as cited in Out of Sight Out of Mind <https://www.suzylamplugh.org/stalking-research>
²⁷ Police recorded crime Community Safety Partnership open data tables, from year ending March 2012 to year ending September 2016, <https://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables>
²⁸ Ibid
²⁹ http://www.cps.gov.uk/legal/s_to_u/stalking_and_harassment/#a02
³⁰ Police recorded crime Community Safety Partnership open data tables, from year ending March 2012 to year ending September 2016, <https://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables>
³¹ Ibid
³² James,D., & Persaud R. The Stalker in Your Pocket 2016 as cited in Out of Sight Out of Mind <https://www.suzylamplugh.org/stalking-research>
³³ <http://sheffielddact.org.uk/domestic-abuse/resources/marac-information-and-forms/>



stalking DASH (although it was discussed at the DA SA Operational Group a couple of years ago), or the number of workers and organisations that have been trained on it.

The *Out of Sight, Out of Mind* report also explains some of the impact of stalking e.g.: 30 to 40% of cases also involve physical violence, 28% of people who have been stalked felt concerns about going out in public, one in ten move home and one in five reduce their social outings.

There is a National Stalking Helpline which could be promoted more locally, 0808 802 0300 run by the Suzy Lamplugh Trust. The service took over 6,500 calls and emails in 2015. There is also a national stalking advocacy service. Paladin³⁴ is a trauma-informed service established to assist high risk victims of stalking in England and Wales. It includes a team of accredited Independent Stalking Advocacy Caseworkers (ISACs) who ensure that high risk victims of stalking are supported and that a coordinated community response is developed locally to keep victims and their children safe.

Introducing of Stalking Orders is an action of the VAWG strategy. These are orders which could be imposed on a perpetrator of stalking to protect the victim, prohibiting them from contacting the victim for a period of time. *'The orders in England and Wales will help those who are targeted by strangers, giving them similar protection to domestic abuse victims. Breaching an order's conditions will be a criminal offence with a maximum sentence of five years in jail. Police will be able to apply to the courts for an order before a stalking suspect has been convicted or even arrested. The requirements of the order will vary according to the nature of the case. Typically, the suspect will be banned from going near the victim and contacting them online'*³⁵.

Stalking has not been explicitly discussed as part of this needs assessment and this is an area that requires further consultation with service users and local experts.

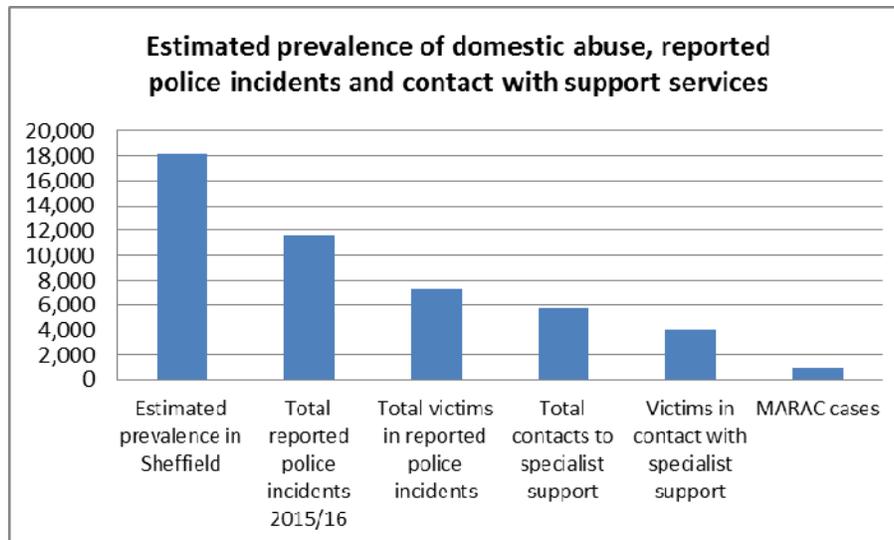
Action - There is a need to promote responses to stalking within support services, to clearly define the support service's definition of stalking and harassment, to monitor stalking separately to harassment, to promote the use of the stalking DASH, to promote awareness of stalking in future domestic abuse campaigns and raise awareness of the national stalking helpline.

Domestic Abuse Prevalence compared to, police reported incidents and victims accessing support services

The Graph below shows a very basic snap shot of activity and where gaps occur.

³⁴ <http://paladinservice.co.uk/>

³⁵ Stalking: New orders planned to give quick protection <http://www.bbc.co.uk/news/uk-38226264>



The quick snapshot of police and support service activity has been compared to the estimated 18,200 total victims per annum in Sheffield. There were 11,580 reported police incidents which had a total of 7,292 victims (in 2015/16, see police section for full details). This means of the total prevalence, around 35% or (one third) of victims may have reported domestic abuse to the police in the last year.

In the same time period there were 5,833 contacts with specialist commissioned support services, equating to around 4,000 individuals, or around 19% of the estimated victims. 4% of the total estimates (941 high risk cases) went to MARAC.

Local service users discussed the above graph. They discussed a number of different reasons why victims may not report or discuss the domestic violence with another, which may explain the reason why a significant proportion (two thirds) of victims does not report the violence to the police.

The overarching reasons described were fear (of the perpetrator and change), trusting others (the police and support services) and shame (of their situation). Some of the detailed comments included:-

- Victims stayed in the abusive relationship for a period of time before accessing support (13 and 17 years). There was no common reason and each service user had a number of different reasons. For example one service user said she wanted to give her daughter a father as she had not had one herself when growing up. Another was so fearful of the police and this was a barrier to accessing support because all safety advice received mentioned the police. The third had a number of children which made removing herself from the situation physically complex.
- The victims were ashamed of their situation - *'People feel shame about their situation; they often feel guilty about what is happening'*.
- For those who had children, when the perpetrator 'hit the kids' was the trigger that made them access domestic abuse support. *'I didn't do anything about it until he hurt the kids'*. Therefore a lot of abuse had happened to the service user in the years prior to accessing support.
- The perpetrator *'makes you feel it's your fault the police are involved'*; therefore you don't contact the police.
- The *'kids may get taken off you'*; therefore the victim doesn't want to share the details of the situation with any professional (e.g. police, A&E, GP).
- Sometimes victims don't feel there is enough evidence (physical injuries); therefore they don't contact the police. One service user explained how in her experience that after a period of being a victim of physical injuries, the longer the domestic abuse went on, the less serious the injuries became as the threats of physical abuse were more effective meaning the violence *'doesn't get to that point'*.



- Victims explained lots of coercive, psychological and emotional abuse. A feeling of being 'trapped'.
- The victims didn't disclose injuries as domestic abuse to the A&E service and often did not access emergency health facilities because they did not want to discuss how they got the injury.
- The victims felt that the situation would not be taken seriously or there were others out there needing the support more.
- The victims had concerns about losing their house and leaving the perpetrator in it. The house gave the victim security.
- The victims had difficulties getting temporary accommodation for the whole family, *'5 kids and the boys were aged 14 and 16 years.'*
- The victims were unsure how the support would help the situation.
- The victims were too scared of repercussions with the perpetrator to phone the police.
- The perpetrator is *'always there, you can't escape, he goes to appointments with me, and you don't get any time to think or reflect on the situation'*.

The complex nature of the service user feedback suggests there is perhaps not one system that would suit all. There is also recognition that the graph will never have all bars the same. There will never be 21,000 victims in Sheffield who all report to the police each year, nor that number who contact support services.

The overarching commissioning and strategic aim is to continue to encourage reporting of incidents to the police, to provide effective domestic abuse support to victims who want and are ready for it (medium and standard risk), provide sufficient capacity to support high risk cases and continually train more workers in contact with victims of domestic abuse to identify, disclose and refer, and to inform the public about coercive control legislation etc. so that awareness is raised that physical abuse is not the only illegal act.

The rest of the needs assessment discusses domestic and sexual abuse in more detail, exploring the demographics of victims, police data, young people and children, harmful cultural practices, perpetrators, the commissioning model, service provision and wider support.