

EQUALITY IMPACT ASSESSMENT – DOMESTIC ABUSE BUSINESS CASE

SECTION ONE: INFORMATION ABOUT THE PROPOSAL

Author(s): This is the person completing the EIA template.	Laura Griffiths	Department and service:	People, Commissioning	Date of assessment:	11 th October 2022
Lead Officer: Please note that a Head of Service, Service Director, or Strategic Director must approve the EIA.	Anna Coles	Signature: 	Strategic Director for People	Approval date: 29/11/2022	
Overview:	<p>The Domestic Abuse Act 2021 has placed new statutory duties on local authorities to provide safe accommodation and support to all victims of domestic abuse.</p> <p>Our intention is to procure a new domestic abuse service which will build upon and develop our offer for the whole city and will be a service for everyone. However, we recognise that the way in which people are impacted by domestic abuse can vary depending on a number of intersecting themes and characteristics.</p> <p>This EIA has been completed to support the design of the new service to ensure we consider appropriate and proportionate mitigation to enable anyone affected by domestic abuse can access the service. The findings will inform the service specification and expectation of delivery.</p>				
Decision required:	<p>The business case contains six recommendations for approval</p> <ol style="list-style-type: none"> 1. To commission a new service in an open competitive procurement in line with European Procurement Regulations. 2. To procure a 10 year contract with a structure of 3+3+3+1 committing to a core budget value of £345,000 of revenue funding to provide stability and include additional funding streams of up to a total contract value of £815k per annum. 3. To ensure a new contract transparently acknowledges the funding arrangements in this area which regularly leads to requirements to bid for 1 – 3 year funds. This will require flexibility to vary the contract when necessary and for the provider to be able to respond. 4. That we seek a collaborative bid that can provide an integrated service whilst recognising individual organisations specialisms including ‘by and for’ organisations. 5. That the new service is based on trauma informed practice and moves away from risk based approaches 6. To agree timelines, delegate decision and contract award sign off to the Director for People 				

SECTION TWO: EQUALITY IMPACT ASSESSMENT SCREENING TOOL

Potential external impacts: Does the proposal have the potential to negatively impact service users, communities or residents with protected characteristics?	Yes	X	No	
Potential internal impacts: Does the proposal have the potential to negatively impact Plymouth City Council employees?	Yes	X	No	
Is a full Equality Impact Assessment required? (if you have answered yes to either of the questions above then a full impact assessment is required and you must complete section two)	Yes	X	No	
If you do not agree that a full equality impact assessment is required, please set out your justification for why not.				

SECTION THREE: FULL EQUALITY IMPACT ASSESSMENT

Protected characteristics (Equality Act, 2010)	Evidence and information (e.g. data and consultation feedback)	Adverse impact	Mitigation activities	Timescale and responsible department
Age	<p>Plymouth</p> <ul style="list-style-type: none"> 16.4 per cent of people in Plymouth are children aged under 15. 65.1 per cent are adults aged 15 to 64. 18.5 percent are adults aged 65 and over. 2.4 percent of the resident population are 85 and over. <p>South West</p> <ul style="list-style-type: none"> 15.9 per cent of people are aged 0 to 14, 61.8 per cent are aged 15 to 64. 22.3 per cent are aged 65 and over. 	<p>Overall, we do not anticipate that the service is likely to disadvantage certain age groups, but the demand and need for the service is likely to be greater on younger people who are victims of domestic abuse in larger numbers.</p>	<p>The service specification design will include a child-focussed response.</p> <p>We will work alongside the development of Family Hubs to ensure we reach and are accessible to families and children.</p>	<p>Commissioning Dec – May 23</p> <p>Service provider September 23</p>

<p>England</p> <ul style="list-style-type: none"> • 17.4 per cent of people are aged 0 to 14. • 64.2 per cent of people are aged 15 to 64. • 18.4 per cent of people are aged 65 and over. <p>(Data sourced from the 2021 Census)</p> <p>The statutory definition of domestic abuse will apply to those who are 16 years old or over (previously applied to those aged 18 and above.)</p> <p>It is estimated that between a quarter and a third of children have been exposed to domestic abuse at some point in their lives and we know that being exposed to domestic abuse can have devastating consequences for children. The statutory definition also recognises the impact of domestic abuse on children who see, hear or experience the effect of it.</p> <p>The Crime Survey for England and Wales (CSEW) year ending March 2020 showed that women aged 16 to 19 years were significantly more likely to be victims of any domestic abuse in the last year than women aged 25 years and over. For men, there were few significant differences by age, however those aged 55 to 74 years were less likely to be victims of domestic abuse in the last year than those in most other age groups. For female victims of violence against the person offences flagged as domestic abuse-related, as age increased, the proportion of offences that were domestic abuse-related tended to decline.</p> <p>For women aged 25-29 years, 56.5% of all police recorded violence was domestic abuse-related, compared with 40% for women aged 75 years and over. Among men, the proportion of violent offences that were domestic abuse-related tended to increase with victim age. For example, it was 19.2% for 16-19-year olds in comparison to 30.3% for those aged 75 years and over.</p> <p>Survey research into partner abuse in teenage relationships, conducted by the NSPCC (Barter et al., 2009) in a sample of eight schools across England, Wales and Scotland, found that young women experienced violence from an early age. Incidence rates for physical violence amongst young girls were evenly spread across the age range between 13-18 years old, from 21% for 13-year-olds to 26% of girls aged 16 and</p>		<p>We will ask potential providers to consider and respond to the needs of all ages.</p> <p>Ensure safeguarding response is clear to provider</p>	
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	<p>over. Consequently, girls as young as 13 are slightly less likely as those aged 16 to have experienced physical violence from their partners.</p> <p>The Crown Prosecution Service Violence Against Women and Girls Report 2018- 2019 showed that from those domestic abuse complainants where age was recorded, the majority were aged 25–59 (78.8%) and 18–24 (16.9%). 19.0% of complainants (14,897) were 24 years old and under, with 1,533 (2.0%) of complainants being 14–17 years old and 72 (0.1%) aged 10–13. The data suggests that those under 16 years old also experience domestic abuse. As domestic abuse of those under 16 years old is recognised as child abuse, statutory agencies are expected to respond accordingly, including by providing appropriate protection and support to victims.</p>			
Disability	<p>10 per cent of our population have their day-to-day activities limited a lot by a long-term health problem or disability (2011 Census).</p> <p>The statutory definition of domestic abuse will recognise abuse of people with disabilities by their carer, if both the victim and perpetrator are personally connected. For the year ending March 2020, CSEW showed that adults aged 16-74 years with a disability were more likely to have experienced domestic abuse in the last year than those without. This was true for both men (7.5% compared with 3.2%, respectively) and women (14.7% compared with 6.0%, respectively).</p> <p>A Public Health England report published in 2015 found that people with disabilities who experience domestic abuse may face broader risk factors than other domestic abuse victims. Vulnerability resulting from a disability may make a disabled person less able to recognise, report or escape domestic abuse. Disabled people experience higher rates of domestic abuse and they also experience more barriers to accessing support, such as health and social care services and domestic abuse services.</p>	<p>Overall, we do not anticipate that the service is likely to disadvantage however we recognise that more disabled people across all age groups are more likely to experience domestic abuse.</p> <p>Disabled victims of domestic abuse will face additional challenges and further consideration should be given to how they may benefit from the service.</p>	<p>We will make clear recommendation in the business case that we seek to commission a collaborative bid that will include 'by and for' specialist organisations.</p> <p>An RFQ has been undertaken to seek a by and for organisation to work across the peninsula to improve our response for people who have learning disabilities</p>	<p>Commissioning PCC Service provider</p> <p>EOS Peninsula group</p>

<p>Gender reassignment</p>	<p>There are no official estimates for gender reassignment at either national or local level (awaiting 2021 Census data).</p> <p>However, in a study funded by the Home Office, the Gender Identity Research and Education Society (GIREs) estimate that between 300,000 and 500,000 people aged 16 or over in the UK are experiencing some degree of gender variance.</p> <p>There is limited research on how many transgender people experience domestic abuse in the UK. However, these figures suggest it is a significant issue:</p> <ul style="list-style-type: none"> • A report commissioned by the Scottish Trans Alliance and published in 2010 indicates that 80% of trans people had experienced emotional, sexual, or physical abuse from a partner or ex-partner, although only 60% of them recognised the behaviour as domestic abuse. • The National LGBT survey was conducted in July 2017 found that trans respondents had much higher declared rates of most incident types involving people they lived with (48%) than cisgender respondents (26%). This was particularly true for verbal harassment (27%), coercive or controlling behaviour (19%), physical harassment or violence (5%), and sexual harassment or violence (2%). Trans men were notably more likely to have experienced an incident (58%) than trans women (40%) and non-binary respondents (47%). 25.94% of respondents said that the most serious incident they had experienced had not been reported. Incidents involving people the respondent lived with were therefore slightly more likely to go unreported than incidents involving people they did not live with (91%). Notably, for all respondents, physical harassment and violence, sexual harassment and violence, and threats thereof, were generally more likely to have gone unreported than other incident types for reasons reflecting feelings of shame or embarrassment, being upset, not thinking that reporting would be taken seriously, or for fear of retaliation. 	<p>Overall, we do not anticipate that the service is likely to disadvantage however we recognise that this service provision sits in the context of a wider national and international debate around trans rights and women only spaces.</p> <p>A significant area of concern is the provision of accommodation, in particular women only spaces such as our women only refuge.</p>	<p>Specifically, the accommodation offer in this business case – we will seek to ensure that our tender processes requests how providers will respond to this need. This will include providing accommodation options for trans gender people.</p> <p>We will continue to work with our Peninsula commissioning colleagues to secure support from specialist and by and for organisations such as The Intercom Trust. We will support and opportunities to sustain the current MoJ funded posts.</p> <p>We will actively engage in understanding, research and best practice in this area</p>	<p>Plymouth City Council commissioning</p> <p>New provider</p>
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<p>Marriage and civil partnership</p>	<p>There were 234,795 marriages in England and Wales in 2018.</p> <p>In 2020, there were 7,566 opposite-sex civil partnerships formed in England and Wales, of which 7,208 were registered in England and 358 were registered in Wales.</p> <p>There were 785 civil partnerships formed between same-sex couples in England and Wales in 2020, of which 745 were registered in England and 40 were registered in Wales.</p> <p>There are two criteria governing the relationship between the abuser and the abused. The first criterion states that both the person who is carrying out the abusive behaviour and the person to whom the behaviour is directed towards must be aged 16 or over. The second criterion states that both persons must be “personally connected”.</p> <p>The definition of “personally connected” includes, but is not limited to, persons who are, or have been, married or in a civil partnership.</p> <p>For the year ending March 2020, CSEW showed that adults aged 16 to 74 years who were separated or divorced were more likely to have experienced domestic abuse than those who were married or civil partnered, cohabiting, single or widowed.</p> <p>Both men and women who were married or civil partnered were less likely to be victims of domestic abuse in the last year than those who were single, cohabiting, separated or divorced.</p> <p>3.8% of married or civil partnered women were victims of domestic abuse, compared with 2.3% of married or civil partnered men. In contrast 12.0% of single women were victims compared with 5.1% of men.</p> <p>There were 107,599 divorces of opposite-sex couples and 822 divorces of same-sex couples in 2019. Of the same sex couples, nearly three-quarters (72%) were among female couples. Unreasonable behaviour was the most common reason for divorce among same-sex couples. Most divorces of opposite-sex couples were petitioned by the wife (62%). Unreasonable behaviour has consistently been the most common reason for wives petitioning for divorce. Examples of unreasonable behaviour could include physical violence, verbal abuse, or refusing to pay towards shared living expenses.</p>	<p>We do not anticipate that the service will disadvantage</p>		
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<p>Pregnancy and maternity</p>	<p>There were 640,370 live births in England and Wales in 2019, a decrease of 2.5 per cent since 2018. The mid-year 2019 population estimates show that there were 2,590 births in Plymouth.</p> <p>The total fertility rate (TFR) for England and Wales decreased from 1.70 children per woman in 2018 to 1.65 children per woman in 2019.</p> <p>The Confidential Enquiry into Maternal and Child Health (CEMCH) identified domestic abuse as one of eight key risk factors for maternal death. The study, which looked at all maternal deaths in England and Wales in the period 2000-2002, found that 14% of all women who died (55 out of a total of 391) had self-declared that they were subject to violence in the home. The report also notes that none of these women had been routinely asked about violence as part of their social history, so the actual figure is likely to be higher.</p> <p>Other studies have also found evidence that there is a proven link between abuse during pregnancy and the mother's chance of being killed by the perpetrator. As domestic abuse is an underreported crime, it is difficult to accurately assess prevalence, but one study has found that around 30% of domestic abuse starts during pregnancy.</p> <p>Section 78 will add people who are homeless as a result of domestic abuse to the existing class categories of people who have priority need for local authority housing under section 189 of the Housing Act 1996. The existing classes categories of priority need includes pregnant women and people with whom dependent children reside. Section 78 will bring all victims of domestic abuse who are homeless as a result into the category of automatic priority need. This will benefit all eligible victims of domestic abuse who do not currently qualify for priority need under other categories.</p>	<p>We do not anticipate that the service is likely to disadvantage, however, we recognise the increased risk of abuse and violence to pregnant women</p>	<p>We will work with the development of Family Hubs and in particular the ante-natal provision to ensure adequate and appropriate support is provided</p> <p>We will work alongside our health colleagues, in particular the new interpersonal trauma GP service that been commissioned</p>	<p>Commissioning PCC, the provider and family hubs partners forum</p> <p>NHS Devon Safeguarding Team</p>
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<p>Race</p>	<p>92.9 per cent of Plymouth’s population identify themselves as White British. 7.1 per cent identify themselves as Black, Asian or Minority Ethnic.</p> <p>Census data suggests at least 43 main languages are spoken in the city, showing Polish, Chinese and Kurdish as the top three (2011 Census).</p> <p>The provisions in the Act apply to all victims irrespective of race or migrant status. According to Walby and Allen 2004, there is little variation in the prevalence of domestic violence by ethnicity.</p> <p>However, Batsleer, et al 2002; and Rai and Thiara, 1997 found that Black and other minority ethnic communities are less likely to access statutory services.</p> <p>Similarly, a report from the British Medical Association 2014 into domestic abuse found evidence to suggest that black and minority ethnic (BAME) women experience abuse for a longer period and are more reluctant to access services. For example, the Southall Black Sisters estimate that it takes BAME women an average of ten years before they leave a violent relationship.</p> <p>The Home Office report into advocacy services for BME communities outlined Shah-Kazemi, 2001; Rai and Thiara, 1997 findings that Asian women may find it more difficult to seek help for domestic abuse. The research suggested when Asian women marry, they implicitly represent their family. Therefore, if a marriage fails it is often seen as being the woman’s fault and she is also blamed for letting down the family’s honour.</p> <p>For the year ending March 2020, the CSEW showed that those in the Mixed ethnic group were significantly more likely than those in the Black or Asian ethnic groups to experience domestic abuse within the last year. In the White, Mixed and Black ethnic groups, women were more likely than men to have experienced domestic abuse in the last year. This difference was greatest for the White ethnic group (7.7% of women, compared with 3.6% of men).</p>	<p>Overall, we do not anticipate that the service is likely to disadvantage, however we recognise that women from mixed ethnic groups are most likely to experience domestic abuse although women from other minoritised groups such as Asians are less likely to come forward to the statutory agencies. As they are less likely to come forward, services delivered may be of limited benefit to these women.</p>	<p>The business case and recommendations describe our intention to commission a collaborative and integrated service that seeks to ensure smaller ‘by and for’ organisations can build capacity and understand within the new service.</p> <p>Through the development of the service specification we will ensure providers respond via the tenders to how they will ensure access to services is supported.</p>	<p>PCC commissioning and provider</p>
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<p>Religion or belief</p>	<p>Christianity is the biggest faith in the city with more than 58 per cent of the population (148,917). 32.9 per cent (84,326) of the Plymouth population stated they had no religion (2011 Census).</p> <p>Those who identified as Muslim were just under 1 per cent while Hindu, Buddhist, Jewish or Sikh combined totalled less than 1 per cent (2011 Census).</p> <p>There is limited research on the relationship between religious beliefs and domestic abuse victimisation in the UK.</p> <p>For example, a 2011 report on forced marriage in Luton observed that forced marriage has historically been practised in many different communities. However, it concluded that, due to their relative size within the UK population, forced marriage was now most common in the UK amongst South Asian communities (South Asian, Pakistanis, Bangladeshi and Indians). Forced marriage is a violation of human rights and is seen in the UK as a form of domestic violence.</p> <p>Pakistani and Bangladeshi Asians make up a larger group of Muslims which is the second largest religious group in the UK. This could suggest that the provision of the service could have a positive impact for Pakistani and Bangladeshi Muslims who experience domestic abuse as it could enable access to services. However, as mentioned in the previous section, this may be of limited benefit given the barriers faced by minoritised communities when accessing services.</p>	<p>Overall, we do not anticipate that the service is likely to disadvantage</p>		
<p>Sex</p>	<p>51 per cent of our population are women and 49 per cent are men (2021 Census).</p> <p>In year ending March 2020, the CSEW estimated that 1.6 million women and 757,000 men aged 16-74 years experienced domestic abuse.</p> <p>Women were significantly more likely to be victims of each type of abuse than men, with the exception of sexual assault by a family member where, although higher, the difference was not significant. For example, 6.7% of females aged 16-74 years were victims of non-sexual domestic abuse in the last year, compared with 3.3% of males.</p>	<p>Overall, we do not anticipate that the service is likely to disadvantage however given the preponderance of female victims, we anticipate that a higher proportion of women than men will benefit from the service.</p> <p>It should be noted that the statutory definition of domestic abuse is also deliberately gender neutral as the legislation is</p>	<p>The service will ensure it understands the gendered nature of domestic abuse both in relation to disproportionately women who are victims and men that cause harm. It will respond to the tender and deliver the service to reflect these statistics.</p>	<p>Plymouth City council commissioning and new provider</p>

	<p>Similarly, 1.3% of females aged 16-74 years were victims of domestic stalking in the last year, compared with 0.7% of males.</p> <p>Refuge also found in 2014 that the ways in which women experience domestic abuse is also different: the intensity and severity of violence used by male perpetrators is more extreme and more likely to include physical violence, threats and harassment. The report found that female victims of domestic abuse experience more serious psychological consequences than male victims and are much more likely to feel afraid of their partners.</p> <p>For the year ending March 2020, in 74.1% of all domestic abuse-related offences recorded by the police the victim was female. This proportion of female to male victims was similar for most of the offence categories²⁵ other than for sexual offences, for which 94.1% of the victims were female. Of the 362 domestic homicides recorded by the police between March 2018 and March 2020, 276 of the victims were female (victims aged 16 and over).</p> <p>The data suggests that men are more likely to be perpetrators of domestic abuse than women. Data for 2019/20 from the Crown Prosecution Service's (CPS) Case Management System showed that in domestic abuse prosecutions, where the defendant's gender was recorded, 92% were male and 8% female. Women are more likely to be complainants of domestic abuse than men. Where the gender of victim's in domestic abuse-related prosecutions was recorded, 82.3% were female and 17.7% were male.</p> <p>It should not be forgotten that men are also victims of domestic abuse. Stigma and fear of feeling emasculated can make men less likely to report domestic abuse than women. Statutory agency staff should be aware of this fact and ensure they take allegations as seriously as with women, offering appropriate advice and support. The Office for National Statistics data (2014/15), shows that male victims (39%) are over three times as likely as women (12%) to not tell anyone about the partner abuse they are suffering from. Only 10% of male victims will tell the police (26% for women), only 23% will tell a person in an official position (43% for women) and only 11% (23% for women) will tell a health professional.</p>	<p>intended to ensure all victims and all types of domestic abuse are sufficiently captured and no victim is inadvertently excluded from protection or access to services.</p>		
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	<p>Evidence shows that women were more likely to be victims of domestic abuse than men. As the evidence shows that more women are likely to be victims of domestic abuse, section 84 expressly provides that the statutory guidance recognises that most victims of abuse are female. It also states that anyone can be affected by domestic abuse, including men which makes clear that services should be accessible for all.</p>			
<p>Sexual orientation</p>	<p>There is no precise local data on sexual orientation in Plymouth (awaiting 2021 Census data).</p> <p>The CSEW for the year ending March 2020 show the percentage of men and women aged 16-74 who had been victims of domestic abuse in the last year by sexual orientation:</p> <ul style="list-style-type: none"> • 3.5% of men and 6.9% of women who identified as heterosexual or straight; • 6.0% of men and 12.2% of women who identified as gay or lesbian; • 7.3% of men and 19.6% of women who identified as bisexual. <p>Research has found that one in four lesbian and bisexual women have experienced domestic abuse in a relationship. Two thirds of those say the perpetrator was a woman, a third said the perpetrator was a man. Almost half (49%) of all gay and bisexual men reported having experienced at least one incident of domestic abuse from a family member or partner since the age of 16.</p> <p>Evidence suggests that LGBT communities face complex barriers to seeking support for domestic abuse, with a reported 60-80% of LGBT+ victims have never reported incidents to the police or attempted to find protection from services.</p> <p>It is estimated that only 2.5% of all survivors accessing domestic abuse services in England and Wales are LGBT+.</p>	<p>Overall, we do not anticipate that the service is likely to disadvantage however the evidence suggests that people with certain sexual orientations are more likely to be victims of domestic abuse.</p>	<p>The service to describe how it will respond to the needs of all sexual orientations.</p> <p>We will continue to work with our Peninsula colleagues for funding opportunities to continue the specialist post hosted at the Intercom trust.</p>	<p>Plymouth city council commissioning</p> <p>The new provider</p> <p>Peninsula EOS group</p>

SECTION FOUR: HUMAN RIGHTS IMPLICATIONS

Human Rights	Implications	Mitigation Actions	Timescale and responsible department
	No adverse impacts are anticipated. This service intend to improve human rights		

SECTION FIVE: OUR EQUALITY OBJECTIVES

Equality objectives	Implications	Mitigation Actions	Timescale and responsible department
Celebrate diversity and ensure that Plymouth is a welcoming city.	No anticipated implication. However we acknowledge that those fleeing domestic abuse – people move and relocate to the city. Our needs assessment states average 40% of people in the specialist accommodation are from out of area.	To continue to ensure people can access our accommodation from other areas. This supports our ambition to be a welcoming city.	Commissioning September 23
Pay equality for women, and staff with disabilities in our workforce.	Women and people with disabilities are more likely to be impacted by domestic abuse. This may result in the immediate workforce of PCC requiring support from this service Service provision workforce dominated by women and the roles are often considered lower paid	To ensure via our procurement and social value processes that pay equality can be met Ensure staff at Plymouth City Council are aware of the service and can access	Commissioning Jan – April 23 Commissioning September 23
Supporting our workforce through the implementation of Our People Strategy 2020 – 2024	No anticipated implications. The provision of this service will support the delivery of Our People Strategy.	The procurement process will support the inclusion of seeking providers that have strong equality and diversity policies; respond positively to our social value assessment and can support our	Commissioning Jan – April 23

		workforce who experience domestic abuse.	
Supporting victims of hate crime so they feel confident to report incidents, and working with, and through our partner organisations to achieve positive outcomes.	No anticipated impacts	To support our commitment to reporting of hate crimes, ensure the service is set up as 3 rd party reporting	Commissioning and new provider September 2023
Plymouth is a city where people from different backgrounds get along well.	No anticipated impacts. However, we recognise the diversity of people affected by domestic abuse and the impact of people fleeing domestic abuse to our city.	To encourage positive community cohesion we will continue to work as a partnership, and with advice from, organisations such as British Red Cross and Plymouth Racial Equality Council. The procurement will include the inclusion of 'by and for' organisations to ensure we promote this as part of our PSED	Commissioning and new provider Jan – September 2023

