

**Scottish Executive Multiple and Complex Needs Funding Programme
Tayside Domestic Abuse and Substance Misuse Proposal
August 2006**

Domestic Abuse and Substance Misuse in Tayside

Domestic abuse includes a wide range of physical, sexual, mental and emotionally abusive behaviours and can be perpetrated by partners or ex-partners. Violence can happen in all relationships including same sex relationships. However, the clear statistical information shows that violence is experienced predominantly by women and perpetrated predominantly by men. (Scottish Crime Survey 2005)

Domestic abuse requires a response which takes account of the gender specific elements and the broader gender inequalities which women face. The Scottish Executive defines domestic abuse as:

'Domestic abuse (as gender –based abuse), can be perpetrated by partners or ex-partners and can include physical abuse (assault and physical attack involving a range of behaviour), sexual abuse (acts which degrade and humiliate women and are perpetrated against their will, including rape) and mental and emotional abuse (such as threats, verbal abuse, racial abuse, withholding money and other types of controlling behaviour such as isolation from family and friends). (Scot. Exec 2004)

The effects of domestic abuse include physical injury, poor health and a wide range of psychological difficulties. It is also recognised that children are witnesses to, and may be subject to, the abuse and that there is evidence of correlation between domestic abuse and the mental, physical and sexual abuse of children. (Scottish Women's Aid). Many families affected by domestic abuse possess complex and multiple needs as a result of their experience, such as homelessness, loss of employment, decreased educational attainments, parenting problems, physical and mental health problems, social exclusion and deprivation.

Research has shown that women who experience domestic violence are more likely to misuse prescription drugs, alcohol and illegal substances – they may turn to substance use as a form of self-medication and relief from pain, fear, isolation and guilt which is often associated with violence. A US study of refugees revealed that as many as 42% of women use alcohol or other drugs. Women who use alcohol or drugs are not responsible for the violence they experience, though their substance misuse was often blamed.

(Ref: Domestic violence, drugs & alcohol – good practice guidelines: Stella Project 04)

The term "substance misuse" is used to describe the use of substances (i.e. both legal and illegal drugs and/or alcohol) in a manner that results in harm to the user or to their wider community (Humphreys et al, 2005). Within this definition there is recognition that there is a continuum of substance use and the point at which this becomes problematic can be variable (Humphreys et al, 2005). Substance misuse, like domestic abuse, is strongly associated with the emergence of complex and multiple needs. Parental drug and alcohol misuse is often linked to other social and domestic problems that may include poor housing conditions, homelessness, unemployment, domestic abuse and social deprivation. The adverse affects for both adults and children include psychological problems, social deprivation, physical ill health, offending behaviour and social isolation. Affects range in their severity and are often difficult to detect. In these circumstances, a child may well fail to thrive and be adversely affected. This lifestyle results in disruption for children, changes of schools, separation from their friends and removal from familiar places. The stability and security associated with childhood is lost in these circumstances. (Scottish Executive: Hidden Harm: Next steps, Supporting Children, Working with Parents)

The Guidelines for Health Care Workers in NHS Scotland (Scot. Exec 2003) provides the following statistics :

Women who are abused are:

- 5 times more likely to attempt suicide
- 15 times more likely to abuse alcohol
- 9 times more likely to abuse drugs
- 3 times more likely to be diagnosed as depressed or psychotic

Violence reported by service users where there were dual issues of substance use and domestic violence was severe. This highlights the urgency with which this issue needs to be addressed and also raises concern about the children that are living with mothers and fathers where there is co-occurrence of substance use and domestic violence – attention needs to be given to the needs of children who are living in this environment. (Ref: Mayor of London, Domestic Violence and substance use: overlapping issues in separate services 2005)

Research commissioned by the Scottish Executive : “Looking beyond risk” Parental Substance misuse: Scoping Study (2006) recommends priorities for the future:

- Conduct further research on the experiences and needs of particular groups of children. For example.....children living with domestic violence.....
- Undertake a review of ‘what works’ in relation to child protection, especially with overlapping issues of substance misuse, and of domestic violence.

This project will focus on women who are affected by domestic abuse and their own substance misuse. The project will also look at the experiences of children and young people who are directly affected by both domestic abuse and the parental substance misuse.

Evidence suggests that both domestic abuse and substance misuse are significant problems in the Tayside area. During the year 2004 Police Forces throughout Scotland recorded 43,678 incidents of domestic abuse across Scotland, 3,482 of which were recorded in Tayside (Scottish Executive, 2005). These figures indicate a rate of domestic abuse incidents per 100,000 population of 898, second only to the Strathclyde force area and well above the Scottish average of 860. Rates per 100,000 population vary widely across Tayside from 675 in Perth and Kinross to 724 in Angus and 1,246 in Dundee City (Scottish Executive, 2005). The National Study of the prevalence of problematic drug misuse in Scotland (Hay et al 2005) estimates that in Tayside there are 4,747 (2.27% of population aged between 15-54) problem drug users. This estimated figure includes: 1,038 (1.99%) problem drug users in Angus; 2,522 (2.80%) in Dundee; and 1,187 (1.76%) in Perth & Kinross. It is also estimated that out of the 4,747 problem drug users in Tayside, 2913 individuals are currently not in touch with services. Figures from the Scottish Drug Misuse Database suggest that during 2004/05 542 new individual patient / clients presented to specialist substance misuse services in Tayside. Numbers ranged from 68 in Perth and Kinross to 99 in Angus and 378 in Dundee City. Tayside Police recorded 3,323 drug related offences between April 2005 and March 2006.

For a number of years associations have been made between substance misuse and domestic abuse, but currently there is limited statistical information evidencing the overlap between the issues. Recent research has found that between 33% and 86% of women contacting refuge services also had experiences of misusing substances themselves, and that between 26% and 67% of women contacting substance misuse agencies also had direct experience of domestic abuse (Humphreys et al, 2005). Within the locality of Tayside there is also limited statistical evidence of the overlap between domestic abuse and substance misuse.

Between April and September 2005 the Aberlour Outreach service (who work intensively with a small number of families affected by parental substance misuse), based in Dundee, received 26 referrals of which 15 families accepted a service from Aberlour. Of those 15 families over 50% (7 families) were identified as also being affected by domestic abuse. Staff believe this figure could actually be higher, as some families may choose not to disclose domestic abuse. In line with this, figures from Tayside Police Central Division (Dundee area) for July 2006 show that 180 reports of domestic abuse were dealt with. Of these 180 incidents 60% (108 incidents) of incident reports also mentioned drug and/or alcohol involvement. Initial figures for the year 2005/06 for the whole of Tayside area suggest that up to 35% of recorded domestic abuse incidents also involved the use of alcohol. At present there does not appear to be any further breakdown of figures available, for example whether the reported incidents of domestic abuse involved the use of alcohol by the male abusive partner or both partners. This could be the subject of a further project to follow this up accurately.

Despite emerging evidence at a local and national level of the overlap between the issues of domestic abuse and substance misuse, and the subsequent complex and multiple needs this overlap generates, there is still a distinct separation between substance misuse and domestic abuse services (Humphreys

et al, 2005). This separation has found to be attributed to: cultural clashes between services, politics of single issue focus and implied causality, resource limitations, lack of knowledge and training, and fragmentation at national government level (Humphreys et al, 2005). Help-seeking paths for both victims and perpetrators with the complex issues of domestic abuse and substance misuse have been found to be lengthy and complicated, with only a minority of service users engaging with agencies from both fields. However, services that work within a multi-agency context to adequately and appropriately resource service users at different stages in their help-seeking process have been found to be most effective (Humphreys et al, 2005).

The evidence presented above clearly shows that domestic abuse and substance misuse are significant issues within the Tayside area. Anecdotal evidence also suggests that services are already experiencing families with dual needs related to domestic abuse and substance use.

Research has shown that the majority of service users who have domestic violence and substance use problems are primarily using either substance use agencies or domestic violence agencies and not receiving appropriate intervention for 'the other' issue.

The development of a multi-agency response to domestic abuse is now widely acknowledged as the most effective way to both support and protect women and children who have experienced domestic abuse...."

The development and implementation of shared policies and procedures, the provision of information and training for staff, and the establishment of effective monitoring systems are all essential steps in the process of ensuring that multi-agency strategies to tackle domestic abuse move from being statements of intent to supporting the development of good practice.

(Scottish Executive : Violence Against Women: A literature review 2004)

The Parental Substance Misuse scoping study (2006) highlights the need to ensure that services are provided more holistically, focusing on all aspects of parenting, substance misuse and co-existing issues (such as domestic violence, mental health problems or women who are pregnant and where children might have been exposed to drugs or alcohol in utero).

A co-ordinated multi-agency response is clearly required to ensure service users find a clear pathway into, through and out-of agency involvement it is essential that work is undertaken in the Tayside area to address the multiple and complex needs of families with the overlapping issues of domestic abuse and substance misuse.

Aims and Objectives of the Project

The aims of the project will be 2 fold:

- to ensure a co-ordinated and consistent multi-agency response to women with dual experience of domestic abuse and their own substance misuse across Tayside.
- To ensure a co-ordinated and consistent multi-agency response to children and young people across Tayside who have specific needs as a result of their experiences of both domestic abuse and the impact of parental substance misuse.

The objectives of the project will be to:

- Improve access to appropriate service for a. women
b. children an young people
- Develop cross-disciplinary responses to the provision of service for both target groups.
- Improve satisfaction with services and outcomes for both target groups.
- Ensure professionals are knowledgeable and adequately trained to support both the target groups.

Partners

The project will be undertaken on a Tayside wide basis, covering the 3 local authority areas of Perth and Kinross, Dundee City and Angus. Partnership working in the areas of domestic abuse and of substance misuse is already well established across the Tayside area and the current project will build on this history of co-operation. Additionally, many key partners already operate on a Tayside wide basis, for example NHS Tayside and Tayside Council on Alcohol. The geographical characteristics of the Tayside area will also allow a comparison of practice and issues between urban and rural areas.

Partners who have shown support for the project and will be involved in on-going work are: Angus Partnership on Domestic Abuse, Dundee Domestic Abuse Forum, Perth and Kinross Multi-agency Partnership on Domestic Abuse, Tayside Council on Alcohol, and the 3 local Drug and Alcohol Action Teams from across Tayside. Membership of the three local domestic abuse forums will facilitate input from a wide range of Tayside wide and local organisations, such as Tayside Police, NHS Tayside, Women's Aid, Aberlour Childcare Trust, Social Work and Housing.

A core management group of between 8 and 10 key individuals will manage the project on an on-going basis. Members will be drawn from a range of key partners and will be spread across the Tayside area. The project lead will be Kathryn Sharp (Dundee Domestic Abuse Forum Co-ordinator).

Programme of Work

Funding will be used to support an initial research/mapping exercise, which will then inform the work of a temporary Complex and Multiple Needs Worker. The project will not seek to establish new services, given the time limited nature of the funding, but instead will seek to roll out existing good practice across Tayside and to improve practice within and co-operation between existing services.

The research project (no longer than 6 months) will seek to identify dispositional, situational and organisational/institutional factors that positively and negatively affect the progression of people with multiple and complex needs at each stage of their service use (i.e. from access through to outcomes). Contact will be made with women, children, young people and professionals within the substance misuse and domestic abuse fields, with a view to establishing:

- Barriers/incentives to access services
- Factors influencing choice of service accessed – why do women, children and young people choose a particular agency/pathway into support and information?
- Experiences of service provision in both sectors and of partnership working between sectors
- Identification of existing good practice and problematic practice
- Identification of excluded/hidden groups
- Satisfaction with current service provision and outcomes
- Map of existing service provision, multi-agency forums, protocols, partnerships etc.
- Links to other needs i.e. homelessness, mental health issues

The recommendations of the research will then feed into the work of a dedicated Multiple and Complex Needs (M&CN) Worker. The project management group will recruit this worker whilst the initial research is being undertaken, with a view to allowing appointment and induction in time for a handover period with the appointed researcher during early 2007. This worker will be expected to take forward the recommendations of the research across Tayside. We are unable to predict accurately and in detail the expect work programme of the M&CN Worker as this will largely be dictated by the recommendations generated in the research stage. Likely work includes production of good practice guidelines, production of toolkits for practitioners, development and implementation of multi-agency training, awareness raising campaign, agreement of information sharing and referral protocols and the development of shared web space and/or I.T. systems.

Immediately after commencing employment, and following from the recommendations of the research stage, the M&CN Worker will agree a detailed programme of work with the project management group. A detailed action plan for the project will be produced, which will incorporate SMART principles and performance targets. This action plan will guide the work of the Development Worker and will form the basis of the monitoring and evaluation of the project. It is anticipated that the project management group will liaise with and seek agreement with the Scottish Executive for example, when developing programme of work, outputs, setting the monitoring and evaluation framework

Budget

Please see attached projected budgets. Dundee City Council Housing will be the budget holder for the proposal. Please note costs in first year projected with start date of 1st October 2006. Costs in second year based on year one costs plus 2.5%.

Please note uneven distribution costs in favour of year 2 is due to late project start. Additional resources required in second period to support work of M&CN Worker and production, dissemination and evaluation of outcomes.

Monitoring and Evaluation Strategy

The M&CN Worker will be expected to develop a project plan that is based on the recommendations generated during the initial research stage. This project plan will refer to/incorporate SMART principles and GIRFEC (Getting it right for every child). The project management group in consultation with Scottish executive colleagues will regularly monitor progress. This plan will also form the basis of monitoring and evaluation of the project outcomes at the project end.

There is a specific allocation of funding in the second year of the project to support a full monitoring and evaluation exercise at the project end. The project is likely to produce tangible outputs such as good practice guidelines, toolkits and protocols, which will in themselves represent a project output. However, efforts will also have to be undertaken to monitor statistical information relating to service access and use, and to outcomes for service users. Key quantitative measures are likely to include:

- Numbers of women, children and young people accessing specific services
- Characteristics of women, children and young people accessing services
- Number of referrals made and received between services
- Types of support provided
- Outcomes achieved for individual women, children and young people

Preparation for end of project quantitative monitoring and evaluation will be considered early in the project life. The M&CN Worker will, in conjunction with the project management group, develop tools for ongoing collection of statistical information in a standard format. This early preparatory work will allow for efficient and effective collection and collation of information at the project end.

Qualitative information will also be gathered from women, child, young people and services to identify their perceived views of the success of the project. This information will be essential in identifying non-quantifiable outcomes for women, children and young people (such as improved quality of life or increased self-esteem) and for services (such as confidence of workers in dealing with dual issues or levels of unofficial co-operation between agencies).

Quantitative and qualitative data gathered at the project end will be analysed and a written evaluation report compiled to inform future service developments and the overarching evaluation of the Multiple and Complex Needs Programme to be conducted by the Scottish Executive.

Dissemination Strategy

The second year budget clearly identifies resources to allow the production and printing of materials developed during the project for use by project partners - any outputs would not be owned by the project team. During the second year of the project it will also be expected that the M&CN Worker along with the project management group will progress work that will allow marketing of materials to service providers across Scotland. This would include investigating production costs, agreeing charges for materials and developing marketing information for dissemination to relevant agencies across Scotland. Sale of materials would be on a cost recovery basis. Distribution of any information would be facilitated on an ongoing basis beyond the end of the project through an identified agency, such as the local domestic abuse forums or drug and alcohol teams.

At all times the M&CN Worker and project management team will take advantage of any media opportunities to advertise the work of the project and lessons learnt. It is expected that the project will culminate in a multi-agency event detailing the work of the project, materials produced and outcomes achieved. This event would involve local partners but would also create an opportunity for disseminating information to the media and interested agencies throughout Scotland.

The project will also produce an evaluation report, which will be disseminated to all local partners, the Scottish Executive and relevant national services through the project management group after its completion. It is also expected that lessons learnt throughout the project life will be identified through the Scottish Executives planned overarching evaluation of the project. These lessons will therefore be disseminated on a national basis through the Scottish Executive in a manner in which it sees fit.

Exit Strategy

Partners are aware that funding is strictly time limited and therefore have elected not to pursue development of a new service. The programme of work that is agreed with the M&CN Worker will be devised with the project end in mind, and will ensure that all key tasks are completed by the end date. The project aims to incorporate fundamental changes to practice, such as information sharing protocols, which once developed and adopted will be self-sustaining and therefore not require an exit strategy.

References

Humphreys, C., Thiara, R. K. & Regan, L. (2005) Domestic Violence and Substance Use: Overlapping Issues in Separate Services? London: Home Office

Scottish Drug Misuse Database (2005) Drug Misuse Statistics Scotland 2005 Edinburgh: ISD Publications

Scottish Executive (2005) Domestic Abuse Recorded by the Police in Scotland, 1 January – 31 December 2004 Edinburgh: Stationery Office

Domestic Violence, drugs & alcohol - good practice guidelines: Stella Project 2004

Scottish Crime Survey 2005

Scottish Executive: Hidden Harm: Next Steps, Supporting Children, Working with parents.

Guidelines for Healthcare workers in NHS Scotland – Scottish Executive 2003

“Looking beyond risk” Parental Substance misuse scoping study – Scottish Executive 2006

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